CENSUS OF INDIA, 1921

UNITED PROVINCES
OF
AGRA AND OUDH

ADMINISTRATIVE REPORT

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ON THE

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Chapter I.—ENUMERATION.

Office-holders.

1. I took charge of the office of Provincial Superintendent on 18th April, 1920. I was subsequently gazetted as Under Secretary to Government in the Census department with effect from the same date. As this report is intended ~~solely for~~ the use of the next Provincial Superintendent (if any) and even if read by him is unlikely to be read by anyone else, I may be allowed an initial intimacy to warn him to avoid, if he can, this secondary appointment. Its immediate object was to enable the Superintendent to make references to Government unofficially. If its ulterior object was to enable him to get prompt orders on his references, it had not this result. And in any case the same object could surely be attained more simply by *ordering* the Superintendent, as such, to make his references unofficially. The drawback of the secondary appointment, in my case, was that it gave the Accountant-General an opening of which he did not fail to take advantage. He ruled that I should draw the pay not of a Provincial Superintendent of Census Operations, but of an Under Secretary.[1] This ruling was of course overruled by Government, but not till three months had elapsed. It is true that such a *jeu d'esprit* could hardly occur twice even to an Accountant-General. But it might.

Mr. Tennant was appointed my Personal Assistant for three months from 1st December, 1920. He subsequently relieved me at the end of May, 1922, and has written the bulk of the second and third chapters of this administrative report.

Rules for census-taking.

2. The Provincial rules for Census-taking were based on the Imperial Code of Census Procedure, Part I (Enumeration), and consisted of the following circulars and chapters :—

Preliminary Circular I.—A brief skeleton of Census operations as a whole for the information of district officers and their gazetted staff.
Circular 2.—The appointment and duties of District Census Officers.
Chapter I.—Preliminary.
Chapter II.—Census sub-divisions in rural areas.
Chapter III.—Census sub-divisions in urban areas.
Chapter IV.—Census forms, their translation, and the method of supplying them.
Chapter V.—Accounts.
Chapter VI.—Census agency.
Chapter VII.—Training of the Census staff.
Chapter VIII.—House-numbering.
Chapter IX.—Census of railways.
Chapter X.—Census of cantonments and of troops on the march.
Chapter XI.—Preliminary enumeration.
Chapter XII.—Special arrangements.
Chapter XIII.—Final enumeration.

Following precedent, these chapters were made each as self-contained as possible, and were issued each only just before it was needed. Many District Census Officers were of opinion that it would be better to issue all the chapters

[1] Can it be that he had overlooked the precedent of Rutilius Gallicus, who, in A. D. 75, was sent to take the census of Africa, with the rank of Co-Governor of that province?

together as a Code before operations begin, their grounds being that it is easier to take the first step if you know what the next is going to be. As a result of experience I do not agree with this view, and as neither Mr. Blunt in 1911 nor Mr. Burn in 1901 agreed with it either, it is unnecessary to labour the point. But I think that for the benefit of District Census Officers themselves—not of their subordinates—a full and detailed time-table should be added to Preliminary Circular I. The rules themselves must, it need hardly be said, be simple, lucid, and concise without being elliptical. I doubt, if I may say so, whether they can be further developed in this direction. The fact that a few have misread them proves nothing. For if I have learnt anything from conducting these operations it is this—that to be able to read a letter or a written order is the rarest accomplishment. As I have issued orders which had to be read and acted upon by considerably over a quarter of a million men of all conditions, I may claim some experience. If you write in block capitals and send to fifty persons of your own selection the order "take off your hat," I am prepared to wager that two or more will read it "don't take off your hat," while at least one will read it "take off your trousers."

Bound volumes of the rules (and of other relevant printed matter) used at this Census have been preserved for reference at the next. The rules are therefore not described further. In what respects they can be improved will appear from my discussion of the actual operations.

Drafting and printing of the rules.

3. These rules, which were to be read by none below the rank of Charge Superintendent (as to the meaning of the various titles of office, see further on) I drafted in English myself, and had translated, and transliterated into Urdu and Nagri script, under my own supervision by various members of my staff. The forms, which were for the use of supervisors and enumerators, I not only drafted but also translated. By keeping the translation of these in my own hands I believed that what they lost in scholarship they would gain in simplicity. As regards the forms, it is obvious that the intelligibility by persons of little education of the "Instructions for Enumerators," and of the headings of the General Schedule (on which the Census is actually taken) is of supreme importance. I therefore took my draft of these into a backward part of Bundelkhand (which, I thought, would furnish the severest test) and amended it where I found by actual experiment that it presented difficulty to the local *intelligentsia*.

The rules were printed by the Government Press, and mainly at its Camp branch in Naini Tal. As I started work nearly a month late, I was at the beginning often pressed for time; and I am grateful to Mr. B. Nathaniel, Superintendent of the Camp Press, for his promptitude in dealing with urgent work. The forms used for enumeration and its organization were printed at the Newul Kishore Press. The printing and punctuality of this Press were all that could be desired and—as was not the case at last Census—its despatching was also excellent. I have only to complain of its business methods.

District Census Officers.

4. The first step in the organisation of the Census-taking was to get a District Census Officer appointed for each district (and a state census officer for each state). The post was to be held by a junior civilian or a deputy collector. Owing to the press of other work—apart from much else, the "Reforms" were being organised at the time—district officers generally found much difficulty in making the appointment, and in most cases had to select probationary or very junior deputy collectors. I am far from complaining of this; "too old at thirty" is a good rule for census work, if not for everything else. It was necessary that the Census officer should be able to tour all over the district without detriment to his ordinary duties. And his name was reported to Government in the Appointment department with the object of avoiding transfers as far as possible. Of course in one or two cases transfer was unavoidable, but I was treated with the greatest consideration in this respect. I would recommend that, in future, in addressing District Officers about this appointment, a definite preference should be stated for an officer without full magisterial powers. Such an officer can be more easily spared; he is generally keener and more active than his seniors, and his transfer is less likely to be necessary.

It is advisable to trouble District Officers themselves as little as possible in connection with the census. As a matter of fact, very few had to give the subject a thought from the time they nominated a Census officer till the work was finished: except Mr. Kharegat at Banda, who for some time acted as Census

officer himself. The district office can also be saved much work by confining correspondence, except on important matters, to demi-official letters in half margin. A heavy burden is perforce imposed on the district revenue staff and, generally speaking, operations of this magnitude cannot be carried through without additional harassment to an already harassed executive. But though probably all District Officers were inconvenienced, only one or two of the more dyspeptic actually complained.

The General Village Register.

5. The basis of organisation was the "General Village Register" (and "Town Register" for towns) which had to be prepared for every district. This Register gave details of every inhabited site, including the approximate number of houses contained and the names of literate persons available in each: and had columns, to be filled up later, to show the census sub-division in which each site was included. The preparation of this register took time, and nothing further could be done till it was ready. In future it would, I think, be convenient for all concerned to have it prepared at leisure during the cold weather before the Superintendent joins his post. To issue the necessary orders should not be beyond the capacity of the Secretariat.

Census sub-divisions and the enumerating staff.

6. The next step was to break up each district into census sub-divisions. These were—

(1) the charge, containing from 12,000 to 15,000 houses under a "Charge Superintendent";

(2) the circle—generally from 20 to 30 in a charge—under a "Supervisor,"

(3) the block—generally from 10 to 15 in a circle—under an "Enumerator."

This arrangement was the same as in 1911; and I have nothing to add to what was said about it in the last report, save to emphasise that, in rural tracts, the charge should always be the Supervisor Qanungo's circle, and the Charge Superintendent the Supervisor Qanungo; and the circle should always be the patwari's circle with the patwari as Supervisor. I was fortunate in having the revenue staff put at my disposal throughout the province, the settlements in Muzaffarnagar and Saharanpur being practically finished. In 1911 the revenue staff was not available in Moradabad, and the census of that district was put through with the greatest difficulty. Under present conditions I do not believe that this could be done.

Circles being the units used in abstracting the results of the Census, it follows that they must lie completely within one tahsil and one pargana. If it is intended to publish a Village Directory—as at this census—they must also lie completely within one thana circle. This is made unnecessarily difficult in some cases, where a village is partly in one thana circle and partly in another. I have suggested to Government that this absurdity, where it exists, should be removed.

In towns and cities the sub-divisions should follow existing administrative sub-divisions, and it is best, where possible, that they should be the same as those of the previous Census. I strongly recommend that the Charge Superintendents and Supervisors should invariably be officials. In municipalities the former will ordinarily be the Municipal Secretary; when the city is so large that more than one is required, other suitable officials are bound to be available. In towns the post is generally best held by the Head Master of the Town School.

Enumerators for both rural and urban charges are a more difficult proposition. Officials go a very little way towards supplying the 300,000 or more required. In the villages such suitable non-officials as are available are still as a rule, if tactfully treated, willing enough to do the work. But not many such are available; and in practice what happens is that the patwari does the bulk of the work himself, getting from others such help as he can. In the towns schoolboys make the best material, but they do not cover all the ground; and it is now exceedingly hard, and very unsatisfactory, to enlist the help of members of the adult public. This fact is generally put down to the modern surliness which is mistaken for independence, and in particular to the "non-co-operation" movement. I think myself it is due much more to the townsman's growing sense of the value of time. At the next census it will certainly be necessary to have paid enumerators, at any rate for municipalities. On this occasion the Municipal Board of Lucknow entertained a paid enumerating staff, with excellent results.

As soon as census sub-divisions were formed, the "Circle List" was prepared. This gave the details of these sub-divisions with the names of the office-holders and the script used by the enumerator of each block. It also gave references to the General Village Register; so that by a comparison of these two documents it was easy for an inspecting officer to satisfy himself that any given site was duly accounted for.

From the Circle List an abstract was prepared for the whole district, and sent to me. This abstract told me how many houses, blocks, circles, and charges there were in each district, and how many enumerators respectively used the Urdu and Nagri scripts. It enabled me therefore to calculate with tolerable accuracy the number of forms that would be required. A revised abstract was sent to me later, after house-numbering was finished and Circle Lists had been amended in the light thereof.

House-numbering.

7. House-numbering was commenced early in the autumn. The definition of a house was as at last census; briefly, it meant "a family eating food cooked at the same oven (*chulha*)." It was therefore not a structural but a social unit. The definition is intelligible and now thoroughly familiar. In rural tracts and the smaller towns the numbers were painted on doors or walls in temporary fashion as soon as the rains were over. In municipalities the houses now have permanent numbers, and practically all municipal boards readily agreed to overhaul their numbering (which in Indian cities becomes out of date in a very short time); and this was done as far as possible during the monsoon. Municipal numbering, for which a "house" must necessarily mean a building, cannot be used as it stands for census purposes; it is adapted thereto by a system of temporary sub-numbers.

The general rule was to number any place where a human being might possibly eat his evening meal on March 18th. This rule of course led to much unnecessary numbering: for instance in the Vindhyan jungles I found a number on a tree under which I used sometimes to sleep when fishing the Betwa river in the hot weather, the reason given being that I might possibly be found there on census night—a most libellous suggestion. But it is better to number too much than too little, and after Christmas I rarely found an unnumbered "house," though I looked for such in many remote places.

I myself think, and most District Census Officers agree with me, that houses are numbered at the wrong time. The obvious course is to number houses at the beginning of operations, and to prepare the General Village Register and Circle List afterwards. The reason for not doing this is that the rains may wash out the numbers. As a fact this happens very rarely—as anyone may see who looks for the census numbers now—and a little care in the choice of place can make it practically impossible. The whitewashing of houses which is customary at the Diwali obliterates far more numbers than the rains, and house-numbering must in any case be finished before the Diwali.

The training of the staff.

