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CENSUS OF INDIA
1971

SERIES 3

ASSAM

PART VIII-A

ADMINISTRATION REPORT—ENUMERATION

A. K. SAIKIA
of the Indian Administrative Service
Director of Census Operations, Assam

PRIME MINISTER

MESSAGE

1971 is a decennial census year in our country. It also marks the completion of a hundred years of census taking in India.

India is on the threshold of momentous changes in the social and economic life of the people. These have to be based on the knowledge of the state of the people and accurate assessment of their needs. The census provides such an assessment.

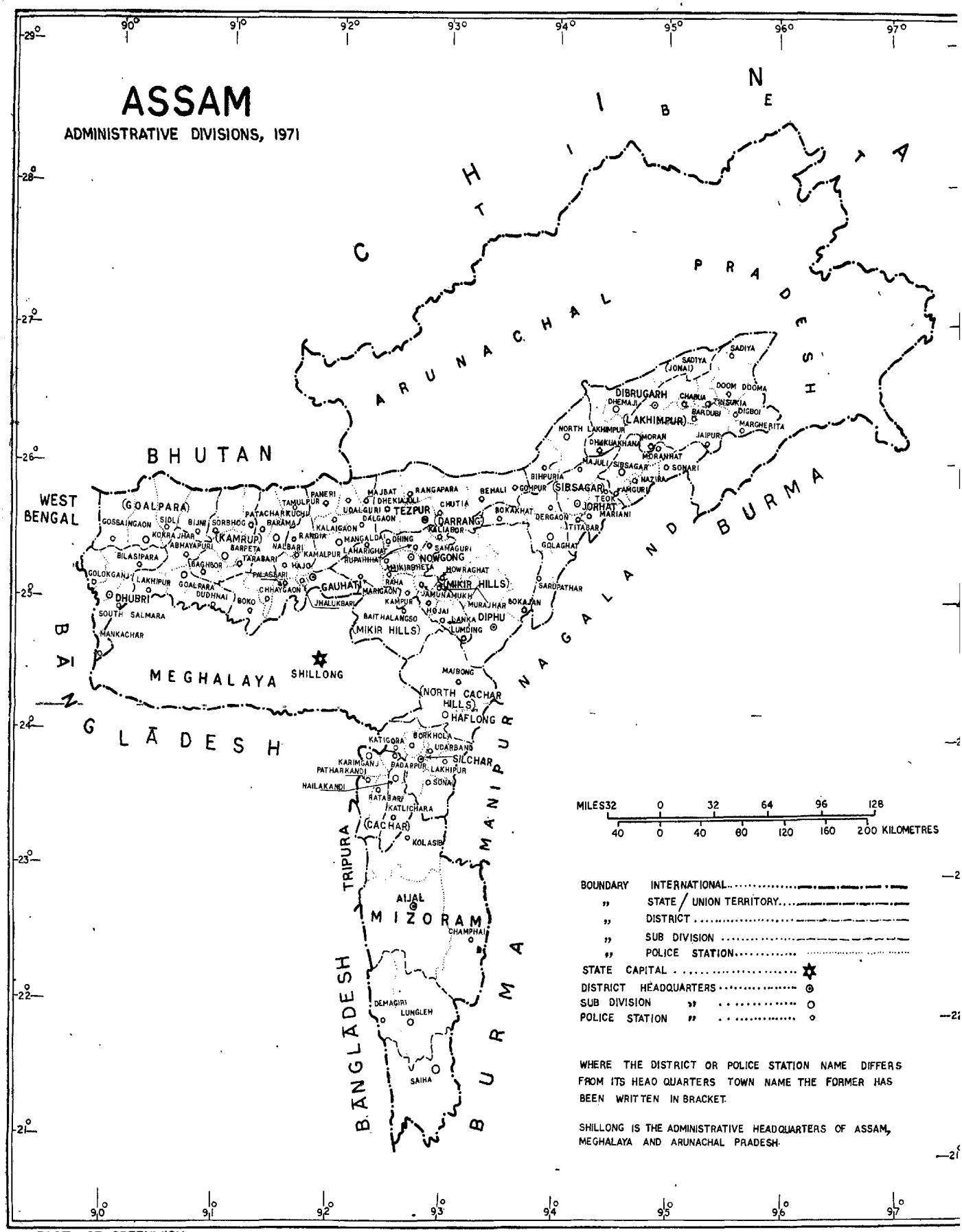
In our country the Census is an operation of gigantic magnitude. Over a million trained census-takers will go into action on the 10th of March, 1971. They will visit every household throughout the length and breadth of the country, and collect data on the important demographic, social and economic characteristics of every individual.

The success of a census depends on the wholehearted cooperation of the people. Every single individual is an equal partner in this great national venture. I appeal to every one to extend the fullest cooperation to the census enumerator.

Indira Gandhi

(Indira Gandhi)

New Delhi,
March 3, 1971.



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ADMINISTRATIVE MAP OF ASSAM
1971

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CHAPTER I
INTRODUCTORY

It was sometime in March, 1969 when I was the Deputy Commissioner, Gauhati that I first heard about my posting as the Census Superintendent of the State. I must confess that I was greatly upset. I never liked figure work and felt that I would be a misfit in census. Besides, I could not reconcile myself to the prospect of being cast off from the glamourous post of a Deputy Commissioner of an important district to the lonely assignment of a Census Superintendent. I, in fact, strongly pleaded against this posting with the Chief Secretary, who, however, patiently explained the importance of the job and advised me to accept it. I was still hesitating when on the 9th March, 1969 I got the opportunity of meeting at the Gauhati Circuit House Shri A. Chandra Sekhar, the Registrar General, who was on a visit to the state. I felt considerably reassured after meeting him and decided to resign myself to a long tenure in census. The State Government formally placed my services with the Government of India in the Ministry of Home Affairs as per notification No. AAI 35/68/109-B dated the 29th April, 1969 and I took over on the 12th May, 1969. I remember my first communication from Registrar General's office in Delhi was a D. O. from Shri Chandra Sekhar himself, which I received on the 6th of May, 1969 when I was still the Deputy Commissioner, Gauhati. In that letter he asserted that I would find my tenure in the census organisation a rewarding one. I had then grave doubts whether he was right. Now, in retrospect, after having conducted the 1971 census, I gratefully realise how very right he was. Indeed, census has rewarded me with rich and varied experience and a better and wider outlook.

Change in designation

Immediately on joining I proceeded to Delhi to attend the first All India Conference of the Superintendents of Census Operations. It was here that I first learnt that our designations were to be changed to Directors of Census Operations. The new designation came into use from the 1st September, 1969. The need for such a change was felt both in 1951 and 1961 censuses, but for various reasons it could not be effected. We were apparently the first batch of fortunate Superintendents to enjoy the fruit of this long effort. All the Superintendents in the conference welcomed this in one voice. It left no scope for mistaking the mighty census Director for the lowly office Superintendent. In my state, however, the ego of the census head, as it were, was well-fortified ; for he was commonly known as the Census Commissioner. Even the telephone directory recorded it. Of course, like my predecessors, I accepted it with discreet silence. I find from the Andhra Pradesh Administration Report of 1961 that our Registrar General who was the then Census Superintendent of the state, also faced similar amusing situations.

Census becomes a continuing organisation

While the officers discarded the age-old designation of Superintendent, the census organisation also shed off its traditional phoenix like character ; for, Indian census became a continuing organisation since 1961 and we were the first batch of Directors to have succeeded to a continuous census office. Till 1961 the census organisation used to be set up one or two years before the census date, lasted for three or four years and was heard of no more till the next census. All our predecessors had to face the difficult task of building up the office and the rest of the census organisation from scratch for on their appointment they used to find themselves provided with nothing but their letters of appointment, not even an office room. We, therefore, had the advantage of succeeding to an already existing census office. I welcomed it though this meant that I was deprived of the challenging experience of starting on a clean slate.

Initial reorganisation of office

But I was not spared from reorganising the office. There was no regular head assistant and the office records where in disarray. There was no strict supervision of the organisation during the intercensal period and discipline of the office and technical staff was lax. This was partly due to the

census office being in two buildings separated by a considerable distance making control and supervision difficult. So, I had to quickly hunt out a large building to accommodate the entire staff under one roof, and secure an experienced deputationist from the state government as Head Assistant as a first step towards gearing the office for the hectic days ahead.

No backlog of 1961 census

There was practically no arrears of the 1961 census work. Four Village Survey Monographs were under print and the maps and the write-ups of the atlas volume were ready for the press. So the way was clear for me to take up the preparations for the 1971 census, unhampered by any backlog.

CHAPTER II

INITIAL PREPARATORY MEASURES

Pretests

Several preparatory measures had already been taken by the office before I took over.

Steps were initiated for the preparation of the General Village Registers. On the basis of the experience in the 1961 census suggestions were offered to the Registrar General's office for formulating the questionnaires and concepts for the 1971 census. The first draft schedules were pretested and pretest experiences were discussed at a conference in Delhi from 23.1.68 to 27.1.68. The second draft schedules were also pretested. The schedules and the report on the experiences of the two pretests of this office are preserved in the office library for future reference.

Registrar General's Circular No. 1

The first step I took was to carefully go through the Circular No. 1 issued by the Registrar General, India. This lucidly written D. O. letter contained brief but clear guide lines about how the census was to be organised and carried out in different stages and proved to be very useful. The letter is reproduced in Appendix II. I held discussions with my Deputy and Assistant Directors to get my doubts cleared. I also went through the two Administration Reports of my predecessors.

Preparatory Measures

I returned from the first All-India conference in Delhi on 1.6.69 and soon after I requested the Chief Secretary to the State Government to appoint all the Deputy Commissioners, Additional Deputy Commissioners and Sub-Divisional Officers as Census Officers under the Census Act, and to issue a circular directing all the Heads of Departments and the Deputy Commissioners, Sub-Divisional Officers and all other officers of the State Government and local bodies to extend their fullest co-operation to Census. All the Deputy Commissioners and Additional Deputy Commissioners and Sub-Divisional Officers were accordingly appointed as District Census Officers, Deputy District Census Officers and Sub-Divisional Census Officers respectively. The Government notification is reproduced in Appendix V. The Chief Secretary issued a circular (Appendix IX) directing all Heads of Departments, all Deputy Commissioners and Sub-Divisional Officers to fully cooperate in the census operations. He also directed that all the state government officials were placed at the disposal of the census organisation without claim on the central fisc for travelling allowance, special pay or remuneration apart from such exceptional cases as existed in the past. All the Commissioners of the Divisions also issued similar letters directing all the Deputy Commissioners and Sub-Divisional Officers under them to co-operate wholeheartedly with the census organisation. These circulars created census consciousness among all the departments of the state government and helped me in securing their much needed co-operation.

General village and town registers

The first task I gave to the district officers was the preparation of General Village and Town Registers. The first and the most important preparatory step for census was the preparation of these registers containing an accurate and exhaustive list of all villages and wards of towns separately for each police station which formed the basis for formation of census jurisdictions and ensured complete coverage. These registers were required to be prepared with utmost care and thoroughness as non-inclusion of any unit in the respective thana register would result in omission of the population from the census enumeration. A detailed circular on the subject was already issued by my predecessor Shri E. H. Pakyntein in his capacity as ex-officio Superintendent of Census Operations, Assam requesting all the Deputy Commissioners and Sub-Divisional Officers to initiate action for preparation of the village and town registers as early as in December 1967. There was, therefore, no need to issue a new circular on the subject. I, however, found that very little was done in the

matter. I had to take up afresh with the district officers insisting on a careful and thorough listing of the villages and wards in the registers. These registers were thoroughly checked in my office and were sent back a number of times to the district officers for further checking and rechecking. The district officers were instructed to carry out a thorough comparision of the 1971 village registers with the lists of 1961 villages and explain the absence of any village of the last census or inclusion of any new village in the 1971 village registers. I also obtained a certificate from each of the Deputy Commissioners and Sub-Divisional Officers to the effect that all the villages both cadastral and non-cadastral were included in the village register and no village was left out.

Urban frame survey

In the urban areas, a survey was conducted by my own staff covering all the existing towns of Assam for demarcating urban blocks with well defined boundaries according to the prescribed work-load of an enumerator. They prepared lay-out plans for all the blocks showing the boundaries and other important landmarks. To facilitate identification of the block boundaries in the maps all the buildings on the boundary lines were listed separately showing the names of the owners and the purpose for which the buildings were used. These block maps and the building lists were made available to the enumeration staff during housenumbering and houselisting to enable them to prepare notional maps showing the housing units with their numbers without any difficulty. This proved to be very helpful and ensured uniformity in size of the blocks and quality of the maps.

In addition to the General Village and Town Registers, I prescribed two more registers to be prepared and maintained by each Charge Superintendent and Circle Supervisor for their respective jurisdictions. These registers contained a list of all villages/wards, enumerator's blocks and names and addresses of the enumerators in a charge or circle.

First circulars

Within one month after my assumption of office, I issued as many as four circulars to all the Deputy Commissioners and Sub-Divisional Officers regarding preparation of General Village Registers, preparation of thana maps, treatment of new towns for 1971 census and agency for enumeration in 1971 census.

Senior officers for district census work

Initially the Deputy Commissioners and Sub-Divisional Officers did not give proper attention and importance to census matters which were left in charge of junior and inexperienced officers. I personally met the Chief Secretary and impressed upon him the need to attach higher priority to census work and suggested the following concrete steps.

(i) Instructions should be issued that only Additional Deputy Commissioners or Sub-Divisional Officers (Sadar) in the District Headquarters and Senior Extra-Assistant Commissioner in the Sub-Divisional Headquarters are to be placed in charge of census work. These officers will be required to devote a major part of their time to census duties including tours and arrangement of intensive training to census officers.

(ii) The Deputy Commissioners and Sub-Divisional Officers should be directed that they should personally supervise the census work and should make it a point to attend the training classes held in their respective headquarters.

(iii) Special provision should be made for entry in the Annual Confidential Reports of all the Deputy Commissioners and Sub-Divisional Officers and other census officers belonging to various State Government Departments regarding their census work.

The Chief Secretary was kind enough to issue circulars on the line suggested by me above to all Heads of Departments, all Deputy Commissioners and Sub-Divisional Officers. A copy of each of the circulars is given in Appendices IV & V The circulars had their desired effect and the district administration started moving with expected speed and efficiency. On my advice the State Government appointed all the senior officers who were placed in charge of census work in their respective headquarters and also the junior officers who were assisting them as census officers with various designations like Deputy District Census Officers, Deputy Sub-Divisional Census Officers, Assistant District Census Officers and Assistant Sub-Divisional Census Officers. The relevant Government notifications are given in the Appendix VI.

CHAPTER III

FIRST CENSUS CONFERENCE—MAY 1969

I joined on the 12th May and the very next day I left for Delhi to attend the first Census Conference held from the 16th May to the 20th May, 1969 at Vigyan Bhavan, New Delhi. It was for the conference that I had to join hurriedly. Although I had no previous census or pretest experience, I gathered the background knowledge and collected necessary literatures on the 1971 census programme from the census office earlier. I held detailed discussions on the second pretest with my officers and also took their assistance in the conference at Delhi. I did not, therefore, experience any difficulty in following the deliberations of the conference. We had a very lively and useful discussion on the census schedules, concepts and procedures for the 1971 census. I was struck by the depth and thoroughness with which the discussions were conducted. Though it was too early for me to form a clear conception of the coming census work, the discussions made me realise that a great responsibility and hard work lay ahead for me. It also gave us the opportunity to meet colleagues from all parts of the country and exchange notes which made us fully appreciate the various problems of the census operations. Incidentally, two of the Directors turned out to be my batchmates which further helped to dispel my initial uneasiness about the census work.

Finalisation of Census Schedules

The schedules and the concepts as finalised in the conference, however, underwent further changes. As intimated by the Registrar General, in his demi-official letter No. 9/3/69-CTU, dated 27.5.69 almost immediately after the conference the questionnaires and the concepts for 1971 census were considered at a special meeting of the Planning Commission. Taking into consideration the views expressed at the census conference and the recommendations of the Planning Commission, the census schedules for the 1971 census were finalised. The Schedules finally adopted were (i) Houselist, (ii) Establishment Schedule, (iii) Individual Slip and (iv) Population Record.

Some important decisions regarding the Schedules

The decisions reached at the conference regarding scope and contents of the Schedules included the following .

(1) Certain items like age of the house and material of the floor were dropped from the houselist to simplify the schedule, (2) The household form containing the Fertility Schedule was given up alongwith the Family Planning Schedule, (3) Informations on age at marriage and fertility on currently married women were to be collected through the Individual Slip, (4) Questions on nationality and unemployment were dropped.

Sampling for 1971 Census

It was originally proposed to collect some sophisticated data through special schedules in 10% sample areas at the 1971 census. These special schedules had been pretested and the experiences were discussed in the conference. Almost all of us came up with various problems relating to area sampling such as the preparation of suitable frame, recruitment and training of special enumerators, increased workload in sampled areas, etc. After detailed consideration area sampling for the collection of data was given up. It was decided that sampling would be confined to tabulation of data only. Tabulation for the urban areas would be made on the basis of 20% sample while for rural areas a 10% sample would be drawn. The tables on religion, mother tongue, workers and non-workers according to main activity by sex and age-groups and the Primary Census Abstract, however, would be prepared on full count.

Other important subjects

A number of other important subjects were also discussed and decided upon. These included Definition of Town, Census Calendar, Training Programme, Location Code, Enumeration Agency, Honorarium to Enumerators, etc.

The Schedules and the Instructions for filling them in English are reproduced in the Appendix I. The proceedings of the conference are kept in the office library for future reference.

CHAPTER IV

CENSUS CALENDAR

Need for a calendar

Census is a time-bound operation. The reference date and enumeration period being fixed in advance it is imperative to carefully plan all preparatory measures step by step to smoothly culminate in the final count. Drawing up a time schedule or census calendar indicating the targetted dates for completion of every preparatory stage is therefore an essential prerequisite for the success of such an operation.

Calendar revised postponing Housenumbering and Houselisting

Census in our state was conducted as usual in two stages, first housenumbering and houselisting and then the final enumeration. Originally it was planned to conduct the housenumbering and houselisting operation one year ahead of enumeration in February—April 1970 mainly to utilise the houselists as frames for sampling at the enumeration stage. Accordingly a census calendar was prepared indicating the scheduled dates of various preparatory works upto housenumbering and houselisting. As soon as it was communicated to us that there would be no area sampling for enumeration I started thinking of postponing the housenumbering and houselisting in Assam in view of the heavy rains and floods. I took the opportunity of discussing the matter with the Registrar General while attending the Darjeeling Seminar and ultimately decided to defer the houselisting operation in Assam till September-October 1970. The main consideration that weighed in favour of the postponment was my apprehension that the house numbers painted in Fabruary-April 1970 would be effaced by the intervening heavy rains before the final enumeration next year. Another factor was the census tempo. I felt that with flood relief and other pressing matters which were to follow during the summer months and above all, frequent transfer of officers, nearly a year was too wide a gap between houselisting operation and the final count for the tempo of census work to sustain itself. I thought that although deferring the housenumbering and houselisting would leave me with fewer months to prepare for the big count it will be more than compensated by the likely stability of the postings of the census officers and more important, by the fact that the momentum built up during the houselisting stage would greatly facilitate the conduct of the final enumeration.

Accordingly a revised calendar was drawn up with the approval of the Registrar General. The decision of postponing the housenumbering and houselisting paid me the expected dividend in the long run. My apprehension regarding floods which create havoc in Assam every year came true. A large number of houses were either eroded or washed away by the floods which occurred twice in 1970 in Assam.

A copy of the calendar was forwarded to all District and Subdivisional Officers with instructions for strict adherence to the scheduled dates. The calendar proved to be of immense help. The progress of the preparatory measures in the districts and subdivisions was periodically reviewed on the basis of the calendar and thus all the stages of work could be completed more or less within the targetted dates.

A copy of the calendar is at Appendix VII.

CHAPTER V
TRAINING SEMINARS

As I said earlier, my ideas about census work were nebulous at the time of the first conference. On return from the conference I devoted myself to a study of the administration reports of my state and of a few others and the census schedules which were finalised in the conference. I found that several points were not clear from the written instructions. So, the Darjeeling seminar held from September 17 to 25, 1969 provided a forum for really useful discussions. In the morning we used to have lectures on Demography, Statistics, Mathematics and Sampling, while in the afternoon sessions discussions on census matters were held. Although, the lectures were sometimes rather taxing, they proved very useful because a grounding on these subjects was essential in conducting census as well as writing the analytical reports. We had all our doubts cleared in the discussions. One interesting feature of the seminar was the mock training classes to be addressed by the Directors of Census Operations. Apart from providing fun it made us realise how difficult it was to make the instructions intelligible to the enumerators. This later on helped me greatly in translating the instructions into easily understandable Assamese and planning the training lectures.

Seminars for Deputy Directors, Assistant Directors and Tabulation Officers

Similiar training seminars were organised for the Deputy Directors and Assistant Directors of Census Operations at Bangalore in July, 1969 and for Tabulation Officers at Chandigarh in November, 1969. Besides lectures on Demography, Statistics and Sampling practical exercises were also arranged in these seminars. Detailed discussions were held on all the questionnaire of the 1971 census.

CHAPTER VI

STAFF IN DIRECTORATE AND DISTRICTS

Nucleus Staff

The strength of the staff of the census office both under plan and non-plan heads at the time of my taking over in May 1969 was as follows :

Deputy Superintendent of Census Operations	..	1
Assistant Superintendent of Census Operations	..	1
Tabulation Officers	..	4
Head Assistant	..	1
Statistical Assistant	..	4
Junior Investigator	..	2
Computor	..	4
Upper Division Clerk	..	3
Steno Typist	..	1
Assistant Compiler	..	21
Lower Division Assistant	..	2
Draftsman	..	1
Proof Reader	..	1
Record Keeper	..	1
Staff Car Driver	..	1
Duftry	..	1
Chowkidar	..	1
Peons	..	6

The staff was suitably expanded as workload rose with the progress in work. There was no difficulty or hitch in obtaining necessary sanction from the Registrar General's office. The details of sanctions received and recruitment made are given in Appendix VIII

Appointment of Deputy and Assistant Directors

As indicated earlier the posts of one Deputy Director and one Assistant Director were already in existence at the time of my joining. The second post of Deputy Director of Census Operations was sanctioned in the Ministry of Home Affairs letter No. 26/93/68-Pub I(I), dt. 13.1.69. Two more posts were sanctioned vide letter No. 2/3/70 RG(Ad-I), dt. 5.3.70 and the fifth and the last post was sanctioned in letter No. 2/5/70-RG(Ad-I), dt. 2.6.70. With the creation of a separate Census Directorate for Meghalaya the post of Deputy Director of Census Operations sanctioned for continuation under Ministry of Home Affairs letter No. 28/37/69-Pub. I, dated 22.2.69 and the officer who was holding the post were transferred to the office of the Director of Census Operations, Meghalaya vide letter No. 1/3/70-RG(Ad. I) dated 27.10.70 from the Registrar General, India. One post of Assistant Director of Census Operations (Technical) was created by the Ministry of Home Affairs in letter No. 2/3/69 (Ad-I) dated 1.1.70 and the senior-most Tabulation Officer of the office was appointed against this post vide Government of India notification No. 2/3/69-RG(Ad-I) dated 1.6.70. Another post of Assistant Director of Census Operations (Technical) was sanctioned under letter No. 3/66/67-RG dated 4.6.70, but it was not filled up till the time of writing this report. As regards Deputy Directors of Census Operations, I selected them from amongst the State Civil Service Officers in the senior grade on the basis of their character rolls and my personal knowledge. I found that previously the the Deputy Directors used to be drawn from the junior scale A. C. S. Officers. I felt that the junior scale officers did not have the experience and maturity needed for the census job. Since a Deputy Director's work involved dealing with Deputy Commissioners and Sub-divisional Officers a junior officer would not be able to carry much weight. But there was a technical difficulty in respect of senior scale officers. The pay scale of the post of Deputy Director being lower than that of the senior scale of A. C. S ., a deputationist would suffer loss of increment and in pension. As I was bent upon having only senior scale officers, I pleaded with the State Govt. and finally pursuaded them to waive the relevant provision of the F. R. as a special case for the senior scale officers coming to census on deputation. Unlike at the previous censuses the early appointment of Deputy Directors of Census Operations and Assistant Directors of Census Operations was of great help in ensuring better training of the enumeration staff and better supervision of work.

The names of the officers posted as Deputy Directors of Census Operations and Assistant Directors of Census Operations with the dates of their joining and the duties assigned to them are as given below :

Sl. No.	Nam & Designation	Date of joining	Duties assigned	Remarks
1.	Shri N. Philip, Deputy Director of Census Operations	Continued from 1967	Training of enumeration staff in Khasi & Jaintia Hills and miscellaneous office work.	Relieved on 2.11.70 to enable him to join as Dy. Director of Census Operations, Meghalaya on transfer
2.	Shri G. N. Bhattacharyya, Deputy Director of Census Operations	18.4.70	Training of enumeration staff, supervision of field work, publicity measures, Coding & Punching Cell	
3.	Shri N. K. Bhattacharjee, Deputy Director of Census Operations	3.6.70	Training of enumeration staff and supervision of work in Goalpara, Kamrup and Darrang Districts	Posted at Gauhati
4.	Shri P. K. Sarma, Deputy Director of Census Operations	19.8.70	Training of enumeration staff and supervision of work in Sibsagar, Lakhimpur, Mikir Hills and North Cachar Hills Districts	Posted at Jorhat
5.	Shri M. N. Sonowal, Deputy Director of Census Operations	1.9.70	Supervision of Headquarters Office	
6.	Shri J. C. Bhuyan, Asstt. Director of Census Operations	1.3.65	Sample Registration, maps, printing and training of enumeration staff and supervision of field work as and when required	Was on deputation to U. S. A. from 31.8.69 to 15.8.70
7.	Shri K. S. Dey, Asstt. Director of Census Operations (Technical)	14.4.70	Assistance in all technical matters regarding census and training of enumeration staff and supervision of field work as and when required	

Clerical assistance to districts and subdivisions

It was in the 1961 census that for the first time in Assam the Census Organisation provided every Deputy Commissioner and Sub-divisional Officer with clerical staff for a period from March, 1960 upto June, 1961. Following the 1961 example I moved Registrar General, India for a uniform staffing pattern with one Upper Division Clerk, one Lower Division Clerk and a Peon for all the districts and sub-divisional offices with effect from 1.11.69. The Registrar General was at first not in favour of providing the same scale of clerical assistance to both district and sub-divisional offices, but subsequently following protracted correspondences he agreed to an uniform staffing pattern. The posts sanctioned for the different districts and sub-divisional establishments with effect from 1.11.69 are indicated in the next page :

Sl. No.	Establishment	Name and No. of posts provided	Head of Account	Remarks
1.	In all the Districts and Sub-Divisional offices except Gauhati Nowgong and Saiha	1 Upper Division Clerk 1 Lower Division Clerk 1 Peon	"39 Miscellaneous Social Service Organisation 'B' Enumeration."	
2.	In the District offices of Gauhati and Nowgong	1 Upper Division Clerk 2 Lower Division Clerks 1 Peon		One additional post of Lower Division Clerk was permissible for every town with a population of one lakh and above. One such post and was sanctioned for Gauhati town. Because of its size and population Nowgong district office was given one additional post of lower division clerk by diverting it from Saiha which was a newly created small sub-division.
	In the Sub-Divisional office, Saiha	1 Upper Division Clerk 1 Peon		

The sanction for the creation of this staff in the districts and the subdivisional establishments was issued by the Government of Assam. The respective Deputy Commissioners and Sub-Divisional Officers were authorised to select and appoint the staff according to the State Govt. scale of pay and also draw and disburse their pay and allowances.

The Deputy Commissioners and Sub-Divisional Officers were requested to post the best available existing staff for census and utilise the services of the newly appointed persons for other work. The District Officers, however, had difficulty in posting good and experienced staff for census work as it was considered to be the most inconsequential branch of the district offices.

In spite of these difficulties however, and large good staff was posted in census branch. Although as per State Government order the district officers were expected to get the census work done by their normal staff, it was only after the creation of these new posts from census budget that things started moving in the desired speed and direction in the district offices. It has become a fashion these days with the district officers to complain of shortage of staff for any additional work like census. They often cite the example of Election Branch which has its own regular staff to reinforce their demand for extra posts exclusively for census. In future it would be advisable to sanction the staff from census budget about two years ahead of the reference date so that initial steps like prepartion of village registers are given early and regular attention in the district and sub-divisional offices.

CHAPTER VII

TOURING

Need for touring

The need for the Director of Census Operations to acquaint himself with every nook and corner of the state can hardly be over-emphasised. Before joining census I was concerned only with the districts where I was posted. I, therefore, had to do a lot of touring in the first few months to know for myself each part of the state, and above all to develop personal contact with the district officers for better planning and organisation.

My tours experiences

I toured all the districts and subdivisions in Assam excepting the Lungleh and Pawi-Lakher sub-divisions which I could not visit owing to the disturbed conditions and communication difficulties. During these tours, I used to hold conferences with Deputy Commissioners and Subdivisional Officers to which Charge Superintendents and other important officials of the districts and subdivisions were also invited. In these meetings the organisation of census, agency for enumeration and other technical and administrative matters were discussed in detail and the difficulties sorted out. I also attended a large number of training classes of Charge Superintendents, Supervisors and Enumerators in different parts of the state. It was observed that the very presence of the Director of Census Operations made the concerned Deputy Commissioners or Subdivisional Officers attend these meetings and kept the lower formations alert. Most of the Deputy Commissioners and Subdivisional Officers tend to attach the lowest priority to census and ignore such meetings. These tours contributed a great deal towards creating the much needed census conciousness in the district administration.

Personal equation most important

I must confess that I often used to feel embarassed in making my demands on the district officers who were harassed by most pressing problems of flood, drought, relief, land acquisition, law and order and other matters. This is where personal equations play the most important part and I am happy that all the officers responded encouragingly.

Intensive tours on the eve of enumeration

The most intensive touring is required during the months preceding enumeration. This is also the time when the presence of the Director of Census Operations at Headquarters is necessary to take various decisions. Despite this I toured widely doing inspections and attending training classes. I also made my Deputy Directors and Assistant Directors tour extensively and address training classes. We had only one staff vehicle. One more vehicle at our disposal would have been ideal for quick touring. In the next census one or two requisitioned vehicle for a couple of months may be tried.

Staff car and requisitioned vehicles

Even the sole staff vehicle, an old jeep station wagon which had seen rough days in 1961 census could not be fully utilised because of frequent breakdowns. During the first conference of Directiors of Census Operations at Delhi, we were told that the old vehicle of 1961 census would be replaced by a jeep with trailor. I, however, requested the Registrar General for an Ambassador car on the ground that for touring comforts in long journeys a car was better than a jeep.* This was particularly so in a rainy country like Assam. For travelling in interior areas we could always depend on the resources of the district officials. Ultimately an Ambassador car was made available for 1971 census with effect from 13.2.1970. The old jeep station wagon was then given to the Director of Census Operations, Tripura on 3.3.1970 as instructed by the Registrar General, India. I had also to travel by air on a few occasions to Cachar and Lakhimpur districts to save time and also to get over the problem of difficult road

communications in rainy season. The state government and the district officers liberally helped us by lending their vehicles for touring by me and my Deputies. The P. O. L. charges were, however, met from the census budget. Again, on my request the state government empowered all the Deputy Commissioners and Subdivisional Officers to requisition the required number of vehicles for inspection of census work in their respective jurisdictions during the housenumbering and house-listing operation as well as final enumeration. The Charge Superintendents were provided with such requisitioned vehicles. The P. O. L. charges were also borne by the state government from their normal district budget. Relevent state government's orders are reproduced in the Appendix. IX

Travelling Allowances

The state govenment in their circular No. GCN. 36/68/165 dated 4.7.1969 stated that normally touring officers should only be selected for census work so that they could combine it with their ordinary duties and thus avoid unnecessary expenditure on account of travelling allowances. In practice, however, it was not possible to restrict the employment of census officers to the touring officers alone nor was it always possible to combine census work with normal duties. Many non-touring officers and teachers of the government aided schools had to be appointed. Some of the school teachers had to travel long distances to attend training classes as well as to work in their respective blocks. In 'Chars' and low-lying areas the enumeration staff had to hire boats, the only means of communication. Although I pursuaded the state government to allow all categories of government officers to draw their T. A. for travelling in connection with census duties from their respective departmental budget provisions many bills were withheld by some of the heads of offices on the pretext of non-availability of funds causing immense hardship to the concerned officers. I had to take up every such case with the government. As regards the non-official enumerators and supervisors those who had to travel 8 Km. and above were paid travelling allowance from census budget.

In the next census there is bound to be pressing demands for payment of T. A. and D. A. claims of all categories of census officers including government officers from the census budget alone. My successor will do well to get a decision on this subject early to avoid difficulties in the conduct of census work for non-payment of travelling allowances to the census officers in the districts.

CHAPTER VIII

REQUIREMENT OF CENSUS SCHEDULES, TRANSLATION, PRINTING AND DISTRIBUTION OF SCHEDULES AND INSTRUCTIONS

A task of vital importance in census operations is the timely supply of various census schedules, instructions and other materials which run into millions to the enumerators and other census personnel posted in every nook and corner of the state. It calls for proper estimation of the requirement of various forms and schedules, their translation into local languages where necessary, timely printing and careful planning of the distribution of the materials so that each enumerator irrespective of whether he is posted in a well communicated place or in the ordinarily inaccessible interior areas receives his share correctly and in time.

Estimate of requirement

The requirement of Houselists, Establishment Schedules, Instruction Booklets and other forms was calculated on the basis of expected population of the state worked out by the office of the Registrar General, India. A copy of the circular issued by me to the Deputy Commissioners and Subdivisional Officers on estimating the requirement of forms is reproduced in Appendix X. 10 per cent of the total estimated requirement of the subdivisions was kept as reserve at the district and subdivisional headquarters. Following the practice in the last census, the requirement of the language versions was assessed on the basis of administrative units and not on the basis of population distribution according to mother tongue.

Translation of schedules and instructions

The translation of census schedules and instructions into Assamese, Khasi, Garo and Lushai languages was entrusted to the translators of Directorate of Information and Public Relations, Government of Assam by the census office before I joined. The Bengali version of schedules and instructions was proposed to be obtained from the Director of Census Operations, West Bengal. The translators were paid remuneration at the rate of Re. 1.00 per 180 words of the original matter with the approval of the Registrar General. The Assamese translation done by the translators appeared to me to be strictly literal and so I rejected it. I myself had to make a fresh translation using language easily understandable at the level of the enumerators. The Khasi and Lushai versions were improved upon by my staff members belonging to these communities and having practical census experience. The Garo version, was, however, accepted as rendered by the translator because there was no Garo staff in my office. While schedules in only three languages, namely, English, Assamese and Bengali were used, instructions were supplied in Khasi, Garo and Lushai languages in addition to English, Assamese and Bengali.

Printing of Schedules, Instruction Booklets, etc.

The central printing of schedules proved to be very convenient and the schedules also reached us in time. We were relieved of the headache of farming out the jobs to private presses involving a lot of formalities and endless correspondence with the Chief Controller of Printing and Stationery. I requested the state government for printing of the language versions of the instructions and the subsidiary forms, but they expressed their inability owing to the heavy pressure of their own work. I then invited quotation from the local private presses for the jobs. All the quotations received in response were forwarded to the Chief Controller of Printing and Stationery for selecting a press but I was informed that the rates quoted by the presses were too high and none of them could be selected. There was hardly any time to make futile correspondence with the Chief Controller of Printing and Stationery on this. I personally met the Chief Secretary and successfully pursuaded him to get atleast two instruction booklets one in Assamese and the other in Garo printed in the Assam government press. For the remaining work thanks are due to the management of the Ri Khasi Press, a local

private press who ultimately came to my rescue and printed the remaining instruction booklets, subsidiary forms and circulars at the rates approved by the Chief Controller of Printing and Stationery for 1961 census and as per rate schedule of the Chief Controller of Printing and Stationery 1957. As stated earlier the required number of instruction books in Bengali language were obtained from the Director of Census Operations, West Bengal.

Distribution of Schedules, Instruction booklets, etc.

The required quantity of schedules, instruction booklets and other miscellaneous forms for each district and subdivision was packed in gunny bags. The Deputy Commissioners and Subdivisional Officers themselves had the necessary forms and instruction booklets for housenumbering and houselisting collected from my office. In case of those meant for enumeration, however, the materials had to be despatched by us to the different district and subdivisional headquarters in hired trucks of Assam Government State Road Transport Corporation on account of their bulk.

A statement showing the distribution of each type of schedules and instruction books of each language is given in Appendix XI

Last-minute demands and additional printing of Houselists and Establishment Schedules

The schedules for houselisting operation were supplied to the Deputy Commissioners and Subdivisional Officers on the basis of the expected population in their respective jurisdictions. But all our calculation failed and the last minute demands for supply of large number of schedules proved to be the greatest headache. There was no other alternative but to rush in for local printing. Fortunately I had the blocks of houselist and establishment schedule brought from Calcutta and I was able to meet the demand in time. An additional quantity of 25,000 houselists and 5,000 establishment schedules had to be printed locally. The Deputy Commissioners and Subdivisional Officers had little control over the demands made by their Charge Superintendents who apparently pitched their requirements on the higher side to keep a safe margin inspite of our repeated instructions to exercise strictest possible economy. In some cases there had been wastage of forms owing to rain and flood while in a few cases forms were wasted for training. Some enumerators prepared three copies making the first copy as a rough one. Some forms remained unutilised, obviously because the initial demand was pitched up high.

Revised Estimate of requirement of Individual Slips

Anticipating a higher demand of individual slips and population records by the Deputy Commissioners and Subdivisional Officers we increased our original total requirement of Assamese, Bengali and English slips by 15 per cent long before the houselisting results were known. I also had the blocks of individual slips and population record in Assamese and English brought from Calcutta for emergency. As soon as the houselisting was over, I issued two circulars, one on redelineation of houselisting blocks for enumeration and the other on estimate of requirement of pads of Individual Slips and Population Records which enabled the Deputy Commissioners and Subdivisional Officers to assess their requirement of different forms correctly on the basis of houselist population and number of households. The Charge Superintendents were allowed to keep 5 per cent of their total requirement as reserve. The Deputy Commissioners and Subdivisional Officers also kept 5 per cent of their total requirement as reserve.

Additional printing of Individual Slips and Population Records

Most of the military census officers did not place their indent of forms in time and it became difficult to assess and meet their demands at the eleventh hour. It was mainly due to these demands that we had to take recourse to local printing utilising the blocks already procured from Calcutta. An additional quantity of 1,000 pads of 25 slips and 1,050 pads of 100 slips of Individual Slips and 3,500 pads of 25 slips of Population Records had to be printed locally. A total of 211 pads of 25 slips, 2,870 pads of 100 slips of Individual Slips and 1,517 pads of 25 slips and 254 pads of 50 slips of Population Record remained undistributed at the state headquarters.

CHAPTER IX

MAPS

Maps are essential prerequisites for a census operation as the basic requirement of dividing the state into a series of census jurisdictions for complete coverage cannot be fulfilled without up-to-date maps of districts, police stations, towns, etc.

Procurement of district and police station maps

As districts and police stations were units for enumeration as well as for presentation of census data, the work of updating of the 1961 maps of the administrative units which had undergone boundary changes in the inter-censal period was taken up with the Directorate of Surveys, Assam as early as in June, 1968. But on my taking over in May, 1969 I found that nothing was done in this regard. Even in the case of maps of administrative units which remained unchanged during the decade, the Assam Survey failed to supply a single up-to-date map and our own maps of the 1961 census also proved to be of little use because the scales prescribed for the 1971 Census were different from those of the previous census. I, therefore, vigorously took up the matter with the Directorate of Assam Survey and managed to secure district maps and most of the police station maps in the prescribed scale of 1″=4 miles and 1″=1 mile respectively. All these maps were then sent to the Deputy Commissioners and Sub-Divisional Officers with a request to have them properly updated. As regards the police stations for which scaled maps could not be procured from the Assam Survey, the District Officers were instructed to prepare the maps with the help of their land record staff on notional basis. The approval of the Registrar General to the preparation of notional maps was also obtained.

Preparation of maps for charges, circles and blocks

The Deputy Commissioners and Sub-Divisional Officers after having prepared the police station maps with all the villages and towns located therein demarcated different census divisions on them. The Charge maps were then drawn by the respective Charge Superintendents showing all the circles and enumerators' blocks. These maps helped the Charge Superintendents to know their jurisdictions and work-load precisely. The Circle Supervisors in a charge also drew their respective jurisdictional maps showing the enumerators' blocks in consultation with and under the direction of the Charge Superintendents. These charge and circle maps were instructed to be prepared at the district and subdivisional headquarters with the help of the land revenue staff to ensure uniformity in respect of size and quality. In case of enumerator's block each village was formed into one block except in case of big villages. A large village was divided into two or more blocks depending upon its population so that each block had about 150 households. During housenumbering and houselisting operation the enumerator prepared a sketch map of his block if that block covered the entire area of a village showing definite boundaries and important land-marks and locating all the houses. These houses were then serially numbered in the map starting from north-west corner of the village. In case of a big village having two or more enumerator's blocks the enumerators had to prepare a notional map of the whole village besides the housing sketch of his block.

Town maps

The maps for all the towns having municipalities or town committees were procured from the respective local authorities while those for census towns were prepared by the Deputy Commissioners and Sub-Divisional Officers. A survey was conducted from May, 1969 by my own staff in all the urban areas of Assam including the areas now constituted into the separate state of Meghalaya and the union territory of Mizoram for demarcating urban blocks with well-defined boundaries according to the prescribed workload of an enumerator. They prepared lay-out plans for all the blocks showing the boundaries and other important landmarks. To facilitate identification of the boundaries of the blocks all the buildings on the boundary lines were listed separately showing the names of the owners

and the purpose for which the buildings were used. These block maps and building lists were made available to the enumeration staff to enable them to prepare notional maps and lay-out sketches at the time of housenumbering and houselisting operation without any difficulty. This proved to be very helpful and ensured uniformity in size of the blocks and quality of the maps.

Atlas of notional maps

The notional maps of the rural blocks have been arranged according to location code order for each police station and kept in bound volumes for future use. The urban block maps have also been arranged for each town and preserved in the form of atlases.

Maps for District Census Handbooks and Administrative Atlas

Detailed instructions were issued by the office of the Registrar General, India on the preparation of district and police station maps for the purpose of incorporation in the District Census Handbooks. These instructions are kept in the office for future reference. An Administrative Atlas of the State is also being prepared as a census publication for the first time by taking out off-prints of the administrative maps of districts and police stations meant for the District Census Handbooks.

Preparation of base map for Census Atlas

A census atlas is proposed to be brought out for Assam based on the 1971 census data. Two ferro-printed copies of the base map of Assam for Census Atlas 1971 was prepared by the Map Officer, office of the Registrar General, India and sent to us for checking and incorporating the changes in administrative boundaries, if any. One copy of this ferro-printed base map was returned to the Map Officer after incorporating the necessary corrections therein. Thereafter we prepared two more copies of the base map of Assam according to instructions contained in Map Officer's letter No. 1/3/71-Map dated 22.12.71 and sent them to him for necessary certification by the Director, Map Publications.

Freeze order on jurisdictional changes

The Government of India in their letter No. 28/66/68 Pub-1 dated 15.4.1968 issued instructions to all state governments requesting them to finalise and give effect to all proposals for reconstituting or making adjustments in the jurisdiction of Municipalities, police stations, subdivisions or districts before the 1st July, 1969. The state governments were further requested to ensure that no changes whatsoever were made in the boundaries of these units during the period from the 1st January, 1970 to the 30th June, 1971. A few jurisdictional changes were effected by the state government notwithstanding this request of the central government. Two new administrative districts were formed by bifurcating the old United Mikir and North Cachar Hills with effect from 2nd February, 1970 vide notification No. AAP. 134/68/19, dated 30.1.70 and No. AAP. 134/68/22, 11.2.70 when the preparation for housenumbering and houselisting was in progress. It, however, posed no problem for us as both the districts were formed with the entire areas of old subdivisions viz., North Cachar Hills and Mikir Hills. Again a new subdivision viz., Dhemaji subdivision was formed with two entire police stations and part of another police station of Lakhimpur district with effect from 15.8.70 vide government notification No. AAP. 102/68/197 dated 3.8.70, just before the housenumbering and houselisting started. These belated changes in the boundaries of the administrative units did create some difficulties but we could get over them.

Area figures

The responsibility of collection and collation of area figures was taken up by the Central Statistical Organisation of the Government of India which furnished the district area figures and state area figures for adoption at the 1971 census. The area figures of the police stations were supplied by the Directorate of Assam Surveys while those for towns were collected from the Municipal and Town Committee authorities. In case of census towns having no municipality of town committee the concerned Deputy Commissioners and Subdivisional Officers furnished the figures. The village area figures were collected through the enumeration staff during housenumbering and houselisting operation. The enumerators were directed to contact the local revenue officials for the purpose but most of them, it appeared, put the figures on the basis of their local knowledge and guess work. In the hill districts and noncadastral areas of other districts the village area figures are bound to be guess work. The total of the village area figures cannot, threfore, agree with the total area figures of police station. Since the district area figures and police station area figures were supplied by two different agencies the total of the police station area figures may not agree with the district area figures.

Map section of office

There was only one post of draughtsman in the nucleus set-up although services of one computer were also utilised besides the draughtsman as and when occasion arose. Two additional posts of draughtsman were sanctioned by the Registrar General for 1971 census but none could be appointed owing to dearth of suitable candidates till 22.10.70 when the second draughtsman joined. The third draughtsman was appointed on 20.2.71. The equipment acquired for the mapping unit adpears to be adequate to meet the requirements. The present strength of the mapping section is as follows :

1.	Cartographer	(325—475/-)	2 posts
2.	Geographer	(325—475/-)-	1 post
3.	Artist	(250—380/-)	1 post
4.	Draughtsman	(150—240/-)	6 posts
5.	Hand Pressed Machine Operator	(110—180/-)	2 posts

CHAPTER X

URBAN AREAS—LOCATION CODE

Village or town is recognised as the basic area of habitation. In all censuses throughout the world this dichotomy of rural and urban areas is recognised and the data are generally presented for rural and urban areas separately.

Definition of town

For 1971 census, the definition of urban area generally followed that of 1961 census which is as follows :

(1) All places with a municipality, corporation or cantonment or a notified town area.

(2) All other places which satisfied the following criteria :

(a) A minimum population of 5,000.

(b) At least 75 per cent of the male working population was non-agricultural and

(c) A density of population of at least 1,000 per square mile (400 per square Km.)

The Directors were, however, given some discretion in respect of some marginal cases, in consultation with the State Government to include some places that had other distinct urban characteristics and to exclude undeserving cases.

Finalisation of towns

I requested all the Deputy Commissioners and Subdivisional Officers to examine the cases of all rural units of 1961 census which could be expected to cross 5,000 population mark by 1971 and also satisfy all the conditions for categorisation as towns for the purpose of census and send me the proposals with detailed explanations. After an objective assessment of all the proposals on the basis of 1961 P. C. A. figures and local knowledge, I finalised the list of towns and obtained necessary concurrence of the State Government and approval of the Registrar General.

Owing to the non-availability of required particulars at the time of finalisation two units namely, New Bongaigaon and Margherita could not be treated as towns along with the other units. They were categorised as urban only after the house-listing results were known in consultation with the State Govt. and with the approval of the Registrar General. No existing town needed declassification while 12 rural units were declared as towns for the purpose of 1971 census. As many as 8 towns were notified by the Government of Assam after 1961 census thus making the total number of towns in Assam 74 in 1971 census as against 54 towns in 1961. The 12 units categorised as towns for the purpose of 1971 census are New Bongaigaon, Duliajan Oil Town, Niz Hajo, Diphu, Margherita, Namrup, Bijni, Howli, Ramkrishnanagar, Lungleh, Makum and Lakhipur (Goalpara). The eight towns newly notified by the State Government are Sorbhog, Pathsala, Rangapara, Biswanath Charali, Amguri, Moranhat, Sonari and Badarpur. A complete list of towns is given in Appendix XII.

Urban Agglomerations

The concept of town group as adopted in the 1961 census was given up in 1971 census because of its limited use as it did not bring out spatially contiguous territories of urban rural settlements. The town group was made up of independent urban units not necessarily contiguous to one another, but were to some extent inter-dependent. The data for such town group became incomparable from census to census as the boundaries of the towns themselves changed and the intermediate areas were left out of account. Thus this concept did not help to effectively tackle the problem of furnishing statistical data in respect of areas urbanised or urbanisable in the near future outside the jurisdiction of the existing towns. Further there was no uniformity in defining the town group as applied in different states. This concept came for criticism at one of the symposia of the International Geographic Union in November-December, 1963.

The new concepts, namely, Urban Agglomeration and Standard Urban Areas were developed for the 1971 census to tackle the problem of both urbanised and urbanisable areas contiguous but outside the jurisdiction of existing towns. Urban agglomeration dealt with the urbanised adjoining areas outside the statutory limits of a town. In several areas around a core city or statutory town have come up fairly large and well recognised railway colonies, university campuses, port areas, military campuses, etc. which fall outside the statutory limits of a Corporation, Municipality or Cantonment. It will not be realistic to treat such areas lying outside the statutory limits of a town as rural units and at the same time each such individual area by itself may not satisfy the minimum population limits to qualify it to be treated as independent urban units. Such area deserves to be reckoned along with the main town and the continuous spread including such urban outgrowth would deserve to be treated as an integrated urban area, what is being called Urban Agglomeration at the 1971 census. There are different situations in which urban agglomeration would be constituted, for example (a) a city with continuous outgrowth (the part of outgrowth being out of the statutory limits but falling within the boundaries of the adjoining village or villages) ; (b) one town with similar outgrowth or two or more adjoining towns with their outgrowths as in (a) and (c) a city and one or more adjoining towns with their outgrowths all of which forming a continuous spread.

In Assam for 1971 census there were only four urban agglomerations, namely, Gauhati Urban Agglomeration, Jorhat Urban Agglomeration, Bongaigaon Urban Agglomeration and Dhubri Urban Agglomeration.

Standard Urban Area

The concept of Standard Urban Area was designed to deal with the potentially urbanisable areas adjoining urban units. As has already been stated, the concept of Town Group did not provide for changes in the administrative boundaries of the statutory towns and thus stood in the way of comparability of the data thrown up by the successive censuses of the individual town or town groups. It was considered desirable to have a fixed area covering a large core town as well as the adjoining areas, which would be kept constant for at least three decades, so that comparable data for such areas would be made available and it could be put to good use for urban development planning. Accordingly, it was decided to delineate the contiguous rural and urban areas which were under intensive influence or which were likely to be under intensive influence of all towns and cities with population of fifty thousand and above in different states. Such areas were designated as Standard Urban Areas and included all areas which had any or all of the following characteristics :

(a) Predominant urban land use.

(b) Intensive inter-action with the urban centres as reflected in communication for the purpose of work and secondary education facilities ; extension of city bus service ; sale of commodities like milk, dairy products and vegetables (other than those transported by rail or truck haul) and purchase of food-grains, clothes and general provisions, etc. by the consumers directly.

(c) Anticipated urban growth as a result of locational decisions relating to industry, market, transport and communication, administrative and servicing functions.

(d) Existence of big villages with a large proportion of working force engaged in non-agricultural categories.

The essentials of a Standard Urban Area are (i) it should have a core town of a minimum population size of 50,000, (ii) the contiguous areas made up of other urban as well as rural administrative units should have close mutual socio-economic links with the core town and (iii) the probabilities are that this entire area will get fully urbanised in a period of two to three decades.

Finalisation of Standard Urban Areas

A series of detailed discussions were held with the officials of the State Town Planning Organisation to decide on the Standard Urban Areas. These were finalised after personal discussion with the Town and Country Planner, Govt. of India and Deputy Registrar General, Social Studies Division. The list of Standard Urban Areas along with their constituent units is given in Appendix XIII.

Location Code

The location code was a device to identify any particular village or town or enumerator's block by means of a combination of numbers and to save space and time in writing out the details of the location in the enumeration slips and other forms. For this purpose a distinguishing number was assigned to each district, thana, village, town, ward and enumerator's block of the entire state.

In 1961 census, the adoption of different systems of location codes in some states created difficulties in locating the schedules of the administrative units correctly during certain inter-censal special tabulations taken up by the Registrar General's office. This time, therefore, an uniform system of location code as decided upon at the first Conference of the Directors of Census Operations was followed. The location code consisted of four elements separated by oblique strokes. The first element would represent the district number, the second, the thana number in case of rural areas and town number in urban areas, the third, village number in rural areas and ward number in urban areas and the fourth, enumerator's block number given inside brackets. The code numbers of all the units were in Arabic numerals except in case of towns which had Roman code numbers. All the districts, police stations, towns, wards, villages and blocks were serially numbered according to their geographical order from North-west to South-east in the state, districts, police stations or towns. The villages in a police station were first located in the police station map and were numbered serially in their geographical order starting from north west corner in a zig-zag, serpentine or clockwise way according to convenience. These numbers were taken as code numbers for villages and also given against the villages in the District Census Handbook. Full instructions on location code are given in my circular No. 9. A statement of the location code numbers prescribed for each district, police station and town is given in Appendix XIV.

CHAPTER XI

SECOND CENSUS CONFERENCE OF JUNE, 1970

The second conference of the Directors of Census Operations was held at Courtallam and Kanyakumari from 18th to 22nd June, 1970 mainly to review the housenumbering and houselisting operation completed in several states and finalise the tabulation plan of the census. The conference assumed added importance from the fact that this was the last All India Conference before the main operation namely, enumeration. The time was particularly convenient for us, because, since we were to conduct our housenumbering and houselisting in September-October, 1970, we were in a position to benefit from the experiences already gathered in the other states.

Review of Housenumbering and Houselisting

The mapping work done during housenumbering and houselisting in the form of lay-out plans and notional maps showing the location of the housing units with their numbers were regarded as a major achievement. These maps provided a geographical frame for the first time in Indian Census to ensure complete coverage. Another important feature of the housenumbering and houselisting operation was that the central printing of the Houselists and Establishment Schedules in all languages and printing of Instruction Booklets in English and Hindi had gone off well and there had been no particular delay in the supply of these printed materials. Listing of the villages, listing of towns including declaration of new towns and declassification of the existing towns, constitution of enumerator's blocks and charges proceeded according to schedule.

The difficulties experienced by the various Directors included non-availability of requisite number of teachers for manning the posts of enumerators and supervisors, wastage of training on account of transfer of the trained personnel by the state government, confusion on the part of the enumerators regarding certain concepts and procedures, agitations launched by the enumeration agency, special drives undertaken by certain state governments clashing with houselisting operation and so on.

Publication Programme

It was decided to assign separate series numbers to All-India as well as state census publications and discontinue the old practice of giving volume numbers which was sometimes confusing. Each series was to be made of several parts and subparts and each part would cover specified types of census reports or tables. The contents of the various parts and the time schedule for their publication was fully discussed. In order to release the census data promptly soon after compilation, it was agreed to divide the District Census Handbooks into three convenient parts, so that atleast parts 'A' and 'B' which would contain the essential data down to village and town level could be released early. The contents of these three parts were also discussed. The publication programme was made in such a way that it would be possible to publish immediately a few volumes after the preparation of Housing and Establishment Tables and sorting for the Primary Census Data, the mother tongues and religions. This would enable the census organisation to make the data available to the consumers as soon as possible without having to wait for the completion of the other cross-tabulation which might take a couple of years more.

Provisional Population Totals

The contents of the proposed publication containing the provisional population totals entitled Paper I—Population Totals (Provisional) were spelt out. This publication was to include population by sex, decennial population growth rates, density of population, sex ratio, proportion of urban population, literacy rate and work participa-

tion rates for each state. A brief analysis of the figures was also to be incorporated.

Finalisation of Tabulation Plan

The main object of the Confernce was to finalise the draft tabulation plan for 1971 census. Each series of tabulation was discussed in great detail and all the tables from A to E series were finalised incorporating therein such modifications as were suggested and found acceptable in the conference.

Special Studies

The Deputy Registrar General (Social Studies) while explaining the scope of the special studies to be undertaken during the 1971 census stated that following the traditions of Indian census and also in view of the national needs re-study of three to four villages in each state and intensive study of about 200 towns and ethnographic study of selected communities of the country would be carried out as part of 1971 census. Besides there would be one Special Study at the choice of the Director of each state.

Post Enumeration Check

The Assistant Registrar General (Demography and Training) explained the need for post enumeration check and stated that at the 1971 census the post enumeration check would relate not only to the coverage errors, but also to the content and response errors. The discussion on the subject centred round matters like agency to be used, the size of the sample, need for honorarium, etc.

Administration Reports on Enumeration

The Registrar General of India dwelt on the value of Administration Report and spelt out the broad frame and content for the Administration Report adding that it was not meant to cramp the style of the Directors who should record their experiences in their own style.

Other Important Subjects

Other important matters discussed and decided at the Conference were Abridged Houselist, Preparation of *District* and *Tehsil Maps*, Area Figures, printing of Individual Slips, Setting up of Coding and Punching Cell, Manual Sorting, Publicity Campaign, Setting up of Regional Tabulation Offices and Honorarium to enumeration agencies.

A copy of the summary proceedings of the conference is kept in the office library for future reference.

CHAPTER XII

CENSUS DIVISIONS AND CENSUS HIERARCHY

Districts, Subdivisions and Police Stations as census divisions

For the purpose of complete coverage in census operation as well as convenience in presenting data it is essential to divide the whole state into well-defined geographical entities. The districts and the subdivisions which are well recognised administrative units, were of course the obvious choice as census divisions at the higher level as in the previous censuses. Below the subdivision level the police station was adopted as the next unit for enumeration and for presentation of data mainly because this being the practice in the past censuses, would make for operational convenience and inter-censal comparability of data. Besides, the boundaries of police stations were comparatively well-defined and stable. All the notifications regarding changes in the police station areas during the inter-censal period were available without any difficulty. There was a suggestion for presenting the data development blockwise in the interest of development activities in the state. But this could not be considered because the block boundaries were not clear-cut and the boundary notifications and maps were not available.

Charges, Circles and Blocks

At the lower level, each police station was subdivided into suitable number of Charges, Circles and Blocks. The Block was the smallest unit of Census division and usually corresponded to the jurisdiction of an enumerator. An enumerator's jurisdiction was an area consisting of about 150 households or 750 persons in the rural areas and about 120 households or 600 persons in the urban areas. A group of about 5 enumerator's block constituted a circle under the charge of one Circle Supervisor and about 8 to 10 circles formed a charge under a Charge Superintendent. Each village was treated as an independent census block, but if a village was too big, it was conveniently split into two or more blocks under different enumerators. On the other hand, in case of small villages wherever possible, two or more such villages were placed under one enumerator depending upon their size and location. It was ensured that no village, however small would lose its identity as census figures were to be published village-wise.

In the urban areas, a ward was taken as the basis for demarcation of the blocks. Every ward was subdivided into suitable number of blocks according to the norm of workload. As has already been stated earlier the demarcation of blocks in urban areas was done by my own staff through an urban frame survey. In case of a few small census towns, however, the Charge Superintendents had to form the census divisions.

For demarcating the charges and the circles the police station maps where all the villages and towns were located, were utilised. The Charge Superintendents and Circle Supervisors were consulted by the district officers before finalising the boundaries of the charges and the circles.

Special areas

There were some special areas like tea gardens, forest villages, railway colonies, cantonments, military areas etc., which were treated as special entities and constituted as charges, circles or blocks depending on their size and population.

Departure from standard pattern

This standard pattern, however, could not be adhered to rigidly in all cases because of factors like poor communication, small size of villages etc. In the hills areas particularly where villages are small and scattered over difficult terrain deviation from this pattern of jurisdictions for enumera-

tors, supervisors and Charge Superintendents was unvavoidable. Similar difficulties were faced in the forest and *char* areas also.

Redelineation of census divisions after housenumbering and houselisting

Census divisions were initially formed on the eve of the housenumbering and houselisting operation on the basis of general village and town registers. In case of old villages, the population was estimated by adding 35% to the 1961 population of the respective village while in the case of new villages the population had to be estimated on the basis of local knowledge. After housenumbering and houselisting operation, as expected, many census divisions had to be revised in the light of the houselist population. My circulars on formation of census divisions and redelineation of enumeration blocks for final enumeration are reproduced in Appendix XV.

Difficulties faced

The main difficulty faced while forming the census divisions was regarding the identity of the small villages. Inspite of our instructions, there were cases where small villages were merged together to form one block. It was only after repeated clarifications and checking that these errors were rectified. As has already been stated, in the hill districts and forest and *char* areas, the standard pattern of census divisions could not be adhered to because of difficult terrain, poor communication and small size of the villages.

Total number of census divisions

The whole state of Assam was divided into 10 districts, 24 subdivisions, 108 police stations, 554 charges, 3,737 circles, 27,370 blocks. The statement showing the district-wise total number of charges, circles and blocks is given in the Appendix XVI.

