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VOLUME VII.

BIHAR AND ORISSA.

PART I.

REPORT.

BY

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INTRODUCTION.

THE census of the population of Bihar and Orissa to which this report relates was taken on the night of March 18th, 1921, and was the sixth of the series. It extended to an area of 111,809 square miles and a population of 37,961,858 persons. The procedure followed was the same as on previous occasions and only a very brief explanation of it is required.

2. The first stage towards the taking of the census is the preparation of a complete list of villages throughout the province with the number of houses in each and the names of persons qualified to be appointed as members of the census staff. With one or two unimportant exceptions the whole of the province has now been surveyed and settled and its surface divided up into *mauzas* or villages as defined in the Tenancy Acts, the boundaries of which remain unaltered. These *mauzas* are the basis of the census organization. For census purposes the province is divided into charges under superintendents, circles under supervisors and blocks under enumerators. The block is the smallest unit and contains from 30 to 50 houses, this being the maximum number which experience has shown that a single man can enumerate correctly in the five hours from 7 p. m. to midnight during which the final census is taken. Each *mauza* is a block or consists of a number of blocks: but no block contains more than one *mauza*. From 10 to 15 blocks are ordinarily included in a circle and the charge, which is ordinarily coterminous with the jurisdiction of a police station, consists of a number of circles. The enumerators and supervisors are almost entirely non-officials, and the charge superintendents are usually sub-inspectors of police. At this census there were 210,914 enumerators, 16,180 supervisors and 942 charge superintendents: excluding therefore the sub-divisional officers, the district census officers and the provincial superintendent, the provincial census staff amounted to 228,036 persons all of whom, be it recorded to their honour, worked not only without remuneration but in many cases at personal expense.

3. The division of the province into blocks, circles and charges and the appointment of this staff was due to be finished by the middle of September 1920 and the staff had then to be trained in its duties. The first of these is house numbering when every house likely to be occupied on the census night is marked with a number and entered in a list, which is important as forming the basis on which the estimate of the number of forms required is prepared. From that point the staff are trained in the correct manner of filling up the census schedules: there are sixteen columns in the form and to fill them up correctly is by no means an easy task. On the morning after the census I sat at the telephone in Patna collecting information from a number of Government officers well acquainted with the preparation and use of forms who had made mistakes in filling up their schedules: *a fortiori* would the instructions be puzzling to persons less acquainted with the intricacies of bureaucratic thought. This training extended over several weeks and in the middle of February the preparation of the preliminary record began. The forms had by then been distributed and entries were made in them for every

person likely to be in residence on the census night. These entries were carefully checked and all that remained to be done on the census night was to strike out the names of persons not present and to enter the names of any persons residing on the premises who had arrived after the preliminary entries had been made. The great majority of people were enumerated in this way, but arrangements had to be made so that no one, whether he was travelling by train or drifting down a river in a boat or watching in the fields or cutting coal in the bowels of the earth, should slip through the net without being counted. Care had at the same time to be taken that no one was counted twice over. The census staff had therefore a busy time on the night of March 18th. At dawn on March 19th the striking of provisional totals began. The enumerators added up the number of males and females in their blocks and these figures were consolidated for the circles by the supervisors who then despatched their figures post haste to the charge superintendents. The charge totals were then added up and despatched by train or motor car or bicycle or boat or runner, as the case might be, to the sub-divisional headquarters, where a sub-divisional total was struck and reported to district headquarters. The district figures were then reported by telegram to the provincial superintendent and the Census Commissioner for India. So expeditiously was this work done that the figures for two districts—Balasore and Bhagalpur—were received on the evening of March 19th and the total for the whole province was ready by March 24th, the figure so ascertained out of a total of nearly 38 millions being only 2,351 different from the figure subsequently arrived at on a careful check.

4. The next stage was carried out at district headquarters when the entries relating to each of the 37,961,858 persons in the province were copied out on a separate slip of paper. This work was done by paid hands in every district except Palamau and Angul where it was done, with striking success, by school boys. Papers of different colours were used for the different religions and, as a further saving of manual labour, symbols were used to denote sex and civil condition and a few abbreviations were allowed in recording the names of occupations and castes. This work occupied some seven weeks: when work was in full swing 2,696 copyists were employed each turning out slips at the rate of about 500 a day on the average. When the slips had been copied and arranged by sex and religion for each circle they were despatched to the central offices of which there was one for each of the five commissioners' divisions. Here they were sorted for the different tables and the results compiled by districts. The results when ready were reported to the provincial office where the provincial tables were compiled.