8. The staff had now to be trained. The system adopted was to require everyone, from District Census Officer down to enumerator, to fill up a few schedules, and then to explain to him orally the mistakes made. Each grade of officer trained the grade immediately below him, *but not until he had been trained himself.* The proviso in italics is most important, and very apt to be disregarded unless repeatedly insisted upon. The schedule looks so simple that an educated man naturally thinks he can fill it up without being taught to do so. But in fact no District Census Officer filled up his "training" schedules without making a mistake.

This training was supplemented by the issue of Manuals which were on the same lines as in 1911. I am inclined to agree with the great majority of District Census Officers that it would be better in future to issue the Manuals before the oral training begins.

The forms and their distribution.

9. At the same time the distribution of forms had to be taken up. To each district and state I sent three consignments:—

(1) Forms for training, calculated on the number of persons to be trained as shown by the abstract of the Circle List: together with the House Lists to be filled up during house-numbering, and the *parwanas* of appointment.

(2) The bulk of the General Schedules needed for actual enumeration, calculated at 50 per cent. on the houses shown in the abstract.

(3) Any additional General Schedules shown to be required by the revised abstract; together with miscellaneous forms for which District Census Officers sent their own indents.

Details of the forms used and of their distribution (which proved satisfactory) will be found in Chapter IV of the rules, and the whole question of distribution is very fully discussed in the last report. I will only emphasise two points: firstly that the calculation and issue of schedules for training purposes should be kept entirely separate from that of schedules for actual enumeration, as was done at this census for the first time; secondly, that while a district's requirements of the principal forms—general schedules, covers, house lists—are best calculated in the Head office, its requirements of miscellaneous forms such as household schedules, enumeration passes and the like are best calculated and indented for by District Census Officers themselves.

As to the suitability of the forms (apart from the "Instructions to Enumerators" printed on the "cover," which I deal with in a later paragraph) I have a word to say only about the *parwana* of appointment. This document was printed in Urdu, Nagri, and English according to the script or language used by the person to be appointed, and was worded according to the etiquette usual in addressing persons of his probable status. The result was very unsatisfactory. Thus a supervisor was generally a patwari, and in the *parwana* he was addressed as *aziz-ul-kadr* which, I understand, is the polished way of speaking to a man of a patwari's standing. But in cities the supervisor was sometimes a vakil, and one vakil at least was very angry at being so addressed. To an unsophisticated Englishman the term sounds harmless enough; but it is evidently all wrong, and in future it will be much more satisfactory—and much easier—to cut the difficulty and have all *parwanas* printed in English. After all it does not matter whether the recipient understands the contents of the document or not. He knows that it gives him the status of a public servant, and that is all that is required.

The preliminary enumeration.

10. The preliminary enumeration began on February 4th in rural and on February 14th in urban areas, and was completed in about a fortnight. The enumerator filled up his schedules for everyone in his block who was expected to be there on the night of the census. The work when finished was checked by the superior staff and by every available officer of Government. Nearly everywhere drafts were prepared and not copied into the schedules till checked. As to this rather wasteful procedure I shall have something to say when discussing slip-copying.

The instructions governing enumeration

11. The enumerators in filling up the schedules were guided by the headings printed on them, and by instructions printed on the "cover" into which their schedules were stitched. As to the headings I made only one innovation. In column 11 to render "dependents" I substituted for "*muta'allaqin*," which was not generally understood in 1911, the word "*na kamanewale*" (non-earners), helping out its intelligibility by putting "*yane kamanewalon ka*" in brackets after *kam karnewalon ka* in column 10. I think the new word was better understood than was "*muta'allaqin*," though I am told it is not good Hindustani. The use of negative terms to convey positive concepts, if illogical, is at least fashionable: compare "non-violent non-co-operation."

As to the Instructions I think they went astray only in regard to column 6 (age). Infants under one year of age were to be shown in this column as "*bachha*." The attempt made to tabulate age 0-1 has shown that a great number of children more than 12 months old have been returned as "*bachha*": naturally perhaps, since the word is popularly used of children much older than one. It should not be employed again for this purpose. A cross would serve better.

No attempt was made at this census to record any but Christian sects, any but Thakur (and in the hills, Dom) sub-castes; or to distinguish Urdu and Hindi. Columns in which no entry was to be made were left blank, the use of crosses, dashes, dots or negatives being forbidden.

The final census.

12. The actual census was taken between 7 p.m. and midnight on the 18th March, and consisted in tallying the preliminary record with the facts as they were at that time. Europeans living in places where Europeans or well-educated Indians could not be obtained as enumerators were now dealt with for the first time and were given a schedule (the so-called "household schedule")

to fill up for themselves. I strongly advise my successor to abolish the household schedule if he can. It is always badly filled up (one well-known clergyman wrote across his form "The Rev. A. B., chaplain of C. and X. Y. his wife," and made no other entry: and nearly all household schedules had to be corrected by subsequent enquiry), and owing to its use many Europeans escaped enumeration altogether. Among these was a certain Judge who motored from his station into Lucknow on Census night, leaving before seven and arriving after midnight. Though many possible improbabilities had been provided for, judicial profligacy had not been anticipated. Apart from Europeans I do not think that many escaped the Census net.

"Non-synchronous" tracts.

13. For certain tracts it was impossible to take the final census precisely in the manner described in the last paragraph; for instance in the hills, where enumerators cannot be expected to move about at night. These so-called "non-synchronous" areas, and the time when the census was taken in them, are shown in the margin.

District.	Portion of district.	Time of final census-taking.
Almora, Garhwal.	The whole	March 8—18.
Naini Tal ..	Naini Tal tahsil	March 8—18.
Dehra Dun	Chakrata tahsil	Ditto.
	Chakrata Forest division ..	Before dark, March, 18.
Bijnor ..	Parts of tahsils Nagina and Najibabad.	Early morning, March 18.
Pilibhit ..	Parts of tahsils Bisalpur and Puranpur.	Ditto.
Mirzapur ..	Parts of tahsils Mirzapur, Chunar, Robertsganj, and Dudhi.	Ditto.

Special arrangements.

14. Special arrangements were made for Cantonments and railways. The rules for Cantonments were drawn up by the Government of India, and it would be impossible, even if it were discreet, to find language abusive enough to characterise them. Each Cantonment was divided into two areas, a "civil" and a "military." The former was dealt with by the Cantonment Magistrate under the District Census Officer, and gave no sort of trouble; the latter was under a military officer appointed by the Military Authorities, who was nominally independent of the District Census Officer and dealt directly with me. I am free I think under the terms of my covenant to criticise diarchy in this form. It is enough to say that if the rules had been strictly followed, there would have been no census at all in most "military" areas. Military census officers held office as such for various periods seldom exceeding a fortnight. In most cases each new incumbent had the commonsense to ask the District Census Officer to assist him; but he was of course quite entitled to disregard the District Census Officer altogether. In the case of Meerut I had the greatest difficulty in getting an appointment made at all. One officer after another was nominated, but each in turn—or the unit to which he belonged—raised objections, and the appointment remained in abeyance while these objections were being examined. There is only one practicable way of dealing with Cantonments. Divide them into what areas you will, but entrust the whole to the Cantonment Magistrate as Charge Superintendent under the District Census Officer.

The Census taking of the Dehra Dun military area proved exceedingly difficult owing to demobilization activities; which fortunately are unlikely to recur. It was well that this area was unique in having the same officer in charge throughout operations—Major G. C. Wheeler, V. C., of the 9th Gurkhas.

Railways proved much easier to deal with than in 1911. So much of each railway system as lay in any one civil district was included in the area for which the District Census Officer was responsible, the railway administration merely permitting its employés to be appointed to census posts by the District Census Officer, and nominating a superior officer with whom the latter might correspond if necessary. This system proved far more satisfactory than that of 1911, which was analogous to the Cantonment system criticised in the last paragraph.

The details of railway arrangements are laid down in Chapter IX of the rules. For train enumeration on the morning after the Census nearly all railway administrations agreed to a wayside station being selected, and this was a great help. The station should, if possible, be somewhere near the centre of a charge, so that the Charge Superintendent can arrange to receive provisional totals from supervisors there, and while waiting for them can look after the train enumeration. It requires the presence of a man of his standing.

Some small fairs were dealt with on the usual lines. Plague gave no trouble worth mentioning.

The provisional totals.

15. Every District Census Officer prepared his own scheme to get in his provisional totals as quickly as possible; railways, motors, *ekkas*, bicycles, elephants, camels and horses all being used according to the nature of the ground to be covered. The first figures to be wired to me were, as usual, those of Rampur State, which I received at 7-2 a.m. on March 19th. Those of Muzaffarnagar arrived next at 9-13 a.m. Altogether seventeen districts and states wired their totals to me on the day after the census. All figures were in by March 23rd, and I wired the provisional totals for the province to the Census Commissioner on the afternoon of that day. An unfortunate mistake was made—owing to a departure from the rules—by Meerut, whose figure differed from that arrived at after tabulation by +202,769. If this district be left out of account, the provisional total differed from the revised total by +12,333, or ·027 per cent.

The "Industrial" Census.

16. The opportunity of the census proper was used to take a wholly separate "Industrial census," i.e., a census of persons engaged in industry, or the conversion of raw materials into usable commodities. This was done by means of two schedules, one of which showed the character of the business, the race and sex of the owners and managers, the numbers and sex of clerical staff and of skilled and unskilled labour, and the nature of power where used. The other gave the birth place, race or caste, age, and sex of the workers, and the nature of the work done by each. These schedules were handed on March 15th to the manager of every industrial concern employing 10 or more persons (of which a register had previously been prepared for each district), who was required to fill them up to show the facts of any day between that date and April 15th. On April 15th they were collected by an intelligent official capable of correcting mistakes and supplying omissions.

The organisation of this subsidiary census was in the hands of an "Industrial officer" appointed for each district, who generally, but not always, was identical with the District Census Officer. The work involved was not heavy except in Cawnpore city, where it was done by Mr. J. V. Lynch, deputy collector. The Industrial officers also collected for me a considerable amount of information about the conditions and movement of labour and kindred industrial subjects, with which it was originally intended that I should deal in Chapter XII of the Census Report. The notes embodying this information have now however been made over to the Director of Industries, who in the meanwhile has inaugurated an Industrial Survey.

The attitude of the public.

17. The attitude of the public towards the Census was less satisfactory—in the British districts, not in States—than in 1911. Much trouble was caused in cities and towns but not in villages by the "Non-co-operation" movement. Non-co-operators endeavoured to obstruct in two ways:—

(1) by refusing to act as census officials,

(2) by refusing as heads of families to give the information necessary to enable the schedules to be filled up.

As to the first form of obstruction, recusants were replaced by officials and the well-disposed, or were themselves brought to reason by prosecution or the threat of prosecution, according to the administrative methods followed in each district. As to the second form, the information needed can always be obtained in other ways; but where prosecution was undertaken promptly it was unnecessary to resort to these. The movement gave much extra work and anxiety to District Census Officers, but I am convinced that it has not affected the accuracy of the figures.

As soon as it was apparent that trouble of this kind was impending, Government at my instance instructed District Officers to prosecute for obstruction under the Census Act directly it occurred and as a matter of course. In districts where these orders were followed no further difficulty was experienced. A District Census Officer who uses commonsense will only appoint non-officials when he has exhausted officials, and will not seek trouble by appointing the ill-disposed so long as well-disposed non-officials are available. But if he is compelled to use the ill-disposed, he must, it seems to me, prosecute if they refuse to do their duty. Otherwise it would be better to dispense with the Census Act altogether. But perhaps this is a question of wider application than it falls within my province to discuss.

The Census Act in itself was entirely adequate.

Census expenditure.