Census officers at district and subdivisional level

Along with the pyramidal structure of census divisions, was built up a hierarchy of census personnel to look after each jurisdiction. In keeping with the past practice all Deputy Commissioners and Subdivisional Officers were notified by the State Govt. as District and Subdivisional Census Officers and were made responsible for the conduct of the census in their respective areas. I, however, discovered that the Deputy Commissioners and Subdivisional Officers could pay little personal attention to census and left the work to junior officers who proved ineffective. I, therefore, proposed to the State Government that officers of adequate seniority and experience only should be entrusted with the responsibility of census work and at my suggestion, the Government of Assam placed only the Additional Deputy Commissioners and Subdivisional Officers (Sadar) in the District Headquarters and Sr. E. A. C.s in the Subdivisional Headquarters in charge of census work. These officers were notified as Deputy District/Subdivisional Census Officers. In addition, one Junior Officer was also instructed to assist the Deputy Commissioner/Subdivisional Officers in census work, and was designated as Assistant District/Subdivisional Census Officers. The Deputy Commissioners and Subdivisional Officers, however, continued to be generally responsible for census work in their respective jurisdictions.

Appointment of Charge Superintendents, Supervisors and Enumerators

Charge Superintendents were appointed from among the gazetted officers like Deputy Inspector of Schools, Block Development Officers, Sub-Deputy Collectors, S. D. O.s of P. W. D. and so on. In a few unavoidable cases, non-gazetted officers were also appointed. Circle Supervisors were selected from among the non-gazetted supervisory staff like Sub-Inspector of Schools, Extension Officers of the Community Development Blocks, Co-operative Inspectors, Section Officers of the P. W. D ., High School teachers and so on. Enumerators were drafted mainly from among the primary school teachers. revenue staff, gaon panchayat secretaries, lower division assistants and other employees of government offices, local bodies and private organisations like tea gardens supplemented the school teachers wherever necessary. About 10% of the enumerators and supervisors were appointed as reserve to meet any contingency due to unavoidable eleventh hour transfer of any officer or inability on the part of any officer to perform the census duties for any other reasons.

CHAPTER XIII

HOUSENUMBERING AND HOUSELISTING

Housenumbering and Houselisting operation is an essential preliminary step to the population census. As the ultimate object of census is to cover every person, the numbering and the listing of the houses help in ensuring complete coverage by locating and identifying each individual house in a village or a town. As has already been pointed out, unlike many other states, where this operation was conducted in the early part of 1970, housenumbering and houselisting was held in Assam in September-October, 1970.

My jurisdiction for housenumbering and houselisting

I conducted housenumbering and houselisting operation both in Assam and the then autonomous State of Meghalaya. Mizo district was a part of Assam then. Meghalaya has since become a full-fledged State while Mizo district has been formed into an union territory known as Mizoram. I, however, did not conduct enumeration in Meghalaya as an independent Directorate was created for Meghalaya with a separate Director who took over from me on 30.10.70. For operational convenience, however, the conduct of enumeration in the Shillong cantonment and Shillong town, nine wards of which formed part of Meghalaya, was entrusted to me.

Preparatory stages

Housenumbering and houselisting involved a number of preparatory stages. The preparation of Village and Town Registers containing exhaustive lists of villages and wards of towns of the state was the first step as already discussed in Chapter II. Thereafter thana and town maps were prepared wherein the location of the villages and wards was carefully indicated. These maps and the registers formed the basis for carving out the jurisdictions of the Charge Superintendents, Circle Supervisors and Enumerators. The next step was to appoint the required number of enumerators, circle supervisors and charge superintendents. The final step before launching of the housenumbering and houselisting operation was, of course, the training of the enumeration agency. My circulars dealing with all these subjects upto the stage of Housenumbering and Houselisting are available in the office library in a printed collection.

Training

I started imparting preliminary training to District and Subdivisional Census Officers and Charge Superintendents by holding training classes in the District and Subdivisional Headquarters in the beginning of March, 1970. A training Conference was also organised at Shillong from 21.5.70 to 30.5.70 where the census officers of the districts and subdivisions had theoretical as well as practical training on housenumbering and houselisting. I prescribed a minimum of six training classes for the supervisors and enumerators for the purpose of housenumbering and houselisting. The need for proper training of the enumeration staff was repeatedly impressed upon the Deputy Commissioners and Subdivisional Officers. I, however, did not leave the training work to the district officers alone. I visited the districts and subdivisions and personally addressed a large number of training classes of supervisors and enumerators. I also deputed my officers to attend as many training classes as possible even in the remote areas of the different districts and subdivisions.

There was training wastage on account of the transfer of the trained personnel made by the State Government. The extent of such wastage was, however, not high. It was not possible to fix the training centres within a radius of not more than five miles from the normal place of work of the enumerators or supervisors. In many cases they had to travel considerable distances on foot, by boat and by other means of transport to attend the training classes.

Permanent Housenumbering

There were no permanent housenumbers anywhere in the state except in the railway colonies where these were adopted for census purpose. Though the scheme of permanent housenumbering was initiated by my predecessor as early as 1967 no progress was made except the constitution of State, District and Subdivisional level Committees and issuing of a general circular to all Block Development Offices and Municipalities and Town Committees by the State Government prior to my taking over as the Director of Census Operations. It appeared that the scheme was not taken seriously at any level. I found from discussions with some of the district officers that the instructions on the scheme were not at all clear to them. I, therefore, circulated a set of simplified instructions on housenumbering among all concerned. I also took up the matter with the State Government and impressed upon them the desirability of implementing the scheme effectively and expeditiously. The scheme, however, fell through on the question of cost of the permanent number plates. The State Government did not agree to bear the cost and requested the Panchayats and the District Councils to meet the expenditure. But they could not do so for lack of funds.

We, therefore, could not have the benefit of a permanent housenumbering system and had to get the housenumbering done by our census enumerators. The system of housenumbering adopted was strictly according to the All India pattern laid down by the Registrar General's office in the booklet containing instructions to the enumerators for filling up the Houselist and Establishment Schedule.

Preparation of Notional Maps

The enumerators were required to prepare lay-out sketches showing the location of houses within the area allotted to them and number all the houses, residential or otherwise, and list them and fill up the necessary particulars in the schedules given to them. Before the actual affixing of house numbers on doors, an essential step to be taken was to prepare a rough notional map of the entire village indicating the prominent features and landmarks such as the village sites, roads, hills, rivers, nullahs, etc. Essentially the same procedure was followed for preparing the notional maps and the housenumbering sketches in urban areas. But here, our own staff had already prepared urban frame survey maps as referred to earlier, clearly demarcating the boundaries of the blocks. These maps were supplied to the enumerators which made their work of preparing notional maps and housenumbering sketches in the urban areas extremely easy. The complete instructions to enumerators on housenumbering and houselisting is reproduced in Appendix I.

Experiences in the operation

The housenumbering and houselisting operation went off without any serious hitch. In several places the enumerators showed unwillingness to carry the tins of coaltar for painting the house numbers. They were, however, persuaded to do so. In a few cases the Charge Superintendents arranged on their own costly paints to make the enumerators work. The public in general was co-operative. People of certain rural and urban areas evinced unusual interest in getting their houses numbered. They even went to the extent of offering to bear the cost of the house-number plates. On enquiry these people invariably turned out to be either immigrants or encroachers who fondly hoped to establish their status on the basis of the census housenumbers. Then there were cases where the people requested the enumerators to number their houses on certain days only which were considered to be auspicious. A high State Government Official even telephoned me to protest against painting the unlucky number 13 in his newly built house. He was, however, relieved to learn that even I had the fortune or misfortune of having the same number on my own house.

Supervision

As in the case of training, during the housenumbering and houselisting operation also I deputed all of my officers to different parts of the state to see the work of the enumerators in the field and to help remove any confusion or difficulty faced by them on the spot. The officers of the District and Subdivisional headquarters were ofcourse going round supervising the work in their respective jurisdictions. I myself also visited a large number of places and checked the work in the field.

Quality of work

The quality of work of the enumerators was generally satisfactory. In many places the enumerators prepared a rough copy in white paper purchased by them and transferred the entries to the printed forms only after having these entries checked and approved by the Charge Superintendents concerned. According to our instructions the enumerators consulted their supervisors before posting the Enumerators Abstracts.

Quality of notional maps

The quality of the notional maps prepared by the enumerators as a whole was good while some of the maps were of excellent standard. Of the four copies of block maps prepared two copies were collected after the houselisting operation was over along with the filled in records while the remaining two copies were kept with the concerned Charge Superintendents for use at the time of enumeration. These two copies were also collected after the completion of enumeration. All these village notional maps were then arranged according to location code numbers police station-wise and bound up in the form of Police Station Atlases and preserved for future use. Some specimens of notional maps are reproduced in the Appendix.

Common mistakes

Common types of mistakes noticed in filling the Houselist and Establishment Schedule were as follows :

The concepts of Census House, Census Household, Establishment and Institutional Household were not very clear to some of the enumerators. Many of them mistook Establishments for Institutional Households and vice versa. Many institutional households were entered in the Establishment Schedules. There were cases of wrong classification of establishments in column 4 in the Establishment Schedules. In some cases, hotel, tea stall, pan shop and laundry were recorded in columns 7,9 and again in column 11 of the Schedule.

Despatch of records

I issued detailed instructions to all Deputy Commissioners and Subdivisional Officers regarding arranging, packing and despatching of houselisting records after the completion of the operation at all levels starting from enumerator's block. A copy of the circular containing the instructions is reproduced in the Appendix XVII. On receipt of the records from all the Charge Superintendents, the Deputy Commissioners and Subdivisional Officers had them checked and packed strictly according to instructions and sent to my office in hired trucks. In one or two cases, however, records were sent by train.

A statement showing the districtwise crude total population figures as recorded at Houselisting together with percentage variation for the decade 1951-61 an 1961-71 is given below :—

Houselist population of Assam—1970

State/District	Population according to 1961	Percentage decade variation, 1951-61	Population according to houselisting 1970	Percentage decade variation, 1961-70
1	2	3	4	5
Assam (excluding Meghalaya)	11,127,939	+35.06	14,886,566	+33.8
Goalpara	1,543,892	+39.3	2,189,909	+41.8
Kamrup	2,062,572	+38.4	2,856,634	+38.5
Darrang	1,289,670	+39.6	1,707,691	+32.4
Lakhimpur	1,563,842	+38.8	2,114,910	+35.2
Nowgong	1,210,761	+36.5	1,669,641	+39.9
Sibsagar	1,508,390	+24.4	1,839,853	+22.0
Mikir Hills	225,407	+79.2	375,741	+66.7
North Cachar Hills	54,319	+37.0	73,188	+34.7
Cachar	1,378,476	+23.5	1,719,955	+24.8
Mizo	266,063	+35.6	318,632	+19.8
United K & J Hills (excluding the area covered by Meghalaya)	24,547	+70.65	20,412	—20.3

CHAPTER XIV

ENUMERATION AGENCY

As already pointed out, the enumeration agency was made up of basically the primary school teachers. Where the required number of teachers were not available, staff of government offices, local bodies and private organisations like tea gardens were also employed as enumerators. While every attempt was made to appoint a local teacher or official as enumerator, in several remote hill areas and *char* areas the dearth of suitable persons necessitated posting of enumerators from far away places. The supervisors were selected from amongst the supervisory non-gazetted staff of different state government departments and high school teachers while the charge superintendents with a few exceptions, were all gazetted officers. The same agency was employed for housenumbering and houselisting as well as census enumeration and the pattern was identical in both rural and urban areas. A statement showing the distribution of enumerators and supervisors by broad categories in different districts is given in Appendix XVIII.

Role of the Teachers

The main advantage in having the primary school teachers as enumerators lies in the fact that they are available in most of the villages of the state. They not only have local knowledge of their areas, but also command respect from the local people. Many of them have previous experience of census work too. Our experience shows that our adherence to this traditional practice of basing the enumeration agency on the primary school teachers was wise because, they generally did their work well and compared to the government officials, they proved to be more sincere and devoted workers.

Quality of performance

While by and large the performance of the enumeration personnel was satisfactory in a few cases, it was outstanding. Several enthusiastic enumerators bought at their own cost special papers and chinese ink and prepared extremely neat and carefully drawn notional maps. Many took the trouble of preparing a rough copy of houselist on ordinary white papers before neatly transcribing the contents on the houselist forms.

Difficulties faced

Although the work of enumeration passed off smoothly, there was grumbling about the inadequacy of honorarium. Almost all the district officers complained that it was difficult to get volunteers for such honorary work. No doubt in some of the rural areas primary school teachers were quite keen to become enumerators, presumably owing to the prestige still attached to such work. But such attraction for census work is wearing off. Most of the officials and non-officials engaged for census work did their duties mainly for fear of legal and departmental actions. It was, therefore, no wonder that the Charge Superintendents would not dwell on the census cliche of honorary service for a great national cause in their training classes for fear of being ridiculed by the enumerators. There were quite a few cases of taking leave on medical ground just to avoid census work. There was no occasion to take recourse to disciplinary action or the Census Law to make any of the enumeration personnel work. But show cause notices had to be served to set right a few offenders. I, however, do not always put the blame on the enumerators. These low-paid workers, particularly the primary school teachers, had to face serious difficulties while doing census work. There were cases when the days spent by them for coming to attend training classes were debited against their leave. In one or two cases the services of the teachers engaged as enumerators were terminated on account of their absence from their schools. These difficulties were, however, mainly due to the fact that the instructions of the Director of Public Instructions did not reach all the primary schools of the state. We got over this problems by publishing an advertisement in the local dailies indicating the orders of the state government that the days spent for census work by the primary school teachers engaged as enumerators were to be regarded as spent on duty.

CHAPTER XV

TRAINING OF ENUMERATION PERSONNEL

Importance of training

Importance of training of the census personnel at all levels can hardly be overemphasized. Much of the success of the census taking depends on the quality of training imparted to the census officers of all categories. The training of a motely group of over thirty one thousand enumerators, supervisors and charge superintendents over whom the census directorate has no direct administrative control is not an easy task. Though the detailed instructions in local languages were duly distributed amongst all the census personnel, the complicated census concepts and procedures called for intensive oral instructions, supplemented by practical exercises to make the census workers thorough in their understanding.

Training of District Officers and Charge Superintendents

As in the past, the training was organised in three levels consisting of district officers, charge superintendents and supervisors and enumerators. A conference for training of all the district and subdivisional officers in charge of census was held at Shillong from 26.11.70 to 28.11.70 where I personally imparted a thorough theoretical and practical training on enumeration. Each of the officers participating in the training was made to canvass the individual slips in about 5 households and to compile population records and enumerators' abstracts. Thereafter each individual performance was discussed and the errors pointed out. This conference was inaugurated by the Chief Secretary to the government of Assam. The instruction booklets both in English and Assamese were distributed to the officers. They were also provided with sufficient number of extra copies for the Charge Superintendents of their respective areas. This conference marked the first stage of training for enumeration. The venue of training thereafter shifted to the respective district and subdivisional headquarters where the district officers were required to arrange training for the Charge Superintendents. Although the district and subdivisional census officers were made responsible for training up all categories of census personnel, I did not leave the matter entirely to them. I instructed the district officers to invariably intimate the training programmes for Charge Superintendents so that either myself or some other officers from the directorate could be personally present there to watch as well as help the training. This was welcomed by the district officers because initially they found it difficult to answer the barrage of questions from the Charge Superintendents. I attended and addressed almost all the meetings arranged in different districts and subdivisions for training of Charge Superintendents. My personal presence not only made all the district officers conscious of the importance of the training but also helped them to get various points including administrative matters clarified on the spot. This was also an instructive experience for me because the problems posed by the field officers compelled me to be thorough in the various census concepts and procedures and also made me realise the practical difficulties faced in the field. My intention in attending almost all the meetings of the Charge Superintendents was to ensure that the training received by the Charge Superintendents was correct, uniform and of high order. Experience of the previous census showed that if the training was left to the district officers only, often mistakes would occur and interpretations of various points would be made differently by different officers leading to confusion.

Training of Enumerators and Supervisors

The most important part of the training work, however, was the training of the census supervisors and enumerators. I took special care that the instruction booklet which was personally translated by me in easily understandable language reached every enumerator well in time. I also issued a brief printed summary in Assamese of

these instructions to be used at the time of enumeration for quick reference. These summarised instructions proved extremely useful as a ready reference guide to the enumerators. Although a minimum of four training classes was prescribed, in practice the average came to six in most cases, which was partly due to the postponement of the reference date on account of midterm election.

Points emphasized in training classes

Following were some of the points emphasised in the training classes :

(1) The key role of the enumerators in this great national undertaking.

(2) Relevant provisions of the census act.

(3) The fact that there would be a post enumeration check for testing the accuracy of the census work. This and the penal provisions of the law made the enumerators careful in their work.

(4) The imperative need to prepare and relay the provisional totals in time.

(5) The method of approach to the citizens. For the language question particularly the enumerators were warned to be extremely careful.

(6) The system of rewards and medals for good work.

Practice Enumeration

Practice enumeration was made an integral part of the training of the Supervisors and Enumerators. They were made to canvass the practice schedules in respect of a few households of their locality and the entries were duly discussed and the errors were pointed out. Sometimes I used to test their knowledge by making them enter the particulars of hypothetical households in the practice schedules.

Supervision of training classes

In order to ensure that the training was properly imparted, I toured the length and breadth of the state attending as many training classes of Supervisors and Enumerators as possible. Three Deputy Directors were alloted three zones in which they toured extensively looking after the training classes in every charge. In addition, I deputed my Assistant Directors and Tabulation Officers so that some one from the directorate could be present in most of the training classes of the Supervisors and Enumerators.

The Charge Superintendents were required to send a copy of their programme of training of enumerators and supervisors to the Directorate. Sometimes, I used to turn up in the classes without previous intimation which kept the Charge Superintendents and other officers on the alert.

Size of training classes

My instruction regarding the size of the training classes was to limit the number to 30 to 40 trainees in a class. Although whenever I used to visit any training class much larger number of Supervisors and Enumerators used to turn up, the Charge Superintendents generally adhered to this standard in their own classes.

Time and place of training classes

The training classes were as far as possible fixed on holidays, bazar days or pay days when the enumerators who were mostly school teachers could conveniently attend these meetings. Although the instructions were to fix the training centres within a radius of 5 miles from the places of work of the enumerators it was not possible to stick to this and in some cases the enumerators had to travel much longer distances. This was particularly so in the hill districts. The training meetings were held mostly in schools where there was no problem of seating accommodation or black boards.

Roll-up black boards

Black boards were used for explaining the Individual Slips and other Schedules. Roll-up black boards could not be arranged because no manufacturer could supply them at reasonable cost and in time.

Attendance registers and absentees

The Charge Superintendents were required to maintain attendance registers which used to be checked by me and other officers. They were directed to take departmental action against those who were not regular in their attendance. For the absentees special classes used to be arranged.

Education department officers associated

As the enumerators were mostly school teachers the officers of the education department like Ins-

pectors and Deputy Inspectors were associated in the training classes.

My apprehensions proved wrong

While training the district officers and the Charge Superintendents, I realised how difficult and complicated the census concepts and procedures were and I must confess that I was a little diffident as to how the motely group of half educated enumerators could be made to understand and apply these complicated instructions. My main fear was that although training might be good and uniform at the district officers and Charge Superintendents levels on account of the training being imparted by myself or by my officers, it might not be so at the lowest but most important level of enumerators because it was not physically possible for our officers to attend all the training classes of the enumerators and supervisors. Thus there was always the danger that although we gave the correct instruction to the higher officers by the time these percolated down to the lowest level of enumerators, the instructions might get distorted. In fact in some cases I did find that the Charge Superintendents wrongly interpreted certain instructions. It was, however, most gratifying to find that in most of the cases the enumerators received correct instructions. Later on I realised that the enumerators were quite intelligent and capable of understanding these instructions once they applied their minds and did the practical exercises. In a couple of cases when last minute recruitment of new hands had to be made, I was pleasently surprised to find the enumerators grasping the essential concepts and procedures within a matter of a few hours with the help of the summarised version of instructions and his colleagues.

CHAPTER XVI

THE CENSUS ENUMERATION

Reference date

The reference date for the census is chosen to fall during a period when communications are easy and most part of the country is accessible and people are also comparatively free from heavy migratory influences. According to the original census enumeration programme, 1st March, 1971 was chosen as the reference date for the 1971 census, but the mid-term election in the country necessitated a revision of the reference date. To avoid a clash with the mid-term election, the Registrar General of India proposed to advance the enumeration with the sunrise of 20th February, 1971 as the reference date. With all the preparations complete we liked the idea very much and geared up the machinery to launch the operation on 1st February, 1971. Subsequently, however, following representations of the State Chief Election Officers in a conference held under the Presidentship of the Chief Election Commissioner that the preponement would adversely affect the election work, the government of India decided to postpone and hold the census immediately after the General Elections. Accordingly, the sunrise of 1st April, 1971 was fixed as the Reference Date.

Area censused

As has already been stated in an earlier chapter while for the purpose of housenumbering and houselisting in September—October, 1970 my jurisdiction comprised both Assam and the then autonomous state of Meghalaya for conducting the enumeration, however, I confined myself to Assam only including Mizo district because an independent directorate was set up for Meghalaya and I handed over charge to the new Director of Census for Meghalaya on 30.10.1970. Meghalaya has since become a full fledged state and Mizo district as union territory. As on the 1st April, 1971 i.e. the census reference date, three wards of Shillong town and Shillong Cantonment were part of Assam and the remaining portion of the town was under Meghalaya. I, however, conducted enumeration in the whole of the Shillong town for operational convenience. The entire Shillong town including the portion forming part of Assam and the Cantonment became part of Meghalaya when it became a full fledged state in 1972.

Census packet

Although the postponement to some extent dampened the enthusiasm of the enumeration personnel who were in a state of readiness, with a refresher course of training on the eve of the count, the enumeration started on the 10th March, 1971 in right earnest. The census packet of the enumerator consisted of (1) Abridged Houselist of the block, (2) Notional map of the block, (3) Instruction booklet, (4) A list of Scheduled Castes and Scheduled Tribes of Assam, (5) Individual Slip pads, (6) Population Record pads, (7) Enumerator's Daily Posting Statement forms for males and females, (8) Enumerator's Abstract forms and (9) Degree Holders and Technical Personnel Cards.

Chief Minister's message

The Chief Minister of Assam issued a message both on the radio and in the press on the eve of the enumeration which is reproduced in the Appendix XIX.

Enumeration of Governor and Chief Ministers

The census count in Shillong was ceremonially begun by enumerating the Governor of Assam and Nagaland on the morning of 10th March, 1971. Myself along with my Deputy and Assistant Directors, Sadar Subdivisional Officer, Shillong as representative of the Deputy Commissioner, the concerned charge superintendent and the enumera-

tor called on the Governor, Shri B. K. Nehru and filled up the census questionnaires for him and his wife. We then enumerated the Chief Minister, Meghalaya and Chief Minister, Assam and their households at their residence.

Close supervision

There was close supervision of the enumerators' work and the defects observed were rectified on the spot. I made a hurried tour of all the Brahmaputra Valley districts and personally checked the work of the enumerators. Some of the common defects noticed like irregularity in filling up the Daily Posting Statement were quickly circulated among all the other district officers by W. T. messages to prevent their repetition elsewhere. I found that the enumerators and other census personnel particularly in the rural areas were generally full of enthusiasm and a sense of urgency. The enumerators of the interior places expressed their happiness for the trouble I took in visiting their areas. As it was not physically possible to cover all the areas during the enumeration period, I detailed all my Deputy Directors, Assistant Directors and Tabulation Officers to visit different areas of the state for checking of enumeration work. They were asked to concentrate particularly on the weaker areas. The charge superintendents could supervise with greater mobility as requisitioned vehicles were provided to them at our request by the state government at its own cost.

Mistakes noticed

No serious mistakes were noticed anywhere. One common deficiency, however, was that the Daily Posting Statement was not posted every day for which instructions had to be flashed by W. T. to all concerned. In some cases pad numbers and slip numbers were not recorded. Location code was left to be written at home in a few other cases. A few enumerators in Borkhola police station used Roman numbers in location codes. There were minor mistakes in recording the relationship to the head of the household. The enumerators had some difficulty in eliciting accurate age returns of older people in rural areas. Names of Scheduled Castes and Scheduled Tribes other than those mentioned in the President's order were also written against question No. 11. There were cases where Scheduled Tribes recognised only in autonomous districts were entered for the other districts also. Sometimes names of the castes or tribes were not spelt out at all. No bias in answering any particular question was noticed. Regarding the question of mother tongue, we had issued specific instructions to the enumeration staff to be particularly careful in faithfully recording the returns and tactful in dealing with the people. I am happy that barring a few minor complaints which were promptly looked into, no complaints of any kind were received. As regards coverage, apart from taking care in demarcating the census jurisdictions so that no area was left out or overlapped, we issued appeals to the public through newspaper advertisements to bring any case of noncoverage to the notice of the nearest authorities concerned. Except a couple of allegations regarding omission of individuals in Gauhati which on enquiry turned out to be incorrect, no report or complaint of non-coverage was received.

Enumeration of houseless population

The enumeration of houseless population and boat-dwellers posed no problem. The only place where such population was scattered and difficult to locate was Gauhati, but the district authorities with the help of police conducted the census very smoothly and efficiently. An excerpt from the report submitted to me by Shri P. B. Dutta, Additional Deputy Commissioner and Deputy District Census Officer, Kamrup, Gauhati on this is given below :-

"Our enumerators had a really tough time on that night. A good number of houseless persons were suffering from contagious deseases. Some among them were completely deaf and dumb. Enumerators had to persuade most of them to give their particulars. At the sight of the police some houseless persons tried to run away. In Amingaon ghat the enumerators and the police personnel moved by boat to enumerate the boat dwellers. In Gauhati one old vagrant tried to dissuade other persons from disclosing their particulars on the plea that the enumerators were actually enlisting persons for the war with Pakistan."

Enumeration in special areas

For the military areas only the military personnel were employed for carrying out census work. In the Shillong cantonment which was the only cantonment in my jurisdiction, the Executive Officer was made the charge superintendent and the enumerators were drawn from his staff. In the railway areas, railway officers and staff were engaged. Similarly, the forest department officials were placed in charge of forest areas. In the tea gardens, however, only at the level of supervisors and enumerators their employees were used for census work.

Non-synchronous enumeration

Owing to the trouble created by the Nagas in the Nambor, Rengma and Diphu reserve forests of the Sibsagar district in the Assam-Nagaland border, enumeration in these areas could not be conducted along with other parts of the state according to the All India time schedule. Some Nagas had attacked with deadly weapons the enumerators who visited these reserve forests for the purpose of housenumbering and houselisting and snatched away all their papers. The district authorities after consultation with the state government proposed for non-synchronous enumeration in these areas. I referred the whole matter to the Registrar General of India and obtained the necessary approval for non-synchronous enumeration which was conducted in January—February, 1971.

Relay of provisional totals

Detailed instructions were issued regarding the relay of the provisional totals at all levels. We tried to drill into the minds of the census officers the imperative need to relay the provisional figures strictly according to the time schedule by repeatedly stressing its importance in our circulars and in all the training classes. The form and the manner in which the provisional totals were to be compiled and transmitted were explained in a circular which is reproduced in the Appendix. Separate registers for the supervisors and charge superintendents were prescribed to post and consolidate the block and circle abstracts at circle and charge levels. With the completion of the enumeration and the revisional round by 3rd April, 1971 we were anxiously awaiting the receipt of the provisional totals from the charge superintendents and the district census officers. The cooperation of the postal authorities and the police wireless authorities was enlisted in advance to facilitate prompt despatch of messages of the charge superintendents and the district officers. A team of officers and assistants was kept constantly busy at my office receiving and processing the figures sent by these officers by telegraph or telephone. Owing to communication difficulties caused by natural calamities, messages from a couple of subdivisions reached me late. I could send the complete provisional figures for the whole state to the Registrar General on 8th April, 1971. A statement showing the provisional population figures of each district and subdivision and the dates of their receipt in my office along with the final population figures and the percentage variation for each district and subdivision is given in the Appendix XX.

Publication of provisional totals

It was decided by the Registrar General of India that certain basic information relating to total population and literate persons would be published as Paper I of 1971 both at the All India level and for each individual state and union territory. Subsequently a supplement to this paper was to be brought out dealing with provisional figures relating to towns, workers, non-workers etc. The All India population figures were released to the press by the Registrar General on 12.4.1971 before the publication of the Paper I and we were also allowed to release the state figures any time at the earliest convenience. I announced the figures relating to total population and total literates for the state and for all the districts with sex break-up at a press conference on 13th April, 1971. The scheduled date for publication of the Paper I of 1971 was 20th April and the Supplement was to be published later because the provisional figures relating to towns, workers, non-workers etc. were likely to take more time for finalisation. I, however, managed to prepare all the tables relating to both Paper I and its Supplement well in advance and could publish all these figures together in the Paper I of 1971 on 20th April itself. There was, therefore, no need to bring out any supplement.

CHAPTER XVII

CENSUS ACT

The legal basis of the census is provided by the Census Act (Act XXXVII of 1948). Although there is provision for making of rules under Section 18 of the Act, no rules have yet been framed. The Census Act along with the Assam Tribal Areas (Census) Regulation, 1950 which extends the Act to the tribal areas of Assam is reproduced in the Appendix III.

Salient features of the Act

The Act empowers the central government to notify and take a census and appoint the Census Commissioner for the country and the Superintendents of Census Operations for the states to conduct the census operations. The state governments as well as the District Magistrates are also empowered to appoint census officers and secure necessary assistance in census work from certain persons. Section 8 of the Act clothes the census officers with the authority to ask the census questions and also makes it obligatory for all persons to answer such questions to the best of their knowledge and belief. The confidentiality of the census returns is ensured by providing that the records of census are not open to inspection nor admissible in evidence even in a court of law. Penalties for non-compliance with the provisions of the Act both for the census officers as well as the public are laid down in Section 11.

Prosecution under the Act was not necessary

Now-a-days it is becoming increasingly difficult to get willing workers for census inspite of the provision for increased honorarium. In many cases, particularly the office staff appointed as supervisors and enumerators had to be pressurised to accept the census work. Although there was no occasion to invoke the penal provisions of the law, threat of prosecution was necessary in several cases to bring round the delinquent personnel. Some tea garden authorities who refused to spare their staff for census duty had to be given warning by the district authorities. Similarly, in a few cases some persons who offered initial resistance to housenumbering and answering certain questions of the Houselist and Establishment Schedule had also to be administered veiled threats of legal action. We had already given some publicity of the relevant provisions of the Census Law regarding penalty for non-compliance, confidentiality of census returns etc. which contributed towards smooth and orderly conduct of the census. There is, however, no gainsaying the fact that it was for the willing cooperation of the people and for the tact and influence of the district officers that practically no coercive measures were necessary.

Need for bringing Houselisting within the purview of the Act

Although houselisting is not within the purview of the Census Act, this operation presented no serious difficulty. This, however, is no justification for not providing a legal basis to this important part of census.

Need for provision regarding cooperation of the officials in the Act

In some countries census legislations call for the cooperation of the various branches of the public services, particularly of government officials, public school teachers and the like in the preparation and conduct of census. In the present context of growing unwillingness on the part of the enumeration personnel to shoulder census responsibilities it is for consideration whether some provision on these lines may serve any purpose, however, limited it may be.

Need for defining scope of census in the Act

The scope of the census programme i. e. whether only a population count will be taken or a census

of housing, industrial establishments etc. will also be conducted as also the broad subjects on which census questions can be asked is laid down in the Census Laws of some countries like U. K. The utility of similar provisions in our Census Law is worth consideration.

Notifications issued under the Act

The following Statutory Notifications were issued by the central and state governments under the Census Act :—

1. Government of India, Ministry of Home Affairs Notification No. 28/101/69-Pub. I; dated 3rd July, 1969 declaring their intention for the taking of Census of the population of India in 1971.

2. Government of India, Ministry of Home Affairs Notification No. S. 0. 371 dated 14th January, 1971 revising the reference date.

3. Government of Assam Notification No. GCN. 36/58/158 dated the 20th June, 1969 appointing District and Subdivisional Census Officers.

4. Government of Assam Notification No. GCN. 36/68/186 dated the 4th September, 1969 delegating powers to appoint Census Officers.

5. Government of Assam Notification No. GCN. 36/68/187 dated 4th September, 1969 authorising Census Authorities to sanction institution of prosecutions.

6. Government of Assam Notification No. GCN. 36/68/278 dated 14th May, 1970 spelling out the questionnaire for 1971 Census (Enumeration).

7. Government of Assam Notification No. GCN. 36/68/279 dated 14th May, 1970 issuing instructions in respect of questions to be asked by census officers within the state of Assam, in connection with the housenumbering and houselisting operation of the 1971 census.

CHAPTER. XVIII

DIRECTIVES ISSUED BY THE STATE GOVERNMENT, HEADS OF DEPARTMENTS, ETC. TO FACILITATE CENSUS OPERATIONS

Instructions issued by the State Government

Although census is a central subject, it is traditionally conducted through the State Government machinery. Our organisation owes a debt of gratitude to the Government of Assam for their ready cooperation at every stage of the operation in the state. The Chief Secretary to the Government of Assam in his first Circular letter No. GCN. 36/68/165, dated 4.7.69 addressed to all Heads of Departments, all Deputy Commissioners and Subdivisional Officers and all Departments of Secretariat (Civil and P.W.D.) stressing the importance of Census Operations and assuring the fullest cooperation of the Government to the Census, placed all Government Officials at the disposal of the Census system without claim on the Central Fisc. for travelling allowance, special pay or remuneration, apart from such exceptional cases as existed in the past, e.g. case of remote tracts etc. All the Commissioners of Divisions also issued similar instructions to the Deputy Commissioners and Subdivisional Officers under them. Subsequently, many directives were issued by the State Government regarding employment of Government servants for enumeration, transfer of officers detailed for census work, concessions to the officials, teachers etc. for census training and other census duties, postponment of examinations, special entry in respect of Census works turned out by Census Officers and so on as and when approached by me. But for these directives and instructions successful conduct of this difficult operation would not have been possible.

Three circulars that helped most

While all the circulars and directives referred to above were essential for the proper conduct of the operation, I would like to mention three circulars in particular which facilitated census work most. The first one relates to entrusting the census responsibility specifically to the Additional Deputy Commissioners or Sadar Subdivisional Officers and Senior Extra Assistant Commissioners in the district and subdivisional headquarters respectively. Previously the practice was that the Deputy Commissioners and Subdivisional Officers who were generally responsible for census in their respective jurisdictions would leave the census work to be done by some junior and inexperienced officers as a result of which census efficiency suffered. Following this circular immediate improvement was noticed in the supervision, coordination, planning etc. of census work in the district and subdivisional headquarters.

The second circular is regarding special entry about census work in the character rolls of all Census Officers including the Deputy Commissioners and Subdivisional Officers. I could extract this circular from the State Government with great difficulty as this had no precedent in the previous censuses and besides, there were Deputy Commissioners who were senior to me in service. This injected interest and respect for census work among the officers including the Deputy Commissioners some of whom were hitherto apathetic to such work. The third is an order by the Director of Public Instruction treating the days spent on census work like training, enumeration etc. by the Primary School Teachers who constituted the bulk of the enumerators as period spent on duty. We published this order in the daily newspapers for quick circulation. This had removed one of the biggest bottlenecks in our work, because, many enumerators faced problems like loss of salary and leave, disciplinary action and even termination of service for leaving their schools on census work.

List of important circulars

A list of the important circulars issued by the State Government and their heads of departments is given below :-

No. and date of circular	Subject
1. No. GCN. 36/68/165 dated 4.7.69 from the Chief Secretary, Government of Assam.	Services of all State Govt. servants placed at the disposal of census organisation and general instructions for performing census duties.
2. No. HGG 3/68-69/18 dated 23.6.69 from Commissioner of Hills Division.	General instructions for performing census duties.
3. No. GG. 36/68/69 dated 8.7.69 from Commissioner of Plains Division.	-do-
4. No. SEA/122/69/70/13311-16 dated 18.7.69 from Commissioner of Cachar and Mizo Districts.	-do-
5. No. GCN 36/68/211 dated 1.11.69 from the Chief Secretary, Government of Assam.	Grant of concessions regarding office attendance for census work.
6. No. GCN 36/68/423 dated 10.3.71 from Special Secretary to the Government of Assam.	Exemption of officials engaged in census work from office attendance.
7. No. AAP/Misc/5/69/30 dated 27.4.70 from Director of Public Instruction, Assam.	General instructions to the primary school teachers for performing census duties.
8. No. AAP/71/2/70/35 dated 30.11.70 from Director of Public Instruction, Assam.	-do-
9. No. AAP/T/2/70/40 dated 4.7.71 from Director of Public Instruction, Assam.	-do-
10. No. GCN. 36/68/265 dated 9.5.70 from the Chief Secretary, Government of Assam.	Freezing the transfer of officials engaged in census work.
11. No. GCN. 36/68/266 dated 9.5.70 from the Chief Secretary, Government of Assam.	Additional Deputy Commissioners, Subdivisional Officers (Sadar) and Sr. E. A. C.s were placed in charge of census work.
12. No. GCN. 36/68/267 dated 9.5.70 from the Chief Secretary, Government of Assam.	Regarding entry about census work in the Annual Confidential Reports of Deputy Commissioners, Subdivisional Officers and other officers.
13. No. AAP/64/70/11 dated 9.3.71 from Special Secretary, Government of Assam.	-do-
14. No. GCN 32/70/8 dated 11.7.70 from General Administration Department, Government of Assam.	State Government officers should draw their T. A. for census work from their departmental budget.
15. No. GCN 32/70/36 dated 18.6.71 from General Administration Department, Government of Assam.	Regarding payment of T. A. of non-touring officers from the departmental budget for census work.

No. and date of circular	Subject
16. No. GCN 34/70/5 dated 4.9.70 from General Administration Department, Government of Assam.	Deputy Commissioners and Subdivisional Officers were authorised to requisition vehicles for census work.
17. No. GCN 34/70/14 dated 17.12.70 from the General Administration Department, Government of Assam.	-do-
18. No. GCN 34/70/65 dated 12.8.71 from the General Administration Department, Government of Assam.	-do-

Directives issued by the Central Government

The various ministries and departments of the Government of India also issued many instructions facilitating census taking of railway eatablishments, defence personnel, other military and para-military personnel, etc. All these instructions are kept in the office for future reference.

CHAPTER XIX

CENSUS CIRCULARS

I issued as many as 41 circulars on the various aspects of census upto enumeration. Each circular was timed on the basis of the census calendar prepared for the state. Although the letters received from the Registrar General, India and also those issued by my predecessor in the previous census generally guided me in drafting the circulars, in many cases, various innovations and modifications had to be made on the basis of experiences gained with the progress of the preparations.

Circulars were brief and simple

It was found that the district officers were too busy and hence averse to long and involved circulars. We, therefore, took care to make every circular as far as possible brief and simple. This proved effectual for we received very few enquiries for clarification. Each circular was given a serial number which made for convenience for record and reference.

A comprehensive manual was not necessary

No manual was prepared as it was felt that it would be difficult to bring out a comprehensive manual in time. Besides, it was likely to be affected by the changes in the procedure decided upon from time to time as the operation progressed. Individual circulars are free from these twin disadvantages. We, however, quickly published a printed collection of all the circulars, notifications etc. issued up to the housenumbering and houselisting stage which proved handy to the district officers particularly to the Charge Superintendents.

Special circulars and folder

Another device which facilitated enumeration work greatly was our special circulars issued just on the eve of housenumbering and houselisting and enumeration highlighting the important points in the form of do's and dont's. A printed folder in Assamese summarising the important instructions for filling up the individual slip was also distributed among the enumerators which helped them for quick review and ready reference.

Number of copies of circulars supplied to district officers and others

Normally, the Deputy Commissioners and Subdivisional Officers were supplied with 10 to 15 spare copies of each of the circulars. But depending on the nature of subjects, larger number of copies of particular circulars also used to be given to cover all the Charge Superintendents under them. Usually the circulars were cyclostyled but in a few cases printed copies were issued. A copy of each of the circulars was endorsed to the Registrar General, India, all the Directors of Census Operations, Chief Secretary to the Government of Assam all Commissioners of divisions and heads of departments.

All the circulars issued by the Registrar General and by me along with all relevant notifications, orders, circulars etc. issued by the state government and other heads of departments are preserved in my office in guard files for use in the next census. The circulars, notifications, etc. issued upto the stage of Housenumbering and Houselisting are available in the office in the form of a printed book. Some of the important circulars issued by me are reproduced in the Appendix.

CHAPTER XX

PUBLICITY MEASURES

Importance of publicity

The need for wide publicity in an operation of this magnitude can hardly be overemphasized. The success of such an undertaking which depends mainly on the whole-hearted co-operation of the public calls for a well-planned and powerful publicity programme to effectively convey to the citizens the importance, implications and mechanics of census and make them fully conscious of their duties and responsibilities in the operation.

Our publicity campaign which was intensified on the eve of the Enumeration included the following measures.

Posters, folders, etc.

Posters, folders etc. in Assamese, Bengali and English received from the D. A. V. P. were distributed for display through the Deputy Commissioners and Subdivisional Officers.

Publicity through Post and Telegraphs Department

Publicity through Post and Telegraphs Department was also arranged by devising special stamp franking machine with slogan relating to the census in all major post offices of the country.

Publicity through the cinema

Prints of the 16 m.m. publicity film "Operation Census" in Assamese, Bengali and English languages received from the D. A. V. P. were given to the Deputy Commissioners and Subdivisional Officers for screening within their respective jurisdictions. In addition, the D. A. V. P. directly sent more prints to the Directorate of Field Publicity of the State.

Cinema Slides

Cinema Slides in Assamese, English and Bengali received from the D. A. V. P. were exhibited in the cinema halls of the state with the help of the State Publicity Department.

Publicity through All India Radio

A message by the Chief Minister, Assam, was broadcast by the All India Radio, Gauhati on the eve of the final enumeration. Four talks, two given by me and the rest by my Deputies on various aspects of census in both Assamese and English were broadcast by All India Radio, Gauhati and Shillong. One drama on census written by the Deputy Director of Census Operations Shri G. N. Bhattacharyya was also broadcast by the All India Radio, Gauhati in its programme for rural listeners. Besides, various census slogans were regularly broadcast by All India Radio, Shillong and Gauhati in their various programmes.

Publicity through the Press

Appeals were made for co-operation of the people on the eve of both Housenumbering-Houselisting and Enumeration through all the dailies and weeklies of the State. News about the Census Conferences and Training Classes held by us as well as the District Officers were given adequate publicity by the local press. Most of the papers published leading editorials on census. I held two press conferences, one before housenumbering and houselisting and the other on the eve of enumeration which received front-page coverage in the dailies of the State.

Advertisements

Advertisements in Assamese, English and Bengalis were inserted in the local newspapers dealing with the dates of enumeration, importance of census, census questionnaire, important provisions of the Census Act and need for cooperation of the public. The advertisements were published in all the three local dailies twice a week and in five local weeklies once a week for about two months till the end of the final enumeration.

Articles on Census

I contributed a few articles explaining different aspects of census in the dailies and weeklies of

Assam. One of my articles was published in 'Poyobhora' the Assamese version of 'Yojana'. A particularly useful publication was an article in the form of simple questions and answers about census which was published in all the Assamese dailies and weeklies of the State.

An assessment of the publicity measures

All the publicity measures were, however, not effectual. The posters although distributed in time seem to have only limited impact, because the district officers failed to cause their wide display. The folder entitled "Population Census—why should we have one ?" was received after the enumeration was over and hence were of no use at all. I think the greatest impact was made by the advertisements made by us in Assamese and English in all the dailies and weeklies of Assam. A piece of our Assamese advertisement is reproduced in Appendix. The advertisements issued by D. A.V.P. directly did not seem to attract much attention. The D.A.V.P. advertisement in our papers regarding houselisting carried the wrong dates because they had the All-India dates which were not applicable to our State. We could issue our own advertisements because of the most welcome change in policy this time of decentralising the press advertisements. The D.A.V.P. allowed the Directors of Census Operations of the various States to release the advertisements directly. The bills were, however, processed and payments made to the newspapers by the D. A. V. P. Our Directorate was given an expenditure ceiling of Rs. 10,000/- which was fully utilised. In addition, I also spent a sum of Rs. 3,000/- spared by the Meghalaya Directorate from its funds. I have personal knowledge of several people who kept paper cuttings of our advertisements to subsequently check with the enumerator's questions. 'Asom Bani', the leading Assamese weekly of the State appreciated and reproduced our advertisement in a feature article on census. The films and the slides were very effective in generating a general consciousness about the importance of census. The contribution of the All India Radio particularly through repeated census slogans was considerable. The radio message by the Chief Minister on the eve of enumeration was well received.

CHAPTER XXI

HONORARIUM TO CENSUS ENUMERATION STAFF

CENSUS MEDALS

Honorarium in 1961 census

Indian Census has been traditionally conducted on honorary basis. It was for the first time in the history of Indian census that in the 1961 census a small honorarium was paid to the enumerators and supervisors to cover their out-of-pocket expenses and other incidental charges at the following rates :—

(i) For housenumbering and houselisting to enumerators..... Rs. 8.00

(ii) For enumeration to enumerators.. Rs. 12.00

(iii) To supervisors for supervising both the operations..... Rs. 4.00 per block.

In a few states some amount of honorarium was given to officials at higher level also which caused much heart-burning among others. In Assam the sanctioning of honorarium was restricted to enumerators and supervisors only.

Honorarium in 1971 census

Honorarium on a uniform scale was prescribed for all the states in the 1971 census to the enumerators, supervisors, charge superintendents and district census officers at the following rates :

1. Enumerators

(i) Honorarium for housenumbering, houselisting and filling up of the establishment schedule (including the cost of the housenumbering materials) for an enumerator's block (an average block in rural areas consisted of about 150 houses and an average block in urban areas of about 120 houses) of this amount of Rs. 5.00 is for the cost of housenumbering materials which may, if necessary, be drawn and paid to the enumerators. — Rs. 15.00 (Rupees fifteen only)

(ii) Actual census enumeration of an enumerator's block — Rs. 25.00 (Rupees twenty five only).

2. Supervisors

(i) Housenumbering and houselisting and filling up of establishment schedule for a supervisor's circle consisting of 4 to 5 enumerator's block. — Rs. 15.00 (Rupees fifteen only).

(ii) Actual census enumeration for a supervisor's circle. — Rs. 25.00 (Rupees twenty five only).

3. Charge Superintendents

Lumpsum honorarium of Rs. 150.00 (Rupees one hundred and fifty) only for the entire operation (i. e. housenumbering, houselisting and actual census enumeration).

4. District Census Officers

Lumpsum honorarium of Rs. 300.00 (Rupees three hundred) only for the entire operation.

Honorarium to additional functionaries

The sanction for the foregoing amounts was conveyed by the Registrar General of India in his letter No. 8/17/69-Ad.II dated 24.1.1971. I then moved Registrar General of India to treat the Subdivisional Officers at par with the Deputy Commissioners for purpose of giving lumpsum honorarium and also to grant some honorarium to Deputy/Assistant District/Subdivisional Census Officers. After considerable correspondence the Registrar General agreed to the proposal and

conveyed sanction to the incurring of the additional expenditure for payment of honorarium at the following rates to the additional functionaries in his letter No. 8/7/71-Ad.II dated 16.7.1971.

A (1)	Deputy District Census Officers	Lump sum
(2)	Divisional Census Officers	honorarium of
(3)	Subdivisional Census Officers	Rs. 250.00 for the entire operation.
B (1)	Additional Charge Superintendents	Lump sum honorarium of
(2)	Deputy Charge Superintendents	Rs. 125.00
(3)	Assistant Charge Superintendents	for entire operation.

Reactions of the enumeration personnel

As a result of higher rates and payment to the additional functionaries the total amount of honorarium paid during 1971 census amounted to Rs. 1,320,745.00 as against Rs. 416,677.00 in 1961 census. Although there was grumbling about the inadequacy of these amounts in the context of rising cost of living, the increase in the rates did help in keeping up the morale and efficiency of the enumeration staff. Some of the supervisors, however, expressed resentment over the fact that they were not given higher rates than the enumerators. Supervisory officers from the Charge Superintendent upwards were fully satisfied and gratefully appreciated the generosity of the census organisation.

Though the quantum of honorarium per head appears to be quite low, the cumulative amount in a country of a population size as ours is very large. The country can ill-afford to pay much higher remuneration. Indian census enumeration has to be necessarily done on an honorary basis. The honorarium can at the most meet only the out-of-pocket expenses of the enumeration personnel.

Timely disbursement of honorarium

Special attention had to be paid to the timely disbursement of the amounts of remuneration for, there were complaint in the last census of non-receipt of honorarium by several workers. Besides, timely payment of the first instalment of the remuneration would act as an incentive to the enumerators and supervisors. To ensure prompt payment, funds were placed with the Deputy Commissioners and Subdivisional Officers well in advance for drawal in A.C. Bills and thus the honoraria at all levels were disbursed timely.

System of award of medals

The system adopted in 1951 census for awarding medals and certificates for meritorious service continued in the 1961 census and followed in the 1971 census also. There were two kinds of medals, one in silver and the other in bronze. The medals were manufactured centrally at the government of India Mint, Bombay and the quota of Assam was 151 silver medals and 302 bronze medals. The allocation of these medals was done on the basis of one silver medal and two bronze medals per one lakh of population. The basic principle on which award of the medals should be given to receipients was outstanding zeal, sincerety and quality of census work. 50 per cent of the silver medals and 75 per cent of the bronze medals were reserved for the enumerators and the balance were distributed among the higher functionaries.

The Deputy Commissioners and the Sudivisional Officers were asked to recommend the names of enumeration personnel upto Charge Superintendents level who had the above qualifications. The recommendations of the Deputy Commissioners and the Subdivisional Officers were then processed in my office on the basis of the quality of the filled-in schedules of the concerned units. The list of persons, so prepared, and finalised was sent to the Registrar General of India for approval. 5 silver and 12 bronze medals were allotted for awarding them to the workers of my office who had shown outstanding zeal and good quality in their work. Each medal was accompanied by a certificate of honour. The Deputy Commissioners and Subdivisional Officers ceremonially distributed the medals to the selected enumerators, supervisors and charge superintendents in their respective district and subdivisional headquarters. The selected officers at the higher levels including Deputy Commissioners and Subdivisional Officers and officials of my office were given the medals at an official function held on 19.4.1972 at the State Central Library Auditorium, Shillong with Chief Minister of Assam as the Chief Guest.

CHAPTER XXII

GENERAL ADMINISTRATION, ACCOUNTS, STORES AND STATIONERY

Before 1961 the census offices were purely temporary and the entire staff used to be disbanded after the main census work was over. Since 1961, however, the census offices have been continuing on a permanent basis with a nucleus set-up. The set-up in my office and the names of the incumbents at the time of my taking over are given in the Appendix XXI.

The establishment of the census office on a permanent basis gave rise to administrative problems like promotion, confirmation etc., of the staff continuing for several years. In the technical side I had no difficulty on account of promotion, because with the progress in census work a number of supervisory posts like Investigators, Tabulation Officers, Statistical Officers were created many of which could be filled by promotion thus providing enough scope to the old incumbents for rise. The situation on the clerical side, however, was different. There being only a few posts the scope for promotion was limited. Besides among the small existing staff suitable persons were not available for promotion. I had, therefore, to fill up all the senior posts like those of Office Superintendent, Head Assistant, Assistant, Accountant and even one or two Upper Division Clerks by deputationists.

Permanent and Quasi-permanent Staff

As regards confirmation, several members of the nucleus staff who were found eligible were declared quasi-permanent under the Central Civil Service (Temporary Service) Rule, 1965. As per Registrar General's letter No. 3/85/66-RG(9AD-I) dated 7.7.1971 the following posts were made permanent in my office.

1.	Junior Investigator	.. 1
2.	Statistical Assistant	.. 1
3.	Draftsman	.. 1
4.	Proof Reader	.. 1
5.	Assistant Compiler	.. 3
6.	Head Assistant	.. 1
7.	Upper Division Clerk	.. 1
8.	Lower Division Clerk	.. 1
9.	Daftry	.. 1
10.	Peon	.. 2
11.	Chowkidar	.. 1

Need for State Civil service officers as Deputy Directors

Some of the posts at higher supervisory levels like those of Deputy Directors will necessarily have to be filled up by executive officers of the State Government on deputation basis as the enumeration agency is the district administrative officials over whom effective control has to be maintained. In the last census junior scale state civil service officers were appointed on these posts because senior officers were barred from joining these posts carrying lower pay scale than theirs. I, however, strongly felt the need of senior scale officers and after some effort succeeded in securing officers of the rank of Deputy Secretaries in the State Government for all the posts of Deputy Directors including those of the Regional Tabulation Offices by pursuading the State Government to waive the operation of the relevant provisions of the F. R. and S. R. which stood on the way of deputation of officers having higher pay-scales to posts carrying lower pay-scales.

Accounts

A statement showing the budgetary estimates and expenditure in the Assam Circle of Accounts for the year 1968-69 to 1971-72 is given in the Appendix XXII.

Census which entails heavy expenditure in a comparatively short period of time needs a good

accounts branch to avoid financial irregularities. Census Accounts branch has the peculiarity that it has to deal with financial rules and accounts of both central and state governments because although census organisation is under central Government, guided by General Financial Rules, Central Treasury Rules, Fundamental Rules and Subsidiary Rules, Delegation of Financial Powers Rules, and other Central Government rules the actual census taking is carried out mostly by people either under the State Government or guided by State Government Rules which differ from the Central Government ones. I, therefore, manned the accounts branch by deputationists both from the Accountant General's office as well as State Government Departments. The accounts staff consisted of one accountant, one upper division clerk and two lower division clerks. The accountant was originally a deputationist from the Accountant General's office but later on I had to appoint another person from the State Government Secretariat. I had much difficulty in finding a suitably experienced accountant because the low pay-scale of Rs. 210-380/- P.M. failed to attract sufficiently senior persons. The work in my accounts branch was, therefore, not always upto the mark.

In the next census it would be advisable to pay particular attention to build up a strong accounts branch from the very beginning. Upgrading of the post of Accountant with higher pay scale of say Rs. 350-475/- P. M. will go a long way towards greater efficiency in this branch by attracting senior deputationists.

Delegation of financial powers

In order to facilitate census work, the Directors of Census Operations were delegated with various financial powers which include the following :—

(1) Powers to create temporary posts in Class III and Class IV.

(2) Powers to create temporary fixed pay posts carrying pay upto Rs. 200/- per month.

(3) Powers to incur contingency expenditure upto Rs. 1,000/- per annum in each case for recurring expenditure and Rs. 5,000/- in each case for non-recurring expenditure.

(4) Powers to purchase books, newspapers and other publications.

(5) Powers to incur expenditure on entertainment, light refreshment upto Rs. 200/- per annum.

(6) Powers to sanction grant of recurring and non-recurring honoraria upto Rs. 100/- in each case to government officials other than those in his own office and to non-officials for work done in connection with the census operation.

(7) Powers to sanction local purchase of stationery articles not exceeding Rs. 500/- per annum.

(8) Powers to incur expenditure of Rs. 200/- (subsequently increased to Rs. 500/-) per annum for emergent local printing and binding.

(9) Power to draw during the period from the 1st August, 1969 to the 31st March, 1972, a number of advances in a month through abstract bills to meet contingent expenditure, subject to the limitation of Rs. 1,500/- for each advance.

(10) The Directors were declared as Controlling officers for their own and their establishments' travelling allowances.

The following powers were also delegated to the Deputy Directors in charge of Coding and Punching Cell and the Regional Tabulation Offices :

(1) To incur contingent expenditure not exceeding Rs. 500/- per annum in each case for recurring expenditure and Rs. 500/- in each case for non-recurring contingent expenditure

(2) To countersign T. A. Bills in respect of establishment under their control.

(3) The Deputy Directors incharge of Regional Tabulation Offices were also declared as Heads of Offices in respect of their Regional Tabulation Offices.

The District and Subdivisional Census Officers were declared as Drawing and Disbursing Officers in respect of the pay and allowances of the clerical staff provided in the districts and subdivisions. They were also authorised to draw and disburse the amount of honorarium payable to the enumeration agency.

The relevant circulars regarding delegation of financial powers are reproduced in the Appendix XXIII.

Permanent Advance

A permanent advance of Rs. 135/- sanctioned for this office during 1961 census continued for

1971 census. As the need for expenditure increased during the peak period of census, the permanent advance was raised to Rs. 500/- with effect from 20.8.1970 which greatly facilitated work like receipt and despatch of huge quantity of census materials.

Travelling Allowance

Travelling Allowances of census officers belonging to the State Government were borne by the State Government while those of non-official census personnel like supervisors and enumerators were met from the census budget. The Travelling Allowances of clerical staff provided at the district and subdivisional headquarters was also paid from the census budget.

Telephones

At the time of my taking over there were three telephones two in the office and one at my residence. The Deputy Director of Census Operations in-charge Coding and Punching Cell was provided with a new telephone. A temporary connection was also given to the residence of the Deputy Director of Census Operations (Headquarters) for a period from 6.8.71 to 6.2.72. Three temporary telephones were installed in the three Regional Tabulation Offices at Shillong, Gauhati and Jorhat.

Stores and Stationery

Stores like huge quantity of white printing paper of different varieties, binding materials, type writers, facit machines, franking machine, duplicating machine, drawing equipment etc., were ordered for by the Registrar General's office centrally. For stationeries indents were made by me from time to time from the Stationery and Forms Depot, Calcutta but supplies from Calcutta were very irregular and inadequate. We requested the State Government Stationery Stores to give us some supplies, but in most cases they were unable to supply owing to their stock being limited or exhausted. Recourse, therefore had to be taken to local purchases in unavoidable and urgent cases.

Printing

The printing of small forms, circular letters' sorter's ticket, posting statements etc., was in local private presses. These presses were pursuaded to accept the rates approved by Chief Controller of Printing and Stationery in connection with the 1961 census. No difficulty was, therefore, experienced in respect of the small printing jobs. The Assam Government Press because of heavy Government work could not help us this time.

To facilitate printing in private presses, the Directors of Census Operations were authorised to invite quotations and obtain approval from the Chief Controller of Printing and Stationery to the lowest rates tendered which would remain valid for three years. They were also authorised to make advance payment of 80 per cent of the admissible claim and make final payment after scrutiny of the bills by the Superintendent State Government Presses as per C. C. P. S. letter No. 8/27/69-P(Pt. IV) dated 18th May, 1970.

Accommodation

Although I did not have to start with house-hunting like my predecessor in 1961, securing suitable accommodation for my expanding office proved to be a big problem because of a general dearth of big buildings in Shillong. But the bigger problem was the rent fixation. The rent fixed by the Central Public Works Department falls far short of the current market rate and hence was not acceptable to most houseowners. According to the procedure for hiring accommodation a non-availability certificate is to be obtained from the local Central Public Works Department at the first instance. The Central Public Works Department is then to be approached with necessary particulars for fixing of the rent. The Central Public Works Department takes its own time to assess the rent and by the time the assessment is made the houses slip into the hands of other tenants. It was with considerable difficulty that accommodation for this census was arranged. This problem will plague the next census also unless own Departmental buildings are constructed.

CHAPTER XXIII

POST ENUMERATION CHECK

A Post Enumeration Check was conducted soon after the census enumeration was over following the practice of earlier censuses. The objective of the check was (i) to evaluate and identify the sources of coverage errors (a) of type I :—due to omission or duplication of individuals arising from omission or duplication of houses ; (b) of type II :—due to omission or duplication of individuals from censused houses, (ii) to evaluate the content errors in respect of a few selected items recorded in the individual slip.

The field operation involves three distinct stages, namely, (i) field re-enumeration, (ii) desk-matching of the re-enumeration records with the related census records and (iii) reconciliation of the unmatched events by revisiting the field.

A sample of 200 enumeration blocks for our state was drawn in the Registrar General's office by circular systematic method from three strata, viz. rural, city-urban and non-city-urban.

All the houses in these 200 blocks were relisted in Form PEC/I.1 for coverage errors type I. A sub-sample of 15 houses was drawn in our office from each of these 200 blocks for assessment of Coverage Errors type II. For the content error, a sub-sample of 50 blocks was taken from these 200 blocks and in the same set of 15 residential houses of each of these 50 blocks the censused individuals were re-enumerated in Form PEC/III.1.

At the rate of one enumerator per block 200 enumerators were appointed from among the sorting staff of the Regional Tabulation Offices. To exercise effective control and supervision of the field work 50 investigators were also appointed from among the higher category of census staff. The Tabulation Officers of the Regional Tabulation Offices supervised and co-ordinated the work of the enumerators and investigators both during field operation and desk-matching. The overall responsibility of the whole operation, however, rested with the Deputy Directors of Census Operations concerned.

The Tabulation Officers were trained at Shillong. Their training programme consisted of class room sessions in which census concepts, procedures, schedules etc. were gone over with particular emphasis on the census instructions regarding eligibility for enumeration. The P. E. C. procedures were then exhaustively discussed particularly the details of the steps involved in deciding the eligibility and enumeration status. In addition to the class room discussions they were also given practical training. The training of the investigators and enumerators was imparted by the Tabulation Officers under the guidance of the Deputy Directors of Census Operations concerned.

