

CENSUS OF INDIA, 1911

NORTH-WEST FRONTIER PROVINCE.

ADMINISTRATION REPORT

BY

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CHAPTER I.

THE ENUMERATION.

I was gazetted as Superintendent of Census Operations, North-West Frontier Province, with effect from June 1st, 1910, and work was accordingly begun somewhat later than was the case in other provinces. At the time of my appointment, I held the post of Assistant Secretary to the Hon'ble the Chief Commissioner, North-West Frontier Province. Until the 1st of July, when I proceeded on privilege leave, I held the two appointments conjointly, and my successor, Mr. Neale, also carried on the duties of both. On my return to duty on November 1st, 1910, I became whole time Census Superintendent. On April 15th, 1912, I left Peshawar to take up a new appointment as Assistant Commissioner, Oghi, and from that time till the completion of the operations I carried on Census work in addition to other duties.

Opening remarks.

2. On taking up my appointment in June I found my most pressing duty to be that of starting Census Operations in the districts and agencies. The Imperial Census Code issued by the Census Commissioner for India laid down that the first stage of the district operations, *viz.* the preparation of the General Village Register, should be completed by the middle of June. The instructions as to the preparation of this register were to be embodied in a Provincial Code of Census Procedure, based on the Imperial Code; but to have waited for the drafting, translating and printing in English and Vernacular of the earlier portions of a Provincial Code, would have involved still further delay in starting operations locally, and I accordingly issued a letter, dated June 4th, (No. 206-N, dated 4th June 1911, from the Assistant Secretary to the Chief Commissioner to all Deputy Commissioners and Political Agents, Kurram and Tochi) in which, after briefly outlining the successive stages of Census Operations, I gave detailed instructions for the preparation of General Village and General Town Registers and the provisional selection of Enumerators and Supervisors. The letter contained such definitions of Census terms as were required to make the instructions intelligible, and a note of the persons suitable for selection as Supervisors and Enumerators. I may mention that the Imperial Census Code only referred to a form of General Village Register, which required a very slight modification to render it suitable for towns. It seemed, however, that the instructions would be rendered clearer, if separate forms were prescribed for the General Village Register and the General Town Register, and separate notes issued as to the preparation of each, and this accordingly was the procedure I adopted in my preliminary letter and in the earlier chapters of the Provincial Code, when they came to be issued. As the first instructions to district officers did not issue till June 4th, the date prescribed for the completion of the General Town and Village Registers was June 30th, and by that date, although it implied working at considerable pressure, this part of the operations was completed in most districts.

Drafting of instructions.

3. Having issued instructions for the commencement of Census Operations in districts, I found myself able to turn my attention to the drafting of the Provincial Census Code and its translation into the vernacular. The drafting of the bulk of the Code gave little trouble, as but slight modification was required of the standard form issued by the Census Commissioner for India. The drafting of Appendix III—Instructions to Supervisors—entailed a certain amount of labour, as the Imperial Census Code only indicated in outline what it should contain, together with certain specific instructions to be included in it as to the filling up of the General Schedule. I thought it clearer also to alter considerably the arrangement of the matter contained in the Instructions to

Supervisors issued by the Superintendent of Census Operations, Punjab, in 1901, although I made free use of these. By the end of July, I had completed the drafting of the whole of the code, and had approved the translation of such portions as required translation with the exception of Chapter VI—the translation of which I went through on my return from leave in November. It may be mentioned here that house was defined as the residence of a commensal family with its resident dependents such as widows and servants, that village was defined as an estate as defined in section 3 of the Punjab Revenue Act, and that the instructions contained in the Imperial Census Code, as to the agency by which house-numbering and the writing up of the preliminary record should be carried out, were modified, these duties in villages being in all cases laid upon the Patwari.

Translation of instructions.

4. It was pointed out in the Imperial Census Code that in preparing translations of Census instructions care has to be exercised to ensure that the vernacular version shall not affect a high literacy standard and perhaps fail to be intelligible to the majority of Census Officers, few of whom are highly educated. The correspondence of the North-West Frontier Province Census Office being small, I was able to conduct it throughout the operations with the aid of one clerk on Rs. 50 (subsequently raised to Rs. 55 and later to Rs. 60 p. m.), and this man I also employed as my translator. I had all translations read over to me, and insisted on the language used being as simple as possible, the words being those in common use. The majority of the inhabitants of the Province speak Pushto or Lahnda in their homes, but Urdu is the language used in writing. The Provincial Census Code (with the exception of Chapter II-A and Appendices I and II, which did not need to be read by persons unacquainted with English) was accordingly translated into the simplest Urdu in which I could get it rendered, and I came across no cases of the language of the instructions being above the heads of their readers.

Printing of Provincial Census Code and date of issue of the various Chapters.

5. The printing of the English version of the Provincial Code was carried out at the Commercial Press, Peshawar, (D. C. Anand and Sons) which does all the printing work for the Local Administration over and above that which can be carried out by the small Government Press, North-West Frontier Province. The vernacular version was lithographed by the Afghan Press, Peshawar. It would, in any case, have been impossible to issue the whole Code in print before the close of June 1910, but, apart from this, it is desirable not to confuse local officials with a mass of instructions, many of which refer to a later stage of the operations. I accordingly issued the code piecemeal. The first two chapters, which contained definitions and an account of Census divisions and agency, together with instructions for the preparation of the General Village and General Towns Registers, the Circle List, the abstract of the Circle List, and the Circle Register, were issued in English on June 10th, 1910, and in vernacular on June 21st. These chapters contained instructions as to Census Operations required to be carried out up to the earlier portion of September. Printed forms of the circle List, with bilingual headings, were issued to District Officers on July 19th—(No 67—Census, dated July 19th, 1910).

Copies of Chapter II A—Expenditure and Accounts—Chapter III.—containing directions for house numbering—and appendix III—Instructions to Supervisors—were issued to District Officers on August 16th. The Instructions to Supervisors (which were also issued to Charge Superintendents) contained directions for each stage of the operations from the first appointment of these officers to the taking of the final Census and the collection of the Provisional Totals, as it would have been inconvenient to split up the instructions into two parts. Chapter III, however, only contained an account of the action required to be taken in districts up to November 15th, 1910—the date fixed for the completion of house numbering.

Copies in English of Chapters IV and V of the Provincial Census Code were issued on September 24th, 1910. These contained an account of the special arrangements required to carry out the Census of Railways, cantonments, boats, fairs, carters, etc., and of the manner of conducting the Preliminary

Enumeration, which was timed to begin on February 18th in villages and a fortnight later in towns. Vernacular copies of Chapters III, IV and V of the Provincial Code were not issued till September 26th, and on the same date were supplied printed forms of the Circle Register (somewhat late, as the Circle Register was required to be prepared early in September on the first appointment of Supervisors). Blank forms of appointment of Supervisors and Enumerators issued on November 10th, 1910. Copies of the Circle Summary (bilingual) were issued on January 13th, 1911.

6. The final issue of the Provincial Code went out on January 2nd, 1910, in English and few days later in Urdu. The whole of it had been issued piecemeal previously, except Chapter VI which contained directions for the final enumeration on March 10th and the work necessary on the following days in connection with the preparation of the Provisional Totals. In the English copy were bound up not only Appendices I, II and III but also copies in English of the Enumeration Book, the Household Schedule and a brief index. I was pressed for time and the index was not so complete as it might have been, but I received no complaints of difficulty being experienced in finding the instructions for any particular portion of the procedure. In the vernacular version I did not publish copies of Appendix I (Census of Railways) or of Appendix II (Census of Cantonments and of troops on the march), as these are not required to be read except by persons acquainted with English, the staff entrusted with the duties of superior Census offices both on Railways and in Cantonments having in all cases a knowledge of that language. I also did not think it necessary to provide the vernacular version with a copy of the Enumeration Book, as in tahsils and other places where the vernacular instructions are read, copies of the Enumeration Book are readily available.

7. In connection with the issue of the preliminary instructions to districts, it may be mentioned that some confusion arose between the Block Lists and House Lists. In paragraphs 19 and 24, Chapter I, Provincial Code of Census Procedure, it was explained what each of the lists contained, and that the Block List is in fact nothing but an extract from the House List. In supplying forms of Block Lists with the other enumeration forms the number required for House Lists was taken into account; but unfortunately it was not explained that the same form would be used for both, the heading being merely changed to House Lists in the case of the forms used for the latter register. Accordingly requests were made for forms of House Lists and the matter had to be explained more than once before it was understood. On a future occasion, it would be advisable to print half the forms with the heading 'Block List' and to head the remainder 'House List', in which case no confusion could arise.

Confusion between House List and Block List.

8. Besides the Provincial Code of Census Procedure in English, the Commercial Press at Peshawar also printed other forms required before the actual enumeration, such as forms of Circle List, Circle Summary and Caste Index. The Press has undertaken to work for the local Government at the same rates as those agreed upon between the Punjab Government and the Civil and Military Gazette Press at Lahore, and all bills are submitted for check to the Comptroller, attached to the North-West Frontier Province Government Press. This ensures that the work is done at reasonable rates; and there is much advantage in employing a press which is on the spot. As the volume of printing required to be done is not large, I would recommend that on a future occasion this part of it should again be entrusted to the Commercial Press.

Printing of miscellaneous forms required before the actual enumeration.

9. The printing of the enumeration book forms (general schedules, covers and block lists) together with boat and travellers' tickets was done by the Mufid-i-am Press, Lahore, who have much experience in this sort of work, and who also supplied the paper used at as cheap a rate as that at which it was to be obtained from Calcutta. This will probably be the best arrangement that can be made on a future occasion also. There is at present no press at Peshawar which could do the work equally expeditiously and cheaply, if indeed it could be done in Peshawar at all. The arrangements proposed at the recent Census

Enumeration Book forms printed at Lahore.

for the printing of the enumeration book forms had to obtain the sanction of the Census Commissioner for India, and similar instructions will no doubt be issued again.

The specimen
schedule.

10. I note the following points in which the specimen schedule (which formed part of the cover) might be improved. I tried to give an appearance of verisimilitude to the two pages of the specimen schedule by treating all the entries on one page as referring to one and the same block, in one case a portion of a village in the Mardan Tahsil, and in the other case to Dera Ismail Khan City. I think it was partly as the result of this attempt that the examples given were not so varied as with advantage they might have been. It is no doubt necessary to exemplify the way the headings of the general schedule must be filled up by showing the name of the town or tahsil, village or ward, and the serial number of the charge, circle and block, but the examples shown on the page should be as diversified as possible in caste, occupation, birth-place, language, etc. I do not think one realises until one sees the result how slavishly the specimen schedule is followed by some enumerators. For instance, in column 4 (b) of the schedule, I showed Nanakpanthi as a sect of Hindus, and gave no example of the same name as being a sect of Sikhs. I found as a result that, in some cases, Sikhs who had recorded their sect as Nanakpanthi were recorded as Hindus against their will, the enumerator pointing triumphantly to the specimen schedule and arguing that, as the name only occurred there as a sect of Hindus, it could not also be a sect of Sikhs.

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ir

Column 4.—Reli-
gion.

Column 4 (a)—Religion and 4 (b)—Sect of religion.—There are now no Brahmos in the Province, and Aryas are locally regarded as being a sect of Hindus (*vide* remarks on Arya in Chapter IV of the Report). At the same time, in view of the requirements of the Census of India as a whole, Aryas should be entered and tabulated as distinct from Hindus, and my entry of Arya Samaj in column 4 (b) (Column of sect) of the specimen schedule was therefore a mistake. If the entry appears in the specimen schedule at all, it should go in column 4 (a) under religion.

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Column 12.—
Birth-place.

Column 12 (Birth district) did not show the Province, as well as district of birth, in the case of persons born outside the North-West Frontier Province. This was pointed out to me by the Census Commissioner, and I had to issue a circular to district officers calling attention to the omission.

Entries of langu-
age in the
specimen sche-
dule.