18. Census expenditure incurred by districts is shown in Chapter III. There will have to be in my opinion provision for much heavier charges at next Census. District Officers at this Census were allowed to appoint a clerk at headquarters and a muharrir at each tahsil for certain brief periods. A muharrir at tahsils is quite unnecessary. But the District Census Officer needs a whole-time clerk throughout operations, and this clerk should be thoroughly familiar with English and capable of accurate translation, and paid accordingly. A very much larger amount must also be provided for local purchase of stationery. Paper has now become so expensive that enumerators can no longer be expected to provide their own materials for the rough draft made during preliminary enumeration. District Census Officers must issue what is required, but my budget did not allow me to allot them nearly enough money for the purpose. The additional provision that I advocate will however not be needed if the rough draft is dispensed with as I shall propose in the course of the next chapter.

The charges shown in the appendix are much lower than they should have been, however they may compare with the corresponding charges of 1911, and indicate a cheese-paring economy of which the Census department has no reason to be proud.

Acknowledgements.

19. I have recorded my principal acknowledgements for assistance received in the Census Report proper. But I should like to repeat here, before concluding this chapter, that while I am grateful to the well-disposed section of the public (overwhelmingly the larger section, as I have had ample opportunity to discover) for the help it has given, this Census has been, largely speaking, the gratuitous work of the more lowly-paid servants of Government, who have uncomplainingly carried it through in their spare time.

I record here also my appreciation of the good work done by P. Jai Datt Tewari, my Head Clerk, by M. Aziz Ahmad, my Stenographer, by M. Yusuf Husain, Record-keeper, B. Hira Nath Singh, Head Compiler, and by my office generally.

Subsidiary Table I.

Serial no.	District or State.	Number of—			Number of—			Average number of houses per—		
		Charges.	Circles.	Blocks.	Charge Superintendents.	Supervisors.	Enumerators.	Charge Superintendent.	Supervisor.	Enumerator.
1	2	3	4	5	6	7	8	9	10	11
	United Provinces ..	**1,225**	**29,456**	**325,645**	**1,215**	**28,563**	**308,092**	**8,386**	**357**	**33**
	British Territory ..	**1,187**	**28,636**	**320,297**	**1,179**	**27,994**	**301,784**	**8,428**	**355**	**33**
	Agra Province ..	**888**	**21,494**	**240,432**	**882**	**20,648**	**222,495**	**8,196**	**350**	**32**
	Meerut division ..	*113*	*2,994*	*33,321*	*116*	*2,888*	*32,880*	*8,751*	*353*	*31*
1	Dehra Dun	13	185	1,700	13	174	1,615	3,635	271	29
2	Saharanpur	30	718	7,595	30	693	7,638	7,632	330	30
3	Muzaffarnagar	17	557	5,959	17	523	5,885	10,258	333	30
4	Meerut	33	921	10,812	36	884	10,273	8,918	363	31
5	Bulandshahr	20	613	7,755	20	614	7,469	12,187	397	32
	Agra division ..	*118*	*2,797*	*32,386*	*107*	*2,745*	*31,347*	*8,616*	*336*	*29*
6	Aligarh	29	739	8,432	29	747	8,460	8,091	314	28
7	Muttra	17	382	4,927	17	347	4,361	8,302	407	32
8	Agra	26	592	6,957	26	583	6,893	7,606	339	29
9	Mainpuri	27	508	5,638	16	504	5,305	10,382	330	31
10	Etah	19	576	6,532	19	564	6,328	9,592	323	29
	Rohilkhand division ..	*156*	*3,383*	*37,284*	*156*	*3,312*	*35,934*	*7,993*	*376*	*35*
11	Bareilly	39	666	6,762	39	660	6,581	6,775	400	40
12	Bijnor	29	446	5,857	29	447	5,379	6,135	398	27
13	Budaun	26	623	6,784	26	640	6,870	10,426	411	39
14	Moradabad	32	725	8,750	32	715	8,047	7,892	357	32
15	Shahjahanpur	20	699	6,054	20	620	5,946	9,104	294	31
16	Pilibhit	10	230	3,077	10	230	3,111	9,612	418	39
	Allahabad division ..	*120*	*3,379*	*33,983*	*119*	*3,274*	*32,811*	*9,279*	*337*	*34*
17	Farrukhabad	27	493	5,599	26	429	5,405	7,087	429	34
18	Etawah	14	442	5,653	14	411	5,083	11,852	404	32
19	Cawnpore	26	957	8,752	26	953	8,633	11,130	304	33
20	Fatehpur	17	327	4,310	17	318	4,263	8,576	458	34
21	Allahabad	36	1,220	9,669	36	1,163	9,422	8,857	274	34
	Jhansi division ..	*105*	*1,400*	*16,050*	*102*	*1,407*	*15,724*	*4,687*	*340*	*30*
22	Jhansi	32	469	5,272	29	487	5,158	4,866	290	27
23	Jalaun	17	240	2,868	17	240	2,776	5,150	364	32
24	Hamirpur	22	271	3,241	22	273	3,231	4,784	385	32
25	Banda	34	420	4,669	34	407	4,559	4,239	354	32
	Benares division ..	*111*	*3,345*	*32,823*	*115*	*3,014*	*29,038*	*7,761*	*296*	*31*
26	Benares	25	486	6,003	27	486	5,452	6,902	383	32
27	Mirzapur	26	579	5,692	26	575	5,401	6,032	273	29
28	Jaunpur	28	861	8,353	30	757	7,343	8,246	327	33
29	Ghazipur	16	882	6,856	16	659	5,139	8,669	218	27
30	Ballia	16	537	5,919	16	537	5,703	10,204	304	28
	Gorakhpur division ..	*115*	*3,691*	*41,159*	*115*	*3,516*	*36,797*	*11,114*	*363*	*35*
31	Gorakhpur	54	1,693	18,780	53	1,555	14,919	11,481	391	41
32	Basti	30	1,010	11,841	31	1,010	11,554	11,730	360	31
33	Azamgarh	31	988	10,537	31	951	10,324	8,972	322	30
	Kumaun division ..	*50*	*505*	*12,927*	*52*	*492*	*7,964*	*5,620*	*594*	*37*
34	Naini Tal	19	262	3,049	19	277	2,840	3,426	235	22
35	Almora	21	128	5,621	23	111	2,321	5,071	1,050	50
36	Garhwal	10	115	4,257	10	104	2,803	11,051	1,062	39
	Oudh	**299**	**7,342**	**79,865**	**297**	**7,346**	**79,289**	**9,116**	**369**	**34**
	Lucknow division ..	*149*	*3,474*	*36,864*	*149*	*3,503*	*36,908*	*8,584*	*365*	*35*
37	Lucknow	29	467	5,561	29	491	5,669	5,970	353	31
38	Unao	20	501	5,683	19	490	5,648	11,948	463	40
39	Rae Bareli	19	493	6,134	19	495	6,135	11,850	455	37
40	Sitapur	26	885	6,922	27	904	7,075	8,673	259	33
41	Hardoi	30	655	6,853	30	653	6,811	7,542	346	33
42	Kheri	25	473	5,711	25	470	5,670	7,730	411	35
	Fyzabad division ..	*150*	*3,868*	*43,001*	*148*	*3,843*	*42,381*	*9,653*	*372*	*34*
43	Fyzabad	29	737	8,032	29	727	7,970	8,570	342	31
44	Gonda	32	918	8,887	32	917	8,821	9,451	330	34
45	Bahraich	23	592	6,485	22	592	6,303	10,057	511	48
46	Sultanpur	20	578	6,682	20	568	6,488	11,234	395	35
47	Partabgarh	18	473	5,916	17	470	5,828	11,401	412	33
48	Bara Banki	28	570	6,999	28	569	6,971	8,491	418	34
	States	**36**	**620**	**8,348**	**36**	**574**	**6,508**	**7,006**	**440**	**40**
49	Rampur	14	328	3,850	14	328	3,636	7,765	331	30
50	Tehri Garhwal	12	101	1,988	12	57	350	5,699	1,200	195
51	Benares	10	191	2,510	10	189	2,322	7,524	398	32

NOTE.—Separate figures for the non-synchronous tracts are not available.

Subsidiary Table II.—*Number of forms supplied and used : A=Supplied B=Used.*

Serial no.	District or State.	Enumeration book covers.*		Block lists (also includes house lists).*		General schedules (also inc des cantonment schedules). Actual num er.*		Per 100 houses.		Other forms issued.*			Remarks.
		A	B	A	B	A	B	A	B	House hold schedules.	Boat tickets.	Travellers tickets.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
	United Provinces ..	**(487)427**	**(434)410**	**(915)845**	**(826)821**	**(6,697)6,960**	**(6,028)6,857**	**(65)68**	**(58)67**	**(22)19**	**669**	**278**	(Boats and traveller's Tickets 770.)
	British Territory ..	**416**	**399**	**823**	**800**	**6,793**	**6,691**	**68**	**67**	**19**	**662**	**277**	
	Agra Province ..	**310**	**301**	**618**	**598**	**5,078**	**4,998**	**70**	**69**	**16**	**526**	**229**	
	Meerut division ..	*43*	*43*	*87*	*82*	*816*	*799*	*80*	*78*	*4*	*40*	*23*	
1	Dehra Dun ..	2	2	5	4	39	39	83	83	2	..	2	
2	Saharanpur ..	11	11	19	19	173	170	75	74	1	3	5	
3	Muzaffarnagar ..	7	7	15	14	139	139	80	80	..	7	1	
4	Meerut	14	14	25	25	260	246	81	78	1	30	5	
5	Bulandshahr ..	9	9	23	20	205	205	80	80	..	..	10	
	Agra division ..	*41*	*40*	*83*	*82*	*720*	*705*	*78*	*76*	*1*	*16*	*21*	
6	Aligarh	10	9	20	20	190	188	81	80	..	..	5	
7	Muttra	7	7	13	13	110	109	78	77	..	..	6	
8	Agra	9	9	18	18	160	160	81	81	1	1	7	
9	Mainpuri	7	7	14	14	124	118	75	71	..	3	1	
10	Etah	8	8	17	17	136	130	74	71	..	12	2	
	Rohilkhand division ..	*46*	*45*	*98*	*96*	*814*	*805*	*65*	*65*	*2*	*26*	*41*	
11	Bareilly	9	9	18	17	140	140	53	53	1	..	1	
12	Bijnor	7	7	15	15	133	131	75	74	..	3	11	
13	Budaun	8	8	18	17	156	150	58	55	1	..	1	
14	Moradabad	11	10	23	23	194	194	76	76	..	9	21	
15	Shahjahanpur ..	7	7	16	16	123	122	68	67	..	14	4	
16	Pilibhit	4	4	8	8	68	68	71	71	..	..	3	
	Allahabad division ..	*47*	*46*	*91*	*87*	*777*	*770*	*70*	*69*	*6*	*41*	*20*	
17	Farrukhabad ..	8	8	15	14	122	120	66	65	..	3	2	
18	Etawah	7	7	14	12	115	114	69	68	..	..	2	
19	Cawnpore	13	12	25	24	240	236	83	81	5	20	9	
20	Fatehpur	6	6	11	11	96	96	66	66	..	3	2	
21	Allahabad	13	13	26	26	204	204	64	64	1	15	5	
	Jhansi division ..	*21*	*20*	*48*	*45*	*309*	*308*	*35*	*35*	..	*12*	*16*	
22	Jhansi	7	7	18	17	111	110	79	78	..	3	4	
23	Jalaun	4	4	9	8	53	53	61	61	..	3	1	
24	Hamirpur	4	4	9	9	62	62	59	59	..	6	1	
25	Banda	6	5	12	12	83	83	58	58	..	..	10	
	Benares division ..	*42*	*38*	*84*	*80*	*654*	*631*	*73*	*71*	*1*	*317*	*37*	
26	Benares	8	6	15	15	125	120	67	64	1	120	13	
27	Mirzapur	8	8	15	15	112	110	71	70	..	45	6	
28	Jaunpur	12	11	21	20	156	150	63	61	..	59	9	
29	Ghazipur	7	7	18	16	134	131	96	94	..	66	5	
30	Ballia	7	6	15	14	127	120	78	74	..	27	4	
	Gorakhpur division ..	*52*	*51*	*107*	*106*	*798*	*790*	*62*	*61*	*1*	*62*	*30*	
31	Gorakhpur ..	24	24	49	49	383	380	63	62	1	58	22	
32	Basti	15	15	30	30	222	219	61	60	..	..	2	
33	Azamgarh	13	12	28	27	193	191	63	62	..	4	6	
	Kumaun division ..	*18*	*18*	*20*	*20*	*190*	*190*	*60*	*60*	*1*	*12*	*41*	
34	Naini Tal	5	5	8	8	50	50	78	78	..	..	3	
35	Almora	7	7	2	2	80	80	69	69	1	..	27	
36	Garhwal	6	6	10	10	60	60	54	54	..	12	11	
	Oudh ..	**106**	**98**	**205**	**202**	**1,715**	**1,693**	**63**	**63**	**3**	**136**	**48**	
	Lucknow division ..	*49*	*46*	*94*	*93*	*820*	*813*	*64*	*64*	*2*	*76*	*35*	
37	Lucknow	8	8	15	14	134	132	77	76	1	9	3	
38	Unao	8	6	14	14	124	124	55	55	..	..	4	
39	Rae Bareli	8	8	16	16	130	130	58	58	..	3	2	
40	Sitapur	9	8	17	17	150	149	64	63	..	4	3	
41	Hardoi	9	9	18	18	162	160	72	71	..	30	8	
42	Kheri	7	7	14	14	120	118	62	61	1	30	15	
	Fyzabad division ..	*57*	*52*	*112*	*109*	*895*	*880*	*63*	*62*	*1*	*60*	*13*	
43	Fyzabad	10	10	20	20	161	161	65	65	1	6	1	
44	Gonda	12	10	24	23	185	180	62	60	..	15	2	
45	Bahraich	9	8	17	17	137	136	62	61	..	2	1	
46	Sultanpur	9	9	17	17	137	135	61	60	..	1	5	
47	Partabgarh ..	8	7	16	16	114	112	59	58	..	6	1	
48	Bara Banki ..	9	8	17	16	160	156	67	66	..	30	3	
	U. P. States ..	**11**	**11**	**22**	**21**	**167**	**166**	**66**	**65**	..	**7**	**1**	
49	Rampur	5	5	10	9	78	78	72	72	..	..	1	
50	Tehri-Garhwal ..	3	3	6	6	38	38	56	56	..	..	..	
51	Benares	3	3	6	6	51	50	68	66	..	7	..	