The whole operation was completed by May, 1971 and filled-in schedules were despatched to my office where necessary compilation was done according to the instructions received from the Registrar General's office. All the compilation sheets were then sent to the Registrar General's office for further action to work out the extent of over/under enumeration in the state as well as in the country.

Calibration of census data with S. R. S. records

With a view to assessing the reliability of the 1971 census data on age and current fertility a calibration survey was also undertaken almost simultaneously with the P. E. C. using the records of the Sample Registration Scheme which provided an alterative set of data on these characteristics from an independent source.

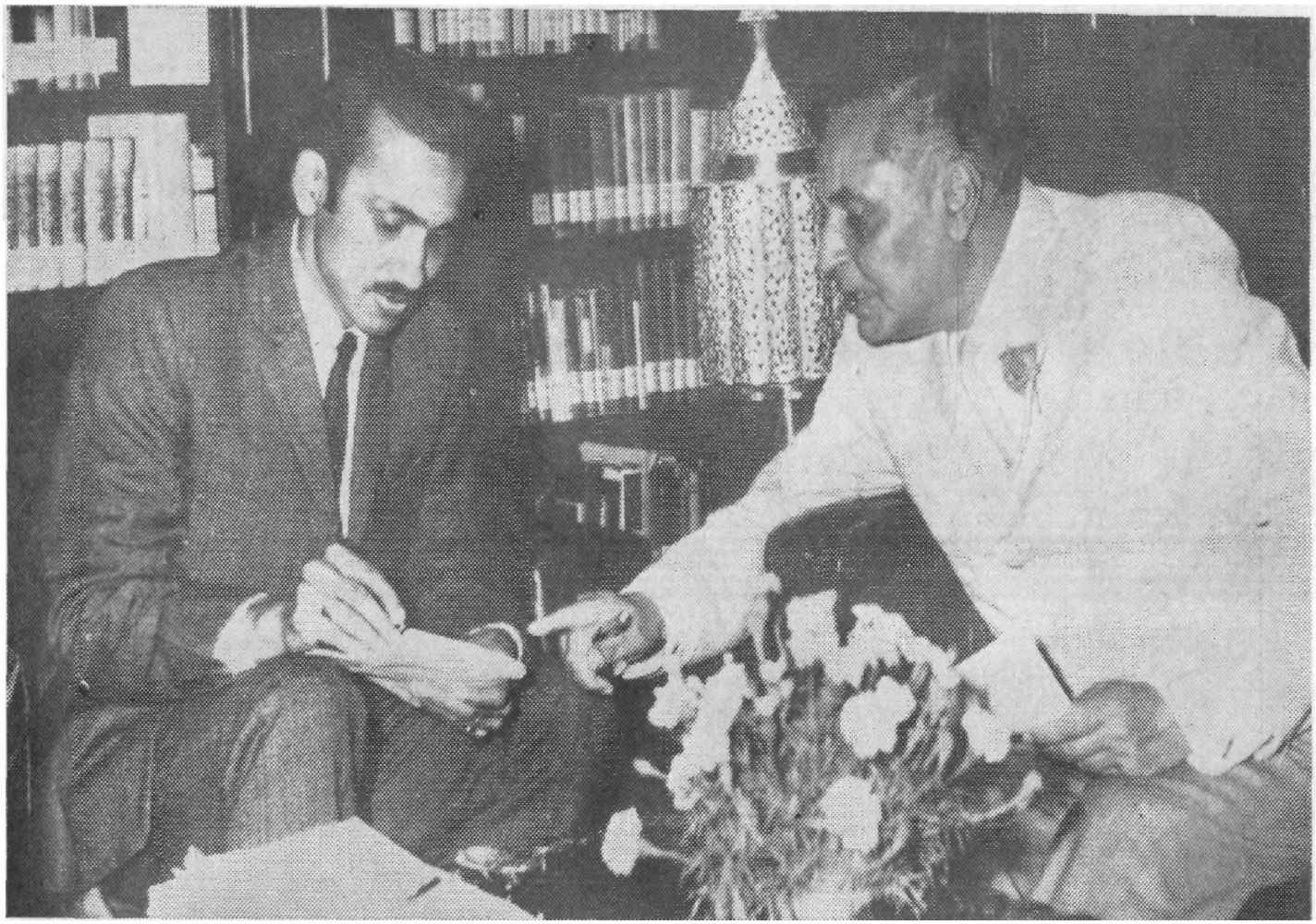
The births reported by the currently married women and the children enumerated in the census were matched with the births recorded in the Sample Registration.

This survey was conducted in 1961 sub-samples of the rural units out of 100, while in the urban areas out of 60 only 30 units were selected. First a houselist Matching Form was prepared giving the corresponding house numbers of Sample Registration Scheme and census. Thereafter, the necessary details about births and deaths were copied from the records of Sample Registration Scheme and the particulars thus collected were desk-matched with those contained in the census population records. As regards the unmatched particulars, field reconciliation was undertaken.

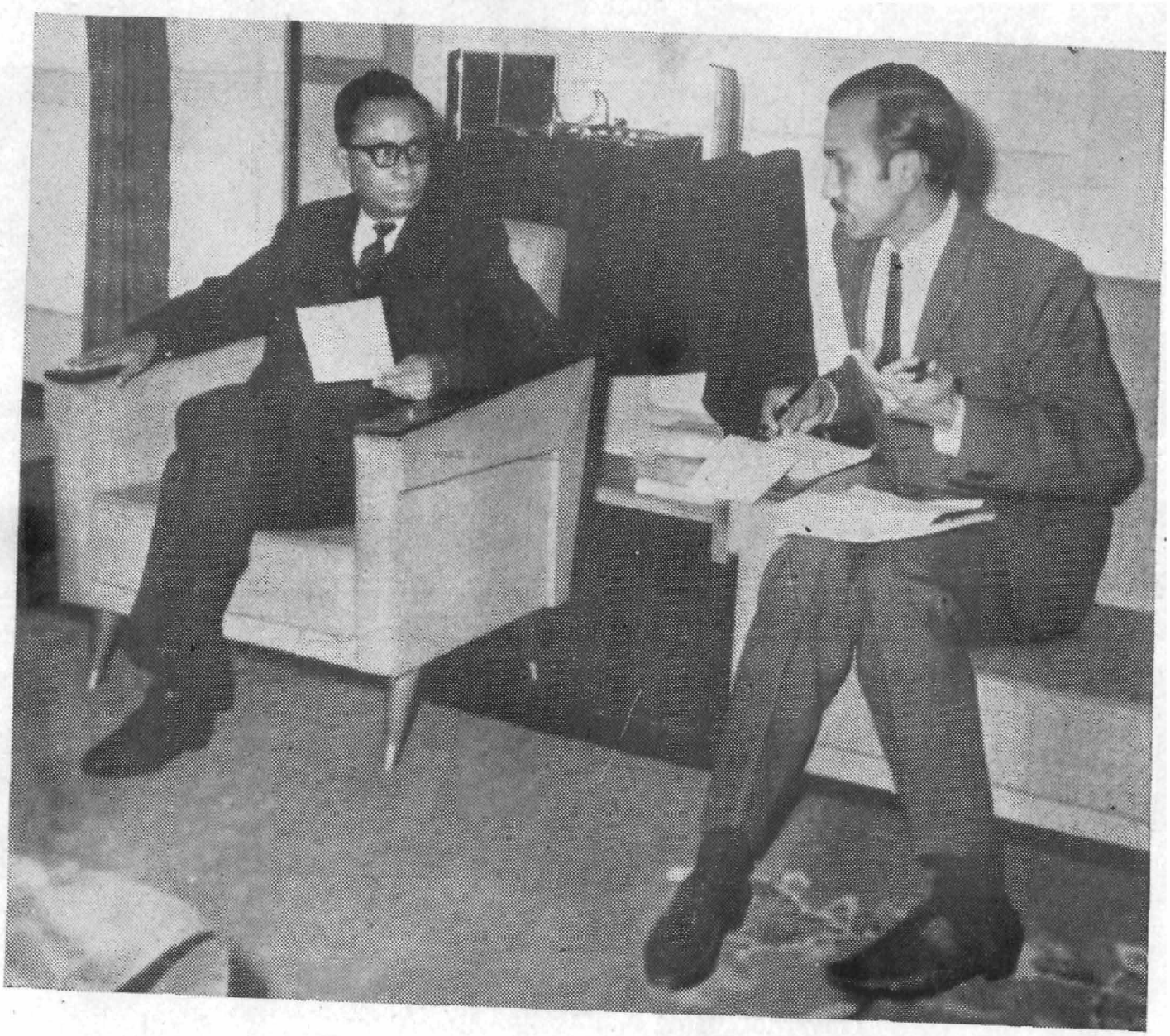
The compilation work was started from the middle of July, 1971 as the instruction for compilation was received only on 9th July, 1971 from the Registrar General's office. The compilation sheets have since been forwarded to the Registrar General's office for further processing.

Necessary schedules and instructions were prescribed and supplied by the Registrar General's office while the field investigation and compilation of data were done by the officials in the Sample Registration Scheme section of my office under the guidance of Assistant Director of Census Operations.

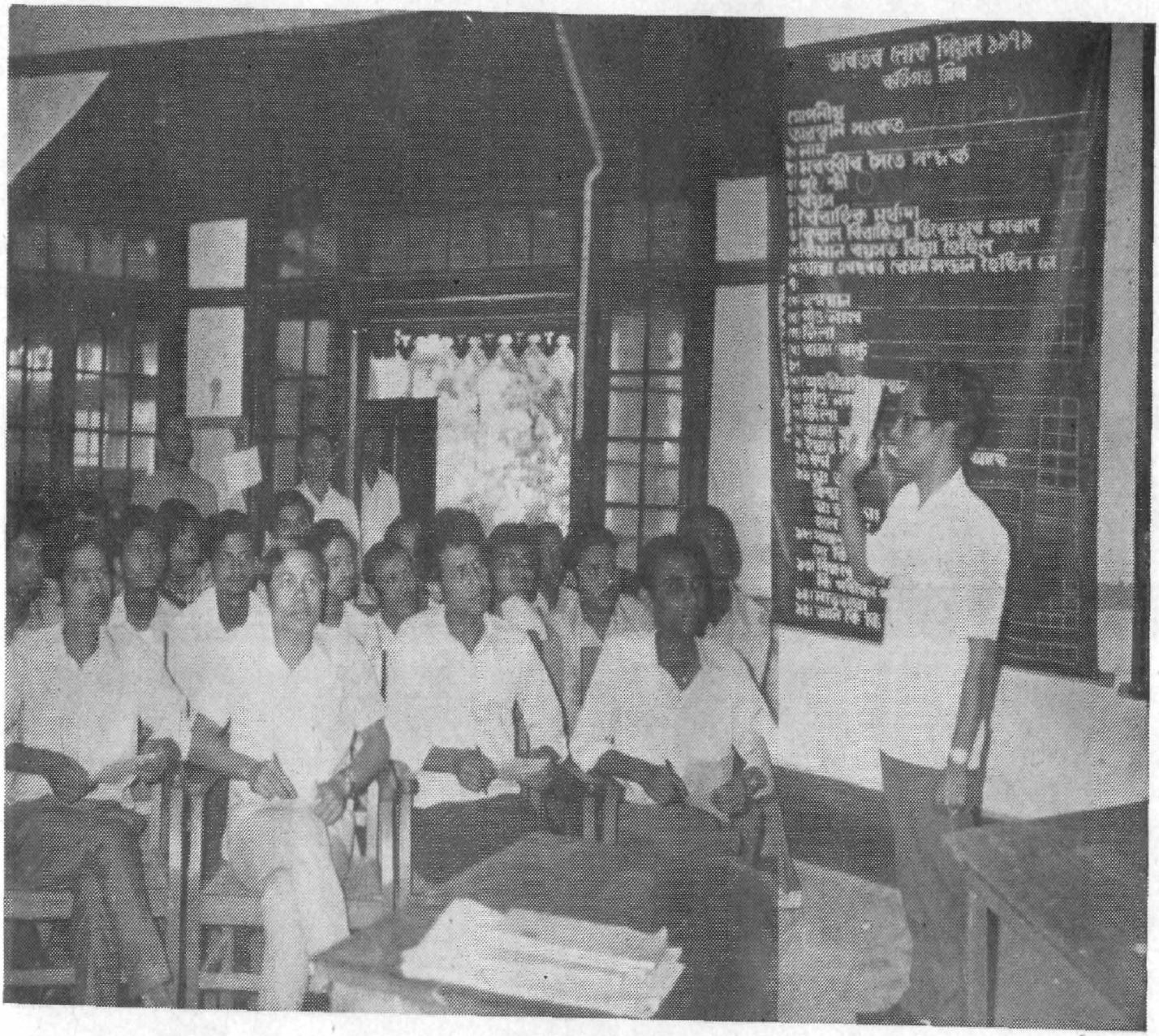
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Governor being enumerated by Director



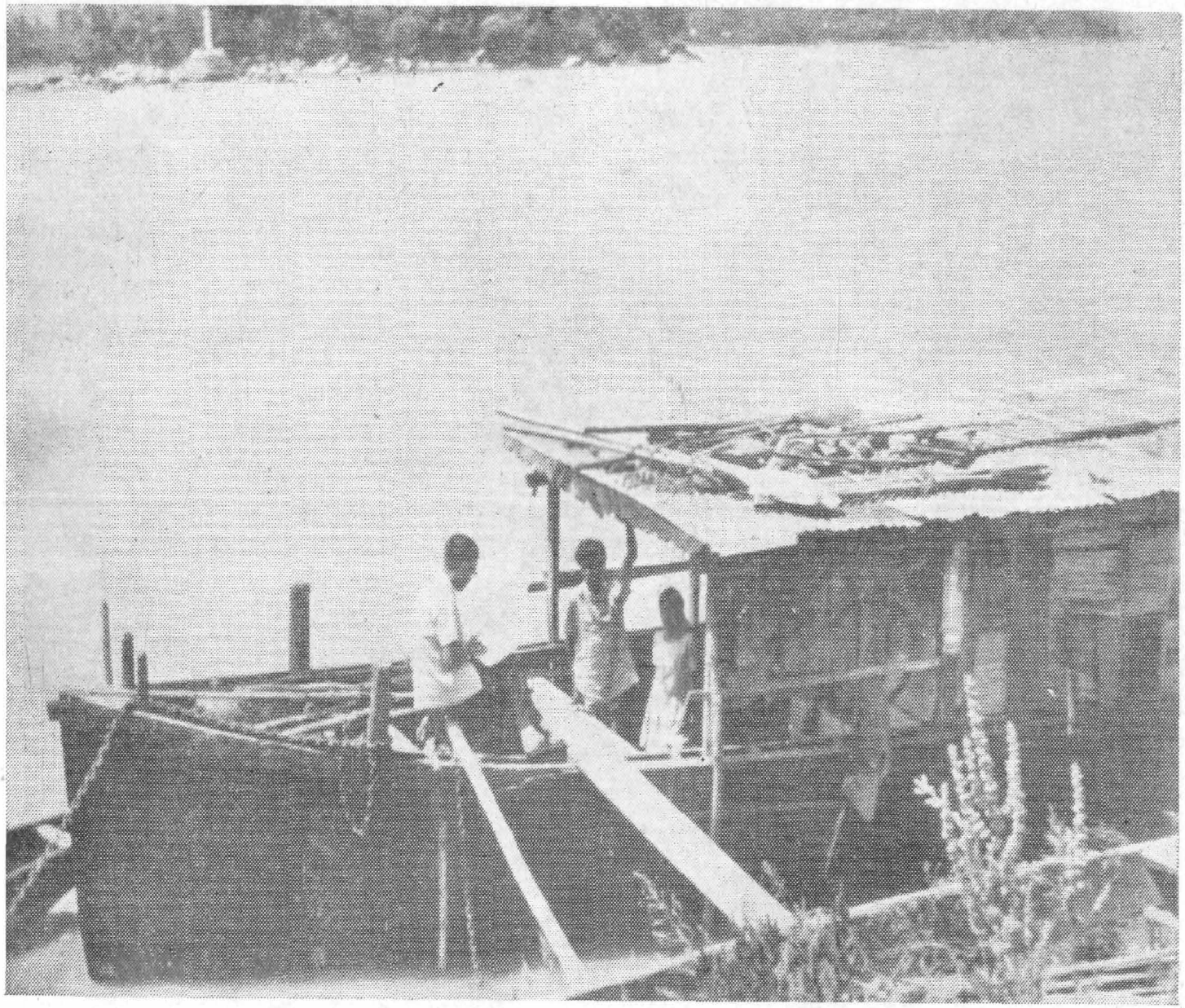
Director enumerates Chief Minister, Meghalaya



A batch of enumeration Personnel are being trained



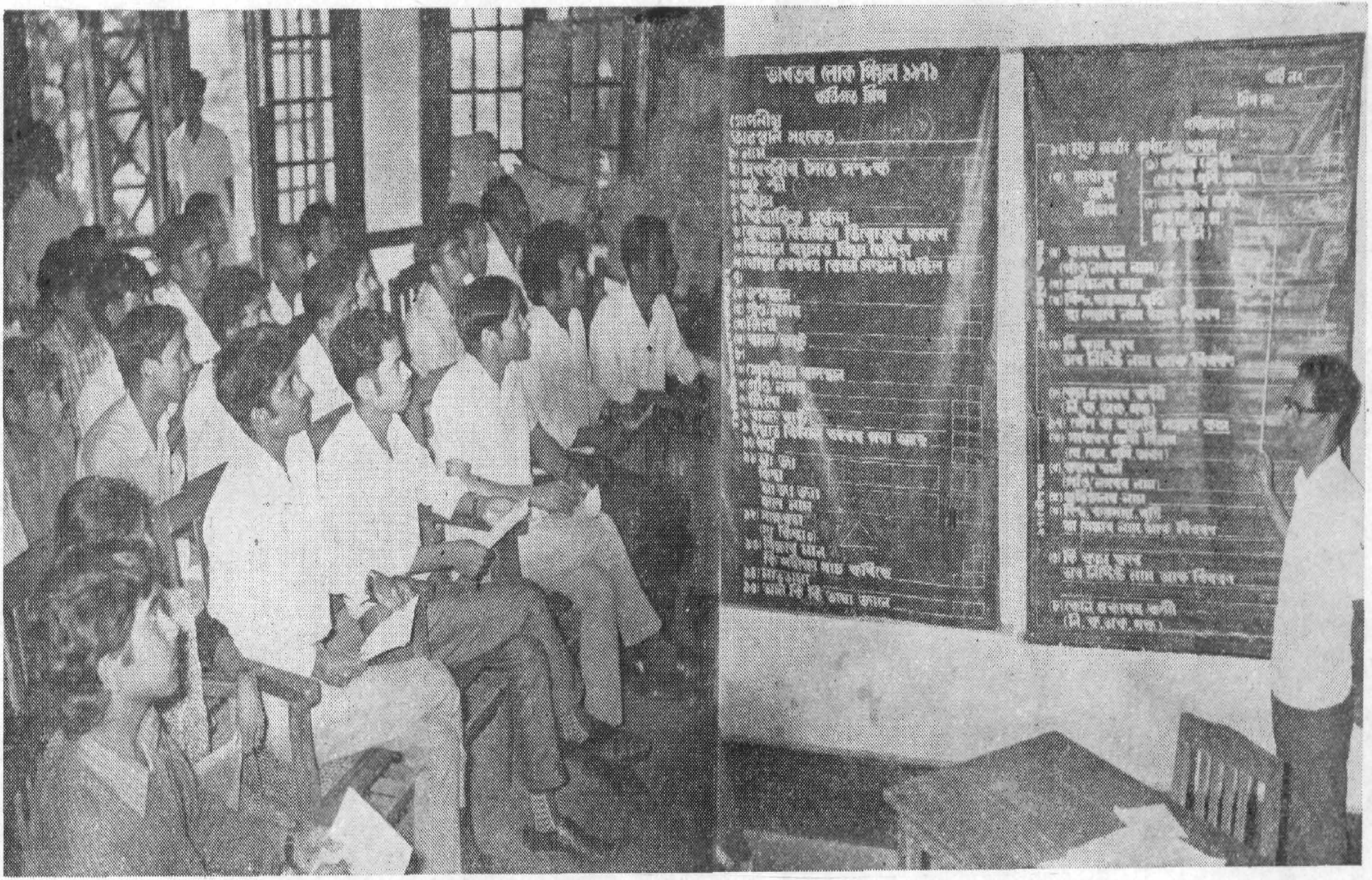
A keen interest evinced in enumeration



Enumeration of boat - dwellers in the river Brahmaputra



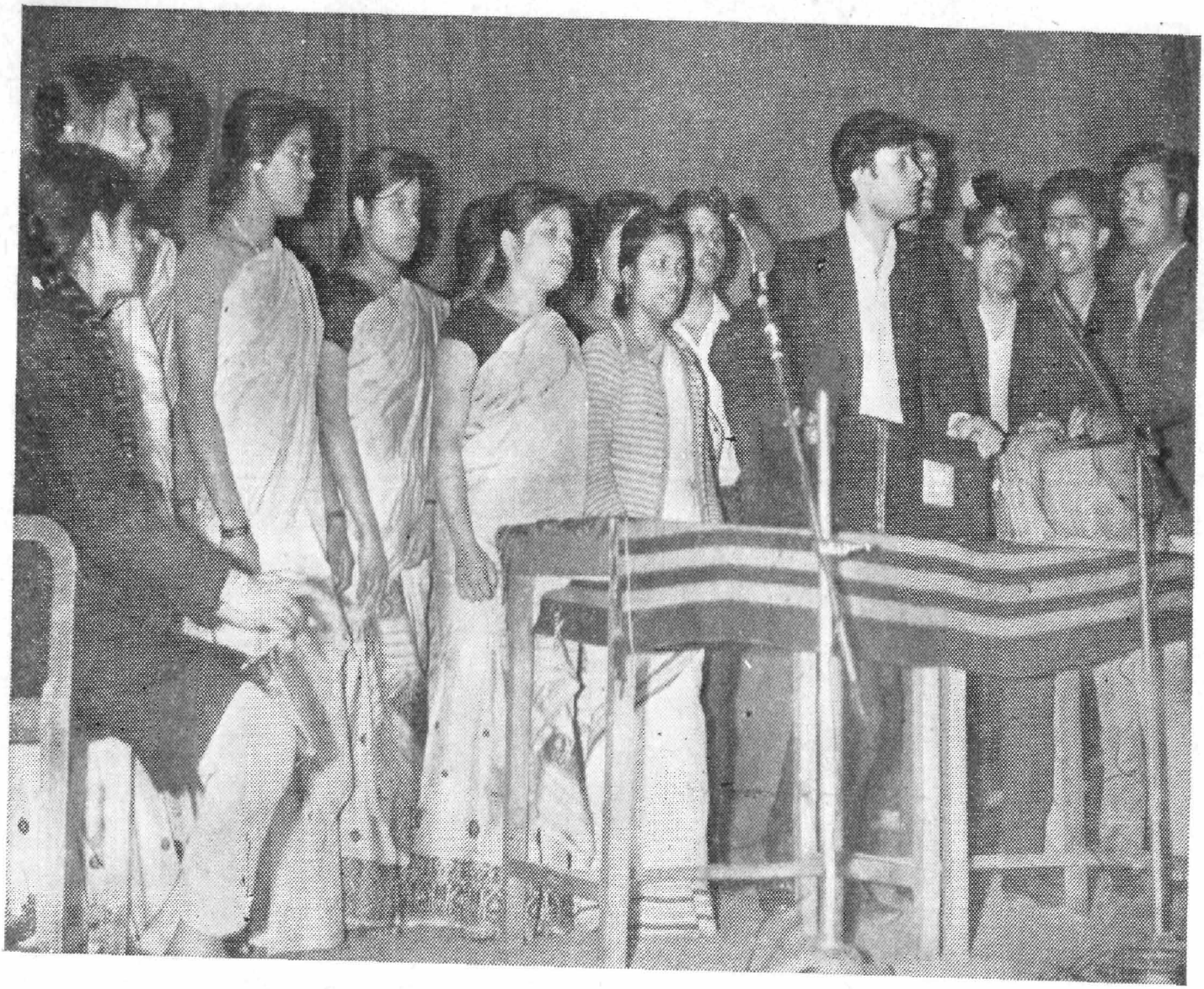
Another view of enumeration of boat-dwellers



Filling-in of Individual Slip



The distinguished gathering at the Census Medal distribution ceremony



Chorus in the cultural show held in connection with distribution of Census Medals

APPENDIX I

THE SCHEDULES AND INSTRUCTIONS

CENSUS OF HOUSE

Name of District..... Code No.....

Name of Taluk/Tehsil/Thana/Anchal/Island..... Code No.....

Line No.	Building No. (Municipal or Local Authority or Census No.)	Census House No.	Predominant construction material of Census House		Purpose for which Census House is used, *e.g.*, residence, shop, shop-*cum*-residence, business, factory, workshop, workshop-*cum*-residence, school, bank, commercial house, office, hospital, hotel, etc., or vacant	Is it used wholly or partly as an establishment ? Yes or No. If yes, enter further details in the Establishment Schedule and indicate the serial No. of that entry here
			Material of Wall	Material of Roof		
1	2	3	4	5	6	7

Signature of Enumerator..... Date.....

INDIA 1971

LIST

Name of Village or Town..... Code No.....

Name or number of Ward/Mohalla/Enumerator's Block..... Code No.....

If used wholly or partly as a residence									
Household No.	Name of the Head of Household	If S.C. or S.T., write name of Caste/ Tribe	No. of living rooms in the occupation of Census Household	Does the household live in owned or rented house (*i*) Owned (O) (*ii*) Rented (R)	No. of persons normally residing in Census Household on day of visit of the enumerator			Does the household cultivate land ? (Yes or No)	Remarks
					Males	Females	Total		
8	9	10	11	12	13	14	15	16	17
				Total					

Signature of Supervisor..... Date.....

CENSUS OF INDIA 1971

ESTABLISHMENT SCHEDULE

Name of District..... Code No..... . Name of Village or Town..... Code No.. .....

Name of Taluk/Tehsil/Thana/Anchal/Island..... Code No.....Name or No. of Ward/Mohalla/Enumerator's Block.....Code No.....

Serial No.	Census House No.	Name of the Establishment or of the proprietor	Is the establishment (*a*) Govt./ Quasi Govt. (*b*) Private (*c*) Co-operative Institution	Average number of persons working daily last week or in the last working season, including proprietors and/or family workers	If any manufacturing, processing or servicing is done			If used as a trading establishment		If used as any other establishment, describe, e.g., Government Office, School, Hospital, Railway station. Barber's saloon, Cinema, Theatre, Hotel, Tea shop, etc.
					Is it (*a*) Household Industry (*b*) Registered factory (*c*) Un-registered Workshop	Description of the products, processing or servicing done	Type of fuel or power used	Description of goods bought/sold	Whether (*a*) Wholesale or (*b*) Retail	
1	2	3	4	5	6	7	8	9	10	11

Signature of Enumerator..... Date..... Signature of Supervisor..... Date.....

CENSUS OF INDIA 1971
Individual Slip

Pad No. ☐

Slip No. _____

CONFIDENTIAL

Location Code _____ _____ ( )

Household No. ☐

1. Name _____
2. Relationship to head _____ ☐☐
3. Sex ◯ ☐
4. Age _____ ☐☐
5. Marital status _____ ☐
6. For currently married women only
   (a) Age at marriage _____ ☐☐
   (b) Any child born in the last one year _____ ☐

7. BIRTH PLACE

7. (a) Place of birth _____ ☐☐
   (b) Rural/Urban _____ ☐
   (c) District _____ ☐☐
   (d) State/Country _____ ☐☐

8. LAST RESIDENCE

8. (a) Place of last residence _____ ☐☐
   (b) Rural/Urban _____ ☐
   (c) District _____ ☐☐
   (d) State/Country _____ ☐☐
9. Duration of Residence at the village or town of Enumeration _____ ☐☐
10. Religion _____ ☐☐
11. S.C. or S.T. ☐ ☐☐
12. Literacy (L or O) △ ☐
13. Educational level _____ ☐☐
14. Mother Tongue _____ ☐☐☐
15. Other languages _____ ☐☐☐

16. MAIN ACTIVITY

16. (a) Broad-category
   (i) Worker (C, AL, HHI, OW) ▽ ☐
   (ii) Non-worker (H, ST, R, D, B, I, O) △ ☐
   (b) Place of work (Name of Village/Town) _____
   (c) Name of Establishment _____
   (d) Nature of Industry, Trade, Profession or Service _____ ☐☐☐
   (e) Description of Work _____ ☐☐☐
   (f) Class of worker _____ ☐

17. SECONDARY WORK

17. (a) Broad category (C, AL, HHI, OW) _____ ☐☐
   (b) Place of work (Name of Village/Town) _____
   (c) Name of Establishment _____
   (d) Nature of Industry, Trade, Profession or Service _____ ☐☐☐
   (e) Description of Work _____ ☐☐☐
   (f) Class of worker _____ ☐

APPENDIX IX CENSUS 1971

POPULATION RECORD

(To be compiled from Individual Slips)

Location Code..... Household No. [ ]

Name of Village/Town..... If the head belongs to S. C. or S. T. ?.....

Serial No.	Name	Relationship to head	Sex		Age	Marital Status	Literacy (L or O)	Description of Main Activity
			M	F				
1	2	3	4	5	6	7	8	9

Signature of Enumerator..... Signature of Supervisor.....

Date..... Date.....

INSTRUCTIONS TO ENUMERATORS FOR FILLING UP THE HOUSELIST AND ESTABLISHMENT SCHEDULE

INSTRUCTIONS—PART I

HOUSELIST

General

Census is a national undertaking of great importance, indispensable to intelligent and efficient public administration apart from the other multifarious ways it serves the scholar, the businessman, industrialist, the country's planners, the electoral authorities, etc. Census has become a regular feature in every progressive country, whatever be its size and political set-up and they are conducted at regular intervals to fulfil well-defined objectives.

2. The job entrusted to you, *viz.*, the house-numbering and houselisting is an essential preliminary step to the population census. Apart from mere listing of houses, you will be collecting some essential data on housing, as also separately on manufacturing, trading and service establishments which will be useful to the country's planners. You have, therefore, an important role to play. The quality and quantity of your contribution depends on how well you apply yourself to this task, understand the instructions thoroughly and carry out your responsibilities with the care that it demands.

3. You will be required to prepare lay-out sketches showing the location of houses within the area allotted to you and number all the houses, residential or otherwise and list them and fill up some essential particulars in the schedules given to you. The house-numbering sketches prepared by you may form the basis for a permanent system of house-numbering that may be introduced and maintained by the local bodies concerned in future.

House-numbering and preparation of notional maps

4. *Rural areas :* The first operation will be allotment of distinguishing numbers to each building, house and household.

5. Before the actual affixing of house numbers on doors an essential step to be taken is to prepare a rough notional map of the entire village and decide on whether the village should be sub-divided into blocks and if so, how ? Normally a small village of less than 125 houses need not be sub-divided into blocks. But if a village has one or more hamlets, irrespective of the size, it is desirable to divide the area of the village into blocks so that each hamlet with the adjoining area is recognised as a separate house-numbering block of the village. It is important that the dividing lines between one block and another should be clearly demarcated. Such dividing lines, besides following some natural boundaries wherever possible should also be indicated by the Survey number that fall on either side of the dividing line in cadastrally surveyed villages. In villages which are not cadastrally surveyed, the line can be indicated by the name of the owners of the fields on either side of the line or by the name of the field, if any. A notional map showing the general topographical details of a whole revenue village particularly if a survey map is already available with the village revenue officials, will greatly help. This notional map should indicate the prominent features and land marks such as the village site, roads, cart tracks, hills, rivers, *nallhas*, etc. Clear demarcation lines of blocks are important so that any structure coming anywhere within the boundaries of a particular block is covered by a specific block without giving scope for any doubt. It may be desirable to define at the foot of the map the boundaries of each block clearly.

6. Having thus prepared the village map, each block of the village as demarcated on the village map should be taken up for a detailed sketching of the lay-out. In this detailed sketch the emphasis is mainly on the lay-out of the houses on the village site. The sketch should show all the roads, streets and cart tracks. The names of the streets, if any, should be shown on these sketches. All topographical details, important features and public buildings should be prominently shown. Then every single building or house should be located on this sketch. It will be of advantage if the *Pucca* and *Kachha* houses are shown by some conventional signs like a square □ for a *Pucca* house and a triangle △ for a *Kachha* house, further depicting them as residential or non-residential as follows :

□ *Pucca* residential house ; for *Pucca* non-residential house shade the square.

△ *Kachha* residential house ; for *Kachha* non-residential house shade the triangle.

It is difficult to evolve a comprehensive definition of the terms 'Pucca' and 'Kachha' houses to cover different patterns of structures all over the country. The categorisation of the houses as *Pucca* or *Kachha* for the purpose of depicting them on the layout sketches is purely to facilitate identification. Also, as *Kachha* houses are not likely to be long-lasting, any one refcrring to the lay-out sketches a few years later can easily distinguish settlement areas which are likely to have undergone a change. For the purpose of the preparation of layout sketches, a *Pucca* house may be treated as one which has its walls and roof made of the following materials :

Wall material : Burnt bricks, stone (duly packed with lime or cement), cement concrete or timber, etc.
Roof Material : Tiles, GCI* sheets, asbestos cement sheets, RBC*, RCC* and timber, etc.

Houses, the walls and/or roof of which are made of materials other than those mentioned above such as unburnt bricks, bamboo, mud, grass, reeds, thatch, etc. or loosely packed stone, burnt bricks, etc. may be treated as *Kachha* houses.

7. When once the location of every building/house is fixed on the plan, it will be a simple matter to decide on a convenient method of numbering the buildings/houses in one series following certain principles. No hard and fast rule can be laid as to the direction in which the house numbers should run, i.e., left to right or in a clockwise order or north-east to south-west and so on. Much depends on the lay-out. So long as some convenient and intelligible order is followed it should be alright. The numbers allotted to each house should be marked on the sketch and with the help of arrow marks at convenient intervals, the direction in which the house numbers run should be indicated. This is particularly important when streets cut across one another and the house-numbering series along a street get interrupted. It will be of advantage if the numbers are roughly marked in pencil on this sketch and later verified with the actual state of things on ground to see if the order of numbering indicated on the sketch would be convenient or if any slight changes are needed, for, after all the sketch is only a rough one and the actual state of buildings on ground may suggest a more intelligible order of numbering at some places.

8. Where villages are not cadastrally surveyed and the village boundaries not fixed by survey, it is essential that the limits of each village are defined by some permanent features so that it may be known that any house falling in any such areas may be reckoned along with a particular village.

9. In the forest areas, all habitations are not on settled pattern. There are forest villages which may be just like other revenue villages or *mauzas*. For such villages procedure for preparing normal lay-out plan sketches may be followed. But apart from such villages, there would be clusters of habitations spread out in the forest. It will be facilitating if for the purpose of netting such clusters a lay-out plan is prepared of the Forest area comprising the lowest administrative unit (such as beat of a Forest Guard in some States). Then the clusters should be drawn on the lay-out sketch. Name of the cluster should also be written, if there be one. If there be no name, then it would be necessary to identify it with reference to any known permanent feature such as hill stream, a range of hills, road and so on. After drawing the boundaries of such clusters on the lay-out the location of each of the houses should be indicated on it and number assigned to each house. Habitations (clusters) falling within the area of the smallest forest administrative unit should be taken as one village for the purpose of house-numbering and houselisting.

Since it is likely that some of the tribal habitations may change their locations now and then, it is necessary to define the location of a habitation area with reference to any known permanent feature as indicated above in regard to the clusters in Forest areas.

10. *Urban Areas :* The preparation of notional maps and the house-numbering sketches in urban areas should essentially follow the same procedure as in the rural areas excepting that in most urban units the draughtsman of the Municipal Administration might have already prepared town maps perhaps even to scale and these may come extremely useful. It has been found from experience that the boundaries of towns are often times loosely defined and not properly demarcated giving rise to several doubts regarding the areas lying on the out-skirts of towns. It is important that the map should very clearly indicate the boundaries by means of definite survey numbers and also

*NOTE : G.C.I.—Galvanized Corrugated Iron, R.B.C.—Reinforced Brick Concrete and R.C.C.—Reinforced Cement Concrete.

other permanent features. Sometimes one side of a road falls within the town limits and the other side excluded as it may be outside the defined boundary of the town. All these should be carefully verified on ground before the maps are certified to be correct by the supervising authorities. Cases of sub-urban growth adjoining the limits of a town and such cases as one side of a street falling outside the limits of town should be brought to the notice of the superior officers who will have to ensure that such built up areas are properly accounted for within the administrative units in which they fall.

11. But what is essential is that very detailed plans showing the location of every building and census house along every road and street in each ward, locality or *mohalla* of a town should be clearly prepared. In view of the very large number and close location of houses in urban areas it may be necessary to have a large number of sketches each covering a limited area. Each town would probably have already been divided into some permanent *mohallas* or localities or wards. A large map of the entire town indicating the boundaries of each of the sub-units into which the town has been divided should be prepared. On this map the main roads and other topographical details and important public buildings, etc., may be shown for clear identification of the boundaries of each *mohalla*/locality/ward, etc. Next, a skeleton map of each locality/ward or block should be prepared in which all the roads and streets should be clearly indicated and their names also written. Then each building and house should be located on this skeleton map. May be that even a locality/ward may be too large an area to indicate all houses on a single map. In such a case a ward map showing the segments and separate lay-out map for each one of the segments may be prepared and on these segments the buildings and houses should be clearly located and the house-numbers shown. It may be an advantage if the non-residential houses are distinguished from the residential houses as indicated in para 6 of these instructions. Here again the important permanent buildings may be indicated such as say, town-hall, large office building, court building, post office, hospital, school, church, market building, etc.

12. As stated earlier most towns may already be having a satisfactory house-numbering system. This need not be disturbed and may be adopted for the purpose of preparation of the house-numbering maps referred to above. The house-numbering can be brought up-to-date with the help of these lay-out maps. If there be no proper system of house-numbering in the town, then you will have to assign numbers to the houses in the lay-out sketch(es) of your jurisdiction in the manner indicated hereafter.

Numbering of Buildings and Census houses in rural as well as urban areas

13. You have to give numbers to "Buildings" and "Census houses" in all areas. The instructions below will guide you to determine what a building and a census house are for the purpose of houselisting. The building is a readily distinguishable structure or group of structures which is taken as the unit for house-numbering. The entire building may be deemed one census house or sometimes parts of it, as will be explained. The objective is to ultimately number and list out all physical units of constructions which are used for different purposes, residential or otherwise.

14. *Building :* A "building" is generally a single structure but sometimes made up of more than one component unit, whch are used or likely to be used as dwellings (residences) or establishments such as shops workshops, factories, etc., or as godowns, stores, cattle-sheds, etc., or in combination with any of these such as, shop-*cum*-residence, or workshop-*cum*-residence, etc.

15. Sometimes a series of different buildings may be found along a street which are joined with one another by common walls on either side looking like a continuous structure. These different units are practically independent of one another likely to have been built at different times and owned by different persons. In such cases though the whole structure with all the adjoining units apparently appears to be one building, each portion should be treated as separate building and given separate number.

16. If there are more than one structure within an enclosed or open compound (premises) belonging to the same person e.g., the main house, the servant's quarters, the garage etc., only one building number should be given for this group and each of the constituent separate structures assigned a sub-number like 1(1), 1(2), 1(3) and so on provided these structures satisfy the definition of a 'Census House' given hereafter.

17. The buildings should be numbered as follows :

(i) If the locality consists of a number of streets in a village, the buildings in the various streets in a village, should be numbered continuously. Streets should be taken in uniform order from North-east to South-west. It has been observed that the best way of numbering the buildings is to continue with one consecutive serial on one side of the street and complete the numbering on that side before crossing over to the end of the other side of the street and continuing with the serial, stopping finally opposite to where the first number began.

(ii) In a town/city enumeration block, the numbering will have to respect the axis of the street and not any preconceived geographical direction like North-east, etc.

(iii) Arabic numerals, e.g., (1, 2, 3, ...) should be used for building numbers.

(iv) A building under construction, the roof of which has been completed should be given a number in the serial.

(v) If a new building either *Pucca* or *Kachha* is found after the house-numbering has been completed or in the midst of buildings already numbered, it should be given a new number which may bear a sub-number of the adjacent building number, e.g., 10/1. .

Note : These should not be numbered as 10(1) or 10(2), etc., as such numbering would apply to census houses within the same building. On the other hand, 10/1 would mean a separate building that has come up after building No. 10 .

18. *Census House* : A "Census house" is a building or part of a building having a separate main entrance from the road or common courtyard or staircase, etc., used or recognised as a separate unit. It may be inhabited or vacant. It may be used for a residential or non-residential purpose or both.

19. If a building has a number of flats or blocks which *are independent of one another* having separate entrances of their own from the road or a common staircase or a common courtyard leading to a main gate, they will be considered as separate census houses. If within a large enclosed area there are separate buildings, then each such building will be one or more separate census houses. If all the structures within an enclosed compound are together treated as one building then each structure with a separate entrance should be treated as a separate census house.

20. Each census house should be numbered. If a building by itself is a single census house, then the number of the census house is the same as the building number. But if different parts or constituent units of a building qualify to be treated as separate census houses, each census house should be given a sub-number within brackets to the building number as 10(1), 10(2), etc., or 11(1), 11(2), 11(3), etc.

21. The order in which census houses within a building are to be numbered, should be continuous, preferably clockwise or in any convenient manner if it is difficult to do it clockwise.

22. The definition of census house may sometimes be difficult of application in its literal sense in the context of varying patterns of structures and their usage. For example, in cities and towns, one does come across a situation when a flat in the occupation of one household as residence may be made up of four rooms or so and all the rooms may have direct entrance from a common courtyard, or a staircase. In terms of the definition of a census house each of these rooms having entrances from the common staircase, etc., may qualify to be treated as census houses. But it does not realistically reflect the situation of the number of houses. In such case, 'singleness' of use of these rooms alongwith the main house by the household should be taken into account and the entire flat comprising four rooms should be treated as one census house only and assigned one number. If on the other hand each one of these rooms had been separately occupied by independent households and if each portion had separate main entrance then each will be justified to be treated as a separate census house. In a hostel building even if the door of each room in which an inmate lives opens on to a common verandah or staircase as it happens almost invariably, the entire hostel building may have to be treated as one census house only. In some parts of the country in the rural areas, the pattern of habitation is such that a single household occupies a group of huts within an enclosed fence which has one main entrance. Each of the apparently separate structures is an integral part of the housing unit as such. In such cases it may be more realistic to treat the group as one census house. Care should be taken to ascertain if only one household occupies such a unit or shared by more than one household. Thus the definition of a census house will have to be applied having due regard to the actual situation in such exceptional case.

23. It is usual to find in municipal towns/cities that every site whether built upon or not is numbered by the municipal authorities on property basis. Such open sites even if they are enclosed by a compound wall should not be listed for census purposes. Only where a structure with four walls and a roof has come up should it be treated as a census house and listed. But in some areas the very nature of construction of houses is such that, for example, a conical roof almost touches the ground and an entrance is also provided, and there may not be any wall as such. Such structures should of course be treated as buildings and houses and numbered and listed.

24. *Household* : A household is a group of persons who commonly live together and would take their meals from a common kitchen unless the exigencies of work prevent any of them from doing so. There

may be 'one-membe household, two-member household or multi-member household'. For census purposes each one of these types is regarded as a "Household". Again, there may be a household of persons related by blood or household of unrelated persons ; the latter are Boarding Houses, Hostels, Residential Hotels, Orphanages, Rescue Homes, *Ashrams*, etc. These are called 'Institutional Households".

Each household will be listed according to the instructions that follow (see paras 44 & 45) and a distinguishing number allotted to each household. As each household will be related to the physical structure of a census house, the household number as such need not be painted on the door of each census house. Only the building and census house number will be painted.

Houselisting

25. After the preparation of the notional house-numbering maps and the numbering of the houses, the next step is to list them in the prescribed form (Houselist)

26. At the 1971 Census, a houselist schedule and an establishment schedule will be canvassed on universal basis. Specimen forms of the schedules to be so canvassed are given at the beginning of this Appendix.

The following instructions will guide you in filling the houselist :

27. On the top of the houselist form, provision is made to note the name of District with Code No., name of Taluk/Tehsil/Thana/Anchal/Island/Code No., name of Village/Town with Code No., name or No. of Ward, Mohalla, Enumerator's Block and Code No. The entries here are to be filled in by you very carefully. The Location Code is the method by which every village or town in any tehsil or police station in every district of a State is identified by a combination of numbers. For this purpose every district, tehsil or police station, village or town/ward/mohalla/enumerator's block in your State would have been allotted code numbers. Your Charge Superintendent or the Supervisor would have indicated to you the district, tehsil or police station and the village or town/ward/mohalla/enumerator's block code numbers pertaining to you. You shall have to enter them in the relevant spaces against the names of the various jurisdictional units. Please note that the town number is to be given in Roman figures to distinguish it from the villag. number which will be indicated by Arabic numerals.

Col. 1 : Line Number

28. Every line in the Houselist is to be numbered serially. The line numbers should be continuous for your block. Arabic numerals should be used for this purpose, e.g., 1, 2, 3, 4, etc.

Col. 2 : Building Number (Municipal or Local authority or Census Number)

29. Before you start houselisting, every building will bear a number. Some Municipal towns may have satisfactory system of numbering the buildings and after preparation of the lay-out sketch of your area, you would have given the same number to the building located on the sketch.

30. There would be cases where the Municipal numbers or local authority numbers are not found satisfactory and therefore you would have given numbers to various buildings by way of updating the numbering or revising it. In any case you would have assigned a number to every building in the lay-out sketch. The third contingency is that numbering did not exist earlier and you have numbered the buildings and assigned them the number on the lay-out sketch and marked them on the building itself.

31. The number which has been assigned in the lay-out sketch in any of the three modes described above and marked or put on the building should be written in this column.

32. If the building has a well-known name then the name of the building should also be recorded in this column in addition to the number of the building.

The purpose of this column is to readily identify every building by the number found on it and by local name if any the building may bear.

Col. 3 : Census House Number

33. The attributes of a census house have been described earlier and in accordance with those instructions you would have allotted census house number to a building or to a part of a building.

34. If there is only one census house in the building then the number of the census house will be the same as the building number, which will be repeated in this column.

35. If there be more than one census house in a building (as mentioned in paras 19 and 20) *e.g.*, in building No. 10, there are three census houses—then against the first census house, you will record "10 (1)", for the second "10 (2)" and for the third "10 (3)" in this column. Column 2, Building number, will be entered in the first line only against which census

house No. 10 (1) would have been mentioned in Col. 3. Column 2 will remain blank against census house No. 10 (2) and 10 (3).

Note : You should *not* indicate them as 10/1 or 10/2, etc., as that would be followed in the allotment of a number to a new building not previously numbered that has come up after building No. 10.

Columns 4-5 : Predominant construction material of census house

36. In these columns you will have to note the materials of wall and roof.

Col. 4 : Material of Wall

37. Under this column, the material out of which the major portion of the walls of the house are made, as for example, grass, leaves, reeds, bamboo, unburnt bricks, mud, burnt bricks, stone, cement concrete, timber, etc., should be written. Where a house consists of separate structures each having walls made out of different materials, the material out of which the walls of the main portion of the house mostly used for living or sleeping are made, are to be recorded.

Col. 5 : Material of Roof

38. The material out of which most of the outer roofs, exposed to the weather and *not the ceiling* is made, i.e., tiles, thatch, corrugated iron, zinc or asbestos cement sheets or concrete, slate, etc., should be written. In the case of a multi-storeyed building the intermediate floor or floors will be the roof of the lower floor. If the roof is mainly made of bricks, stone, etc., and has a mud plaster, cement plaster or lime plaster exposed to the sky, the material of roof in such cases will *not* be "mud", "cement", or "lime" respectively but it will be "bricks", "stone", etc., which constitute the fabric of the roof.

Col. 6 : Purpose for which Census House is used, *e. g.*, residence, shop, shop-*cum*-residence, business, factory, workshop, workshop-*cum*-residence, school, bank, commercial house, office, hospital, hotel, etc., or vacant.

39. The actual use to which a census house is put is to be recorded here keeping in mind the broad categorisation such as (these are purely illustrative) ;

(1) Residence, shop-*cum*-residence, workshop-*cum*-residence.

(2) Factory/workshop and workshed etc. Factory should be written if it is registered under Indian Factories Act. A 'workshop' is a place where any kind of production, repair or servicing goes on or where goods and articles are made and sold, but is not large enough to be a factory. It is not necessary that some machinery should exist. Even a place where some household industry (as defined in Para 78) such as say, handloom weaving, *biri* rolling, *papad* making, toy making, etc., is carried on, it should be noted as a workshop here. If it is also used as a residence it should be noted as workshop-*cum*-residence. Make searching enquiry if a house is used for the purpose of production of any goods or engaged in some processing or repairing even on a Household Industry basis as these are not likely to be apparent to a casual observer.

(3) Shop : A shop is a place where articles are bought and/or sold on cash or for credit.

(4) Office, business house, bank, etc. Business house is that where transactions in money or other articles take place.

(5) Hospital, dispensary, Health centre, Doctor's clinic, etc.

(6) School and other educational institution.

(7) Hotel, sarai, dharamshala, tourist house, inspection house, etc.

(8) Restaurant, sweetmeat shop and eating place (A sweetmeat shop where sweetmeat is being made and sold should be recorded as a Workshop).

(9) Place of entertainment such as cinema house, theatre, community gathering (Panchayatghar), etc.

(10) Place of worship, e.g., temple, church, mosque, gurudwara, etc.

(11) Institution such as orphanage, rescue home, jail, reformatory, children's home, etc.

(12) Others, e.g., cattle-shed, garage, godown, laundry, petrol bunk, passenger shelter, etc. the exact use to be fully described.

(13) If the census house is found vacant i.e., if no person is living in it at the time of enumeration and it is not being used for any of the purposes listed above, write 'vacant' in this column. If the census house is locked because the occupants have gone on journey or pilgrimage, then it may *not* be treated as "vacant", but the use to which it is put recorded here and the fact that the occupants have gone on a journey/pilgrimage, noted in the 'Remarks' column as "House locked, occupants on journey/pilgrimage, etc".

Note : The reason for vacancy such as 'dilapidated', 'under repair', 'incomplete construction', 'want of tenant', etc., may be recorded in the "Remarks" column.

Col. 7 : Is it used wholly or partly as an Establishment? Yes or No. If yes, enter further details in the Establishment Schedule and indicate the Serial No. of that entry here.

Definition of an Establishment.

40. An "Establishment" is a place where goods are produced or manufactured not solely for domenstic consumption or where servicing and/or repairing is done such as factory, workshop or household industry or servicing and/or repair workshop or a place where retail or wholesale business is carried on or commercial services are rendered or an office, public or private or a place of entertainment or where educational, religious, social or entertainment services are rendered. It is necessary that in all these places one or more persons should be actually working. Thus an establishment will cover manufacturing, trade and other establishments where people work.

Examples :

A factory or a workshop or workshop-*cum*-residence or a trading or other establishment, i.e., where some kind of production, processing, repair or servicing is undertaken or where goods or articles are made and sold, or some business is being carried on such as a grocery shop, a pan shop, restaurant, bank, hotel, or an office is functioning such as Government office, commercial office, or an institution is being run such as school, college, hospital, dispensary, etc., and where one or more persons are working.

An Establishment may occupy a census house or a group of census houses or a part of a census house.

41. This column applies only in cases where the census house is used as an Establishment as defined above. Sometimes the act of production, processing or servicing may not be apparent especially if carried on as a household industry, e.g., when a handloom is located inside a house and is not in operation at the time of enumerator's visit or if some other type of household industry such as *papad* making or toy manufacturing or *bidi* rolling, etc., is done, say in some interior portion of the house. You should make searching enquiries to see if any production, processing or servicing is done or any business is carried on or any institution is being run in any part of the house not readily seen from outside.

If 'yes' is recorded here, go to the Establishment Schedule, and fill up further *particulars in that Schedule.* Please fill in the Serial No. of the entry as given in the Establishment Schedule in this column after 'Yes'.

42. It is possible that some kind of production or processing is undertaken in the house by the members of the household for purely domestic consumption. For example, hand pounding of rice, preparation of spices like, *haldi* (turmeric), chillies, etc., or say, knitting of wollen garments, embroidery work, loin-loom weaving and so on, meant for household use only and *not* for sale. In such cases, the house should not be treated as an 'Establishment'.

Columns 8 to 16

43. These columns will relate to census houses which are used wholly or partly as a residence. If, therefore, a particular census house is not being used for residential purposes at all even partly, as will be evident from entry in Col. 6, put 'X' in each of the columns 8 to 16.

Col. 8 : Household Number

44. A 'household' is a group of persons who commonly live together and would take their meals from a common kitchen unless the exigencies of work prevent any of them from doing so. It may be made up of related or un-related persons. A cook or a servant living in the house of his employer and taking his food there is part of that household. A hostel where a number of un-related persons live together is an institutional household. So also a Jail.

45. There may be more than one household in a census house. Each household should be given a separate number. This can be done by using the alphabets as (a), (b), (c), etc. as affixes to the Census House No. For example, if building No. 2 is also a census house and has three households, the household numbers will be 2(a), 2(b) and 2(c). If building number 4 has two census houses, the houses will be numbered as 4(1) and 4(2). If within these houses there are respectively 3 and 2 households then they will be numbered as 4(1) (a), 4(1) (b), 4(1) (c) and 4(2) (a) and 4(2) (b) respectively. If, however, building No. 3 is also a census house and has only one household, the household No. to be entered in this column will be No. 3 only.

46. In the above cases of household Nos. 2(b), 2(c), 4(1)b), 4(1)(c) and 4(2) (b), there will be no entries against them in Cols. 3 to 7. Cols. 3 to 7 will be

filled for the entire census houses, 2, 4(1) or 4(2) as the case may be, once. There is no need to repeat Cols. 3 to 7 in each line for which entries are made for more than one household against that census house in Cols. 8 to 16.

Col. 9 : Name of the Head of Household

47. The name of the Head of each household should be written. The Head of the household for census purposes is a person who is recognised as such in the household. He is generally the person who bears the chief responsibility for the maintenance of the household and takes decision on behalf of the household. The Head of the household need not necessarily be the eldest male member, but may even be a female or a younger member of either sex. You need not enter into any long argument about it but record the name of the person who is recognised by the household as its Head. In the case of institutions like boarding houses, messes, chummeries which should be regarded as households of unrelated persons living together and which may be called institutional households, the manager or superintendent or the person who has administrative responsibility or who by common consent is regarded as the Head should be recorded as the Head of the household. In the case of an absentee *dejure* 'Head', the person on whom the responsibility of managing the affairs of the household falls at the time of enumeration should be regarded as the Head.

Col. 10 : If S. C. or S. T., write name of Caste/Tribe

48. You will have been furnished with a list of Scheduled Castes and Scheduled Tribes notified for your area. Ascertain if the head of the household belongs to a Scheduled Caste or a Scheduled Tribe and check whether the Caste/Tribe is scheduled as per your list If so,

for Scheduled Caste write "S.C." and record name of caste,

for Scheduled Tribe write "S.T." and record name of tribe,

for Others write "X"

For a household belonging to Scheduled Caste, check religion of the head of the household. He or she should be either a Hindu or a Sikh. There cannot be a S. C. in any other religion. Scheduled Tribes may belong to any religion.

49. In a case where the head of the household belongs to Scheduled Caste/Scheduled Tribe even if any other member of the household (except institutional households) does not belong to SC/ST then write SC/ST as the case may be and mention the Caste/Tribe to which he belongs. On the other hand if the head does not belong to SC/ST but any other member of the household does belong to SC/ST. write 'X' in this column.

50. In the case of all 'Institutional Households' write 'X' in this column irrespective of whether the head belongs to a S.C/S.T. or not.

Col. 11 : Number of living rooms in the occupation of Census Household

51. A room should have four walls with a doorway with a roof overhead and should be wide and long enough for a person to sleep in, *i.e.*, it should have a length of not less than 2 metres and a breadth of at least 1½ metres, and 2 metres in height. An enclosed room, however, which is used in common for sleeping, sitting, dining, storing and cooking, etc., should be regarded as a room. An unenclosed verandah, kitchen, store, garage, cattle-shed and latrine and rooms in which a household industry such as a handloom is located which are not normally usable for living or sleeping, etc., are excluded from the definition of a room for the purpose of this column.

52. If there is only one household in a census house the counting of rooms will not be difficult. But if a census house consists of a number of households, the number of rooms occupied by each household has to be entered against the name of each Head of household. In cases where a room is occupied by more than one household or they share more than one room, the number of rooms should be given together against a bracket as common to such households.

53. One is likely to come across conical shaped hut or tent in which human-beings reside. In such improvised accommodation, there will be no four walls to a room and, therefore, the above definition would not strictly apply to such types of accommodation. In such cases, the tent or conical hut, etc., may in itself be construed to be a room.

Col. 12 : Does the household live in owned or rented house : (*i*) Owned (O) (*ii*) Rented (R)

54. If a household is occupying a census house owned by itself and is not paying anything to anybody in the form of rent then the household may be considered as living in own house. This should be recorded by 'O'. A household living in a flat or a house taken on 'ownership' basis on payment of instalments, should be regarded as living in it. own house, notwithstanding that all instalments have not been paid.

55. I the household lives in rented house write 'R'. A housing unit is rented if rent is paid or contracted for by the occupants in cash or in kind. Where an owner permits a household to live in a house, rent free even then the household should be treated as living in a rented house. For example, rent free accommodation provided to employees by Government, Institutions, Companies, etc. In such cases, you should treat the house as rented and write 'R'.

Col. 13—15 : Number of persons normally residing in census household on day of the visit of the Enumerator

56. Enter the number of males normally residing in the household in column 13, females in col. 14 and total number of persons in column 15 (Col. 13 + Col. 14).

57. In these columns normal residents are to be recorded even though some of them may be absent on the day of enumerator's visit Casual visitors should be excluded as they will be considered at their respective places of normal residence. But a person who has stayed with the household for a period of 3 months or more should, however, be included. Correspondingly, normal residents absent for over 3 months or more should be excluded from the household in which they normally reside.

Total of these columns should be struck at the end of each page and after completion of houselisting grand total of the block should be struck at the bottom of the last form.

Col. 16 : Does the household cultivate land ? (Yes or No)

58. If the household is cultivating any land then you have to record the answer 'Yes' otherwise 'No'. For determining whether a household is cultivating or not, it should be necessary to ascertain if one or more persons in the household are engaged in cultivation of land or supervision or direction of cultivation of land owned or held from Government or from private persons or Institutions for payment in money, kind or share. Encroachers who cultivate land encroached upon will be regarded as cultivating households for the purposes of this column. If the household has a visitor who cultivates land elsewhere, it can not be deemed that the household as such is a cultivating household, unless the Head or other members of the household are engaged in cultivation of their own, the household should not be reckoned as a cultivating household. A household whose members merely work on somebody else's land for wages should not be treated as a cultivating household.

Col. 17 : Remarks

59. If there is an entry in Col. 6 as "Vacant", you have to record the reason such as "dilapidated", "under repair", "incomplete construction", "want of tenant", etc. in this column.

60. After you have completed filling up of the houselist for your block, you will prepare a duplicate copy of the houselist, for which you would be given adequate number of blank forms.

INSTRUCTIONS—PART II

ESTABLISHMENT SCHEDULE

61 Instead of loading the main Houselist form itself with questions pertaining to Establishments, it has been decided to have a separate schedule in which particulars of each establishment are to be recorded (See the Establishment Schedule given at the end of this book).

62. The term "Establishment" has been defined in para 40 of this booklet. You are requested to study it carefully, before filling the 'Establishment Schedule'.

63. *The respondents should be fully assured that the information collected in these schedules will be treated as completely confidential and is meant for statistical purposes and will not be used as evidence against any individual or establishment for any purpose. The respondents should be encouraged to furnish truthful replies without any reservation.*

64. At the top of the schedule provision is made for noting the Location Code No., and name of the areas concerned. This should be the same as those noted on the top of the Houselist which you will be canvassing simultaneously. You should fill the Location Code Nos., etc. correctly.

65. The columns of the Establishment Schedule can be classified into four broad groups :

(i) Columns 1 to 5 are of uniform applicability and entries have to be made in respect of all the establishments ;

(ii) Columns 6 to 8 pertain to manufacturing, processing, etc., establishments ;

(iii) Columns 9 to 10 relate to trading establishments; and

(iv) Column 11 refers to "other" establishments which are not covered in columns 6 to 10.

Thus, it will be seen that the columns falling within groups (ii) to (iv) are mutually exclusive while those in group (i) are common to all.

Col. 1 : Serial No.

66. In this column the establishments are to be entered one after another serially. Arabic numerals should be used for this purpose *i. e.*, 1, 2, 3, etc.

Col. 2 : Census House No.

67. The Census house number to be noted is the same as that in column 3 of the Houselist and against which 'Yes' is written in column 7 of the Houselist indicating that the Census house is used as an establishment.

