



CENSUS OF INDIA, 1921

VOLUME VI

CITY OF CALCUTTA

PART III.

ADMINISTRATIVE VOLUME

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CENSUS REPORT
ON
CITY OF CALCUTTA AND ITS SUBURBS,
1921.

ADMINISTRATIVE VOLUME.

TAKING THE CENSUS.

1. The Census Tables and Report for Calcutta and its Suburbs cover the area under the Calcutta Corporation, and municipalities of Cossipore-Chitpore, Maniktola, Garden Reach, Tollygunge, the South Suburban Municipality and Howrah. The Census of the Corporation area was carried out by a Special Officer subordinate to the Provincial Superintendent, that of the Suburbs in the 24 Parganas by a special officer acting under the Magistrate of the 24-Parganas and that of Howrah by the District Census Officer acting under the Magistrate of Howrah. The account of the census enumeration which follows is mainly based on the reports of these three officers. It is written largely with the Census of 1931 in view, and besides giving an account of the method used in 1921, its object is to enable the officer who will then be charged with the conduct of the operations to benefit by the experience which has been gained.

2. **Suggestion passed on from 1911.**—Mr. O'Malley, the Provincial Superintendent, in 1911, left an administrative report written with a similar object. He summed up the experience gained ten years ago in the following words:—

“ I am inclined to consider that the census might with advantage be placed under the general control of the Provincial Census Superintendent and be in the direct charge (at least from the 1st November) of a Special Census Officer of some seniority with powers of organisation and control, who would be appointed Census Superintendent. If it is practicable, he should be assisted by a Municipal Officer of some standing, like a sub-assessor, who might be placed on special duty. The work of the Deputy Chairman has now grown too heavy to allow him to supervise the census thoroughly without sacrificing part of his regular work; under the arrangement now suggested he would be able to supply information and assist in other directions, *e.g.*, in obtaining enumerators, without assuming the responsibility of the Census Superintendent. Further, there appears to be no necessity for the census of the Suburban Municipalities to be under the Calcutta Census Officer. To ensure a successful census of them, it seems desirable that a Deputy Collector should be deputed from the 1st December, but there is no reason why he should not work under the District Officer of the 24-Parganas. It is also a matter for consideration whether in future the figures for the Tollygunge and South Suburban Municipalities should not be compiled with those for Cossipore-Chitpore, Garden Reach and Maniktolla so as to obtain a complete record for Greater Calcutta.

3. **Special Census Officer for Calcutta and another for the Suburbs in the 24-Parganas.**—The Census Commissioner came to Calcutta in February 1920 and consulted Mr. O'Malley who again advocated the appointment of a Special

Census Officer for Calcutta who should be under the control of the Provincial Superintendent. The proposal was based on the fact that the Deputy Chairman in 1911 found the work too much for him and the certainty that his work had not become less arduous in the interval. Accordingly the Government of Bengal in June 1920 addressed the Corporation of the City suggesting the plan and inviting the co-operation of the Corporation in carrying it out. The Corporation accepted it and promised co-operation. The placing of a Municipal Officer on special duty to assist was not suggested to the Corporation. Mr. O'Malley had not repeated the suggestion on the subject which appeared in the report of 1911, and had not pressed it not finding any division of responsibility, and feeling that such work as the formation of census divisions in Calcutta was likely to prove one man's job. In regard to the Suburbs of the City Mr. O'Malley's suggestions were accepted. A Special Census Officer was appointed to have charge of the Census of the Suburbs in the 24 Parganas under the Magistrate of the District and independent of the Special Officer for Calcutta. His jurisdiction included Tollygunge and the South Suburban Municipality as well as the municipalities Cossipore-Chitpore, Maniktola and Garden Reach which alone had been accounted suburbs of Calcutta at former censuses. The decision to include figures for Howrah as well as the five Municipalities with Calcutta in the Tables Volume which would thus give complete figures for the Greater Calcutta, was reached later. The Census Commissioner invited an opinion as to the suitability of the suggestion which had come from another Province to have a separate volume of tables for the cities of the Province. In Bengal there are, however, only three towns that can be called cities, Calcutta, Howrah and Dacca. Some of the municipalities along the banks of the Hooghly, for instance Bhatpara, have larger number of inhabitants than others, but none are great centres of trade or have any tradition of being such. Their differences in numbers are due rather to the inclusion of longer or shorter stretches along the river bank of urban area of much the same character within their boundaries, or the accident of the inclusion of a larger or smaller number of mills with the teeming population of the coolie lines about them. To place figures for Dacca, which partakes more closely of the character of other mufassal towns than of Calcutta, in a volume which would deal only with Calcutta and its Suburbs and Dacca would have been anomalous. Howrah on the other hand is in its trade and industry very much a part of Calcutta, and in its character is more closely akin to the city than for instance the remoter parts of Tollygunge and the South Suburban Municipality. It was on such considerations that the proposal was made and the Census Commissioner ordered the preparation of a separate volume of Tables and a separate Census Report for "Calcutta and Suburbs" should cover Cossipore-Chitpore, Maniktola, Garden Reach, Tollygunge, the South Suburban Municipality and Howrah.

4. **Payment in the first instance for Calcutta Census.**—The adoption of the arrangement by which the Census of the City of Calcutta was placed in the hands of a Special Officer working under the direct control of the Provincial Superintendent involved a change which had not been foreseen when the Budget for the Census was drawn up and sanctioned. In 1911 when the census was carried out by the Corporation, all the charges for the enumeration were met in the first instance from the Corporation's funds. The new arrangement rendered it necessary to meet them in the first instance from the Census Budget allotment for Bengal. But provision had not been made and I had some apprehension that difficulty might arise at the end of the year 1920-21 just at the time of the final enumeration on this account. The apprehension ultimately proved unfounded and there were savings from the Budget of 1920-21 for the Province, mainly because the Calcutta Corporation paid an amount calculated to be half the cost of the enumeration in the City, and partly because many contingent bills and the like for expenditure at the time of the final census, both in Calcutta and in the districts of the Province were not passed until the next financial year. The census in 1911 came on March 10th. The 8 days between March 10th and March 18th made all the difference between getting such expenditure through within the financial year and leaving much of it over.

5. **Preliminary arrangements.**—In 1911 an expenditure of no less than Rs. 8,682 was spent on survey work and the preparation of plans of the census divisions formed in the city. The amount was large and Mr. O'Malley in his report wrote "The block plans were supplied to the enumerators but though they were on a large scale (50 feet to the inch) they were really of little use as the majority of the enumerators did not understand them." The preliminary survey was not carried out only for the sake of providing large scale block plans for along with it a rough count of the number of persons likely to be found in each building had been made, and it formed the basis for the formation of blocks. As however large scale block plans were likely to prove as useless on the present occasion as on the last it was decided to attempt to do without the preliminary survey altogether. In Bombay City in 1911 there had been no preliminary survey and the report did not indicate that there had been much difficulty in forming census divisions at the time of house-numbering. The Municipal "premises numbers" had been made the use of in Howrah in 1911 for the formation of blocks and the Chairman of the Calcutta Corporation had expressed the opinion that it would be well to use these numbers in Calcutta. Accordingly, in May 1920 I consulted Mr. Gurner, the Deputy Chairman, and Mr. Ganguli, the Assessor to the Corporation, who let me examine the registers of the assessment department. In addition to the "Assessment Book of Buildings and Lands" in two parts, one for pucca buildings and one for bustees, there is an "Inspection Book of Buildings" and an "Inspection Book of Bustee Lands." It appeared that these between them would give sufficient description of each "premises" to enable the Special Census Officer when he was appointed later to group the "premises" together with blocks and circles. What is covered by a single "premises number" may be the habitation of very different numbers of persons. Sometimes a separate number covers a single house or shop, but on the other hand some of the numbers given to bustee sites may include a large number of inhabited huts. No. 6, Gas Street, for instance, is a bustee in which 3,000 persons were enumerated. In the "Assessment Book" each holding is briefly described as Residential building, Bustee, Pucca Shop, etc., the number of storeys is given for pucca buildings and the number of flats and rooms let separately is also given except for the more congested areas for which the information is contained in the "Inspection Book of Buildings." The number of huts and the number of rooms in bustees is given in the "Bustee Inspection Book." The Assessment Book and Inspection Book of Buildings are kept up to date, but the Bustee Inspection Book is only revised at intervals of three years for each ward, and, in some wards was therefore, nearly 3 years out of date. It was thought, however, that the information that could be obtained from the registers would be sufficient to form a basis for the formation of blocks and circles. The following note written up after my consultation with the Deputy Chairman and the Assessor shows how it was arranged that the information should be collected:

Preliminary arrangements for the Calcutta Census.

Whoever may be placed in charge of the Census of Calcutta it will save some of his time if certain preliminary work is done before he joins.

When he joins, his first important business will be to divide the city with circles and blocks. His divisions need not necessarily be final: modifications may be made at the time of house-numbering; but his division must be so far satisfactory that wide changes in it will not be necessary. In order that he may be able to start work at once, he will want—

- (a) A map on a suitable scale, and
- (b) Information extracted from the Assessment rolls and "Bustee" and "Building Inspection Books" which will give him a fair notion of the number of people likely to occupy each premises separately numbered in the rolls.

2 Arrangements have been made with the Director of Surveys to supply a map on the 6-inch scale (6 inches to the mile).

The 6-inch map dating from 1910 shows every road as it existed then, either by a name written against it on the map or by a number referring to a schedule given in the margin which contains the names. The Director of Surveys is arranging to

have all the new Trust Road placed on this map in red ink from the new 12-inch map prepared in 1919. All the new roads are large and wide and their names are given on the 12-inch map. The 6-inch map with the alterations may, therefore, be relied upon to show every road along which there is a series of premises numbers in the assessment rolls. This map will be ready in a week or so.

3. Mr. Ganguli, the Assessor, is prepared to find four clerks on Rs. 40 whom he will take on to work on the assessment rolls, etc., in this connection or to take the place of other clerks in his office whom he will put on to this work. The pay of these four men will be met from the Census Budget. The clerks employed will work on—

(1) The Assessment Book of Buildings and Lands, and

(2) The Inspection Book of *Bustee* lands.

The form they will be required to fill up and the manner of filling it will be as follows:—

Ward.	Street.	Premises number.	Description.	IN CASE OF PUCCA BUILDINGS.			IN CASE OF BUSTEES.		REMARKS.
				Number of storeys.	Number of flats leased separately.	Number of vacant lands separately.	Number of plots.	No. of rooms.	
1	2	3	4	5	6	7	8	9	10
Collinga	Park Street	90	Residential buildings.	3	3	...	...	..
		91	Bustee	...	...	...	5	10	
Barabazar	Olive Street	151	Residential buildings.	4	...	65	..	..
		152	Pucca shop	1	...	...	...	...

The method to be followed in filling up the form will be as follows. The clerk doing the work in one ward will take first the Assessment Book of Buildings and Lands and fill in columns 1, 2, 3, 4 and 5 from it. The Assessment Book shows the number of flats separately leased except in the most crowded area. Column 6 can be filled up from the Assessment Books in such wards as, for instance, Shampukur, Park Street and Alipore. There is no need to refer to the Inspection Book of Building and Lands except in the neighbourhood of Bara Bazar and other very thickly populated areas. In those areas column 7 will be filled up but in other areas column 7 will be left blank. Columns 8 and 9 will be filled up in all wards by going right through the Bustee Inspection Book. A separate page should be started for each *street* in each ward.

The schedule forms shown in this note were printed and the entries in them almost completed before the Special Census Officer joined. Filling it up meant something more than mere copying. There is a continuous series of numbers down each street, but as the pucca buildings appear in one book and the bustees in another the clerk filling in the form had to keep both books open in front of him and pick out the premises according to their serial numbers from the one book or the other. He also had to refer in the case of every bustee to the Bustee Inspection Book and in the congested wards to the Inspection Book of buildings for every pucca building. The Corporation's Registers are in many volumes and difficulties frequently arose from one book or another being required for use in the Assessor Office or in another department or even to be filed in court. The result was that a certain number of omissions appeared in the schedule and were noticed by the Special Officer when he joined and he asked that the Assessor should arrange to have the Schedule examined and certified correct in his office. Both the Assessor and the Vice-Chairman were, however, unwilling to undertake this. The Special Officer had only inexperienced temporary clerks whom he could employ to check it, and the Assessor was unable to spare a clerk who knew the registers to supervise them, so that a certain number of mistakes and omissions in this schedule remained. They were not so many that the schedule failed to give a sound basis for the division into circles and blocks for which it was intended, but rendered the schedule insufficiently accurate to be used to check

omissions in the house list subsequently prepared by the house-numberers who went from house to house.

6. The Special Official selected.—After the census of 1911 Sir Edward Gait expressed the opinion that for the next census a Civilian should be placed on special duty in Calcutta. There was, however, no Civilian available and the officer chosen was Babu Jitendra Nath Sarkar, Deputy Collector. He had an intimate knowledge of Calcutta, plenty of tact and common sense and energy. He got, however, no assistance from the officers of the Corporation and his task proved far more arduous than was at all expected. I do not think the selection could easily have been bettered, but emphatically the same task should not be given again to a man who is not in a position to command assistance from the subordinate employees of the Corporation.

7. Formation of census division.—Babu Jitendra Nath Sarkar joined on August 24th and after a short time spent in finding his feet set about the formation of census divisions. The division of the City into wards was the obvious division to be used in forming charges, and it was necessary to follow it as it is necessary to follow the boundaries of the police-stations in rural areas since the wards like the police-stations were subsequently to be the units by which the census figures would be tabulated. For the division into circles and blocks, however, Babu Jitendra Sarkar at once departed from the plan which I had contemplated when the preliminary arrangements were first undertaken. In rural areas where houses are scattered it is necessary to see that the blocks are compact. In the city there is no similar need to trouble about the shape of a block. The houses are so close together that no matter what the shape of the block is the enumerator cannot have far to go from any one point in it to any other. Outside Calcutta it is necessary to account for the whole inhabited area in one block or another. In the City on the other hand assuming that the municipal assessment covers every occupied house there is no necessity to account for the whole area of the City so long as every municipal premises is accounted for. I had intended, therefore, that the division of a ward into circles and blocks should be done rather by cutting up the schedules of municipal premises which had been prepared than by cutting up the area of the ward into parcels. If he had really appreciated this the Special Officer would not have had to undertake nearly the same labour in forming census divisions as he went through. Having a page or pages of the schedules, for instance, for the part of Corporation Street within Ward 13 it would have been easy to divide into circles and blocks by allotting to a block premises No. so and so and premises No. so and so, and placing together a certain number of blocks to form a circle. When every street and every premises numbered in the street had been allotted to some block or other and the blocks grouped in circles the census divisions must have covered the whole inhabited area of the ward. The Special Officer, however, did not apply this method to the formation of circles, although after he had formed the circles he applied it to the formation of blocks within them. He formed his circles by cutting up the area of each ward into compact circles, and it was this that made the work of forming census divisions so laborious. In his report he wrote as follows:—