*000's omitted.

NOTE.—Figures in brackets against United Provinces refer to 1911 Census.

Subsidiary Table III.—*District census charges.*

Serial no.	District or State.	District office establishment.	House numbering.	Remuneration of census officers.	Travelling allowance of census officers.	Local purchase of stationery.	Postage.	Freight.	Miscellaneous.	Total
		Rs. a. p.	Rs. a. p.		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
	United Provinces..	**3,168 6 3**	**15 10 6**	**50**	**299 11 6**	**1,365 2 0**	**122 8 0**	**2,793 10 3**	**1,495 13 9**	**9,310 14 3**
	British Territory..	**3,168 6 3**	**15 10 6**	**50**	**299 11 6**	**1,365 2 0**	**122 8 0**	**2,793 10 3**	**1,495 13 9**	**9,310 14 3**
	Agra Province ..	**2,093 6 3**	**6 8 0**	**50**	**193 1 6**	**1,050 4 9**	**52 13 0**	**2,190 7 3**	**1,133 9 3**	**6,770 2 0**
	Meerut division ..	*299 8 3*	..	*50*	*32 0 0*	*304 7 0*	..	*168 7 9*	*224 0 9*	*1,078 7 9*
1	Dehra Dun ..	54 3 1	..	..	..	0 15 0	..	39 3 0	10 3 0	104 8 1
2	Saharanpur ..	87 4 2	..	..	32 0 0	3 15 0	..	22 10 0	1 6 0	147 3 2
3	Muzaffarnagar ..	..	..	..	..	..	..	..	87 8 0	87 8 0
4	Meerut	..	..	50	..	299 9	..	106 10 9	124 15 9	581 3 6
5	Bulandshahr ..	158 1 0	..	..	..	..	..	..	..	158 1 0
	Agra division ..	*251 13 1*	..	..	..	*48 3 6*	..	*398 15 3*	*543 12 6*	*1,242 12 4*
6	Aligarh	123 1 9	..	..	..	0 10 0	..	52 9 0	405 12 0	582 0 9
7	Muttra	..	..	..	..	..	..	..	..	..
8	Agra	..	..	..	..	45 1 0	..	171 14 3	17 6 6	234 5 9
9	Mainpuri	128 11 4	..	..	..	1 4 6	..	36 2 6	120 10 0	286 12 4
10	Etah	..	..	..	..	1 4 0	..	138 5 6	..	139 9 6
	Rohilkhand division	*516 7 6*	..	..	*90 6 0*	*229 8 9*	..	*350 14 3*	*141 10 6*	*1,328 15 0*
11	Bareilly	..	..	..	..	56 4 0	..	20 3 6	..	76 7 6
12	Bijnor	23 6 2	..	..	..	0 11 9	..	60 1 3	1 8 0	85 11 2
13	Budaun	249 15 11	..	..	..	0 10 0	..	101 10 6	85 2 0	437 6 5
14	Moradabad ..	..	..	..	71 8 0	32 7 0	..	103 6 6	52 2 6	259 8 0
15	Shahjahanpur ..	193 14 4	..	..	18 14 0	139 8 0	..	65 8 6	2 14 0	420 10 10
16	Pilibhit	49 3 1	..	..	..	..	..	..	..	49 3 1
	Allahabad division..	*234 6 9*	..	..	..	..	*2 3 0*	*236 8 0*	*57 14 9*	*531 0 6*
17	Farrukhabad ..	20 0 0	..	..	..	..	..	72 6 0	36 12 6	129 2 6
18	Etawah	34 6 9	..	..	..	..	2 3 0	69 15 0	18 2 3	124 11 0
19	Cawnpore.. ..	60 0 0	..	..	..	..	..	57 10 6	3 0 0	120 10 6
20	Fatehpur	120 0 0	..	..	..	..	..	30 12 0	..	150 12 0
21	Allahabad ..	..	..	..	..	..	..	5 12 6	..	5 12 6
	Jhansi division ..	*169 10 10*	..	..	..	*4 3 0*	*0 6 0*	*144 15 3*	*34 8 0*	*353 6 1*
22	Jhansi	120 0 0	..	..	..	..	..	..	..	120 0 0
23	Jalaun	..	..	..	..	2 12 0	0 6 0	13 7 6	21 3 0	37 12 6
24	Hamirpur.. ..	49 10 10	..	..	..	1 7 0	..	45 4 6	13 0 0	109 6 4
25	Banda	..	..	..	..	..	..	86 3 3	..	86 3 3
	Benares division ..	*143 10 8*	..	..	*9 5 0*	*407 11 6*	*0 12 0*	*490 12 9*	*58 10 0*	*1,110 13 11*
26	Benares	18 10 8	..	..	9 5 0	220 0 0	0 12 0	108 0 0	6 2 6	362 14 2
27	Mirzapur	..	..	..	..	187 11 6	..	233 15 6	7 13 0	429 8 0
28	Jaunpur	100 0 0	..	..	..	..	..	97 10 9	44 10 6	242 5 3
29	Ghazipur	25 0 0	..	..	..	..	..	48 2 6	..	73 2 6
30	Ballia	..	..	..	..	..	..	3 0 0	..	3 0 0
	Gorakhpur division	*186 2 1*	..	..	..	*31 8 6*	*4 8 0*	*75 6 3*	*15 14 9*	*313 7 7*
31	Gorakhpur ..	..	..	..	..	..	..	..	..	..
32	Basti	186 2 1	..	..	..	28 8 0	4 8 0	75 6 3	15 14 9	310 7 1
33	Azamgarh.. ..	..	..	..	..	3 0 6	..	..	..	3 0 6
	Kumaun division ..	*291 11 1*	*6 8 0*	..	*61 6 6*	*24 10 6*	*45 0 0*	*324 7 9*	*57 7 0*	*811 2 10*
34	Naini Tal.. ..	212 4 1	6 8 0	..	43 14 6	2 14 6	..	..	52 15 0	318 8 1
35	Almora	..	..	..	..	1 12 0	..	129 11 0	4 8 0	135 15 0
36	Garhwal	79 7 0	..	..	17 8 0	20 0 0	45 0 0	194 12 9	..	356 11 9
	Oudh	**1,075 0 0**	**9 2 6**	..	**106 10 0**	**314 13 3**	**69 11 0**	**603 3 0**	**362 4 6**	**2,540 12 3**
	Lucknow division ..	*626 15 0*	*3 13 0*	..	*106 10 0*	*244 10 6*	*18 13 6*	*258 0 9*	*226 8 9*	*1,485 7 6*
37	Lucknow	180 0 9	..	..	..	99 0 0	..	48 7 9	..	327 8 6
38	Unao	111 14 8	..	..	3 4 0	..	..	8 15 6	141 12 3	265 14 5
39	Rae Bareli ..	235 12 5	..	..	..	74 11 0	5 12 0	76 14 6	9 2 0	402 3 11
40	Sitapur	99 3 2	..	..	103 6 0	70 15 6	..	39 12 6	3 7 0	316 12 2
41	Hardoi	..	..	..	..	..	..	..	..	..
42	Kheri	..	3 13 0	..	..	..	13 1 6	83 14 6	72 3 6	173 0 6
	Fyzabad division ..	*448 1 0*	*5 5 6*	..	..	*70 2 9*	*50 13 6*	*345 2 3*	*135 11 9*	*1,055 4 9*
43	Fyzabad	298 1 0	..	..	..	..	..	18 12 0	64 0 3	380 13 3
44	Gonda	..	..	..	..	15 5 6	..	..	..	15 5 6
45	Bahraich	120 0 0	0 4 0	..	..	9 12 6	..	71 3 0	26 5 6	227 9 0
46	Sultanpur.. ..	30 0 0	..	..	..	0 6 0	0 13 6	81 8 3	0 13 6	113 9 3
47	Partabgarh ..	..	5 1 6	..	..	29 8 9	..	108 2 6	9 8 0	152 4 9
48	Bara Banki ..	..	..	..	..	15 2 0	50 0 0	65 8 6	35 0 6	165 11 0
	Total of 1911 ..	**3,787 9 8**	**3 0 9**	**60**	**387 12 0**	**500 6 4**	**119 15 0**	**2,634 9 2**	**873 13 5**	**8,367 2 4**

Chapter II.—THE PREPARATION OF THE STATISTICS.

System of abstraction.

20. The system of abstraction followed was the same as in 1901 and 1911. This consists in—

(1) copying the entries in the schedules for each individual on to a slip,
(2) sorting the slips for each table in succession,
(3) entering the results in a "sorters' ticket,"
(4) compiling the figures of sorters' tickets into district, tahsil, or other totals.

For brevity, process (1) is called "slip-copying," process (2) and (3) "sorting," and process (4) "compilation."

Local slip-copying.

21. Hitherto all these processes have been carried out after the final census at Central offices. On the present occasion a big innovation was made, and the bulk of slip-copying was done in the districts in the interval between preliminary and final enumeration. The work for rural tracts was given to patwaris, who were supervised by the tahsil staff on the lines on which their ordinary work is supervised. They did it at their own homes and were paid for it. It was also done in some towns by various agencies as shown in the margin. Local copying was not attempted in the hills, where geographical conditions made it impossible, nor in the Muzaffarnagar district where Settlement operations interfered. The details of the organization will be found in Chapter XIV of the rules.