The column of language affords the best example of the want of variety in my specimen schedule, which I have indicated above. Thinking as I was of a group of three or four houses in the localities mentioned, I showed all the persons entered as speaking either Punjabi or Pashto. It is, no doubt, true that in a typical small group of houses, one would find no more than two different languages spoken, but this aspect should not be remembered, and, if possible, an example of every language found in the Province should be included in the specimen schedule. It is, I think, undoubtedly due to the fact that the only language, besides Pashto, shown in the specimen schedule, was Punjabi,* that the numbers returned as speaking Punjabi on the present occasion are so far in excess of those recorded as speaking this language on previous ones. The question of language is always likely to give difficulty, for I doubt whether half a dozen natives of the Province realise that the Indian languages spoken by half the population are not dialects of Punjabi. Even if a man does not describe his language as Panjabi, but as Hindko or Derawal, he will, when questioned, tell you that Hindko or Derawal is a form of Punjabi. He does not realise for a moment that his tongue belongs to group of languages quite separate from Punjabi, and, as a result, the Census figures are always likely to show more speakers of Punjabi than are to be found in the Province. But there are local names for the dialects of the various districts of the Province, about the classification of which no doubt can arise, and the use of these local names should be encouraged by their insertion as examples in the specimen schedule. For Dera Ismail Khan Derawal, for Bannu Bannochi, and for the northern districts Hindko are not likely to be mistaken for anything but what they really are, whereas, when Punjabi is recorded in bulk, one knows that it

* It was a pity to include Punjabi at all in the specimen schedule. It would be better omitted.

can not refer to true Punjabi in most cases, while one is at the same time uncertain as to what proportion are really speakers of the Punjabi of the Manjh. Other languages which might well have been exemplified in the schedule are Gujari, Persian, Hindostani and Peshawari. I can not help feeling that the decrease in the number of Gujari speakers recorded on the present occasion may be partly due to the fact that no example of Gujari was given in the specimen schedule. The Census staff are not philologists, and some examples of Gujari probably went down as Punjabi, just as Punjabi has absorbed the bulk of those who should have been recorded as speaking Derawal or Hindko.

In column 8 (caste, tribe or race) there is not the same danger of the examples given leading to misunderstanding. A man is not likely to allow his caste or tribe to be recorded wrongly merely because it does not occur in the specimen schedule, or because there is a disproportional number of entries of another tribe. At the same time, I think the different examples of castes and tribes might with advantage have been more numerous, though I see no reason to suppose that their paucity affected the returns. It was a pity that I allowed Pathan to be translated Afghan (it appears as Afghan also in the English version), for a Pathan is only too ready to describe himself as an Afghan; and though I doubt whether it will be practicable to distinguish Pathans from Afghans in the returns, one does not want to do anything to encourage inaccuracy of this sort. My example of a Kapur Khatri was undoubtedly a mistake, unless it was intended to tabulate separately the sub-divisions of Khatri (the advantage of which is not apparent in this Province); and as it is impossible to tabulate Pathans by other than their main tribal divisions, the example of Mohmand Halimzai would have been more useful had it appeared as Pathan Mohmand. In this province there is likely for several successive Censuses to be considerable difficulty over the tabulation of castes and tribes. This difficulty is largely due to the record of some minor sub-division instead of the main tribe or caste, and it is a mistake to encourage this by anything that seems to favour it in the specimen schedule.

The caste entries
in the specimen
schedule.

11. The instructions to enumerators represent the experience of successive Censuses in India and I can suggest few modifications. One or two, however, occur to me.

The instructions
to enumerators

Column 4 (b) sect of religion.—This column was not included in the standard form of schedule prescribed for use all over India. If it is retained for the North-West Frontier Province at next Census, the instructions might be rendered clearer by the insertion of a few examples of what is meant by sect. "Sect of religion" was translated *firqa-i-mashab*, which by itself is not quite satisfactory, as *firqa* is more generally used by Hindus for what we call the caste (*i.e.*, the main group, such as Arora), while *zat* is reserved for endogamous sub-divisions such as Utradhi or Dakhna. However, in case of Mohammadans, the term seemed to be understood, and I do not know how to improve on it. It is to be noted that the fuller instructions given by Mr Maclagan in 1891 referred to Hindu Sects, and hence are hardly applicable in the North-West Frontier Province.

Column 4 (b).—
Sect of religion.

Column 7 (age).—The instructions read "enter the number of years each person has completed. For infants less than one year old, enter the word infant." The instructions to supervisors brought out more clearly the fact that age should be entered as it would be on the night of the final enumeration, but this might be done with advantage also in the instructions to enumerators *i.e.*, "enter the number of years which will have been completed on the night of the final enumeration." At present, however, the point is not of great practical importance, for not one person in a hundred in the Province knows his age with sufficient accuracy to distinguish between the completed and the current year of age. As regards the latter half of the instructions, my translation certainly might be much improved upon. "For infants less than one year old enter the word infant." I translated as follows:—

Column 7.—Age.

Dud pite bachchon ke liye jin ke ummer ek sal se kam ho, lafz "dud pita" likho. Now *dud pita bachcha* means of course a child at the breast. As

children are often suckled by their mothers for more than one year, the use of the phrase was particularly unfortunate. The words *jin ki umer ek sal se kam ho* were overlooked, and all children at the breast, whatever their actual age, appeared as '*dud pita bachcha*,' and were tabulated as being aged less than one year. On a future occasion, I would carefully omit the word "*dud pita*" altogether, and word the instructions "for children less than one year old enter the age as *nil, i.e., un bachchon ke liye jin ki umar ek sal se kam ho sifr likho.*" I think the word *sifr* (*i.e. nil*) would be found to be everywhere understood, and the ages of young children could not possibly be worse recorded than they were on the present occasion, as a cursory glance at Table VII is enough to show.

The record of caste, occupation, language, literacy and infirmities,

Column 8.—
Caste.

12. The following remarks do not all refer to the actual entries in the instructions to enumerators, but this appears to be a convenient place at which to insert them.

Column 8 (caste or tribe).—A lot of attention was devoted to this both by the issue of a caste index and by oral explanation. But the difference between a caste and an occupation is very obscure in the Province. In the case of the land holding tribes, there is no difficulty and the returns were, on the whole, good enough. In my caste index (preparatory note) I asked that the principal sub-divisions of Brahmans, Jats and some other tribes and castes besides Pathan should be recorded. On another occasion I would not ask for anything but Pathan sub-divisions. I do not think others are now wanted and I have tabulated none. In any case, one will always get a lot of names which are not the names of tribes and castes as we understand them. In my chapter on caste I have attempted to throw some light on the meaning of caste as distinct from occupation in the Province, and the next Provincial Superintendent should start with his notions on the subject, at any rate less hazy than mine were.

Column 9.—
Occupation.

Column 9 (occupation).—This wants more attention than I gave to it. Men in military employ, frontier militias, police, etc., often entered their occupation as "*zamindar*" or merely "*naukari.*" It would be worth while to circularize Superintendents of Police, military Census Officers and Superintendents of Jails, etc., on the subject. Our Census figures for all these departments were almost invariably much in defect when compared with departmental returns. It would be also advisable to issue instructions that Powindahs should be entered in the column of occupation as Powindah and nothing else. Otherwise one is apt to get numerous entries of "*sudagri,*" etc., which lead to embarrassment in tabulation.

Hazara showed no inmates of Jails or Hospitals and in the other districts our figures were much less than those furnished to me by the Chief Medical Officer. It would be a good thing for the Superintendent to visit the Jails and Hospitals at district head-quarters and see that the instructions are understood, *viz.* that prisoners and patients should be entered as prisoners and patients respectively, and not by their usual or former occupation. The instructions as to the record of prisoners are tucked away in paragraph 24 of Chapter IV (special arrangements) of the Provincial Census Code, and were evidently overlooked. The instructions as to entering patients in hospitals or asylums as such and not by their previous occupations, I do not find in my Provincial Code or in the Imperial Code. The point might be clearly explained.

I drafted the instructions as to filling up column 9 before it was decided how agriculturists should be classified. Eventually we only classified them as (1) Rent receivers, Sub-divided into :—(a) non-cultivating owners, (b) non-cultivating tenants; (2) ordinary cultivators, with Sub-heads :—(a) cultivating owners, (b) cultivating tenants. Hence the instructions both on the cover of the enumeration book and in the instructions to supervisors were fuller than they need have been. At the same time it would not have been possible to simplify much, for enumerators could not be expected to classify agriculturists into the four groups which we showed in Table XV. The only possible method is for the enumerators to enter clearly the status of

* The numbers shown in Table XV, I obtained by a reference to the original enumeration books.

each man with regard to the land with which he is concerned, leaving it for the tabulating staff to classify the entries actually found in the schedules. The only desideratum is that the entries in the schedules should indicate clearly one definite relation to land, and not use a term of which the meaning is doubtful. The only change I would make in the instructions to enumerators, as issued this time, would be to delete the sentence about distinguishing between occupancy and non-occupancy tenants (for we do not want to know this); and to make it clear that a man may be a tenant and sub-lease to others. My instructions inferred that a tenant always cultivates in person the land he takes on rent. I have no changes to suggest on the subject in the instructions to Supervisors.

I am inclined to fear our returns show too high a proportion of dependants. These are certainly more numerous proportionately than elsewhere in India, and even than in the Province in 1901. I do not know how the instructions either to Enumerators or to Supervisors could be amended so as to make their meaning clearer. The distinction, *e. g.*, between a boy who is a regular cowherd (*vide* instructions to Supervisors, paragraph 14 (IX)), and one who sometimes looks after his father's cattle is not a very clear or permanent one and the tendency seems to have been to regard all but the adult male members of the family as occasional helpers only and so as not coming within the definition of an actual worker. I can only suggest that the subject should be discussed locally with district officers and an attempt made to frame some general instructions. In the case of agriculturists, I am inclined to think that all male children of over ten years of age might be recorded as actual workers.

Distinction between workers and dependants.

Column (13) Language.—The instructions to Enumerators were plain enough, but, as I have noted above, the examples in the specimen schedule were unfortunate. In the instructions to Supervisors, if not in the instructions to enumerators some warning should be given as to the entry of Punjabi. It should be explained that Punjabi is not a language native to the Province, and will only ordinarily be returned by immigrants from the Central Punjab.

Column 13.—
Language.

Column (14)—The instructions to Enumerators and the heading of this column in the general schedule, required the name of the alphabet commonly used in writing to be added to the return in the case of literate persons. I made no use of the information thus collected, and I think that on a future occasion, the schedule might be lightened by the omission of a request for it. Education is so rare in the Province (and ten years hence it is not likely to be common) that a return of scripts possesses no great interest.

Column 14.—
Literacy.

Column 16—I would add to the instructions 'do not enter those who are deaf only or dumb only' because a good many entries of 'deaf' and 'dumb' were made, and, owing to my not detecting the fact at first, Table XII was actually printed off wrongly, and had to be reprinted, while a week's unnecessary expenditure of time was incurred by my office in checking the entries in the schedules again. Entries of 'dumb' I treated as probably referring to persons who are both deaf and dumb, and they accordingly find a place in our returns. Persons returned as 'deaf' only were, however, of course excluded.

Column 16.—
Infirmities.

My translation of the instructions to Supervisors regarding the filling up of the column of infirmities was bad, and should be amended. "White leprosy" was there translated *mamuli korh* which is positively misleading. The correct word for "white leprosy" is *bars* or *phulbahri*.

13. The manner in which the actual Census—taking, together with preliminary operations subservient to that end, are carried out in districts depends chiefly on the District Census Officer. In several districts the Revenue Extra Assistant Commissioner was appointed District Census Officer on the present occasion, and there are of course several obvious advantages in making this choice. He is not likely to be transferred during the conduct of the operations, and his ordinary work requires him to tour freely over the district. At the same time, if a European officer can be secured for the work, he will generally be found to understand better than an Indian the matters which require chiefly to be

District Census
Officers.

kept in view. But I think it is a mistake for the Deputy Commissioner himself to undertake the duties of District Census Officer, as was done in one district on the present occasion. With the best will in the world he can not ordinarily devote the time to it which the task involves.

The selection of a District Census Officer in this Province will always, I think, be a matter of some difficulty. In so small a Province, with a small cadre, frequent transfers of the junior (European) officers appear to be inevitable; and I think the post was not held throughout the operations by one and the same European officer in any district except where the duties were undertaken by the Deputy Commissioner himself. It hardly ever happens that there is posted to a district for more than a few months an Assistant Commissioner who is not in charge of a sub-division, or whose duties do not attach him to one portion of the district rather than to the area as a whole. In Peshawar each of the sub-divisional officers, *i. e.* the Assistant Commissioners of Nowshera, Charsadda and Mardan, with the City Magistrate, Peshawar, were in charge of the operations in the Nowshera, Charsadda, Mardan (with Swabi) and Peshawar Tahsil respectively; and I corresponded direct with each after the first arrangements for distribution of forms had been made through the district headquarters. The plan has some disadvantages. Correspondence with sub-divisional officers was hardly a success, for none, except the Assistant Commissioner, Mardan have the necessary office establishment to carry on English correspondence. On the other hand, I think it was the best arrangement that could have been made, and tended to greater expedition of business than would have been possible, had all correspondence as to the supplementary supplies of forms, etc., been conducted through the office of the Deputy Commissioner of Peshawar. On the whole, unless there should have been a change in the unit of administration by that time, I think the procedure I adopted would be the best to follow on a future occasion. The Assistant Commissioner, Hangu (Kohat District), might also again be made responsible under the Deputy Commissioner for Census arrangements in the Hangu Tahsil. Elsewhere the Revenue Extra Assistant Commissioner is, I think, the most suitable official who can be selected.