“The circles presented a difficult problem. As already stated I had no up-to-date map showing all the roads and lanes and the old records were not available to show how the divisions had been made in 1911. After some local enquiries I found out that the Conservancy Department of the Corporation has divided each ward into a number of smaller units called “blocks,” each of which is in charge of a block Sircar. I followed this division but I found that these blocks were generally much too large for census purposes but could easily be divided into two parts or forming my circles. Taking a copy of the 16-inch survey map, I marked on it the boundaries of the conservancy blocks and then subdivided them wherever necessary. I obtained in this way compact circles with boundaries familiar to the Municipal Staff, as my idea was that the Municipal staff would then be in a position to render material help. In order to form the blocks it was necessary to ascertain what portion of different streets and lanes were included in each of these circles. I could not obtain this information from any Municipal record. To the Deputy Chairman, the problem would not have presented any difficulty. He would simply have ordered the conservancy overseers to gather the information and each overseer could have easily done it for his ward in

a fortnight at the utmost, through the block Sircars. I wanted to appeal to the Chairman for help on this point but on advice from the Superintendent, Census Operations, Bengal, I desisted. What I had to do instead was to compile this information for all the 267 Circles by local enquiry. In order to give a clear idea of the labour involved, I am giving below the note I had to take during local enquiry concerning one circle (Circle 3, Ward 1) :-

1. Gallif Street, 1 to 14.
2. Pasupati Bose Lane, 1 to 20.
3. Bag Bazar Street, 17 to 31 2 and 65 to 72/2.
4. Haralal Mitra Street entire, 1 to 33.
5. Kapi Bagan Lane, entire.
6. Haralal Mitra Lane, entire.
7. Nundo Lal Bose Lane, entire.
8. Gopal Mitter Lane, entire.

" In order to record information like this, every lane and every street had to be traversed not only along the outer boundaries of my Circles but across them all to find out whether any lanes were completely within them. I applied for two assistants and this was promptly allowed and these two men did among themselves Wards 2, 3, 4, 5, 6, 19 and 20. Their progress was, however, very slow and the work inaccurate and I found it more troublesome going over the same ground or correcting their mistakes than doing the work myself and I dispensed with their services and continued my labours unaided, and completed all 25 wards. Work of this nature can best be done by Municipal employees familiar with the streets and lanes and with the complicated system of street numbering, and I had practical proof of the wisdom of the recommendations in the last Report that 'the Special Officer should be assisted by Municipal Officer of some standing, like a suboverseer, and I beg to re-endorse this view most emphatically.' "

The reference to my advice was to my repetition of the opinion that there was no point in forming compact circles to account for the whole area of a ward and that if blocks were formed by reference to the schedule to account for every street and every house in it the whole trouble which he was giving himself would be avoided.

Thus it will be seen that the idea of the formation of census divisions on the basis of the Assessment Books with the use of the Municipal premises numbers was not given a fair trial. I strongly recommend it to my successor in 1931, and have gone into the matter at so much length here that the officers in charge of the Calcutta Census on the next occasion may avoid such labour as the special officer on this occasion gave himself.

8. **The Charge Register.**—The charge register used in rural areas not being suitable this register of census divisions was drawn up in the following form:—

Name of Street.	PREMISES NUMBER IN EACH CIRCLE.		Serial number of blocks.	PREMISES NUMBER IN EACH BLOCK.		Name and address of enumerators.	Serial number of circle.	Name and address of enumerator.	PRELIMINARY RECORDS				DATE
	From	To		From	To				Date of completion.	Supervisor.	Charge Superintendent.	IN A. K.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14

Four copies were made. One for the Charge Superintendent. One for the Assistant Charge Superintendent, one for the Supervisors, who each had a copy of the portion referring to his circle and one kept by the Special Officer himself.

9. **The House list.**—The following form of house list was employed:—

Ward	Street	Circle	Block	REMARKS.		
Municipal premises number.	Description of premises such as kotha house, hut, etc., etc.	Serial number of house as in one premise (sub numbers).	Name of householder (head of family or head of separate domestic establishment).	Number of inhabited rooms, including shops, godowns, etc.	Number of persons in each household at the time of preliminary enumeration.	(Here enter existence and nature of any factory employing it or more men in the premises.)
1	2	3	4	5	6	7

The form was printed and columns 5 and 6 were put in before the Corporation had expressed the opinion that it did not require statistics regarding overcrowding. It had been intended to use them to obtain such statistics as were compiled in 1911. The entry of information regarding factories was required for the Industrial Census.

10. **The Definition of a house.**—The definition of a house used in Calcutta in 1901 was "the dwelling place of one or more families having an independent entrance from the common way" as the commensal family the unit employed on earlier occasions, was considered an unsuitable one. In 1911 it was decided before operations began to take a house to mean all the buildings covered by a single municipal assessment number, but after work had started a great many sub-numbers were put in for the sake of convenience in dealing with big premises. The result of so many changes in the meaning given to the word house is that the statistics of houses and the number of persons to a house between one census and another are by no means comparable. Obviously, when there are commonly found instances in which one premises number covers the dwelling places of a hundred persons or more some sub-numbers are necessary, or house numbering and the house list are useless. In Calcutta it is still uncommon to find more than one commensal family sharing accommodation with another, although men working in Calcutta who have left their families at their homes in the mufassal are often found crowded together. When the definition of a house as a commensal family was given up for Calcutta there can have been but very few instances. It was, therefore, given up probably because of the large number of establishments occupied by grass widowers and in giving it up the fact was appreciated that in the circumstances statistics showing the number of persons per house were meaningless and gave no indication of the size of the average family. As for comparative purposes the statistics of houses could be of little value, the sole consideration followed in adopting a definition for a house on this occasion was convenience in carrying out the enumeration. For many reasons it was inexpedient to discard the premises number and put in a fresh series, though it was necessary to put in sub-numbers whenever the premises are large. At this census sub-numbers were ordinarily put in by the house-numberers for every building or part of a building separately held or leased.

11. **House-numbering.** As in 1911 house-numbering was done by paid staff who were appointed on Rs. 35 or Rs. 40 a month according to their qualifications. The work required very little intelligence, did not prove congenial to men of the Bhadrak class who took it up and one and all they dropped it. The Special Officer's conclusion as to the class suitable for this employment is as follows:—

"Painting with coal tar is dirty work and daily rounds, morning and evening, to all houses including brothels, etc., is not a suitable job for men of the Bhadrak class. Their reception moreover was not always cordial and particularly in houses of ill fame and in bustees the men were often abused, insulted and threatened."

There were innumerable instances of this sort of thing which would have been lessened if the men had had some sort of uniform or badge to show at

once that they were authorized persons. In a very large number of such cases the Special Officer himself went round in his car to the scene of the incident and set matters right. In such contingencies he showed himself just the man for the post to which he had been appointed. Most trouble was met with in Barabazar where there was something which seemed almost like organised opposition, but was really due to individual dislike of what was looked upon as intrusion, for ordinarily Marwaris object to anyone who is not a Hindu from their own part of India entering those large blocks of buildings which are entirely occupied by them. Among them the principles of "non-co-operation" had found ready acceptance and were no doubt directly responsible for their attitude. There was hardly an instance at the time of house-numbering in which Bengalis of extreme political views offered obstruction. The house numberers' commonest troubles in other quarters were that they were often kept waiting, often told to come again another day or at another hour, and that when they found houses locked up and no one at home, the neighbours were unable to give the name of the occupier. Coal tar was ordinarily used for house-numbering, but in parts of Barabazar where objections were raised to it *Geru* or a carpenter's pencil were used. There were instances in European quarters where pieces of paper were used and in a few cases the occupiers would allow no numbers to be put at all. This did not much matter for it was only one or two sub-numbers that were required. In buildings divided into a number of flats in these quarters the flats are already numbered. There are very numerous sub-numbers in the serial of municipal numbers for the premises. Premises bearing such numbers as 46/3/1, 46/3/2 are often found and the sub-numbers are always put in one line with the original number. It was arranged that sub-numbers put on for census purposes, only should appear in another line so that three flats in a house bearing the municipal number 46/3/2 were for census purposes numbered.