Town.	Agency.
Lucknow municipality	The paid enumerators of the municipal census.
Urban areas of Unao, Rae Bareli, Etawah, Fatehpur, Hardoi, and Fyzabad districts.	By patwaris at tahsil.

This organization on the whole worked well, though its novelty, combined with the high pressure at which it was carried through owing to the late date at which local copying was decided upon, caused difficulties which should not recur. The most troublesome business was the distribution of the slips. Requirements were calculated, so far as possible, for each tahsil, and the slips sent direct to tahsildars. This was a mistake. The calculation necessarily contained a conjectural element, and most tahsildars being given a large reserve with their estimated actual requirements squandered it at once by distributing without reference to the rules. It would be better to give each District Census Officer his calculated requirements and a reserve, and to hold him responsible for the distribution of both. Another detail capable of improvement is the payment for copying. I paid a fixed sum for each circle dealt with. This worked out unfairly in many cases and was, I fancy, unpopular.

The advantages and success of this innovation.

22. In my opinion the innovation was successful and should be repeated, though in 1911 Mr. Blunt expressed the view that it would be impossible in the United Provinces. This method of copying is quick and comparatively cheap; the work is better done than by the old-method—as one would expect, for the patwari copies an original with which he is already familiar, and is himself a better man in every way than a copyist temporarily hired; and, most important of all, local copying means a more accurate record, for mistakes and omissions are detected and made good on the spot. Actual comparison (for instance of the Budaun slips, copied locally, with the Rampur slips copied at a Central office) made this greater accuracy glaringly apparent.

Local copying should, I think, be made general except for Kumaun. In the smaller towns it could be done by selected patwaris at tahsil headquarters. In municipalities it could be done by the paid enumerating staff, which will certainly have to be entertained at next Census, and which did it on this occasion at Lucknow. If my recommendation in this connection is acted upon, I would add as a rider that the rather wasteful practice of having drafts made of the preliminary enumeration can be dispensed with. It will not matter how cut about by corrections the schedules may be, for the slips will in effect be the fair copies.

The slips.

23. The printing of the slips was done at Perry's Press, Lucknow. As the printing had to be finished six weeks earlier than was originally contemplated, the Press had to work at tremendous pressure during January, 1921, and but for the indefatigable energy of Mr. Perry himself arrangements must have broken down. The trouble was not so much the printing as the cutting, for 44 slips each measuring 4″ × 2½″ went to a sheet of paper, and over sixty million slips of eighteen different kinds were required. At this rather anxious time I was fortified by the expert advice and assistance of Mr. Abel, Superintendent of the Government Press, who came to Lucknow to help me. Haste made inaccuracies in despatching inevitable, but all consignments would have reached their destination in ample time but for the railway strikes, which began towards the end of January. In spite of the strikes, however, though a few consignments were late enough to cause inconvenience, none were so late as to interfere with the carrying out of the programme.

The slips used were, with unimportant modifications, the same as those used in 1911, but a similar colour (red) was used for both Christians and "Other Religions."

The Central offices.

24. The balance of the copying, the sorting, and the compilation was done at Central offices. Of these I hoped to have eight as in 1911, but I could only obtain accommodation for seven. Their location, and the districts dealt with in each, are shown in the margin. It is useless to discuss location. You can only put an office in a place where you can find a building for it, and such places are few, and differ from decade to decade. But Lucknow is never likely to be suitable for a temporary office, as the local demand for competent clerks is too keen.

Office.	Districts dealt with.
I.—Saharanpur ..	Dehra Dun, Saharanpur, Muzaffarnagar, Meerut, Bulandshahr, Aligarh.
II.—Bareilly ..	Bareilly, Bijnor, Budaun, Moradabad, Shahjahanpur, Pilibhit, Rampur State.
III.—Lucknow ..	Lucknow, Unao, Rae Bareli, Sitapur, Hardoi, Kheri, Farrukhabad, Fatehpur, Etawah, Cawnpore, Allahabad.
IV.—Fyzabad ..	Fyzabad, Sultanpur, Partabgarh, Bara Banki, Mirzapur, Bahraich, Benares State, Gonda, Jaunpur.
V.—Gorakhpur ..	Basti, Gorakhpur, Azamgarh, Ghazipur, Benares, Ballia.
VI.—Jhansi ..	Jhansi, Banda, Hamirpur, Jalaun, Agra, Muttra, Etah, Mainpuri.
VII.—Naini Tal ..	Naini Tal, Almora, Garhwal, Tehri-Garhwal State.

I warn my successor, however, that a single office cannot deal efficiently with a population exceeding seven millions. The amount of population dealt with matters little in copying and sorting; for their effective supervision can be devolved on subordinates. But compilation needs very vigilant personal control by the Deputy Superintendent himself; and if the amount of work he has to control is excessive, either quality will suffer or (as happened at Lucknow) the overburdened office will lag months behind the other offices, and impede *pro tanto* compilation for the Province as a whole.

Large bodies of half-educated and generally immature employés, who at best cannot hope for more than a few months' employment, are apt to give trouble anywhere. And four at least of the offices were very unsettled for the first few weeks. The clerks at Fyzabad actually struck work, selecting the day of my arrival on inspection to do so. Unfortunately they had a legitimate grievance, but as they had taken a wrong means of ventilating it, I did not interfere with the Deputy Superintendent, but left him to deal with the situation himself. Work was of resumed next day, and after the ringleaders of the strike had been discharged, the grievance was removed.

Staff of central offices.

25. The staff of a Central office was as in the margin. The rules laid down that copyists should be entertained at the rate of 50 per million of population to be dealt with, and sorters at the rate of 33 per million. But full numbers of copyists and sorters could never be maintained. The maximum number of copyists employed at one time was 1,758, and of sorters 2,002. Both copyists and sorters were formed into gangs of ten under a Supervisor, and each office (except Naini Tal which had two) had from five to seven Inspectors. During compilation one or two compilers were appointed to deal with the statistics of each district, all compilers being under a single Inspector.

Post.	Pay.
	Rs.
Head Assistant	110
Record-Keeper	60
Assistant Record-Keeper ..	25
Accountant	45
English Clerk	40
Inspectors	75
Copyists	15
Sorters	22
Supervisors	40
Assistant Supervisors ..	25
Special copyists	25
Compilers	30

The Deputy Superintendents.

26. The Deputy Superintendents consisted of one Civilian and six Deputy Collectors, all of whom had been District Census Officers. Their names are given in the margin. Personally I would always prefer to have young officers for these posts. Apart from Mr. Tennant, whose help to me in many directions was invaluable, the best work was done by Th. Mahendra Pal Singh, B. Jamna Sarup, and S. M. Zahid, of whom the first-named was a temporary and the last-named a probationary Deputy Collector. The other three I knew to be good officers; but P. Ganga Charan and M. Abdul Wahid found that they had no particular bent for exact science; while M. S. Ijaz Ali tried to improve on his instructions, and sacrificing accuracy to speed overworked his office and involved me in the end in much loss of time. This was partly my fault, for I was given to understand that I should not have the use of the Bareilly building after August, and I told him—quite unnecessarily as it proved—to try to finish by that month.

Office.	Name.
Naini Tal ..	Mr. W. R. Tennant, I.C.S.
Bareilly ..	M. S. Ijaz Ali, M.B.E.
Saharanpur ..	S. Muhammad Zahid.
Lucknow ..	M. Abdul Wahid.
Fyzabad ..	P. Ganga Charan.
Gorakhpur ..	Th. Mahendra Pal Singh.
Jhansi ..	B. Jamna Sarup.

The work done by Central offices.

27. The Central offices did what remained of copying, and the whole of the sorting and compilation, and prepared as well the manuscript Village Directories. Detailed instructions for these processes were given in the "Abstraction Manual"—that of 1911 brought up to date—of which the relevant parts, printed in English and the two vernacular scripts, were issued to the various classes of workers.

Difficulty of recruiting a suitable staff.

28. Most offices had only a few days' copying to offer, and consequently found it hard to recruit sufficient staff to give themselves a wide field of choice from which to select sorters when the sorting began. Copyists were paid piece rates with a standard of outturn stiffening week by week, but never severe, and calculated to give the average copyist about Rs. 15 per mensem. This was little in itself, but the inducement was held out that those who reached the standard and yet worked accurately would be retained as sorters on Rs. 22 per mensem—a time rate with fines for short or careless work. Copyists were selected by the Deputy Superintendents according to their ability to read quickly and correctly actual badly-written entries in the enumeration schedules. This operated as it should in favour of the men who had already given voluntary help in the Census-taking. Men who knew both scripts were, other things being equal, given the preference. The best copyists, excluding men who had worked before in Census offices, were schoolboys, who were quick to learn and zealous to excel in output. Better supervision than was exercised is needed at this stage, and more intelligent appreciation of probable errors. Most supervisors, though each was helped by an assistant so that he had only five copyists under him, checked so slowly that the quick-working copyists tended to be penalised; and on the other hand they were not strict enough in enforcing the penalties prescribed in the Manual for careless workers. Unconscientious rather than slow workers ought to be ruthlessly eliminated at once, before they can do much harm; for they are copying the slips of only a small proportion of the population, the great majority of slips having already been prepared locally with a much higher standard of correctness, so that pace is of minor importance.

Slow, intelligently supervised work, and a lenient standard output seem the wisest policy for copying in the Central offices; all the more so in that the Record Room staff will meantime be fully occupied in preparing baskets for sorting, and a hiatus between the close of copying and the opening of sorting is bad for the morale of the staff.

Sorting.

29. The correct preparation of Register A, the careful tallying of slips with the totals of that register, and the reconciliation of these totals as far as may be with the charge summaries, are the essential preliminaries of successful sorting. These things done, the areas to be sorted for separately fall to be decided before sorters' baskets can be made up. Deputy Superintendents are still inexperienced at this stage, and it would be well in future to have the areas precisely detailed to them in the Manual. Much trouble arose at this Census through their receiving from District Census Officers faulty lists of municipalities,

notified and town areas, and cantonments, all of which require distinct treatment. The 1921 Imperial tables do not require figures by tahsils; and for ease in making up uniform baskets some officers wished to substitute the district as the unit. I should recommend however the keeping distinct within the baskets of tahsils, municipalities, notified areas, and cantonments (even of town areas should they be potential notified areas) for Tables VII and VIII; and these tables finished, of tahsils and the larger (24) cities only. Cities of course require figures distinct from district figures for most tables, and for the larger industrial cities it may be found desirable to keep separate figures for wards also. At this stage units are readily isolated; separation later on is so difficult and costly as to be almost impossible. I advise my successor to consult the Local Self-Government and Public Health departments and the Improvement Trusts before he prepares the Abstraction and Compilation Manual, to embody in the Manual what can reasonably be done, and to resist resolutely belated requests for detailed figures of special areas. The important thing is that each Deputy Superintendent should know directly he starts work what areas he is to keep separate and for how long. Hastily issued amendments to the Manual, in deference generally to the dilatorily expressed wishes of outside authorities, confused some Deputy Superintendents into abandoning vital distinctions too soon, or else into maintaining them elaborately in the later tables when they were no longer needed.

The baskets once arranged and tallied with Register A—which then should have gone at once to the special copyists as the raw material for the Village Directories—sorting was in most offices expeditiously done, in some so rapidly that supervision failed to keep pace with output. And proofs of an overworked staff are manifest in the unintelligent errors scattered about their finished product. Re-sorting is the only remedy for bad sorting; and while errors promptly detected can be remedied fairly easily before the similar groupings of slips in successive tables (in the Census Code order of sorting) are much broken up, the process becomes very laborious indeed if left till the sorters are several tables on. The subordinate supervising staff ought to be prompt and vigilant to eliminate such incidental errors. But only compilation commenced directly the sorting for any one table is complete will disclose in good time errors of principle, such as major errors of classification, into which the superior staff itself is prone to fall. It is essential that the Deputy Superintendent should himself compile a representative portion of each table with his own hand. In the Naini Tal office, the Deputy Superintendent did quite two-thirds of the original compilation himself.