House numbering.

Definition of house.

14. The period fixed for house numbering was between October 15th and November 15th, 1910. In all areas, except in one or two Cantonments, work was finished by the latter date or within a few days of it. House was defined as the residence of a commensal family, with its resident dependants such as widows and servants. In the instructions to Supervisors this definition was amplified. A commensal family, it was explained, meant a family that eats food cooked at one hearth. The instructions proceeded as follows:—“In the family are included not only the chief bread winner and his wife and family, but also servants, guests staying in the house, and any resident dependants such as widows. When people are living in one house, and are either paid by one of the inhabitants, such as servants, or are supported by him, as wife, mother and children, and eat food cooked at one hearth, they comprise one family. If one of these conditions is absent, *i. e.* if the servants, though living in the same house, have a separate hearth at which to cook their food, they are still included in the family. But if two conditions are absent, if, for instance, two men, with their wives and children, live under one roof, but eat separately and live each on their own earnings, they are the heads of two separate families.” The word house was translated in the vernacular version of the instructions by ‘*ghar*’ and the word family by ‘*kunba*’. The record of houses, if the instructions had been exactly followed, would have been then rather a record of families than a record of houses, for in large towns the majority of the structures which we call ‘houses’ shelter more than one family. In many cases, however, the instructions were, I fancy, not followed. Several times I came across instances where only one number had been affixed to the house, though two or more families resided in it. In the cases that came under my notice, I remedied the mistake, and I did what I could to see that the instructions were generally understood. But in any case in which the instructions issued during a Census are different to those issued on a previous occasion one is certain to find some Census Officers who

follow the earlier ones. In 1891 the word 'house' was translated by the word "*ahata, yu ghar jis men insan rahte hain*". It would only be in accordance with the teachings of experience to suppose that house on this occasion also was, in a good many instances, regarded as meaning '*ahata*'. We approximated, however, to the result aimed at in the instructions, as is proved by the fact that, whereas in 1901 the average number of persons per house over the five districts of the Province was 69, on the present occasion it is 504 only.

The answer to the question as to the definition, which should be adopted for house in the Provincial Census Code, depends on the object aimed at. Do you want a record of occupied houses, defined in whatever sense you will, or do you want to simplify the provision of Census forms and to ensure accuracy in the work of the enumerators? It is now recognised that the latter is the object to be kept in view. In 1891, Mr. Maclagan wrote of the Punjab, "once granted that you can not get a satisfactory definition of a house which will be of statistical value and this, I think, is, in this Province at least, incontestible." In the Imperial Census Code issued in connection with the present Census, the question was briefly discussed as follows:—"The enclosure was the general criterion throughout India (except Assam) at the Census of 1881. It was found, however, that the figures showing the number of houses as thus defined, had no statistical value, and in 1891 it was laid down that the object to be aimed at was to obtain a definition which would simplify, as much as possible, the work of Enumerators. Since then the tendency has been spreading to define a house as the residence of a commensal family. This definition, if otherwise suitable, furnishes a much better guide for the formation of blocks and for calculating the number of schedules used by each Enumerator than the enclosure, which may contain the residences of any number of families, from one to half a dozen or more." In the case of houses in which more than one family resides, the numbers (each family must be given a separate number, when the commensal family is the unit) can be affixed near to the entrance used by each, where separate entrances exist. If there is only one entrance used in common, I arranged that two or more numbers should be affixed near it. This appears to be a more certain manner of ensuring that no persons dwelling in the house shall be overlooked than affixing one number only, and merely showing the names of the heads of different families in the Block List, as must be done if house is defined as the '*ahata*.'

15. The instructions that the numbers must be affixed near, not on the door, need some reiteration. I found, especially in the case of shops and dwelling houses in urban areas, a tendency to affix the numbers on doors or shutters, with the result that if these were open, no number could be seen. House numbering was done best in Peshawar City, where little tin plates, about four inches square, were attached, with the numbers painted clearly upon them. These might be removed by mischievous boys, but were not liable to be rendered illegible by rain.

The method of fixing numbers.

16. One point is worth mentioning in connection with house numbering. The instructions directed that a number should be affixed to every place, whether intended for human habitation or not, in which one or more persons were likely to be found sleeping on the Census night. It is necessary to insist on this in order to prevent the possibility of persons who may be sleeping in mosques, *hujras*, shops and other places escaping enumeration. But though it is conceivable that persons may be sleeping in these places when the final Census is taken, in point of fact most of them are empty, and their inclusion tends largely to increase the number of houses shown in the abstracts of the Circle Lists. One finds in consequence that, the number of enumeration forms being calculated on the number of houses, the forms indented for prove to be considerably in excess of requirements; and on the present occasion there was considerable wastage of forms due to this cause. The Superintendent, therefore, should not be unduly distressed at finding that the number of general schedules supplied falls short of the proportion of schedules per 50 houses prescribed.

Exaggeration of numbers of houses.

The Preliminary Enumeration.

17. The Preliminary Enumeration began on February 1st in villages and fortnight later in towns. I visited the headquarters of all districts, as well as the sub-divisional headquarters in the Peshawar District, immediately before it was due to begin, in order to see that arrangements were ready and the necessary supply of forms had been received. (I had visited the same places once before in the latter half of November to see that the instructions regarding house numbering had been duly carried out). Census arrangements are now generally well understood, and I found little to correct in the schedules I examined as far as most of the columns were concerned. Column 8 (Caste, tribe or race) was, however, found to contain material for much perplexity. It is not worth while for me to go full into the subject here as a fuller discussion of the entries will be found in the relevant chapter of the Report. I may note, however, the strong tendency which exists to describe a man by some minor sub-division of his caste or tribe, instead of by the name of the caste or tribe itself. Thus Awans were continually returned merely as Qutb Shahi, Pathans (Afridis) merely as Kambar Khel and the like. In circulating my caste index, I asked that the main sub-divisions of Pathan, Biloch, Rajput, Brahman, Jat and Khatri might be recorded, but no use was made of these except in the case of Pathans, and unless it is desired to tabulate the sub-divisions of any other caste or tribal groups, it would be better, on a future occasion, to explain early in the proceedings that nothing but main caste or tribal names are required. I gave no directions on the subject till I circulated a caste index in January, but it would be well to impress on Census officers at once what is required in this direction. On the present occasion they seem to have been obsessed with the instructions issued in 1891 and 1901, when tribal and caste sub-divisions were recorded as well as the name of the main caste or tribe to which the persons enumerated belonged. If they had contented themselves with adding the name of the sub-division to the name of the main caste or tribe, no harm would have been done; but in a very large number of cases the latter was omitted altogether, and the result was much perplexity when the time came for tabulating the results. On a future occasion, it would be advisable to include in the instructions to Supervisors specific instructions on the subject. I can hardly believe that, if the instructions were generally understood, the preparation of a record of the population by their main caste or tribal groups should offer any great difficulty; but the instructions should be issued in good time. If left till within a few weeks of the date on which the Preliminary Enumeration is timed to begin, it will be found that Census Officers are too much occupied with other more urgent duties to give much attention to comparative niceties such as these. On the present occasion, the instructions given were excellent as far as they went (they will be found in paragraph 14 (viii) of the instructions to Supervisors) but they did not go far enough. A free use should be made of examples, and these it should be easy to select from the list showing the entries found in column 8 of the schedule, with the names of the castes or tribes under which they were classified in tabulation.

Inspections.

18. Before leaving the subject of the Preliminary Enumeration, I should add a few words on the subject of inspections. I was very pressed for time, for I returned to India from leave on the 1st November 1910, previous to which I had only been able to devote to the Census part of my time for two months. I, therefore, could not spend nearly as much time as was desirable on inspection. I visited each district headquarters and the headquarters of each sub-division in the Peshawar district twice between November 1st and the Final Enumeration. On a future occasion, it would be desirable for the Superintendent to visit the headquarters of each Tahsil twice at least. He could then see each Tahsildar, who superintends the arrangements in his own Tahsil; and could arrange to meet the Charge Superintendents and a certain number of the Supervisors and Enumerators. The bulk of the work falls in practice on the Tahsil and revenue officials, and if they understand clearly what is wanted, everything will go well. I am very glad here to bear testimony to the admirable way in which they carried out the work; but I confess that I did not go among them enough. In actual discussion all sorts of difficulties arise of which one had not before the slightest conception.

19. Of the Final Enumeration but brief mention is necessary. No fair or religious gathering fell on the day fixed, except the weekly fair in Bannu City, which was postponed. Proclamations were issued everywhere asking people to avoid fixing the night of the Census for weddings and other social religious ceremonies, and to stay awake with a light burning until the Enumerator should have visited them; but the rain was so heavy over the greater part of the Province on the 10th March that people required little inducement to stay at home. My fears were rather that Enumerators would not be induced to go out; and I learned afterwards that they were not in all cases ill founded. Still, in Peshawar City and Cantonment, which I was able to visit personally while the Final Enumeration was in progress, the staff, which was almost entirely unpaid, showed a pleasing indifference to the elements.

The Final Enumeration.

20. Another result of the rain was that very few persons had to be enumerated on roads, boats, ferries, etc. From Dera Ismail Khan, it was reported that no boat or traveller's tickets were needed but forms were distributed as shown in the margin elsewhere in the Province. Very few, however, were used. These tickets (the same form was used both for boat and for road enumeration) consisted of a piece of thin card board five inches by three, containing a certificate to be signed by the enumerator, that the bearer had been enumerated that night. I also supplied 6,000 such tickets, with the added words, "on railway premises," to the Railway authorities to be given to travellers by rail after enumeration. The number asked for and supplied was, I think, excessive, and half that number would have been amply sufficient for the lines of Railway in the Province, viz, from the Indus to Jamrud, including the branch line from Nowshera to Durgai in the Peshawar District and the line from Khushalgarh to Thall in Kohat.

Boat and traveller's tickets.

Hazara	...	...	...	1,000
Bannu	...	...	...	1,000
Kohat	...	...	...	800
Peshawar	...	...	...	2,800

21. In connection with the Railway Census it is perhaps worth mentioning that the Railway authorities suggested that females should be detailed by the District authorities to ask the necessary questions of female passengers and inform the enumerators of the replies given. The idea was that female passengers might feel affronted, if asked their caste, age, etc., by a male enumerator, whereas a woman could obtain the necessary information without difficulty. I did not think that a request to district officers to furnish women for this purpose could be met, and I therefore did not ask for them. In the Punjab, however, such female enumerators were provided, and on a future occasion, it may be possible to make the same arrangements in the North-West Frontier Province.

Railway Census.

22. In some portions of the Hazara District (viz. Feudal Tanawal, the Kagan Valley, the Gallis and the border villages of Agror, Boi and Bakot), snow and the long distances involved rendered it impossible for the Enumerators to visit all the houses on their blocks by night; and the final enumeration was accordingly begun at midday instead of at evening. A few outlying villages in the Bannu and Kohat District were considered unsafe for enumerators to visit by night, and they accordingly went their rounds from 6 a. m. to 10 a. m., on the 10th March. For the rest, the Census was strictly synchronous throughout the Province. In the areas bordering on non-synchronous tracts enumerators were instructed, when preparing the final record, to ascertain that none of the persons entered by them had been already recorded earlier in the day in one of the villages which were enumerated by day.

Census of non synchronous areas.

23. The Supervisors of certain outlying tracts mentioned in the margin were supplied with two sets of circle summaries, one set of which was filled in and forwarded through Charge Superintendents to district headquarters on the completion of

Provisional Totals.