68. A point to be noted here is that it is likely that a single factory or workshop may be spread over more than one Census house adjoining one another. Therefore, while in Col. 2 of this schedule a number of Census houses may be noted in respect of that particular unit of production, processing or repairing, trade or business, etc., the entries in Col. 3 onwards will be one only for that group of houses covered by a single unit of production or business, etc. establishment. For example, if a single tea factory in Assam or business establishment in Calcutta should be spread over two or three adjacent buildings, each of the buildings should not be shown as a separate factory or establishment but the House Nos. of all these buildings shown in Col. 2 should be bracketted together and the particulars of the single tea factory or establishment entered in the subsequent columns against this group of houses. If on the other hand the activities of a large firm or an office are carried on in buildings located far away in different localities, each of the Census houses in the different localities will have to be treated as a separate establishment and the particulars of the establishment relating to that particular Census house should be listed in this schedule.

Col. 3 : Name of the Establishment or of the proprietor

69. In this column write the name of the establishment in the case of factories, large manufacturing concerns, a shop or business establishment, banks, office, etc., which usually bear a distinct name. Where an establishment has no separate name as in the case of small workshops and establishments like confectioneries, small tea shops, Dhobi's establishment, household industries, etc., write the name of the owner as "So and so's Halwai shop", etc. This is to help easy identification.

Col. 4 : Is the Establishment (*a*) Govt./Quasi Govt. (*b*) Private (*c*) Co-operative Institution

70. Enter here whether establishment enumerated belongs to public sector, *i.e.*, Govt./ Quasi Govt. managed, including establishments run by local authorities, or to private sector, or a co-operative enterprise. Please do not write in the column only (a) or (b) or (c), but write

(1) Govt.—Public Sector, or Quasi Govt.—Public Sector, or Local Authority—Public Sector

(2) Private
or
(3) Co-operative

There may be many schools or libraries, etc., which are not owned by any particular individual or group of individuals. These may be owned by people in general and managed by Managing Committees. Such establishments should be treated as "private" as distinguished from Govt./Quasi Govt. or run by local authorities or co-operative enterprises.

71. An establishment will be treated as a Govt./ Quasi Govt. institution if the Central or State Govt. or a Local Authority such as the Zilla Parishad, City Corporation or Municipality, etc., completely owns or has a majority of shares as to control the management of the establishment.

72. Private establishments are those owned and managed by private individuals or corporate bodies not being co-operative institution or Govt. or Quasi Govt. Institutions.

73. Establishments registered under the Co-operative Societies Registration Law of the State, alone fall in the category of "Co-operative".

Col. 5 : Average number of persons working daily last week or in the last working season, including proprietors and/or family workers

74. In this column, the information has to be entered relating to the total number of workers including the apprentices paid or unpaid and also including owner(s) or proprietor(s) of the establishment and any of their family members if they also work in the establishment and also the hired workers, if any. It is not necessary that an establishment should necessarily have paid workers. A small shop run in the same house where the owner lives and the business is attended to by just one person of the household is also an establishment. The average number of persons working per day in the establishment during the week preceding the day of your visit should be recorded. For computing the average number of persons working per

day, if the establishment remained closed owing to holiday, etc., such day (s) should be ignored and only the 'days' on which the establishment worked should be taken into account. If during the week preceding your visit the establishment remained closed either due to strike or lock-out, the week during which the establishment worked preceding such strike or lock-out should be taken into account for reckoning the average number of persons working. The hired workers should normally be in full time employment.

75. Some establishments such as a sugar factory, rice mill, etc., may be seasonal in character and may not be actually working at the time of the present listing. You should then ascertain the particulars of such establishments with reference to the last working season.

76. In case more than one product is produced, or more than one item of business is conducted or several types of services are rendered, it is not necessary to enquire the number of persons employed in the production/business/servicing of each type of product, business or service that is covered against that serial number. For example in a large textile mill there may be the weaving section, dyeing section, laboratory, repairing section, sales section, etc. It is not necessary to ascertain the employment in each section. The total employment has to be ascertained. The major activity of the establishment will be described in subsequent columns.

Columns 6, 7 and 8 : If any manufacturing, processing or servicing is done

77. These columns relate only to such establishments in which goods are manufactured or some kind of processing or servicing is done and/or repairs are carried on.

Col. 6 : Is it (*a*) Household Industry (*b*) Registered Factory (*c*) Unregistered workshop

78. (*a*) *Household Industry : Definition* :— A 'Household Industry' is defined as an industry conducted by the Head of the household himself/ herself and/or mainly by the members of the household at home or within the village in rural areas, and only within the premises of the house where the household lives in urban areas. The industry should not be run on the scale of a registered factory.

79. Thus, there are four ingredients of a household industry :—

(i) nature of activity

(ii) participation

(iii) location

(iv) size

80. (i) *Nature of activity* :—A household industry should relate to production, processing, servicing, repairing, or making and selling (but not merely selling) of goods. It does *not* include professions such as a pleader or doctor or barber, musician , dancer, washerman (Dhobi), astrologer, etc., or merely trade or business even if such professions, trade or services are conducted at home by members of household.

81. (ii) *Participation* : The Head of the household and/or one or more members of the household must participate in such an industry. If it is run primarily by hired labourers, the 'participation' ingredient of the household members will not be satisfied and it will not be a 'Household Industry'. The industry may run with the help of hired workers but the head and/or members of the household must be mainly participating in the industry and not solely dependent on hired workers. Besides "actual work", participation also includes "supervision and direction".

82. (iii) *Location* : The industry should be located within the premises of the house where the household lives in urban areas ; if it is situated at a place other than at home, it will not be termed as household industry in urban areas. In rural areas,, however, the industry may be either at home or anywhere within the village limits. In rural areas, even though, the industry is not situated at home, there is a greater possibility of the members of the household participating in it if it is located within the village limits.

83. (iv) *Size* : The industry should not be on the scale of a registered factory. Irrespective of the location and participation by the members of the household if the industry or workshop is registered under the Factories Act, then it will not be a household industry.

84. Thus it will be clear that any industry which can be termed as 'Household Industry' must satisfy all the four ingredients mentioned above.

85. (*b*) *Registered Factory* :—A factory which is registered under the Indian Factories Act should be treated as a "Registered Factory". Any other workshop merely licenced by the Municipal or any other authority or registered for any other purpose should not be treated as a registered factory unless it is registered under the Indian Factories Act.

86. (c) *Unregistered Workshop* :—Workshop is a place where some kind of 'production, processing, servicing, repairing or making of goods for sale' is going on. A workshop which is registered under the Indian Factories Act should be treated as a registered factory and others as unregistered workshops. Workshops which are run as household industry should be treated as household industry and entered as such.

87. When you come across an establishment where some kind of manufacturing, processing or servicing, etc., is done, you should ascertain whether it is a household industry or a registered factory or a workshop not registered under the Factories Act and write whatever it actually is in this column. Please note that workshops merely licenced or entered in the registers of a local authority are not to be considered as registered factories unless registered under the Indian Factories Act. All workshops other than household industries and not registered under the Indian Factories Act should be treated as unregistered workshops even if they are merely licenced as workshops by the local authorities. Please do not write (a) or (b) or (c) in the column but write "Household Industry". or "Registered Factory" or "Unregistered Workshop", as the case may be.

Col. 7 : Description of the products, processing or servicing done

88. The description of the actual work relating to product, processing and servicing which is done in the household industry, factory or workshop that is being listed is to be recorded here, *e.g.*, handloom weaving, lace knitting, *oil ghani*, etc., manufacturing of G. I. pipes, electroplating, motor or cycle repairing, iron foundry, paper making or book binding, printing and dyeing, shoe making, sweetmeat making, etc. If in any establishment more than one article is produced or more than one kind of processing or servicing or repairing is done, indicate only the major kind of products or processing or repairing or servicing, etc.

Col. 8 : Type of fuel or power used

89. Enter here the description of the power or fuel used for the running of the factory, workshop (or household industry if it is run on power or fuel). The fuels can be kerosene, soft coke, petrol, diesel, gas, coal, wood, etc. Electricity and steam, etc. are some of the sources of power. Some units may be run by animal power such as *oil ghani*. Some may be run by merely human energy such as carpet-making, pottery-making, etc. Enter the description of fuel or power used for the production, processing, servicing, etc., that is carried on in the establishment. There may be instances where more than one fuel or power is used, in such cases, only the fuel or power which is used in running the primary unit of the industry will be noted in this column.

90. *Columns 9 and 10 are to be filled in respect of trading establishments or establishments which render commercial services only.*

91. Trading or business establishments are those where some trading, i.e., transactions involving sale and/or purchase of goods go on.

Establishments rendering commercial services are the banks, money lending firms, pawn shops, etc.

Col. 9 : Description of goods bought/sold

92. If it is a trading establishment, you should ascertain what are the goods bought and/or sold and write the description in this column. If there are more than one type of goods bought/sold by the establishment, you should give description of the main item of goods bought/sold by the establishment.

93. In the case of establishments rendering commercial services such as in the case of Banks, etc., you should write the description of the services rendered, as in the case of a bank you should write "Banking services".

Col. 10 : Whether (a) wholesale or (b) retail

94. For all trading establishments, you should ascertain in respect of the goods mentioned in column 9, whether they are sold/bought in wholesale or in retail and write as the case may be.

95. You may come across certain establishments wherein both types of trade, *i.e.*, wholesale and retail go on. In such cases, you should ascertain in which category (*i.e.*, wholesale or retail) the volume of trade is greater and record the category accordingly.

96. In the case of establishments rendering commercial services, *e.g.*, bank, etc., please do not write any of the two categories, *i.e.*, 'wholesale' or 'retail' but put an 'X' in this column.

Col. 11 : If used as any other establishment describe, e.g., Govt. office, School, Hospital, Railway Station, Barber's Saloon, Cinema, Theatre, Hotel, Tea shop, etc.

97. Two specific types of establishments have been covered in columns 6 to 10. Column 11 relates to the remaining types of establishments not covered by columns 6 to 10. You have to describe such establishments in this column, *e.g.*, Govt. Office, school, hospital, railway station, orphanage, rescue home, barber's saloon, cinema, theatre, hotel, tea shop, lawyer's office, doctor's clinic, laundry, etc.

General :

98. It is possible that in a particular establishment, more than one activity is being undertaken within the same premises. For example, say in a betel shop, *bidi* rolling is also being undertaken or in a grocery shop a flour mill is also located, or in the doctor's clinic medicines are sold. In such cases, the establishment should be identified having regard to the major activity and recorded as such in the relevant columns pertaining to the major activity.

99. But if different activities are undertaken in different census houses quite cut off from one another though under the same title or ownership, each such census house should be treated as a separate establishment and recorded as such against that census house in this schedule. It may, however, be noted that where processing for the production of an article is carried on, in separate adjoining census houses, all the census houses should be treated as a single establishment and recorded as such. If on the other hand the activities of a large firm or an office are carried on in buildings located far away in different localities each of the census houses in the different localities will have to be treated as a separate establishment and the particulars of the establishment relating to that particular census house should be listed in this schedule.

100. After you have completed filling up of the Establishment Schedule for your block, you will prepare a duplicate copy of the Establishment Schedule, for which you would be given adequate number of blank forms.

INSTRUCTIONS TO ENUMERATORS FOR FILLING UP THE INDIVIDUAL SLIP

General

As a Census enumerator, you are performing a duty which is of great national importance. The data you provide through the census form the basis for the demarcation of electoral constituencies ; the national planning largely depends on the accuracy of the census data. Census data are also depended upon heavily by the public and Government Organisations. You are privileged to be a Census enumerator. At the same time, your responsibilities are also heavy. You have to fulfil them with a sense of pride and devotion to duty.

2. For your information certain provisions of the Indian Census Act which clothes you with the legal power to canvass the census questionnaire and also prescribes your responsibilities are reproduced in Appendix I*.

3. Please take particular note of the provision of sections 11(1) (a) and (b) of the Census Act which require you to perform your duty as a census officer diligently and to keep the information collected at the census confidential.

4. The Indian Census has a rich tradition and has enjoyed the reputation of being one of the best in the world. It is hoped that you will help in keeping up this good name.

Reference date and Enumeration Period

5. The reference date for the population Census of 1971 is the sunrise of 1st April, 1971, i.e., the census is expected to provide a picture of the population of the country as it exists at sunrise of 1st April, 1971. It is obviously not possible to ascertain the particulars of every individual throughout the length and breadth of the country at this fixed point of time. Therefore, the enumerator will actually commence his work of enumeration on 10th March, 1971 and end it on 31st March 1971. You will, therefore, have to cover your jurisdiction and enumerate every person as will be explained in the succeeding paragraphs during that period of 22 days. But in order to bring the picture up-to-date as at sunrise of 1st April, 1971, i.e., the reference date for the census, you will have to quickly go round your jurisdiction again on a revisit from 1st to 3rd April, 1971 and enumerate any fresh arrival in your jurisdiction who might not have already been enumerated elsewhere and also take account of any fresh births that might have taken place in any of the households after your previous visit and before the sunrise of 1st April, 1971 and fill in fresh census schedules to cover such cases. As a corollary you will have to also cancel the census schedules relating to persons who may have unfortunately died since your last visit to a household but prior to the sunrise of 1st April, 1971. Births or deaths and arrivals of visitors that had taken place after the sunrise of 1st April, 1971 need not be taken note of by you.

Pad No. and Slip No.

6. The census charge officer or the supervisor would have issued the required number of enumeration schedule pads of individual slips to you. Some may be in pads of 100 schedules and some of 25. On the top of the pad, the pad number would have been noted prominently by the Charge Officer. Soon after you receive your pad, you should check them and note on the right hand corner of each individual slip, within each book in the space provided for the purpose, the Pad No. as given on the top of the cover and you should also allot serial number to each schedule. The serial number of the schedules will have to be given by yourself in one sequence starting with one on the first schedule of the pad and ending with 100 in case of pads of 100 schedules and ending with 25 in case of pads of 25 schedules. In some pads the actual number of schedules may by mistake be a little more or little less. The last serial number in such pads may, therefore, vary accordingly. The ultimate idea is that every slip should be allotted the pad number as well as the distinct serial number.

Location Code and Your Jurisdiction

7. On the top cover page of each book you will also find the location code number of your village or

* See Page xxxix of this book

town indicating the district number, the tehsil or thana or town number and the village number. You may find that the district No. and the tehsil No. have been already stamped on each slip in the rural pads. In the case of urban areas, the town No. may also be rubber stamped along with the district No. In rural areas you will have to note in addition the village No. and the enumerator Block No. and for towns ward No., if any, and enumerator Block No. But if on any slip, location code has not been stamped through oversight, you will have to note the combined location code No. made up of the district No., tehsil or thana or town No., and the village/ward No., and enumerator block No. on each schedule on the left hand top corner in the space provided for the purpose. Elements of each code should be separated by oblique strokes. The enumerator block number may be noted within round brackets at the end of the location code. Please also see the instructions in para 22 below. You must get yourself fully acquainted with the complete code numbers allotted to your area. This will be intimated to you by your Census Charge Officer.

8. If you have, by any chance, been put in charge of more than one village or urban block please make sure that you have separate pads for each village or urban block. Do not enumerate the population of a second village or a second urban block in continuation of the first in a common pad. The enumeration schedule pads of each village or urban block will have to remain separate.

9. Your appointment order would have defined your census jurisdiction. You must acquaint yourself with your jurisdiction immediately after your appointment order is received. You should get to know the relevant house numbers of the houses which you are expected to visit for enumeration. Any new houses that might have come up within the limits of your jurisdiction for which no number had been allotted before, should be indicated by a sub-number to the adjoining house number. You should also know the dividing line between you and the adjoining enumerator. Make sure that he also knows the boundaries of your jurisdiction so that there is no ambiguity, and overlapping or omission. In case of any doubt you should immediately consult your Supervisor or the Charge Officer.

10. Immediately after you are appointed a Census Enumerator please prepare a detailed sketch of the area allotted to you showing the streets, other prominent land marks and also the location of the actual houses that you enumerate. This sketch is important in order that your area may be identified by any one even at a later date. This sketch will also ensure complete coverage at the census. You will be required to give this sketch with your final abstract to your Supervisor immediately after the census enumeration is completed.

Persons to be Enumerated

11. While your appointment order may indicate all the houses that fall in your jurisdiction you will have to locate every household in your area. A household is defined as 'the entire group of persons who commonly live together and take their meals from a common mess unless the exigencies of work prevent them from doing so'. A household can be either a one-person household, i.e., a person who makes provision for his own food or other essentials for living *without* combining with any other person to form part of a multi-person household. It may be a multi-person household, i.e., a group of two or more persons who make common provision for food or other essentials for living. They may be related or unrelated persons or a combination of both. Households usually occupy a whole or part of not more than one housing unit but they may also be found living in camps, in boarding houses or hotels or other institutions or they may be homeless.

12. You will have to make note of the areas within your jurisdiction where there is a likelihood of houseless persons such as the pavement dweller or nomads living. Those houseless persons should all be censused on the night of 31st March, 1971. You will also have to cover that night persons living in boats, if any, in your jurisdiction.

13. All persons normally residing at a place within your jurisdiction during the census enumeration period are eligible for enumeration. A person is considered as normally residing there if he normally stays in that place during the enumeration period, i.e., from 10th March till 31st March, 1971 and had in fact actually resided there during any part of the enumeration period. If a person had been away throughout the enumeration period he is not to be considered eligible for enumeration here. He will be enumerated wherever he is actually found during the enumeration period. Similarly, a person who would have normally resided at another place during the enumeration period but in fact was absent during the entire period from that place will be enumerated if he is to be found in

any household in your jurisdiction as a visitor. Such persons should, however, be cautioned that they should not get themselves enumerated again in case they may move from this place.

14. Thus when you visit a household for the purpose of enumeration, you will enumerate the following persons :

(i) All those who normally stay and are present in that household during the entire period of enumeration, i.e., from 10th Mareh to 31st March (both days inclusive).

(ii) Also those who are known to be normally residing, and had actually stayed during a part of the enumeration period (10—31st March) but are not present at the time of your visit.

(iii) Also those who are known to be normally residing and are not present at the time of your visit but are expected to return before 1st April, 1971 and

(iv) Visitors who are present in household censused by you but had been away from the place (s) of their usual residence during the entire enumeration period. For the purpose of enumeration such visitors will be treated as normal residents of the place (household) where they were actually found during the enumeration period provided they have not been enumerated elsewhere.

15. You should plan out your work in such a way that you will be able to cover your entire jurisdiction in a systematic manner and you do not leave the work to be accumulated towards the end.

16. Your task is simple. You will be required to canvass only one simple Individual Slip containing 17 questions for each individual to be enumerated in your jurisdiction. You will have to later post some particulars on the Population Record and you have to also prepare an Abstract. You have to record the answers as laid down in the succeeding instructions briefly.

Census Schedule (Individual Slip)

17. The census schedule which is called the Individual Slip that you will be required to canvass is given at page v.

18. One slip will have to be filled for each individual in each household that you visit in your jurisdiction. You should first enumerate the Head of the household followed by the other members of the household in the most convenient order and ensure that none of the persons in the household is left out. Perhaps it is best that after enumerating the Head of the household, you cover the near relatives first such as, the wife, sons and daughters, son's wife and son's children, daughter's husband and their children forming part of the household, then distant relatives, and domestic servants or other boarders or visitors, forming part of the household and entitled to be enumerated here.

Please make repeated enquiries about infants and very young children for they are often liable to be left out of count.

19. The various items to be canvassed on the Individual Slip are explained in the following instructions :

Pad No. and Slip No.

20. Make sure that the Pad No. and the slip No. have been noted by you on the top right hand corner of each schedule against the item provided as already indicated earlier under the general instructions. The noting of Pad No. and the Slip No. is necessary, for you will be later required to tabulate in an Abstract certain items of information of each schedule on a separate form where you will have to indicate the Slip No. concerned against which you will be posting the data. The Pad No. is the number already furnished on the top of the enumeration schedule Pad and the Slip No. is the serial number that you will be giving for each schedule in this Pad. You are also advised to use the Pads in a sequence starting with the lowest Pad number.

21. In case your jurisdiction covers more than one village or more than one urban block please ensure that you do not make use of a common pad of schedules for all the villages or urban blocks in your charge. There should be separate pads for each village

or urban block even if there were a few blank schedules left over in the pad of a particular village or urban block.

Location Code

22. Though this has already been referred to generally earlier, it is worth elaborating. The location code is the method by which every village or town in a tehsil/taluk/police station/anchal/Island in every district of a State is identified by a combination of numbers. For this purpose, every district, tehsil, taluk, police station, anchal or Island, village or town in your State would have been allotted code numbers. Your Charge Officer would have indicated to you the district, tehsil, taluk, police station, anchal or Island and the village or town numbers also the ward number of the town pertaining to your jurisdiction. By a combination of these numbers one can exactly locate your village or town. Thus, a code number running as 10/3/46 would mean village No. 46 in Tehsil No. 3 of District No. 10 of a State, or a code number running as 6/II/5 would mean ward No. 5 in Town No. II of District No. 6. Note that the Town No. is given in roman figure to distinguish it from rural code No. At the end of the location code you should add within round brackets the enumeration block number that has been allotted to you by your Charge Officer thus 10/3/46(60) or 6/II/5(4). You will be identified by enumerator's block number and this has to be entered in your Daily Posting Statement. (The enumerator's block numbers will be a continuous number for the tehsil/taluk/town, etc.)

23. Make sure that you know the correct location code of the area allotted to you. You should note down the location code on each blank individual slip immediately the enumeration pads are issued to you. This will save you the trouble of noting the location code number later when you actually visit each household within your block for enumeration. When you visit the household you may have to then note only the household number as indicated in the next para by the side of the location code number which you would have already indicated.

Household No.

24. The identifying household number of the household that you are covering at the Census should be noted within the square brackets provided for the purpose. As you may be aware, Houselisting and Housenumbering operation was undertaken during 1970 with a view to numbering each census house and locating all households living in census houses. In the course of this operation, each census house was given a number and households found therein would also have been allotted a number. The census house numbers would be painted on the houses at prominent place, like the pillar of the main gate, top of the main door, etc. Sometimes there may be more permanent housenumbering plates affixed. In the case of thatched houses, numbers may have been written out on a tin plate or wooden board and left with the households with a request to preserve the same. You should use this number.

25. It may happen that when you visit your area for census taking you may come across some census houses which did not exist at the time of houselisting and therefore, no numbers had actually been allotted to them. You should allot a number after consulting the order of numbering prevailing in your jurisdiction (Please see Appendix II) and locate the households living therein. For example, if in between buildings 9 and 10 another building has come up, you should allot the number 9/1 to this structure and in case more than one building have come up numbers like 9/1, 9/2, 9/3 and so on should be used for the new structures. Then locate the census houses in accordance with the instructions in Appendix II and thereafter locate the households and allot numbers in the prescribed manner. The household number will be the same as the house number if only one household is living in a house. If there were more than one household then alphabetical sub-numbers within brackets as 19(a), 19(b), etc., will have to be added to the house number to distinguish each household. It may also happen that the number given at the time of houselisting has been obliterated. You should allot the correct number having regard to the preceding and succeeding buildings.

26. For the purpose of conveniently understanding the housenumbering system, the instructions governing the numbering of buildings, census houses and households are given in Appendix II. *

27. *If the household happens to be an institutional household such as a boarding house, hostel, hotel, chum-*

* See Page xL of this book

mery, etc., where a group of unrelated persons stay together then add 'INST' to the household number.

28. *If you are enumerating the houseless persons, you should record 'O' boldly in the space provided for the household number.*

29. In all the individual slips pertaining to the members of the same household, the household number will be repeated. You will then start recording the particulars of each individual against questions indicated in the Individual Slip according to the instructions that follow.

Note : Please do not write anything in the spaces enclosed by dotted lines in question Nos. 2, 3, 5, 6(b), 7(b), 7(c), 7(d), 8(b), 8(c), 8(d), 9—15, 16(a), 16(d), 16(e), 16(f), 17(a), 17(d), 17(e) and 17(f). These are meant for writing code numbers in the Tabulation Offices.

Question 1 : Name

30. Write the name of the person enumerated. If a woman's name is not given out describe her as 'so and so's wife, mother or daughter'. By custom if a woman finds it difficult to give the name of her husband and if the man is absent at the time of enumeration but his particulars have to be recorded write 'so-and-so's husband' if you have failed to ascertain the name even from the neighbours.

For newly born infants who have not yet been given the name write "baby" and add father's or mother's name.

Question 2 : Relationship to Head

31. In the case of the Head of the household write 'Head'. The Head of the household for census purposes is a person who is recognised as such in the household. He is generally the person who bears the chief responsibility for the maintenance of the household and takes decisions on behlaf of the household. The Head of the household need not necessarily be the eldest male member, but may even be a female or a younger member of either sex. You need not enter into any long argument about it but record the name of the person who is recognised by the household as its Head.

32. In the case of institutions like boarding houses, messes or friends living together in one Census house, which should be regarded as households of unrelated persons living together, which may be called institutional households, the Manager or Superintendent or the person who has administrative responsibility or who by common consent is regarded as the head should be recorded as the Head of the household.

33. The Manager or Superintendent who does not stay normally in the institution should be enumerated at his place of normal residence. You should make sure before filling up the slip for the Manager or Superintendent, etc., of an institutional household, that he/she has not been enumerated at any other household.

34. In the case of absence of a normal 'Head', the person on whom the responsibility of managing the affairs of the household falls, should be regarded as the Head.

35. All relationships in this question should be recorded in relation to the Head of the household. Write the relationship in full. Do not use words like 'nephew' 'niece' or 'uncle', but state whether brother's or sister's son or daughter (for nephew or niece) or father's or mother's brother (for uncle), 'son' will include 'adopted son' or 'step son' ; similarly for a daughter. In the case of visitors, boarders, or employees write 'visitor', 'boarder', or 'employee' as the case may be. In the case of institution, the members should be recorded as 'unrelated'.

36. If on the check of revisional round between 1st and 3rd April, 1971 the Head of the household as recorded previously is found to have died, the person in the household who succeeds him by common consent as head should be recorded as Head and the relationships in all other slips will have to be suitably corrected. The slip of the deceased Head of the household will, of course, be cancelled.

Question 3 : Sex

37. For males write 'M' and for females write 'F' within the circle indicated against this question. Even for eunuchs and hermaphrodites write 'M' only. Verify with reference to the name and relationship to Head against questions 1 and 2 respectively that you have noted the sex correctly.

Question 4 : Age

38. Record the age of the person in total years completed last birthday. Very often there is a tendency on the part of the individuals to return 'years running' rather than the 'years completed'. Make sure that only the actual number of years completed is recorded.

39. In respect of infants who might not have completed one year by the day of enumeration their age in completed years should be invariably shown as 'O' as they have not yet completed one year of age and add 'Infant' in brackets. As was stated under general instructions make sure that infants even if a day old are invariably enumerated. You should not enter the age in months. The age of an infant who has not yet completed one year should invariably be noted as 'O' only.

40. Age is one of the most important items of demographic data and you should ascertain the age with greatest care. Many persons particularly in the rural areas cannot give their age correctly. They should be assisted to state the correct age by stimulating their memory with reference to any historical event, etc., well known in the area. Sometimes the age can be ascertained with reference to the age of another person of a known age that may be in the same household or in the neighbouring household or that of a well known person of the village such as Headman of the village. A person can more easily say whether he was older or younger to such a person and by how many years. This will help you to record the age more accurately.

Question 5 : Marital Status

41. In answering this question use the following abbreviation :

NM : Never Married

M : Currently Married

W : Widowed

S : Separated or Divorced

42. For a person who has never been married at any time before, write 'NM'. For a person currently married, whether for the first or another time and whose marriage is subsisting at the time of of enumeration with the spouse living, write 'M'. Write 'M' also for persons who are recognised by custom or society as married and for the persons in stable de facto union. Even if a marriage is disputed in the locality write 'M' if the person concerned says he or she is married or is in stable de facto union. For a widowed person whose husband or wife is dead, and who has not been married again, write 'W'. For a person who has been separated from wife or husband and is living apart with no apparent intention of living together again or who has been divorced either by a decree of a law court or by an accepted social or religious custom but who has not remarried, write 'S'. For a prostitute return her marital status as declared by her.

Question 6 : For currently married women only

43. This question has to be answered in respect of all currently married women only, i. e., all women whose marital status is shown as 'M' against Q.5.For all others a cross may be put through the two sub-parts of this question.

6 (a) Age at marriage

44. Age at marriage : You should ascertain the age at which the currently married woman whom you are enumerating was married and record that age in completed years. If the currently married woman had been married more than once, the age at which she got married for the first time should be recorded.

6 (b) Any child born in the last one year

45. Any child born in the last one year : You should ascertain if the currently married woman whom you are enumerating gave birth to a child in the last one year prior to the date of enumeration. Since it may be difficult for a person to reckon the exact year with reference to the English calendar dates, the period of one year may be ascertained with reference to a well known festival day which falls close to February-March, as determined by the Census Superintendent of the State. You should ask if a child was born on or after this festival day last year to the date of enumeration. Only if the child was born alive, even if the child had died soon after birth, should the answer be 'Yes', to this question. Still birth, i.e., a child which is born dead should not be taken into account for this purpose. So while you should make sure that every case of birth of child born alive, even if it is not alive on the date of enumeration, is reported, you should not reckon it if the child was born lifeless.

46. It is common experience that the birth of the child may not be reported readily if the child is not actually surviving at the time of enumeration. Infant deaths are still high in the country. There is a chance of a number of such cases being missed unless specifically questioned about them. It is necessary to record all live births even if the child had died soon thereafter or had not survived to the day of enumeration.

Therefore, where the initial answer to this question is 'no', you should ask a specific question if there has been a case of child having been born alive in the last one year and later dying before the enumeration date. This is a delicate question and should be asked with tact in a manner not to offend the sensibility of the respondent. Where a currently married woman first answers that she had no child born in the last one year, you may perhaps question her as follows :

"It has been found in some houses that a child was born and had died soon after or a few days or months later and such cases had not been reported. It is my hope that there are no such cases here. Am I right ?"

This may bring in the required response. If she reports 'no' then you can be sure that no birth has been missed. You have to make sure that any live birth that has occurred to the currently married woman in the last one year is netted whether the child is surviving till the date of enumeration or not. Similarly, probe to eliminate still births may be necessary. For example, when the answer is 'yes' under question 6 (b) the enumerator might ask if the child is here in this house. If the answer is 'yes', no further question is needed. If 'no' the enumerator might ask where he has gone. The answer may be 'dead' or he has gone elsewhere. If 'dead' then the enumerator might ask when did the child die and this will bring out the fact whether or not it was a still birth.

47. Write 'Yes' if the currently married woman had given birth to a live child from the prescribed festival day last year to the date of enumeration or 'No' if she had not. In case of twin or multiple births, write 2, 3, etc., as the case may be within round brackets after the entry 'Yes'.

Note :—You may find on your revisional round from 1st to 3rd April, 1971 that a child is born to a married woman in a household after your last visit but before the sunrise of 1st April, 1971. You will have to take this into account and correct the answer against the Q. 6 (b) accordingly. You must enquire specifically if any such birth has taken place. While ignoring still births all other births where the child was born alive even if it did not survive long should be taken into account.

Question 7 : Birth Place

48. Answer to this question has to be filled with reference to the place of birth of the persons enumerated and the particulars recorded under the four sub-items of this question.

7 (a) Place of Birth

49. Write 'PL' for a person born in the village or town where he is being enumerated. Where 'PL' is noted against this question put 'X' against sub-items (b), (c) and (d).

For those born outside the village or town of enumeration write the actual name of the place against sub-item (a) and fill the other details against sub-items (b), (c) and (d).

7 (b) Rural/Urban

50. For those born outside the village or town of enumeration ascertain if the place of birth was a village or town at the time of his birth. To enable a person to determine whether the place was a town or a village he may be required to indicate the status of the place of birth in comparison with a known town in the neighbourhood of the place of enumeration. You may mention some important urban characteristics to enable the person to make out if the place of his birth was rural or urban, e.g., existence of a local administrative body, Industrial township declared as towns, etc.

For a person born in a village, write 'R'.

For a person born in a town/city, write 'U'.

For a person born in a foreign country put against this sub-item and also against sub-item (c). If all efforts to classify the place of birth as rural/urban fail, write 'not known'.

7 (c) District

51. For a person born outside the village or town of enumeration but within the district of enumeration write 'D'. For a person born in another district of the State of enumeration, or other State/Union Territory in the country, write the name of the district. If the person cannot name the district, write 'not known'.

7 (d) State/Country

52. For persons born within the state of enumeration write 'X' against this item. Make sure that the earlier entries made in sub-items (a), (b) and (c) are consistent with such an answer ; that is 'PL' might have already been written against sub-item (a) or 'D' is written against sub-item (c) or any other district of the State of enumeration is mentioned against sub-item (c).

53. For persons born outside the state of enumeration but within the country, write the name of the State/Union Territory where born.

54. For those born outside India, note merely the name of the country and there is no need to enter the name of the constituent State of the foreign country. Where a person cannot name the country, the name of the continent may be noted.

55. For a person born on sea, record 'born at sea' against this sub-item and put 'X' against sub-items (a), (b) and (c). If a person was born in a train, boat or bus, etc., within the country, write the particulars in (a), (b) and (c) with reference to the administrative territory where the event occurred or was registered.

Question 8 : Last Residence

56. Answer to this question will have to be filled in respect of every person if he had another place of normal residence irrespective of his place of birth, before he came to the present place where he is enumerated. Even if a person was born at the place of enumeration, by the nature of his work or for studies, etc., he had shifted subsequently to another village or town and had come back again to the place of enumeration, he should be deemed to have had another place of residence prior to his enumeration here.

The last previous residence is relevant only if he had been outside the village or town of enumeration and not simply in another house or locality in the same place. For example, if a person born in one part of Bombay City is found residing in another part of Bombay at the time of enumeration, the change of residence should not be treated as change of place of residence because both the areas are comprised in the same City of Bombay. Similarly, a person born in hamlet 1 of village Rampur and found in hamlet 2 of the same village at the time of enumeration, should not be deemed to have had any other place of residence than the village where he is enumerated. Where a person had merely gone out to another place or had been shifting from place to place purely on tour or pilgrimage or for temporary business purposes, he should not be deemed to have had another residence different from the place where he or his family normally resides but if the person had his normal residence, i.e., if his normal home had been elsewhere at any time before he is enumerated at his place of present residence, irrespective of where he was born, such place of his previous residence should be recorded here.

8 (a) Place of last residence

57. For a person who had been in the village or town of enumeration continuously since birth (except for shifting to other places outside the village or town of enumeration for a purely temporary stay) write 'PL' against sub-item (a) and put 'X' against sub-items (b), (c) and (d).

For a person who had had his last previous residence at any place outside the village or town of enumeration (irrespective of his place of birth), write the actual name of the village or town where his last residence was against sub-item (a) and fill the other details against sub-items (b), (c) and (d).

8 (b) Rural/Urban

58. For a person who had previously resided outside the place of enumeration ascertain if the place of last previous residence was rural or urban and record the answer. For a person whose last previous residence was a village write 'R'. For a person whose last previous residence was a town/city, write 'U'. For a person who last resided in a foreign country write 'X'. For a person whose last previous residence cannot be classified, write 'Not known'.

Rural or Urban status has to be determined with reference to the time of migration from the place of last previous residence to the place of enumeration.

For helping the person to determine whether a place was rural or urban, you may mention important urban characteristics as indicated in the instructions against item 7 (b) in para 50.

8 (c) District

59. For a person who had previously resided in another place, *i.e.*, for whom 'PL' is not written against sub-item (a) you have to fill in this item in the manner indicated below.

For a person who previously resided in another village or town within the district of enumeration write 'D'. For a person who previously resided in another district of the State/Union Territory of enumeration or of other State/Union Territory in the country, write the name of the district. If he cannot name the district write 'Not known'. For a person whose last previous residence was outside India write 'X' against this sub-item.

8 (d) State/Country

60. For a person whose last previous residence was outside the village or town of enumeration but within the State or Union Territory of enumeration write 'X' against this item but if it was outside the State or Union Territory of enumeration but within the country

write the name of the State/Union Territory. For a person whose last previous residence was outside the country write the name of the country and if name of the country is not forthcoming write the name of the continent.

For persons who had not moved out at all from the present place of enumeration from birth (except for purely temporary stay) this sub-item need not be filled and 'X' should be put in respect of persons against this sub-item.

Question 9 : Duration of Residence at the village or town of Enumeration

61. Note here the period of the existing continuous residence in the village or town where the person is being enumerated, in completed years. This will apply to even a person born at the place of enumeration. If he had left this village or town and had lived elsewhere for sometime i.e., in Q. 8 another place of last residence is reported and has come back again to this village or town, then the duration of residence to be noted against this question is the period of the last continuous residence. But if a person had been away on a temporary visit or tour, etc., that should not be taken as a break in the period of his continuous residence here. If the person was born at the place of enumeration and also had no other place of last residence i.e., 'PL' has been noted in Q. 8 (a) then 'X' may be put against Q. 9.

For a person whose duration of continuous residence at the place of enumeration is less than 1 year, it should be noted as '0'.

Question 10 : Religion

62. In answering this question use the following abbreviations :

H : Hinduism

I : Islam

C : Christianity

S : Sikhism

B : Buddhism

J : Jainism

For other record the actual religion as returned fully.

63. If a person says that he has no religion it may be recorded accordingly. Do not mistake religion for caste which will not be recorded here.

Question 11 : Scheduled Caste or Scheduled Tribe

64. You have been furnished with a list of scheduled castes and scheduled tribes notified for your State. Ascertain if the person enumerated belongs to a scheduled caste or scheduled tribe and if he does, then record the name of the scheduled caste or scheduled tribe which should find place in the list furnished to you. The answer should be recorded against the correct rectangle provided for the purpose against this question. For a person who is not a member of any scheduled caste or scheduled tribe write 'X' in both the rectangles.

65. If the person belonging to a scheduled caste or scheduled tribe returns his caste or tribe by synonym or generic name of a caste or a tribe it should be entered only if it finds a place in the list furnished to you. Do not write the names of scheduled castes in general terms as 'Harijan' or 'Achhut'. You should ascertain the name of the caste when it is returned and write it in the rectangle provided for recording the name. Similarly, do not write the names of scheduled tribes in general term as 'Adivasi'. You should ascertain the name of the tribe when it is returned and write it in the rectangle with broken lines provided for recording the same. If a person is negligent and insists on calling himself merely 'Harijan' or 'Achhut' or 'Adivasi' as the case may be, tell him that this description is not adequate for census purposes and persuade him to give out the actual name of the caste or tribe. You should make all efforts to ascertain the correct name of the scheduled caste or scheduled tribe as found in the notified list. If the person merely claims to be a scheduled caste or scheduled tribe but says that he does not belong to any of the notified communities applicable to the area, he will not be entered as a scheduled caste or scheduled tribe.

66. Scheduled castes can belong only to the Hindu or Sikh religions. If a person belongs to scheduled caste, there will be either 'H' or 'S' in the answer to question 10. Scheduled tribes may belong to any religion.

Question 12 : Literacy (L or O)

67. *Definition of a literate :* A person who can both read and write with understanding in any language is to be taken as literate. A person who can merely read but can not write is not a literate.

68. It is not necessary that a person who is literate should have received any formal education or should have passed any minimum educational standard.

69. For a person who is literate *i.e.*, who can both read and write, record 'L' in the triangle against question 12. If there is any doubt about a person's ability to read or write, the test that may be applied for reading is his/her ability to read any portion of the printed matter in the Enumerator's Instructions and similarly for writing he/she should be able to write a simple letter. Ability merely to sign one's name is not adequate to qualify a person as being able to write with understanding. If a person claims to be literate in some other language with which the enumerator is not acquainted, the respondent's word has to be taken as correct . Other members of the household may also be able to testify to the literacy of the person enumerated.

70. For a person who is illiterate *i.e.*, who can neither read nor write or can merely read but cannot write, in any language, write 'O' in the triangle against question 12. All children of the age of 4 years or less should be treated as illiterate even if the child is going to a school and may have picked up reading and writing a few odd words.

Question 13 : Educational level

71. This question will be asked of those for whom 'L' has been recorded against question 12. For a person who is illiterate and 'O' has been put against him in the answer to question 12, there is no advantage in ascertaining the educational level even if he had at some stage attended school and passed a standard and had relapsed into illiteracy. In such a case you should put 'X'. You have to ascertain and record the highest educational level attained by a person for whom 'L' is recorded in answer to question 12.

72. For a person who is still studying in a particular class, the highest educational level attained by him will be one that he has actually passed and not the one in which he is studying. For example, a person studying in 1st year B.A. should be recorded as only 'PUC' or 'Higher Secondary', as the case may be. Similarly, a person studying, say, in the 4th year of ' MBBS' should not be noted as 'MBBS' but as 3rd year 'MBBS' which is the highest level he has actually attained. If you are not sure whether a person has passed Primary, Middle, Higher Secondary or other definite levels, you may record the actual standard passed such as say IIIrd standard, VIIIth standard, 1st year B. Com ., etc.

The highest educational level attained by the person enumerated should be recorded. When a person holds both general and technical qualifications both of which are of equivalent level such as say B. Sc. (Zoology) and M. B. B. S. or B. A. (Maths.) and B. E. (Bachelor in Engineering), the technical qualification should be given preference in recording the highest educational level attained. Where the general educational level is higher than the technical educational level or where it is not possible to decide which of the two levels is relatively higher, the highest level of education as returned by the person concerned should be recorded.

In recording the highest educational level of a graduate or a post-graduate, subject of specialisation such as 'B. Sc. (Maths),. M. A. (Economics), M. Sc. (Botany), B. Sc. (Agriculture)', etc ., should be noted. You should not use abbreviations which are not in common use. In such cases, the degree or diploma should be spelt out fully.

73. Whenever you come across graduates or post-graduates as also those with a technical diploma or degree, you will have to issue him a "Degree-holder and Technical Personnel Card" and ask the person concerned to fill it. You should note the location code on the card while issuing it. Put a tick (√) after noting the educational level against question 13 immediately after you issue a card. When you collect it after some time but before you complete the enumeration of your area, cross the tick and put a circle as

You will have to ensure that the card issued to all the graduates and the technical degree or diploma holders are collected back. The non-crossed tick, if any, against question 13 will show that the card has not been collected.

Question 14 : Mother-tongue

74. *Definition* : Mother-tongue is the language spoken in childhood by the person's mother to the person. If the mother died in infancy, the language mainly spoken in the person's home in childhood will be the mother-tongue. In the case of infants and deaf mutes the language usually spoken by the mother shall be recorded.

75. Record mother-tongue in full whatever be the name of the language as returned and avoid use of abbreviations. You are not expected to determine if the language returned by a person is the dialect of another major language and so on. You should not try to establish any relationship between religion and mother-tongue. *You are bound to record the language as returned by the person as his mother-tongue and*

you should not enter into any argument with him and try to record anything other than what is returned. If you have reason to suspect that in any area due to any organised movement, mother-tongue was not being truthfully returned, you should record the mother-tongue as actually returned by the respondent and make a report to your superior Census Officers for verification. You are not authorised to make any correction on your own.

Question 15 : Other languages

76. After recording the mother-tongue in question 14 enquire whether the person knows any other language(s), Indian or foreign and record language(s) returned by him against this question. In case he does not know any language apart from his mother-tongue put 'X' against this question.

77. The number of languages recorded under this question need not be more than two. These languages should be other than his mother-tongue and they should be recorded in the order in which he speaks and understands best and can use with understanding in communicating with others. He need not necessarily be able to read and write these languages. It is enough if he has a working knowledge of these subsidiary languages to enable him to converse in that language with understanding.

Question 16 : Main Activity

78. Every person will be asked what his main activity is, that is, how he engages himself mostly. For the purpose of this question, all persons will get themselves divided into two broad streams of main activity, namely, (1) as workers and (2) as non-workers according as the type of main activity that the person returns himself as engaged in mostly.

79. *'Worker' defined*: A 'worker' is a person whose main activity is participation in any economically productive work by his physical or mental activity. Work involves not only actual work but effective supervision and direction of work.

80. *Reference period* : The reference period is one week prior to the date of enumeration in the case of regular work in trade, profession, service or business. If a person had participated in any such regular work on any one of the days during this reference period and this has been returned as his main activity, the person will be categorised accordingly. A person who normally works but had been absent from work during this reference period on account of illness or travel, holiday, temporary breakdown, strike, etc., the person should be treated as engaged in regular work in which he would have otherwise been employed but for his temporary absence. Persons under training such as apprentices with or without stipends or wages should be considered as economically active and recorded as working. A person who has merely been offered work but has not actually joined it, is not to be treated as engaged in work.

81. There are certain types of works which are not carried on throughout the year such as cultivation, live-stock keeping, plantation work, some types of household industry, etc. A person's main activity should be ascertained with reference to such work in the last one year even if he was not economically active in the week prior to enumeration. It is likely that even when a person is engaged in some other work during the period of one week prior to the date of enumeration, the main activity of the person may be cultivation, agricultural labour or some other work attended to normally by him in the course of the year. Care must be taken to see that the main activity is properly ascertained in such cases. For example, a person's main activity may be agricultural labour and in the week prior to enumeration he may be engaged as a sugar-cane factory labourer or as a road cooly. He should be categorised for his main activity as agricultural labourer only as returned by him as he engages himself mostly in that work and the other work should be treated as his subsidiary work.

82. A man or woman who is engaged primarily in household duties such as cooking for own household or performing one's own household duties or a boy or a girl who is primarily a student attending institution even if such a person helps in the family economic activity but not as a full time worker should *not* be treated as a worker for the main activity. On the other hand, if a person is primarily engaged in some economic activity but at the same time does also attend to some household chores or attends a night school, etc., he or she should be treated basically as a worker for the main activity and categorised accordingly.

83. A person who merely receives an income such as a rent receiver or a pensioner who does not have to work for receiving the income, will not be treated as economically active unless the person is also engaged in some economic activity and if that activity is returned as the main activity of the individual.

Q. 16 (a) Broad Category (i) Worker (C, AL, HHI, OW) (ii) Non-worker (H, ST, R, D, B, I, O).

84. The main activity returned by the person will entitle him to be categorised either as a worker in 16 (a) (i) or as a non-worker under 16 (a) (ii).

16 (a) (i) Worker (C, AL, HHI, OW)

85. Where the main activity of a person qualifies him to be treated as a worker he should be further categorised according to the type of work and one of the appropriate abbreviations indicated against this question should be entered in the box provided for the purpose. If the person is not engaged in any economic activity an 'X' should be noted in the box. The abbreviations to be used for workers are explained below :

C. CULTIVATOR

86. For a person who returns his main activity as working as a cultivator, the abbreviation 'C' should be used.

87. *Definition of Cultivator :* For purposes of the census a person is working as Cultivator if he or she is engaged in cultivation by oneself or by supervision or direction in one's capacity as the owner or lessee of land held from Govt. or as a tenant of land held from private persons or institutions for payment of money, kind or share.

88. Cultivation involves ploughing, sowing and harvesting and production of cereals and millet crops such as wheat, paddy, jowar, bajra, ragi, etc., and pulses, raw jute, and kindred fibre crop, cotton, etc., and other crops such as sugar-cane, groundnuts, tapioca, etc., and does not include fruit growing, vegetable growing or keeping orchards or groves or working of plantations like tea, coffee, rubber, cinchona and other medicinal plantations.

89. A person who merely owns land but has given out land to another person or persons for cultivation for money, kind or share of crop and who does not even supervise or direct cultivation of land, will not be treated as working as cultivator. Similarly, a person working in another person's land for wages in cash, kind or share (Agricultural labourer) will not be treated as cultivator in this question.

AL : AGRICULTURAL LABOURER

90. A person who returns his main activity as engaged as agricultural labourer, the abbreviation 'AL' should be used in the box.

91. *Definition of an Agricultural Labourer :* A person who works in another person's land for wages in money, kind or share should be regarded as an agricultural labourer. He has no risk in the cultivation but he merely works in another person's land for wages. The labourer could have no right of lease or contract on land on which he works.

HHI : HOUSEHOLD INDUSTRY

92. For a person who returns his main activity as engaged in some production, processing, servicing or repair of articles or goods such as, say, handloom weaving, dyeing, carpentry, bidi rolling, pottery manufacturing, bicycle repairing, blacksmithy, tailoring, etc., it has to be ascertained if it is a household industry, and if so, it should be indicated by the abbreviation 'HHI' in the box.

93. *Definition of a Household Industry :* A Household Industry is defined as an industry conducted by the Head of the household himself/herself and/or mainly by the members of the household at home or within the village in rural areas and only within the premises of the house where the household lives in urban areas. The industry should not be run on the scale of a registered factory.

94. The main criterion of a Household Industry is the participation of one or more members of a household. This criterion should apply to urban areas too. Even if the industry is not actually located at home in rural areas there is greater possibility of the members of the household participating even if it is located anywhere within the village limits. In the urban areas where organised industry takes greater prominence, the Household Industry should be confined to the precincts of the house where the participants live. In urban areas even if the members of the household by themselves run an industry but at a place away from the precincts of their home, it will not be considered a household industry. It should be located within the precincts of the house where the members live.

95. A Household Industry should relate to production, processing, servicing, repairing or making and selling (but not merely selling) of goods. It does not

include professions such as a pleader or doctor or barber, musician, dancer, waterman, dhobi, astrologer, etc., or merely trade or business, even if such professions, trade or services are run at home by members of household. A list of a few typical Household Industries is appended to these instructions at Appendix III.*

96. Sometimes it is likely that the person who may not be working in his own Household Industry may be working as a petty employee in another Household Industry. You should, therefore, enquire whether the person who is not working in his own Household Industry is working in any other Household Industry as an employee and record as per instructions given above.

OW : Other Workers

97. If a person gives his main activity as engaged in any other work which is not cultivation, agricultural labour or household industry, this may be indicated by merely noting 'OW' in the box. The type of workers that may come under the 'Other Workers' category are factory workers, those working in trade or transport, all Government servants, municipal employees, teachers, mining workers, political or social workers, building labourers, etc. In effect, all types of economic activity not covered by cultivation, agricultural labour or household industry will come under this residual category. Workers engaged in plantation or forestry should not be treated as cultivators or agricultural labourers but as 'Other Workers'.

98. Further details pertaining to this 'Other' category of workers, as also those engaged in household industry, will be recorded in the subsequent sub-parts (b) to (f) of question 16.

16 (a) (ii) Non-worker (H, ST, R, D, B, I, O)

99. As was stated earlier, question 16 is intended to ascertain the main activity of every individual whether he or she is economically active or not. While 16(a) (i) helps to broadly categorise all those who have returned some work as their main activity, 16 (a) (ii) will help to categorise those whose main activity is not engaged in any economically productive work, but are basically non-workers. These may be categorised under seven broad heads whose abbreviations are indicated against this question. The appropriate abbreviation will have to be entered in the box provided. The abbreviations are explained below :

H : Household Duties

100. This covers all those persons basically engaged in unpaid home duties doing no other work, or even if such a person may also be participating in some other work, it is not to the same extent as a whole-time worker and if the person has returned his or her main activity as attending to household duties. The main activity of such a person should be entered as 'H'. If a person whose main activity is attending to household duties, also engages oneself in some other economic activity such as helping in family cultivation or preparing cowdung cakes at odd times for sale, etc., that economic activity will be covered as secondary work under question 17. On the other hand, a woman who works primarily as a factory worker or a plantation labourer or an agricultural labourer or in some office or shop, etc., and also attends to household duties, obviously her main activity will be the economic activity in whch she is mostly engaged in and should not be categorised as 'H' for her main activity in this question. She should have been treated basically as a worker and her main economic activity should have been recorded against 16 (a) (i).

ST : Student

101. This refers to those whose main activity is returned as a student. This will cover all fulltime students or children attending school. Even if such persons participated in some work but not to the same extent as a fulltime worker, by merely helping casually as an unpaid family worker in family cultivation, household industry, trade or business, they should be treated primarily as students if that is their main activity, 'ST' should be entered in the box. The other economic activity, if any that such persons attend to will be reflected under question 17 as secondary work.

R : Retired person or a Rentier

102. A person who has retired from service and is doing no other work, i.e., not employed again in some full time work or does not engage himself in some other work as cultivation, in business, trade, etc., or a person who is a rentier or living on agricultural or non-agricultural royalty, rent or dividend or any other person of independent means for securing which he does not have to work, will come under this category. 'R' should be noted in the box for a person coming under this category.

D : Dependent :

103. This category will include all dependents such as infants or children not attending school or a person permanently disabled from work because of illness or

* See Page xliii

old age. If a girl or an old woman attends to household duties she should be categorised under 'H' for her main activity rather than 'D'.

Dependents will include all non-workers even if able-bodied who have no other activity coming under any of the categories of non-workers and who are not seeking any work either but are purely dependent.

B : BEGGARS, ETC.

104. This will cover beggars, vagrants or such cases as independent women without indication of source of income and those of unspecified sources of subsistence and who are not engaged in any economically productive work.

I : INSTITUTIONS

105. This will cover convicts in jails or inmates of a penal, mental or charitable institution, even if such persons are compelled to do some work such as carpentry, carpet weaving, vegetable growing, etc., in such institutions. An under-trial prisoner in a jail should not, however, be brought under this category but has to be indicated according to the main activity he was engaged in before he was apprehended. Inmates of such institutions will be noted as 'I'.

O : OTHER NON-WORKERS ;

106. This will include all non-workers who may not come under any of the six categories above but are seeking work, they should be noted as 'O' in the box. A boy or girl who has completed education or has stopped studying and is seeking work will come under this category. If a person is merely spending his time at home as a dependent and is not doing any work and is not seeking any work will come under 'D' rather than 'O'. A person irrespective of age and whether educated or not, if he reports that he is not engaged in any other activity but is seeking work will come under this category.

107. If the main activity of the person who is enumerated does not qualify a person to be treated as a worker and he does not fall under any of the four broad categories of workers covered by 16 (a) (i) and an 'X' has been put in the box against that question, then he must necessarily be categorised under any one of the seven broad types of non-workers and the appropriate abbreviation entered in the box opposite to question 16 (a) (ii). Conversely if a person has already been treated as a worker and his main activity has been indicated in the box against question 16 (a) (i), then question 16 (a) (ii) will not apply to the person and an 'X' should be put in the box against question 16 (a) (ii). Thus 16(a) (i) and 16(a) (ii) are mutually exclusive.

Q. 16 (b) to 16 (f)

108. These sub-parts of question 16 will have to be filled only to describe the details of the household industry or other work indicated against question 16(a) (i). If the main activity has been shown as 'C' or 'AL' against 16(a) (i), there is no need to give the details of the cultivation or agricultural labour in these sub-sections.

109. Similarly, if the main activity of an individual has been returned as a non-worker against 16(a) (ii), sub-sections (b) to (f) will not apply and an 'X' may be put, right across all these questions.

16 (b) : Place of work (Name of village/town)

110. Ascertain from each person who is already taken as a worker other than in cultivation or agricultural labour, i.e., question 16(a) (i) has been answered as HHI or OW, the village or town where he or she works. If the place of work is the same as the village or town of enumeration write 'PL'. In all other cases you should write the name of the place fully. If a person has no fixed place of work such as, say, a travelling vendor of vegetables or a pedlar or a rickshaw puller who may go from one village or town to another, note 'No fixed place of work'. If he works in one particular town or village that should be noted.

16(c) : Name of Establishment

111. This question and the subsequent sub-sections of question 16 need not be answered for cultivators and agricultural labourers who are already noted as 'C' or 'AL' against question 16(a)(i).

Record here the exact name of the factory, firm, workshop, business house, company, shop, office, etc., and in respect of public offices you should clearly indicate whether they are Central or State Government or local body offices, etc. If the establishment does not have any definite name such as, say, in the case of a household industry like hand pounding of rice, gur making, bee keeping, handloom weaving, potter's house, blacksmithy, etc., note 'No particular name'.

16 (d) : Nature of Industry, Trade, Profession or Service

112. The answer to this question will have to be adequately precise to enable proper classification of the sector of economy in which the person is working. The sector of economy in which a person works may relate to (i) Plantation, Forestry, Fishing, Livestock, etc. (ii) Mining and/or Quarrying (iii) Manufacturing (iv) Construction (v) Electricity, Gas or Water Supply

(vi) Transport and Communications (vii) Trade and Commerce (viii) Professions and Services. Full details of the type of industry, trade, profession or service in which the person is engaged will have to be recorded here. To help you to appreciate the details that may have to be furnished to classify the economic activity appropriately, substantial description of various economic activities are furnished in Appendix IV*, categorised under certain broad classifications. The list in Appendix IV is not exhaustive. You shall have to describe the nature of Industry, Profession, Trade or Service whatever it is, in as precise a detail as possible.

16 (e) : Description of work

113. This question has to be filled up for all persons for whom the main activity is shown as 'HHI' or 'OW' in question 16 (a) (i) and for whom you should have also to answer the other sub-sections of question 16. Under this question, the description of the actual work that the person enumerated is doing is to be recorded irrespective of which type of industry, trade, profession or service he may be working and which is already recorded under question 16 (d). His actual work should also be given in sufficient detail. If for example, a person is merely recorded as say, clerk with no other details, it will be impossible to properly categorise him as to the type of work he does. He may be a clerk attending to correspondence or book keeping or accounting. Similarly if a person were merely to be recorded as a mechanic, it will not help to determine what type of mechanic—electrical mechanic, or a motor mechanic or a locomotive mechanic, etc., he is. The description of the actual work done by a person should be ascertained in adequate detail and recorded against this question.

114. To guide you in answering question 16 (e), the types of particulars that need to be ascertained in respect of a few typical occupations are given in Appendix V**.

Appendix V is by no means exhaustive. This just illustrates the need to ascertain the full details of the particulars of work performed by an individual for being recorded against question 16 (e).

115. It has been found in the past that substantial number of persons are recorded merely as general labourers. It is necessary to make a probe and find out in which type of work he is mostly engaged as a labourer such as say, a road coolie, a loader or unloader at a market, a construction labourer, etc.

116. For those in Military service it is enough if it is merely noted as 'in the service of the Central Government'. Other details need not be given.

General :

117. There need be no confusion as to the scope of 16 (d) and 16 (e). 16 (d) would represent the nature of industry, trade, profession or service, i.e., the field of economic activity in which a person is engaged in work and 16 (e) represents the occupation or the actual work that the person does in the industry, trade, profession or service in which he is engaged. Thus for example the answer to question 16 (d) may be, say, Cotton Textile manufacture and the answer to question 16 (e) may be Chemical Engineer in that industry or a clerk or an accountant in that industry or a labourer in that industry or a truck driver or the managing director of that industry and so on. Similarly in question 16 (d) the nature of service may be some department of the State Government Service and in question 16 (e) the description of work may be a clerk or an accountant, a Director of the Deptt., jeep driver in the Deptt. etc., etc. Again say, against question 16 (d) the answer may be private medical practice and in 16 (e) may cover orthopaedic surgeon, or nurse or a sweeper, etc., working in that private medical practitioner's nursing home. The Industrial and Occupational lists in Appendix IV & V and the instructions given by your superior Census Officers may help you to clear any doubts you may have in your mind regarding the scope of questions relating to Nature of Industry, Trade, Profession or Service covered by question 16 (d) and the description of actual work of the individual enumerated covered by question 16 (e).

16 (f) : Class of Worker

118. For a person who is :

(*i*) an Employer, that is, who hires one or more persons in his work described in question 16 (e), write....ER

(*ii*) an Employee, that is, who does his work described in question 16 (e) under others for wages or salary in cash or kind, write....EE

(*ii*) a Single Worker, that is, who is doing his work described in question 16 (e) without employing others except casually, and without the help of other members of the family except casually and a participant in work as members of co-operatives, write.. .. .. SW

* See Page XLIV ** See Page XLVII

(*iv*) a Family Worker, that is, who is doing his work described in question 16 (e) in a family enterprise alongwith other members of the family without wages or salary in cash or kind write .. .. ..FW

For a person for whom an 'X' is put in questions 16 (d) and 16 (e) put an 'X' in this question also.

Explanation :

119. An Employer is a person who has to employ other persons in order to perform the work entered in question 16 (e). That is to say, such a person is not only responsible for his own personal work but also for giving work to others in business mentioned in question 16 (e). But a person who employs domestic servants for household duties or has subordinates under him in an office where he is employed by others, is not an employer, even if he has the power to employ another person in his office on behalf of his own employer or employers.

120. An Employee is a person who usually works under some other person for salary or wages in cash or kind. There may be persons who are employed as managers, superintendents, agents, etc., and in that capacity employ or control other workers on behalf of their own employers. Such persons are only employees, as explained above, and should not be regarded as employers.

121. A Single Worker for the purpose of question 16 (f) is a person who works by himself. He is not employed by any one else and in his turn does not employ anybody else, not even members of his household except casually. This definition of a Single Worker will include a person who works in joint partnership with one or several persons hiring no employees and also a member of a producer's co-operative. Each one of the partners or members of such producers' co-operatives should be recorded as 'Single Worker'.