Some points of detail in sorting are worthy of mention. The order of sorting laid down in the Census Code proved sound. There was trouble in some derivative tables; for example the "selected castes" of Tables IX, XIV, and XXI include "all religions" in their totals, whereas the totals given in Table XIII include only those members of each caste who belong to its predominant religion. For Table XI (birth place) much ignorant geographical classification was done by the subordinate staff; and insufficient use was made of the "Alphabetical List of Districts etc.," published early in Census Operations and of the Post Office Guide. Table XIII (Caste) was well done; for elaborate instructions had been issued to bring the claims of certain castes anxious to raise their status into line with what was commonly acceptable to their community as a whole.

In Tables XV and XVI (Europeans) many perverse entries in the schedules complicated the sorters' task, and required Deputy Superintendents' close personal attention.

In the Occupational Tables difficulties already serious enough were increased by the correction slips which continued to arrive from Simla even after some of our offices had closed. Apart from this the "classified list" is an international one, and the terms given in the supplementary alphabetical list though doubtless in most cases of India-wide application were in a few cases differently construed by different Deputy Superintendents, so that the classification, e.g., of a "*bisat khana*," a "qanungo," and a "missionary" will not be uniform even within the province. It would be advisable for the Superintendent to get the classified list early, and to issue in English to Deputy Superintendents an authoritative classification for the province of certain doubtful occupations.

As difficult cases will invariably come to the Deputy Superintendent for decision, there seems no point in having a vernacular occupational index as in 1911.

In copying and sorting, unlike compilation, the rank and file of Census office staffs are low-paid casual labour on the margin of illiteracy, too slack to justify time-payments, and of too little intellectual honesty to justify piece-work except under the minutest supervision, which must almost duplicate the original labour. The only solution seems to be the employment of a smaller but better paid staff, derived, as far as possible, from regular Government offices, who would work more intelligently and honestly with less elaborate supervision. If however Deputy Superintendents must employ this under-paid casual labour, they must realize how useless and destructive of any accurate results it is to overwork it. Moderate fines for wilful bad work there must be, but overtime exacted or allowed means cumulatively more inaccurate work; and rigorous fining for the ensuing mistakes must exhaust physical as well as moral energy.

Compilation at Central offices.

30. Compilation was begun earlier in 1921 than in 1911, and finished in the four best offices by October. There were no novel features at this Census; but late amendments in some occupational groups occasioned re-sorting and re-compilation of Tables XVII and XIX in certain offices, while in most the evil results of hasty and ill-supervised sorting became apparent to the Deputy Superintendents themselves, or to me, only after the sorters themselves had been discharged. The re-sorting was in consequence tedious and expensive, and in the end the office which had apparently lagged behind most in copying and sorting—Saharanpur—was the first to finish in the province.

The Village Directories.

31. In preparing the Village Directories the same procedure (which is laid down in the Abstraction Manual) was adopted as in 1911, the necessary work being performed by the special copyists of each office in the intervals of their other duties. Unfortunately it was not foreseen that the average duration of abstraction being reduced by about a month by local slip-copying, these copyists would be diverted to what seemed more urgent tasks in the copying of English slips and in sorting, and that their alphabetical manuscript lists of villages would reach District Officers for correction only a few weeks before the abstraction offices had finished compilation proper. District Officers were for the most part very helpful in returning the corrected lists promptly, and though many subsequent references had to be made to reconcile discrepancies of detail, Deputy Superintendents rather than District Officers were to blame for the manuscript directory lists not being ready for the Press by the time compilation finished. One office (Saharanpur) that firmly resisted the temptation to misuse the versatile special copyists' time in other directions actually finished its directories before its compilation and closed first in the province. Most other offices otherwise closed had to retain some copyists under the supervision of their Record-Keeper to complete their lists, and for economy these gangs were finally transferred either to Lucknow or to Saharanpur to be directly under a responsible officer's eye. As the Directory is to be printed at this Census it will be far easier at the next to ascertain the orthography of village names. District Officers should be asked some months before Census day to check the correctness and particularly the spelling of all place names in their directories, and to send a corrected copy to the Superintendent. The special copyists will work on this corrected copy, and will need to consult districts only about any new names that may be found in Register A of 1931.

The directory gives for each district an alphabetical list of the inhabited villages (revenue mauzas) by tahsils, with particulars of the total population, male and female, detailed also as Hindus, Muhammadans and "Others." These particulars are also summarised for parganas and for thanas. In addition, novel features which should render the directories more useful alike to the district staff and to the general public were introduced for the first time; these were columns giving by reference numbers *(a)* the post office serving each village, and *(b)* the electoral area (polling station) in which the village is subsumed.

Abstraction of the Industrial Statistics.

32. The information contained in the two schedules of the "Industrial Census" was abstracted on to specially designed slips and sorted in the Naini Tal office for the tables which appear as XXII in the report. This took five copyists about five months to complete, the work being somewhat protracted by the late arrival of the Cawnpore schedules and the too frequent necessity of referring back schedules to source because of defective entries. Most District

Industrial Officers contributed to this by allowing the most glaring inaccuracies to pass unchecked. A radical defect of form was the admitted inability of the Census Commissioner—and my own—to define in popular terms "skilled" and "unskilled" labour, and many absurdities had in consequence to be eliminated from the schedules before they were ready for abstraction.

Preparation of statistics based on the "Tenement Census."

33. The Naini Tal office also worked out the results of the so-called "Tenement Census" taken in the four cities of Lucknow, Cawnpore, Benares, and Allahabad, and designed to illustrate the relative congestion and the housing conditions of existing municipal sub-divisions. This "Census" was taken by means of an adaptation of the block list. In this list, in the case of cities, a whole house number represented a "structural" house, while a sub-number represented a "Census" house—i.e. a commensal family. To the list two columns were added by hand and filled up by the enumerator during his preliminary round. The first showed the number of rooms occupied by the family, the second the number of persons composing the family. From the completed list therefore could be abstracted for each block the average number of families living in each house, the average size of each family, and the number of rooms it occupied. In compiling the statistics, to this information was added—at the request of the Chairmen of the Improvement Trusts of Lucknow and Cawnpore—a classification by religion, sex, age-periods and occupation of the inhabitants of each sub-division.

The block lists were carefully collected after the final enumeration and tied up in "Circle" bundles, the municipalities having already had impressed on them that a "Census circle" must be a compact unit consisting of one or more existing and undivided municipal sub-divisions (these were "chaks" in Cawnpore and mohallas in the other three cities). The Naini Tal office employed some four clerks for four months in abstracting by circles all that could be got out of the block list. Meanwhile the Lucknow and Gorakhpur offices sorted Tables VII and XVII by these circles for the cities concerned.

When however the Naini Tal Deputy Superintendent came to identify these circles with the actual terrain and tried to ascertain their area, he met with the practical difficulty that in all but Cawnpore, which was an honourable exception to the prevailing confusion, the municipalities had retained imperfect records of what mohallas went to constitute a particular circle and had besides no idea what their mohalla areas were. Moreover, in several cases a mohalla had been divided between census circles. Eventually, however, these difficulties were in great measure overcome, the mohallas identified, and sketch maps for each municipality prepared for reproduction in the report,* showing within the wards the boundaries of the census "circles" in terms of which the statistics had been prepared. Finally the areas of these circles were ascertained in Lucknow from the 1863 Settlement Records; in Cawnpore and Benares from a modern survey and in Allahabad from a drainage scheme prepared in 1914.

I suggest that these census "circles" be stereotyped for future censuses. I have placed with each sketch map a list of the mohallas which go to each circle, so that the statistics now available for the first time may be capable of exact comparison with any subsequently prepared. They are now offered in a form acceptable and useful, I hope, to the Improvement Trusts and Municipal Boards. The "circles" are about the smallest unit for which a Superintendent can give separate statistics without greatly complicating the abstraction process, and to attempt to give them for any other (and smaller) unit will mean considerable expense and a diminished comparative value for the figures.

Compilation in the Head office and close of operations.

34. The Saharanpur office closed about mid-October, 1921; Jhansi, Gorakhpur, and Naini Tal by the end of October; Fyzabad in November; Bareilly (where much re-sorting had to be done) on 13th December; and Lucknow on 4th January, 1922. Compilation was begun in the Head office in October, 1921, and was in full swing from mid-November. By the end of March, 1922, all except the occupational tables (XVII to XXII) had been compiled. The occupational tables proved far more difficult than the others, and it was not till the end of November that the last of them went to Press. Various statements for municipalities

* Financial stringency prevented the reproduction of these maps in the report. They have been sent to the various local authorities with instructions that they are to be carefully retained so that they may be used in the Census of 1931. The names of the constituent mohallas will be found in appendix E of vol. I of the report.

and district gazetteers, the completion of the village directories for 48 districts, and miscellaneous items of work occupied the office till it closed at the end of December, 1922. The final proofs of Parts I and II were returned to Press in January, 1923; the report proper was published in February, and the Administrative Report a month later.

The Government Press had published by the end of 1922 only some ten village directories, the printing of these having been postponed in favour of the Imperial Report and Tables. All the 48 will however, it is hoped, have been published by mid-1923. The final reduction of these directories to print will be a satisfactory accomplishment. Directories were prepared in manuscript in 1911, but some thirteen only had been published by 1915, when war preoccupations prevented the printing of more, so that much labour was wasted. The achievement of the Press in printing in so short a time the very large product of the Census, when burdened with the immense amount of ephemeral matter which has to be printed for the new Council, seems to me to be very remarkable.

Accuracy of the statistics.

35. The disappointing decrease in the pace of compilation in the Head office was due to the discovery of increasingly inaccurate compilation in the later tables prepared in certain central offices. In all but one office—Fyzabad—these inaccuracies were formal rather than material, and involved my staff merely in laborious adding and cross-totalling of the original compilation registers till the discrepancies were found and eliminated. Only in a very few cases had re-compilation to be undertaken from the beginning. In the tables prepared by the Fyzabad office there were in addition to many careless and slovenly mistakes of form in all tables except the earliest, gross errors of fact in the occupational tables. These errors Mr. Tennant has had to remedy as best as he could. In doing so he has exercised such patience and ingenuity that the printed tables probably do not depart far from the real facts. Re-compilation was made more difficult by the muddled state of the Fyzabad office records and by the loss of some of them in transit by the railway.

But for these occupational figures for a few districts, the tables have, I believe, been compiled with substantial accuracy; and in view of what has been said previously regarding the better results given by local slip-copying, they will bear comparison with those of any previous Census.

Suggestions for improvement in method.

36. All but the best offices showed too many incidental inaccuracies, too much slovenliness of work, departure from the prescribed forms, incompleteness, and want of intelligent appreciation of what was required of them. It is impossible for a Superintendent to make the Manual fool-proof. Better results will be obtainable if attention is paid to the following points :—

(a) The greatest single cause of the defects complained of was the fatal error made by me when, deceived by too optimistic reports of the impending completion of compilation, and under pressure from Government, I acquiesced in the transfer of the Deputy Superintendents of Bareilly, Fyzabad, and Gorakhpur before the close of their offices. After they had gone no effective control over compilers was exercised by the Head Assistants who remained in charge. Compilation is arduous work, useless if not exactly and honestly done. Compilers are ill-paid and irresponsible, and need the strictest discipline and supervision. These qualities cannot be looked for, I am now convinced, in Heads of offices of less standing than gazetted officers; and only on these can personal responsibility for the satisfactory output of their offices be enforced successfully. Such officers must see and check the last of the tables before they vacate office.