Kagan in Tahsil	Mansehra,
Konsh	Valleys in Tahsil
Bhogarmang	Mansehra.
Amb State	
The Gallis in	Abbottabad Tahsil.

the Preliminary Enumeration. It was apprehended that otherwise, owing to snow and the long distances to be travelled over mountain roads, the

collection of the Provisional Totals might be delayed. The totals of the four sub-divisions of the Peshawar District, *viz* Peshawar, Nowshera, Charsadda and Mardan, were collected by the sub-divisional officers in charge and telegraphed to the Deputy Commissioner, Peshawar. A similar arrangement was made in Kohat, where the totals of the Hangu sub-division and of the Teri and Kohat Tahsils were collected at the headquarters of each; while the figures for Railway enumeration in both districts were sent to district headquarters by the railway authorities in charge, the figures being allotted during compilation to the Tahsils to which they belonged. In Bannu, the totals of the two Tahsils which comprise the district were also collected at Tahsil headquarters, while in Dera Ismail Khan the standard procedure, indicated in the Imperial Census Code was followed. In the Peshawar, Kohat, and Bannu Districts all the Supervisors and Charge Superintendents of each Tahsil were collected at the Tahsil headquarters for the preparation of the Tahsil total. In view of the backward state of education and the fact that the distances involved were not great, this procedure seemed the best calculated to combine promptitude with accuracy, and as the officials concerned were almost without exception Patwaris or other Government officials, there was no difficulty in arranging it.

Dates of receipt of Provisional totals and their accuracy.

24. The statement in the margin shows the dates on which the Provisional Totals of districts were telegraphed to the Census Commissioner for India and to me. There was unnecessary delay in Peshawar owing to the Provisional Totals of Canton-

ment having been deputed to the District Census Officer by post instead of by hand. The Provisional Totals for the population of posts in agencies and the tribal areas under the political control of the Deputy Commissioners of Bannu and Dera Ismail Khan were telegraphed to me by March 16th. The figures for the posts in the tribal area under the Deputy Commissioner, Hazara, were not, however, received till March 17th, and, as the telegram was unintelligible, it had to be repeated, the second telegram not being received till March 18th. In connexion with the dates on which the Provisional Totals were received it will be interesting to note how for the provisional figures approximated to those arrived at after compilation. The statement in the margin shows the pro-

District or Agency, etc.	Provisional Totals.	Final figures.	Variation of final from Provisional figures.	
			Absolute.	Per cent.
Hazara	604,037	603,028	-1,009	-.16
Peshawar	865,031	865,009	-22	-.002
Kohat	222,826	222,690	-136	-.06
Bannu	250,344	250,086	-258	-.1
Dera Ismail Khan ...	250,796	256,120	+676	+.26
Total Districts ...	2,199,934	2,196,933	-2,101	-.09
Total Agencies ...	13,522	13,538	+16	+.11
Total N. W. F. P.	2,212,556	2,210,471	-2,085	-.09

visional and final figures for each of the areas which were regularly censused. In Peshawar, with the largest population of any of the districts of the Province, the percentage of variation between the provisional and final figures works out to the extraordinarily low figure of .002. As

an instance of the way in which mistakes occur, it may be mentioned that the considerable decrease in the final figures for the Hazara District as compared with the Provisional Totals was due to the inclusion of the figures for one circle twice over. The final figures for the posts of the Kurram agreed with the Provisional Totals and in the Malakand Agency, there was only a variation of 1. There is no reason why the figures for the enumerated population of agencies and tribal areas should not have been reported with no margin of error immediately after the actual taking of Census.

Industrial Census.

25. The making of arrangements for the industrial Census gave no trouble in this Province. The figures obtained are shown in Table XV, Part

E of the Imperial Tables; and a reference to that table will show how trifling they are. A special form of schedule, prescribed by the Census Commissioner for India, was sent to all owners, managers, etc., of factories in which 20 or more persons are commonly employed. I arranged for these to be collected by special enumerators. Only 10 such schedules were issued in all.

26. Subsidiary Table II, appended to this chapter, shows the number of forms of each sort supplied and used. All districts had an ample margin, but owing to the exaggeration of the number of houses for which they would be required, which I referred to in paragraph 16 above, I received a number of supplementary indents and ordered a further supply, part of which it was not eventually necessary even to despatch from the press.

Supply of forms.

27. In the main, the attitude of the public towards the operations was satisfactory, and no prosecutions were necessary under the Census Act. I heard of a few cases of refusals to act as Census officials, and of more of grumbling, all of course by non-officials. The bulk of the work however, was done by officials; for the writing up of the preliminary record was done in all rural areas by patwaris, and the machinery for collecting the provisional totals was furnished by the revenue staff. It is no exaggeration to say that it is only the presence of that staff which renders it possible to take a detailed Census of the North-West Frontier Province at all, and the manner in which they worked, with no hope of reward beyond the possibility of receiving a certificate acknowledging their services, is deserving of the highest praise.

Attitude of the public towards Census operations.

28. It may be useful if I note here the number and classes of certificates issued. These last were of three classes, those of the first class being printed in gold, those of the second in red, and those of the third, in black.

Issue of Sanads.

Statement showing Sanads issued to Census Officials.

District, etc.	SANADS ISSUED.		
	1st Class.	2nd Class.	3rd Class
Hazara ..	11	117	233
Peshawar ...	26	189	390
Kohat ...	14	45	124
Bannu ...	7	50	100
Dera Isma'il Khan	7	65	129
Kurram ...	1	...	...
Railway Deptt....	2	5	2

They were issued in the manner shown in the margin. The instructions to guide district officers in making recommendations for sanads, which were based on those issued by the Superintendent, Census, Punjab, on previous occasions, were as follows:—

(a) Cantonments, Municipalities, should be asked to arrange for rewards to their Census staff out of their own funds.

(b) Only non-officials, in other cases, should be given rewards.

As a general rule in 1891 and 1901 less than Rs. 5 was not paid to any individual, but when rewards are paid to a number of non-officials as compensation for distance travelled, etc., less than Rs. 5 may have to be given to each. All rewards should be distributed as promptly as possible.

Sanads will be, as on previous occasions, of three classes, printed in gold, red and black, respectively. They should not be given to gazetted officers or to Tahsildars.

Sanads of the 1st class should be given only for exceptionally good service to non-officials of position or officers of the superior grades. They will not be accompanied by money rewards.

Sanads of the 2nd class also should not ordinarily be accompanied by money rewards. They should be given to subordinate officials whose services merit recognition, but who can not be rewarded in money; and to non-officials of same standing, for whom small cash rewards would be generally unsuitable.

Sanads of the 3rd class are intended to accompany rewards in money in cases in which the recipients have done specially good service, but they can also be given to officials and non-officials whose services require recognition but not pecuniary reward.....as a rule not more than two or three Sanads of the 1st class will be given for each tahsil..... as a general guide, it may be stated that Sanads of the 2nd class should be given at the rate of 20 to each 100,000 of the population and Sanads of the 3rd class at double that rate, but the number granted must depend on the character of the work done in each tahsil.

The fact that an official has received a Sanad, or that he has done good work in the Census, even though he has received no Sanad, should be, in all cases, recorded in his character roll. Bad work should be similarly recorded.

SUBSIDIARY TABLE I — *Census Divisions and Agency.*

District or Agency.	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
Total ...	133	1,095	12,932	133	1,095	12,932	3,272	397	33
Hazara ...	36	345	3,983	36	345	3,983	3,524	368	32
Peshawar ...	40	387	4,855	40	387	4,855	4,139	429	34
Kohat ...	20	100	1,131	20	100	1,131	2,107	421	37
Bannu ...	13	118	1,342	13	118	1,342	3,529	389	34
Dera Ismail Khan ...	15	109	1,445	15	109	1,445	3,647	502	38
Agencies (Trans-frontier posts)	7	20	126	7	20	126			
Railways ..	2	16	50	2	16	50			

SUBSIDIARY TABLE II — *Number of forms supplied and used.*

District or Agency.	a—SUPPLIED								b—USED.			REMARKS.
	Enumerations Book Covers		Block Lists.		GENERAL SCHEDULES.				Other forms issued.			
					Actual number		Per 100 houses.					
	a	b	a	b	a	b	a	b	Household schedules.	Boat tickets.	Travellers tickets	
1	2	3	4	5	6	7	8	9	10	11	12	13
<i>Districts:—</i>												
Hazara ...	4,604	4,604	8,208	7,911	86,722	77,789	68	63	221	...	1,000	
Peshawar ...	4,546	4,408	6,766	5,487	84,024	77,955	168	160	713	150	2,800	
Kohat ..	1,768	1,700	4,070	2,800	34,032	33,518	82	79	220	...	800	
Bannu ...	1,989	1,469	3,600	1,986	34,133	28,995	74	63	126	...	1,000	
Dera Ismail Khan ...	2,620	1,880	3,864	3,032	50,059	45,000	90	81	200	...	...
<i>Agencies —</i>												
*Kurram ...	70	70	641	591	2,008	708	..	..	8	...	...
Malakand ...	90	62	120	67	1,500	500	..	...	...	...	..
Khyber ...	23	17	23	21	434	259	...	..	5	...	...
*Tochi ...	214	39	427	419	3,356	158	...	...	15	...	..
Wana ..	20	18	20	...	250	150	..	..	7	...	...
Total North-West Frontier Province.	16,004	14,267	26,739	22,314	296,518	265,032	68	61	1,495	150	5,600	

*Forms were supplied for the Kurram and Tochi Agencies when it was intended to enumerate the total population of the revenue paying portion of the Agency in each case

SUBSIDIARY TABLE III—*District Census Charges.*

District or Agency.	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.		
Hazara ... {	1911 ...	87	0	0	695	0	0	...	87	0	0	...	42	14	0	87	0	0	900	14	0			
	1901 ...	60	0	0	608	2	7	...	60	0	0	...	66	15	0	144	0	7	99	2	2			
Peshawar, 1911	... 20 0 0	357	9	10	375	15	10	...	184	4	0	...	4	0	0	168	2	4	1,110	0	0			
Kohat, 1911	... ..	...	...	...	415	6	0	...	9	10	3	...	6	11	0	138	6	...	57	2	0		
Bannu, 1911	... ..	20	1	9	448	8	6	...	49	0	0	...	9	11	9	2	10	0	53	0	...		
Dera Ismail Khan, 1911...	... ..	1	12	0	500	0	0	...	50	0	0	...	19	4	0	256	9	1	867	9	1		
Kurram, 1911	... ..	17	13	6	...	...	...	...	...	...	...	...	...	...	...	...	...	...	17	13	6		
Malakand, 1911	... ..	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Khyber, 1911	... ..	11	8	6	...	...	89	8	3	5	4	0	...	...	...	...	...	...	156	4	9		
Tochi, 1911	... ..	...	...	...	...	...	...	...	...	...	...	...	...	...	...	50	0	0	50	0	0		
W 1911	... ..	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total N.-W. F. (1911	20 0 0	495	13	7	2,435	14	4	89	8	3	425	2	3	...	82	8	9	702	2	2	4	5	11	6

CHAPTER II.

COMPILATION OF THE RESULTS OF THE CENSUS.

29. As the population to be dealt with was so small, the obvious course was to carry out all the operations subsidiary to the preparation of the Census Tables in a central office. In Peshawar the provision of office accommodation and the selection of the necessary office staff presented least difficulty, and it was plainly the most suitable place from every other point of view; accordingly the Tabulation Office was located there. I found it impossible to obtain the loan of a Government building for the purpose, and was compelled to hire the necessary accommodation. This I found in a large residential bungalow (No. 39 the Mall). The rent was Rs. 100 per month. The bungalow contained 8 large and 14 small rooms (intended to be used as dressing and bath rooms), and in these I found no difficulty in fitting in my staff.

Tabulation
Office situated at
Peshawar.