122. A Family Worker is a member who works without receiving wages in cash or kind, in an industry, business, trade or service. For example, the working members in a family of *Dhobies* where they all participate and each does not receive wages separately will be family workers. There may be family workers in industry, trade or professions as well. For the purpose of this definition members of a family may be drawn from beyond the limits of the household by ties of blood or marriage. The family worker may not be entitled to a share of the profits in the work of the business carried on either by the person or Head of the Household or other relative.

123. Members of the household who help solely in household duties should not be treated as family workers.

124. In the case of persons engaged in household industry, *i.e.*, in the case of persons for whom the answer to question 16 (a) (i) is 'HHI', there will be three classes of workers, *viz.*, Family Worker, Single Worker and Employee. There will be no Employer. Household Industry by its very definition is conducted by the head of the household himself or/and other members of the household, the role of hired workers being secondary. If the head alongwith the members of the household is working in a household industry employing hired workers, the head and other members who are working should be treated as Family workers'. If the head alone is working with the assistance of hired worker (s) whose role would be secondary as indicated above, he would be treated as a 'Single worker'.

Question 17 : Secondary Work

125. This question should be asked of every person whether he has returned some work as his main activity against 16 (a) (i) or had returned himself under any of the basically non-working categories against question 16 (a) (ii). As was noted earlier, 16 (a) (ii) will cover cases like persons performing household duties or students who may not be engaged in any other economically productive work at all, as also those who, though basically are performing household duties or students, etc. for the purpose of their main activity still participated in some other economic activty such as helping the household in several items of work, as in cultivation or in household industry or in looking after the cattle, in attending to family business, etc., but not to the extent as a full-time worker. Such participation will be considered as secondary work of these persons.

126. Ask of each person if, besides what he had already returned as his/her main activity against questions 16 (a) (i) or 16 (a) (ii) he/she participated in any secondary work. A number of unpaid family workers participating in the household enterprises, who might have returned themselves mainly as 'H' or 'ST'

or 'R' under question 16 (a) (ii) for their main activity will be netted here for their economic activity which is subsidiary. Mere rendering of service for one's own home or production of goods for purely domestic consumption are not to be treated as economic activity. For example, a servant who works as a cook in his or her employer's home for wages will be considered economically active but a housewife, even if she may work much more than a paid servant, in having to cook for the family or looking after the household will not be treated as economically active for the purpose of this classification. Similarly, women who may produce cloth on a loin loom at home for domestic consumption will not be treated as economically active unless the products are sold and the household derives an income. Participation in work that goes to augment the income of the household will only be treated as economic activity. A boy whose main activity is shown as a student under 16 (a) (ii), can have the secondary work of say, cultivation if he helped the head of the household in the family cultivation during some parts of the season. But if a girl student, whose main activity is shown as 'ST' under 16 (a) (ii), also helped in weaving cloth purely for domestic consumption on a loin loom at home, or helped in attending to household chores, she will not be treated as having any secondary work. Secondary work will be reckoned only if the person is engaged in some economic activity even if marginal in addition to whatever is the main activity under question 16. A person whose main activity is shown as, say, a clerk in a Government Office or a teacher under question 16, also attends to some cultivation by his direct supervision or undertakes some tuition, this will be shown as secondary work under question 17. A person's main activity may be cultivation in question 16 and his subsidiary activity money lending in question 17. Again main activity may be agricultural labourer and subsidiary work sugar factory labourer and so on and so forth.

127. The instructions for the usage of abbreviations in categorising workers under 16(a) (i) and filling in the details under 16(b) to (f) will apply *mutatis mutandis* to question 17 (a) to (f), except that while question 16(a) (i) will cover the main work, question 17(a) is intended to cover secondary work which may be possibly part-time. It may also be noted that the non-working categories of activity will not be reported as secondary work under question 17.

POPULATION RECORD

128. Soon after you complete the enumeration of all the persons in the household you are expected to transfer certain items of information of all the individual members of each household to the Population Record. Population Record form is reproduced as Appendix IX*. If you feel that the filling of the Population Record in the field is likely to take considerable time there is no objection to the details being posted by you later at home at the end of the day. However, soon after you complete the enumeration of all the persons in a household you must note down the Location Code No. and the Household No. on the Population Record and also copy out in Col. 2 all the names of the persons enumerated in the household. This will help you to check with the members of the household and verify if all the persons qualified to be enumerated in the household have been fully enumerated.

The Population Record forms would have been supplied to you in convenient books and each page will normally take the entries of one household. However, if in a large household there are more number of persons than what a single Population Record form can accommodate, you may continue the entries on the next form but note boldly on the top of the continued Population Record as "Continued".

The Population Record hardly calls for any detailed explanation. On the top of each form please note correctly the Location Code No. and the Household No. It is important that you note the Household No. correctly as has been explained in paragraphs 24 to 28 of these instructions. Do not fail to note boldly "INST" in respect of institutional households as explained in Paragraph 27 and "O" in respect of houseless households as explained in Para 28.

You will be required to furnish information in the Enumerator's Abstract on the total number of occupied residential houses, the census households, the institutional households and houseless households in your block with reference to the entries made in this Population Record. So please make sure that you have entered the Household No. correctly as this will guide you in posting the required particulars in the Enumerator's Abstract. At the righthand side below the

* See page vi of this book

Household No., you will have to record information if the household belongs to S.C./S.T. You would have already ascertained if the head of the household belongs to a Scheduled Caste/Scheduled Tribe with reference to Question 11 of the Individual Slip. If the head belongs to any S.C./S.T., write S.C./S.T. as the case may be and also the name of S.C./S.T. to which the head of the household belongs.

The columns in the main body of the Population Record are self-explanatory. You have to post them with reference to the information you have collected of each member of the household in the Individual Slip against the relevant questions. However, column 9 of the Population Record may require some explanation. For those who have returned themselves as workers for their main activity against Question 16(a)(i) of the Individual Slip, while you may note 'C', 'AL' as the case may be, as recorded in the box against Question 16(a)(i), in respect of those other than cultivators and agricultural labourers, you may please indicate briefly the description of work as recorded in Question 16 (e) of the Individual Slip. For those who have returned themselves as non-workers for their main activity you may note the same abbreviation as recorded against Question 16 (a) (ii).

ENUMERATION OF HOUSELESS POPULATION

129. You must complete the enumeration of all the persons in all the households in your jurisdiction between 10th March and 31st March, 1971. During this period you should also take note of the possible places where homeless population is likely to live such as on the road side, pavements or in open temple mandaps, and the like. On the night of 31st March, 1971 you will have to quickly cover all such houseless population and enumerate them. If there is likely to be a very large number of houseless persons in your jurisdiction whom you may not be able to enumerate single handed in one night you should report to your supervisor so that one or more extra enumetors may be deputed to assist you in the one night enumeration of such houseless persons. You should keep particular watch on the large settlements of nomadic population who are likely to camp on the outskirts of villages. These people will have to be covered on the 31st March. You should of course make sure that they have not been enumerated elsewhere. As per instructions in para 28 you should record 'O' in bold letters for houseless persons in the *space provided for household number.*

REVISIONAL ROUND

130. In the next three days, *i. e.*, from 1st April, 1971 to 3rd April, 1971, you will have to revisit all the households in your jurisdiction and enumerate any new births that had taken place after your last visit but before the sunrise of 1st April, 1971 and any visitor(s) that had moved into the household and who had been away from his/her place of normal residence throughout the enumeration period *i. e.*, from 10th March to 1st April, 1971 or an entire household that has moved into your jurisdiction during this period and had not been enumerated anywhere before. In respect of every new birth make sure that you correct the entry in question 6(b). Please also see the note under para 47.

You will have to ascertain if any death(s) had taken place in any of the households between your last visit and the sunrise of 1st April, 1971 and cross out the individual slip of the dead person writing boldly across it as 'Died'.

If such a deceased person was recorded as 'Head of the Household' then you will have to find out who is recognised as 'Head' in that household after the deceased person. Accordingly, you will have to put 'Head' in Q. 2 in the individual slip of the person who is now recognised as 'Head' and correct the relationship of all members of the household in their respective individual slips, with reference to their relationship with 'Head' now recognised.

Consequential changes in the Population Record shall also have to be made by you. If you have exhausted the entire population record for recording the particulars of any household and it becomes necessary to record a new birth or any visitor you will fill in another population record form in continuation taking care that the location code, etc. are noted on the second form properly. The serial numbering in the succeeding form for the household should be in continuation of the last serial number of the earlier sheet relating to the household.

ENUMERATOR'S DAILY POSTING STATEMENT

131. Each day you will have to carefully post the information on certain items of each Individual Slip in the prescribed posting forms which have been supplied to you. Do not allow this work to fall into arrears. You are likely to commit errors if you tried to post particulars of a large number of persons after the lapse of more than one day. You will have

to total up the columns of the statements and put the information in an Abstract and hand it over along with the complete schedules to your Supervisor. The posting statements should be filled at the end of each day soon after completion of the enumeration for the day. This will make your work lighter and avoid accumulation and pressure of work at the end and consequent errors in posting. Separate posting forms have been provided for Males and Females and you should take care to post particulars of a person in the right form. This will make it easier to strike the totals of each sex and post the statements. The totals can be struck after the entries are brought up-to-date soon after you complete the enumeration of houseless persons and you have also accounted for the births and deaths since your last visit at the revisional round. You will observe that the information to be posted pertains to the items against which geometrical designs are found in the Individual Slip such as the one relating to Q. 3 Sex, Q. 11 Scheduled Caste/Scheduled Tribe, Q. 12 Literacy, Q. 16 (a) (i) and 16 (a) (ii) Worker or Non-worker. It is necessary that you should fill the Posting Statement with the greatest care.

132. First of all you should enter Location Code, Name of the village/town, Enumerator's Block No. (No. allotted to you) and your name (enumerator's) in all the Posting Statements. Then start making relevant entries in the Posting Statements taking care that you enter particulars for 'males' in Males Posting Statement (Form M) and for 'females' in Females Posting Statement (Form F).

133. You are advised to make entries in a sequence starting with lowest Pad No. used by you starting with Slip No. 1 in each Pad so as to avoid duplication or missing of any entries. Both the statements are similar except that one is meant for Males and the other for Females. You should not fill up Column 1 (Final Serial No.) at the first instance. This column will be filled after revisional round, i. e., after you have brought the count up-to-date with reference to sunrise of 1st April, 1971 (see para 130) and also after you have struck the grand total of columns 4 to 13. In columns 2, 3, and 4 you have to copy Pad No., Slip No. and sex as recorded by you in the slips. Even though there are separate forms of Posting Statements for males and females yet you are required to copy the sex in Col. 4 from the Individual Slip as this will help as a check in avoiding mistakes in posting. In the remaining columns a tick (√) may be put against the appropriate columns, wherever information is found against the relevant question and a dash (—) may be put where it is not applicable.

134. Columns 5 and 6 are to be posted with reference to the entries against Q. 11 of the Individual Slip. If a person is noted as belonging to a Scheduled Caste put a tick under column 5 and a dash in column 6. If a Scheduled Tribe, put the tick in column 6 and dash in column 5. If the person is neither a Scheduled Caste nor Scheduled Tribe put a dash under columns 5 and 6 of the Posting Statement.

135. Columns 7 and 8 of the Posting Statement have to be filled with reference to the answer to Q. 12 of the Individual slip. A person can be either 'L' or 'O'. Put the tick or dash in the corresponding column accordingly. It must be noted that there cannot be a dash in both the columns.

136. Columns 9—13 must be posted with some care. For a person for whom 'C' has been entered in the box against Q. 16 (a) (i) a tick (√) should be put under column 9 and dash (—) under columns 10 to 13. Similarly for a person for whom 'AL', or 'HHI' or 'OW' or 'X' has been recorded against Q. 16 (a) (i) a tick (√) may be put under column 10 or 11 or 12 or 13 respectively and dash (—) under remaining columns from 9—13. You may please note that where a tick is put in column 13 it means the person is a non-worker and there must be a dash in columns 9 to 12. For your guidance specimen entries have been made in Enumerator's Posting Statement appearing as Appendix VII*. As you are likely to use more than one Posting Statement you are advised to strike totals by counting the number of ticks (√) in the relevant column (s) as soon as you have completed entries in one form and strike the grand totals after the Revisional Round. Now proceed to fill up column 1, in a continuous manner starting with the first entry in the posting statement, while assigning serial number in column 1, you should ignore scored out lines. Thus the grand total of column 4 will be the last serial number in column 1.

ENUMERATOR'S ABSTRACT

137. After striking the grand totals in Enumerator's Daily Posting Statement you have to fill in another form given at Appendix VIII (Form T).** Specimen entries have been made in this form to give you an idea as to how an Abstract will be filled up. It is most important that this should be done with the greatest care. These abstracts will form the basis of the publication of the first results of the Census. In the past Censuses the enumerators had given very accurate abstracts and there was hardly any difference

* See pages xlix and l ** See page xli

between the finally tabulated figures and those furnished in the abstract. You should post these abstracts with care and pass on to your Supervisor as quickly as possible. You should hand over the enumeration pads neatly bundled along with a sketch of your Enumeration Block as prescribed in para 10 and the posting statements and the abstract the very next day after the completion of the enumeration. Your work in the posting of the abstracts will be closely checked by your Supervisor. Any carelessness on your part will be taken serious notice of.

With the completion of enumeration and the handing over of the posting statements and the abstract and the Census schedule pads your burden is over. If you have done your work well you can have the satisfaction that you have made your humble but invaluable contribution to a vital national task.

APPENDIX I

PROVISION OF THE INDIAN CENSUS ACT RELATING TO THE ENUMERATORS

(See para 2)

Asking of questions and obligation to answer

"8. (1) A Census Officer may ask all such questions of all persons within the limits of the local area for which he is appointed as, by instructions issued in this behalf by the State Government and published in the Official Gazette, he may be directed to ask.

(2) Every person of whom any question is asked under sub-section (1) shall be legally bound to answer such question to the best of his knowledge or belief.

Occupier or manager to fill up schedule

10. (1) Subject to such orders as the State Government may issue in this behalf, a Census Officer may, within the local area for which he is appointed, leave or cause to be left a schedule at any dwelling house or with the Manager or any Officer of any Commercial or Industrial Establishment, for the purpose of its being filled up by the occupier of such house or of any specified part thereof or by such Manager or Officer with such particulars as the State Government may direct regarding the inmates of such house or part thereof, or the persons employed under such manager or officer, as the case may be at the time of the taking of the Census.

(2) When such schedule has been so left, the said occupier, manager or officer, as the case may be shall fill it up or cause it to be filled up to the best of his knowledge or belief so far as regards the inmates of such house or part thereof or the persons employed under him, as the case may be, at the time aforesaid, and shall sign his name thereto and, when so required, shall deliver the schedule so filled up and signed to the Census Officer or to such person as the Census Officer may direct.

Penalties

11. (1) (a) Any Census Officer or any person lawfully required to give assistance towards the taking of a Census who refuses or neglects to use reasonable diligence in performing any duty imposed upon him or in obeying any order issued to him in accordance with this Act or any rule made thereunder or any person who hinders or obstructs another person in performing any such duty or in obeying any such order, or

(b) Any Census Officer who intentionally puts any offensive or improper question or knowingly makes any false return or, without the previous sanction of the Central Government or the State Government discloses any information which he has received by means of, or for the purpose of a Census return,.....

(c) Any person who intentionally gives a false answer to, or refuses to answer to the best of his knowledge or belief, any question asked of him by a Census Officer which he is legally bound by section 8 to answer,

X X X X X

shall be punishable with imprisonment which may extend to six months.

(2) Whoever abets any offence under sub-section (1) shall be punishable with fine which may extend to one thousand rupees."

APPENDIX II

PRINCIPLES OF HOUSE-NUMBERING

(see para 25)

THE CENSUS HOUSEHOLD NUMBER WILL CONSIST OF BUILDING NUMBER, CENSUS HOUSE NUMBER AND HOUSEHOLD NUMBER

Building

"Building" is generally a single structure but sometimes made up of more than one component units, which is used or likely to be used as dwellings (residences), or estsblishments such as shops, workshops, factories, etc., or as godown, store, cattle sheds, etc., or in combination with any of these such as, shop-*cum*-residenee or workshop-*cum*-residence, etc.

2. Sometimes a series of different buildings may be found along a street which are joined with one another by common walls on either side looking like a continuous structure. These different units are practically independent of one another and likely to have been built at different times and owned by different persons. In such cases though the whole structure with all the adjoining units apparently appears to be one building, each portion should be treated as separate building and given separate numbers.

3. If there are more than one structure within an enclosed or open compound (premises) belonging to the same person, e.g., the main house, the servants' quarters, the garage, etc., only one building number should be given for this group and each of the constituent separate structure assigned a sub-number like 1 (1), 1 (2), 1 (3) and so on provided these structures satisfy the definition of a 'Census House' given hereafter.

4. The buildings should be numbered as follows :

(i) If the locality consists of a number of streets in a village, the buildings in the various streets in a village, should be numbered continuously. Streets should be taken, in uniform order from North-east to South-west. It has been observed that the best way of numbering the buildings is to continue with one consecutive serial on one side of the street and complete the numbering on that side before crossing over to the end of the other side of the street and continuing with the serial stopping finally opposite to where the first number began,

(ii) In a town/city enumeration block, the numbering will have to respect the axis of the street and not any pre-conceived geographical direction like North-east, etc.

(iii) Arabic numerals (*e.g.* 1, 2, 3,.....) should be used for building numbers.

(iv) A building under construction which is likely to be completed within about a year's time should also be given a number in the serial.

(v) If a new building either pucca or kachha is found after the house numbering has been completed or in the midst of buildings already numbered, it should be given a new number which may bear a sub-number of the adjacent building number, e.g., 10/1.....

Note : These should not be numbered as 10(1) or 10 (2) etc., as such numbering would apply to census houses within the same building. On the other hand 10/1 would mean a separate building that has come up after building No. 10.

Census House No.

5. A census house is a building or part of a building having a separate main entrance from the road or common courtyard or staircase, etc., used or recognised as a separate unit. It may be inhabited or vacant. It may be used for a residential or non-residential purpose or both.

6. If a building has a number of flats or blocks which are independent of one another having separate entrances of their own from the road or a common staircase or a common courtyard leading to a main gate, they will be considered as separate census houses. If within a large enclosed area there are separate buildings, then each such building will also be a separate census house. If all the structures within an enclosed compound are together treated as one building then each structure with a separate entrance should be treated as a separate census house.

7. Each census house should be numbered. If a building by itself is a single census house, then the number of the census house is the same as the building number. But if different parts or constituent units of a building qualify to be treated as separate census houses, each census house should be given a sub-number within brackets to the building number as 10 (1), 10 (2), etc., or 11 (1), 11 (2), 11 (3), etc.

8. The order in which census houses within a building are to be numbered, should be continuous, preferably clockwise or in any convenient manner if it is difficult to do it clockwise.

9. The definition of census house may sometimes be difficult of application in its literal sense in the context of varying patterns of structures and their usage. For example, in cities and towns, one does come across a situation when a flat in the occupation of one household as residence may be made up of four rooms or so and all the rooms may have direct entrance from a common courtyard, or a staircase. In terms of the definition of a census house each of these rooms having entrances from the common staircase etc., may qualify to be treated as census houses. But it does not realistically reflect the situation of the number of houses. In such case, 'singleness' of use of these rooms along with the main house by the household should be taken into account and the entire flat comprising four rooms should be treated as one census house only and assigned one number. If on the other hand each one of these rooms had been separately occupied by independent households and if each portion had separate main entrance then each will be justified to be treated as a separate census house. In a hostel building even if the door of each room in which an inmate lives opens on to a common verandah or staircase as it happens almost invariably, the entire hostel building may have to be treated as one census house only. In some parts of the country in the rural areas, the pattern of habitation is such that a single household occupies a group of huts within an enclosed fence which has one main entrance. Each of the apparently separated structures is an integral part of the housing unit as such. In such cases it may be more realistic to treat the group as one census house. Care should be taken to ascertain if only one household occupies such a unit or shared by more than one households. Thus the definition of a census house will have to be applied having due regard to the actual situation in such exceptional cases.

10. It is usual to find in municipal towns/cities that every site whether built upon or not are numbered by the Municipal authorities on property basis. Such open sites even if they are enclosed by a compound wall should not be listed for census purposes. Only where a structure with four walls and a roof has come up should it be treated as a Census house and listed. But in some areas the very nature of construction of houses is such that, for example, a conical roof almost touches the ground and an entrance is also provided, and there may not be any wall as such. Such structures should of course be treated as buildings and houses numbered and listed.

Household No.

A household is a group of persons who commonly live together and would take their meals from a common kitchen unless the exigencies of work prevent any of them from doing so. It may be made up of related or unrelated persons. A cook or a servant living in the house of his employer and taking his food there is to be considered as a member of the master's household. A hotel where a number of unrelated persons live together is an institutional household. So is a jail.

11. There may be one or more households in a Census house. If there are more than one household, each of them should be given a separate identifying number. This can be done by using the alphabets as (a), (b), (c), etc., affixed to the census house number. For example, if building No. 2 is also a Census house and has three households, the household numbers will be 2 (a), 2 (b) and 2 (c). If building number 4 has two census houses, the houses will be numbered as 4 (1) and 4 (2). If within these houses there are respectively 3 and 2 households then they will be numbered as 4 (1) (a), 4 (1) (b), 4 (1) (c) and 4 (2) (a) and 4 (2) (b) respectively. If, however, building No. 3 is also a Census house and has only one household the number to be entered will be 3.

APPENDIX III

LIST OF A FEW TYPICAL INDUSTRIES THAT CAN BE CONDUCTED ON A HOUSEHOLD INDUSTRY BASIS

(See paras 92—95)

Foodstuffs

Production of flour by village chakkis or flour mills, milling or dehusking of paddy, grinding of chillies, turmeric, etc., production of gur, khandsari, boora, etc., production of pickles, chutney, jams, etc. processing of cashewnuts, making of dried vegetables, manufacture of sweet-meats and bakery products, production of butter, ghee, etc., slaughtering and preservation of meat and fish, fish curing, etc., oil pressing ghani.

Beverages

Manufacture of country liquor, toddy, production of soda water, ice, ice-cream, sharbats, etc., processing of coffee, etc.

Tobacco Products

Manufacture of bidi, cigars, cherroots, tobacco, snuff, etc.

Textile—Cotton

Cotton ginning, carding, pressing and baling, spinning, etc. dyeing and bleaching of cloth, weaving in handlooms or powerlooms or manufacture of khadi, cloth printing, making of fishing nets, mosquito nets, cotton thread, rope, twine, etc.

Textile—Jute, Wool or Silk

Similar type of production or processing as mentioned under Textile Cotton but pertaining to the materials concerned.

Textile—Miscellaneous

Making of durries, carpets, hosiery, embroidery, chrochet work, lace garland making, manufacture of headgear, making of newar, bed covers, curtains, pillow, pillow cases, etc., making of mattress, quilt (rezai), etc., making of namda felt, coconut fibre for upholstery, making of brushes, brooms, etc., from coconut fibres, coir spinning, manufacture and repair of umbrellas, manufacture of dolls and toys (rags and cotton), etc.

Manufacture of Wood and Wood Products

Sawing and planing of wood, manufacture of wooden furniture, structural goods like beams, door and window frames, etc., wooden agricultural implements and their repair, wooden lacquerware, wooden toys, wood carving, sawdust and plaster figure making, inlay work, match splinters, plywood and veneers, etc., making palm leaf mats, fans, umbrellas, etc., baskets and broomsticks, caning of chairs, making of chiks and khas khas tatties, making of cart wheels, wooden sandals, etc.,

Paper and Paper Products

Manufacture of pulp and paper by hand, making of envelopes, papier mache articles, card board boxes, paper flower, paper kites, toys, etc.

Printing and Publishing

Printing works, lithography, block making, book binding, etc.

Leather and Leather Products

Flying and processing of hides and skins, making leather footwear, wearing apparel of leather and fur, repair of shoes or other leather products.

Rubber, Petroleum and Coal Products

Vulcanising tyres and tubes, manufacture of chappals from torn tyres and other rubber footwear, manufacture of rubber products from natural and synthetic rubber.

Chemicals and Chemical Products

Manufacture of toys, paints, colours, etc., manufacture of matches, fireworks, perfumes, cosmetics, manufacture of ayurvedic medicines, soap, plastic products, celluloid goods, manufacture of ink, candles, boot polish, etc.,

Non-metallic Mineral Products other than Petroleum and Coal

Making of bricks, roofing tiles, sanitary fitting, cement statues, stone or marble carvings, manufacture of stone structurals, stone dressing and stone crushing,

mica splitting and manufacture of other mica products, making of earthenware and pottery, crockery, glass beads and bangles, earthen toys, manufacture of glass products, etc.

Basic Metal and their Products except Machinery and Transport Equipment

Manufacture of iron arms and weapons and their service and repair, iron and steel furniture, brass, bell-metal utensils, aluminium utensils, tin utensils, copper utensils, etc., nickeling and electroplating, blacksmithy, manufacture and repair of agricultural implement such as ploughshare, etc., making and repairing of locks and trunks, cutlery, manufacture of scales, weights and measures and foundry industry, etc.

Machinery (all kinds other than Transport) and Electrical Equipment

Manufacture of small machine tools and parts, repairing and servicing of fans, radios, domestic electrical appliances, etc.,

Transport Equipment

Repairing and servicing of automobiles, manufacture of cycle parts, rickshaw parts, boats and barges, manufacture of animal-drawn and hand-drawn vehicles such as bullock carts, wheel barrow, etc.,

Miscellaneous Manufacturing Industries

Repair of spectacles, photographic equipment, goldsmithy, silver filigree industry, gold covering work, bidriware, musical instruments, fountain pens, making of cowdung cakes, manufacture of sports goods, repairing of petromax lights, making of buttons and beads from conchshell and horn goods.

APPENDIX IV

CLASSIFIED LIST OF ECONOMIC ACTIVITIES

(*See para* 112)

AGRICULTURE, HUNTING, FORESTRY & FISHING

(Do not merely say plantation or fishing etc., but indicate the appropriate details as given here)

Plantation Crops

Indicate the type of plantation such as tea, coffee, rubber, tobacco, edible nuts, fruits, ganja, betel nuts, etc.

Livestock Production

Indicate what kind of livestock is reared such as goats, sheep. horses, pigs, ducks, bees, silk worm, etc. Production of wool, raw silk, etc. are also covered in this.

Agricultural Services

Indicate what type of agricultural service, *e. g.*, Pest destroying, spraying, operation of irrigation system, animal shearing and livestock services (other than veterinary services), grading agricultural and livestock products, soil conservation, soil testing, etc.

Hunting

Indicate hunting, trapping and game propagation for commercial purpose only.

Forestry and Logging

Apart from planting and conservation of forests, felling and cutting of trees, etc., this would cover production of fuel, gathering of fodder, gums, resins, lac, etc.

Fishing

Sea, coastal and inland water fishing ; pisciculture, collection of pearls, conches, shells, sponges, etc.

MINING AND QUARRYING

(Do not merely say mining or quarrying but indicate further details). Indicate what is mined such as coal, lignite, crude petroleum, natural gas, iron ore, manganese, gold, silver, copper ore, quarrying of stones, clay and sand pits, precious and semi-precious stones, mica, gypsum, etc.

MANUFACTURING AND REPAIR

(Do not merely say engaged in a factory, but indicate what the manufacturing is concerned with as detailed here).

Manufacture of Food Products

Slaughtering, preparation and preservation of meat ; dairy products ; canning and preservation of fruits and

vegetable ; fish, grain mill products ; bakery products ; sugar ; boora ; common salt ; edible oils including vanaspati ; processing of tea or coffee ; manufacture of ice ; animal feeds, starch, etc.

Manufacture of Beverages, Tobacco and Tobacco Products

Rectifying and blending of spirits ; wine industries; country liquor and toddy ; carbonated water industries, bidi, cigar, cigarettes, zerda, snuff, etc.

Manufacture of Cotton Textiles

Cotton ginning, cleaning and baling ; spinning, weaving and finishing of cotton in textile mills ; printing, dyeing and bleaching of cotton textiles; cotton spinning other than in mills (charkha) ; khadi production ; weaving, etc., in hand-looms and power-looms, etc.

Manufacture of Wool, Silk and Synthetic Fibre Textiles

Wool cleaning, baling and pressing ; weaving and finishing in mills and other than in mills ; dyeing and bleaching ; printing of silk, synthetic textiles, etc.

Manufacture of Jute, Hemp and Mesta Textiles

Spinning and pressing and baling of Jute and Mesta ; dyeing, printing and bleaching of jute textiles and manufacture of jute bags are also covered in this.

Manufacture of Textile Products

(Including wearing apparel other than footwear) knitting mills ; manufacture of all types of threads, cordage, ropes, etc ; embroidery ; carpets ; rain coats ; hats ; made up textile goods (except garments), oil cloth, tarpaulin ; coir and coir products ; linoleum, padding, wadding, etc., are also covered in this.

Manufacture of Wood and Wood Products, Furniture and Fixtures

Manufacture of veneer, plywood and their products ; sawing and planing of wood ; wooden and cane boxes, crates, drums, barrels etc., beams, posts, doors and windows ; wooden industrial goods like blocks, handles, etc. ; cork products ; wooden, bamboo and cane furniture and fixture, etc.

Paper and Paper Products and Printing, Publishing and Allied Industries

Manufacture of pulp ; paper, paper boards and newsprints ; container and paper boxes ; printing and publishing of newspapers ; periodicals, books, etc.; engraving, block making, book binding, etc.

Leather and Leather and Fur Products

Tanning, currying, etc., of leather ; footwear (excluding repair) ; coats, globes, currying, dyeing, etc., of fur, fur and skin rugs, etc.

Rubber, Plastic, Petroleum and Coal products

Tyre and tubes industries ; footwear made of vulcanized or moulded rubber, rubber and plastic products ; petroleum refineries ; production of coaltar in coke ovens, etc.

Chemicals and Chemical Products

Manufacture of gases such as acids, alkalis, Oxygen, etc., fertilisers and pesticides ; paints, varnishes; drugs and medicines ; perfumes, cosmetics, lotions, synthetic resins, etc., explosive and ammunition and fireworks, etc.

Non-metallic Mineral Products

Structural clay products ; glass and glass products ; earthen ware and earthen pottery ; china ware and porcelain ware ; cement, lime and plaster ; asbestos ; cement, etc.

Basic Metal and Alloys Industries

Iron and Steel Industries ; casting foundries ; ferro-alloys ; copper, brass, zinc and brass manufacturing, etc.

Metal Products and Parts except Machinery and Transport Equipment

Metal cans from tin-plate, sheets metal, barrels, drums, pails, safe, etc.; structural metal products ; metal furniture and fixture ; hand tools ; utensils, cutlery, etc.

Machinery, Machine tools and parts except Electrical Machinery

Agricultural machinery ; cranes ; road rollers, boilers, diesel engine ; refrigerators, air conditioners, etc.

Electrical Machinery, Apparatus, Appliances and Supplies and parts

Electrical motors, generators, transformers ; insulated wires and cables ; dry and wet batteries ; radio, television, etc. ; X-ray apparatus : electric computors, etc.

Transport equipments and parts

Ship building and repairing locomotives and parts : Railway wagons; coaches, etc ; rail road equipment ; motor vehicles ; bicycles ; aircrafts ; push-carts and hand-carts, etc.

Other Manufacturing Industries

Do not say other manufacturing Industries but write clearly what is being manufactured like manufacture of medical, surgical and scientific equipments ; photographic and optical goods ; watches ; minting of coins ; musical instruments, etc.

ELECTRICITY, GAS AND WATER

Indicate if generation and transmission of electric energy or distribution is involved, *e.g.*, manufacture of gas in gas works and its distribution, water supply, *i.e.*, collection, purification and distribution of water, etc.

CONSTRUCTION

(Do not merely say engaged in construction but give further particulars.) Clear details of the type of construction and maintenance such as buildings, road, railway, telegraph, telephone, water ways and water reservoirs, hydro electric projects, industrial plants, activities allied to construction such as plumbing, heating and air conditioning installation, setting of tiles, marble, brick, etc., construction of electrical installations, etc., should be given.

WHOLESALE AND RETAIL TRADE AND RESTAURANTS AND HOTELS

Food, Textiles, Live Animals, Beverages and Intoxicants

Indicate clearly that the wholesale trade is done in cereals, pulses, foodstuff, textiles and textile products, *e. g.*, garments, shirtings, etc., beverages intoxicants like wines, opium, ganja, tobacco, etc., wholesale trade in animals, straw and fodder is also covered in this.

Fuel, Light, Chemicals, Perfumery, Ceramics, Glass

Wholesale trade in medicines, chemicals, fuel lighting products, toilets, porcelain, glass utensil, crockery, etc.

All types of Machinery Equipment, including Transport and Electrical Equipment

Agricultural and industrial machinery, *e.g.*, harvestors, threshers, etc., electrical machinery ; transport equipments, etc.,

Miscellaneous Manufacturing

Wholesale trade in furniture, rubber and rubber products, building materials, clocks, etc., eye-glasses, etc., medical and surgical instruments, precious metals, stones and jewellery, etc.

Retail Trade in food and food articles, beverage, tobacco and intoxicants

Indicate clearly that the retail trade is carried in grocery, vegetable, fruit selling, meat, poultry, bakery products, dairy products, pan, bidi, aerated water, etc.

Retail Trade in Textiles

Do not merely say engaged in retail trade in textile, but indicate clearly what the retail trade is concerned with Dealers in textiles (non-readymade), ready-made garments, are some examples.

Retail Trade in Others

Indicate clearly what kind of retail trade it is like, medical shops, booksellers, building material, etc.

Restaurants and Hotels

Restaurants, cafes and other eating places, hotels, rooming houses, camps and other lodging places.

TRANSPORT, STORAGE AND COMMUNICATION

(Do not merely say engaged in land, water, air transport but give further particulars.) Indicate what kind of transport such as packing, crating, travel agencies, etc. It also includes bullock carts, *ekka*, *tonga*. etc., ocean and costal water, inland water transport, air transport, services rendered to transport such as packing, crating, travel agencies, etc. It also includes storage, warehousing, communication such as postal telegraph, wireless, telephone, etc.

FINANCING, INSURANCE, REAL ESTATE AND BUSINESS SERVICES

Indicate clearly whether services belong to Banking, credit institutions other than banks, *e.g.*, loan societies, agricultural credit institutions, etc., money lenders, financiers, etc., provident services, insurance carriers life ; fire, marine accident, health, etc. It also includes business services *e.g.*, purchase and sale agents and brokers, auctioneering accounting, data processing, ; engineering ; advertising services, etc. ; legal services rendered by advocates, barristers, pleaders, etc

COMMUNITY, SOCIAL AND PERSONAL SERVICES

It should be clearly indicated whether service belongs to public administration, Union Government, State Government, police service, quasi-Government bodies, sanitary services, education, scientific and research, etc.

Personal Services

Do not merely say engaged in personal service but indicate clearly whether it is domestic service, services relating to laundries, cleaning and dyeing plants, hair dressing, photographic studios, international and other extra territorial bodies, etc.

APPENDIX V

CLASSIFIED LIST OF OCCUPATION *i.e.* DESCRIPTION OF WORK

[*Q.* 16 (*e*) *and* 17(*e*)—*See Paras* 113-114]

Professional, Technical and Related Workers

(Do not merely say an Engineer, Doctor, Teacher etc., in describing the work of an individual but furnish more precise particulars as given below.) Indicate clearly in respect of engineers to what branch they belong such as civil, mechanical, electrical, metallurgical, mining, etc. In respect of physicians, state if they are allopathic, ayurvedic homoeopathic, etc. Physiologists and dentists, etc. should be recorded. As regards teachers. state if they are university teachers, secondary school, middle school, primary school or kindergarten teachers. There are various other types of chemists, physicists, archaeologists, nurses, pharmacists, health technicians, jurists, social scientists such as economists, statisticians, geographers, historians, anthropologists, etc., as also artists, writers, painters, sculptors, actors, etc., draughtsmen, laboratory assistants, librarians, ordained religious workers, astrologers, etc. who will have to be recorded with particulars of their work.

Administrative, Executive and Managerial Workers

(Do not merely say Govt. Officer, an officer in a private firm or concern but give further particulars.) They may be in Government service or under a local body or in a business firm, manufacturing establishment or a catering establishment or a transport company and so on. Their full description should be recorded such as for example, Secretary to the Government of India, District Collector, Municipal Commissioner, Executive Officer of a Panchayat, Director of a firm, Manager of a business concern, Proprietor and Manager of a hotel, elected and legislative officials, aircrafts and ships officers, etc.

Clerical Workers

(Do not merely denote the work of a person as clerk or office worker but furnish further particulars.) State clearly the type of work done such as cashier, accountant, stenographer, typist, computing clerk, key punch operator, office assistant, guard, brakesman, traffic controller, railway ticket inspector, postman, telephone/teleprinter/wireless operator, record keeper, despatcher, etc., office workers would also include peons, daftaries, etc.

Sale Workers

(Do not merely say a worker in a shop but give details.) It should be clearly recorded whether the proprietor of a business concern engages himself in wholesale or retail trade. Salesmen or shop assistants, agents of insurance, brokers in share, auctioneers, commercial travellers, hawkers and street vendors, money lenders, pawn brokers, etc. will also be covered.

Service Workers

(There are all types of service workers such as those engaged as domestic servants or in personal services or in police service or watch and ward etc. Give precise particulars.) Hotel and restaurant keepers, house-keepers, matrons and stewards (domestic and institution), cooks, waiters, bartenders and related workers (domestic and institutional), maids and related housekeeping service workers, building caretakers, sweepers, cleaners and related workers, launderers, dry cleaners and pressers, hair dressers, beauticians and related workers, protection service workers, such as watchmen, chowkidars, gatekeepers, etc., other service workers.

Farmers, Fishermen, Hunters, Loggers etc. and Related Workers

Deep sea fishermen, inland or river water fishermen, shell gatherers, forest rangers, charcoal burners, forest produce gatherers, plantation managers, farm machine operators, gardeners, toddy tappers, rubber tappers, hunters, bird trappers, etc. will be covered.

Production and other Related Workers, Transport Equipment Operators and Labourers

(This may cover a very large variety of craftsmen and operators etc., whose work will have to be given in adequate detail.) Examples : miners, quarrymen, well drillers, cotton ginners, spinners, dyers, knitters, lace makers, carpet makers, etc., tailors, cutters, hat makers, embroiderers, shoe makers or repairers, saddle makers, leather cutters etc., blacksmiths, furnacemen, moulders, etc., cart builders, wheel wrights, cabinet makers, etc., stone cutters, bricklayers, masons, hut builders, thatchers, well diggers, etc., jewellers, goldsmiths, watch and clock makers or repairers, welders and plate cutters, sheet metal workers, machine tool operators, electricians, electrical and electronic wire fitters, radio mechanic, electric linesmen, cable joiners, carpenters, joiners, sawers, etc., printing type machine operators, proof readers, photo-litho operators, book binders, potters, moulders, firemen, kilnsmen, blowers and makers of glass, millers, bakers, confectioners, sweetmeat makers, food canners, coffee or tea planters, tobacco curers, graders and blenders of tobacco, bidi or cigarmakers, snuff or zarda makers, tyre builders, crane or hoist operators, loaders and unloaders, etc.

APPENDIX VII

ENUMERATOR'S DAILY POSTING STATEMENT

FORM M

Location Code 10/3/64(10) Enumerator's Block No. 10

Name of Village/Town..Pandori (MALES) Name of Enumerator.. Prithipal

Final Serial No.	Pad No.	Slip No.	Sex ○	S.C. or S.T. Q. 11 S.C. □	S.T. □	Literacy Q. 12 △ Literate L	Illiterate O	MAIN ACTIVITY Q. 16(a)(i) □ Cultivator C	Agricultural Labourer AL	Household Industry HHI	Other Work OW	Non-worker X
1	2	3	4	5	6	7	8	9	10	11	12	13
1	15	1	M	—	–	√	—	–	–	√	—	—
2	15	22	M	—	–		√	—		–		√
3	15	29	M	—		—	√	√	–	–	—	—
4	16	3	M	–	√		√	—	—	—	—	√
5	16	7	M	√	—	√	—	√	–	–	—	—
6	16	16	M	√	—	√		—	√	—	—	—
7	16	25	M		–	–	√		—	—	√	—
8	16	47	M	—	—		√	√	—	–	—	—
Total			8	2	1	3	5	3	1	1	1	2

Verified 100 per cent with Schedules and found correct

Signature of Enumerator..... Signature of Supervisor.....

Date..... Date.....

Note : Make sure that total of Col. 4 = total of Cols. 7+8 = total of Cols. 9+10+11+12+13

APPENDIX VII

FORM F

ENUMERATOR'S DAILY POSTING SEATEMENT

Location Code 10/3/64 (10)

Enumerator's Block No. 10

Name of Village/Town—Pandori

(FEMALES)

Name of Enumerator—Prithipal

Final Serial No.	Pad No.	Slip No.	Sex O	S.C. or S.T. Q. 11		Literacy △ Q. 12		MAIN ACTIVITY Q. 16(a)(i)				
				S.C. □	S.T. □	Literate L	Illiterate O	Cultivator C	Agricultural Labourer AL	Household Industry HHI	Other Work OW	Non-worker X
1	2	3	4	5	6	7	8	9	10	11	12	13
1	15	2	F	—	—	—	√	—	√	—	—	—
2	15	23	F	√	—	—	√	—	—	—	—	√
3	15	39	F	√	—	—	√	√	—	—	—	—
4	16	56	F	—	—	√	—	—	—	√	—	—
5	16	62	F	—	—	—	√	—	—	—	—	√
6	16	14	F	—	—	—	√	—	—	—	—	√
7	16	16	F	—	—	—	√	—	—	—	—	√
Total			7	2	—	1	6	1	1	1	—	4

Verified 100 per cent with Schedules and found corret

Signature of Enumerator.....

Signature of Supervisor.....

Date.....

Date.....

Note : Make sure that total of Col. 4 = total of Cols. 7+8 = Total of Cols. 9+10+11+12+13

APPENDIX VIII

FORM T

ENUMERATOR'S ABSTRACT

Location Code .. 10/3/64 (10)

Enumerator's Block No. 10

Name of Village/Town .. Pandori

Name of Enumerator .. ..Prithipal

No. of occupied residential houses 130

No. of Institutional Households 1

Total No. of Households 140

No. of Houseless Households 1

Sex	Population	S.C.	S. T.	Literate	Illiterate	MAIN ACTIVITY					Houseless Population	Institutional population
						Cultivator	Agricultural Labourer	Household Industry	Other work	Non-workers		
1	2	3	4	5	6	7	8	9	10	11	12	13
M	381	52	25	173	208	139	20	10	77	135	3	24
F	369	50	21	75	294	42	12	4	69	242	2	1
Total	750	102	46	248	502	181	32	14	146	377	5	25

Signature of Enumerator.....

Signature of Supervisor.....

Date.....

Date... .....

Note : Information on the occupied residential houses, Households, Institutional Households and Houseless Households will have to be provided w. r. t. entries in the Population Record. Make sure that you have counted the houses and households correctly. See Paras 24—29 of the Instructions for filling up the Individual Slips. The number of households can be same as/or more than the census houses, but normally there will not be more houses than the households. The information for Cols. 12 and 13 will be obtained by counting the Population in Houseless Household (Household number noted as 'O') and Institutional Household (Household number with "INST" indicated) respectively in the Population Record.

Appendix II

D. O. No. 37/10/68—RG.

MINISTRY OF HOME AFFAIRS

REGISTRAR GENERAL, INDIA

A. CHANDRA SEKHAR

2-A, MANSINGH ROAD,
NEW DELHI—11

The 12th December 1968

CENSUS OF INDIA 1971—CIRCULAR No. 1

We are all privileged to be members of this great Organisation. The years you will spend with the Census Organisation will be one of the most rewarding. You will soon acquaint yourself with the great work that your predecessors at the earlier censuses had achieved. This has, however, been the result of hard, sustained and dedicated work, unmindful of one's own comforts. In your new assignment you may at times find yourself denied of the comforts and privileges that you might have normally expected as the head of a department or the head of a district or in a Secretariat post under the State Government. Yet, the work you will have done as Superintendent of Census Operations will be one of the most enduring and of lasting value. The work you are charged with will be quite exacting. You will have to win the confidence and co-operation of the State Government as well as a host of State Government officials throughout the State, and also of the local bodies and various other individuals over whom you may have no administrative control and it is only by commanding their goodwill that you can get the best out of them. It is the unstinted efforts of all the dedicated workers associated with the Census that had helped to build the reputation that the Indian Census enjoys as a single fruitful source of information about the country.

2. Unlike at the earlier censuses when the Census Organisation was being built up once in ten years like a phoenix, with the Census Superintendent as the first individual to report himself without even an office room for himself to start with, and had to create everything and build up the office and the rest of the Census Organisation, you are fortunate that you have now succeeded to a continuing Census Office and there is a fairly adequate nucleus staff in the office which contains a good number of experienced personnel of the previous census. While you may thus be spared the initial problems of setting up an office, you will straightway be diving into the thick of the preparatory measures for the next census the success of which will depend entirely on your ingenuity, leadership and hard work and you shall have to enthuse the State officials at all levels for census work by your own personal example.

3. The pattern of Census operations is likely to be basically the same as in the past, subject to certain variations that will be explained. You will greatly benefit by the Administration Reports recorded by your predecessor of the last census in your State as also of those in other States as well. You are well advised to go through them and get a feel of the problems that are to be tackled.

4. The work relating to census operations can be divided to fall under two broad heads, viz., (1) their ensus enumeration, and (2) the census tabulation and publication of reports.

5. The objective of the census enumeration is to see that the entire area in your charge is fully covered without omission or overlapping and every individual is enumerated and the required particulars of the individuals and households are recorded on certain prescribed schedules truthfully and accurately with reference to a particular point of time as notified, and by a correct application of concepts, by an enumeration agency which is most carefully trained for the purpose.

6. One of the earliest tasks in preparing for the census, therefore, is the building up of district and tahsil/thana maps indicating the boundaries of all administrative units down to the village. You may be fortunate to have already inherited good maps prepared at the last census on a scale of 1″ = 1 mile or 1″ = 4 miles. I believe, your office had already taken upon itself the task of bringing these maps up-to-date taking into account all changes of boundaries that might have occurred since the last census. It is important that this work should receive first

priority so that these maps are finalised as quickly as possible. The State Governments were already addressed by the Ministry of Home Affairs vide their letter No. 28/66/68- -Pub. I, dated the 15th April 1968, a copy of which should be available in your office requesting the State Governments not to give effect to any changes of boundaries after the 31st December 1969. If at all the State Governments contemplate any changes, it is hoped that they would have given effect to them much earlier than this date. You may, therefore, in consultation with the State Government, bring all your maps up-to-date well before the end of 1969. These maps will be useful for determining the location code numbers of each administrative unit which will facilitate the allotment of jurisdictions to Census Officers in a systematic manner without overlapping or omission thus ensuring complete coverage of territory.

7. You have to take a decision urgently on the smallest administrative unit for which the primary census data will be presented at the next census. The experience of the last census recorded by your predecessor will help you to take a decision. You have to decide whether the revenue village or the village panchayat or gram-sabha, etc., should be the smallest rural unit for the purpose of Census. It is always desirable to choose a viable and stable unit with definite fixed boundaries. These should generally be comparable with the units of previous censuses. A revenue village with definite surveyed boundaries is generally preferred. In some States, Census Officers had thought of recognising even hamlets of villages as units of enumeration and the presentation of primary census data separately for these units. This may be feasible at least for the larger hamlets. Since the list of villages with the primary census data provided by the Census serves as an invaluable frame for all types of future studies suggestions have also been made that in respect of large villages the primary census data may be furnished for portions of villages which may constitute separate census enumerator's blocks. Suggestions have also been made that where a village panchayat is recognised as a census village, the data for individual revenue villages that may constitute the panchayat should be separately given. You may like to give careful thought to these questions and let me know of your views as early as possible. Sometimes, in the midst of unsurveyed areas such as the tribal agencies, forest areas, etc., groups of habitations are recognised as rural units in the village series at the census. It will be necessary for you to clearly define the boundaries of such units as to be definitely identifiable by any other organisation who may like to use the series as a sampling frame.

8. Two broad divisions of areas, viz., rural and urban, have always been recognised at the censuses. It will be necessary to demarcate these two categories as early as possible. The definition of an urban unit as was evolved in India for adoption at the 1961 Census was as follows :

(*a*) All places with municipality, corporation or cantonment or a notified town area.
(*b*) All other places which satisfied the following criteria were also recognised as towns :
(1) A minimum population of 5,000 ;
(2) At least 75 per cent of the male working population was non-agricultural ; and
(3) A density of population of at least 1000 per sq. mile (390 per sq. km.)

This definition, by and large, had worked well and has brought about some uniformity of concept throughout the country. It is proposed to continue the same definition at the 1971 Census also which will enable us to have better comparability with the data of the last census. The detailed data of area and population from which the density can be derived and the composition of the working force for each rural and urban unit provided at the 1961 Census will make it easier for you to apply the criteria laid down above and determine the urban status more accurately. You may examine the cases of all rural units of 1961 which might have had a population of 4,000 or more at the 1961 Census which can be expected to have crossed 5,000 population mark by 1971, to see if the composition of the working force, the density of population and other factors would qualify those places to be categorised as urban. In the Census General Report of your State your predecessor might have already given some guidance in this matter. At the same time, you may also see if there are any areas recognised as urban at the 1961 Census which did not deserve to continue as urban either due to any reduction in the population size or due to the composition of the working population or other factors. This work must also be completed as early as possible since you have to develop your location codes for your State quickly. I expect that your office might have already done some exercises in this regard. You may kindly finalise these, get the concurrence of the State Government also and let me have the final list of towns as quickly as possible.

9. The town group was another concept that was developed at the 1951 Census and followed with a little more liberal definition at the 1961 Census. However, it is felt that there was no uniform application of principles

in the constitution of town groups. This question was discussed recently at a seminar of geographers, sociologists, economists, town planners and other scholars at Delhi and it has been suggested that the following criteria may be applied in recognising a group of urban units to constitute a town group.

10. Two or more towns may be clustered together as a town group when the core town has a population of 100,000 or more and the distance of the adjacent towns does not exceed ten miles from the periphery of the core town and also there is functional linkage between the towns to be included in the town group. The intervening area if any between the towns constituting the town group, if it is rural need not be treated as part of the town group.

11. Since it is reasonable to expect a fairly high growth rate of urban population between 1961 and 1971, you may examine the cases of all the Class I (population of 100,000 and above) and Class II (50,000 to 99,999) towns of 1961 Census whose population are likely to reach 100,000 by 1971 and try to locate the possible future town groups. Your predecessor might have already indicated in the Administration Report or the General Report of 1961 the areas which might deserve to be treated as town groups.

12. The idea of recognising the town group is that the life in the constituent units of the town group around a large urban centre may be so articulating that it may be more realistic to give an integrated picture of the group together in the presentation of the data. The concept of a town group referred to in para 10 above may undergo further change on the basis of some more fresh thought being given to it by the Town and Country Planning Organisation and other bodies. If there is going to be any change I shall let you know. For the present you may take action as suggested in para 11 above.

13. When once the State is divided into definite administrative territories down to the smallest unit of village or town, it will be convenient to develop a location code under which each district in your state is allotted a distinguishing code number and within each district, each tahsil or thana is allotted a serial number and ultimately within each tahsil or thana every village and town is allotted separate series of numbers so that by a combination of the code numbers allotted to each one of these units in the hierarchy, it would be possible to have a complete location code, by which any particular village or town within a State can be conveniently indicated. The towns are distinguished from villages by the allotment of a Roman code number for the town, whereas for the villages, the code number will be in Arabic numerals. Thus 3/6/79 will represent village No. 79 in tahsil No. 6 of district No. 3 Or 3/6/II would mean town No. II in tahsil No. 6 of district No. 3. If it is proposed to recognise each of the larger hamlets for the purpose of giving primary census data it may be necessary to give a sub-number to the main village number as say 79(i), 79(ii) and so on to identify the hamlet. If to this location code is added within brackets the house number that may be allotted to a house within a village or town, e.g., 3/6/79(1-109) we shall have a system by which every house and within it, every household in all local areas can be indicated by a convenient location code. This will be extremely useful for the purpose of depiction on the Census Schedules and also while demarcating the jurisdictions of census enumerators. You may like to acquaint yourself fully with the system of location codes that was developed at the 1961 Census. We shall follow the same system. However on an examination of the location code system last adopted in your State, if you find any defects, they can be rectified.

14. It has been found that in some cases, at last census, some local variations had been made by the field staff and some other elements such as the enumerator's number and so on, had been introduced into the location code and it was found that the allocation of slips to the correct village became difficult at the tabulation stage. It is, therefore, necessary to have a uniform and well-understood system adopted throughout the State. The location code numbers could perhaps follow the geographical contiguity as at 1961 Census rather than the alphabetical order.

15. The old location code will have to be brought up-to-date, taking into considera tion he changes if any, in the jurisdictions of any of the administrative boundaries. It will be useful for you to draw up a statement showing the location code number now allotted for the 1971 Census for each village and town and the corresponding location code number of that unit at the 1961 Census, for the purpose of comparison as also to make sure that all the units of the 1961 Census are fully accounted for. You will have to ensure that the system of location code numbers is fully understood by the enumeration agency and that the code numbers allotted to each village or town are correctly noted on the schedules of that particular village or town.

16. The preparation of lay out sketches of every village and town should be taken up immediately if not already done, in which the location of every building and house, residential or non-residential should be shown and the important landmarks such as roads, rivers and canals, wells, temples, important public buildings, etc., should be

indicated. This will serve as a basis for a rational housenumbering scheme to be evolved. I expect that your office, with the assistance of State Government, should have already started on the implementation of the scheme of permanent house-numbering. You may get yourself fully acquainted with the Manual on House-numbering that had been issued. In some States, good house-numbering system may be already in existence and every house may already be bearing a prominent house-number. In others the painting or affixing of permanent house-numbers may take their own time, depending on the finance of the local bodies concerned. But the preparation of a lay out plan is an essential preliminary step which should be taken up immediately through the normal administrative agency of the Government or the municipal or panchayat administration. This can serve as the basis for you to allot house-numbers which can be indicated on the lay out sketch and these can be marked on the doors of houses by chalk or tar, etc., on the eve of the houselisting operation. These house-numbering sketches need not be to scale but even notional maps with adequate details to identify every house will go a long way in achieving the objective in view, viz., the ultimate demarcation of the jurisdictions of the enumerator's blocks so as to ensure equitable load on the enumerators and complete coverage of area. In the notional maps, not merely should the built up area be shown but the entire area of a village within its recognised boundaries. This will enable a complete coverage of the entire geographical area constituting the village. At the 1961 Census, at the stage of houselisting, such sketches were prepared. The quality of work vastly differed as the work had to be done in some hurry by some enumerators themselves. Now, if you start this work even now in a systematic way and get the work completed by the normal administrative machinery, such as the revenue or panchayat agency at the village level and the municipal or cantonment agency at the urban level, you are likely to have far better lay out plans that will prove very useful for your work. Four copies of such lay out plans could be prepared, one copy to be kept at the town or village itself, one to be kept at the tahsil or police-station headquarters, and two copies to be kept in your office. These maps, if prepared carefully on sheets of uniform size, can be built up into convenient atlases for each tahsil/thana and can serve as invaluable reference material for the purpose of Census Operations as well as for various other statistical or administrative purposes. You may, therefore, please concentrate on the preparation of these lay out sketches immediately. The Manual on Permanent House-numbering, a copy of which should already be available in your office, will be the guide for the preparation of these village and town lay out sketches.

17. While the above preparations go on, you should also determine the best agency suitable for census enumeration work. The experience of 1961 Census in your State will be useful. By and large, the school teachers proved to be the best agency. This will have to be of course supplemented by others. The observations recorded by your predecessor of the last census will help you in the selection of the enumeration agency. You should get the officer in charge of the tahsil, thana or municipality to prepare an inventory of all the personnel that will be available for census work. While such a list may be got ready about a year in advance of census enumeration, you may have to request the State Government to issue instructions to the effect that the personnel selected for census work should not be disturbed till the census enumeration is completed. It may be necessary that the list of such personnel is prepared with reference to the place of residence of the individual concerned and not the place of his work, for the census enumerator is expected to work outside of his normal working hours and he would obviously find it convenient to attend to this if the area allotted to him for census purposes is close to his residence. It was also the experience at the last census that some institutions furnished the list and others did not, and, so much so, the census personnel were selected only from the institutions which furnished the lists. This led to unnecessary burden on some institutions. You may have to ask the local Census Officers to see that all the institutions and offices within their jurisdiction do furnish the lists of all the personnel. It may be good to gather some particulars about the age and qualifications of the persons offered for census work.

18. It will be advantageous for you to get the officials at various levels, i. e., at the district, subdivision, tahsil/thana and town level, notified Census Officers under the Census Act as early as possible. This will also give you the necessary authority to direct the operations and also make the local Census Officers responsible to you. You may get yourself thoroughly acquainted with the provisions of the Census Act. The State Governments generally extend all kinds of assistance to the Census Superintendent for the successful completion of the Census Operations. Various concessions are also extended to the personnel put on census duty. You may like to get yourself acquainted with the instructions issued in the past and you may persuade the State Government to issue suitable instructions to meet the present needs.

19. At the last census, a tradition has been started of canvassing a uniform houselist with some simple questions on housing and on which also particulars of the size of the household were collected. This houselist served the purpose of a housing census and yielded quite valuable data on housing. The houselist provided an advance esti-

mation of the population for each local area which would enable you to demarcate the jurisdictions of each census enumerator equitably so that they are all of more or less uniform size and such that they can be covered by the enumerator within the period allotted to him. At the next census also a similar houselist will be canvassed. The houselisting will have to be done about February—April 1970, i.e., about an year in advance of the census enumeration.

20. The experience of the last census, as also the first pretest of the draft questionnaires for the 1971 Census, showed that the size of the enumerator's block in rural areas may be about 750 to 1,000 in population, i. e., about 150 to 200 households, and in the urban areas, about 600 to 750 population, i. e., 120 to 150 households. You shall have to get your local charge superintendents to demarcate the census enumerator's blocks accordingly. The formation of the enumerator's blocks is most important and the area of each enumerator's block should be clearly defined with reference to the boundaries as well as the house numbers that actually fall within his block. The house-numbering lay out sketches, in conjunction with the houselist, will enable the charge superintendents to carefully demarcate the census enumerator's block. The census enumerator's blocks so formed at the census served as a frame for all types of future sampling studies as well. A general criticism has been levelled that the census enumerator's blocks were not easily identifiable. It is true that it may be difficult to reconcile between an area with some natural physical boundaries such as roads and streets, and the desired size of population ideally suited for an enumerator. For census purposes obviously, it is more important that we have blocks of convenient population size to ensure complete and convenient coverage. The enumerator's blocks had been generally indicated in the past in terms of merely house numbers that constitute a block such as, for example, along a straight road, house number 1 to house number 150 may form one enumerator's block and house numbers 151 to 250 may form another enumerator's block depending on the population size. Sometimes, the lay out may be such that a cluster of houses will have to be allotted to an enumerator. Again, in a village which has both the built up area as also the cultivated area around with some odd farm houses, it will be necessary to clearly indicate the area allotted to an enumerator especially if a large village is divided between more than one enumerator. It is desirable that in an over-all control map of the village the jurisdiction of each individual census enumerator's block should be clearly demarcated and shown, even if the enumerator's block may be linear merely following a row of house numbers along a street. At the same time, it may be advantageous to get each enumerator to prepare a separate sketch of the area allotted to him in which he can set out in little more detail all the landmarks and all the individual houses that constitute his block. The name of the street along which his jurisdiction may lie and also the names of the adjoining streets and localities can be shown. This may greatly help in easier identification of the enumerators' blocks in future. The census enumerator can be required to furnish this sketch along with the enumeration abstract which he would be required to furnish at the end of census enumeration.

21. In several urban areas the National Sample Survey Organisation had already prepared an urban area frame. This was used at the 1961 Census in some States for the purpose of forming the census enumerators' blocks. You may examine if the urban area frame so prepared is easily identifiable on ground and if the census enumerators' blocks can be conveniently formed as to conform to this frame.

22. A special feature of the 1971 Census will be that in 10 per cent of the enumeration blocks in urban areas and 10 per cent of rural villages a separate household form will also be canvassed besides an individual slip that will be canvassed on a universal basis. The instructions for the sampling design and the selection of the sample will be issued to you separately from this office in due course. It is adequate for you to know at this stage that it will be necessary for you to have a good frame of the enumerators' blocks from which the sample will have to be selected. For these sample blocks a slightly better qualified enumerator who may be a graduate or at least a matriculate, if possible, should be appointed.

23. A set of the second draft schedules that have been developed for the next census is enclosed. Copies of the instructions for filling them will follow. The first draft of the schedules was pretested by the State Census Offices. The papers and proceedings of the first conference of May, 1967 for developing the schedules and of January, 1968 in which the experiences of the pretest were discussed should be available in your office and you may like to study them.

24. You will have occasion to now pretest the second draft. The experience you will gain at the pretesting of the census schedules will be valuable. You may have the schedules and instructions translated and printed locally in your State language. I believe some translation has already been attempted by your staff of the first draft. This has to be merely brought up-to-date to take into account the further changes in the schedules and these can be pretested. You may take about 1000 urban households and 1000 rural households for the pretest.