(b) With regard to compilation the Deputy Superintendents generally had too hazy ideas of what was required of them. To remedy this I suggest that the Chief Compiler be appointed immediately after Census day and not six months later as hitherto. After making a study of the compilation forms he should accompany the Superintendent on his first tour of the Central Offices, and there explain to the Deputy Superintendent, the Head Assistant, and the Inspector who will be in charge of compilers, exactly how compilation is to be done for the various tables. These explanations he should illustrate with actual specimen forms which should be left in each

office. Much unnecessary trouble arose at this Census through variations in form from office to office, which required individual study before they could be compiled for the province. At the same time he should make clear for what units he requires statements. Primary compilation is done by tahsils and cities for religions separately. What the chief compiler usually wants is consolidated totals for districts and cities, often for " All Religions " together. These abstracts are prepared in Central offices far more easily than in the Head office. The Central offices have a larger staff; moreover, they can correct any mistake on the spot by reference to the detailed compilation registers (prepared by sorters' baskets) or, if necessary by re-sorting. These abstracts should go as soon as completed to the Head office for check. The detailed registers can remain in the Central offices, so that the figures of the later tables may be equated basket by basket to those of the earlier.

(c) The Chief Compiler will check these abstracts as they arrive in the Head office, reporting promptly any divergencies he may find, so that they may be referred to the office concerned before it closes. This checking (for which he may require some assistance as it proceeds) will keep him busy till the Central offices close. It is essential that his checking keep pace with the output of the Central offices; for re-sorting at the Head office is a tedious and expensive process. Checking finished and the Central offices closed, he can begin compilation for the province; and if the Central offices have done their duty, he should complete the manuscript for the Imperial Tables within six months.

A Chief Compiler should be most carefully chosen and adequately paid. It is absurd to pay a mere Rs. 50 a month to the man primarily responsible for the accuracy of the statistics of a great province, produced at a cost of nearly five lakhs.

(d) Correctness of statistics, and not speed of completion, is the only sound criterion for judging the work of a Central office.

Six months from the completion of copying is a reasonable maximum period for the average Central office dealing with seven million slips, and five months is a safe minimum.

(e) I add a few suggestions for improved methods in preparing various tables—

Table I.—The " number of inhabited houses " column is obtained from Register A, prepared at this Census mostly in the tahsils. Special instructions should be issued to ensure that uninhabited houses are not included in the total. I suspect this in some districts.

Tables III, IV, and V.—The Census Commissioner disapproves of the practice, followed at this and the last Census, of showing cantonments and notified areas separately from their adjoining municipalities in some, and jointly with them in other tables. Definite orders about this should find place in the Manual of 1931. The numbers of towns and villages in Table III depend on how this question is settled.

Care should be taken that fairs and encampments are not included among " villages. "

The Form ZZ for tahsils and all urban areas (other than municipalities proper) is very important as the only source of information about " Other religions " in the latter. Some were lost on this occasion, and Table V is incomplete in consequence.

Tables VII and VIII.—It would be well to sort " Indian Christians " and " Other Christians " separately for all districts, tahsils, and urban areas for these tables. This would simplify the cross-check with Tables XV and XVI, besides having other uses.

The necessity for " All Religions " abstracts for these and all succeeding tables has already been emphasized in *(b)* of this paragraph.

Tables IX, XIV, and XXI give figures by castes inclusive of all religions. Table XIII gave at this Census figures for the main religion of the caste only. This spoils the comparative value of the figures. One or other method should be adopted in future throughout all four tables.

Table XI.—Geography appeared to be a very weak subject in all my offices. This table will be better done if provinces and states are kept in a uniform fixed order, and the districts of each province and state in alphabetical order.

Table XIII.—It would be well that a caste, if sorted for any one religion, should be sorted for all.

In general.—As Table VII is the key on the correctness of which all the succeeding tables depend, it is advisable that the original registers as well as the abstracts of this table come to the Chief Compiler for check as soon as they are finished: when he is satisfied with their correctness, compilation of this table for the province should begin at once. It should be practicable to entertain staff for this at Head office three months after copying is finished.

Subsidiary Table I.—*Copying the slips.*

Office.	Population dealt with.	Copyist units.*	Date of— Commencement.	Date of— Completion.	Average daily outturn per head.
1. Census Abstraction office, Bareilly	870,192	2,206	1st April, 1921	16th April 1921	394
2. „ „ „ Lucknow	916,309	3,968	28th March „	21st „ „	231
3. „ „ „ Fyzabad	507,024	2,031	4th April „	7th May „	250
4. „ „ „ Saharanpur	1,291,133	4,187	1st April „	30th April „	308
5. „ „ „ Jhansi	406,116	1,396	„ „	14th „ „	291
6. „ „ „ Gorakhpur	274,616	1,349	„ „	9th „ „	203
7. „ „ „ Naini Tal	1,610,813	3,038	„ „	24th May „	530

*By "Copyist units" is meant the total number of copyists multiplied by the number of working days they worked.

Subsidiary Table II.—*Sorting.*

Period.	Number of boxes sorted for table no.														
	VII	VIII.	IX.	X.	XI.	XII.	XIIA.	XIII.	XIV.	XV.	XVI.	XVII.	XVIII.	XIX.	XXI.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Up to the end of May, 1921	3,207	3,002	755	2,535	2,678	7	7	1,277	535	..	..	54	30	27	258
„ „ „ June „	247	407	2,453	799	700	22	22	1,957	2,612	9	9	1,879	1,803	1,664	2,484
„ „ „ July „	41	76	222	145	105	6	6	237	282	21	21	1,326	1,386	1,494	596
„ „ „ August„	6	16	71	22	18	5	5	30	72	10	10	242	282	316	136
„ „ 10th September, 1921 ..	..	..	..	..	..	11	11	..	..	11	11	..	..	..	27

Chapter III.—COST OF CENSUS.

Preliminary.

37. The figures dealt with below are for the period ending on 31st December, 1922. The net expenditure up to that date was Rs. 4,45,430. To this must be added some Rs. 12,000, the estimated cost of printing the report, and about Rs. 2,600 to cover pay of the reduced establishment retained for a month or so after that date, and certain uncashed bills for expenditure in December, 1922. Some deductions will fall to be made for sale of furniture and the like. The full cost of the Census will therefore not exceed Rs. 4,60,000.

Abstract of cost.

38. A brief abstract by heads of account is annexed to enable comparison to be made with the cost of the last Census.

A. Superintendence.

I. Salaries.—The total cost under this sub-head is Rs. 55,529, an increase of Rs. 2,793 over the corresponding figures at the end of December, 1912. The increase is trifling. I had a Personal Assistant from the close of the Naini Tal office at the end of October, 1921, till May, 1922, when he succeeded me as Superintendent; but against this can be set the saving of one Deputy Superintendent and his office as compared with 1911. In any case the increase should be more than accounted for by the alleged rise in pay of the Imperial and Provincial Services. It amounts to 5 per cent.

II. Establishment and other charges.— These have been practically doubled. An all-round increase of pay of Government clerks in this province of over 50 per cent. accounts for half of this increase, and enhanced postal and freight rates and general price levels for the rest.

B. Enumeration.

III. District charges.—In regard to these some economy was possible and the figure is practically unchanged.

IV. Printing and stationery charges.—Press rates have been practically doubled, and these account for the whole increase under this head. The bulk of the paper used for the schedules came from the Bengal Mills: the printers were the Newul Kishore Press.

C. Abstraction and compilation.

A rise of 48 per cent. in these charges is less than might have been expected, seeing that over three-quarters of the expenditure on this head have gone on pay of staff, and that this pay had to be raised initially by over 50 per cent. to attract sufficient men. Cost of printing and stationery has increased by about 90 per cent.; but minor economies, due mainly to the fact that there were only seven instead of eight Central offices, have effected savings sufficient to bring the total increase for this head below 50 per cent.

The cost of printing the report, though volumes I and III are about half the size of the 1911 volumes, is Rs. 12,000 as compared with Rs. 5,000. At both censuses the work was done wholly at the Government Press, and on this occasion fewer copies are being printed. The increase of 140 per cent. is therefore some index of the extraordinary rise in the cost of paper and printing.

Subsidiary Tables I and II.

39. Subsidiary Tables I and II expand the abstract under somewhat different heads. When these figures are compared with those of 1911 they bear out very completely what has been said above.

The pay of gazetted officers employed in superintendence and abstraction has risen very little; that of their establishments by roughly 50 per cent. Travelling allowance, railway freight, and hire on furniture have all risen perceptibly, the first largely owing to the grant of Secretariat rates to the Head office staff in their moves to and from the hills. The "miscellaneous" item has been swollen by the grant to this staff while in Naini Tal of house rent allowance at Secretariat rates.

Under enumeration there has been a decrease in the travelling allowance of Census officers, and a notable rise in the cost of stationery. Under abstraction and compilation there has been a rise in the pay of establishment from Rs. 1,75,000 to Rs. 2,45,000. The feature here is the immense fall in deputation allowances to men deputed to Census. This has dropped from 25 per cent. to 2 per cent. of the whole, and proves that Census paid on this occasion wages too

low to attract from regular Government employment men with sound clerical training and a sense of responsibility. A man of this type is worth three casual workers, and I am firmly convinced that to pitch wages too low to attract clerks from Government offices is very false economy indeed.

The large sum under travelling allowance—Rs. 3,230—is due to the many re-adjustments necessitated by the premature transfer of Deputy Superintendents, and the resultant need of placing the office staff that remained under proper supervision, ultimately in Lucknow and Saharanpur.

Printing and stationery charges show an increase of about 35 per cent., but the Government Press has not yet submitted the final bill for printing in 1922-23.

Under head V (Miscellaneous) there is a vast increase (from Rs. 7,000 to Rs. 27,000) in acting allowances of officers in non-Census offices, which I can only attribute to a different method of accounting.

Refunds have increased from Rs. 18,000 to Rs. 25,000 and include the full contributions exigible from municipalities under the Census Act.

In the result the cost of the Census has been greater, probably, than was anticipated, though not more than my estimate. I had however no device but to pay the market rates for labour, and even these rates were too low to attract that reliable class of worker which seems to have been the fortunate lot of my predecessors. I am convinced, as I have said before, that on a future occasion it will be sound economy to pay fewer clerks a much higher wage.

Increase of cost explained.

40. In conclusion, the cost of this relatively to the last Census has increased by less than might reasonably have been expected. Expenditure is made up roughly in the proportion of three parts pay of establishment to one part paper and printing. In provincial offices the pay of the grade of clerk that I needed was raised in 1920 by about 50 per cent. (an increase unparalleled, I believe, in other provinces), and in order to attract staff in this relatively illiterate province I had to follow suit. Paper and printing are dearer than in 1911 by at least 50 per cent., probably by far more. In the pay of gazetted officers alone there is no substantial increase.

In spite of these facts this Census has cost only 48½ per cent. more than the last, though it has also carried out a Tenement Census, an Industrial Census more complete than that of 1911, and has elaborated for each British district the manuscript of a village directory that is being printed at provincial expense. The explanation seems to be that staffs, and especially the Head office staff, worked harder than previous staffs have done. Many I fear have been overworked, and Census is in danger of being regarded as a sweated industry.

Abstract of cost of the present and of the last Census.

Head of account.	1911—1913.	1921—1923.	Difference.
	Rs.	Rs.	Rs.
A.—Superintendents	73,338	96,882	+23,544
I.—Salaries	52,736	55,529	+2,793
II.—Establishment and other charges	20,602	41,353	+20,751
B.—Enumeration	31,606	50,907	+19,301
III.—District charges	9,492	9,310	−182
IV.—Printing and stationery charges	22,114	41,597	+19,483
C.—Abstraction and compilation	2,19,731	3,25,396	+1,05,665
V.—Office charges	2,03,294	2,94,013	+90,719
VI.—Printing and stationery charges	16,437	31,383	+14,946
Report (estimates)	5,000	12,000	+7,000
Total gross cost	3,29,675	4,85,185	+1,55,510
Deductions	20,423	25,038	+4,615
Net cost	3,09,252	4,60,147	+1,50,895

NOTE.—This abstract had to be prepared for Press before all bills had been finally settled, and includes the estimate, not the actuals, of the cost of printing the report. The figures therefore are not exact.