46/3/1	46/3,1	46/3,1
1	2	3

In several bustees in Mechua Bazar Street and Gas Street census sub-numbers went up to over 1,000.

The numbering of premises on some streets proved very confusing. Numbers which could not be found at first were found later down side-alleys or on the wrong side of the road. Number 146A, Harrison Road for instance, was found down an alley between number 142 and 144. In a big bustee with 700 or 800 huts one old number-plate on one of the huts is difficult to find even if it is still where it was put up and difficulty as to the boundary between two adjoining bustees sometimes arose. It mattered little when both were part of the same block but when this was not so great care had to be taken to see that the enumerators did not leave a gap or let their work overlap. The Special Officer reports that he tried to get help from the Municipal staff in cases of difficulty, but neither the Assessor, the Collector nor the Engineer would give him any and he had to look up the assessment plans and then make visits to the localities himself. In all such matters he did not spare himself at all, but they took up a great deal of his time.

At the Special Officer's request I wrote to the Chairman requesting that from the time house-numbering began in each ward the Municipal authorities would give up changing number-plates and suggesting that if they were unable to avoid forming new holdings by dividing existing ones fresh number-plates should not be put up till after the census. This request was, however, refused, but from the 15th January onwards no new number-plates were put up. House-numbering began in September and with between 30 and 40 men working most of the time was not furnished until well after Christmas.

12. **Selection of Census Officers.**—The actual census was carried out as in other parts of India and at former censuses by an unpaid agency. Some difficulty had been experienced before in obtaining the services of enough enumerators, but it was thought that if the staff were not asked to work under the police as Charge Superintendents and if contingents of workers could be

made up among the students of the various colleges in the City it would not be difficult to recruit enough clerks and others to make up the required number which was expected to be about 3,500. Of late years the student community has taken kindly to many varieties of social service and it was thought that not only would their help in carrying out the census be very useful but that the experience would prove of real educative value to them. The Principals of the Presidency College, City College, Ripon College, Bangabasi College and Scottish Church College were approached. It was arranged that the Presidency College was to take up the whole ward in which the college stood and the City College and Scottish Church College another between them and negotiations with a view to similar arrangements were in progress with the other Colleges, when the Non-Co-operation propaganda was turned towards the educational institutions of the Province. Students forsook their work in all but the Presidency College and even that was for some time closed. The Special Census Officer called again on the Principals of the Colleges but except at the Presidency College the opinion was that the boys were out of hand and it would be unsafe to count on their support even should they come back without much delay. Therefore, though Mr. Wordsworth, of the Presidency College, ultimately organized a body of his students who did the work of the enumerators in 9 out of the 12 circles in Ward No. 8 and did it very well, and a small band from the Scottish Church College also helped, the idea of filling up a considerable proportion of full staff required from among the students had to be abandoned, and it was necessary to fall back on the system which had been used in 1901 and 1911. In his administrative report my predecessor in 1911 wrote :

“ Considering the fact that the supervisors and enumerators were an unpaid agency, the objections to appointments were very few. On the whole, the men who were appointed realized that they were requisitioned in the interests of the public and worked willingly and well. The general attitude was a great improvement on that adopted in 1901, when the selection of supervisors and enumerators was followed by an outburst of indignation, and a strong opposition had to be faced. When once appointed, the interest of the work appealed to them, and they found that it was not so very arduous, as the preliminary record can be prepared in three or four days, after which there is little to be done till the night of the census and the following morning, when the provisional totals are compiled and their task is over. Moreover, every endeavour was made to have the work done before or after office hours, so as to cause the minimum of inconvenience; and the Government offices were closed on the 10th, 11th, and 13th March, while the 12th was a Sunday, so that those who were in Government employ received some recompense in holidays.”

On the present occasion though a number of those employed were very willing workers and took a great deal of interest in what they had to do, there were very many who succeeded in getting out of doing the work for which they were appointed and many others who would have got out of it if they could. Before “ Non-Co-operation ” had appeared in the colleges a circular had been addressed to heads of Government offices and business firms asking for the names of volunteers and 1,500 names were received. Later redoubled efforts were made to recruit more men from Government offices and the Special Census Officer visited a great many private persons of influence explaining what was required and asking for assistance. Another thousand names were obtained and the formal appointment of Supervisors and enumerators was begun. But fresh trouble was in store. Objections began to pour in from those appointed often supported by medical certificates and backed by recommendations from office masters. Even from Government offices objections were received that men could not be spared even that though their names had been given. In 1911 the men whose names had originally appeared in the lists of volunteers were able to fill most of the vacancies by bringing in their friends and acquaintances. This meant, of course, the employment of more men from offices from which lists of volunteers had been sent and on this score many after appointment got their masters to support objections to their employment. The Special Census Officer and I had been counting on great assistance from the Corporation staff. The Corporation had promised co-operation and much assistance could have been given. Originally it had, however, only given a list of 130 of its employees who might be

appointed. I interviewed the Chairman who told me that I could count on getting another 350 of his men. He asked the Secretary to select the men and send a list of their names. The time was then very short, but it was a fortnight before the list was sent and then it contained only eight names. After another interview with the Chairman a list of 132 was received but it was found that most of the men whose names appeared in it were illiterate. The Special Officer in his report states that the Vice-Chairman issued orders that no one from his department whose name had not been included in the original list that had been sent, might undertake the work of an enumerator or even though he might be willing to do so. The Collector on the other hand came forward with an offer to help with some of his men, but to supply most of the assistance which had been courted from the Corporation and the Special Officer had to turn elsewhere. The greatest difficulty was to fill the appointments for Barabazar. The Marwaris had been very keen to have an accurate census of Barabazar, but after the "Non Co-operation" propaganda had been started none of them would help. The Marwari Trades Association and Chamber of Commerce were approached to no purpose. Mr. K. P. Kaitan, Barrister, did his very best to bring in some Marwari volunteers but to no effect and up to the end of January out of 180 enumerators required for Ward No. 7 only about a dozen had joined. Then Babu Keshoram Poddar supplied 50 men, Rai Sukhla Karmali about 20 and Rai Onkarma Jethia Bhabhur a dozen each and others were recruited gradually. It was necessary to allow the schedules to be written in many cases in English, Hindi or Gujrati and to have those in Hindi and Gujrati translated afterwards. The Jain Swetambari Terapanthi Sabha gave considerable assistance in filling up the schedules for the houses of own sect upon a promise that the number of this sect would be specially reported. Another society which gave valuable assistance with the object of helping to ensure accurate statistics for its own community was the Purba Banga Vaishya Samiti. Its interest was to separate accurately the Sunris and the Shahas and it supplied 90 enumerators who worked where the Shahas were most numerous which was in Ward No. 5. A few however worked in Ward No. 7.