5. The final accounts of expenditure have not yet been closed, but so far as can be ascertained at the time of writing the total cost of the census of Bihar and Orissa amounted to Rs. 3,72,928. The total of the "Treasury accounts" in which is included all extra expenditure that would not have been incurred but for the census and which therefore represent the real cost of the census amounted to Rs. 2,82,065 or Rs. 7-6-10 per mille of the population as compared with Rs. 5-5-7 in 1911. The increased cost is due to the high price of paper at census time and to the greatly increased wages that it was necessary to give for copying and sorting the slips.

6. So long as the census is run on its present lines, the first and greatest debt of thanks will always be due to the great multitude of census enumerators and supervisors of whose names there is no record but without whose assistance

the census would be impossible. They have to work hard and many of the supervisors in particular find themselves out of pocket over the work : for this the only reward they can look for is a printed certificate. The non-co-operation campaign was at its height in March 1921; the public was apathetic and threatened at times to become actively hostile; and many of the staff had to face ridicule in addition to trouble and expense on the ground that they had become servants of Government. Fortunately opposition to the census was not part of the non-co-operation programme but it made the preliminary work extremely difficult, and the duties of the district census officers and charge superintendents, most of them sub-inspectors of police distracted at the time by other work, were more arduous and discouraging than they had ever been before. That the great majority of the census staff were coaxed into doing their duties as they did is owing entirely to their efforts and the very greatest credit is due to them. To the district officers also, to whom the census came as an extra anxiety at an anxious time and who readily supplied information and reports on various subjects, thanks are due. The Feudatory States maintained the high standard of efficiency in census organization which they had set themselves on previous occasions. I desire also to take this opportunity of acknowledging the assistance received from various correspondents, most of them non-officials, who very kindly supplied me with information for the report. Amongst these the name of Rai Bahadur Sarat Chandra Roy deserves special mention, he having in particular allowed me to pilfer from his accumulated store of information with regard to the Tana Bhagats. Amongst the deputy superintendents of census I wish to record my special appreciation of the services of Babu Baidya Nath Misra (Orissa), Maulavi Ahmad Husain (Patna) and Babu Rameshvar Singh (Tirhut). The control of a central census office which consists of a large number of piece workers temporarily employed and not readily amendable to discipline was in 1921 a far from enviable task which called for an exacting combination of tact and discipline. My personal assistant, Maulavi Chaudhuri Muhammad Nazir 'Alam, was in charge first of the slip copying of Hazaribagh district and then of all the industrial schedules; subsequently he took charge of the compilation of the provincial tables and was entrusted with some particularly irksome revision work. He discharged his various duties with great diligence and was of great help to me. Finally I desire to acknowledge the assistance received from the Government presses and particularly from Mr. Mackenzie. Owing to shortage of materials and a strike the paper mills failed to supply the full quantity of paper required for the census forms till late in January 1921, although all the forms should have been printed and distributed in the previous year : Bihar and Orissa as a matter of fact received its supply later than any other province. Nevertheless, thanks to Mr. Mackenzie's excellent organization at the Gaya forms press, the last batches of forms were printed and distributed with such celerity that not a single complaint was received of their late receipt. The census forms have to be printed in four languages and their number is legion. Over 4 million schedules and over 40 million slips were printed, to say nothing of the circle lists, covers, house lists, summaries, parwanas, certificates, register innumerable, sorters' tickets and various other forms that were required. To have coped with this mass of extra work successfully and to have distributed the forms without a hitch is a feat that deserves an honourable mention.