30. The establishment I entertained was as follows:—one Deputy Superintendent, (a Naib Tahsildar, on a deputation allowance of Rs. 20 per mensem), three Inspectors, (Field Kanungos deputed respectively from the Hazara, Peshawar and Kohat Districts, who each received a deputation allowance of Rs. 10 per mensem), one Record-keeper, who came to me on the same deputation allowance from the Peshawar District, where he was officiating as District Kanungo, an Assistant Record keeper on Rs. 20 per mensem, an Accountant on Rs. 35 per mensem, fourteen Supervisors on Rs. 25 or Rs. 30 per mensem each, and fourteen Assistant Supervisors on Rs. 15 per mensem. These formed the superior staff. The copyists consisted of Patwaris and Patwari candidates, sent in to me by the Deputy Commissioners of Peshawar, Hazara, Kohat and Bannu. It would have been an advantage to have Patwaris from Dera Ismail Khan to copy the Dera Ismail Khan slips, but the work of the Patwari establishment in Dera Ismail Khan is particularly heavy in March and April, as nearly the whole of the district is under a fluctuating assessment, and the Dera Ismail Khan slips had to be copied by men from other districts. As far as possible, copyists from Bannu were employed for the purpose. I had arranged to have 150 Patwaris and Patwari candidates sent in to Peshawar. The total number who actually joined the office was 140 (Peshawar 60, Hazara 43, Kohat 19, Bannu 18) but the number present on any one day never exceeded 133; many of the men selected only came in after considerable delay, and, even after all had joined, there were always several absentees owing to sickness or other causes. The men were accordingly grouped in fourteen gangs, the full strength of which was 10 men each. There were always, however, men moving from one or other of the gangs. The pay given to copyists was Rs. 12 per mensem in the case of Patwaris and Rs. 10 per mensem in the case of Assistant Patwaris and Patwari candidates, *i. e.* their ordinary pay with a deputation allowance of Rs. 2 and Rs. 3 per mensem respectively in view of the enhanced cost of living at Peshawar. It was not possible to employ Patwaris on the piece—work system, but a standard daily task was fixed, as will be noticed later, and rewards were given or fines imposed according as the daily outturn exceeded or fell below this. In addition to the general staff, one copyist was entertained on Rs. 25 per mensem to copy the entries on English schedules. The menial staff attached to the office consisted of two sweepers (I allowed some of the Patwaris to live in the servants' quarters attached to the bungalow), 2 water carriers, one Hindu and one Mohamman, and two Chaprassis.

Establishment
entertained.

31. About one-half of the copying staff joined the office on March 15th, or the fifth day after the actual taking of the Census. The enumeration books for the Peshawar District were received by that date or soon afterwards. Those from the Bannu and Kohat Districts were all received by the end of March, and those for the Hazara and Dera Ismail Khan Districts early in April. For the first week or ten days I deputed two Supervisors to assist the Record-keeper and Assistant Record-keeper in checking and arranging the enumeration books, and

Date of com-
mencement of
work, and furni-
ture provided.

as enough copyists had not joined the office to make up the full number of gangs, their services could easily be spared for this duty. I had three rows of wooden shelves fixed round one of the rooms of the bungalow; one hundred feet of shelves two feet wide provided record room accommodation for the enumeration books of the Province. One day was spent in settling in the s. T, and explaining to them their duties, and on March 16th the work of copying began. Each copyist was provided with a *chitai* mat to sit on, a box of pigeon holes to put his slips in, a pencil and a supply of slips. *Chitai* mats four feet square I obtained at 5 annas per mat. For boxes of pigeon holes I obtained a supply of empty kerosine tin cases; each one was sawed in two lengthwise and made two sets of pigeon holes. The sets were procured, including the price of the kerosine tin cases, at 9 annas each set. Each contained 30 pigeon holes, five one way and six the other. This enabled each set to contain pigeon holes for slips of every kind—six for each sex and civil condition multiplied by five—being the different colours of slips procured. Mohammadans, as the most numerous, were represented by *badami* slips, Hindus by green, Sikhs by red, Christians by blue, and 'Others' by yellow. In point of fact, it is not necessary to have so many pigeon holes. The great majority of Christian slips refer to Europeans, the entries for whom are written in English on the schedules, the copying of which has also to be done in English. The supply of slips required for Christians and others is very small, and I found that if they were to be readily accessible they had to be kept together under the control of the Deputy Superintendent. If they were distributed among the bulk of the copyists there was a risk of their being lost; and, as so few could be given to each man, one was never at hand when it was wanted. Eventually, I left with the general copyists only slips for Mohammadans, Hindus and Sikhs, and entries for other religions were copied by a special copyist. On a future occasion therefore I would only supply the bulk of the copyists with a set containing 18 pigeon holes (6 for sex and civil condition and 3 for the main religions). This would render cheaper the supply of pigeon holes, and would leave more room for each in the box from which they were made. My pigeon holes were ordered to be each just a trifle over two inches broad; many in point of fact were a trifle under two inches in breadth, and the slips when put into them were apt to jam.

Instructions
given to slip
copyists.

32. Each copyist was given printed instructions (in vernacular) for copying the slips. These contained a list of the colours of slips used to indicate religion and the symbols printed on them to indicate sex and civil condition. They contained directions as to how the pigeon holes should be labelled now, the slips should be arranged in them and the entries to be made on the slips. They contained also the following lists of sanctioned abbreviations:—

Column 7.—(Age).—For infants, whether entered as 'dudpita' or whose age was entered in months, a cypher was to be written.

Column 8.—(Caste or Tribe).—The following abbreviations were sanctioned for names of castes and tribes:—

Mohammadan ...	{	Awan	A	} For Hazara District
		Gujar ...	...	G
		Tanaoli ...	...	T
Hindu ...	{	Khatri	K	} For Peshawar District
		Arora ...	...	Ar
		Brahman ...	...	B
Mohammadan ...	{	Pathan or Afghan	P	} For Kohat District.
		Awan ...	...	A
		Saiad ...	...	S
Hindu ...	{	Arora	Ar	} For Kohat District.
		Khatri ...	...	K

Mohammadan ...	{	Pathan or Afghan	.	P	} For Bannu District.
		Awan	..	A	
		Saiad	...	S	
Hindu ...	{	Arora	...	Ar	}
		Khatri	...	K	
		Brahman	...	B	
Mohammadan ...	{	Pathan or Afghan	.	P	} For Dera Ismail Khan District
		Baloch	.	B	
		Jat	..	J	
Hindu ...	{	Arora	...	Ar	}
		Khatri	...	K	

Column 12.—*Birthplace*.—Persons born in the district of enumeration were to be marked with a cypher.

Column 13.—*Language*.—Pashto was to be indicated by P, Panjabi by Pn, and Hindki by H.

Column 14.—*Literacy*.—N (*na-khanda*) was to be written for persons recorded as illiterate, and Kh (*khanda*) for the literate.

For columns 9, 10 and 11 (Main and subsidiary occupations of actual workers and means of subsistence of dependents) the following abbreviations were sanctioned. It was only necessary to distinguish between non-cultivating proprietor, cultivating proprietor, non-cultivating tenant (these were very rare and no abbreviation was prescribed for them) and cultivating tenant. The same abbreviation therefore was indicated for all the names used to describe agriculturists coming under any of three groups for which abbreviations were sanctioned. The abbreviations were fixed upon after discussing with my staff, who between them had experience of the whole Province, the meanings locally applied to the various words likely to be used:—

Murtahin, *Muafidar* and *Jagirdar* were to be indicated by M (*Malik*, i.e. non-cultivating proprietor) as the first is only used for a mortgagee in possession who is not likely to be so entered unless he is virtually the owner, and the two latter can be assumed in the majority of cases not to cultivate their land themselves.

Malguzar, *Malik Khudkasht* and *Murtahin Khudkasht* were all to be indicated by M. K. (*Malik Khud Kasht*) as the first indicates that the person referred to is a cultivating proprietor in ninety-nine cases out of a hundred. The second states specifically that he is so, and the third is the logical outcome of showing *Murtahin* as M.

The following terms, which all in common use denote a cultivating tenant, were to be indicated by Ka (*i. e. Kashtkar*)—*Ijaradar*, *Haqdar Dakhilkar*, *Kashtkar-Maurasi*, *Maurasi-ghair-haqdar*, *Ghair Maurasi*, *Muzara-haqdar*, *Muzara*, *Karinda*, *Shikmi-muzara* and *Zamindar* (in the districts of Hazara, Peshawar, Kohat and Bannu.) In Dera Ismail Khan, however, where the word is generally used of a cultivating proprietor, *Zamindar* was to be abbreviated as M. K.

33. The Supervisors and Assistant Supervisors, in addition to the instructions to copyists, were given detailed instructions, printed in vernacular, (translated from the directions given in Chapter II, Imperial Code of Census Procedure, Part II) as to the way in which the copyists' work was to be checked and as to the principles on which they were to direct the filling up of columns accidentally left blank in the schedules.

Instructions given to supervising staff.

34. Before going on to indicate the rate at which slip copying was carried out, and the system of rewards and fines by which it was ensured that the work was done with reasonable expedition I would mention here that I

Entries c terms which are not names of recognised religions.

should have been saved some trouble if I had given directions at first as to how entries in column 4 (a), which were not the name of any recognised religion should be treated. A certain number of entries in column 4 (a) were found of "Chuhra," "Chamar," etc. Under the instructions, Supervisors were authorised to fill in column 4, where left blank in the schedules, but no directions were given as to how they should treat "Chura," etc., when entered as a religion. In consequence such entries were made on the slips for "others," which necessitated the obtaining of a further supply of yellow slips, and gave some trouble in tabulation, when the persons referred to in these entries had to be amalgamated with Hindus.

Time spent on slip copying and pace of outturn.

35. The actual work of slip copying began on March 16th. The number of copyists present on that day was 63, and the number of slips copied up to the evening of March 19th (the end of the week) was 51,057, or an average of 315 slips per man, per day. By the end of the following week the number of copyists had risen to 126, and the average number of slips copied per day by each had also risen 541. For the week ending April 1st the number of copyists was 131 and the daily average outturn per man was 576 slips. In the following week, the daily average per man was 719 slips; by April 15th it was 778, and the work of copying the vernacular slips concluded on the evening of April 20th, the daily average outturn per man for the last three days being 732 slips. On April 20th, there only remained the copying of a certain number of English slips. This work had of course to be done by a special copyist with a knowledge of English. He had certain other miscellaneous duties to perform, and no daily task was fixed for him. He finished the copying of these slips by the middle of May. The general average for the copying of vernacular slips worked out at 625 slips per man, per day.

Calculation of rewards and fines.

36. The daily task fixed for copyists was the copying of 500 slips. For the first three days, which I treated as a time for practice, no rewards were given or fines imposed; but after this period of grace a man was fined if he failed to copy his 500 slips and rewarded if he exceeded that amount according to the following scale: a half anna fine was imposed for any number by which he failed to reach 500, not exceeding 50, one anna fine for any number not exceeding 100 and so on. If he copied as many as 50 slips above the prescribed number he got a reward of half an anna, and the same reward for every successive full fifty copied over and above the minimum prescribed. The rate was therefore the same (one anna per 100) both for rewards and fines, the only difference being that any number less than 50 by which he failed to reach the minimum counted as 50, and no number by which he exceeded the minimum counted until 50 had been reached. From the account given above of the rate at which slip copying was carried on, it will be seen that on this basis the sums realised as rewards were considerable, some few men earning Rs. 8 or Rs. 9 in a month over and above their pay. There were of course some men who never reached the prescribed minimum of 500 slips a day; but they were very few in number, and in view of the rate of slip copying which was attained to with ease by the bulk of the copyists, I should be inclined on a future occasion to begin the work by fixing a daily task of 600 slips a day. It is always possible to reduce the daily task, but to increase it would be likely to lead to discontent, and for this reason I did not alter the number I had fixed even after I had seen with what ease the copyists could go beyond it. My method of calculating rewards and fines was not a very scientific one, and a more logical method would have been to pay for 100 slips copied above the minimum (500) the amount earned at the rate of pay given for one-fifth of a day's work. Assuming the average month to contain 26 working days, the rate of pay given gave a daily wage of just under 6 annas 2 pies in the case of men on Rs. 10 per mensem, and a daily wage of just under 7 annas 5 pies in the case of men on Rs. 12 per mensem. One-fifth of the first rate would be just over one anna two pies, and of the second rate just over one anna five pies. The actual rate fixed for rewards and fines was therefore slightly lower than the rate obtained by calculating the pay earned, for each day and a fraction of a day, at the monthly rates fixed; but in view of the simplification of the method of calculating rewards and fines thus obtained, this consideration seemed of little importance.