13. Charge Superintendents. Ever before the advent of Non Co-operation it was decided not to take back as previously upon the thana police officers to fill the places of the Charge Superintendents owing to the unpopularity of the Calcutta Police. After the non-co-operation movement began it was still more important not to ask volunteers to work under police officers. Only in Barabazar and Sovabazar were the officers in charge of the thanas made Charge Superintendents. The Professors of the Presidency College nearly all volunteered their services and in 18 wards either one of them or such Government servants as Income Tax Assessors of good standing and some local knowledge and influence were appointed. Seven wards remained and an appeal was made to the Chairman of the Corporation who readily agreed to fill up the vacancies. Men were selected and appointed, but some of them objected and were backed by their departmental superiors. Twice this happened in Ward No. 2 and when the second substitute started on the same task it was found necessary to give him clearly to understand that he had been legally appointed and would be dealt with under the law if he refused to work. In two other wards the Municipal nominees likewise objected after appointment and the Special Officer dispensed with their services and appointed in one another Presidency College Professor and in the other a private volunteer. Very late in the day a Mr. C. A. Slavier of the Secretariat who had been appointed for Ward No. 13 but had made no attempt to do any work in it, put in a resignation on the ground of ill health and Babu Kalvan Charitra Singh, Inspector of the Hogg Market, took his place. His attitude was in contrast to the attitude generally shown by the Municipal employees for he worked very hard and did well. As in 1911 an Assistant Charge Superintendent was appointed for each ward. He was a paid man usually one who had already worked under the Special Officer either as a house-numberer or in his office. These men were found very useful.

14 **The enumeration of Europeans and Anglo-Indians.**—In 1911 there were a number of defects afterwards discovered in the enumeration of Anglo-Indians and Europeans which was done entirely by means of household schedules, blank schedule left to be filled up by the householder and collected on the morning after the final census. The use of such schedules, especially when they are to be filled up by partially educated persons, has been found unsatisfactory in many other places besides Calcutta. My predecessor was in favour of employing European enumerators to enumerate Anglo-Indians and Europeans where possible and if necessary paying them for the work. An alternative suggestion which originally came I think from the Special Census Officer himself was to employ the Boy Scouts. During an informal discussion with the leaders of the movement in August it was agreed that some 100 blocks would be formed of Anglo-Indian and European houses in the quarters of Kaitilla, Bow Bazar, Padjajukur, Fenwick Bazar, Taltolla Collinga and Park Streets where they were not too widely scattered and I was assured that there would be no difficulty in deputing 2 boy scouts to each block. It was thought that the Europeans in the best quarters being all fairly well educated would fill up household schedules satisfactorily, so that in forming the European blocks the inclusion of all the better class European houses was not an object. The formation of European blocks by picking out the houses of Europeans from the blocks which were formed in the ordinary course and were to be dealt with by Indian enumerators took time and some considerable trouble, but it was hoped that a much better record of Anglo-Indians and Europeans than had been obtained before would be the result. As late as 7th February however, the Special Census Officer was informed that no Boy Scouts would be available for half the wards in which European blocks had been formed. Ultimately a list of 59 names of boys under 10 different scout masters was received and to them forms, instructions and formal letters of appointment were sent out. Most of these however, returned them with one excuse and another so that ultimately it was a very small number of boys who actually worked as enumerators and the work they did owing chiefly to the fact that the scout masters made little attempt to supervise it, was of very poor quality. To replace them the services of a number of Anglo-Indian volunteers were obtained but in some cases it was impossible to find volunteers and the work was done at the last moment by paid men, Berghals. The experience of this census has shown that the formation of separate European blocks does not cause confusion, but that it is not possible to find European volunteers to do the work of enumeration, and that though a Boy Scout Association in England may have sufficient discipline to carry such a job as census enumeration of 100 blocks through, a similar association among Anglo-Indian children is wholly incapable of it.

15. **Preliminary enumeration.**—The actual census consisted as elsewhere of a preliminary enumeration begun about the 20th of February examined and checked by Supervisors and Charge Superintendents and revised in the final enumeration on the night of March 18th. Once the post of enumerator had been filled by a person who did not immediately turn his attention to getting out of the job if he could, things went smoothly, for the enumerator was on the average far superior in intelligence and education than the rural enumerator. The enumerators did not require nearly so much preliminary instructions and did not have to write up drafts schedules on plain paper. Such difficulties as appeared were more often obstacles to be surmounted rather than problems to be solved. The boys of the Presidency College for example had a variety of difficulties in some of the bustees in Ward No. 8 and in China Town. Small wonder that a boy was frightened when having asked an unpleasant working ruffian his occupation he received the answer "pick-pocket" or "noonā" or "come on a dark night and you will not require to be told." In China Town the chief difficulty was in getting hold of somebody for each house who could act as an enumerator.

16. **Special arrangements for the Port Commissioner's shore property.**—Special arrangements were made in the case of the Port Commissioner's shore

property, the Fort and other Military Establishments, Police Establishments, Railway Premises, Hospitals, Jails, Hotels, residential clubs, etc., where the ordinary enumerator would not have had easy access and where there were officers, managers, etc. in charge who would be in a position to make satisfactory arrangements. The shore properties of the Port Commissioner are very extensive and stretch from Watganj right up to Chitpur Lock. Except for a small block towards Hatkhola all lie between the Port Trust Railway line and the River, but though the boundary is well defined, by no means all is in the direct occupation of the Port Commissioner itself. At the southern end there was difficulty regarding boundaries, but regarding the boundaries of the Municipal area rather than of the Port Commissioner's property. The boundary between Calcutta and Garden Reach Municipality was defined by the Nimak Mahal Ghat Road, but land at both sides had been acquired for King George's Dock and had been cleared. The line of the old road was still, however, to be traced and this line was kept as the boundary. After more than one interview with the officers of the Commission it was arranged that all its property north of Howrah bridge should be dealt with by the Special Census Officer and included in the circles and blocks which would be formed by him in Wards Nos. 2, 5 and 7 of the City, and that similar arrangements should be made regarding the scattered bustees in Ekbalpur and Watgunj, which lay at the land newly acquired for the extension of the docks but had not yet been demolished, and the whole area south of the Boat Canal, while the officers of the Port Commission would arrange for the census of all the rest of its property except the Dock Junction Railway Station with the Railway buildings adjoining it, and the Pumping Stations. Babu K. C. Chatterjee, the Port Commissioner's Rent Collector, who had been in charge in 1911, was again placed in charge by the Port Commissioner. He knew every inch of the area, supplied the Special Census Officer with a coloured map showing exactly the area with which he was dealing and carried the whole operation through without a hitch.

17. **Fort William, etc.**—Arrangements were made with the Military authorities by which the census of the Fort, the Ballyganj lines, the Alipore lines and the Bodyguard lines at Alipore was conducted departmentally by the officers in charge of the respective units. The enumeration of the troops was done generally by company clerks who were often Bengalis but English schedules were supplied so that the officers in charge might be able to supervise the writing of them. They were on the whole very carefully compiled, and, except for the fact that the original supply of forms made over to the Fort were mislaid and another supply had to be sent, there was no hitch. The Fort technically includes the military buildings in Hastings and these are not within the Municipal jurisdiction. They were dealt with by the Military authorities the Special Census Officer having in conjunction with them prepared a map to show exactly what area they covered.