Subsidiary Table I.—*Actual expenditure distributed under the heads of account prescribed by the Comptroller-General.*

Main-head	Sub-head	1920-21.	1921-22	1922-23. (Actuals up to December, 1922.)	Total.
1	2	3	4	5	6
I.—Superintendence	*Salaries.*	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
	Deputation allowance of officers deputed to Census duty.	3,550 0 0	3,600 0 0	2,700 0 3	9,850 0 3
	Establishment.				
	Pay of men without substantive appointment.	1,975 9 8	5,649 11 0	6,018 3 0	13,643 7 8
	Deputation allowance of men deputed to Census duty.	193 8 9	240 0 0	180 0 0	613 8 6
	Travelling allowance.				
	Travelling allowance of officers and establishment.	4,957 2 0	2,054 2 0	705 10 0	7,716 14 0
	Contingencies.				
	Office rent	200 0 0	50 0 0	750 0 0	1,000 0 0
	Purchase and repair of furniture	1,310 10 0	212 9 0	13 13 0	1,537 0 0
	Purchase of stationery ..	555 13 6	229 12 0	66 0 0	851 9 6
	Postage and telegram charges ..	1,200 0 0	500 0 0	125 0 0	1,825 0 0
	Freight	318 9 3	100 4 0	19 0 0	537 13 3
	Miscellaneous	703 5 4	2,266 11 10	1,834 12 3	4,804 13 5
	Adjustment on account of telephone charges.	214 0 0	217 0 0	..	431 0 0
		15,178 10 6	15,220 1 10	12,412 6 6	42,811 2 10
II.—Enumeration.	*District establishment.*				
	Temporary establishment in district offices.	2,382 2 5	836 3 10	..	3,168 6 3
	Remuneration of Census Officers	..	50 0 0	..	50 0 0
	Travelling allowance ..	182 3 6	117 8 0	..	299 11 6
	Contingencies.				
	Purchase of stationery ..	1,230 10 3	134 7 9	..	1,365 2 0
	Postage and telegram charges ..	114 5 0	8 3 0	..	122 8 0
	House-numbering charges ..	8 14 6	6 12 0	..	15 10 6
	Freight	1,358 0 0	1,435 10 3	..	2,793 10 3
	Miscellaneous	670 3 3	825 10 6	..	1,495 13 9
		5,896 6 11	3,414 7 4	..	9,310 14 3
III.—Abstraction and compilation.	*Establishment.*				
	Pay of men without substantive appointment.	..	2,40,975 14 2	..	2,40,975 14 2
	Deputation allowance of men deputed to Census duty.	..	4,660 7 2	401 9 9	5,062 0 11
	Travelling allowance ..	..	3,226 3 10	5 0 0	3,231 3 10
	Contingencies.				
	Office rent	..	3,609 10 1	..	3,609 10 1
	Purchase and repair of furniture	..	8,904 5 2	..	8,904 5 2
	Local purchase of stationery ..	..	1,526 10 9	..	1,526 10 9
	Postage and telegram charges ..	..	476 0 3	..	476 0 3
	Freight	..	720 3 3	..	720 3 3
	Miscellaneous	..	2,260 0 6	..	2,260 0 6
		..	2,66,359 7 2	406 9 9	2,66,766 0 11
IV.—Printing and stationery charges	Cost of stationery (including paper supplied from the Central Stores).	35,371 4 8	851 7 8	..	36,222 12 4
	Carriage of stationery ..	463 14 5	39 5 4	..	503 3 9
	Printing.				
	At Government presses ..	..	1,173 10 10	..	1,173 10 10
	At private presses	11,638 10 9	1,578 11 10	..	13,217 6 7
	Despatching charges.				
	Postage	..	..	..	..
	Other charges	..	3,756 1 8	..	3,756 1 8
		47,473 13 10	7,399 5 4	..	54,873 3 2
V.—Miscellaneous	*Acting allowance of officers in non-census offices.*				
	Officers	4,258 5 4	19,509 8 11	3,503 4 0	27,271 2 3
	Establishment	193 8 9	240 0 0	180 0 0	613 8 9
		4,451 14 1	19,749 8 11	3,683 4 0	27,884 11 0
	Total of gross expenditure ..	73,000 13 4	3,12,142 14 7	16,502 4 3	4,01,646 0 2
	Deduct on account of the amount refunded and recoveries made from the municipalities, etc.	..	22,225 11 3	2,812 13 6	25,038 8 9
	Total of net expenditure ..	73,000 13 4	2,89,917 3 4	13,689 6 9	3,76,607 7 5

Subsidiary Table II.—*Expenditure distributed under the heads prescribed by the Census Commissioner according to (a) Comptroller-General's and (b) departmental accounts.*

Main heads.	Sub-heads	Expenditure according to Comptroller-General's accounts.				Expenditure in 1920—1923 according to departmental accounts.	Difference	Remarks.
		1920-21.	1921-22.	1922-23. (Actuals up to December, 1922.)	Total, 1920—1923.			
1	2	3	4	5	6	7	8	9
I.—Superintendence.	*Salaries.*	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
	Deputation allowance of officers deputed to Census duty.	3,550 0 0	3,600 0 0	2,700 0 3	9,850 0 3	9,850 0 3	..	
	Establishment.							
	Pay of men without substantive appointment.	1,975 9 8	5,649 11 0	6,018 3 0	13,643 7 8	13,643 7 8	..	
	Deputation allowance of men deputed to Census duty.	193 8 9	240 0 0	180 0 0	613 8 9	613 8 9	..	
	Travelling allowance.							
	Travelling allowance of officers and establishment.	4,957 2 0	2,054 2 0	705 10 0	7,716 14 0	7,716 14 0	..	
	Contingencies.							
	Office rent ..	200 0 0	50 0 0	750 0 0	1,000 0 0	1,000 0 0	..	
	Purchase and repair of furniture.	1,310 10 0	212 9 0	13 13 0	1,537 0 0	1,537 0 0	..	
	Purchase of stationery	555 13 6	229 12 0	66 0 0	851 9 6	851 9 6	..	
	Postage and telegram charges.	1,200 0 0	500 0 0	125 0 0	1,825 0 0	1,825 0 0	..	
	Freight	318 9 3	200 4 0	19 0 0	537 13 3	537 13 3	..	
	Miscellaneous ..	703 5 4	2,266 11 10	1,834 12 3	4,804 13 5	4,804 13 5	..	
	Adjustment on account of telephone charges.	214 0 0	217 0 0	..	431 0 0	431 0 0	..	
	Total ..	15,178 10 6	15,220 1 10	12,412 6 6	42,811 2 10	42,811 2 10	..	
II.—Enumeration.	*District establishment.*							
	Temporary establishment in district offices.	2,332 2 5	836 3 10	..	3,168 6 3	3,168 6 3	..	
	Remuneration of Census Officers.	..	50 0 0	..	50 0 0	50 0 0	..	
	Travelling allowance	182 3 6	117 8 0	..	299 11 6	299 11 6	..	
	Contingencies.							
	Purchase of stationery	1,230 10 3	134 7 9	..	1,365 2 0	1,365 2 0	..	
	Postage and telegram charges.	114 5 0	8 3 0	..	122 8 0	122 8 0	..	
	House-numbering ..	8 14 6	6 12 0	..	15 10 6	15 10 6	..	
	Freight	1,358 0 0	1,435 10 3	..	2,793 10 3	2,793 10 3	..	
	Miscellaneous ..	670 3 3	825 10 6	..	1,495 13 9	1,495 13 9	..	
	Total ..	5,896 6 11	3,414 7 4	..	9,310 14 3	9,310 14 3	..	

Subsidiary Table II.—*Expenditure distributed under the heads prescribed by the Census Commissioner according to (a) Comptroller-General's and (b) departmental accounts*—(concluded).

Main heads	Sub-heads.	Expenditure according to Comptroller-General's accounts. 1920-21.	1921-22.	1922-23. (Actuals up to December, 1922.)	Total, 1920—1923.	Expenditure in 1920—1923 according to departmental accounts.	Difference.	Remarks.
1	2	3	4	5	6	7	8	9
III.—Abstraction and compilation.	*Establishment.*	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	
	Pay of men without substantive appointment.	..	2,40,975 14 2	..	2,40,975 14 2	2,40,975 14 2*	..	* Includes Rs. 9,184-3-8 pay of correspondence and accounts establishment, Rs. 3,198-9-3 pay of menial establishment, and Rs. 2,28,593-1-3 pay of non-officials.
	Deputation allowance of men deputed to Census duty.	..	4,660 7 2	401 9 9	5,062 0 11	5,062 0 11	..	
	Travelling allowance..	..	3,226 3 10	5 0 0	3,231 3 10	3,231 3 10	..	
	Contingencies.							
	Office rent	..	3,609 10 1	..	3,609 10 1	3,609 10 1	..	
	Purchase and repair of furniture.	..	8,904 5 2	..	8,904 5 2	8,904 5 2	..	
	Local purchase of stationery.	..	1,526 10 9	..	1,526 10 9	1,526 10 9	..	
	Postage and telegram charges.	..	476 0 3	..	476 0 3	476 0 3	..	
	Freight	..	720 3 3	..	720 3 3	720 3 3	..	
	Miscellaneous ..	..	2,260 0 6	..	2,260 0 6	2,260 0 6	..	
	Total ..	..	2,66,359 7 2	406 9 9	2,66,766 0 11	2,66,766 0 11	..	
IV.—Printing and stationery charges.	Cost of stationery, including paper supplied from Central Stores).	35,371 4 8	851 7 8	..	36,222 12 4	46,895 10 6	10,672 14 2†	† The bills were not cashed within 1920-21 financial year, but amount was taken in the departmental accounts.
	Carriage of stationery	463 14 5	39 5 4	..	503 3 9	503 3 9	..	
	Printing.							
	At Government presses	..	1,173 10 10	..	1,173 10 10	7,138 0 0	5,964 5 2‡	Work bills of Government Press to be adjusted by book transfer.
	At private presses..	11,638 10 9	1,578 11 10	..	13,217 6 7	14,687 6 7	1,470 0 0§	The bill was not cashed within 1920-21 financial year, but amount was taken in departmental accounts.
	Despatching charges.							
	Postage	..	..	..	..	..	..	
	Other charges ..	..	3,756 1 8	..	3,756 1 8	3,756 1 8	..	
	Total ..	47,473 13 10	7,399 5 4	..	54,873 3 2	72,980 6 6	18,107 3 4	
V.—Miscellaneous	*Acting allowance of officers in non-Census offices.*							
	Officers	4,258 5 4	19,509 8 11	3,503 4 0	27,271 2 3	72,556 9 3	45,283 7 0‖	‖ Includes full pay of Superintendent, Deputy Superintendent, and Personal Assistant, whereas column 6 shows only the pay of their substitutes.
	Establishment ..	193 8 9	240 0 0	180 9 0	613 8 9	6,042 1 6	5,428 8 9¶	¶ Includes full pay of the head clerk, column 6 shows the pay of his substitute only.
	Total ..	4,451 14 1	19,749 8 11	3,683 4 0	27,884 11 0	78,599 10 9	50,714 15 9	
	Total of gross expenditure.	73,000 13 4	3,12,142 14 7	16,502 4 3	4,01,646 0 2	4,70,468 3 3	68,822 3 1	
	Deduct on account of the amount refunded and recoveries made from the municipalities, etc.	..	22,225 11 3	2,812 13 6	25,038 8 9	25,038 8 9	..	
	Total of net expenditure.	73,000 13 4	2,89,917 3 4	13,689 6 9	3,76,607 7 5	4,45,429 10 6	68,822 3 1	