37. The slips were obtained from the Mufid-i-Am Press at Lahore, the requirements being calculated by adding 25 per cent. to the figures for persons of each religion) sex and civil condition at the Census of 1901. I would note here one point as to the manner in which the slips were sent out. It was indicated in the Imperial Census Code that the slips, to facilitate counting, should be fastened up in bundles of 500 or, in the case of those received in small numbers, of 100 each; and this was done by the Press. Unfortunately the bundles of slips were fastened up in paper bands, which proved not strong enough to resist the shaking which they received on their journey from Lahore. The result was that several boxes arrived with nearly all the paper bands broken; and even if not broken on arrival, the bundles came to pieces on the box being opened and the contents removed. The result was that it became a matter of great difficulty to check the number of the slips. On another occasion it would be well to arrange that the bundles of slips should be tied up with jute or some material better able than paper to resist the jolting which the boxes receive in transit by rail. It would be well also to arrange that the boxes should be received and the checking of their contents begun at least a week before the copying of slips is expected to begin. On the present occasion the boxes of slips were only opened on March 14th. The copyists began to arrive on March 15th and began their work on March 16th. And had it not been that the copyists were not all present, and consequently nearly one-half of the Supervisors and Assistant Supervisors were at leisure for the first few days to tie up and check the supply of slips, some embarrassment might have been caused. The supply of slips proved, in the main, fully adequate and no further supply after the first was obtained from Lahore. Owing to the mistake mentioned above in the supply of slips for "Others," it was however necessary to obtain locally a small supply of yellow slips; and I also got printed at Peshawar a few thousands of slips for various sexes and civil conditions among Hindus, Sikhs and Christians. I have mentioned above that it is not advisable to issue to the general copyists slips which are required in such small numbers as those for Christians and 'Others' in the North West Frontier Province. Even in the case of Hindus and Sikhs, the followers of these religions form so small a proportion of the population of this Province that the slips have to be doled out with great care; otherwise it is found that they get lost, or so scattered that those of the precise denomination required cannot be found immediately. After issuing these slips (for Hindus and Sikhs) I found it necessary to collect again the bulk of them and place them under the charge of the Deputy Superintendent who issued them to Supervisors as they were required.

Provision of slips.

38. The supervision by the Superintendent of the work of slip copying is of course an easy matter in the North-West Frontier Province, provided, as was done on the present occasion, the enumeration books are all collected and the slips copied in one place. Having only one Tabulation Office, he is able to supervise it personally, and every day while slip copying was proceeding, I spent some hours in the office checking the work. I did not think it necessary to keep any detailed record of the testing carried out by me, but my inspections served to satisfy me of the general accuracy of the results of testing recorded by Inspectors and by the Deputy Superintendent. These officials between them tested entries for 97,955 persons or roughly 4 per cent. of the persons for whom entries were copied. The mistakes discovered by them amounted to 750, or about 7 per thousand. This figure does not, however, represent the degree of accuracy attained to in the copied slips; for mistakes were naturally far more numerous during the first few days of the work. Up to March 25th, in which period 430,566 slips were copied the ratio of mistakes found to entries checked was 14 per thousand and a good deal of time was spent afterwards by copyists in revising their slips; but taking the remainder of the period spent in slip copying, in which the bulk of the slips were copied, the ratio of mistakes found to entries checked was 5 per mille; and during the last three days of the period the checking of the Deputy Superintendent revealed mistakes only amounting to 3 per mille. In my own inspections I seldom found so many mistakes as this towards the end of the copying of the slips. The copyists clearly understood that if mistakes in excess of one per cent. were discovered in their work by Supervisors, they would be required to revise the

Supervision of slip copying, and the accuracy of the results.

whole of their slips again; and they quickly learned that for them the most satisfactory method was to copy the slips correctly in the beginning. Apart from the question of rewards, all Patwaris and Assistant Patwaris (who amounted to 70 men out of the copyists employed, the remainder being Patwari candidates) desired to get back to their villages as soon as possible, as is indeed shown by the date of outturn to which they attained; but no time was to be saved by copying a large number of slips, if at the same time they proved incorrect.

The employment of Patwaris as copyists.

39. The results, I think, amply justified the employment of Patwaris; indeed without them it would be difficult to get together the requisite staff at all. For the post of Assistant Supervisors, on pay of Rs. 15 p.m., I found considerable difficulty in finding suitable candidates, although I advertised in the only vernacular newspaper in the Province and sent copies of my advertisement for public notification to all Deputy Commissioners, and to Cantonment Magistrates, and Sub-divisional Officers in the Peshawar District. I only received some thirty applications in all; and many of the applicants were hardly literate. I may mention here that the bulk of the men employed as Supervisors I obtained from Deputy Commissioner's offices, where they were either employed as junior clerks, or where their names were registered as candidates. From among the latter I obtained several men who did very well. This however is a digression. I would only point out here that owing to the rarity of literate persons in the Province, and the high rates of wages earned by manual labour, it would have been, I believe, impossible, on the pay offered, to obtain the number of men required to copy the slips, otherwise than by the employment of Patwaris.

Supervision of gangs of copyists whose outturn was large.

40. The large number of slips copied per day by a gang of copyists made it impossible in some cases for the Supervisor with his assistant to keep the work of checking up to date. In these cases, as I had no reserve of men to call upon for employment in the supervising staff, I took off a man from his copying work and employed him in checking. This both reduced the number of slips to be checked and strengthened the agency for checking them. While so employed a man could of course earn no reward for any extra number of slips copied by him, he merely received pay at the monthly rate and nothing more. The copyists were accordingly employed in rotation in checking, in those gangs in which the Supervisor and assistant were unable to keep abreast with the work. In point of fact, however, it was not often necessary to employ this device, as it so often happened that one or two copyists were absent from a gang, and thus the daily outturn did not prove more than the supervising agency could cope with.

The supervising staff.

41. I have already given a list of the staff employed in the Tabulation Office. It will however perhaps be useful if I add some remarks in detail on the personnel of the establishment. As the Superintendent is able in this Province personally to supervise his one Tabulation Office, the Deputy Superintendent need hardly be of the grade desirable in the larger Provinces where so much greater a responsibility is placed upon him. My Deputy Superintendent was a Naib Tahsildar, who had been deputed, when a Kanungo, to the Census Tabulation Office at Rawalpindi in 1901. The experience he gained there of course stood him in good stead on the present occasion; and I consider that a Naib Tahsildar, provided he has a good knowledge of English, is suited for the post of Deputy Superintendent in the North-West Frontier Province. As Inspectors during the period of slip copying (and afterwards during sorting) three Field Kanungos were sent to me on deputation. These men were admirably suited for the work. They were accustomed to controlling Patwaris, and were well acquainted with the conditions prevailing in rural areas. Their advice on the classification of caste and of the exact meaning of terms for occupations was also valuable. They had no special knowledge of the conditions of life (castes, tribes and occupations) to be found in towns; but I endeavoured to remedy this by entrusting the work of copying the entries in enumeration books for urban areas to gangs supervised by men living in the area concerned; and the gang which copied the slips for Peshawar City was well managed by a

Supervisor who came to me on deputation from the office of the Municipal Committee, Peshawar. Of the other 13 Supervisors appointed, nine were candidates or held officiating appointments in the office of Deputy Commissioners of the Province, and four were outsiders obtained by advertisements posted at district headquarters. Of the total fourteen, seven received Rs. 30 and seven Rs. 25 per mensem, though the pay of one of the latter was subsequently raised to Rs. 30. Assistant Supervisors were paid Rs. 15 p m. They were all obtained by advertisement, and only two were in Government employment, either permanent or temporary before coming to the Tabulation Office. One was a *basta bardar* in the office of the Revenue Commissioner and the other a destruction Moharrir in the Deputy Commissioner's Office, Peshawar. I was satisfied with the work done by the Supervisors and Assistant Supervisors; and, although wages are high at Peshawar, I consider the pay offered was high enough.

42. When slip copying began I had shelves for the reception of the bundles of copied slips fixed in a small room adjoining the Record Room. As soon as the Record-keeper had checked the additions in Register A and had verified the number of slips in at least one Circle bundle for each Charge, the slips were consigned to the shelves, arranged in Circle bundles. Meanwhile wooden boxes were prepared for their reception, each about 12" x 6" x 8". The number of boxes used in all was 298, and each contained as nearly as possible 7,500 slips. The slips for Christians and others were excluded from the boxes in which slips for other religions were placed; but owing to the small numbers of Sikhs and Hindus, it was found that it would entail much labour to arrange these also in separate boxes, and they were therefore included in the boxes with the Mohammadan slips, one box being reserved for the females of a Charge and another for the males. It was necessary of course to sort separately the slips for each tahsil and town, but no single tahsil (rural area) contained more than 4,463 Hindus of one sex (the average was about 2,000) or more than 1,455 Sikhs. It would therefore have involved considerable labour to arrange the slips for Hindus and Sikhs in separate boxes of about the right number of slips; whereas it was found that the males, or females, as the case might be, of the three main religions contained in one Charge, in most cases amounted to the number required for one box of slips. This made the making up of boxes of slips an easy matter, and ensured that separate figures in every table should be available, if required, for each Charge. A separate sorter's ticket had of course to be used for the slips of each religion, and as each box contained slips of three religions, three sorters' tickets were required for each box. This necessitated the printing of an unnecessarily large number of sorters tickets, and also increased largely the number of entries which had to be totalled in compilation. In paragraph 2 of Chapter III, Imperial Census Code, Part II, it is explained that in the case of the minor categories several different kinds of slips pertaining to the same tahsil may be placed in the same box; and in view of the fact that no tahsil contained enough Hindus or Sikhs to fill one box, and that Hindus and Sikhs, in view of the predominant Mohammadan population, are virtually "minor categories," I read the instructions as sanctioning the course I pursued. On a future occasion I would, however, insist on the slips for the three religions being kept separate. It would of course involve some delay before all the boxes of slips for sorting were made up, but this would be more than compensated for by the saving in printing and in the number of items for Hindus and Sikhs which required to be totalled.

The arrange-
ment of slips for
sorting.

43. When the copying of slips was finished, the bulk of the slips had been made up into boxes for sorting; and thirteen of the gangs of copyists were able to start immediately on the sorting of the slips. The gang of copyists which had proved most efficient was retained at copying work to copy the slips for infirmities. At first I fixed the daily task for these slips at 200 per day; but I found that this was far in excess of what the copyists could do in view of the large amount of time spent in turning over the pages of enumeration books to find entries of infirmities, and the daily task was lowered to 100 per day. This represented pretty accurately what a man could do if he worked well; no copyist exceeded this number by many slips, but the outturn of few fell much below it. Only about a week was spent on this task, and the copyists employed upon it then proceeded, like the others, with the work of sorting.

Copying of
slips for infr-
mities.

Daily outturn
by sorters.

44. The daily outturn demanded of sorters was as follows :—

For Table VII	...	...	...	4,000 slips.
"	"	VIII (males)	...	9,000 "
"	"	" (females)	...	15,000 "
"	"	IX (males)	...	18,000 "
"	"	" (females)	...	25,000 "
For Tables X and XI (towns)	...	...	...	15,000 "
"	"	" (rural areas)	...	20,000 "
For Table XIII (towns)	...	...	...	3,000 "
"	"	" (rural areas)	...	4,000 "
"	"	XIV	...	7,000 "
"	"	XV (rural areas)	...	5,000 "
"	"	" (towns)	...	3,000 "
"	"	XV (B)	...	8,000 "

I found that these rates, which were fixed in each case a day or two after sorting for the table concerned had begun, represented nearly enough what a man, working reasonably hard, could attain to. Little was earned as rewards, nor did the fines imposed amount to any considerable sum. It may be assumed therefore that the rates were reasonable. To calculate the pay earned by each sorter the total shown in column 8 of Register K was multiplied by *7½ in the case of Patwaris, and by *6 in the case of Patwari candidates and Assistant Patwaris ; and the result was the pay, shown in annas, earned by each sorter. Sorters were considered to have begun their sorting from the time they finished the preliminary counting of the slips ; for the time spent on such counting they were paid at their monthly rate.

Sorting for
Table XIII.