18. **Sealdah.**—The Special Census Officer by arrangement with the officer in charge of the census work in the Suburban municipalities took charge of the arrangements for Sealdah Station and all the adjoining railway premises the schedules which did not belong to Calcutta proper being sent on the morning after the census to Alipore for the figures to be included in the Provisional totals for the 24-Parganas. The Railway authorities deputed European enumerators for all the European quarters, but even their Indian enumerators, especially those employed on the enumeration of passengers on final census night, insisted upon writing in English as they said that they were better used to it than to writing in Bengali and that it could be written much more quickly.

19. **Hospitals, Jails, etc.**—The Jails, Hospitals, Police-stations, Police Lines, etc., were censused through the officers in charge without any difficulty arising. The number of persons to be dealt with in the Medical College Hospital especially was very large and as the staff and servants are on duty on different shifts the enumeration of them and the patients was a matter of considerable difficulty. The work in the Medical College Hospital was systematically and very well done. The work in the Alipore Jail was

somewhat hurried. The preliminary enumeration was begun somewhat too late, on the Sunday before the census.

20. **Hotels, Clubs, etc.**—Schedules were distributed some three weeks beforehand with instructions for filling them up to the managers of all the hotels and boarding houses of any size, all the residential clubs and the hostels attached to schools and colleges. A few days before the census the Special Census Officer and myself divided these between us and went round to every one of them. It was well that we did so, for in quite half the cases the persons in charge of these establishments had put the forms to one side and apparently forgotten all about them. On the night of the final census I went round to all the large hotels between 8 o'clock and 11. There were great differences in the manner in which the managers had taken their responsibility. The schedules of the Grand Hotel and Great Eastern were almost complete by 9 o'clock, and the manager of the Spence's Hotel was filling them all up in his own hand very carefully and well for servants as well as for visitors. The manager of the Continental by contrast did not know where the schedules were. He knew they had been made over to his "Burra Babu," but the Babu left at 6 o'clock and probably had locked the papers up in his desk before going. He did not think that any forms had been filled up. In the morning it was found that the schedules had a few names entered but nothing more. A notice was served upon him by 10 o'clock requiring him to appear at once and show cause why he should not be prosecuted. He completed the census of visitors and servants in his establishments within the course of the day.

21. **Road Blocks.**—There was no attempt at this census to enumerate foot passengers in Calcutta. In 1911 there were enumerators stationed at either end of Howrah Bridge who entered in their schedules all who were passing either way. For reasons similar to those for which road blocks were reduced in rural areas (*vide* Section 36 of Administrative Report for Bengal) this arrangement was not repeated. There is little doubt that it resulted in a great deal of double enumeration. In 1911 all beggars and others who seemed to be spending the night in the streets were round up by the police and enumerated at the thana. It was felt that this caused unnecessary hardship and it was not repeated. The ordinary enumerators were instructed to enumerate the few beggars they might find sleeping on doorsteps, but the regular beggars of Calcutta have recognized sleeping places, and special enumerators were sent to these. The places they frequent they seem to change from time to time, but at the time of the census beggars frequented certain open spaces along the river bank belonging to the Port Commissioners. Other favourite spots were the footpaths round Samavaya Mansions, the wide footpath of Meer Bahar Ghat Road beside the Mint where many were found who regularly made fires and ate a hot meal before turning in, round the Marble Palace in Jorasanko and at a centre in Barabazar, while there are always many passing the night in and about Howrah and Sealdah Stations. A different class were found sleeping in the New Market, 300 or 400 khansamas and coolies who come in regularly from stations up the line on both side of the Hooghly as far as Naihati and Chinsura, sleep in the market and return in the morning after doing their marketing. The footpath of Bertram Street, which has a roof over it, is crowded with foot-passengers by day but at night is covered with *charpoys* and is the sleeping place of a large number of persons who are not ordinary beggars. Special enumerators worked in all these places, and others, paid men, went round all the huts, pavilions, etc., on the maidan and dealt with their *chaukidars* and others who were passing the night in them as well as such persons as found sleeping under the sky.

22. **The Port.**—The arrangements for the port were very much the same as in 1911. They departed from the Census Commissioner's Rules for the census of the ports in a very important matter, for there was a preliminary enumeration. Seagoing vessels were dealt with by officers of the Customs Department under the control of the Superintendent of the Preventive Service. These went on board every vessel in port beginning about 10 days before the final census. They distributed schedules, explained how they were

to be filled up, and before leaving posted in a conspicuous position on the fore-part of the hull of the vessel on the side towards Calcutta a white label bearing the words "Schedules Distributed." The masters of vessels filled up the schedules, finally checked them on the census night, and the officers of the Preventive Service collected them the next morning. At the time of leaving each vessel on this occasion they pasted a red label bearing the words "Vessel Censused" over the white one. Arrangements were made for vessels leaving port to be supplied with schedules which the master would hand over to the pilot if the vessel were still in the river at midnight on the census night or hand over at the next Indian port at which she touched. Similarly a supply of schedules was sent to the pilot vessel at the Sandheads to be put on board any vessel coming up the river which had left another Indian port without being censused. The differentiation between vessels coming from an Indian port or direct British or from a Foreign port out of India explained in the Census Commissioner's Rules for the Census of Ports were followed, as also the instructions regarding vessels coming into port within a fortnight after the census date.

The Census of Inland Vessels, Ferry Steamers, lighters and boats was carried out under the Deputy Commissioner of the Port Police. As far as seagoing vessels were concerned all on the port side of the Sandheads at midnight on 18th March were considered as in port, but for the census of boats the boundaries taken were on the north from Cossipore Gun Foundry to a point on the opposite side at Ghoosary and on the south from the masonry pillar at the mouth of the Budge Budge Khal to the pillar north-west of this on the Howrah side. This area was divided into 3 circles, each under an inspector of the Port Police as Supervisor, and some 30 blocks. Enumerators were selected and appointed by the Deputy Commissioner and were paid Rs. 15 each for the work they had to do. They followed the procedure of 1911. Ten days before the final census they began their preliminary enumeration, took out schedules to every boat, filled them up on board and left them with the man in charge of the boat, pasting on its side a white label giving Circle No., Block No., Boat No. (number in a list corresponding to the house-list on shore) and bearing the words "This label shows that there has been a preliminary enumeration for this boat." On the night of the final census they went round again, revised and corrected the schedules, collected them and dealt with boats which had escaped the preliminary enumeration. This time they pasted over the white ticket a red one giving Circle No., Block No. and Boat No. again and bearing the words "This label shows that there has been a final enumeration for this boat." The work of the enumerator was made considerably easier on the present occasion by an arrangement made by the Deputy Commissioner. He keeps a register of boats most of which belong to large or comparatively larger firms. He sent schedules and instructions for filling them up to these firms asking that they might be written up and left on board the boats before the preliminary arrangement began. The census of inland steamers in the port was in the hands of these enumerators also. In their connection the remarks made in paragraph 30 of the Administrative Report for Bengal may be referred to. There it advocated that the distinction between "ferry and feeder steamers" and "mail steamers" should be given up and that it should be steamers and boats belonging to certain companies that should be dealt with under the present procedure for "mail steamers," and that others should be dealt with by the District Census staff. The same plan will work well enough in connection with the arrangements for the Port of Calcutta.

The number of seagoing vessels in the Port at this census as well as the number of boats was greater than it had been on previous occasions. The reason why the census work did not prove much heavier nor the port population much larger than before was due to the fact that the census fell at the time when there was a heavy slump in the trade of the port. Many of the lighters and barges were laid up with skeleton crews and in the case of seagoing vessels their Indian crews had been very much reduced, the men having been discharged or allowed to go home on leave.

23. **Canals.**—The census of boats on the Canals was carried out under the supervision of the Executive Engineer in charge.