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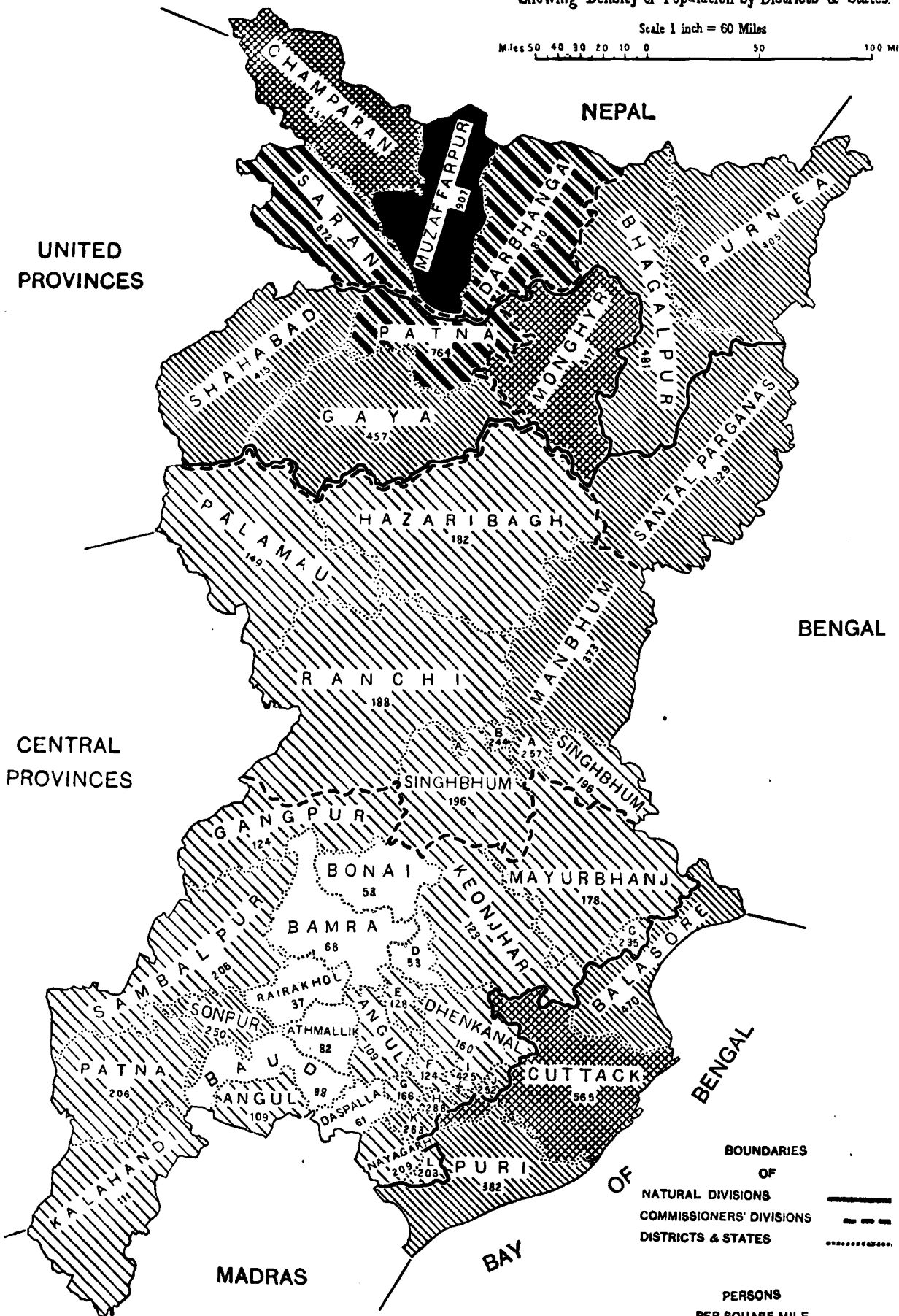
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BIHAR AND ORISSA

Showing Density of Population by Districts & States.

Scale 1 inch = 60 Miles

Miles 50 40 30 20 10 0 50 100 Miles



REFERENCES TO STATES

- | | |
|--------------|---------------|
| A SERAIKELA | G NARSINGHPUR |
| B KHARSAWAN | H BARAMBA |
| C NILGIRI | I TIGIRIA |
| D PAL-LAHARA | J ATHGARH |
| E TALCHER | K KHANDPARA |
| F HINDOL | L RANPUR |