45. As laid down in the Imperial Census Code, Part II, the services of Assistant Supervisors were dispensed with as soon as slip copying was finished, and a Supervisor only superintended the work of each sorter's gang. As regards the bulk of the tables, I have nothing to remark. The instructions printed on the backs of the sorters' tickets explain all that is required to show the exact procedure followed. As regards Tables XIII (Caste) and XV, (Occupation), however it will perhaps be useful if I add something further. For Table XIII, I gave each Supervisor a list of 30 castes and tribes to be sorted for first. These 30 castes were (excluding Pathans) those which were most numerous in the district concerned in 1901, and until all the slips showing the names of any of them were sorted the remainder were put aside, Pathans in one heap and other slips in another. I then gave Supervisors a list of all the other castes shown in Table XIII of last Census (excluding one or two names such as Bania, which is not now recognized as a caste name proper, and Ulema, which never was a name of a caste, but merely a convenient designation for groups with pretensions to learning or sanctity which cannot be assigned with confidence to any recognised caste), together with a list of the sections of Pathans most numerously represented in the district in question. Any slips bearing the names of castes or tribes shown in these lists could be disposed of at once. The names of castes and tribes found on the slips over and above these were furnished to me daily by the Supervisor in charge of each gang, for orders as to their disposal. The sorter, that is to say, sorted his slips by whatever names he found upon them, but instead of entering up the names in his sorters ticket, he wrote them on a piece of blank paper and gave this to his Supervisor. The lists sent to me showed, in addition to the names entered in the caste column, columns showing the district of enumeration, the birth-place, the occupation, and the opinion of the Inspector and the Deputy Superintendent as to the caste or tribe in which each should be included. I devoted considerable attention when on my tours to the question of obtaining correct entries in column 8 of the schedule, but the results, as seen in the Tabulation Office, do not seem to have been very successful. I particularly asked that the main tribe of Pathans should be recorded, and not the name of a small section, but for all my efforts I found that in a considerable proportion of the entries, the name recorded was that of a Khel which I had great difficulty in locating at

*7½ annas is the daily pay of a man on Rs. 12 and 6 annas that of a man on Rs. 10 per mensem.

all, or which was shared by sub-sections of three or four separate tribes. Mr. Maclagan, writing in connexion with the Census of 1891 (*vide* Punjab Census Report 1891, p. 312) remarked: "I am afraid the figures under many of these Pathan tribes will not be of any great value. There are so many names which belong to the clans of several tribes, that when the clan name alone is returned, (as it very often is) it is impossible to fix with certainty the tribe under which the entry should be classed; for instance the returns of 1881 show Ali Khel as a clan of the Bangash, of the Mohammedzai, of the Mohmand and of the Orakzai; Khan Khel as a clan of the Khattaks of the Mohmands, of Swatis, of Tanaolis and so forth; and you cannot be sure without enquiring at his village whether the man returned as a Khan Khel is a Khattak, or Mohmand, or what." In 1901 little attention seems to have been devoted to the matter, and the lists of Pathan tribes printed in Census Table XIII consist of heterogeneous lists of names, most of which should have been included in one of the other tribes given in the list. I had devoted considerable attention to the question when preparing a caste index for the Province; and though I had abandoned in despair the attempt to dictate what tribes should be shown in column 8 of the schedule, and what should not, I was at any rate in a position, with the assistance of the local knowledge possessed by my Deputy Superintendent and Inspectors, to decide without delay how each sub-section of Pathans recorded in the schedules should be treated. I would note here, however, the doubt and confusion in which one is thrown by the fact that there is so far as I know no publication which gives a compendious and at the same time a complete list of the sub-divisions into which the Pathan tribes are divided. A Dictionary of Pathan tribes was published by the General Staff, Army Headquarters India in 1910, but a reference to its pages often failed in tracing the name one sought for. A more useful compilation in this connexion in the 'Pathans' volume of a series of Handbooks for the Indian Army. This volume was written and published in 1910 by Major R. G. I. Ridgway. I derived of course too great assistance from the various District Gazetteers, which all contain accounts of the main tribal sub-divisions of the inhabitants of the district treated of. But I often found that the local knowledge of my staff proved more useful than all the collections of printed matter I could lay hold of; and in such cases I had no hesitation in following it. The fact is that the sub-divisions of Pathan tribes are infinite; across the border, at any rate, new Khels are constantly being formed, and, though the process appears to be going on slowly if at all in British territory, it had by the time of annexation proceeded far enough to prove a fertile source of embarrassment. Outside the difficulty of allotting the Pathan population to its several tribes, the returns for other castes gave me a good deal of difficulty. Here too many of the entries recorded were names of some sub-division of the caste or tribe. In such cases I found the caste index prepared in connexion with the Census of the Punjab in 1891 of the very greatest use. The caste index printed as part of the Report of that year gives not only the names of all the castes of the Punjab but all the caste sub-divisions recorded under each; the occupation shown in the schedule generally gave me an inkling of the caste under which the name concerned should be included, and where, as was generally the case, I found the name I sought recorded in 1891 as a sub-caste of the caste concerned I had little hesitation in including it in it. In a good many cases of course one found the name of a sub-caste shared in common by several castes; in such cases one could only allot the entry to its place after considering the indications which birth-place and occupation afforded. For some days my caste lists, which, in order to avoid the risk of error in transliteration, I had prepared in vernacular, took up the bulk of my time. Orders had to be passed on each at once, otherwise the sorters sat idle. The lists were sent in to me every evening, and on the following day were returned with orders passed upon them, and the slips concerned were there entered up in the sorters ticket. Sorting and classification (or at any rate the heaviest part of the work) therefore proceeded at one and the same time. One has to work quickly, and doubtless a good deal of rather rough classification results; but I do not know how the matter could be managed more satisfactorily except by an expenditure of time which would be prohibitive. The more accurate method would no doubt be to make the sorters enter in their sorters tickets whatever names they

found in column 8, however absurd, and then to classify the entries afterwards by aid of a classification sheet, as is done in the case of Table XV. But this would mean a great increase in the time and labour spent on the process. One would lose the local knowledge which one's copying staff possessed, (I need hardly say that copyists were given no discretion whatever as to the entries they should show in the sorters tickets, but I often found that when a question arose as to what main tribe some particular Khel should be attributed, to, the Patwaris of the tahsil concerned could tell me with confidence) and the results would probably be no more accurate after all. It was necessary, however, to preserve a record of the way in which the actual returns shown in the schedules had been manipulated to produce the record of castes and tribes to be found in Table XIII, and, at the same time therefore as each sorter filled up his ordinary ticket, I caused him to prepare a *list showing all names which had been included in the castes which were shown on the sorters tickets. Table XIII has only been prepared for those castes and tribes which contributed more than 1 per mille of the total population of the Province in 1901, but I gave no list of such castes either to sorters or to Supervisors, and caused all the entries for the whole of the population to be shown in the sorters tickets, leaving till a later stage, that of compilation, the exclusion of such castes as had not possessed the requisite numbers in 1901. The method followed no doubt resulted in some amount of unnecessary sorting and entering in the tickets; but it seemed the most satisfactory way of ensuring that no persons were omitted from the record of those castes which it was required to tabulate.

Sorting for
Table XV.

46. As regards the sorting for Table XV, the sorters were directed to sort first for the following groups: 1 (a) non-cultivating owners, 1 (b) non-cultivating tenants, 2 (a) cultivating owners, 2 (b) cultivating tenants. 4 Farm servants and field labourers. The remainder of the slips they sorted for whatever entries they found in the schedules, all classification being delegated to a later stage in the proceedings, when one of the Inspectors in charge of a gang of 5 men who had been employed as Supervisors had the numbers of groups under which each came entered on the sorters tickets, the total under each group being obtained afterwards on the classification sheet for Table XV. For the few persons required to be shown for Table XVI (this table was only prepared for Europeans, Anglo-Indians and Armenians) no fresh sorting was effected, the numbers of the headings in Table XVI being written on the sorters tickets, and the totals under these heads being obtained on a classification sheet in the same way as the classification for the purpose of Table XV was carried out.

Time spent in
sorting.

47. Sorting began on April 21st and was completed, for all but slips for Europeans, which were copied somewhat later than the general slips, on May 27th. The number of sorters employed for the greater part of this period was 130, though it varied somewhat from day to-day. The number was fixed, at the suggestion of the Census Commissioner, considerably in excess of the standard laid down in paragraph 1, Chapter III, Imperial Code of Census Procedure, Part II; but, with so small a population to deal with, there was no need to adhere to a standard framed with reference to the populations of the major provinces.

Accuracy at-
tained to by
sorters.

48. No attempt was made to prevent sorters from knowing the number of slips in each box; in fact the boxes bore upon them labels (Form H) which showed clearly the number of slips of each religion contained in them. I trusted to efficient supervision to ensure that the sorting was done correctly, and as I was on the spot throughout the period spent in sorting, and was able to give several hours daily in the Tabulation Office, I think that my opinion as to the accuracy of the work is entitled to some weight. In the course of my inspections I never came across serious errors, such as the misplacing of a bundle of slips, and only one case of fudging was detected. In sorting for

*This list I had prepared on blank forms of the sorters ticket for Table III. The first column was headed "zat jo milayi gayi." The second "zat jis men milayi gayi" and the third divided into two showed the number of males and females concerned.

Table XV-B, one sorter was found to have scratched out the entries on the slips of the subsidiary occupations of agriculturists, so as to save himself trouble in sorting for Table XV-B. Fortunately the entries were still legible, and he was made to sort the boxes over again.

49. I will conclude this Chapter with a note of the establishment retained by me for the various processes following the sorting of the slips. Five men, who had been employed as Assistant Supervisors, were entertained as compilers. They began their labours as soon as the sorting of the slips for the first table dealt with had been completed, and I kept them till March 31st, 1912, when the Tabulation Office was finally closed. Till the end of September 1911, ~~i. e.~~ for four months, June, July, August and September, I retained in addition one Inspector and five Supervisors, who prepared the Classification Sheets for Table XV, and were also employed in miscellaneous checking work, notably on the tables of birth-place, literacy and infirmities. Two of them I kept on, together with the Assistant Record-keeper, till March 31st, 1912, and the Deputy Superintendent remained in charge of the office till that date, when he reverted to his permanent appointment as a Naib Tehsildar. From October 1st, 1911, to March 31st, 1912, therefore the establishment consisted of eight men, and the Deputy Superintendent. The preparation of the Imperial Tables was completed by October 31st 1911, but owing to the time taken in printing and the checking of the draft tables in the office of the Census Commissioner, I did not receive from the Press a complete set of tables until April 12th, 1912. By March 31st, 1912, the Subsidiary Tables were all prepared, and most of them had been despatched for scrutiny to the Census Commissioner. Thereafter the only establishment consisted of one clerk, who checked the work on the Subsidiary Tables for the last two chapters of the Report, and assisted me to see the Report itself through the Press. By August 31st I was able to dispense with his services also, the Report and Tables having by that time been printed, and the Administration Report only remaining to be seen through the Press. From November 1st, 1910 to April 15th, 1912, I had two Chaprasis attached to my own office, and one was attached to the Tabulation Office from its opening on March 15th, 1911, till it closed at the end of March in the following year.

Establishment
entertained for
operations subse-
quent to sorting.

50. Though the subject hardly belongs to the tabulation of the results, it will be useful if I make some brief mention here of the arrangements made for the printing of the Report and Tables. The work was done by the Commercial Press, Peshawar. They did their best, but, unless they have augmented their staff and their stock of type by next Census, I should not recommend the work being entrusted to them again. The printing of the tables was continually delayed owing to the fact that all the available type had been used up, and fresh type could not be set free by printing off and breaking up the type of the earlier tables, as the results of the checking carried out in the Census Commissioner's Office had to be awaited. As regards the printing of the Report itself, the Press had received a draft of the first eight chapters by April 13th, 1912, and were not kept waiting for any of the later ones; yet the volume did not emerge from the Press till the end of August. A good deal of this delay was avoidable, and could have been obviated if the Press had been able to furnish proofs in a shorter period.

Printing of the
Report and
Tables.

SUBSIDIARY TABLE I.—*Copying the slips.*

OFFICE.	Population dealt with.	Number of copyists.	DATE OF		Average daily outturn per head.	REMARKS.
			Commencement.	Completion.		
1	2	3	4	5	6	7
Tabulation Office, Peshawar ...	2,210,471	133	16th March 1911.	20th April 1911.	625	

SUBSIDIARY TABLE II.—*Sorting.*

PERIOD.	NUMBER OF BOXES * SORTED FOR TABLE NO.															
	VII.	VIII.	IX.	X.	XI.	XII.	XII-A.	XIII.	XIV.	XV-A.	XV-B.	XV-E.	XVI.	XVII.	XVIII.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	
Up to end of April 1911 ...	285	218	...	...	13	...	...	...	...	...	...	...	...	...	...
Up to end of May 1911 ...	7	74	292	292	279	1	1	292	292	292	292	...	1	1	1	

* Each box contained, on an average, 7,500 slips.

CHAPTER III.

THE COST OF THE CENSUS.

51. The Subsidiary Tables printed at the close of this chapter show the cost of the Census and of its different stages in each of the three financial years during which the operations were proceeding. Subsidiary Table I shows the actual expenses distributed under the heads account prescribed by the Comptroller General, while in Subsidiary Table II the expenditure is arranged under a different set of heads designed by the Census Commissioner to distinguish more clearly between the different stages of the operations. The latter table shows the expenditure not only under the Treasury, but also under the Departmental Accounts, the chief difference being that while the former show the deputation allowance only of the Superintendent and other officers deputed to Census, the latter include also their pay. Out of so small an expenditure as that involved in the Census of the North-West Frontier Province the difference between the two sets of figures is naturally large (Rs. 19,507); for the pay of the Superintendent makes up no small part of the total cost. That the difference is not greater is explained by the fact that there was a whole-time Superintendent for seventeen months only.