24. **The Final Enumeration.**—The final enumeration took place on the 18th of March. It was to have begun at 8 P.M. but many enumerators began work somewhat earlier. All were given a square hand lantern with a carriage candle in it and were given 6 annas each for a coolie. In some cases the candle did not last out the evening but the distribution of lanterns was certainly worth the cost of them. They were made as cheaply as possible costing only ten annas each with the candle and as it would hardly have been worth collecting them and attempting to sell them afterwards, and as this was the first piece of generosity towards the enumerators they were allowed to keep them. Going round the streets on the final census night one was able to find the enumerators easily by their each carrying a lantern of the same pattern. They had no other visible badge of office. Everywhere the final enumeration went with a much better swing than the preliminary enumeration had gone. There is a stimulus in working against time, and on the final night the public knew what was going on, and the enumerators therefore met with less of the damping indifference which had faced them earlier. Some few Supervisors and Charge Superintendents began collecting their provisional totals the same night but most saw that the enumerators finished their rounds and went home to bed. The Special Census Officer and myself had a busy evening. He was able to visit all the wards in which he expected difficulty. I went first about 6 o'clock to Howrah Station and then to Sealdah to see that the arrangements for enumerating railway passengers were in train and that the station enumerators were at their posts and knew their business; then to the Presidency College to see the student enumerators set out on their rounds and with some of them to go to one or two blocks of flats inhabited by Marwaris with obvious leanings towards Non-Co-Operation, next to all the hotels in the European quarter sometimes taking schedules round the dining room to fill up the gaps; about 10-30 P.M. I met the Special Officer at Barabazar Thana where many enumerators and Supervisors had already brought their books, from there to Jorasanko and last to the house of the Charge Superintendent of Ballygunge Ward, who was beginning to compile his provisional totals, some Supervisors having already sent him their circle summaries.

25. **The Provisional totals.**—When the schedule and summaries for the first few wards began to come in at 11 o'clock on the morning after the census, Saturday it was hoped that the provisional total for the City would be ready in the course of the day, but some Charge Superintendents and Supervisors seemed to be in no hurry. One Charge Superintendent having got up in time to go to his office went straight on from there to the Barrackpore races and consequently made not the slightest attempt to touch census work at all that day. Sunday he insisted on keeping holiday and he did not begin to compile his figures until Monday. The Special Census Officer had some work to do in checking the schedules from establishments for which special arrangements had been made placing them with the papers for the wards in which they stood and in checking the figures for wards the Charge Superintendents of which sent in their papers, but he could not hurry them and the final result was not out for 5 days. In the meantime he was able to investigate alarms from various sources to the effect that large blocks had been missed out altogether. It was found that Alexandra Court had been omitted but this was the only block for which this was found to have happened, and the omission was rectified by a paid enumerator on the Saturday afternoon.

Abstraction and compilation of the results.

26. The census schedules for Calcutta city were sent to the Census Central Office, established at Barisal to deal with the compilation of the census statistics for Bakarganj, Khulna, the 24 Parganas districts, Calcutta and the Sadar, Kalimpong and Kurseong subdivisions of Darjeeling. The slips

were copied for Calcutta at Barisal but the slips for the suburbs in the 24-Parganas were copied at Alipore and afterwards sent to Barisal. The schedules for Howrah town together with those for the rest of Howrah district were sent to the Burdwan Central Office to be dealt with. On another occasion it will be found an improvement to have the schedules for Howrah district dealt with in the same office as those for Calcutta and the 24 Parganas so that the same officer may be in charge of the work for the city and all the suburbs. The final tables for the Calcutta volume were prepared in the Barisal office, to which figures for Howrah city were sent from Burdwan.

The cost of the census.

Two statements appear at the end of this report showing the cost of the Calcutta census, similar to these included in the Administrative Report for the Province. These include only the expenditure on the census of the city and not that at the census of the suburbs. A separate account was kept for the expenditure upon the enumeration in the city and the bills were passed separately through the treasury. But the abstraction and tabulation of the results having been carried out along with that for other parts of the Province, separate accounts were not kept and the figures for expenditure on work done subsequent to the enumeration are estimates. The Barisal office dealt with a population of 7,819,804 and the population of the Calcutta city was 907,851, but the work on the Calcutta schedules was rather more difficult than the rest, partly because many schedules were in English and partly owing to greater diversities of caste, race, language and especially occupation of the inhabitants of Calcutta. Moreover the slips for Calcutta were copied at Barisal, whereas the slips for some 4½ millions dealt with at the Barisal office were copied before being sent to Barisal. The cost of abstraction and compilation for Calcutta has therefore been taken at 13 per cent. of the expenditure in the Barisal office, a rather higher proportion than that of the population of Calcutta to the total population of the districts dealt with at Barisal. Two per cent. of the total cost of supervision, my pay for 1½ months reckoned as the time spent in writing the Report and Rs. 5,000, Calcutta's estimated share in the cost of printing the reports and tables, have also been added.

The total cost amounts to Rs. 43,002-3-8 against Rs. 37,430-4-10 for the Census of 1911 excluding supervision charges. This was only half of what was spent in 1901. On the present occasion there was considerable saving in avoiding the correction of the survey maps of the town and in preparing block plans on which Rs. 8,500 was spent in 1911. The great expense of 1901 arose mainly from the arrangement by which the abstraction and compilation of the final statistics was done separately for Calcutta instead of along with the work for the rest of the province.

The cost of the Calcutta census, some three pice per head of the population was very low indeed and it can hardly be expected that a census of the city can be so economically carried out again.

The old arrangement by which the Central Government paid half the cost of the census of the city was applied at this census. Mufassal municipalities in Bengal except the very smallest, those with less than 5,000 inhabitants, were however required to pay the whole costs of the census in them as were also the Suburban Municipalities in the 24-Parganas and Howrah, and it seems an anomaly that an exception should be made of Calcutta in this manner. There seems no reason whatever why Calcutta should not pay the whole costs of the census in it. The present arrangement appears to date from the time of the first census when Local-Self Government was in its earliest stages of development. It is now to be considered out of date.