You may, for the purpose of the pretest, divide them into blocks of about 100 households. You may pretests the household forms along with individual slip in half the number of the blocks and the individual slips alone in the other half. You should try to engage the same type of enumerators for the pretest as will be appointed ultimately at the actual census. You may have to get suitable instructions issued by the State Government to the District Officers to help you in the conduct of the pretest. Ultimately, the responsibility of successful enumeration will fall on your shoulders. You should utilise the opportunity of this pretest to satisfy yourself that the concepts can be fully understood by the enumerators and the enumerated and that there is no scope for any misinterpretation. You shall have to intensively train the local officers in charge of the pretest work who should, in turn, train the field enumerator thoroughly. An important document which the enumerator will be required to fill at the next census is the Enumerator's Abstract which is quite different from what was adopted at the 1961 Census. In the Abstract now prescribed for the 1971 Census, the enumerator will be required to carefully post some data from each individual slip at the end of each day and ultimately the entries are all totalled and an abstract for the enumerator's block is prepared on completion of enumeration. Particular importance is attached to this as it is proposed to release the provisional population data after the actual census is over on the basis of the totals that these abstracts provide. I would like you to particularly assess to what extent the enumerator has been able to post the data in his abstracts accurately. The Census Supervisors should be made particularly responsible for the correct posting of these statements.

25. We shall finalise the schedules and instructions for the actual census soon after you complete your pretest and we shall have occasion to discuss your experiences at a meeting before we finalise them.

26. Besides the decennial Census Operations, the State Census Officers are charged with the responsibility of handling several other projects such as the Annual Sample Census, Sample Registration, Social Studies and so on. You may get yourself acquainted with the work already going on in these various fields. Your main concentration should, however, be on the successful completion of the 1971 Census Operations.

27. As in the past the census enumeration of the household population will be spread over a period of about 19 days from the 10th February 1971 to the 28th February 1971 with a revisional round of three days from the 1st March so as to bring the data up-to-date as at sunrise of the 1st March 1971, which would be the reference date for the 1971 Census. The houseless persons may have to be enumerated by a single night enumeration on the 28th February 1971. In the areas difficult of accessibility non-synchronous enumeration will have to be resorted to spread over a longer time. The experience of 1961 Census in your State/Territory will be useful. It is likely that since 1961 several of the inaccessible areas might have been opened up with better communications and the developmental activities may have made available adequate personnel to serve as census enumeration staff so that enumeration in such areas can be carried out at the same time as in the rest of the country. You may like to examine this.

28. The intensive training of the census personnel at the various levels from the district staff down to the actual enumerator will be one of the most important items of Census Operations. Much of the success of the census will depend on the quality of training imparted. You will undoubtedly be assisted by a good number of Deputy Superintendents of Census Operations whom you shall have to appoint adequately in advance. Most of them will have to be in position by the end of 1969. You shall have to undertake training programme for the house-listing from early in 1970 and then after the census enumeration blocks are formed and census enumerators appointed, the training of the enumeration staff will have to be taken up in the second half of 1970. It is important that the District Census Officers, Charge Superintendents in charge of tahsils, towns and special areas, etc., should be very thoroughly trained first as they have to train up in turn the other census personnel under them. Every census worker should receive not merely theoretical training but should have adequate practical training in actual enumeration. Each should practice enumerate a good number of households before completion of the training. Your predecessor of 1961 must have already laid down guidelines in this regard and might have also suggested improvements of procedure. You shall have to give careful attention to the training programme. I enclose for your information a circular on training issued at the 1961 Census in Andhra Pradesh which you may find of some use.

29. Apart from the careful training of the census enumeration staff it is important that the citizens should also be fully informed of the objectives, utility and contents of the census. An effective publicity programme such as through newspapers, radio talks, posters, school lessons, block extension services, film strips and various other media should be launched at the appropriate stages.

30. The entire Census Organisation should be fully keyed up and kept at a complete state of readiness to launch on the census enumeration as programmed. For this purpose you should draw up a census calendar indicating the various targetted dates by which each of the preparatory measures of the census enumeration should be completed. The census calendar drawn up for 1961 Census can help you draw up the calendar for the next census. You should constantly review the progress of work and assure that the targetted dates are adhered to at each step. A mass operation such as the census can succeed only if each stage of the operation is planned and executed carefully according to a definite programme.

31. The provisional population totals will have to be announced as early as possible after the completion of census enumeration. At the 1961 Census the provisional totals of several States were relayed to the Registrar General as early as 7th March 1961. The provisional totals of districts had started reaching the Census Superintendents immediately after the revisional round was over, i.e., 5th March 1961. (In 1961 the revisional round was extended till the 5th March 1961 due to intervening Holi festival). It should be possible at the next census to have the provisional figures even earlier. The revisional round is expected to be completed by the 3rd March 1971 itself. I had already referred to the form of Enumerator's Abstract prescribed for the next census. If these are carefully posted by the enumerator then and there each day there should be no difficulty in communicating the provisional figures by the targetted time. By careful organisation and efficient system of relay it should be possible for us to publish the provisional population totals almost immediately after the completion of census enumeration.

32. Immediately after the enumeration is completed, the census schedules will have to be received at a number of Regional Tabulation Offices. A Regional Tabulation Office will have to be opened to cover 5 to 6 million population. It will be necessary to secure buildings for this purpose adequately in advance. You may have to be in the look out for them even from the end of 1969. As at 1961 Census one Deputy Superintendent of Census Operations will be appointed for each one of the regional tabulation office. It is proposed to appoint these Deputy Superintendents even from about December 1969 so that they may assist you in the houselisting programme from early 1970 and also later on in supervising the formation of enumerator's blocks and the training of census personnel. The experience of 1961 showed that these Deputy Superintendents appointed adequately in advance can be of great assistance to the Census Superintendent. You should be on the look out for capable, energetic and dedicated members of the State Civil Service whose services could be secured on deputation from December 1969. These Deputy Superintendents when appointed could immediately locate buildings for opening regional tabulation offices. Later on they will have to recruit a large number of sorters, train them, control them and get the primary sorting and tabulation done as quickly as possible.

33. In the regional tabulation offices the sorting of the schedules for producing the primary census data for the smallest unit of the village in the rural area and the enumerator's block in the urban area will have to be taken up manually as was done at the 1961 Census. The other tabulations are proposed to be done by taking a sample of the individual slips. Therefore, at the regional tabulation office the drawing of the sample schedules will be an important item of work. A team of carefully trained staff may have to be earmarked for this purpose. It is tentatively proposed to tabulate 10 per cent of rural slips and 20 per cent of urban slips. The 10 per cent of the rural slips may be manually sorted and tabulated at State Headquarters and 20 per cent of the urban slips may be processed through computors. This means that cards may have to be punched to take the data of the 20 per cent of the urban slips. The data from the household forms which are canvassed in 10 per cent sample areas willbe fully processed. Adequate number of persons will have to be trained at each Stat Headquarters to see that by the time the punching of cards is taken up the trained punch operators are available. Further detailed instructions will issue in due course.

34. The data on the Houselist may be processed by about 20 per cent sampling of the entries which will be coded and transferred to punch cards. The key punch installations and the trained key puch operators should, therefore, be in position in each of the State Census Offices even by about March/April 1970.

35. Details ofthe tabulation programme and the instructions for sorting and tabulation will issue in due course from the Registrar General's Office.

36. Details of the publication programme for the 1971 Census will be worked out in due course in consultation with the Census Superintendents. The limitations of printing proved to be one of the greatest bottle-necks at the 1961 Census. We shall discuss and decide how best to get over it at the 1971 Census. In the meantime, any suggestions you may have in this regard will be welcome. Generally much time is lost between the completion of

census operations and the availability of the census data to the public. It would appear desirable to publish as quickly as possible handy popular versions, well illustrated, giving out several basic census data which are of great use and interest to the Government and the public. The primary census data will have to be published as quickly as possible.

37. While the District Census Handbooks had proved extremely useful in the past we shall give some thought as to what form they should take at the next census so that they could be brought out as early as possible after the census enumeration is completed.

38. We have a great task ahead and I have little doubt that the Census Organisation will fulfil its responsibility the way it has always done.

Wishing you every success.

Yours sincerely
A. CHANDRA SEKHAR.

Appendix III

THE CENSUS ACT

ACT No. XXXVII OF 1948

Amended by Acts XL of 1949, LI of 1950, the Adaptation of Laws Order, 1950 and Act XXII of 1959

An

Act to provide for certain matters in connection with the taking of census

Whereas it is expedient to provide for taking of census in *(.....) India or any part thereof whenever necessary or desirable and to provide for certain matters in connection with the taking of such census ;

It is hereby enacted as follows :—

1. **Short title and extent.**— (1) This Act may be called the Census Act, 1948

†[(2) It extends to the whole of India ‡(.....)]

@2. **Rule of Construction respecting enactments not extending to Jammu and Kashmir.**— Any reference in this Act to the Indian Penal Code (XLV of 1860), or the Indian Evidence Act, 1872 (I of 1872), shall, in relation to the State of Jammu and Kashmir, be construed as a reference to the corresponding enactment in force in that State.

3. **Central Government to take Census.**— The Central Government may by notification in the official gazette, declare its intention of taking a census in the whole or any part of the territories to which this Act extends, whenever it may consider it necessary or desirable so to do, and thereupon the census shall be taken.

4. **Appointment of Census Staff.**— (1) The Central Government may appoint a Census Commissioner to supervise the taking of the census throughout the area in which the census is intended to be taken, and Superintendents of Census Operations to supervise the taking of the census within the several States.

(2) The **State Government may appoint persons as census officers to take, or aid in, or supervise the taking of the census within any specified local area and such persons, when so appointed, shall be bound to serve accordingly.

(3) A declaration in writing, signed by any authority authorised by the **State Government in this behalf, hat any person has been duly appointed a census officer for any local area shall be conclusive proof of such appointment.

(4) The** State Government may delegate to such authority as it thinks fit the power of appointing census officers conferred by sub-section (2).

5. **Status of census authorities as public servants.**—The Census Commissioner, all Superintendents of Census Operations and all census officers shall be deemed to be public servants within the meaning of the Indian Penal Code (XLV of 1860).

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*Deleted by the Adaptation of Laws Order, 1950.

†Substituted, *ibid.*

‡Deleted by Section 2 Act XXII of 1959.

@Inserted by Section 3 *ibid* Original section 2 was, omitted by the Adaptation of Laws Order, 1950

**Substituted by the Adaptation of Laws Order, 1950,

6. **Discharge of duties of census officers in certian cases.**— (1) Where the District Magistrate., or such authority as the **State Government may appoint in this behalf by a written order so directs—

(*a*) every officer in command of any body of men belonging to the naval, military or air forces or of any vesel of war, of India.

(*b*) every person (except a pilot or harbourmaster) having charge or control of a vessel,

(*c*) every person in charge of lunatic asylum, hospital, workhouse, prison, reformatory or lock-up or of any public charitable, religious or educational institution,

(*d*) every keeper, secretary or manager of any *sarai*, hotel, boarding house, lodging-house, emigration depot or club,

(*e*) every manager or officer of a railway or any ocommercial or industrial establishment, and

(*f*) every occupant of immovable property wherein at the time of the taking of the census persons are living, shall perform such of the duties of a census officer in relation to the persons who at the time of the taking of the census are under his command or charge, or are inmates of his house, or are present on or in such immovable property or are employed under him as may be specified in the order.

(2) All the provisions of this Act relating to census officers shall apply, so far as may be, to all persons while performing such duties under this section, and any person refusing or neglecting to perform any duty which under this section he is directed to perform shall be deemed to have committed an offence under section 187 of the Indian Penal Code (XLV of 1860).

7. **Power to call upon certain persons to give assistance.**— The District Magistrate, or such authority as the *State Government may appoint in this behalf for any local area, may, by written order which shall have effect throughout the extent of his district or of such local area, as the case may be, call upon—

(*a*) All owners and occupiers of land, tenure-holders, and farmers and assignees of land revenue, or their agents,

(*b*) all members of the district, municipal, *panchayat* and other local authorities and officers and servants of such authorities, and

(*c*) all officers and members of staff of any factory, firm or establishment,

to give such assistance as shall be specified in the order towards the taking of a census of the persons who are at the time of the taking of the census on the lands of such owners, occupiers, tenure holders, farmers and assignees, or in the premises of factories, firms and other establishments, or within the areas for which such local authorities are established, as the case may be, and the persons to whom an order under this section is directed shall be bound to obey it and shall, while acting in pursuance of such order, be deemed to be public servants within the meaning of the Indian Penal Code (XLV of 1860).

8. **Asking of questions and obligation to answer.**— (1) A census officer may ask all such questions of all persons within the limits of the local area for which he is appointed as, by instructions issued in this behalf by the *State Government and published in the official Gazette, he may be directed to ask.

(2) Every person of whom any question is asked under sub-section (1) shall be legally bound to answer such question to the best of his knowledge or belief :

Provided that no person shall be bound to state the name of any female member of his house-hold, and no woman shall be bound to state the name of her husband or deceased husband or of any other person whose name she is forbidden by custom to mention.

9. **Occupier to permit access and affixing of numbers.**— Every person occupying any house, enclosure, vessel or other place shall allow census officers such access thereto as they may require for the purposes of the census and as, having regard to the customs of the country, may be reasonable and shall allow them to paint on, or affix to, the place such letters, marks or numbers as may be necessary for the purpose of the census.

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*Substituted by the Adaptation of Laws Order, 1950.

10. **Occupier or manager to fill up schedule.**— (1) Subject to such orders as the State Government may issue in this behalf, a census officer may, within the local area for which he is appointed, leave or cause to be left a schedule at any dwelling-house or with the manager or any officer of any commercial or industrial establishment, for the purpose of its being filled up by the occupier of such house or of any specified part thereof or by such manager or officer with such particulars as the *State Government may direct regarding the inmates of such house or part thereof, or the persons employed under such manager or officer, as the case may be, at the time of the taking of the census.

(2) When such schedule has been so left, the said occupier, manager or officer, as the case may be, shall fill it up or cause to be filled up to the best of his knowledge or belief so far as regards the inmates of such house or part thereof or the persons employed under him, as the case may be, at the time aforesaid, and shall sign his name thereto and when so required, shall deliver the schedule so filled up and signed to the census officer or to such person as the census officer may direct.

11. **Penalties.**— (1) (*a*) Any census officer or any person lawfully required to give assistance towards the taking of census who refuses or neglects to use reasonable deligence in performing any duty imposed upon him or in obeying any order issued to him in accordance with this Act or any rule made thereunder, or any person who hinders or obstructs another person in performing any such duty or in obeying any such order, or

(*b*) any census officer who intentionally puts any offensive or improper question or knowingly makes any fasle return or, without the previous sanction of the Central Government or the *State Government, discloses any information which he has received by means of or for the purposes or, a census return, or

(*c*) any sorter, compiler or other member of the census staff who removes, secretes, damages or destroys any census document or deals with any census document in a manner likely to falsify or impair the tabulations of census results, or

(*d*) any person who intentionally gives a false answer to, or refuses to answer to the best of his knowledge or belief' any question asked to him by a census officer which he is legally bound by section 8 to answer, or

(*e*) any person occupying any house, enclosure, vessel, or other place who refuses to allow a census officer such reasonable access thereto as he is required by section 9 to allow, or

(*f*) any person who, removes, obliterates, alters, or damages any letters, marks or numbers which have been painted or affixed for the purposes of the census, or

(*g*) any person who, having been required under section 10 to fill up a schedule, knowingly and without sufficient cause fails to comply with the provisions of that section, or makes any false return thereunder, or

(*h*) any person who trespasses into a census office,

shall be punishable with fine which may extend to one thousand rupees and in case or a conviction under part (*b*) or (*c*) shall also be punishable with imprisonment which may extend to six months.

(2) Whoever abets any offence under sub-section (1) shall be punishable with fine which may extend to one thousand rupees.

12. **Sanction required for prosecution.**— No prosecution under this Act shall be instituted except with the previous sanction of the *State Government or of any authority authorised in this behalf by the *State Government.

13. **Operation of other laws not barred.**— Nothing in this Act shall be deemed to prevent any person from being prosecuted under any other law for any act or omission which constitutes an offence under this Act :

Provided that such prosecution shall be instituted except with the previous sanction referred to in section 12.

14. **Jurisdiction.**— No court inferior to that of a Presidency Magistrate or a Magistrate of the second class † or in a Part B State, a Magistrate corresponding to a Magistrate of the second class shall try, whether under this Act or under any other law, any act or omission which constitutes an offence under this Act.

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*Substituted by the Adaptation of Laws Order, 1950.

†Inserted by Section 4, Act LI of 1950.

15. **Records of census not open to inspection nor admissible in evidence.**— No person shall have a right to inspect any book, register or record made by a census officer in the discharge of his duty as such, or any schedule delivered under section 10, and notwithstanding anything to the contrary in the Indian Evidence Act, 1872 (I of 1872), no entry in any such book, register, record or schedule shall be admissible as evidence in any civil proceeding whatsoever or in any criminal proceeding other than a prosecution under this Act or any other law for any act or omission which constitues an offence under this Act.

16. **Temporary suspension of other laws as to mode of taking census in municipalities.**— Notwithstanding anything in any enactment or rule with respect to the mode in which a census is to be taken in any municipality, the municipality authority, in consultation with the Superintendent of Census Operations or with such other authority as the *State Government may authorise in this behalf, shall at the time appointed for the taking of any census cause the census of the municipality to be taken wholly or in part by any method authorised by or under this Act.

17. **Grant of statistical abstracts.**— The Census Commissioner or any Superintendent of Census Operations or such person as the *State Government may authorise in this behalf may, if he so thinks fit, at the request and cost (to be determined by him) of any local authority or person, cause abstracts to be prepared and supplied containing any such statistical information as can be derived from the census return for *India or any State as the case may be, being information which is not contained in any published report and which in his opinion it is reasonable for that authority or person to require.

18. **Power to make rules.**— (1) The Central Government may make rules for carrying out the purposes of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, the Central Government may make rules providing for the appointment of census officers and of persons to perform any of the duties of census officers or to give assistance towards the taking of a census, and for the general instructions to be issued to such officers and persons.

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*Substituted by the Adaptation of Laws Order, 1950.

REGULATION No. III OF 1950

The Assam Tribal Areas (Census) Regulation, 1950

Preamble.— A Regulation to apply the Census Act, 1948 to the Tribal Areas mentioned in Part A of the table appended to paragraph 20 of the Sixth Schedule to the Constitution of India.

Whereas it is expedient to apply the Census Act 1948 (Act XXXVII of 1948) and whereas by Clause (*b*) of sub-paragraph (1) of paragraph 19 of the Sixth Schedule to the Constitution of India, the Governor is empowered to make regulations for the peace and good Government of any area in the State which is for the time being a Tribal Area :

Now, therefore, the Governor of Assam, in exercise of the said powers and of all other powers enabling him in that behalf, is pleased to make the following Regulation for the said areas which have been declared to be Tribal Areas by the Constitution of India :—

1. **Short Title.**— (*a*) This Regulation may be called the Assam Tribal Areas (Census) Regulation, 1950.

Local extent.— (*b*) It extends to all the Tribal Areas of the State of Assam specified in Part A of the table appended to paragraph 20 of the Sixth Schedule to the Constitution of India, hereinafter referred to as "the said Tribal Areas."

Commencement.— (*c*) It shall come into force at once.

2. **Application of Act XXXVII of 1948.**— The Census Act 1948 (Act No. XXXVII of 1948) as adapted by the Adaptation of Laws Order 1950, shall apply to and be in force in the said Tribal Areas.

I have made this Regulation under Clause (*b*) of sub-paragraph (1) of paragraph 19 of the Sixth Schedule to the Constitution of India.

Dated Shillong,
the 13th May 1950.

SRIPRAKASA,
Governor of Assam.

I assent to this Regulation.

Dated
the 1st June 1950.

RAJENDRA PRASAD,
President of India.

R. V. SUBRAHMANIAN,
Secretary to the Government of Assam for
Tribal Areas.

Appendix IV

Copy of Letter No. GCN 36/68/165 dated 4th July 1969 from the Chief Secretary, Government of Assam to all concerned regarding 1971 Census.

I am directed to say that the Eleventh All-India Census will take place in February-March, 1971. The reference date for the Census will be the 1st March, 1971.

Though in theory the Census has always been a Central subject, the achievements of the Indian Censuses have in practice been the result of the Centre-State collaboration. The Government of India, having earnestly sought the continuance of the joint effort on the present occasion also, the Government of Assam have assured them of their full co-operation.

As it isintended to dispense so far as possible with non-official workers, the need for utilising all available official man power will be enhanced. All Government officials, as in the past will be placed at the disposal of the Census system without claim on the Central fisc for travelling allowance, special pay or remunerations, apart from such exceptional cases as existed in the past, e.g., cases of remote tracts, etc. Normally touring officers should only be selected for Census work so that they can combine it with their ordinary duties and thus avoid unnecessary expenditure on account of travelling allowance.

No extra staff should be appointed, nor any travelling allowance debited to the Census budget without prior sanction or counter-signature by the Head of the Department concerned as well as the Superintendent of Census Operations. No extra contingent grant will be allotted to the districts for any incidental expenditure in connection with the Census as in the past.

The Deputy Commissioners and Sub-divisional Officers, will be responsible for the efficient conduct of the Census in their respective areas. To make sure of the complete success of the Census, special care should be taken to put only experienced and really efficient assistants in charge of the clerical side of the Census works in the Districts and Sub-divisional offices.

The Government are sure that all its officers and men as well as those of local bodies and other institutions will readily accept and loyally perform in a spirit of national service whatever work be entrusted to them by responsible officers in connection with the present Census.

Copy of Letter No GCN 36/68/211 dated 1st November, 1969 from the Chief Secretary, Government of Assam to all concerned regarding employment of Government Servants for enumeration for 1971 Census.

I am directed to say that preliminary arrangements for the 1971 Cenus are being completed and the appointment of staff in the District and Subdivisional officers necessary for the operation is being taken up. The first part of the Census, i.e. House Numbering and Houselisting will be done in February, 1970. Actual enumeration will take place between 10th February, 1971 and the sunrise of 1st March 1971, which will be followed by a final check during the first three days of March. The enumeration will, as in the past be done mostly by the fullest use of all establishments under the control of the Government and local bodies on a voluntary basis.

2. Census enumeration is a nation wide administrative operation involving demands on services of staff which will have to be met from the resources of all establishments throughout the State. It is necessary that the burden should be shared by all concerned. Please take steps to ensure that the State Government establishments give the lead in this matter and bear their full share of the burden.

3. All employees of the State Government with the exception of police officers should accept and perform readily any work connected with the enumeration which is placed on them by the local census officers. The employees should be specifically instructed that they should **give no cause for complaint** by the officers in charge of the census in respect of the **performance of census duties.** They should perform their duties as diligently and conscientiously as the normal duties of the posts held by them. It should be impressed upon them that the manner in which they perform census duties should **be taken into account in the periodical assessment of their work and conduct.**

4. Enumeration work is spread over nearly three weeks in order to diminish the number of workers for whom demands will be placed on Heads of Departments/Offices and also in order to enable the workers to carry out their duties conveniently. Your co-operation is, therefore, necessary in lightening the burden on census workers to the maximum extent practicable. This will necessitate the grant of concessions, regarding office attendance both during the enumeration period and the period of training which will precede it.

Copy of Letter No GCN 36/68/265 dated 9th May, 1970 from the Chief Secretary, Government of Assam to all concerned regarding transfer of officers detailed for 1971 Census work.

I am directed to say that the preparatory stages for the 1971 Census are in full swing. The first part of the Census, namely Housenumbering and Houselisting will be conducted during September-October 1970. The final enumeration will be completed in March, 1971. The selection and appointment of Charge Superintendents, Circle Supervisors and Enumerators who have been drawn from the various departments of the State Government, Central Government as well as autonomous and private organisations is nearing completion. If officers and officials who have been appointed as Charge officers and Supervisors are transferred at this stage, census work will be greatly dislocated and the collection of data may suffer. It is therefore requested that those officers under your control who are doing census works should not be transferred till the end of March, 1971.

Copy of Letter No. GCN 36/68/266 dt 9th May, 1970, from the Chief Secretary, Government of Assam to all concerned regarding 1971 Census.

I am directed to say that, in spite of this Deptt. circulars mentioned above, the progress of Census work in some of the districts and subdivisions is not satisfactory. Although each preparatory step leading to the final enumeration is linked to a tight time-schedule, many such measures are pending in several districts and subdivisions, and census circulars are often found lying with the clerical staff unread and unattended. Officers belonging to different deptts. of the State and Central Government, Military and Air Force, autonomous bodies and private organisations are to be brought together and trained for census work. In order to facilitate census work, I am directed to request you kindly to take the following steps :—

Only Additional Deputy Commissioners or Subdivisional Officers (Sadar) in the District Headquarters and Senior Extra Assistant Commissioners in the Sub-divisional Headquarters are to be placed in charge of census work. These officers in charge of census will be required to devote a major part of their time to census duties, including tours and arrangement of intensive training to census officers. You are further requested to supervise the census work and to associate yourself with the training classes held in your headquarters.

Copy of Letter No. AAP/Misc/5/69/30 dated 27th April, 1970 from the Deputy Director of Public Instruction (P) Assam to the officers of Education Department regarding appointment of Primary School Teachers as Enumerators for 1971 Census.

I am directed to state that the Chief Secretary to the Government of Assam and the Director of Census Operations, Assam and Ex-officio Secretary (Special) to the Govt. of Assam have sought the services of a large number of Primary School teachers for enumeration in connection with 1971 Census. These teachers will be appointed as Enumerators in their alloted areas. Formal appointment will be made by the District Magistrates or Sub-divisional Magistrates. Keeping in view the importance of work in connection with Census, I would request kindly to see that School teachers who are appointed as Enumerators or in any other capacity for the forthcoming Census give due importance to census work and perform their alloted duties diligently. They should attend training classes if and when arranged by their Superior Census officers and carry out the directions issued by these Census officers. The duties performed in connection with the census will form part of their normal duties and any negligence or failure in duty will be taken as serious offence.

Copy of Letter No. AAP/71/2/70/35 dated 30th November, 1970 from the Director of Public Instructions, Assam, Shillong to all the Officers of Education Department regarding Transfer of Primary School teachers and to afford them facilities to perform the 1971-Census work satisfactorily.

I have the honour to draw your attention to the work connected with the current census. A number of circulars have been issued from this office suggesting certain measures in which we can help this important national work. As you know, the period from 10th February to March 3, 1971 will be significantly important for the purpose of census works and therefore, it would be expected of us to render the greatest possible cooperation and help as may be required by the authorities entrusted with the census work. While I would request that the actions on our previous circulars may be taken I would particularly request you to take special measures on the following items :-

(i) As requested earlier, transfer of teachers from one place to another may be stopped particularly during the period mentioned above. When transfer becomes inevitable, a prior consultation may be made with the Deputy Commissioner or S. D. O., as the case may be. In any case transfer during this period may be avoided as far as possible.

(ii) It has been reported that the teachers engaged in the census works have been asked to take casual leave or other kinds of leave that may be available to him, on any day on which he has to be absent for the census work. This is far from the spirit of Government orders in this behalf. The work in connection with the census should, therefore, be treated as works pertaining to duty and therefore, no teacher should be required to take leave for such work. You may, however, ascertain whether the absence is genuinely due to census work.

(iii) The training session will commence from January next. So far as Primary School teachers are concerned, it may be possible to engage only trained teachers for the purpose of census works in order that the untrained teachers may be sent on deputation for training without dislocations to the census work. In case where it has been inevitably necessary to select untrained teachers for this works the teachers concerned may not be deputed at all for training. In every exceptional cases where deputation of untrained teachers entrusted with the census work has become urgently necessary such cases may be reported to the office of the Secretary, Elementary Education Board so that the teachers concerned may be allowed to join the training courses after 5th March, but such cases must be kept at the minimum possible.

(iv) It has also been reported that in certain cases there has been over deduction from pay for the days spent on census works. This must not be allowed to happen and you are requested to see that no such penalisation is effected because of a teacher being engaged in census work.

In fine, I would request that you may please extend all cooperation and help in connection with the matters relating to the census works.

Appendix V

Copy of Letter No. GCN 36/68/267 dated 9th May, 1970 from the Chief Secretary, Government of Assam to all concerned regarding the special entry in the character roll of District officers for their performance of 1971 Census.

I am directed to say that the preparation for the 1971 Census has already started. The first part of the operation namely Housenumbering and houselisting will be held in September-October 1970 and the final part, namely Enumeration will be conducted in Feb-March 1971. Though the responsibility for these operations rests primarily with the District Officers, this responsibility cannot be efficiently discharged unless the Subdivisional Officers, District Census Officers Block Development Officers and Enumerators employed on Census work take full interest in the work and do it with zeal and enthusiasm. The Government desire that a special note may be made in the annual confidential reports of all Deputy Commissioners, Subdivisional Officers, and other Census officers etc. belonging to the various State Government Departments regarding their personal interest and efficiency in conducting census work.

Appendix VI

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

New Delhi-1, the 3*rd July,* 1969
12 Asadha, 1891

NOTIFICATION

S. O. 2709—In pursuance of section 3 of the Census Act, 1948 (37 of 1948), the Central Government is pleased to declare that a census of the population of India shall be taken during the year 1971. The reference date for the census will be the sunrise on 1st March 1971.

(28/101/69-Pub.I)

K. R. PRABHU

Joint Secretary to the Government of India

MINISTRY OF HOME AFFAIRS

(OFFICE OF THE REGISTRAR GENERAL, INDIA)

New Delhi, the 14th January, 1971

S. O. 371—In pursuance of section 3 of the Census Act, 1948 (37 of 1948), the Central Government hereby makes the following amendment to the Notification of the Government of India in the Ministry of Home Affairs No. S. O. 2709, dated the 3rd July, 1969 namely :—

In the said Notification, for the expression "1st March, 1971", the expression "1st April, 1971" shall be substituted.

(No. 9/30/69-CTU)

A. CHANDRA SEKHAR

Registrar General, India & ex-officio Joint Secretary

ORDERS BY THE GOVERNOR OF ASSAM

Notification

Dated Shillong, the 20th June, 1969

GCN. 36/68/158—In exercise of the powers conferred by Sub-Section (2) of Section 4 of the Census Act, 1948 (No. XXXVII of 1948), the Governor of Assam is pleased to appoint the following Officers as Census Officers and to designate them as follows for the purpose of the 1971 Census within the jurisdiction noted against each.

Officers	Designation	Jurisdiction
1. Deputy Commissioners	District Census Officers	Respective jurisdiction
2. Additional Deputy Commissioners	Deputy District Census Officers	Respective District
3. Sub-Divisional Officers	Sub-Divisional Census Officers	Respective Sub-Division.

A. N. KIDWAI
Chief Secretary to the Government of Assam.

ORDERS BY THE GOVERNOR OF ASSAM

Government of Assam
General Administration Department
General Branch

Notification

Dated Shillong, the 4th Sept. 1969

No. GCN. 36/68/186—In exercise of the powers conferred by Sub-Section (4) of Section 4 of the Census Act, 1948 (XXXVII of 1948) the Governor of Assam is pleased to delegate the power of appointing Census Officers to the following authorities, namely ;

(I) The Superintendent of Census Operations, Assam, District Magistrates and Deputy Commissioners within their respective jurisdictions ;

(II) Additional Deputy Commissioners, Sadar Sub-Divisional Officers, Extra Assistant Commissioners and Election Officers.

(III) Sub-Divisional Officers within their respective jurisdictions.

2. In exercise of the powers conferred by Sub-Section (3) of Section 4 of the said Act, the Governor of Assam is pleased to authorise the authorities above-named to issue the declaration in writing referred to therein in respect of all Census Officers appointed by them.

Sd/- Chief Secretary to the
Government of Assam.

ORDERS BY THE GOVERNOR OF ASSAM

General Administration Department
General Branch

Notification

Dated Shillong the 4th Sept. 1969

No. GCN. 36/68/187—In exercise of the powers conferred by Section 12 of the Census Act, 1948 (XXXVII of 1948), the Governor of Assam is pleased to authorise the Superintendent of Census Operations, Assam, the District Magistrates and Deputy Commissioners to sanction the institution of prosecutions under the said Act within their respective jurisdictions.

Sd/- Chief Secretary to the
Government of Assam.

Appendix No. VII

1971 Census Calendar for Assam

1.	Complete preparation of General Village Registers, Town Registers, etc.	Before December 31, 1969
2.	Complete preparation of Thana maps and location therein of towns and villages.	
3.	Complete numbering of villages located in the Thana maps according to their geographical contiguity.	
4.	Submission of proposal for treatment of rural units as towns for 1971 Census.	
5.	Assigning of location code numbers to all Towns, Police Stations and Districts by Director of Census Operations and communicating them to Deputy Commissioners and Subdivisional Officers.	Before March 15, 1970.
6.	Formation of Census Divisions i. e. demarcation of the areas of Charges and Circles in each thana. This should preferably be done in consultation with the officers who are likely to be appointed as Charge Superintendents and Circle Supervisors.	Before March 15, 1970.
7.	Final selection of Charge Superintendents, Circle Supervisors and Enumerators.	Before March 31, 1970.
8.	Indenting to Director of Census Operations by Deputy Commissioners and Subdivisional Officers of their requirement of different census schedules in Assamese, Bengali and English languages for each Subdivision.	Before April, 30, 1970.
9.	Despatch of forms of appointment letters and registers of Charge, Circle, Block etc. by the Director of Census Operations to Deputy Commissioners and Subdivisional Officers.	Before April, 30, 1970.
10.	Filling in of registers of Charge etc. in the Deputy Commissioners' and Subdivisional Officers' office and distribution of the filled-in registers to the Charge Superintendents and Circle Supervisors.	Before June, 30, 1970.
11.	Despatch of Houselists, Establishment Schedules, Instruction Booklets on Housenumbering and Houselisting to Deputy Commissioners and Subdivisional Officers. Verification of forms at District and Subdivisional Headquarters.	Before June, 30, 1970.
12.	Despatch of training registers and forms of statement of receipt and distribution of various census schedules to Deputy Commissioners and Subdivisional Officers.	Before June, 30, 1970.
13.	Issuing by Deputy Commissioners and Subdivisional Officers of Appointment letters to all Census personnel.	Before July, 1, 1970.
14.	Conference of Deputy Commissioners and Subdivisional Officers at Shillong on Housenumbering and Houselisting.	July 1970. Date to be fixed later on.
15.	Training of Charge Superintendents at the District and Subdivisional Headquarters including practical exercise through training schedules. Distribution of Census Schedules, Instruction Booklets and Training registers to them for their respective charges.	Before July 15, 1970

16.	Organising and holding training classes for Supervisors including practical exercises through training schedules. Charge Superintendents also will attend.	
17.	Intensive training to Enumerators—Organising and holding as many training classes as possible including practical exercises through training schedules. Respective Charge Superintendents and Supervisors should also attend.	July 16, 1970 to Sept. 9, 1970
18.	Scrutiny of training registers at District and Subdivisional Headquarters for onward transmission to Director of Census Operations' office.	
19.	Commencement and conclusion of Housenumbering, Houselisting, preparation of Notional Maps and canvassing of Establishment Schedule. Two copies of Houselists and Notional Maps are to be prepared.	Sept. 10. to Oct. 31, 1970
20.	Preparation of Enumerators' Abstracts (Houselists)	Before Nov. 2, 1970
21.	Collection of filled in Houselists (both copies), Establishment Schedules, Notional Maps (both copies), Enumerator's Abstracts, Charge and Circle Extracts etc. and packing of them at the District and Subdivisional Headquarters according to instructions. Only one copy of Houselists and Notional maps to be packed. Other copy to be retained at Deputy Commissioner/Subdivisional Officer's office.	Before Nov. 1, 1970.
22.	Despatch of these packed Houselists, Schedules, etc. to the Director of Census Operations, Assam by special messengers.	Before Nov. 13, 1970.
23.	Indenting upon Director of Census Operations of requirement of Enumeration Slip pads, Population Records and other forms and Instruction Booklets, etc. in different languages.	Before Nov. 13, 1970
24.	Copying by Deputy Commissioners and Subdivisional Officers' offices of Abstract of Houselists for each Enumerator's Block from the copies of the Houselists retained for the purpose.	Before Nov. 30, 1970
25.	Re-delineation of Enumerator's Blocks and Supervisor's Circles, if necessary, on the basis of Houselist population.	Before Nov. 30, 1970.
26.	Appointment of more Enumerators and Supervisors, if necessary.	Before Nov. 30, 1970
27.	Preparation of Notional Maps of the re-delineated blocks.	Before Dec. 10, 1970
28.	Despatch by Director of Census Operations of Individual Slip pads, Population Records, Enumerator's Abstracts, Posting statements, etc. and Instruction Booklets to the Deputy Commissioners and Subdivisional Officers.	Before Dec. 10, 1970.
29.	Conference of Deputy Commissioners and Subdivisional Officers on enumeration at Shillong.	Nov. - Dec. 1970. Date to be fixed later on.
30.	Formulation of intensive training programme of Census Officers at all levels.	Before Dec. 15, 1970
31.	Training of Charge Superintendents at District and Subdivisional Headquarters including practical exercise through training schedules. Distribution of Census Schedules, various forms, Instruction Booklets, etc. to them for their respective charges.	
32.	Organising and holding training classes for Supervisors including practical exercises through training schedules. Charge Superintendents will also attend.	Dec. 15, 1970 to March 9, 1971
33.	Intensive training to Enumerators—Organising and holding as many training classes as possible including practical exercises. Maintenance of training registers.	

34.	Enumeration.	March 10 to March 31 1971
35.	Enumeration of Houseless population.	Night of 31st March 1971
36.	Revisional Round.	April 1 to April 3, 1971
37.	Compilation and furnishing of Provisional totals :	
	(i) Enumerators to Supervisors (together with all records).	April 4, 1971
	(ii) Supervisors to Charge Superintendents (together with all records).	April 5, 1971
	iii) Charge Superintendents to respective Deputy Commissioners and Subdivisional Officers.	April 6, 1971.
	(iv) Deputy Commissioners and Subdivisional Officers to Director of Census Operations and Registrar General, India	April 7, 1971.

Appendix VIII

Statement showing the details of sanction received and recruitment made for the Directorate of Census Operations, Assam from time to time

Sl. No.	Strength of staff on the date the Director took-over charge Name & No. of Posts	Stage and No. of posts by which the strength was increased (during the census year)	The date from which the additional posts were created	Sanctioning letter No. & date of the additional posts originally created
1	2	3	4	5
NON-PLAN				
1	Dy. Director of Census Operations	1		
		1	1 (For R. T. Os)	15.6.70	(The post has been transferred to the Directorate of Census Operations, Meghalaya). No. 2/5/70-RG (Ad-I) dated 2.6.70.
		2	2	—	—
		1	1	13.1.69	No. 28/93/68-Pub. 1(1) dated 13.1.69.
		1	1	—	—
2.	Asstt. Director of Census Operations	1	1	—	—
			1	4.6.70	No. 3/66/67-RG dated 4.6.70.
3.	Office Superintendent	Nil	1	21.7.70	No. 3/13/69/Ad-I(Pt) dated 21.7.70
4.	Investigator	Nil	1	3.10.70	No. 4/37/70-RG (Ad-I) dated 3.10.70
5.	Head Assistant	1	1	—	—
6.	Assistant	Nil	1	13.4.70	No. 4/2/70-RG (Ad-I) dated 13.4.70
7.	Stenographer	1	1	—	—
8.	Accountant	Nil	1	13.4.70	No. 4/2/70-RG (Ad-I) dated 13.4.70.
9.	Junior Stenographer	1	1	—	—
	-do-		1	13.4.70	No. 4/2/70-RG (Ad-I) dated 13.4.70
	-do-		2 (for Regional Offices)	1.8.70	No. DCO. 330/70/8406 dated 28.2.70.
10.	Upper Division Clerk	2 1	3	—	—
			1 (for C & P. Cell)	1.6.70	No. 4/29/70-RG (Ad-I) dated 24.3.70.
			3 (for R. T. Os)	15.3.71	No. RTO 24/70/3723 dated 6.3.71.
11.	Lower Division Clerk	2	2	—	—
			5	13.4.70	No. 4/2/70-RG (Ad-I) dated 13.4.70.
			1 (for C & P. Cell)	1.6.70	No. 4/29/70-RG (Ad-I) dated 24.3.70.
			9 (for R. T. Os)	15.3.71	No. RTO 24/70/3723 dated 6. 3.71.
12.	Record Keeper	1	1	—	—
13.	Staff Car Driver	1	1	—	—
14.	Sr. Gestetner Operator	Nil	1	13.4.70	No. 4/2/70-RG (Ad-I) dated 13.4.70.
15.	Duftry	1	1	—	—
			2	13.4.70	No. 4/2/70-RG (Ad-I) dated 13.4.70.
			1 (for C & P Cell)	1.6.70	No. 4/29/70-RG (Ad-I) dated 24.3.70.
16.	Peon	2 2	4	—	—
		3	3	—	—
			2	13.4.70	No. 4/2/70-RG (Ad-I) dated 13.4.70.
			3 (for C & P. Cell)	1.6.70	No. 4/29/70-RG (Ad-I(dated 24.3.70.
			2 (for Regional Offices)	1.3.71	No. DCO(E) 51/70/3673 dated 4.3.71.

Sl. No.	Strength of staff on the date the Director took-over charge Name & No. of posts		Stage and No. of post by which the Strength was increased (during the census year)	The date from which the additional posts were created	Sanctioning letter No. & date of the additional posts originally created
1	2		3	4	5
17.	Chowkidar	1	1	—	—
18.	Sweeper	Nil	1	13.4.70	No. 4/2/70-RG (Ad-I) dated 13.4.70
19.	Tabulation Officer	2 1	2	—	—
			1 (For C & P Cell)	1.6.70	No. 4/29/70-RG (Ad-I) dated.24.3.70
			3 (for R. T. Os)	15.3.71	No. RTO 24/70/3723 dated 6.3.71
20.	S: T. A.	Nil	1 (for C & P Cell)	1.6.70	No. 4/29/70-RG (Ad-I) dated 24.3.70
21.	Statistical Asstt.	2 1	3	—	—
			4 (for C & P Cell)	1.6.70	No. 4/29/70-RG (Ad-I) dated 24.3.70
			11 (for R. T. Os)	15.3.71	No. RTO 24/70/3723 dated 6.3.71.
22.	Junion Investigator	2	2	—	—
23.	Computor	2 2	4	—	—
			13 (for C & P Cell)	1.6.70	No. 4/29/70-RG (Ad-I) dated 24.3.70.
24.	Asstt. Compiler	11	4	—	—
			47 (for C & P Cell)	1.6.70	No. 4/29/70-RG (Ad-I) dated 24.3.70.
			10 (for C & P Cell)	2.3.71	No. DCO (E) 51/70/3642, dated 3.3.71.
			3 (for R. T. Os)	15.3.71	No. RTO24/70/3720, dated 6. 3.71.
25.	Draftsman	1	1	—	—
			2	13.4.70	No. 4/2/70-RG (Ad-I) dated 13.4.70.
			3 (for Map Section)	1.10.71	DCO(E) 51/70/12215 dated 19.11.71.
26.	Proof Reader	1	1	—	—
27.	Head Clerk	Nil	3 (For R.T.Os)	15.3.71	RTO 24/70/3723 dt. 6.3.71.
28.	Supervisors	Nil	60 (-do-)	15.3.71	-do-
29.	Compiler Checker	Nil	66 (-do-)	15.3.71	-do-
			4 (-do-)	4.8.71	RTO 24/70/10206 dt. 4.8.71
30.	Sorters	Nil	520 (-do-)	15.3.71	RTO 24/70/3723 dt. 6.3.71.
31.	Record Attendants	Nil	6 (-do-)	15.3.71	-do-
32.	Attendants	Nill	28 (-do-)	15.3.71	-do-
33.	Watchman	Nil	3 (-do-)	15.3.71	-do-
34.	Cartographer	Nil	2 (Map Section)	1.10.71	DCO (E) 51/70/12215 dated 19.11.71.
35.	Geographer	Nil	1 (-do-)	1.10.71	-do-
36.	H. P. Machine Operator	Nil	2 (-do-)	1.10.71	-do-
37.	Artist	Nil	1 (-do-)	1.10.71	-do-
PLAN—					
1.	Asstt. Director of Census Operations.	1	1	1.1.70	No. 2/3/69 (Ad-I) dt. 1.1.70
2.	Tabulation Officer	1	1 (there were 2 Tabulation Officers during 70-71)	—	—
3.	Statistical Asstt.	1	1 (there were 2 S. As during 70-71)	—	—
4.	Computor	Nil	8 (there were more computors during 70-71)	1.3.71	DCO(E) 51/70/3667 dated 4.3.71.
			4	1.5.71	No. 4/57/71-RG (Ad-I) dated 1.5.71.
5.	Asstt. Compiler	4	1 (there were more Asstt. compilers during 70-71).	1.3.71	DCO(E) 51/70/3667 dated 4.3.71.
		6	3	—	—
6.	Peon	1	1	—	—

Appendix—IX

Copy of letter no. GCN 34/70/5, *dated* 4 *September* 1970 *from Under Secretary, Govt. of Assam to all concerned regarding requisition of Government vehicles for* 1971 *Census.*

I am directed to say that for work in connection with the Census Operation like touring, imparting and supervising of training of Housenumbering and Houselisting in different rural centres of the Districts and Subdivisions, a good number of vehicles is required by the Deputy Commissioners and Subdivisional Officers. With a view to facilitate Census work, the Deputy Commissioners and Subdivisional Officers have been instructed to requisition government vehicles of other departments for the period from the 1st Sept/70 to the 31st Oct/70. I am accordingly to request that action may kindly be taken to make available to the Deputy Commissioners and Subdivisional Officers whatever government vehicles is required by them in working condition. For this purpose it may be ensured that the government vehicles in your department/office are maintained in good condition so that at the time of necessity there is no difficulty in utilising them.

Copy of letter No. GCN 34/70/14 *dated* 17*th December* 1970 *from the Under Secretary, Government of Assam to the Deputy Commissioners and Sub-Divisional officers regarding requisition of Government Vehicles of other Departments for* 1971 *Census.*

I am directed to say that it has been reported by the Director of Census Operations, Assam that a large number of vehicles will be required in connection with the census work during the period from 1.1.71 to 5.3.71. I am, therefore, to request that the Government vehicles of other Departments may be requisitioned by you as and when required by you in order to facilitate the census work. Necessary instructions are being issued to all the Departments to make available their vehicles in working condition whenever the vehicles are required by you in connection with the census work. In this connection a reference is, however, invited to this Department letter No. GEL. 2/66/182, dated 20.11.70 in which it was stated that the vehicles which are exclusively meant for National Malaria Eradication Programme and National Filaria Eradication Programme should not be requisitioned without prior consultation with this Department.

Copy of letter No. GCN 34/70/64 *dated* 12*th August*, 1971, *from the Under Secretary to the Government of Assam to the Deputy Commissioners and Sub-Divisional Officers regarding the expenditure on account of P. O. L. for* 1971 Census.

I am directed to say that all expenditure on account of P. O. L. for the use of requisitioned vehicles in connection with the 1971 Census may be borne from your respective Budget provisions, A report may please be sent to the Director of Census showing the total expenditure incurred.

Appendix—X

CIRCULAR NO. 12

Dated Shillong, the 2nd March, 1970,

Subject :—1971 Census Schedules- Indenting of

I have the honour to state that three schedules will be canvassed at the 1971 Census namely, Houselist, Establishment Schedule and Individual Slip. The Houselist and the Establishment Schedule will have to be canvassed during the Housenumbering and Houselisting operations to be conducted in September-October, 1970 while the Individual Slip will be filled up at the time of final enumeration in February, 1971. These schedules are printed in Assamese, Bengali and English languages.

As soon as the formation of Census Divisions and selection of personnel are complete your immediate task will be to assess your requirements of these forms and to send your indent accordingly. While it is your responsibility to make proper assessment of your requirement, by way of help and guidance to you, estimates of these forms have been made in this office as in the enclosed statements. The method of estimation is also spelt out in the enclosed note. You are, of course, at liberty to increase or decrease the number of forms on the basis of your local knowledge but the reason should be fully explained while sending your requirements. Requirements of all other forms, instructions, registers etc., connected with the 1971 Census operation will be calculated here and despatched to you on the basis of the total number of Blocks, Circles and Charges formed by you in your subdivision.

I would therefore request you kindly to scrutinize the enclosed estimates and give your language-wise requirement of these three schedules along with the total number of Charges, Circles and Blocks in your subdivision by the middle of March, 1970 at the latest.

Deputy Commissioner, Aijal, Subdivisional Officers of Lungleh and Saiha will kindly assess their requirement according to up-to-date figures of regrouped villages available with them as no calculation is possible in this office on the basis of 1961 Census figures owing to regrouping of villages.

Method for Estimating Form Requirement for 1971 Census

Houselist :	Houselist is a form which will contain particulars of each household, non-dwelling and vacant houses. Total estimated population for 1971 has been divided by 5 to get estimated number of Households. 1961 Census houses used as non-dwelling and lying vacant have been inflated by 25% and added to the estimated number of households to give total number of entries for houselisting. Total number of entries have been divided by 40 (there is provision for 40 entries in a Houselist Form) to get estimated number of forms required. As Houselist forms are to be prepared in duplicate, estimates thus worked out should be doubled.
2 Establishment Schedule	Calculate on the basis of 2 forms per enumerator. The figure so arrived at should be doubled as this form should also be filled up in duplicate.
Individual Slip	One Individual Slip will be filled up per person enumerated irrespective of his/her age. Hence, the total requirement should be calculated on the basis of estimated population in 1971. The population in 1971 has been estimated by adding to the 1961 population of each subdivision the average percentage increase in that district in 1951-61.
	Necessary reserve quota to cover wastage and for meeting emergency requirements will be provided by this office.

Working sheet for estimating subdivision-wise population in 1971 and requirement of Individual Slip

	1961 population	Probable percentage increase	Probable 1971 population & requirement of Individual Slips
Goalpara District –2,161,449			
1. Kokrajhar Subdivision	469,850	+40%	657,790.
2. Dhubri Subdivision	605,695	+40%	847,973
3. Goalpara Subdivision	468,347	+40%	655,686
Kamrup District- -2,866,975			
1. Barpeta Subdivision	715,562	+39%	994,631
2. Nalbari Subdivision	404,478	+39%	562,224
3. Gauhati Subdivision	942,532	+39%	1,310,120
Darrang District- 1,805,538			
1. Mangaldai Subdivision	582,624	+40%	815,674
2. Tezpur Subdivision	707,046	+40%	989,864
Lakhimpur District—2,173,740			
1. North Lakhimpur Subdivision	372,503	+39%	517,779
2. Dibrugarh Subdivision	1,191,339	+39%	1,655,961
Nowgong District—1,658,743			
1. Nowgong District	1,210,761	+37%	1,658,743
Sibsagar District—1,885,487			
1. Golaghat Subdivision	413,332	+25%	516,665
2. Jorhat. Subdiv sion	547,342.	+25%	684,177
3. Sibsagar Subdivision	547,716	+25%	684,645
Cachar District- -1,709,310			
1 Silchar Subdivision	664,351	+24%	823,795
2. Karimganj Subdivision	465,198	+24%	576,846
3. Hailakandi Subdivision	248,927	+24%	308,669
Garo Hills District -390,180			
1. Garo Hills	307,228	+27%	390,180
K. & J. Hills District—586,933			
1. Shillong Subdivision	380,005	+27%	482,606
2. Jowai Subdivision	82,147	+27%	104,327
United Mikir & N. C. Hills District—377,630			
1. Mikir Hills District	225,407	+35%	304,299
2. North Cachar Hills District	54,319	+35%	73,331

Calculation sheet for estimating requirment of Houselist forms for 1971 Census

District/ Subdivision	Estimated population in 1971	Estimated Households in 1971 (Col.2 ÷ 5)	Estimated non-dwelling & vacant houses in 1971 1961 figures +25%	Estimated total household and non-dwelling houses Col.3 + Col.4	Total Houselist forms required (Col 5 ÷ 40)
1	2	3	4	5	6
Subdivision					
1. Kokrajhar	657,790	131,558	7,484	139,042	3,476×2
2. Dhubri	847,973	169,595	9,874	179,469	4,487×2
3. Goalpara	655,686	131,137	8,526	139,663	3,492×2
4. Barpeta	994,631	198,926	10,052	208,978	5,224×2
5. Nalbari	562,224	112,445	7,671	120,116	3,003×2
6. Gauhati	1,310,120	262,024	25,947	287,971	7,199×2
7. Mangaldai	815,674	163,135	10,634	173,769	4,344×2
8. Tezpur	989,864	197,973	15,991	213,964	5,349×2
9. N. Lakhimpur	517,779	103,556	8,502	112,058	2,802×2
10. Dibrugarh	1,655,961	331,192	38,300	369,492	9,237×2
11. Golaghat	516,665	103,333	11,997	115,330	2,883×2
12. Jorhat	684,177	136,835	15,669	152,504	3,813×2
13. Sibsagar	684,645	136,929	15,952	152,881	3,822×2
14. Silchar	823,795	164,759	12,747	177,506	4,438×2
15. Karimganj	576,846	115,369	10,751	126,120	3,153×2
16. Hailakandi	308,669	61,734	5,765	67,499	1,687×2
17. Shillong	482,606	96,521	12,105	108,626	2,715×2
18. Jowai	104,327	20,865	2,129	22,994	575×2
Districts					
19. Nowgong	1,658,743	331,749	24,805	356,554	8,913×2
20. Mikir Hills	304,299	60,859	3,511	64,370	1,609×2
21. N. C. Hills	73,331	14,666	1,530	16,196	405×2
22. Garo Hills	390,180	78,036	7,476	85,512	2,128×2

Appendix- XI

Statement showing the distribution of different Schedules and Instructtion booklets

FIRST PHASE

Sl. No.		Kinds of forms		RECEIPT		ISSUE		REMARKS
				Red	Black	Red	Black	
1		2		3	4	5	6	7
1.	I(a)	Houselist	(Assamese)	18,900	2,33,600	18,890	2,33,497	
2.	(b)	"	(Bengali)	4,500	30,000	3,900	28,338	
3.	(c)	"	(English)	3,600	29,000	3,150	28,922	
4.	II(a)	Establishment Schedule	(Assamese)		1,09,900		1,03,303	
5.	(b)	"	(Bengali)		13,000		9,786	
6.	(c)	"	(English)	26,200	12,500	22,000	12,227	
7.	III(a)	Specimen Houselist	(Assamese)		50,000		47,075	
8.	(b)	"	(English)		7,000		6,952	
9.	(c)	"	(Bengali)	–	–	—	–	
10.	IV(a)	Specimen Establishment	(Assamese)		50,000		40,683	
11	(b)	"	(English)		7,000		5,610	
12.	(c)	"	(Bengali)	–		–		
13.	V(a)	Explanatory Notes	(Assamese)		21,500		20,500	
14.	(b)	"	(English)		7,000		4,460	
15.	VI(a)	Village Directory	(Assamese)		35,000		29,821	
16.	(b)	"	(English)		11,000		10,104	
17.	VII(a)	Instruction Booklet	(Assamese)		23,000		22,942	
18.	(b)	"	(English)		7,000		6,775	
19.	(c)	"	(Bengali)		4,000		3,712	
20.	(d)	"	(Khasi)		1,100		1,052	
21.	(e)	"	(Garo)		690		680	
22.	(f)	"	(Mizo)		600		560	
23.	VIII(a)	Houselist Abstract for Enumerator	(Assamese)		46,000		45,909	
24.	(b)	"	(Bengali)		7,000		6,883	
25.	(c)	"	(English)		17,000		15,735	
26.	IX	Houselist Abstract for Circle			10,500		10,399	
27.	X	" " " Charge			2,400		1,870	
28.	XI	Consolidated Houselist Abstract			800		472	
29.	XII	Census Staff Training Statement			1,600		1,551	
30.	XIII	R-1			1,800		1,779	
31.	XIV	R-2			7,000		6,126	
32.	XV	R-3			9,000		8,609	
33.	XVI	U-1			1,850		1,814	
34.	XVII	U-2			2,700		1,882	
35.	XVIII	U-3			1,500		999	
36.	XIX	Notional maps	(English)		8,000		7,454	
37.	XX	" "	(Assamese)		20,062		20,042	
38.	XXI	List of S. T/S. C.			50,000		45,389	
39.	XXII	Guidelines to Supervisors			5,300		4,861	
40.	XXIII	Brief Instruction for filling up H.L/E.S.			25,000		24,861	
41.	XXIV(a)	Appointment Letters to Enumerator	(Assamese)		24,000		21,262	
42.	(b)	" " "	(English)		9,000		6,615	
43.	XXV	Appointment Letters to Supervisors			5,000		4,768	
44.	XXVI	Appointment Letters to Charge Superintendent			900		850	
45.	XXVII	Blank white paper for drawing of Notional maps by Enumerator			1,00,000		96,830	

Instruction Booklets on Housenumbering and Houselisting

Sl. No.	Subdivision	Assamese	English	Bengali	Khasi	Garo	Mizo
1	2	3	4	5	6	7	8
1.	Kokrajhar	1,320	147				
2.	Dhubri	1,400	340				
3.	Goalpara	1,030	206				
4.	Barpeta	1,500	323				
5.	Nalbari	1,200	145				
6.	Gauhati	2,710	810				
7.	Mangaldai	1,400	262				
8.	Tezpur	2,000	420				
9.	North Lakhimpur	1,100	159				
10.	Dibrugarh	2,300	547				
11.	Golaghat	1,065	180	20			
12.	Jorhat	1,110	290				
13.	Sibsagar	1,380	230				
14.	Nowgong District	2,700	644				
15.	Diphu	505	73				
16.	Haflong	12	150				
17.	Silchar		410	1,860			
18.	Karimganj		175	920			
19.	Hailakandi		127	680			
20.	Aijal		186				390
21.	Lunglch		90				120
22.	Saiha		22				50
23.	Garo Hills District	210	400	230		680	
24.	Shillong		363	2	757		
25.	Jowai		76		295		
	Total	22,942	6775	3712	1052	680	560

HOUSELIST (For training)

Sl. No.	Subdivision	English	Assamese	Bengali
1.	Kokrajhar		850	
2.	Dhubri		1,150	
3.	Goalpara		950	
4.	Barpeta		1,250	
5.	Nalbari		1,200	
6.	Gauhati		2,000	
7.	Mangaldai		1,100	
8.	Tezpur		1,200	
9.	North Lakhimpur		700	
10.	Dibrugarh	300	2,000	
11.	Golaghat		930	
12.	Jorhat		2,000	
13.	Sibsagar		1,050	
14.	Nowgong District		2,000	
15.	Diphu		460	
16.	Haflong	100		
17.	Silchar			2,400
18.	Karimganj			800
19.	Hailakandi			700
20.	Aijal	380		
21.	Lunglch	110		
22.	Saiha	60		
23.	Garo Hills District	900		
24.	Shillong	900		
25.	Jowai	400		
	Total	3,150	18,890	3,900

Establishment Schedule for Training

Sl. No.	Subdivision	English
1.	Kokrajhar	400
2.	Dhubri	1600
3.	Goalpara	450
4.	Barpeta	670
5.	Nalbari	620
6.	Gauhati	3,100
7	Mangaldai	575
8.	Tezpur	1,660
9.	North Lakhimpur	1,350
10.	Dibrugarh	1,130
11.	Golaghat	470
12.	Jorhat	1,405
13.	Sibsagar	616
14.	Nowgong District	3,100
15.	Diphu	210
16.	Haflong	260
17.	Silchar	1,677
18.	Karimganj	380
19.	Hailakandi	335
20.	Aijal	180
21.	Lungleh	60
22.	Saiha	30
23.	Garo Hills District	300
24.	Shillong	1,342
25.	Jowai	80
	Total	22,000

Specimen Houselist

Sl. No.	Subdivision	English	Assamese
1.	Kokrajhar		2,500
2.	Dhubri		2,600
3.	Goalpara	500	2,100
4.	Barpeta		2,200
5.	Nalbari		1,800
6.	Gauhati		7,200
7.	Mangaldai		4,400
8.	Tezpur		4,076
9.	North Lakhimpur		3,000
10.	Dibrugarh		4,300
11.	Golaghat		1,700
12.	Jorhat		2,100
13.	Sibsagar		1,800
14.	Nowgong District		5,600
15.	Diphu		1,450
16.	Haflong	600	49
17.	Silchar	500	
18.	Karimganj	400	
19.	Hailakandi	500	
20.	Aijal	630	
21.	Lungleh	400	
22.	Saiha	200	
23.	Garo Hills District	1,000	200
24.	Shillong	1,972	
25.	Jowai	250	
	Total	6,952	47,075