Two sets of accounts

52. The cost of the operations per 1,000 of population works out at Rs. 22·9 if the Departmental Accounts are looked at, and Rs. 14·1 if we regard the expenditure according to the Treasury figures. These figures leave out of account the population of the trans-border area of the Province, for which an estimate only was prepared; but if we include the estimated population also the figure falls to Rs. 13·3 and 8·2 per 1,000 persons, respectively. Taking the enumerated population only the cost per single person by the Treasury Accounts works out at 2·7 pies. This is not a high figure; but it is naturally larger than that incurred in the larger provinces in 1901. The cost of superintendence being relatively uniform, the larger the population dealt with the smaller the expenditure per head will be. It is impossible to compare the cost in the North-West Frontier Province on the present occasion with that incurred in 1901, when it formed part of the Punjab; but the marginally printed figures may not be without interest.

Cost per head of population.

EXPENDITURE ON CENSUS PER 1000 OF POPULATION.		
Province and Year.	According to Departmental Heads of Accounts.	According to Treasury Accounts.
Assam, 1901	15·8	11·4
Bengal, 1901	5·9	4·9
Berar, 1901	24·1	17·8
Bombay, 1901	7·5	7·2
Burma, 1901	16·1	12·6
Central Provinces, 1901 ...	12·6	12·3
Madras, 1901	7·1	6·4
Punjab, 1901	8·7	7·3
United Provinces, 1901 ...	6·6	5·0
N. W. F. P., 1911	22·9	14·1

SUBSIDIARY TABLE I.—Actual expenses distributed under the heads of account prescribed by the Comptroller-General.

Main head.	Sub-head.	1910-11	1911-12	1912-13	TOTAL.	
1	2	3	4	5	6	
		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
SUPERINTENDENCE	<i>Personal charges—</i>					
	Deputation allowance of officers deputed to Census duty	1,901 14 0	2,304 0 9	1,248 0 0	5,453 14 0	
	<i>Establishment—</i>					
	Pay of men without substantive appointment. Deputation allowance to men deputed to Census duty	592 0 4	878 14 6	501 0 0	1,971 14 10	
	<i>Travelling allowance—</i>					
	(i) Officers	398 11 6	137 7 0	...	536 2 6	
	(ii) Of establishment	215 7 6	228 15 6	133 0 0	577 7 0	
	<i>Contingencies—</i>					
	Office rent ... ..	...	...	...	...
	Purchase and repair of furniture	154 2 0	63 9 0	52 7 6	270 2 6	
	Local purchase of stationery	8 6 3	109 12 6	161 0 6	279 3 3	
	Postage and telegraph charges	210 0 0	50 0 0	30 0 0	290 0 0	
	Freight... ..	142 9 6	...	...	142 9 6
ENUMERATION	<i>Miscellaneous</i>					
	Temporary establishment in District Offices	438 15 9	468 4 1	188 5 4	1,095 9 2	
	Renumeration of Census officers	2,435 14 4	...	2,435 14 4	2,435 14 4	
	Travelling allowance of Census Officers	96 8 3	...	...	96 8 3
	<i>Contingencies—</i>					
	Local purchase of stationery	428 2 3	...	...	428 2 3
	Postage... ..	...	...	...	...
	House numbering	495 13 7	...	...	495 13 7
	Freight... ..	82 8 9	...	...	82 8 9
	Miscellaneous	700 12 2	...	...	700 12 2
	ABSTRACTION AND COMPILATION	<i>Establishment—</i>				
		Pay of men without substantive appointment	...	4,636 7 0	204 14 3	4,801 5 3
		Deputation allowance of officers deputed to Census duty	684 3 8	20 0 0	704 3 8
Travelling allowance ... ..		...	...	...	...
<i>Contingencies—</i>						
Office rent ... ..		...	728 10 4	8 0 0	736 10 4
Purchase and repair of furniture		437 8 0	148 13 9	12 0 0	598 5 9	
Local purchase of stationery		44 14 3	266 10 0	7 14 0	319 6 3	
Postage and Telegraph charges ... ..		...	...	...	...
Freight... ..		141 0 6	56 11 6	...	197 12 0	
Miscellaneous		398 5 9	1,293 13 8	80 3 6	1,772 6 11	
PRINTING AND OTHER STATIONERY CHARGES		Cost of stationery (including paper) supplied from central stores	251 1 6	280 6 0	...	531 7 6
		Printing:—at Government Press
	" Private "	2,706 8 2	*3,101 8 4	1729 0 6	6,537 1 0	
	<i>Despatching charges.—</i>					
	(i) Postage ... ..	...	...	90 3 0	90 3 0
	(ii) Other Charges ... ..	...	...	100 12 6	100 12 6
	MISCELLANEOUS	Acting allowance of officers in non-census offices
		(i) Of officers
		(ii) Of establishment	631 4 7	50 0 0	681 4 7
		Total	12,301 4 4	16,089 7 5	3,616 13 1	32,007 8 10

*Includes Rs. 2,000 on account of cost of printing and binding of Census Report.

†Approximate only, as all bills for printing had not been checked up to date of publication.

SUBSIDIARY TABLE II.—Expenditure distributed under the heads prescribed by the Census Commissioner, according to (a) Comptroller-General's and (b) Departmental Accounts.

Main head.	Sub-head.	EXPENDITURE ACCORDING TO COMPTROLLER-GENERAL'S ACCOUNTS.				Expenditure in 1910-13 according to Departmental Accounts.	Difference.	REMARKS.
		1910-11.	1911-12.	1912-13.	Total 1910-13.			
1	2	3	4	5	6	7	8	9
		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
A.—ENUMERATION.	I.—District charges :—							
	1. District Office Establishment ...	20 0 0	...	...	20 0 0	20 0 0		
	2. Remuneration of Census Officers ...	2,435 14 4	...	...	2,435 14 4	2,435 14 4		
	3. Travelling allowance of Census Officers.	96 8 3	...	...	96 8 3	96 8 3		
	4. Contingencies :—							
	(a) Petty stationery ...	428 2 3	...	...	428 2 3	428 2 3		
	(b) Postage (for transmission of forms).	...	...	...	...	...
	(c) House-numbering ...	495 13 7	...	...	495 13 7	495 13 7		
	(d) Freight ...	82 8 9	...	...	82 8 9	82 8 9		
	(e) Miscellaneous... ..	700 12 2	...	...	700 12 2	700 12 2		
	TOTAL I	4,259 11 4	...	...	4,259 11 4	4,259 11 4		
	II.—Press charges :—							
	5. Paper ... ..	...	...	...	...	...
6. Carriage of paper to press ...	...	...	...	...	...
7. Printing :—								
(a) at Government Press ...	...	...	...	...	...
(b) at Private Press ...	2,706 8 2	...	...	2,706 8 2	2,706 8 2			
8. Despatching forms ...	...	...	...	...	...
TOTAL II	2,706 8 2	...	...	2,706 8 2	2,706 8 2			
TOTAL A	6,966 3 6	...	...	6,966 3 6	6,966 3 6			
B.—TABULATION OF THE RESULTS.	III.—Office charges :—							
	9. Correspondence and Accounts Establishment.	...	125 0 11	...	125 0 11	125 0 11		
	10. Menial Establishment ...	...	208 7 2	14 0 0	222 7 2	222 7 2		
	11. Working staff including superintendence—							
	(a) Officials ... ..	...	1,190 7 4	100 0 0	1,290 7 4	3,321 10 11	2,031 3 7	
	(b) Non-officials ... ..	...	4,447 15 10	190 14 3	4,638 14 1	4,638 14 1		
	12. Travelling allowance ...	...	...	...	...	...
	13. Contingencies :—							
	(a) Rent ... ..	...	728 10 4	8 0 0	736 10 4	736 10 4		
	(b) Furniture	437 8 0	148 13 9	12 0 0	598 5 9	598 5 9		
	(c) Stationery	44 14 3	266 10 0	7 14 0	319 6 3	319 6 3		
	(d) Postage ... ..	...	...	...	...	...
	(e) Telegrams ... ..	...	...	...	...	...
(f) Freight	141 0 6	56 11 6	...	197 12 0	197 12 0			
(g) Miscellaneous	398 5 9	1,293 13 8	80 3 6	1,772 6 11	1,772 6 11			
TOTAL III	1,021 12 6	8,466 10 6	412 15 9	9,901 6 9	11,932 10 4	2,031 3 7		
IV.—Press charges :—								
14. Paper for slips	251 1 6	...	...	251 1 6	251 1 6			
15. Paper for compilation ...	...	280 6 0	...	280 6 0	280 6 0			
16. Carriage of paper ... ..	...	...	...	...	...
17. Printing :—								
(a) at Government Press ...	...	...	...	...	...
(b) at Private Press ... ..	...	*3,101 8 4	...	3,101 8 4	*3,101 8 4			
18. Despatching charges ...	...	...	...	...	...
TOTAL IV	251 1 6	3,381 14 4	...	3,632 15 10	3,632 15 10			
TOTAL B	1,272 14 0	11,848 8 10	412 15 9	13,534 6 7	15,565 8 2	2,031 3 7		

* Includes Rs. 2,000 on account of printing and binding of the Census Report.

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 head.	Sub-head.	EXPENDITURE ACCORDING TO COMPTROLLER-GENERAL'S ACCOUNTS.				Expenditure in 1910-13 according to Departmental Accounts.	Difference.	REMARKS.
		1910-11.	1911-12.	1912-13.	Total 1910-13.			
1	2	3	4	5	6	7	8	9
		Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	
C.—SUPERINTENDENCE.	V.—Personal charges :—							
	19. Pay of Superintendent ...	...	...	...	...	17,475 6 6	17,475 6 6	
	20. Deputation allowance of Superintendent.	1,901 14 0	2,304 0 0	1,248 0 0	5,453 14 0	5,453 14 0		
	21. Travelling allowance of Superintendent.	398 11 6	137 7 0	...	536 2 6	536 2 6		
	TOTAL V.	2,300 9 6	2,441 7 0	1,248 0 0	5,990 0 6	23,465 7 0	17,475 6 6	
	VI.—Establishment & Office charges :—							
	22. Superintendent's office establishment.	592 0 4	878 14 6	501 0 0	1,971 14 10	1,971 14 10		
	23. Travelling Allowance of office establishment.	215 7 6	228 15 6	133 0 0	577 7 0	577 7 0		
	24. Printing :—							
	(a) at Government Press ...	...	...	...	...	...
	(b) at Private Press ...	...	...	...	...	...
	25. Contingencies :—							
	(a) Rent ...	...	...	...	...	...
	(b) Furniture ...	154 2 0	63 9 0	52 7 6	270 2 6	270 2 6		
	(c) Stationery ...	8 6 3	109 12 6	161 0 6	279 3 3	279 3 3		
(d) Postage ...	...	50 0 0	30 0 0	290 0 0	290 0 0			
(e) Telegraph ...	...	...	...	142 9 6	142 9 6			
(f) Freight ...	142 9 6	...	...	142 9 6	142 9 6			
(g) Miscellaneous ...	438 15 9	468 4 1	188 5 4	1,095 9 2	1,095 9 2			
TOTAL VI	1,761 9 4	1,799 7 7	1,065 13 4	4,626 14 3	4,626 14 3			
TOTAL C	4,062 2 10	4,240 14 7	2,313 13 4	10,616 14 9	28,092 5 3	17,475 6 6		
D.—PRINTING OF THE REPORT (INCLUDING BINDING, POSTAGE AND OTHER MISCELLANEOUS CHARGES).		...	...	*920 0 0	920 0 0	920 0 0		
	TOTAL D	...	...	920 0 0	920 0 0	920 0 0		
	GRAND TOTAL A, B, C AND D	12,301 4 4	16,089 7 5	3,646 13 1	32,037 8 10	51,544 0 11	19,506 8 1	
Deduct :—								
Census receipts ...	...	119 14 3	13 6 0	133 4 6	133 4 6			
Recoveries from Municipalities ...	...	717 11 9	...	717 11 9	717 11 9			
NET TOTAL	12,301 4 4	15,251 13 5	3,633 7 1	31,186 8 7	50,693 0 8	19,506 8 1		

*Approximate only, as all bills for printing had not been checked up to date of publication.