**STATEMENT I.—ACTUAL EXPENSES DISTRIBUTED UNDER THE HEADS OF ACCOUNTS
PRESCRIBED BY THE COMPTROLLER-GENERAL.**

Main head.	Sub-head.	1920-21.	1921-22.	1922-23.	Total.
1	2	3	4	5	6
	PERSONAL CHARGES.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
	1 Deputation allowance of officers deputed to Census duty.	61 0 0	22 0 0	116 0 0	669 0 0
	ESTABLISHMENT.				
	1. Pay of men without substantive appointments.	42 0 0	299 0 0	244 0 0	582 0 0
	2 Deputation allowance of men deputed to Census duty.	5 0 0	15 0 0	17 0 0	37 0 0
	TRAVELLING ALLOWANCES.				
	1. Of officers	34 0 0	17 0 0	Nil	85 0 0
	2. Of establishment	2 0 0	3 0 0	2 0 0	8 0 0
	CONTINGENCIES.				
	1. Office rent	Nil	Nil	Nil	Nil
	2. Purchase and repair of furniture ..	15 0 0	Nil	Nil	15 0 0
	3. Local purchase of stationery ..	1 0 0	Nil	1 0 0	3 0 0
	4. Postage and telegram charges ..	13 0 0	45 0 0	1 0 0	56 0 0
	5. Freight	9 0 0	2 0 0	1 0 0	12 0 0
	6. Miscellaneous	7 0 0	14 0 0	15 0 0	47 0 0
	TOTAL SUPERINTENDENCE ..	198 0 0	511 0 0	787 0 0	1,506 0 0
	ESTABLISHMENT.				
	1. Temporary establishment in district offices.	8,018 15 4	3,84 9 4	Nil	12,007 15 8
	2. Remuneration of Census Officers	425 12 11	251 3 10	Nil	877 6 9
	3. Travelling allowance of Census Officers.	1,112 8 7	37 6 3	Nil	1,519 15 4
	II.—ENUMERATION ..				
	CONTINGENCIES.				
	1. Local purchase of stationery including papers.	253 11 3	Nil	Nil	253 11 3
	2. Postage and telegram charges ..	215 15 0	Nil	Nil	515 15 0
	3. House-allowance	150 0 9	Nil	Nil	150 0 9
	4. Freight	3 10 0	Nil	Nil	3 10 0
	5. Miscellaneous	6,118 2 9	286 1 9	Nil	6,706 5 8
	TOTAL ENUMERATION ..	15,809 9 7	5,006 4 8	Nil	21,414 14 3
	ESTABLISHMENT.				
	1. Pay of men without substantive appointments.	Nil	4,053 0 0	Nil	4,053 0 0
	2. Deputation allowance of officers deputed to census duty.	Nil	130 0 0	Nil	130 0 0
	3. Deputation allowance of men deputed to census duty.	Nil	75 0 0	Nil	75 0 0
	4. Travelling allowance	Nil	12 8 0	Nil	12 8 0
	III.—ABSTRACTION AND COMPILATION.				
	CONTINGENCIES.				
	1. Office rent	Nil	Nil	Nil	Nil
	2. Purchase and repair of furniture ..	Nil	22 0 0	Nil	22 0 0
	3. Local purchase of stationery, including papers.	411 0 0	21 0 0	Nil	435 0 0
	4. Postage and telegram charges ..	Nil	13 0 0	Nil	13 0 0
	5. Freight	Nil	33 0 0	Nil	33 0 0
	6. Miscellaneous	Nil	24 0 0	Nil	24 0 0
	TOTAL ABSTRACTION AND COMPILATION.	411 0 0	4,389 0 0	Nil	4,797 0 0
	1. Cost of forms and stationery (including paper) supplied from Census Bureau.	81 0 0	41 0 0	Nil	125 0 0
	2. Damage of stationery	Nil	Nil	Nil	Nil
	IV.—PRINTING AND OTHER STATIONERY CHARGES.				
	PRINTING.				
	1. At Government presses	100 0 0	15 0 0	5,000 0 0	5,115 0 0
	2. At private presses	25 0 0	Nil	(printing of Calcutta Reports).	25 0 0
	DESPATCHING CHARGES.				
	1. Postage	Nil	Nil	Nil	Nil
	2. Other charges	33 0 0	Nil	Nil	33 0 0
	TOTAL PRINTING AND OTHER STATIONERY CHARGES.	262 0 0	58 0 0	5,000 0 0	5,288 0 0
	ACTING ALLOWANCE IN NON-CENSUS OFFICES.				
	V.—MISCELLANEOUS ..				
	1. Officers	Nil	Nil	Nil	Nil
	2. Establishment	Nil	63 0 0	Nil	63 0 0
	TOTAL MISCELLANEOUS ..	Nil	63 0 0	Nil	63 0 0
	GRAND TOTAL ..	16,699 8 7	10,622 12 8	5,787 0 0	33,078 6 3

STATEMENT II.—EXPENDITURE DISTRIBUTED UNDER THE HEAD PRESCRIBED BY THE CENSUS COMMISSIONER ACCORDING TO DEPARTMENTAL ACCOUNTS.

Main-head.	Sub-head.	1920-21.	1921-22.	1922-23.	Total.
1	2	3	4	5	6
	SALARIES.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
	1. Pay of officers	257 0 0	492 0 0	2,261 0 0	5,780 0 0
	2. Deputation allowance of officers	61 0 0	92 0 0	116 0 0	669 0 0
	ESTABLISHMENTS.				
	2. Superintendent's office establishment	70 0 0	370 0 0	319 0 0	760 0 0
	4. Travelling allowance of officers ...	26 0 0	27 0 0	NH	63 0 0
	4. (a) Travelling allowance of establishment.	3 0 0	3 0 0	2 0 0	8 0 0
I.—SUPERINTENDENCE	5. Contingencies—				
	(a) Office rent	NH	NH	NH	NH
	(b) Purchase and repair of furniture.	15 0 0	NH	NH	15 0 0
	(c) Stationery, including papers	1 0 0	3 0 0	0 0	5 0 0
	(d) Postage and telegram charges.	10 0 0	45 0 0	1 0 0	56 0 0
	(e) Freight	9 0 0	4 0 0	1 0 0	12 0 0
	(f) Miscellaneous	7 0 0	25 0 0	15 0 0	47 0 0
	TOTAL SUPERINTENDENCE ...	546 0 0	1,059 0 0	3,812 0 0	5,417 0 0
	DISTRICT CHARGES.				
	6. District office establishment ...	8,918 13 4	2,949 2 4	NH	12,007 15 8
	7. Remuneration of Census Officers	4,270 15 4	1,761 4 8	NH	6,032 4 2
	8. Travelling allowance	4,442 8 7	377 6 9	NH	1,518 15 4
	9. Contingencies—				
	(a) Stationery	253 3	NH	NH	253 11 5
	(b) Postage and telegram charges.	515 11 0	NH	NH	515 11 0
	(c) Non-numbering charges ...	130 0 9	NH	NH	130 0 9
	(d) Freight	2 0 0	NH	NH	3 10 0
	(e) Miscellaneous	3,18 3 9	9 1 4	NH	6,108 5 8
	TOTAL ENTIREMENTATION ...	19,453 12 2	7,115 15 6	NH	29,569 11 8
II.—ENUMERATION	10. Remuneration of Census Officers	NH	1,125 0 0	NH	1,125 0 0
	11. Remuneration of permanent establishment.	NH	4,052 0 0	NH	4,052 0 0
	12. Remuneration of temporary establishment.	NH	12 8 0	NH	12 8 0
	13. Travelling allowance	NH	12 8 0	NH	12 8 0
	14. Contingencies—				
	(a) Office rent	NH	NH	NH	NH
	(b) Purchase and repair of furniture.	NH	22 0 0	NH	22 0 0
	(c) Stationery, including papers	415 0 0	24 0 0	NH	439 0 0
	(d) Postage and telegram charges.	NH	15 0 0	NH	15 0 0
	(e) Freight	NH	33 0 0	NH	33 0 0
	(f) Miscellaneous	NH	24 0 0	NH	24 0 0
	TOTAL ABSTRACTIVE AND COMPLETION.	411 0 0	5,306 0 0	NH	6,717 0 0
	15. Cost of stationery (including paper) supplied from Central Stores.	84 0 0	41 0 0	NH	125 0 0
III.—ABSTRACTIVE AND COMPLETION.	16. Carriage of stationery	NH	NH	NH	NH
	17. Printing at Government presses	100 0 0	16 0 0	5,000 0 0	5,116 0 0
	18. Printing at private presses ...	25 0 0	NH	NH	25 0 0
	19. Despatching charges	33 0 0	NH	NH	33 0 0
	TOTAL PRINTING AND OTHER STATIONERY CHARGES.	242 0 0	56 0 0	5,000 0 0	5,298 0 0
IV.—PRINTING AND OTHER STATIONERY CHARGES.					
	GRAND TOTAL	20,652 12 2	12,537 7 8	9,812 0 0	43,002 3 8