Specimen Establishment Schedule

Sl. No.	Subdivision	English	Assamese
1.	Kokrajhar		1,500
2.	Dhubri		2,600
3.	Goalpara	500	1,100
4.	Barpeta		2,100
5.	Nalbari		1,800
6.	Gauhati		5,200
7.	Mangaldai		3,200
8.	Tezpur		3,076
9.	North Lakhimpur		3,000
10.	Dibrugarh		3,900
11.	Golaghat		2,200
12.	Jorhat		2,100
13.	Sibsagar		2,500
14.	Nowgong District		4,900
15.	Diphu		1,450
16.	Haflong	600	57
17.	Silchar	500	
18.	Karimganj	500	
19.	Hailakandi	500	
20.	Aijal	630	
21.	Lungleh	200	
22.	Shaiha	100	
23.	Garo Hills District	900	
24.	Shillong	930	
25.	Jowai	250	
	Total	5,610	40,683

Explanatory Notes

Sl. No.	Subdivision	English	Assamese
1.	Kokrajhar		900
2.	Dhubri		1,200
3.	Goalpara	100	1,300
4.	Barpeta		1,200
5.	Nalbari		1,300
6.	Gauhati	100	2,000
7.	Mangaldai		1,700
8.	Tezpur		1,800
9.	North Lakhimpur		1,200
10.	Dibrugarh		2,000
11.	Golaghat		1,000
12.	Jorhat		800
13.	Sibsagar		1,100
14.	Nowgong District	50	2,200
15.	Diphu		600
16.	Haflong	200	200
17.	Silchar	1,000	
18.	Karimganj		
19.	Hailakandi		
20.	Aijal	360	
21.	Lungleh	100	
22.	Shaiha	50	
23.	Garo Hills District	1,200	
24.	Shillong	1,000	
25.	Jowai	300	
	Total	4,460	20,500

Houselist (Black ink)

Sl. No.	Subdivision	Assamese	English	Bengali
1.	Kokrajhar	16,000	30	
2.	Dhubri	12,200		
3.	Goalpara	15,350	3,100	1,500
4.	Barpeta	14,100		
5.	Nalbari	9,200		
6.	Gauhati	39,100	600	
7.	Mangaldai	12,623		
8.	Tezpur	12,930		
9.	North Lakhimpur	6,800		200
10.	Dibrugarh	22,400	1,000	
11.	Golaghat	10,490	210	210
12.	Jorhat	20,538		
13.	Sibsagar	9,530		
14.	Nowgong District	22,100		
15.	Diphu	5,880	500	
16.	Haflong	546	2,000	
17.	Silchar			14,320
18.	Karimganj			7,020
19.	Hailakandi			3,430
20.	Aijal		2,500	
21.	Lungleh		1,300	
22.	Saiha		800	
23.	Garo Hills District	2,000	6,100	
24.	Shillong	1,710	8,052	1,658
25.	Jowai		2,730	
	Total	233,497	28,922	28,338

Establishment Schedule

Sl. No.	Subdivision	Assamese	English	Bengali
1.	Kokrajhar	5,484	10	
2.	Dhubri	5,000		
3.	Goalpara	5,242	500	100
4.	Barpeta	5,466		
5.	Nalbari	5,724		
6.	Gauhati	19,464	100	
7.	Mangaldai	5,424		
8.	Tezpur	5,876		
9.	North Lakhimpur	4,250		
10.	Dibrugarh	9,372	100	
11.	Golaghat	4,752	200	
12.	Jorhat	7,760		
13.	Sibsagar	4,074		
14.	Nowgong District	10,360		
15.	Diphu	3,864	500	
16.	Haflong	291	1,200	
17.	Silchar			3,664
18.	Karimganj			4,384
19.	Hailakandi			1,638
20.	Aijal		540	
21	Lungleh		422	
22.	Saiha		150	
23.	Garo Hills District	900	4,000	
24.	Shillong		3,965	
25.	Jowai		540	
	Total	103,303	12,227	9,786

Houselist Abstract for Enumerators

Sl. No.	Subdivision	Assamese	English	Bengali
1.	Kokrajhar	3,039	10	
2.	Dhubri	3,039		
3.	Goalpara	1,864	1,000	
4.	Barpeta	3,256	600	
5.	Nalbari	3,066	100	
6.	Gauhati	4,775	1,000	
7.	Mangaldai	2,415	200	
8.	Tezpur	3,798	200	
9.	North Lakhimpur	2,900		
10.	Dibrugarh	4,792		
11.	Golaghat	2,270	400	
12.	Jorhat	1,995	200	
13.	Sibsagar	3,183		
14.	Nowgong District	4,617	1,000	
15.	Diphu	900	6	
16.	Haflong		522	
17.	Silchar		200	3,643
18.	Karimganj			1,700
19.	Hailakandi			1,540
20.	Aijal		970	
21.	Lungleh		410	
22.	Saiha		205	
23.	Garo Hills District		2,660	
24.	Shillong		4,087	
25.	Jowai		1,965	
	Total	45,909	15,735	6,883

Village Directory

Sl. No.	Subdivision	Assamese	English
1.	Kokrajhar	1,250	
2.	Dhubri	1,300	
3.	Goalpara	1,733	
4.	Barpeta	2,000	
5.	Nalbari	1,200	
6.	Gauhati	4,500	
7.	Mangaldai	1,088	
8.	Tezpur	1,860	
9.	North Lakhimpur	1,400	
10.	Dibrugarh	1,930	
11.	Golaghat	1,820	
12.	Jorhat	1,740	
13.	Sibsagar	1,980	
14.	Nowgong District	3,400	50
15.	Diphu	1,620	300
16.	Haflong		600
17.	Silchar		1,854
18.	Karimganj		1,150
19.	Hailakandi		700
20.	Aijal		450
21.	Lungleh		150
22.	Saiha		100
23.	Garo Hills District	1,000	2,800
24.	Shillong		1,400
25.	Jowai		550
	Total	29,821	10,104

Circle Abstract

Sl. No.	Subdivision	English
1.	Kokrajhar	270
2.	Dhubri	720
3.	Goalpara	380
4.	Barpeta	663
5.	Nalbari	315
6.	Gauhati	925
7.	Mangaldai	485
8.	Tezpur	640
9.	North Lakhimpur	340
10.	Dibrugarh	949
11.	Golaghat	365
12.	Jorhat	427
13.	Sibsagar	420
14.	Nowgong District	900
15.	Diphu	150
16.	Haflong	75
17.	Silchar	575
18.	Karimganj	369
19.	Hailakandi	230
20.	Aijal	160
21.	Lungleh	125
22.	Saiha	15
23.	Garo Hills District	322
24.	Shillong	414
25.	Jowai	165
	Total	10,399

Houselist Abstract for Charge

Sl. No.	Subdivision	English
1.	Kokrajhar	32
2.	Dhubri	72
3.	Goalpara	84
4.	Barpeta	122
5.	Nalbari	40
6.	Gauhati	152
7.	Mangaldai	66
8.	Tezpur	120
9.	North Lakhimpur	40
10.	Dibrugarh	182
11.	Golaghat	77
12.	Jorhat	82
13.	Sibsagar	62
14.	Nowgong District	257
15.	Diphu	24
16.	Haflong	28
17.	Silchar	72
18.	Karimganj	48
19.	Hailakandi	36
20.	Aijal	24
21.	Lungleh	32
22.	Saiha	8
23.	Garo Hills District	110
24.	Shillong	78
25.	Jowai	22
	Total	1,870

Consolidated Housclist Abstract

Sl. No.	Subdivision	English
1.	Kokrajhar	8
2.	Dhubri	28
3.	Goalpara	18
4.	Barpeta	8
5.	Nalbari	8
6.	Gauhati	50
7.	Mangaldai	10
8.	Tezpur	20
9.	North Lakhimpur	10
10.	Dibrugarh	22
11.	Golaghat	18
12.	Jorhat	28
13.	Sibsagar	10
14.	Nowgong District	46
15.	Diphu	6
16.	Haflong	8
17.	Silchar	20
18.	Karimganj	8
19.	Hailakandi	8
20.	Aijal	34
21.	Lungleh	24
22.	Saiha	4
23.	Garo Hills District	8
24.	Shillong	38
25.	Jowai	30
	Total	472

Census Staff Training Statement

Sl. No.	Subdivision	English
1.	Kokrajhar	30
2.	Dhubri	70
3.	Goalpara	72
4.	Barpeta	100
5.	Nalbari	38
6.	Gauhati	120
7.	Mangaldai	64
8.	Tezpur	122
9.	North Lakhimpur	38
10.	Dibrugarh	180
11.	Golaghat	60
12.	Jorhat	60
13.	Sibsagar	60
14.	Nowgong District	180
15.	Diphu	22
16.	Haflong	26
17.	Silchar	70
18.	Karimganj	46
19.	Hailakandi	34
20.	Aijal	22
21.	Lungleh	20
22.	Saiha	6
23.	Garo Hills District	48
24.	Shillong	43
25.	Jowai	20
	Total	1,551

List of Scheduled Tribes and Scheduled Castes

Sl. No.	Subdivision	English
1.	Kokrajhar	2,100
2.	Dhubri	2,350
3.	Goalpara	1,524
4.	Barpeta	2,200
5.	Nalbari	2,100
6.	Gauhati	4,400
7.	Mangaldai	2,000
8.	Tezpur	2,100
9.	North Lakhimpur	1,230
10.	Dhemaji	400
11.	Dibrugarh	2,600
12.	Golaghat	1,220
13.	Jorhat	1,460
14.	Sibsagar	1,740
15.	Nowgong District	4,500
16.	Diphu	710
17.	Haflong	460
18.	Silchar	1,880
19.	Karimganj	1,360
20.	Hailakandi	1,000
21.	Aijal	1,750
22.	Lungleh	380
23.	Saiha	230
24.	Garo Hills District	1,935
25.	Shillong	1,950
26.	Jowai	310
27.	D. C. O. Meghalaya	1,500
	Total	45,389

Guidelines to Supervisors

Sl. No.	Subdivision	English
1.	Kokrajhar	175
2.	Dhubri	200
3.	Goalpara	230
4.	Barpeta	260
5.	Nalbari	130
6.	Gauhati	400
7.	Mangaldai	300
8.	Tezpur	250
9.	North Lakhimpur	140
10.	Dibrugarh	400
11.	Golaghat	175
12.	Jorhat	160
13.	Sibsagar	200
14.	Nowgong District	440
15.	Diphu	325
16.	Haflong	74
17.	Silchar	274
18.	Karimganj	140
19.	Hailakandi	110
20.	Aijal	80
21.	Lungleh	40
22.	Saiha	10
23.	Garo Hills District	144
24.	Shillong	162
25.	Jowai	42
	Total	4,861

Brief Instruction to Enumerators

Sl. No.	Subdivision	Assamese
1.	Kokrajhar	1,500
2.	Dhubri	1,500
3.	Goalpara	1,700
4.	Barpeta	2,000
5.	Nalbari	1,500
6.	Gauhati	2,400
7.	Mangaldai	1,500
8.	Tezpur	1,700
9.	North Lakhimpur	1,110
10.	Dibrugarh	2,100
11.	Golaghat	1,000
12.	Jorhat	1,400
13.	Sibsagar	1,300
14.	Nowgong District	1,195
15.	Diphu	1,500
16.	Haflong	500
17.	Silchar	200
18.	Karimganj	—
19.	Hailakandi	—
20.	Aijal	—
21.	Lungleh	—
22.	Saiha	—
23.	Garo Hills District	756
24.	Shillong	—
	Tital	24,861

White paper
(Cut-to-size for drawing block maps)

Sl. No.	Subdivision	No. of Sheets
1.	Kokrajhar	2,600
2.	Dhubri	3,650
3.	Goalpara	4,710
4.	Barpeta	5,060
5.	Nalbari	3,800
6.	Gauhati	7,500
7.	Mangaldai	3,450
8.	Tezpur	5,850
9.	North Lakhimpur	4,160
10.	Dibrugarh	6,780
11.	Golaghat	3,130
12.	Jorhat	2,430
13.	Sibsagar	3,690
14.	Nowgong District	8,030
15.	Diphu	4,280
16.	Haflong	1,600
17.	Silchar	5,000
18.	Karimganj	4,300
19.	Hailakandi	2,010
20.	Aijal	1,350
21.	Lungleh	320
22.	Saiha	200
23.	Garo Hills District	7,120
24.	Shillong	4,000
25.	Jowai	1,810
	Total	96,830

SECOND PHASE

Sl. No.		Category of Forms		Receipt		Issue		Remarks
				Red	Black	Red	Black	
1.	I(a)	Abridged Houselist	Assamese	—	1,20,000	—	1,00,300	
2.	(b)	-do-	English	—	41,000	—	40,115	
3.	II(a)	Individual Slip Pads	Assamese- 25 slip	57,900	57,790	36,928	57,785	
			- 100 "	—	1,42,346	—	140,965	
4.	(b)	-do-	Bengali- 25 Slip	9,040	8,400	7,657	8,218	
			- 100 "	—	20,751	—	20,498	
5.	(c)	-do-	English - 25 "	8,960	8,364	6,337	8,340	
			- 100 "	—	20,909	—	19,673	
6.	III(a)	Population Records	Assamese- 25 "	2,96,100	34,340	1,96,060	33,336	
			- 50 "	—	56,240	—	56,236	
7.	(b)	-do-	Bengali - 25 "	45,100	4,131	37,130	4,102	
			- 50 "	—	7,786	—	7,536	
8.	(c)	-do-	English - 25 "	44,200	5,850	17,970	5,366	
			- 50 "	—	6,314	—	6,314	
9.	IV(a)	Enumerator's Abstract	Assamese	35,000	40,000	28,990	38,870	
10.	(b)	-do-	Bengali	8,000	10,000	4,857	8,043	
11.	(c)	-do-	English	5,000	10,800	4,960	10,283	
12.	V	Circle Abstract		—	30,000	—	25,921	
13.	VI	Charge Abstract		—	5,000	—	3,858	
14.	VII(a)	Enumerator's Daily Posting Statement.	Assamese (Male)	35,000	2,30,000	29,220	220,450	
			(Female)	35,000	2,26,000	29,220	201,443	
15.	(b)	-do-	Bengali (Male)	8,000	34,100	5,158	31,145	
			(Female)	6,000	30,000	4,858	27,630	
16.	(c)	-do-	English (Male)	4,937	30,800	4,168	29,193	
			(Female)	4,998	27,000	4,168	26,827	
17.	VIII	Degree Holders & Technical Personnel Cards		—	210,000	—	201,325	
18.	IX	Plans and Programmes		—	400	—	230	
19.	X	National Classification of Occupations		—	60	—	—	
20.	XI	Illustrated Specimen of Individual slips	English	—	8,000	—	6,000	For Garo, Khasi and Mizo Instruction booklets.
21.	XII	Abridged Instruction	Assamese	—	27,000	—	25,982	
22.	XIII (a)	Instruction Booklets	Assamese	—	35,000	—	29,826	
23.	(b)	-do-	Bengali	—	7,000	—	6,716	
24.	(c)	-do-	English	—	10,000	—	7,870	
25.	(d)	-do-	Mizo	—	1,000	—	856	

Individual Slip Pads for Training

Sl. No.	Subdivision	25 slip pads Assamese	25 slip pads Bengali	25 slip pads English
1.	Kokrajhar	2,500		40
2.	Dhubri	2,800		70
3.	Goalpara	2,500		
4.	Barpeta	3,600		
5.	Nalbari	2,000		15
6.	Gauhati	2,400		
7.	Mangaldai	2,200		
8.	Tezpur	2,200		100
9.	North Lakhimpur	1,500		
10.	Dhemaji	1,800		
11.	Dibrugarh	3,000		
12.	Golaghat	600		
13.	Jorhat	3,000		
14.	Sibsagar	2,600		
15.	Nowgong District	3,000		
16.	Diphu	1,200		
17.	Haflong			825
18.	Silchar		4,000	
19.	Karimganj		2,200	
20.	Hailakandi		1,400	
21.	Aijal			1,560
22.	Lungleh			400
23.	Saiha			400
24.	Shillong	28	57	327
25.	DCO Meghalaya			2,600
	Total	36,928	7,657	6,337

Population Records (Red) for Training

Sl. No.	Subdivision	Assamese	Bengali	English
1.	Kokrajhar	9,000		
2.	Dhubri	12,000		80
3.	Goalpara	10,000		
4.	Barpeta	17,000		
5.	Nalbari	9,000		50
6.	Gauhati	23,000		
7.	Mangaldai	13,000		500
8.	Tezpur	13,000		
9.	North Lakhimpur	9,000		
10.	Dhemaji	2,000		
11.	Dibrugarh	20,000		
12.	Golaghat	7,000		
13.	Jorhat	11,000		
14.	Sibsagar	13,000		
15.	Nowgong District	22,000		
16.	Diphu	6,000		
17.	Haflong			1,150
18.	Silchar		19,000	1,150
19.	Karimganj		11,000	
20.	Hailakandi		7,000	
21.	Aijal			4,000
22.	Lungleh			500
23.	Saiha			700
24.	Shillong	60	130	840
25.	DCO Meghalaya			9,000
	Total	196,060	37,130	17,970

Enumerator's Abstract for Training

Sl. No.	Subdivision	Assamese	Bengali	English
1.	Kokrajhar	1,900		
2.	Dhubri	1,620		60
3.	Goalpara	1,500		
4.	Barpeta	2,200		
5.	Nalbari	1,450		20
6.	Gauhati	3,200		
7.	Mangaldai	1,800		
8.	Tezpur	1,800		
9.	North Lakhimpur	1,100		
10.	Dhemaji	900		
11.	Dibrugarh	2,800		
12.	Golaghat	1,100		50
13.	Jorhat	1,800		
14.	Sibsagar	1,800		
15.	Nowgong District	3,000		10
16.	Diphu	1 000		
17.	Haflong			1,250
18.	Silchar		2,400	230
19.	Karimganj		1,400	50
20.	Hailakandi		1,000	
21.	Aijal			20
22.	Lungleh			20
23.	Saiha			100
24.	Shillong	20	57	250
25.	DCO Meghalaya			2,900
	Total	28,990	4,857	4,960

Enumerators Daily Posting Statement : Male and Female
(For Training)

Sl. No.	Subdivision	Assamese		Bengali		English	
		Male	Female	Male	Female	Male	Female
1.	Kokrajhar	1,700	1,700				
2.	Dhubri	1,600	1,600			60	60
3.	Goalpara	1,500	1,500				
4.	Barpeta	2,200	2,200				
5.	Nalbari	1,500	1,500			30	30
6.	Gauhati	3,200	3,200				
7.	Mangaldai	1,800	1,800				
8.	Tezpur	1,800	1,800				
9.	North Lakhimpur	1,100	1,100				
10.	Dhemaji	1,100	1,100				
11.	Dibrugarh	2,800	2,800				
12.	Golaghat	1,100	1,100			50	50
13.	Jorhat	1,800	1,800				
14.	Sibsagar	1,800	1,800				
15.	Nowgong District	3,000	3,000			10	10
16.	Diphu	1,000	1,000				
17.	Haflong					250	250
18.	Silchar			2,700	2,400	250	250
19.	Karimganj			1,400	1,400	50	50
20.	Hailakandi			1,000	1,000		
21.	Aijal					20	20
22.	Lungleh					20	20
23.	Saiha					100	100
24.	Shillong	20	20	58	58	278	278
25.	DCO Meghalaya					2,900	2,900
26.	Conference	200	200			150	150
	Total	29,220	29,220	5,158	4,858	4,168	4,168

(1) Instruction Booklet (a) Assamese (b) Bengali (c) English (d) Mizo (2) Abridged Houselists (a) Assamese (b) English

Sl. No.	Subdivision	Instruction Booklet				Abridged Houselist	
		Assamese	Bengali	English	Mizo	Assamese	English
1.	Kokrajhar	1,400		200		5,000	
2.	Dhubri	1,750		250		6,000	
3.	Goalpara	1,600		350		4,500	
4.	Barpeta	2,350		320		16,000	
5.	Nalbari	1,300		160		5,000	
6.	Gauhati	3,600		600		8,000	
7.	Mangaldai	2,200		258		5,500	
8.	Tezpur	2,100		400		6,000	
9.	North Lakhimpur	950		150		5,800	
10.	Dhemaji	700		100		3,000	
11.	Dibrugarh	3,100		550		10,000	
12.	Golaghat	1,220		220		3,500	
13.	Jorhat	1,750		250		4,000	3,000
14.	Sibsagar	1,650		250		4,500	
15.	Nowgong District	3,604	4	604		10,500	
16.	Diphu	150		150		3,000	
17.	Haflong	30		225			2,000
18.	Silchar	10	4,000	250			6,000
19.	Karimganj		1,700	250			3,500
20.	Hailakandi		725	150			2,500
21.	Aijal			554	600		6,900
22.	Lungleh			210	150		1,000
23.	Saiha			65	100		1,250
24.	Shillong	9	37	98	6		1,965
25.	N. E. F. A.	15					
26.	Tripura			100			
27.	Tura						4,000
28.	D. C. O. Meghalaya	250	250	960			8,000
29.	Conferences	88		196			
	Total	29,826	6,716	7,870	856	100,300	40,115

Individual Slip Pads for final Enumeration

Sl. No.	Subdivision	Assamese		Bengali		English	
		25 slip Pads	100 slip Pads	25 slip Pads	100 slip Pads	25 slip Pads	100 slip Pads
	1	2	3	4	5	6	7
1.	Kokrajhar	4,300	7,300			65	200
2.	Dhubri	4,200	8,800			20	6
3.	Goalpara	2,500	7,125			60	150
4.	Barpeta	3,600	10,000			—	—
5.	Nalbari	2,300	7,700			30	—
6.	Gauhati	6,300	12,500			228	401
7.	Mangaldai	3,700	9,400			4	26
8.	Tezpur	3,700	9,950			204	260
9.	North Lakhimpur	2,850	4,000			3	3
10.	Dhemaji	1,560	3,589			—	10
11.	Dibrugarh	5,600	15,500			50	200
12.	Golaghat	2,300	5,650			200	200
13.	Jorhat	3,300	8,900			100	150
14.	Sibsagar	3,200	7,100			—	—
15.	Nowgong District	5,323	18,998			4	19
16.	Diphu	3,050	4,400			—	—
17.	Haflong					906	1,008
18.	Silchar			4,100	10,800	280	530
19.	Karimganj			2,750	6,300	25	6
20.	Hailakandi			1,331	3,228	1	7
21.	Aijal					1,400	3,065
22.	Lungleh					375	690
23.	Saiha					50	685
24.	Shillong	2	48	37	170	295	957
25.	N. E. F. A.		5			40	100
26.	DCO Meghalaya					4,000	11,000
	Total	57,785	140,965	8,218	20,498	8,340	19,673

Population Record for final Enumeration

Sl. No.	Subdivision	Assamese		Bengali		English	
		25 slip	50 slip	25 slip	50 slip	25 slip	50 slip
1.	Kokrajhar	2,200	2,800			45	115
2.	Dhubri	3,350	4,700			20	2
3.	Goalpara	1,200	2,650			50	70
4.	Barpeta	3,100	3,900			100	—
5.	Nalbari	1,700	2,550			20	—
6.	Gauhati	3,100	5,350			76	124
7.	Mangaldai	2,350	4,900			4	26
8.	Tezpur	2,000	4,000			137	170
9.	North Lakhimpur	800	1,300			2	4
10.	Dhemaji	766	1,216			—	4
11.	Dibrugarh	2,950	5,850			215	30
12.	Golaghat	1,200	2,500			—	—
13.	Jorhat	1,850	3,100			25	50
14.	Sibsagar	1,650	2,650			—	—
15.	Nowgong District	3,216	7,182			—	6
16.	Diphu	1,900	1,525			—	—
17.	Haflong					591	537
18.	Silchar			2,050	3,700	100	200
19.	Karimganj			1,372	2,500	25	3
20.	Hailakandi			664	1,131	—	6
21.	Aijal					1,400	901
22.	Lungleh					310	330
23.	Saiha					—	220
24.	Shillong	4	63	16	205	196	466
25.	N. E. F. A.					50	50
26.	DCO Meghalaya					2,000	3,000
	Total	33,336	56,236	4,102	7,536	5,366	6,314

Enumerator's Daily Posting Statement for final Enumeration

Sl. No.	Subdivision	Assamese		Bengali		English	
		Male	Female	Male	Female	Male	Female
1.	Kokrajhar	11,500	10,500			205	205
2.	Dhubri	14,000	14,000			1,030	520
3.	Goalpara	11,000	10,500			250	240
4.	Barpeta	15,600	14,600			—	—
5.	Nalbari	11,000	10,000			30	30
6.	Gauhati	18,000	17,000			1,791	1,183
7.	Mangaldai	15,000	13,800			175	130
8.	Tezpur	18,000	16,000			400	250
9.	North Lakhimpur	6,500	5,500			20	20
10.	Dhemaji	6,300	5,300			15	15
11.	Dibrugarh	22,900	20,900			500	150
12.	Golaghat	9,000	8,000			500	500
13.	Jorhat	17,000	15,000			250	200
14.	Sibsagar	10,600	10,000			—	—
15.	Nowgong District	26,000	23,800			50	50
16.	Diphu	8,000	6,500			—	—
17.	Haflong					2,100	2,100
18.	Silchar			17,000	15,000	900	700
19.	Karimganj			9,000	8,000	10	10
20.	Hailakandi			5,000	4,500	7	4
21.	Aijal					6,050	5,820
22.	Lungleh					1,200	1,100
23.	Saiha					1,280	1,265
24.	Shillong	50	43	145	130	1,430	1,335
25.	DCO Meghalaya					11,000	11,000
	Total	220,450	201,443	31,145	27,630	29,193	26,827

Enumerator's Abstract for final Enumeration

Sl. No.	Subdivision	Assamese	Bengali	English
1.	Kokrajhar	1,700		105
2.	Dhubri	3,100		20
3.	Goalpara	2,400		100
4.	Barpeta	3,100		—
5.	Nalbari	1,700		20
6.	Gauhati	3,000		200
7.	Mangaldai	2,600		33
8.	Tezpur	2,700		200
9.	North Lakhimpur	1,500		20
10.	Dhemaji	1,100		10
11.	Dibrugarh	4,200		150
12.	Golaghat	2,200		100
13.	Jorhat	2,500		100
14.	Sibsagar	2,000		—
15.	Nowgong District	3,200		50
16.	Diphu	1,850		—
17.	Haflong			1,600
18.	Silchar		3,200	300
19.	Karimganj		2,300	35
20.	Hailakandi		2,500	4
21.	Aijal			2,615
22.	Lungleh			400
23.	Saiha			620
24.	Shillong	20	43	301
25.	DCO Meghalaya			3,300
	Total	38,870	8,043	10,283

Circle Abstract, Charge Abstract, Degree Holders and Technical Personnel Cards, Plans and Programmes and Abridged Instruction for final enumeration in Assamese

Sl. No.	Subdivision	Circle Abstract	Charge Abstract	Degree holder and Technical personnel cards	Plans & Programmes	Abridged Instruction in Assamese
1.	Kokrajhar	1,070	150	5,500	10	1,300
2.	Dhubri	900	150	10,500	10	1,500
3.	Goalpara	1,200	150	6,100	10	1,400
4.	Barpeta	1,400	200	9,200	10	2,050
5.	Nalbari	600	120	7,000	10	1,200
6.	Gauhati	2,500	300	30,000	10	3,000
7.	Mangaldai	1,204	104	7,500	10	1,900
8.	Tezpur	1,200	250	9,000	10	2,000
9.	North Lakhimpur	1,007	124	2,600	10	950
10.	Dhemaji	1,002	102	2,220	10	782
11.	Dibrugarh	2,200	300	20,000	10	1,600
12.	Golaghat	900	150	6,500	10	1,200
13.	Jorhat	1,100	150	16,000	10	1,600
14.	Sibsagar	1,100	150	9,000	10	1,700
15.	Nowgong District	2,604	302	24,000	10	3,000
16.	Diphu	500	100	1,500	10	800
17.	Haflong	350	80	750	10	
18.	Silchar	1,200	200	13,500	10	
19.	Karimganj	1,100	120	5,000	10	
20.	Hailakandi	600	100	3,300	10	
21.	Aijal	710	290	1,600	10	
22.	Lungleh	320	40	1,000	10	
23.	Saiha	358	52	200	10	
24.	Shillong	96	24	7,255		
25.	D. C. O. Meghalaya	700	150	2,000		
26.	D. C's & S. D. O's Conference	—	—	100		
	Total	25,921	3,858	201,325	230	25,982

Appendix XII

List of Towns in Assam with location code numbers shown against each

GOALPARA DISTRICT—1

1.	Kokrajhar	.. ..	1/I
2.	Bijni	.. ..	1/II
3.	Sapatgram	.. ..	1/III
4.	Bilasipara	.. ..	1/IV
5.	Dhubri	.. ..	1/V
6.	Gauripur	.. ..	1/VI
7.	Mankachar	.. ..	1/VII
8.	Bongaigaon	.. ..	1/VIII
9.	New Bongaigaon Rly. Colony	.. ..	1/IX
10.	Abhayapuri	.. ..	1/X
11.	Lakhipur	.. ..	1/XI
12.	Goalpara	.. ..	1/XII

KAMRUP DISTRICT—2

13.	Barpeta Road	.. ..	2/I
14.	Sorbhog	.. ..	2/II
15.	Pathsala	.. ..	2/III
16.	Barpeta	.. ..	2/IV
17.	Sarthebari	.. ..	2/V
18.	Howli	.. ..	2/VI
19.	Tihu	.. ..	2/VII
20.	Nalbari	.. ..	2/VIII
21.	Rangia	.. ..	2/IX
22.	Sualkuchi	.. ..	2/X
23.	Niz Hajo	.. ..	2/XI
24.	Palasbari	.. ..	2/XII
25.	Kamakhya	.. ..	2/XIII
26.	Pandu	.. ..	2/XIV
27.	Amingaon	.. ..	2/XV
28.	Gauhati	.. ..	2/XVI
29.	North Gauhati	.. ..	2/XVII

DARRANG DISTRICT—3

30.	Tangla	.. ..	3/I
31.	Kharupatia	.. ..	3/II
32.	Mangaldai	.. ..	3/III
33.	Dhekiajuli	.. ..	3/IV
34.	Tezpur	.. ..	3/V
35.	Rangapara	.. ..	3/VI
36.	Biswanath Charali	.. ..	3/VII

NOWGONG DISTRICT—4

37.	Dhing	.. ..	4/I
38.	Nowgong	.. ..	4/II
39.	Hojai	.. ..	4/III
40.	Lumding	.. ..	4/IV

List of Towns in Assam with location code numbers shown against each

SIBSAGAR DISTRICT— 5

41.	Dergaon	.. ..	5/I
42.	Golaghat	.. ..	5/II
43.	Jorhat	.. ..	5/III
44.	Mariani	.. ..	5/IV
45.	Amguri	.. ..	5/V
46.	Sibsagar	.. ..	5/VI
47.	Nazira	.. ..	5/VII
48.	Sonari	.. ..	5/VIII
49.	Moranhat	.. ..	5/IX

LAKHIMPUR DISTRICT—6

50.	Bihpuria	.. ..	6/I
51.	North Lakhimpur	.. ..	6/II
52.	Dibrugarh	.. ..	6/III
53.	Chabua	.. ..	6/IV
54.	Tinsukia	.. ..	6/V
55.	Makum	.. ..	6/VI
56.	Doom Dooma	.. ..	6/VII
57.	Duliajan	. .	6/VIII
58.	Digboi	. .	6/IX
59.	Digboi Oil Town	. .	6/X
60.	Naharkatiya	.. ..	6/XI
61.	Namrup	.. ..	6/XII
62.	Margherita	.. ..	6/XIII

MIKIR HILLS DISTRICT—7

63.	Diphu	.. ..	7/I

NORTH CACHAR HILLS DISTRICT— 8

64.	Haflong	.. ..	8/I

CACHAR DISTRICT— 9

65.	Lakhipur	.. ..	9/I
66.	Silchar	.. ..	9/II
67.	Karimganj	.. ..	9/III
68.	Badarpur	.. ..	9/IV
69.	Badarpur Rly. Town	.. ..	9/V
70.	Ramkrishnanagar	.. ..	9/VI
71.	Hailakandi	.. ..	9/VII
72.	Lala	.. ..	9/VIII

MIZO DISTRICT— 10

73.	Aijal	.. ..	10/I
74.	Lungleh	.. ..	10/II

Appendix—XIII

List of Standard Urban Areas in Assam, 1971.

Gauhati Standard Urban Area

Urban Components

(a) Gauhati (M)
(i) Ramchahill grant outgrowth
(ii) Bamunimaidan ,,
(iii) Noonmati ,,
(iv) Refinery Colony ,,
(v) New Gauhati Railway colony outgrowth
(vi) Japorigog (Part) Outgrowth
(vii) Dispur ,,
(viii) Ulubari ,,
(ix) Maligaon N. C. ,,
(b) Pandu Town
(i) Garpandu Kamarpara outgrowth
(ii) Sadilapur outgrowth
(iii) Maligaon outgrowth
(iv) Gauhati university outgrowth (Uttar, Maz & Pachim Jhalukbari)
(c) North Gauhati (T.C.)
(d) Kamakhya (T.C.)
(e) Amingaon Town

Rural Components

(1) Sunsali grant
(2) Clearance grant
(3) Fatasil N. C.
(4) Dhalbama
(5) Betkuchi gaon
(6) Jutikuchi
(7) Fatasil gaon
(8) Barsapara gaon
(9) Greenwood grant
(10) Odalbakra grant
(11) Odalbakra gaon
(12) Dakhin gaon
(13) Sawkuchi
(14) Saru Sajai gaon
(15) Bar Sajai gaon
(16) Hatigaon
(17) Jatia gaon
(18) Kahilipara
(19) Kahilipara N.C.
(20) Nottbama
(21) Bhogargaon grant
(22) Dispur N. C.
(23) Japorigog (part)
(24) Hengrabari II
(25) Hengrabari I
(26) Narakasur N. C.
(27) Saru Motoria
(28) Bar Motoria
(29) Khanapara gaon
(30) Khanapara N. C
(31) Maidan gaon
(32) Durandha
(33) Bagharbari gaon
(34) Satgaon
(35) Birkuchi gaon
(36) Birkuchi N. C.
(37) Modghoria N. C.
(38) Modghoria No. I
(39) Noonmati grant
(40) Bonda gaon
(41) Bonda N. C.
(42) Bonda Grant I
(43) Bonda Grant II
(44) Kharghuli gaon
(45) Basistha grant
(46) Modghoria No. 2
(47) Rukmini gaon
(48) Kalitakuchi.
(49) Kalitakuchi N. C.
(50) Rajabari grant
(51) Kharghuli N. C.
(52) Sila grant
(53) Namalijalah
(54) Pachim Boragaon
(55) Pub Boragaon
(56) Gotanagar
(57) Durga Sorobar
(58) Pub Boragaon N. C.
(59) Pachim Boragaon N. C.
(60) Tetelia N. C.
(61) Tetelia gaon
(62) Durga Sorobar N. C.
(63) Gotanagar N. C.
(64) Jansimalu. N. C.
(65) Bharalumukh
(66) Dehan Garigaon
(67) Kachari Garigaon
(68) Azara
(69) Garal
(70) Dharapur
(71) Upar Mirzapur
(72) Mikirpara Chakardo
(73) Pamahi
(74) Borjhar
(75) Kahikuchi
(76) Jugipara
(77) Rudreswar
(78) Gauripur
(79) Abhoypur
(80) Silamohekhati
(81) Sarmajuli Pam

Tezpur Standard Urban Area

Urban Component

(a) Tezpur (M)

Rural Components

(1) Kalibari Chuk
(2) Balichapari
(3) Borika Chuburi
(4) Bamun Chuburi
(5) Maj gaon
(6) Saikia Chuburi Dekar Gaon
(7) Deuri gaon
(8) Dekar gaon
(9) Da-Parbatia
(10) Parbatia
(11) Da-Ali
(12) Kataki Chuburi
(13) Bebejia
(14) Sopora Chuburi
(15) Da-gaon Pukhuria
(16) Harigaon
(17) Puthikhat
(18) Deka Chuburi Kundarbari
(19) Gatanga (Kahotol)
(20) Dihingia gaon

Nowgong Standard Urban Area

Urban Component

(a) Nowgong (M)

Rural Components

(1) Marangial
(2) Kumar gaon
(3) Senchowa
(4) Fakali Pathar
(5) Khutikatia
(6) Borbheti
(7) Rangagora Huj
(8) Major Ali
(9) Chota Haibar gaon
(10) Bengana Ati
(11) Mori Kalong
(12) Kachalukhowa
(13) Dimaruguri
(14) Nartam gaon

Jorhat Standard Urban Area

Urban Components

(a) Jorhat (M)
(i) Atilagaon outgrowth
(ii) Kamalabaria outgrowth
(iii) Senchoa gaon outgrowth
(iv) Chekonidhara outgrowth
(v) Sarbaibondha outgrowth
(vi) Kamalabaria N. C. outgrowth
(vii) Bahotia outgrowth
(viii) Sonarigaon outgrowth
(ix) Barbheta Chapari outgrowth
(x) Sowdang outgrowth
(xi) Kumar Kaibartta outgrowth
(xii) Toklai Chah Bagicha outgrowth
(xiii) Cinnamara grant outgrowth
(xiv) Gohain Tekela Gaon outgrowth
(xv) Chengaligaon outgrowth
(xvi) Duliagaon outgrowth
(xvii) Nakari Bamungaon outgrowth

Rural Components

(1) Parbatia Gaon
(2) Bhatamora Gaon
(3) Rajatia
(4) Bamungaon No. 1
(5) Bamungaon No. 2
(6) Kalakhowa
(7) Ailamukhia
(8) Dulia gaon
(9) Dulia pam
(10) Katani gaon
(11) Bhakat chowni
(12) Baghmaria gaon
(13) Chowdang gaon No. 2
(14) Rangihabit
(15) Chutiakari gaon
(16) Nowsalia gaon
(17) Hazari gaon
(18) Bamchuk
(19) Pakimuri gaon

Dibrugarh Standard Urban Area

Urban Component

(a) Dibrugarh (M)

Rural Components

(1) Barsaikia
(2) Ethelwood T. E.
(3) Borbari T. E. (Pt. I & II)
(4) Bongal gaon
(5) Chaulkhowa N. C.
(6) Khalihamari
(7) Niz Kadamani
(8) Tekela Chiring
(9) Rajabheta T. E.
(10) Japara gaon
(11) Mohpualimora Gaon
(12) Kamar Gaon
(13) Barpathar Konwar gaon
(14) Beheating T. E.
(15) Niz Mankata gaon
(16) Boiragimoth (Part)
(17) Dhekeri gaon
(18) Gharbani Chuk
(19) Hatimuria gaon
(20) Chotabakpara T. E.
(21) Chiring gaon
(22) Mankata T. E.
(23) Tepor Gaon

(24) Japara gaon
(25) Niz Khanikar
(26) Kuchia Khunda
(27) Dainijan Gaon

Tinsukia Standard Urban Area

Urban Component

(a) Tinsukia (M)

Rural Components

(1) Tingraihabi gaon
(2) Narsing gaon
(3) Hijuguri gaon
(4) Pakharijan gaon
(5) Dhekiaguri Bangali gaon
(6) Lohari Kachari gaon
(7) Bhimpara gaon
(8) Patiapathar (No. 1 & 2)
(9) Lohari Nepali
(10) Bajaltali gaon (Part 1 & 2)
(11) Nakharai Bengali
(12) Nakharai gaon
(13) Lazerihola
(14) Jariguri gaon
(15) Gelapukhuri Gaon
(16) Kakara Ali gaon
(17) Hengaluguri
(18) Kachujan gaon
(19) Kachujan T. E.
(20) Ahukhat
(21) Sukanpukhuri gaon
(22) Dihingia gaon
(23) Bahbari gaon
(24) Okanimaria Bongaligaon
(25) Okanimaria Kachari gaon
(26) Kaptan chuk
(27) Dhekiaguri gaon
(28) Kadamani gaon
(29) Changmai gaon
(30) Kukurakhowa gaon
(31) Dimaruguri gaon

Silchar Standard Urban Area

Urban Component

(a) Silchar (M)

Rural Components

(1) Tarapur Part I
(2) Tarapur Part II
(3) Tarapur Part III
(4) Tarapur Part IV
(5) Tarapur Part VI
(6) Tarapur Part VII
(7) Tarapur Part VIII
(8) Tupkhana Part I
(9) Tupkhana Part II
(10) Ambikapur Part VI
(11) Ambikapur Part VII
(12) Ambikapur Part VIII
(13) Ambikapur Part IX
(14) Ambikapur Part X
(15) Ambikapur Part XI
(16) Kanakpur Part I
(17) Kanakpur Part II
(18) Rongpur Part III
(19) Rongpur Part IV
(20) Uttar Krishnapur Part I
(21) Uttar Krishnapur Part II
(22) Uttar Krishnapur Part III
(23) Uttar Krishnapur Part IV
(24) Bhorakhai grant
(25) Sabajpur
(26) Berenga Part II
(27) Berenga Part III

Appendix—XIV

Location Codes for Districts and Police Stations in Assam

GOALPARA DISTRICT—1

Kokrajhar Subdivision

1.	Gossaingaon	Police Station	....	1/1
2.	Kokrajhar	" "	....	1/2
3.	Sidli	" "	....	1/3
4.	Bijni	" "	....	1/4

Dhubri Subdivision

5.	Golokganj	Police Station	....	1/5
6.	Bilasipara	" "	....	1/6
7.	Dhubri	" "	....	1/7
8.	South Salmara	" "	....	1/8
9.	Mankachar	" "	....	1/9

Goalpara Subdivision

10.	Abhayapuri	Police Station	....	1/10
11.	Lakhipur	" "	....	1/11
12.	Goalpara	" "	....	1/12
13.	Dudhnai	" "	....	1/13

KAMRUP DISTRICT—2

Barpeta Subdivision

14.	Sorbhog	Police Station	....	2/1
15.	Patacharkuchi	" "	....	2/2
16.	Barpeta	" "	....	2/3
17.	Baghbor	" "	....	2/4
18.	Tarabari	" "	....	2/5

Nalbari Subdivision

19.	Barama	Police Station	....	2/6
20.	Tamulpur	" "	....	2/7
21.	Nalbari	" "	....	2/8

Gauhati Subdivision

22.	Rangia	Police Station	....	2/9
23.	Hajo	" "	....	2/10
24.	Kamalpur	" "	....	2/11
25.	Boko	" "	....	2/12
26.	Chhaygaon	" "	....	2/13
27.	Palasbari	" "	....	2/14
28.	Jhalukbari	" "	....	2/15
29.	Gauhati	" "	....	2/16

DARRANG DISTRICT—3

Mangaldai Subdivision

30.	Paneri	Police Station	....	3/1
31.	Udalguri	" "	....	3/2
32.	Majbat	" "	....	3/3
33.	Kalaigaon	" "	....	3/4
34.	Dalgaon	" "	....	3/5
35.	Mangaldai	" "	....	3/6

Tezpur Subdivision

36.	Dhekiajuli	Police Station	....	3/7
37.	Tezpur	" "	....	3/8
38.	Rangapara	" "	....	3/9
39.	Chutia	" "	....	3/10
40.	Behali	" "	....	3/11
41.	Gohpur	" "	....	3/12

NOWGONG DISTRICT—4

42.	Laharighat	Police	Station	....	4/1
43.	Dhing	"	"	....	4/2
44.	Rupahihat	"	"	....	4/3
45.	Kaliabor	"	"	....	4/4
46.	Marigaon	"	"	....	4/5
47.	Mikirbheta	"	"	....	4/6
48.	Raha	"	"	....	4/7
49.	Nowgong	"	"	....	4/8
50.	Samaguri	"	"	....	4/9
51.	Kampur	"	"	....	4/10
52.	Jamunamukh	"	"	....	4/11
53.	Murajhar	"	"	....	4/12
54.	Hojai	"	"	....	4/13
55.	Lanka	"	"	....	4/14
56.	Lumding	"	"	....	4/15

SIBSAGAR DISTRICT—5

Golaghat Subdivision

57.	Bokakhat	Police	Station	....	5/1
58.	Dergaon	"	"	....	5/2
59.	Golaghat	"	"	....	5/3
60.	Sarupathar	"	"	....	5/4

Jorhat Subdivision

61.	Majuli	Police	Station	....	5/5
62.	Jorhat	"	"	....	5/6
63.	Teok	"	"	....	5/7
64.	Mariani	"	"	....	5/8
65.	Titabor	"	"	....	5/9

Sibsagar Subdivision

66.	Amguri	Police	Station	....	5/10
67.	Sibsagar	"	"	....	5/11
68.	Nazira	"	"	....	5/12
69.	Sonari	"	"	....	5/13
70.	Moranhat	"	"	....	5/14

LAKHIMPUR DISTRICT—6

North Lakhimpur Subdivision

71.	Bihpuria	Police	Station	....	6/1
72.	North Lakhimpur	"	"	....	6/2

Dhemaji Subdivision

73.	Dhakuakhana	Police	Station	....	6/3
74.	Dhemaji	"	"	....	6/4
75.	(a) Sadiya (Jonai Area)	"	"	....	6/5

Dibrugarh Subdivision

75.	(b) Sadiya (Excluding Jonai Area)	Police	Station	....	6/5
76.	Dibrugarh	"	"	....	6/6
77.	Chabua	"	"	....	6/7
78.	Tinsukia	"	"	....	6/8
79.	Doom Dooma	"	"	....	6/9
80.	Moran	"	"	....	6/10
81.	Bardubi	"	"	....	6/11
82.	Digboi	"	"	....	6/12
83.	Jaipur	"	"	....	6/13
84.	Margherita	"	"	....	6/14

MIKIR HILLS DISTRICT—7

85.	Baithalangso	Police	Station	....	7/1
86.	Howraghat	"	"	....	7/2
87.	Bokajan	"	"	....	7/3
88.	Diphu	"	"	....	7/4

NORTH CACHAR HILLS DISTRICT—8

89.	Haflong	Police Station	....	8/1
90.	Maibong	" "	....	8/2

CACHAR DISTRICT—9

Silchar Subdivision

91.	Katigora	Police Station	....	9/1
92.	Borkhola	" "	....	9/2
93.	Udarbond	" "	....	9/3
94.	Lakhipur	" "	....	9/4
95.	Silchar	" "	....	9/5
96.	Sonai	" "	....	9/6

Karimganj Subdivision

97.	Karimganj	Police Station	....	9/7
98.	Badarpur	" "	....	9/8
99.	Patharkandi	" "	....	9/9
100.	Ratabari	" "	....	9/10

Hailakandi Subdivision

101.	Hailakandi	Police Station	....	9/11
102.	Katlichara	" "	....	9/12

MIZO DISTRICT—10

Aijal Subdivision

103.	Kolasib	Police Station	....	10/1
104.	Aijal	" "	....	10/2
105.	Champhai	" "	....	10/3

Lungleh Subdivision

106.	Lungleh	Police Station	....	10/4
107.	Demagiri	" "	....	10/5

Pawi-Lakher Subdivision

108.	Saiha	Police Station	....	10/6

Appendix—XV

CIRCULAR NO. 3

Subject :— **Agency for enumeration in 1971 Census**

I have the honour to state that in the Census of 1971, each Enumerator will have to enumerate about 600 persons or 120 households in the urban areas and about 750 persons or 150 households in the rural areas. Each Enumerator's Block will have to be a compact area with no possibility of overlapping. While there may be some variations in the size of the blocks, nevertheless, each Block should more or less conform to either of the above sizes. About five Blocks will form a Circle which will be under a Circle Supervisor. About 5 to 6 Circle Supervisors will be under the charge of a Charge officer.

2. Enumerators will have to be selected mainly from among the school teachers. L.D. Assistants, Gaon Panchayat Secretaries, Revenue staff and other employees of Government or Local Bodies may supplement the school teachers, should sufficient number of school teachers be not available in any area. In Forest, Railway, Oil, Tea Estates, Cantonment areas, etc. census officers will have to be selected from officials of those respective Departments as far as possible.

3. Circle Supervisors may be selected from among the supervisory staff like Sub-Inspectors of Schools, Extension Officers of the Community Development Blocks, Cooperative Inspectors and so on. Charge Officers may be selected from among the gazetted officers like Deputy Inspectors of Schools, Block Development Officers, Subdeputy Collectors, Subdivisional Officers P. W. D. and so on.

4. I would now request you to find out the required number of personnel from all available ssource and send me a list of them category-wise with their official designations and names of the Departments. The requirement for your area may be calculated on the basis of 1961 Census population plus 35% increase.

CIRCULAR NO. 7

Subject :— **1971 Census—Formation of Census Divisions**

I have the honour to state that with the completion of General Village Registers and Thana Maps we are now to concentrate our immediate attention on the second step viz., Formation of Census Divisions. The targetted date for completion of this item of work together with assigning of location code numbers to villages and selection of Charge Superintendents, Supervisors and Enumerators for Housenumbering and Houselisting operations is 31st October, 1969.

2. The most essential prerequisite of Census work is the graduated breaking up of the district into convenient units to distribute the work and build up a pyramid of jurisdiction and responsibility from below. Such units are called Census Divisions and when properly organised and well made, they ensure the complete coverage of the Census. Census Divisions for Housenumbering and Houselisting should be made on the basis of the General Village Registers and Thana Maps the preparation of which you must have already completed.

3. The coverage of the Census should relate to precisely defined territories in order to ensure that the smallest household is accounted for and that no person is left out of count or no person is counted twice. It therefore follows that Census Divisions should correspond closely to the well established administrative divisions from the district downwards, namely, the district, the subdivision, the thana or town and the village or ward of a town. These established divisions can be followed more strictly in the Plains of Assam and the population figures will also be published according to these well-established units. The conditions in the Hills are different from those obtaining in plains and the Census divisions may have to be slightly altered from area to area. For example the age-old 'Mauzas' which have definite boundaries can conveniently be accepted as units of Census Divisions in the Garo Hills if the new thana bounda-

ries do not disturb the 'Mauza' boundaries. In Mizo Hills the Deputy Commissioner and Subdivisional Officers may consider some other units in view of the new reorganisation of villages according to convenience. In the United Khasi & Jaintia Hills such compact areas like 'Himas' of the Siems, Lyngdohs, Sirdars, etc., or the 'Doloiships' of the Jowai Subdivision may be considered as convenient units. Deputy Commissioners and Subdivisional Officers of the hill areas may examine the suitability of accepting these units as Census Divisions which were accepted in the past Censuses.

4. There are some special areas like Tea Gardens, Forest Villages, Railway Colonies, Oil Towns, Cantonments, Military Areas, Defence Establishments, Border Security Force camps etc., which have to be treated as separate entities and figures collected separately within the Thana. Such areas may be treated as charges, circles or blocks depending on their sizes and population.

5. The Census Divisions to be formed within the established administrative units discussed above will be of three categories viz, the Charges, Circles and Blocks which will form the jurisdictions of the Charge Superintendents, the Supervisors and the Enumerators respectively. As has been explained in my letter No. SCO.615/69/692-716 dated 24/6/69, to begin from the base of the pyramidal structure, the Enumerator's Block is an area consisting of about 150 households or about 750 persons in the rural areas and an area of about 120 households or 600 persons in the urban areas. About 5 Enumerator's Blocks will constitute a Circle under a Supervisor and about 8 to 10 Circles will constitute a Charge under a Charge Superintendent. Each Enumerator's Block will more or less correspond to a village but if a village is too big, it may conveniently be divided into two or more Blocks under different Enumerators, great care being taken that no areas or houses overlap. On the contrary, if the villages are too small and are contiguous to each other, each such village should be treated as separate Block and two or more such Blocks may be put under one Enumerator depending on their sizes. No village should lose its identity as census figures will be published village-wise. It, therefore, follows that where two or more Blocks are put under one Enumerator the papers for each Block should be kept separately by the Enumerator.

6. In towns there are wards, but the sizes of the wards vary from town to town. Nevertheless, each ward should be divided into convenient Blocks. My own staff are currently doing the demarcation of Block boundaries and preparation of Block maps for all the towns in Assam and I hope I will be able to supply you the Block maps at the time of Housenumbering and Houselisting.

7. You must have already completed location of all the towns and villages in the Thana Maps supplied to you. Two copies of these thana Maps may now be utilised for demarcating the Charges and Circles by using coloured pencil within the broad principle enunciated above, the Deputy Commissioners and Subdivisional Officers will use their own discretion in the formation of Charges and Circles.

It would be advisable to consult the officers whom you are going to appoint as Charge Superintendents while demarcating the Charges and Circles in the maps. All such demarcated Charges and Circles should be numbered serially in the map. Each Charge Superintendent after his appointment will be required to make a sketch map of his Charge in four copies indicating therein the Circles for his Supervisors. After their appointment the Supervisors will also make neat sketch maps of their Circles showing all the Blocks.

8. For special areas as stated in para 2 the Charge Superintendents, Supervisors and Enumerators should be appointed from among personnel of the administration of these special areas. Copies of the letters issued by the Ministries of Defence and Railways are enclosed for your information and reference.

CIRCULAR NO. 9

Subject : **Location Code**

I have the honour to state that with the completion of General Village Registers, maps and formation of Census Divisions it is now necessary to assign location code numbers to all the administrative units down to the smallest unit of Enumerator's block.

The location code is a device to identify any particular village or town or enumerator's block by means of a combination of numbers and thus save space and time in writing out the details of the location in the enumeration slips and other forms. For this purpose a distinguishing number is assigned to each district, thana, village, town, ward and Enumerator's block of the entire State. By a combination of the code numbers allotted to each one of these units it would be possible to have a complete location code.

The location code will consist of **four elements separated by oblique stroke.** The **first element** would represent the **district number, the second,** the **thana number** in case of rural areas and **town number in urban areas, the third, village number** in rural areas and **ward number in urban areas** and the **fourth** will be **enumerator's block number** given inside brackets. The code numbers of all the units will be in Arabic numerals except in case of towns which will have Roman code numbers to distinguish them from the rural areas. Thus a code number "2/3/54(62)" would mean enumerator's block No. 62 of village No. 54. of thana No. 3 of district No. 2. The code number "6/III/5(24)" would signify enumerator's block No. 24, Ward No. 5 in town No. III of district No. 6.

The code numbers for districts, thanas and towns have been allotted by me as shown in the enclosed statements. The code numbers for the villages will be the same as their serial numbers in the General Village Registers. As regards code numbers for the enumerator's block in rural areas you must have already formed these blocks in persuance of this office circular letter No. GVR. 2/128/2165-90 dated 23.9.69. You are now requested to serialise them in one sequence for each thana. These serial numbers of the enumerator's blocks will constitute the fourth element of the location code (in brackets). Regarding code numbers for wards and blocks in urban areas our staff are preparing the ward and block maps of all the towns and we will send you these maps along with a list of code numbers for each ward and block as soon as possible.

CIRCULAR NO. 10

Subject :— **1971 Census—Formation of Census Divisions**

Kindly refer to my letter No. GVR. 2/128/2165-90, dated 23rd September 1969 on the above subject wherein I explained in details as to what are the Census Divisions, why we should have them and how to form them. Most of you, I hope, have already completed the demarcation of Charges, Circles and Blocks in thana maps and provisionally selected required personnel for these units. However, I give below a few important points which will be useful in connection with finalisation of the census divisions—

(i) One Village one block—

The prescribed workload of an enumerator in rural areas is about 150 households or 750 persons. But in practice it is not possible to form blocks strictly according to this standard. For purpose of housenumbering and houselisting to be held in September-October, 1970, each village (except big villages) should be formed into one block irrespective of its size and population. Even if the villages are too small, each such village should be made a separate block and two or more such blocks should be placed under charge of one enumerator depending on the size and location of such villages.

(ii) Break up big villages—

In case of large villages, a village should be divided into two or more blocks depending upon its population so that each block holds more or less 150 households or 750 persons.

(iii) Separate records for each village—

No village should lose its identity as census figures will be published village-wise. It, therefore, follows that part of one village cannot be joined with part or whole of another village. When several small villages are put under one enumerator it should be ensured that records of each village are maintained separately.

(iv) Number the blocks—

You have already numbered the villages in each thana in your general village register. After formation of the enumerator's blocks, you should serially number all the blocks of each thana in one sequence. We need a number for each block for the purpose of location code. Location code, as I have explained in another circular, is the method of identifying each block, village, town, ward, etc. by means of a combination of numbers to obviate the need for writing the full names of each village, block, town, thana, etc. in the thousands of schedules.

(v) Block formation in urban areas—

For urban areas, my own staff have done demarcation of block boundaries and maps, the copies of which will be supplied to you before Housenumbering and Houselisting.

(vi) **Circle—**

About 5 Enumerators' Blocks will constitute a Circle under a Supervisor but the number of Blocks in a Circle may vary from 5 to 7 or even more if the Blocks are too small.

(vii) **Charges—**

About 8 to 10 circles will constitute a Charge under a Charge Superintendent.

(viii) **Tea Gardens, Forest Villages, Railway Colonies, Military areas, etc.**

Special areas like Tea Gardens, Forest Villages, Railway Colonies, Oil Colonies, Cantonments, Military Areas, Defence Establishments, Border Security Camps, etc. should be treated as separate entities. Such areas may be treated as Charges, Circles or Blocks depending on their sizes and population.

(ix) **Military Areas—**

. For Military Areas (both operational and non-operational) the Military Census Officer in your Subdivision will look after the enumeration work. Kindly note that there will be no housenumbering and houselisting in Military (operational and non-operational) areas. I shall send you the name and address of the Military Census Officer in your jurisdiction on receipt of these particulars from the Command Headquarters. One important preliminary measure to be taken regarding military areas is to get the area that will be covered by Military Census Officer properly demarcated in consultation with him to avoid any omission or overlapping.

(x) **How to Demarcate in Maps—**

Two copies of the thana maps with all the villages located therein should be used for demarcating the Charges and Circles by using coloured pencil within the broad principles enunciated above. The Deputy Commissioners and Subdivisional Officers, however, may deviate from these principles in special circumstances.

(xi) **Provisional Selection and Appointment of Census Personnel—**

Having done the formation of Census Divisions kindly select the personnel for Charge Superintendents, Supervisors and Enumerators and issue them provisional appointment letters.

(xii) **Maps and Registers to be prepared by Charge Superintendents—**

Each Charge Superintendent will be required to prepare in a convenient size a sketch map of his Charge in four copies indicating therein the Blocks, Villages and Circles. He will also be required to prepare a register containing a list of all the villages, Enumerator's Blocks and names and addresses of the Enumerators in his Charge.

(xiii) **Maps and Registers to be prepared by Circle Supervisors—**

The Supervisors will also make neat sketch maps in four copies of their Circles showing all the villages and blocks. They will also prepare and maintain a register of villages and Enumerator's Blocks with names and addresses of the Enumerators for their Circles.

(xiv) **Maps to be prepared by Enumerators—**

The Enumerator will prepare sketch map of his Block according to the advice of his Supervisor and Charge Superintendent.

CIRCULAR NO. 14

A NOTE ON HOUSENUMBERING AND HOUSELISTING OPERATIONS

Introduction

Enumeration at the residence of the individual has been universally recognised as the best procedure to ensure accuracy in a population census. The numbering of Houses within each Enumerator's Block and the preparation of a list of houses so numbered is therefore very essential in order to ensure that the smallest household is accounted for and that no person is omitted from the count and no person is counted twice. Thus the Housenumbering and Houselisting is an essential preliminary step to the population census.

Important steps in the operation

(i) **General Village Registers and Thana Maps** :—The first step towards the essential preliminaries of the Census Operations is the preparation of an accurate and exhaustive list of all villages, forest villages, tea gardens, railway areas, oil colonies and towns in each thana and locating and numbering them in the respective thana maps.

(ii) **Census Divisions** :—The next important step is the graduated breaking up of the thana into convenient units to distribute the work and build up a pyramid of jurisdiction and responsibility from below. Such units are called Census Divisions and they are of three categories, *viz*, Charge, Circle and Block.

Appointment of Charge Superintendents, Supervisors and Enumerators and their duties

As soon as the formation of Census Divisions is completed, required number of different categories of officials are appointed. The duties of a Charge Superintendent include (i) assisting the Deputy Commissioner and Subdivisional Officer in the formation of Circles, Blocks and in the selection of Supervisors and Enumerators, (ii) preparation of sketch map of his Charge in four copies showing all the Circles and Blocks, (iii) preparation and maintenance of registers, (iv) intensive training of the Supervisors and Enumerators and checking and supervising their work in the field, (v) distribution of Census Schedules to the Supervisors and Enumerators and maintenance of account thereof, (vi) collection of filled in schedules and other connected papers after proper verification, (vii) preparation of consolidated abstracts for his Charge and (viii) proper arrangement and return of all the records to Deputy Commissioner and Subdivisional Officer in scheduled time.

A Supervisor's duties include (i) assisting his Charge Superintendent in the formation of blocks and selection of Enumerators, (ii) preparation of sketch map of his Circle in four copies showing all the blocks, (iii) preparation and maintenance of registers, (iv) training the Enumerators and checking and supervising their work in the field, (v) collection of filled in schedules and other connected papers from the Enumerators after proper verification, (vi) preparation of abstracts for his Circle and (vii) proper arrangement and return of all the records to his Charge Superintendent.

An Enumerator's duties for purpose of Housenumbering and Houselisting are to (i) get himself acquainted with his jurisdiction immediately after the appointment order is received, (ii) to prepare a sketch map of his block in four copies showing the location of the houses and number them in the map under the guidance and instruction of his Supervisor and Charge Superintendent, (iii) paint the number allotted to houses in the map on the door of the respective houses, (iv) list the houses so numbered and fill up the required particulars in the Houselist, (v) fill up Establishment Schedules for establishment as defined in the instruction booklet, (vi) prepare fair copy of all the Houselists and Establishment Schedules filled up for his block and (vii) prepare Abstract in duplicate and handover all the records properly arranged to his Supervisor on the stipulated date.

For final enumeration the duties of an Enumerator include (i) knowing the relevant house numbers of the houses which he is required to visit for enumeration with the help of the extracts of Houselist of the area to be supplied by his Supervisor, (ii) numbering any new house that might have come up within his block by allotting a sub-number to the adjoining housenumber, (iii) getting the boundaries of his block clearly demarcated to avoid any omission or overlapping, (iv) filling up of Individual Slip for every person in a household irrespective of his/her age and complete the enumeration in his block between 10th February and 28th February 1971, (v) compiling Population Record for all the households in the block from the Individual Slip, (vi) to regularly post the relevant information in Enumerator's Daily Posting Statements for males and females separately everyday after the day's work, (vii) to enumerate the Houseless and floating population on the night of 28th February, 1971, (viii) to re-visit all the households in his block from 1st to 3rd March, 1971 to enumerate any fresh arrival who have not already been enumerated elsewhere and fresh births that might have taken place after his previous visit and cancel the schedules relating to person, if any, who might have died since his last visit, (ix) to prepare Enumerator's Abstract and handover all the records to his Supervisor on 4th March, 1971 positively.

Indenting of Census Schedules

Three schedules will be canvassed at the 1971 Census namely, Houselist, Establishment Schedule and Individual Slip. The Houselist and the Establishment Schedule will be filled up at the time of Housenumbering and Houselisting operation to be carried out in September-October, 1970 while the Individual Slip will be canvassed during the final enumeration in February, 1971. All Deputy Commissioners and Subdivisional Officers will assess their requirement of these forms on the basis of the Census Divisions formed in their respective Subdivisions and send the indents to the Director of Census Operations. The Director of Census Operations after careful examination of the indents will despatch these forms together with other connected forms of registers, summary, abstracts and instruction booklets.

The Houselist :— It contains 17 columns with the following headings (1) Line No., (2) Building No, (3) Census House No, (4) Material of wall, (5) Material of roof, (6) Purpose for which Census House is used, (7) Is it used wholly or partly as an establishment ? (8) Household No., (9) Name of the head of the household, (10) If Scheduled Caste or Scheduled Tribe, (11) No. of living rooms in the occupation of household, (12) Does the household live in owned or rented house ? (13) Males, (14) Females, (15) Total, (16) Does the household cultivate land ? (17) Remarks.

The Establishment Schedule will be filled up for the following heading :—(1) Serial No., (2) Census House No., (3) I any manufacturing, processing or servicing done ? (4) If used as shop or business house, (5) If used as any other establishment, (6) Name of establishment or of the proprietor, (7) Whether (a) Government, (b) Private or (c) Cooperative establishment,(8) Description of the products, processing or servicing done, (9) Average number of persons working daily last week, (10) Type of fuel or power used.

The Individual Slip :— The following questions will be asked of every person through Individual Slip : 1. Name, 2. Relationship to head, 3. Sex, 4. Age, 5. Marital Status, 6. For currently married women only— (a) Age at marriage (b) Any child born in the last one year, 7. Place of birth, 8. Place of last residence, 9. Duration of residence at the village or town of enumeration, 10. Religion, 11. Scheduled Caste or Scheduled Tribe, 12. Literacy, 13. Educational level, 14. Mother tongue, 15. Other languages, 16. Main Activity, 17. Secondary Work.

While all the above three schedules will be canvassed a **Population Record** will be compiled for each household from the Individual Slips by transferring certain items of information of all the individual members of each household. It has the following column headings—

1. Serial No., 2. Name, 3. Relationship to Head, 4. Male, 5. Female, 6. Age, 7. Marital Status, 8. Literacy, 9. Description of main activity.

Definitions

Certain terms are used again and again in the course of the operations and they have acquired a meaning peculiar to Census. The definitions of some of the terms are furnished below :—

1. **Building** :— A building is generally a single structure but some times made up of more than one component units which are used or likely to be used as dwellings (residences) or establishments such as shops, workshops, factories, etc. or as godowns, stores, cattle sheds, etc. or in combination with any of these such as shop-cum-residence or workshop-cum-residence, etc.

2. **Census House**:— A Census House is a building or part of a building having a separate main entrance from the road or common courtyard or staircase, etc., used or recognised as a separate unit. It may be inhabited or vacant. It may be used for a residential or non-residential purpose or both.

3. **Household** :— A Household is a group of persons who commonly live together and would take their meals from a common kitchen unless the exigencies of work prevent any of them from doing so. There may be one-member household, two-member household or multi-member household. For Census purposes each one of these types is regarded as a Household. Again, there may be a Household of persons related by blood or household of unrelated persons, the latter are Boarding Houses, Hostels, Orphanages, Rescue Houses, Ashrams, etc. These are called Institutional Households.

4. **Establishment**:— An 'Establishment' is a place where goods are produced or manufactured not solely for domestic consumption or where servicing and/or repairing is done such as factory, workshop or household industry or servicing and/or repairing workshop or a place where retail or wholesale business is carried or an office, public or private or a place of entertainment or where educational, religious, social or entertainment services are rendered. It is necessary that in all these places one or more person should be actually working. Thus an establishment will cover manufacturing, trade and other establishments where people work.

It is possible that some kind of production or processing is undertaken in the house by the members of the household for **purely domestic consumption.** For example, hand pounding of rice, preparation of spices like haldi (turmeric), chillies, etc., or say knitting of woollen garments, embroidery work, loin loom, weaving and so on, meant for household use only and not for sale. In such cases, the house should not be treated as an eastablishment.

5. **Household Industry**:— A Household Industry is defined as an industry conducted by the Head of the household himself/herself and/or mainly by the members of the household at home or within the village in rural areas and only within the premises of the house in urban areas. The industry should not be run on the scale of a registered factory.

Training of all categories of Census Officers

The success of the Census depends wholly on the proper training given to the Census Officers of all categories. Training should be intensive and should include practical exercise through training schedules. In every training class there should be a practical demonstration of Housenumbering and Houselisting. The trainees will be required to fill up some training schedules as part of their training. Normally the Deputy Commissioners, Additional Deputy Commissioners

and Subdivisional Officers will train the Charge Superintendents and the latter will train the Supervisors and Enumerators. As many training classes as possible should be arranged for the Enumerators who will actually fill up the Census Schedules. The Director of Census Operations and his Officers in the Directorate will try to visit as many places as possible according to the demands of the Deputy Commissioners and Subdivisional Officers to help them in the conduct of the training of Charge Superintendents, Supervisors and Enumerators as well as to resolve any local difficulties that may arise.

CIRCULAR NO. 20

Subject :— **Training of Census Personnel**

One of the most important items of Census operations is the intensive training of the census personnel at the various levels from the District staff down to the actual Enumerator. Much of the success of the census depends on the quality of training imparted to these personnel. It is absolutely essential that every individual forming this great organization should thoroughly understand the various census concepts and should be capable of filling up the various schedules correctly. The District and Subdivisional Census Officers, the Charge Superintendents, the Circle Supervisors and other Census Officers should have thorough knowledge of the instructions and also see that Enumerators of their respective charges and circles receive intensive training.

2. The responsibility of training of all categories of Census personnel at the district and subdivisional level rests with the Deputy Commissioners and Subdivisional Officers. Their responsibility however, will not cease after imparting training to the Charge Superintendents only. In fact their main object should be to ensure that the Enumerators who will conduct the actual work in the field receive best possible instruction. While the Charge Superintendents will be directly responsible for arranging necessary training classes for Circle Supervisors and Enumerators in their respective Charges, the Deputy Commissioners and Subdivisional Officers will have to exercise effective watch and supervision to ensure that at no stage the quality of training suffers.

3. Census instruction classes have already been held in all the Districts and Subdivisional Headquarters except Mizo Hills. A training conference was also organised at Shillong where the Census officers of the districts and subdivisions had theoretical as well as practical training on housenumbering and houselisting. The instruction booklets and the various forms and schedules have already been supplied.

4. The district and subdivisional officers are now expected to arrange intensive training of the Charge Superintendents, Circle Supervisors and Enumerators. They should first hold a training class of the Charge Superintendents in which besides imparting intentive theoretical and practical training on housenumbering and houselisting a training programme of the Supervisors and Enumerators should be drawn up for every charge in consultation with the respective Charge Superintendents specifying the dates and places for the instruction classes to be held. A copy of this programme may kindly be furnished to this office.

5. At these instruction classes, it will be convenient to first dwell on the purpose of Housenumbering and Houselisting, the duties of the Supervisors and Enumerators in the field, the preparation of notional map and various census concepts and definitions like Census building, Census House, Household, Establishment, household industry, etc. The concept of building may be explained with the help of the idea of a compound. It may also be noted that Census housenumber and census household number will normally be the same in the conditions prevailing in Assam. Thereafter training in filling up of houselist, establishment schedule and other forms may be taken up with the help of blank forms and a black-board. Finally using some of the forms that have already been sent to each District and Subdivision, field training should be given and the trainees required to fill in the schedules in respect of a few households and establishments. After field training, discussion classes should be held to discuss the mistakes committed or difficulties or doubts experienced while filling the practice schedules.

6. The Charge Superintendents should hold at least six training classes for the Circle Supervisors and the Enumerators before September 1970. The instruction classes should be held at a number of convenient places throughout the Subdivision, which are easily accessible to the Enumerators and it should be seen that no enumerator need travel more than 5 miles from his usual residence or place of working.

7. The Deputy Commissioners, Additional Deputy Commissioners, Subdivisional Officers and other officers assisting in Census work at district and Subdivisional Headquarters should address as many instruction classes as possible. It will be good to associate the Inspector or Deputy Inspector of Schools with the training classes and make them address the Enumerators as it will have a salutary effect on the enumerators who are mostly primary school teachers.

8. The District and Subdivisional Census Officers and the Charge Superintendents should maintain attendance registers for each training class. Any indifference on the part of the Charge Superintendents, Circle Supervisors and Enumerators should be severely dealt with. Action may be taken against the defaulting officials under the provisions of Census Act. Departmental proceedings may also be initiated against them as Census is considered part of their normal work.

9. All Enumerators should be asked at the first training class to visit his block and draw the notional map and bring it to the next training class. The Charge Superintendents will please scrutinise these maps, suggest improvement and if necessary ask the Enumerators to redraw them. The Circle Supervisor should be asked in the meantime to check these maps and the location of the houses, etc. therein by actually visiting each block. It is expected that in the third training class all the enumerators will bring with them the final notional maps of their blocks which should be prepared with ink in three copies in a double foolscap paper.

10. The Village Directory which the Enumerator will have to fill up may also be completed by the Enumerator before the actual operation of Houselisting starts. The Assamese forms of the Directory are being sent to you.

CIRCULAR NO. 23

Subject :- **Redelineation of Enumerator's Blocks for final enumeration**

The Houselisting operation which is scheduled to conclude on October 31,1970 is primarily meant to provide a rough count of the population so that for the final enumeration in Feb-March 1971, enumerators' jurisdiction can be more precisely demarcated according to workload norms, the requisite number of enumerators appointed, and the requirement of different census schedules and forms correctly estimated.

2. Experience shows that during the specified period of enumeration and revisional round namely, 10th February to 3rd March, 1971 an enumerator can conveniently and efficiently enumerate about 150 households or about 750 persons in rural areas and about 120 households or 600 persons in urban areas. It is therefore, necessary that enumerators' jurisdictions for final enumeration be formed on the basis of these norms.

3. Blocks have already been constituted and duly numbered for housenumbering and houselisting operation. What needs to be done now is merely to effect changes in these houselisting blocks wherever the population as revealed fron houselisting justifies such modification. The procedure of redelineating the blocks for enumeration is detailed below.

4. The Charge Superintendent will note down the total population of each Houselisting Block in the appropriate columns of the village and block registers for Charge from the records retained by him (as per Circular No. 22). He will then consider the cases of all those Houselisting Blocks where the population exceeds about 750 in rural areas or 600 in urban areas and split each such block into two or more enumeration blocks as may be necessary to ensure that each block has a population more or less according to the prescribed norms. It must be emphasized that the norms of 750 or 600 are only indicative and strict adherence to these figures is neither possible nor necessary. If a Houselisting Block has about 800 to 850 persons in rural areas or about 650 to 700 people in urban areas it may be retained as a block for enumeration also. The splitting up of the Houselisting Blocks should be carefully made so that as far as possible, the workload is as near the norms mentioned above without resulting in an excessive number of blocks of small population. However, a workload beyond 850 in rural areas and 700 in urban areas should in no case be allowed.

5. All the other blocks formed for houselisting need not be disturbed and they should continue as blocks for enumeration also. Two or more small blocks may be placed under one enumerator depending on their population and operational convenience as has been done for Houselisting Operation.

6. It will be evident that there will be more Enumeration Blocks than Houselisting Blocks as a result of redelineation. It is considered desirable to continue, as far as possible, the Houselist block numbers for the Enumeration blocks also in the interest of avoiding confusion and for certain other advantages. The following instructions may, therefore, be followed in the formation and numbering of the Enumeration Blocks.

(i) The existing numbers of Houselisting Blocks will not be changed.

(ii) If a Houselisting Block has to be split up into two or more Enumeration Blocks the latter will be given the original Houselisting Block numbers with suffixes (1), (2), (3), etc. (Please see the examples in Appendix I of this Circular).

(iii) When a Houselisting Block is split into two or more Enumeration Blocks, care should be taken to ensure that the demarcation of such blocks is definite. In other words, the Enumeration Blocks should be formed in such a way that their limits can be conveniently and definitely identified on the field.

(iv) Enumeration Block must not cut across the boundaries of wards or localities of a town. Similarly, no Block should include portions of two villages. **Again portions of two Houselisting Blocks must not form an Enumeration Block.** In case of a big Houselisting Block having a population of say about 1900, two Enumeration Blocks may be carved out with a prescribed workload of about 800 each and the third block may be constituted with the remaining 300 persons. In no circumstances should this population, although small, be clubbed with another Houselisting Block.

(v) The principle of **one village one block** barring the big villages, which has been followed while forming the Houselisting blocks, should continue to be strictly observed in redemarcating the enumeration blocks also. All the inhabited areas should be covered irrespective of whether they are revenue villages, non-cadastral villages, forest villages both recognised and unrecognised, tea gardens, encroached areas, railway colonies or towns.

(vi) The enumerators should, as far as possible, be allotted the same block(s) or parts thereof in which they carried out housenumbering and houselisting so that the advantage of their initial familiarity with their jurisdictions is not lost. It, therefore, follows that newly-carved enumeration blocks should be placed under the jurisdiction of new enumerators.

7. The Charge Superintendents with the help of his supervisors should take up the work of redemarcation of Enumeration Blocks immediately after they submit the filled-in schedules of Houselisting operation to the Deputy Commissioner/Subdivisional Officer and complete the work within a week and report to the Deputy Commissioner/Subdivisional officer. This will be followed by the preparation of Abridged Houselist for Enumeration Blocks, instructions for which are detailed in a separate circular.

CIRCULAR NO. 27

Subject : **1971 Census—Final Enumeration**

I have the honour to state that with the completion of the first phase of the Census Operation, i.e. Housenumbering and Houselisting we are now to concentrate our attention on the final and more important and difficult phase of the actual population count.

2. The enumeration will be held uniformly all over the Country between 10th February 1971 and 28th February 1971, followed by a revisional round from 1st March to 3rd March, 1971. The census is expected to provide a picture of the population of the Country as it exists at sunrise of 1st March, 1971 which is the reference date for the 1971 Census. It is obviously not possible to ascertain the particulars of every individual throughout the length and breadth of the Country at this fixed point of time. Therefore, the Enumerator will actually commence his work of enumeration on 10th February, 1971 and end it on 28th February, 1971. But in order to bring the picture up-to-date as at sunrise of 1st March, 1971, the Enumerator will have to quickly go round his jurisdiction again on a revisit from 1st to 3rd March, 1971 and take account of any fresh birth, arrival of visitors and also occurrence of death prior to the sunrise of 1st March, 1971. A Post Enumeration Check, to test the coverage and quality of the Census, will be held in April, 1971 in certain limited areas.

3. Unlike the Houselisting Operation, the enumeration is **strictly time-bound operation.** The work has to be commenced and completed within the dates mentioned and NO deviation under any circumstances can be allowed. It need hardly be emphasized that this involves a very heavy organisational effort and the remaining days before us are of crucial importance.

4. Important steps in the final enumeration are explained below :—

(a) Redelineation of Enumerator's Blocks for final enumeration. I have already explained in details as to why should we do it and how to do it in circular No. 23.

(b) Preparation of Abridged Houselist of each Enumeration Block for final enumeration (Circular No. 24).

(c) **Indenting of Census Schedules :** The Census Schedule which will be required to be canvassed is called the **Individual Slip,** a copy of which is given in appendix-I. One slip will have to be filled for each individual in each household, irrespective of age and sex.

Population Record :

Soon after the completion of enumeration of all the persons in the household, the Enumerator is expected to transfer certain items of information of all the individual members of each household to the Population Record. Population Record form is reproduced at Appendix-II.

Enumerator's Daily Posting Statement (M & F) :

The Enumerators will have to carefully post the information on certain items of each Individual Slip daily at the end of the day's work in the prescribed posting forms. A specimen copy of each of the forms is given in Appendix-III & IV.

Enumerator's Abstract (Form T) :

After striking the grand totals in Enumerator's Daily Posting Statement the Enumerator will have to fill in another form called Enumerator's Abstract given at Appendix-V.

Degree-holder and Technical Personnel Card :

The Enumerator need not fill it ; he will simply handover a card whenever he comes across graduates or post graduates as also those with a technical diploma or degree and request the person concerned to fill it. The cards, after they are filled up will have to be collected back by the Enumerator. A specimen copy of the card will be sent to you later.

Circle Abstract :

The Circle Supervisor will prepare an Abstract of his circle on the basis of Enumerator's Abstracts of all the Blocks in his Circle in the form given at Appendix VI, and submit to his Charge Superintendent along with all other records.

Charge Abstract :

The Charge Superintendent on receipt of records from all the Supervisors in his Charge, will prepare a consolidated abstract for his Charge in the form given in Appendix-VII and submit all the records to his respective DC/SDO.

Consolidated Abstract for District/Subdivision :

The Deputy Commissioner/Subdivisional Officer on receipt of records from all the Charge Superintendents in his jurisdiction will prepare a Consolidated Abstract for the Dist./Subdivn. in the form given in Appendix-VIII and send it to the Director of Census Operations, Assam, Shillong along with all other records.

(d) **Appointment of Additional Enumerators :**

As soon as the formation of Enumeration Blocks is completed required number of additional Enumerators should be selected and appointed. In case no printed forms of appointment letter are available then cyclostyled copies may be used.

(e) **Training of all Categories of Census Officers :**

As you know, the success of the Census depends wholly on the proper training given to the Census Officers of all categories. Training should be intensive and should include practical exercise through training schedules. The schedules printed in red ink will be supplied exclusively for training purpose. As many training classes as possible should be arranged with a minimum of six for the Enumerators who will actually canvass the Census Schedules. A training is being arranged at Shillong for the Census Officers of the Districts and Subdivisions, the dates for which will be intimated in due course.

CIRCULAR NO. 34

Dated Shillong, the 1st January, 1971

Subject :- TRAINING OF CENSUS PERSONNEL—INSTRUCTIONS FOR FINAL ENUMERATION :

I have the honour to state that the importance, responsibility and the number of trainings to be imparted to different categories of Census personnel have been explained in our Circular No. 30. The following points may please be explained at the training classes.

2. An Enumerator will have to be supplied with the following for the purpose of enumeration :-

(i) Abridged Houselist of the Block(s),

(ii) Notional map of the Block(s),

(iii) A copy of the Instruction booklet for filling up the Individual Slip in local language (i. e. Assamese, Bengali, Mizo) or in English, if necessary,

(iv) A list of Scheduled Castes and Scheduled Tribes of Assam,

(v) Required number of Individual Slip pads,

(vi) Required number of Population Record pads,

(vii) Required number of Enumerator's Daily Posting Statements for Males and Females,

(viii) A form of Enumerator's Abstract, and

(ix) Required number of Degree Holders and Technical Personnel Cards.

3. **Abridged Houselist :**

The Enumerators will up-date the Abridged Houselist by including the building/houses which might have sprung up after Houselisting or which might have escaped the attention of Enumerator during Houselisting. Similarly he will cancel the line for a building/houses which might have been demolished after Houselisting. He will also make necessary corrections if any of the characteristics in Cols. 3,4 and 5 have changed. **Such changes need not be incorporated in the original Houselist.** The Enumerator will start enumeration from first house in the Abridged Houselist serially and tick off the houses that he will cover each day.

4. **Notional Map :**

The Enumerator will up-date the map or will prepare a new map wherever necessary.

5. **Individual Slip Pad :**

The Charge Superintendent will ensure that all the pads are serially numbered and location code upto thana/ town written in the cover page before issue. The Enumerator will number all the slips in a pad serially before starting enumeration. There will be separate serial for each pad. The pad number as given in the cover page must be repeated in each slip in the space provided for.

6. On the pad cover there are three columns for entiting the total number of slips in the pad, slips used and slips cancelled. Total number of slips in the pad will be the number given to the last slip in the pad. There may be cases where a slip has not been numbered due to oversight and is noticed only during enumeration. **Such slips should not be given sub-numbers AND USED BUT THEY SHOULD BE CANCELLED. No Correction should be made in the column for "Total number of slips in the pad" on the pad cover.** Number of slips used will be the number of slips found to have been actually used. **Number of slips cancelled will include** (i) Slips of persons dead after the date of enumeration but before the sunrise of 20th February, 1971 noticed during revisional round and cancelled, (ii) slips which have been numbered and not used due to oversight or spoilt and cancelled (iii) slips which are not originally numbered and consequently cancelled, and (iv) those numbered but not required to be used.

7. The supervisors should ensure that complete Location Code and Enumerator's Block No. are written at the time of distribution of pad to the Enumerators.

8. **Population Record Pad :**

The Enumerator will number all the pads serially for his block and all the slips in each pad. This will facilitate cross reference. For example, in case all the lines of a population Record Form have been filled for recording particulars of Household No. 28 and the next page has been used for Household No. 29, further entries relating to births or visitors, etc. in Household No. 28 will have to be made on a blank form at the end taking care to indicate on the top, the pad No. and page No. from which it is continued and also taking care to enter the correct Household No.

9. **Population Record Form should be written up for single member household, houseless or institutional household also.** Household number for houseless household will be 'O' and the number for household in Non-operational Military Areas will be 'X'. The letter 'I' should be written with the Household No. in case of Institutional Household.

10. **Enumerator's Daily Posting Statement :**

The final serial number in Col. 1 of the E. D. P. S. should be entered only after the entries relating to cancelled slips due to deaths have been scored out and after details of the houseless, new births etc. have been entered which are noticed during the revisional round.

11. **Enumerator's Abstract :**

The page totals of different columns of the E. D. P. S. for Males and Females are to be added in a separate sheet and the grand total for Males and Females of the block are to be transferred to this form. Particulars regarding houseless households and persons and Institutional Households population may be obtained from the Population Records.

12. **Reference Date and Period of Enumeration :**

The revised Reference Date for the population Census of 1971 is the sunrise of **20th February, 1971.** The enumeration will commence **on 1st February, 1971** and conclude on **19th February, 1971.**

13. **Enumeration of Houseless Population :**

All the Houseless population should be enumerated on the **night of 19th February, 1971.**

14. **Persons to be Enumerated :**

All persons will be enumerated at their normal place of residences. No body should be enumerated at his place of work. If a person work all day in his master's house, has his food there but goes home to sleep, he should be enumerated in his home only and not in his master's house.

15. The Enumerator need not necessarily meet every person in a household for enumeration. The head of the household or any knowledgeable member of the household should be able to give necessary particulars regarding all the members of the household. In case of any doubt regarding the total number of members in a household the Enumerator may like to count the members physically. In case of Institutional Households such as hostels, hotels etc. however the Enumerator will have to meet each and every member.

16. The visitor who is not definite about his stay at the place of enumeration should be covered during revisional round only and not during the period from 1st February to 19th February, 1971.

17. The members of a circus troupe or opera party residing in tents at the place where the circus or drama is held will be treated as visiting households and enumerated there provided they have been away from their places of normal residence for the entire enumeration period and have not been enumerated elsewhere.

18. If some people are living in the fields for agricultural activity and have been away from their places of normal residence for the entire period of enumeration, they will have to be treated as visiting households and enumerated in the fields in which they are now residing. Such persons may be living in huts or other temporary shelters. Such structures should be given census house numbers. Such persons may not be treated as houseless.

19. **The Enumerator and his family will be enumerated** in the block in which they live. If however, **the Enumerator** live in the block covered by him, he will naturally enumerate himself and his family.

20. **The Enumerator must visit every census house irrespective of its use** because he has to check whether any person resides there. He has also to make necessary corrections in the Abridged Houselist if the use of any census house has changed after houselisting.

21. **If a house is locked** the Enumerator will go on to the next house and enumerate persons there. He must not leave blank slips for that household in between. He will cover the left household during his next visit.

22. **If a household is missed through mistake** in his first round the Enumerator can cover it later, **before 19th February, 1971** or during the revisional round.

Appendix—XVI

Charges, Circles and Enumerators' Blocks in different districts and subdivisions—Final Enumeration

Sl. No.	District and Subdivision	No. of Charges	No. of Circles	No. of Enumerators' Blocks
1	2	3	4	5
1.	Kokrajhar	19	178	1,257
2.	Dhubri	28	167	1,496
3.	Goalpara	25	192	1,162
4.	Barpeta	37	236	1,799
5.	Nalbari	10	115	1,053
6.	Gauhati	47	438	2,443
7.	Mangaldai	25	217	1,485
8.	Tezpur	39	200	1,897
9.	North Lakhimpur	13	107	664
10.	Dhemaji	10	79	599
11.	Dibrugarh	46	314	2,520
12.	Golaghat	24	156	998
13.	Jorhat	26	174	1,286
14.	Sibsagar	25	185	1,377
15.	Nowgong District	59	451	2,926
16.	Mikir Hills District	11	83	676
17.	North Cachar Hills District	15	44	152
18.	Silchar	39	180	1,758
19.	Karimganj	17	176	947
20.	Hailakandi	13	98	610
21.	Aijal	10	73	418
22.	Lungleh	6	29	98
23.	Saiha	2	10	86
24.	Shillong	8	37	185
	TOTAL	554	3,939	27,892

Appendix—XVII

NO. DCO. 705/70
Government of India
Ministry of Home Affairs

OFFICE OF THE DIRECTOR OF CENSUS OPERATIONS : ASSAM & MEGHALAYA

1971 CENSUS CIRCULAR NO. 22

Dated Shillong, the August, 1970.

To

All Deputy Commissioners &
Subdivisional Officers

Subject :— Arranging, packing and despatching of the filled-in houselists, establishment schedules, notional maps, etc.

Sir,

I have the honour to explain below the procedure for arranging, packing and despatching of the filled-in schedules as soon as the houselisting operation is over.

Action for Enumerators

2. On conclusion of the operation the Enumerator will have with him the following records duly filled-in for the block(s) entrusted to him :

(i) Notional Maps	..	4 copies
(ii) Houselists	..	2 copies
(iii) Establishment Schedules	..	2 copies
(iv) Houselist Abstracts	..	2 copies
(v) Village Directory	..	1 copy

The Enumerator must be instructed not to fold these. They should be kept flat.

The Enumerator will first stitch all the pages of each copy of the houselist and establishment schedule separately. He will then make two sets of all the above records relating to his block. **If he has more than one block under him the records of each block must be kept separately.**

The two sets should be arranged in the following order :—

Set No. I			
(i) Notional Map	..	2 copies	
(ii) Houselist	..	1 copy	For being sent to
(iii) Establishment Schedule	..	2 copies	the Director of
(iv) Houselist Abstract	..	1 copy (fair copy)	Census Operations, Assam, Shillong.
(v) Village Directory	..	1 copy	
Set No. II :			
(i) Notional Map	..	2 copies	For being preserved
(ii) Houselist	..	1 copy	in the Charge
(iii) Houselist Abstract	..	1 copy	Superintendent's office for the present.

Each set must have a label stiched on top in the proforma given at Annexure I. This label should be written on a small piece of white paper by the Enumerator himself. After stitching the label each set should be rolled into a packet. **At no stage should the sheets be allowed to be folded.**

After arranging and packing of the sheets as explained above, the Enumerator will submit the packages to his Supervisor immediately after the houselisting in his block is over. The Supervisor who will naturally know when the Enumerators of his circle are likely to complete their work must collect all these records from each Enumerator immediataly after work in each block is complete.

Action for Supervisors

(i) Check carefully the contents of each package and if the contents are in order should issue a receipt to the Enumerator. If the contents are not in order the Supervisor should make the Enumerator furnish or fill up the wanting documents before issuing the receipt.

(ii) Thereafter he must carefully check every entry in both the copies of the houselist, establishment schedule, houselist abstract and notional maps. If the Supervisor finds any entry wanting or incomplete he should immediately ask the Enumerator to furnish the correct entry. In particular the Supervisor should exercise check to ensure that the following points are complied with.

(a) Each set must have a label as described above, indicating the contents correctly.

(b) Every page of the houselists and Establishment schedules must bear the names and location code Nos. of the district, thana, town, ward, village and Enumerator's block.

(c) The separate sheets of houselists and establishment schedules are used for each separate block.

(d) Separate houselist abstracts are prepared for each block.

(e) Houselist and Establishment schedules are duly signed by the Enumerators.

The Supervisor should then—

(iii) prepare the houselist abstracts for his circle in the form already supplied to him in duplicate.

(iv) He should then arrange all No. I sets and No. II sets of various blocks into two separate bundles.

(v) In each bundle he should put one copy of houselist abstract for his circle.

(vi) There after, he should pack each bundle flat with the help of cardboards placing one card-board on top and another below the bundle. The bundle should be securely tied.

(vii) On top of the card-board a label should be attached in the form given at Annexure II.

(viii) He should hand over these bundles to his Charge Superintendent by 4.11.70.

(ix) He will also prepare village/block register for his circle in duplicate one copy of which should be retained by him and the other copy to be submitted to his Charge Superintendent.

Action for Charge Superintendents

The Charge Superintendnts should collect all the records from the Supervisors by 4.11.70. After ensuring that the records have been received from every Enumerator in his charge he will take action as follows :—

(a) He will prepare a houselist abstract for his charge in duplicate.

(b) He will fill up the Village/Block Register for his charge and also Circle Register for his charge both of which should be retained by him.

(c) He will then arrange the No. I sets of each block in the serial order of the Enumerator's block Nos. and pack them flat placing the papers between card-board covers and tying them securely. On top of the card-board cover of each bundle should be placed a label of plain paper in the form given at Annexure III.

(d) As regards the No. II sets of blocks containing one copy of houselist, one copy of houselist abstract for Enumerators, one copy of houselist abstract for Circle and 2 copies of notional maps, he will likewise arrange them in the serial order of the Enumerator's block numbers and pack them properly with the help of card-board covers. A suitable label should be put on each bundle. These sets will be retained by the Charge Superintendents for the present for the purpose of redelineation of Enumerator's blocks wherever necessary and preparation of abridged houselist for final enumeration. (After enumeration is complete these houselists, abstracts and notional maps will be sent by the Charge Superintendents to the Deputy Commissioners and Subdivisional Officers for onward transmission to the Director of Census Operations, Assam, Shillong).

(e) Finally the Charge Superintendents will hand over the bundles containing No. I sets to the Deputy Commissioners and Subdivisional Officers concerned.

Action for Deputy Commissioners/Subdivisional Officers

The Deputy Commissioners and Subdivisional Officers will ensure that the records submitted by the Charge Superintendents are complete and packed according to instructions. They will carefully check whether the No. I set of every block within the district/subdivision has been received. Stitching of the sets need not be opened. Merely checking the number of sets received should be enough. Thereafter the consolidated houselist abstract for subdivision and other regis-

ters should be prepared at the offices of the Deputy Commissioners and Subdivisional Officers. The bundles received from the different Charge Superintendents should then be securely wrapped in gunny cloth and sent to the Director of Census Operations at Shillong through the Census U. D. Clerk by 9.11.70 at the latest. Due care should be taken to pack these bundles properly to avoid any damage. On these gunny bundles should be painted the following :—

Deputy Commissioner/Subdivisional Officer.....

Bundle No.....

The Bundle No. may be indicated as say 3/6 meaning that the serial No. of the bundle is 3 out of a total of 6 bundles for the district/subdivision.

Deputy Commissioners and Subdivisional Officers should separately forward a copy of the consolidated houselist abstract for his district/subdivision to the Director of Census Operations.

The required No. of card-boards will be made available to the Charge Superintendents and Supervisors from the Deputy Commissioners and Subdivisional Officers.

The Charge Superintendents should be furnished with a copy of this Circular so that they may instruct the Enumerators and Supervisors properly on the subject.

Yours faithfully,

Sd/- A. K. Saikia

Director of Census Operations &
Ex-Officio Secretary (Special) to the Govt.
of Assam, Appointment Deptt., Shillong.

ANNEXURE I

1971 CENSUS—HOUSELISTING

Label to be affixed by **ENUMERATOR** on his block records

SET No.....(write I or II)

District.....Thana.....

Village/Town.....Ward.....

Enumerator's Block No.....

Items	No. of sheets
1. Notional maps.....	
2. Houselist.....	
3. Establishment Schedules	
4. Houselist Abstract	
5. Village Directory	

Place.....

Date.....

Signature, Name and Address of Enumerator.

ANNEXURE II

1971 CENSUS—HOUSELISTING

Label to be affixed by **SUPERVISOR** on his records

SET NO.....(Write I or II)

District .....Thana.....

Town.....

Total number of Enumerators' Blocks .....

Code numbers of all the enumerators' blocks.....

Block No.	Name of Village	No. of sheets of				
		Notional maps	Houselist	Establishment Schedule	Houselist Abstract	Village Directory
1	2	3	4	5	6	7

Place.....

Date.....

Signature, Name & Address of the Supervisor.

ANNEXURE III

1971 CENSUS—HOUSELISTING

Label to be attached by **CHARGE SUPERINTENDENT** on his records

SET NO.....(Write I or II)

District.....Thana.....

Town.....

Total number of Circles.....

Total number of Enumerators' Blocks.....

Code numbers of Enumerators' Blocks.....

Block No.	Name of village	No. of Sheets of				
		Notional maps	Houselist	Establishment Schedule	Houselist Abstract	Village Directory
1	2	3	4	5	6	7

Place.....

Date.....

Signature, Name &

Designation of Charge Superinendent

No. DCO. HH. 8/69/11959-2759
Government of India
Ministry of Home Affairs

OFFICE OF THE DIRECTOR OF CENSUS OPERATIONS FOR ASSAM & MEGHALAYA

1971 CENSUS CIRCULAR NO. 22-A

Shillong the 15th Sept. 1970.

To

All Deputy Commissioners and Subdivisional Officers.

Sub :— Arranging, packing and despatching of filled-in houselists, Establishment Schedules, National Maps, etc.

Sir,

In continuation of our Circular No. 22 on the above subject I have the honour to give the following points by way of clarification.

Action for Enumerators :

It has been pointed out by some of the district officers that they have arranged to prepare the village directories through supervisors and not enumerators. In such cases, obviously, the enumerator need not pack a copy of the village directory in the set No. I as referred to at the bottom of the first page of circular No. 22

Action for Supervisors :

In those areas where supervisors are preparing the village directories, they should pack one copy of the village directory in the bundle containing No. I sets.

In case of big villages which have been split into two or more blocks, the village map will have to be prepared by the supervisors. Needless to say that such maps will simply show important topographical features of the village and the boundaries of the blocks. The supervisor should therefore be instructed to place one copy of such village maps, if any, in each of the two bundles containing No. I and No. II sets.

Regarding packing of the bundles, it has already been intimated to you that supervisors need not use cardboards for packing. They should roll up each of the two bundles into a packet taking care that the records are not folded and the packets should be properly tied.

Action for Charge Superintendents :

In circular No. 22, it was stated that the Charge Supprintendents will prepare the houselist abstract for their charges in duplicate. It may now be noted that they should submit both the copies of these charge abstract to the Deputy Commissioners or Subdivisional Officers in separate cover as expeditiously as possible. As regards packing, it has not been possible to supply cardboard to the Charge Superintendents. They will please arrange to secure the required no. of cardboard on their own. If necessary, they may incur expenditure from their departmental contingency funds. It is needless to point out that the expenditure to be incurred by each Charge Superintendent on this account will be negligible. He will need at most 4 pieces of card boards for packing the two bundles. If he so desires, he may use cardboard only for the bundle containing No. I sets, in which case only 2 pieces of card boards will be enough. Each piece of card board should be of the size of the houselist form.

Action for Deputy Commissioners and Subdivisional Officers :

It may be noted that in addition to a copy of the consolidated houselist abstract for district/subdivision as referred to in the circular No. 22, Deputy Commissioners and Subdivisional Officers should forward to the Director of Census Operations one copy of all the Charge houselist abstracts received from the Charge Superintendents. The other copies of the charge houselist abstracts should be retained in their office for record. Both the consolidated and charge abstracts should be sent to the Director most expeditiously by registered post.

Yours faithfully,
Sd/- A. K. Saikia,
Director of Census Operations,
Assam & Meghalaya.

No. ENU 13/69/1864-2863
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE DIRECTOR OF CENSUS OPERTAIONS : ASSAM

1971 CENSUS CIRCULAR NO. 35.

Dated Shillong, the 6th February/71.

To

All Deputy Commissioners and Sub-Divisional Officers.

Subject : Arranging, Packing and Despatching of the filled-in Individual Slip Pads, Population Record pads and other connected records.

Sir,

I have the honour to detail below the procedure for arranging, packing and despatching of the filled-in Schedules as soon as the enumeration is over.

1. **Action for Enumerator :**

On completion of the operation the enumerator will have with him the following records duly filled-in for the block(s) entrusted to him.

(i) Notional Map of the block(s).
(ii) Abridged Houselist.
(iii) Individual Slip Pads.
(iv) Population Record Pads.
(v) Enumerator's Daliy Posting Statements for Males and Females.
(vi) Enumerator's Abstract.
(vii) Degree Holders and Technical Personnel Cards.

The Enumerator will first stitch all the sheets of Enumarator's Daily Posting Statements for males and females separately and then tag both the bunches and Enumerator's Abstract together. He will then arrange all the records in the order mentioned above and tie them in a bundle. Care should be taken to see that no paper is damaged. The bundle should be wrapped with a sheet of paper with a label on in the proforma given at Annexure-I. In case an Enumerator has more than one block under him the records of each block must be packed separately.

After arranging and packing of the records as explained above, the Enumerator will submit the package(s) to his Supervisor immediately after the enumeration is over in his block, but in no case later than **morning of 4th April, 1971.**

2. **Action for Supervisor :**

The Supervisor who will naturally know when the enumerators of his circle are likely to complete their work must collect all the records from each Enumerator immediately after work in each block is complete.

The Supervisor will check the following to ensure that :

(i) All the pads and forms issued to the enumerator has been duly returned.

(ii) Every package contains all the required records and the label is written correctly. If any records are wanting he should obtain them from the enumerator. If the label is not correctly written the Supervisor should himself correct it.

(iii) Names of villages in rural areas and of wards in urban areas are correctly written on the Population Records, Enumerator's Daily Posting Statement and Enumerator's Abstract and they agree with the names of villages as recorded in General Village Register.

(iv) Location code is correctly recorded in the Individual Slips (to be checked at random only), Population Record, Enumerator's Daily Posting Statement and Enumerator's Abstract.

(v) Entries in Enumerator's Daily Posting Statement particularly in Col. 1 (Final Serial No.) and 4 (sex) are correct.

(vi) The totals of males and females of Enumerator's Daily Posting Statement are posted in the Enumerator's Abstract. It is to be noted that the last final serial No. of Enumerator's Daily Posting Statement for males will be equal to total male population in the block. Similarly, last final serial No. of Enumerator's Daily Posting Statement for females will give the total female population of the block.

The Supervisor will then—

(i) Prepare register for provisional Totals in the Prescribed form for his circle.

(ii) Prepare Circle Abstract of his circle.

(iii) Post the Population figures against all the villages and blocks in the Circle Register for villages/urban blocks prepared at the time of housenumbering and kept by him.

(iv) Repack all the block bundles.

(v) In case a village has more than one block, pack the bundles of all the blocks in a village together but keeping the individual block bundles intact and separately bound.

(vi) Thereafter he should pack all the block bundles as far as possible according to serial number of the blocks securely tied and with a label attached as in the form given at Annexure-II.

(vii) Put village/urban block register, circle register for Provisional Totals and Circle Abstract **in a separate envelope.**

(viii) Hand over all the bundles to his Charge Superintendent by **5th April, 1971 positively.**

3. **Action for Charge Superintendent :**

The Charge Superintendent should collect all the records from the Supervisors by 5-4-71. After ensuring that the records have been received from every Enumerator in his Charge he will :—

Checks by Charge Superintendent

(i) Check that the pads and other schedules issued to the Circle Supervisors have been returned intact. Special care should be taken to ensure that all the Abridged Houselist and Notional Maps have been received back.

(ii) See that the records for different village/wards are arranged and packed as explained in section 1 and 2 above.

(iii) See that the Circle Register for Provisional Totals and Circle Abstract have been correctly compiled and its totals tally with the relevant totals of Enumerator's Abstract for the circle.

Registers, Abstracts etc. to be prepared by Charge Superintendent

(iv) Prepare Charge Register for Provisional Totals in the prescribed form.

(v) Compie the Charge Abstract from the Circle Abstracts of all the circles in his charge.

(vi) Post the population figures against all the villages/wards and blocks in the Charge Register for villages/urban blocks prepared at the time of housenumbering and houselisting operation and kept by him.

The Charge Superintendent will then—

(vii) pack all the records with him in three separate sets.

Charge Superintendent to pack 3 sets

Set No. I :—Village/Urban block register, circle registers for Provisional Totals, Circle Abstracts, Charge Register for Provisional Totals and Charge Abstract.

Set No. II :—Circlewise bundles containing all the seven items as mentioned in Section 1 for each block.

Set No. III :—Field copy of the original Houselist arranged serially according to location code numbers of villages/wards.

Label

Each of these three bundles should have a label pasted on it in the proforma given at Annexure III.

Separate Abstract for Rural and Urban

In case a Charge consists of both rural and urban areas separate Abstract for rural and urban areas must be prepared and records pertaining to urban areas must be packed separately. The word URBAN in block capital in red ink should be written on the body of the bundle.

Separate Charge Abstracts for portions of each thana

If any charge consists of portions of more than one thana comprising only villages, forest villages, tea gardens or railway areas, thana-wise records should be separately packed and separate Abstract should be prepared for each of the portions thana-wise. In no case records of portions of two or more thanas even if they belong to a single Charge should be lumped together in a single Charge Abstract.

(viii) Hand over all the bundles to the concerned Deputy Commissioner/Sub-Divisional Officer **on or before 6th April, 1971 positively.**

Charge Superintendent to communicate Provisional Totals

(ix) Communicate the Provisional Totals in respect of total population and total literates by sex of his charge to the Director of Census Operations, Assam, Shillong either by telephone, express telegram or by W. T. **on 6-4-71 without fail.**

4. **Action for the Deputy Commissioners Sub-Divisional Officers.**

DC/SDO to communicate Provisional Totals :

(i) The Deputy Commissioners and Sub-Divisional Officers will first arrange to carefully check to see that the records submitted by the Charge Superintendents are complete and packed according to instructions. Immediately after,

they should get compiled the Provisional Totals in respect of total population and total literates by sex for District Subdivision in the prescribed proforma, they must check carefully that the provisional charge totals tallies with the relevant totals o Circle Registers for Provisional Totals. Thereafter they should communicate the figures at once by telephone, telegraph or wireless to the Director of Census Operations, Assam, Shillong as well as to the Registrar General, India (Telegraphic address :—REGGENLIND, NEW DELHI). The communication should reach Director of Census Operations, Assam, Shillong as well as Registrar General, India **on or before 7.4.71 without fail.**

Checks by DC/SDO :

(ii) Thereafter, it should be carefully checked whether—

(a) Separate Abstracts are prepared for rural and urban areas and also for each of the portions of two or more thanas in a charge, if there be any, as explained in item (ii) of section 3 above and

(b) Charge Abstract tallies with the relevant totals of Circle Abstract.

Consolidated Abstract

(iii) The Consolidated Abstract for the District/Subdivision should then be prepared from Charge Abstracts in duplicate.

(iv) The office copy of the G. V. R. should be corrected if necessary.

Arranging the records by DC/SDO :

(v) The bundles received from Charge Superintendents should be arranged and packed as follows :-

(a) All the pads and connected records relating to villages will have to be arranged thana-wise according to their serial number as far as practicable.

(b) All the pads and connected records relating to a town will have to be arranged separately for each ward serially. Under no circumstances should these urban records be mixed with rural ones.

(c) Three separate sets should be arranged for each of the towns and thanas (rural portion only) in the order as explained in item (vii) under section 3 above.

(d) **Set No. I** Which will also contain the consolidated Abstract for the District/Subdivision in a separate envelope should be tied together and wrapped in paper.

(e) **Set No. II and III** should be securely wrapped in gunny bags. Due care should be taken to pack the bundle(s) properly to avoid any damage on transit.

(f) Contents of each of the bundles should be distinctly written with name of District and Police Station/Town at the top either on the body of the Bundle or in a sheet of paper and pasted on the bundle. In case of a bundle containing urban records the word URBAN in bold letter in red ink should be written on the body of the bundle.

(g) If the records in Set No. II and/or Set No. III of a thana or a town are too big in quantity, several smaller bundles may be made. The bundle number may be indicated as say 2/5 meaning that the serial No. of the bundle is 2 out of a total of 5 bundles for Set No. II or III in thana/town so and so.

Copy of Consolidated Abstract to be sent to Registrar General

(vi) As soon as the set No. I for the District/Subdivision is ready it should be sent to the Director of Census Operations, Assam, Shillong through a special messenger **by 10-4-71** at the latest. A copy of the Consolidated Abstract for the District/Subdivision should also be sent to the Registrar General, India, 2/A, Mansingh Road, New Delhi-11.

(vii) The bundles containing records of set No. II and III for all the Police Stations and Towns in the District/Subdivision so packed should then be despatched to the Deputy Director of Census Operations in charge of Regional Tabulation Offices as shown below through the U. D. Assistant **by 15-4-71** at the latest :

GAUHATI TABULATION OFFICE	JORHAT TABULATION OFFICE	SHILLONG TABULATION OFFICE
1. Goalpara District	1. Sibsagar District	1. Cachar District
2. Kamrup District	2. Lakhimpur District	2. Mizo District
3. Darrang District	3. Nowgong District	3. Shillong Town
	4. Mikir Hills District	4. Shillong Cantonment
	5. North Cachar Hills District	

List of records with forwarding letter

(viii) An inventory of the records so arranged and despatched should invariably accompany the forwarding letter of the records. A copy of the forwarding letter should also be endorsed to the Director of Census Operations, Assam, Shillong without fail.

Yours faithfully,

Sd/- **A. K. Saikia,**
Director of Census Operations
Assam : Shillong.

ANNEXURE—I

1971 CENSUS—FINAL ENUMERATION

Label to be affixed by Enumerator on his block records

District.....Thana/ Town.....
Village/ward..... Enumerator's Block No.....

ITEMS	NO. OF PADS/SHEETS
1. Notional Map	
2. Abridged Houselist	
3. Individual Slip	
4. Population Record	
5. E. D. P. S. for Males	
6. E. D. P. S. for Females	
7. Enumarator's Abstract	
8. Degree Holders and Technical Personnel Cards	

Place.....
Date.....

Signature, Name and Address of Enumerator

ANNEXURE—II

1971 CENSUS—FINAL ENUMERATION

Label to be affixed by Supervisor on his records.

District.....Thana/Town.....
Village/Ward.....Total No. of Enumerator's Blocks.....
Code number of all the Enumerator's Blocks.....Circle No.....

E.B. No.	Name of village	Number of pads/sheets of							
		Notional Map	Abridged Houselist	Individual Slip	Population Record	EDPS Male	EDPS Female	Enumerator's Abstract	Degree Holders & Technical Personnel Cards
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)

Place.....
Date.....

Signature, Name and Address of Supervisor

ANNEXURE III

Rural/Urban

1971 CENSUS—FINAL ENUMERATION

Label to be attached by Charge Superintendent on his records

SET NO. I

District..... Thana/Town.....

Total No. of Circles in the Charge.....

Total No. of Enumerator's Blocks in the Charge.....Charge No.....

Circle No.	No. of E.Bs in the Circle	NO. OF SHEETS/BOOKS OF				
		Village/Urban block register	Circle registers for Provisional Totals	Circle Abstract	Charge register for Provisional Totals	Charge Abstract
(1)	(2)	(3)	(4)	(5)	(6)	(7)

Place.....
Date.....

Signature, Name & Designation of
Charge Superintendent

ANNEXURE III

1971 CENSUS—FINAL ENUMERATION

Label to be attached by Charge Superintendent on his records

SET NO. II

District.....Thana/Town .....

Total No. of Circles in the Charge.....

Total No. of Enumerator's blocks in the Charge.....Charge No.....

Circle No.	No. of E. Bs in the Circle	NUMBER OF SHEETS/BOOKS OF							
		National Map	Abridged Houselist	Individual Slip	Population Record	EDPS Males	EDPS Females	Enumerator's Abstract	Degree Holders and Technical Personnel Cards
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)

Place.....
Date.....

Signature, Name and Designation o
Charge Superintendent

ANNEXURE III

Rural/Urban

1971 CENSUS—FINAL ENUMERATION

Label to be attached by Charge Superintendent on his records

SET NO. III

District.....Thana/Town.....

Total No. of Circles in the Charge.....Charge No.....

Block No.	Name of Village	Code No. of Village	No. of Sheets of Field copy of the original Houselist
(1)	(2)	(3)	(4)

Place.....
Date.....

Signature, Name and Designation
of Charge Superintendent

No. ENU. 13/69/3495—516

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

OFFICE OF THE DIRECTOR OF CENSUS OPERATIONS : ASSAM

1971 CENSUS CIRCULAR NO. 35-A.

Dated Shillong, the 27th February/71.

To

All Deputy Commissioners and Sub-Divisional Officers,

Subject : Arranging, Packing and Despatching of Filled - in Schedules

Sir,

It has been observed that all the detailed instructions notwithstanding the checking, arranging and packing of the filled-in Houselists and Establishment Schedules were of rather poor quality. Defects and discrepancies in varying degrees were detected in records of all the districts and subdivisions with a few exceptions. All these anomalies had to be rectified in our office. Since we did not require to publish the provisional figures on the basis of Houselist Abstracts we had some time at our disposal to have them checked thoroughly in our office. In case of the Final Enumeration, however, the Provisional Population Totals will have to be published on the basis of Enumerator's Abstracts without any check at our office ; hence we should be very very careful at every stage starting from the entries in Enumerator's Daily Posting Statement. Unless a thorough and effective check on the performance and records of Enumerators is effected, the defects and discrepancies of block level will accumulate into big and serious discrepancies at district and State level. Secondly, particular care must be taken to ensure that the records are arranged and packed blockwise and village/Wardwise strictly according to instructions so that no deadlock is created at the time of tabulation as in case of Houselists tabulation.

Although the procedure for checking, arranging, packing and despatching of the filled-in schedules had been explained in detail in this office Circular No. 35, the following further instructions are issued for Supervisors and Charge Superintendents in order to obtain a uniform quality of checking and packing.

Action for Supervisors :

Immediately after the enumeration in each block is complete the Supervisor should call all the enumerators with their papers in his office or at a centrally located place and then check the papers of all the enumerators one after another as outlined in Section 2 of Circular No. 35. The Enumerators Abstract of each block should be prepared only after the checking is over. In case the enumerator has already prepared the Enumerator's Abstract, necessary corrections, if any, should be made in it after this checking. As soon as the checking together with the preparation of Enumerator's Abstract for all the blocks is over the Supervisor should prepare (i) register for Provisional Totals, (ii) Circle Abstract of his Circle and (iii) post the population figures against all the villages and blocks in the Circle Register for villages/urban blocks. He should then get all the block-wise papers arranged and packed by respective enumerators strictly according to instructions.

Action for Charge Superintendent :

As in case of Supervisor the Charge Superintendent may also call all the Supervisors of his charge in his office and check papers of all the Circles one after another as detailed in Section 3 of Circuler No. 35. Special care should be taken to see that the Circle Register for Provisional Totals and Circle Abstract have been correctly compiled and totals tally with the relevant totals of Enumerator's Abstracts for the circle. The checking of the records of one circle may be done through the Supervisors of some other circle. The Charge Superintendent should prepare Charge Register for Provisional Totals and Charge Abstract only after a thorough check of Circle Abstracts and Circle Registersfor Provisional Totals. The services of the Supervisors can very well be utilised in both checking and arranging of records for the charge as a whole according to instructions contained in Circular No. 35. Special care should be taken in arranging and packing the records of the charge as explained in the aforesaid circular.

Yours faithfully
Sd./ A. K. Saikia,
Director of Census Operations
Assam : Shillong.

Appendix XVIII

Charge Superintendents, Circle Supervisors and Enumerators employed in different Districts and Subdivisions Housenumbering and Houselisting

Sl. No.	Districts & Subdivisions	No. of Charge Superintendents	No. of Cricle Supervisors	No. of Enumerators
1.	Kokrajhar	16	142	890
2.	Dhubri	29	162	1,110
3.	Goalpara	26	191	964
4.	Barpeta	39	237	1,544
5.	Nalbari	12	114	821
6.	Gauhati	53	456	2,174
7.	Mangaldai	26	220	1,432
8.	Tezpur	34	196	1,571
9.	North Lakhimpur	14	108	596
10.	Dhemaji	9	75	441
11.	Dibrugarh	40	318	1,808
12.	Golaghat	27	152	684
13.	Jorhat	29	170	1,123
14.	Sibsagar	27	186	1,221
15.	Nowgong Dist.	62	440	2,221
16.	Mikir Hills Dist.	11	71	466
17.	N. C. Hills Dist.	12	34	118
18.	Silchar	43	170	1,576
19.	Karimganj	16	173	839
20.	Hailakandi	13	98	566
21.	Aijal	10	73	367
22.	Lungleh	7	29	87
23.	Saiha	2	10	85
24.	Shillong	8	178	853
25.	Tura		148	746
26.	Jowai		30	169
	TOTAL :	565	4,181	24,472

Charge Superintendents, Circle Supervisors and Enumerators employed in different Districts and Subdivisions
Final Enumeration

Sl. No.	Districts and Subdivisions	No. of Charge Superintendents	No. of Circle Supervisors	No. of Enumerators
1.	Kokrajhar	20	178	1,241
2.	Dhubri	29	167	1,477
3.	Goalpara	26	192	1,146
4.	Barpeta	39	236	1,782
5.	Nalbari	12	115	1,045
6.	Gauhati	53	441	2,424
7.	Mangaldai	26	218	1,475
8.	Tezpur	41	202	1,885
9.	North Lakhimpur	14	108	656
10.	Dhemaji	10	79	591
11.	Dibrugarh	51	317	2,502
12.	Golaghat	27	158	989
13.	Jorhat	29	175	1,274
14.	Sibsagar	27	186	1,369
15.	Nowgong Dist.	64	454	2,906
16.	Mikir Hills Dist.	11	83	673
17.	N. C. Hills Dist.	15	44	150
18.	Silchar	43	182	1,742
19.	Karimganj	20	178	935
20.	Hailakandi	14	99	602
21.	Aijal	10	73	415
22.	Lungleh	6	29	98
23.	Saiha	2	10	86
24.	Shillong	8	37	181
	TOTAL :	597	3,961	27,645

Appendix—XIX

Message

CHIEF MINISTER
ASSAM
SHILLONG,
The January 6, 1971.

The final count for 1971 Census will begin on 10th March, 1971 and end on 3rd April, 1971. During this period Census Enumerators will call on every household of the country to collect demographic, social and economic particulars of every member irrespective of age and sex. Census data are of immense value and are widely used by Government, local authorities, industry, trade, commerce, research workers, social workers alike. The Census report is consulted at every stage of the administration or planning and its authenticity and accuracy have always been taken for granted. In an underdeveloped state like Assam with many castes, tribes, languages and religions the need for accurate and objective census data assumes added significance. Therefore, it is essential that neither the Enumerators nor the citizens are influenced by sentimental, political or extraneous considerations while recording or answering the Census questions. Fortunately, Indian Censuses have built up a glorious tradition of cooperation and understanding between the Government and the people where both realise the need for and significance of a correct and complete Census. I earnestly hope that in the ensuing Census, which, incidentally, marks the completion of a century of Census taking in the country, everyone will extend all help and cooperation to maintain this honourable tradition.

M. M. Choudhury

Appendix—XX

Statement showing the provisional population as received from the Deputy Commissioners/Sub-Divisional Officers along with the final population and percentage variation

	State/District	Provisional Population	Final Population	Percentage Variation
	1	2	3	4
	ASSAM	14,933,289	14,957,542	+0.16
1.	Goalpara District	2,220,644	2,225,103	+0.20
2.	Kamrup "	2,865,706	2,854,183	(-)0.40
3.	Darrang "	1,733,311	1,736,188	+0.17
4.	Nowgong "	1,676,965	1,680,895	+0.23
5.	Sibsagar "	1,831,141	1,837,389	+0.34
6.	Lakhimpur "	2,118,386	2,122,719	+0.20
7.	Mikir Hills "	377,758	379,310	+0.41
8.	North Cachar Hills District	75,739	76,047	+0.41
9.	Cachar District	1,711,953	1,713,318	+0.08
10.	Mizo "	321,686	332,390	+3.33

Appendix—XXI

Statement showing the staff position as on 1.5.1969 in the office of the Superintendent of Census Operations, Assam, Shillong (both Gazetted and Non-gazetted)

Sl. No.	Name of post	No. of posts	Sanctioned under letter numbers	Name of Govt. servant	Head of Account under which pay and allowance is drawn
1	2	3	4	5	6
1.	Deputy Superintendent of Census Operations, Assam.	1 (one)	—	Shri Newman Philip, A.C.S.I	"39-Misc Social Service Organisations (Central) A Superintendence" Non-Plan.
2.	Assistant Superintendent of Census Operations.	1 (one)	—	Shri J. C. Bhuyan	'39-Misc. Social Service Organisations (Central) C-Abstraction & Compilation" (Non-Plan)
3.	Tabulation Officer	2 (two)	No. 3/4/69-RG dt. 14.2.69.	Shri K. S. Dey, Shri N. Bhattacharjee	-ditto-
4.	Junior Investigator	2 (two)	-ditto-	Shri K. S. Lyngdoh, Shri. A. K. Paul	-ditto-
5.	Statistical Assistant	2 (two)	-ditto-	Shri P. K. Barman, Shri P. Baruah	-ditto-
6.	Computor	2 (two)	-ditto-	Shri F. Kharkhongor, Shri M. Kharmawphlang	-ditto-
7.	Draughtsman	1 (one)	-ditto-	Shri B. L. Sailo	-ditto-
8.	Proof Reader	1 (one)	-ditto-	Shri S. R. Haque	-ditto-
9.	Assistant Compiler	11 (eleven)	-ditto-	Shri B. B. Swer Shri C. Chakraborty Shri S. S. Syiem Shri D. Barman Shri B. Marbaniang Shri P. K. Talukdar Shri R. Dehingia Shri D. K. Haloi Shri K. K. Bhattacharjee Shri H. N. Kalita Shri T. Choudhury	-ditto-
10.	Tabulation Officer	1 (one)	No. 4/1/69-RG (Ad-I) dt. 19.3.69	Shri S. L. Marbaniang	-ditto-
11.	Statistical Assistant	1 (one)	-ditto-	Shri N. C. Sen	-ditto-
12.	Computor	2 (two)	-ditto-	Shri S. K. Bora Shri P. Sarmah	-ditto-
13.	Peons	3 (three)	No. 3/4/69-RG dt. 14.2.69	Shri Lalbahadur Sarki Shri Ramasis Rai Shri Berlinten Marbaniang	-ditto-
14.	Head Assistant	1 (one)	-ditto-	(P. K. Barman was allowed to officiate)	"39-Misc. Social Service Organisations (Central) A-Superintendence" Non-Plan.
15.	Upper Division	2 (two)	-ditto-	Shri S. N. Borgohain Shri K. C. Acharjee	-ditto-

Statement showing the staff position as on 1.5.1969 in the office of the Superintendent of Census Operations, Assam, *Shillong (both Gazetted and Non-gazetted).*

Sl. No.	Name of post	No. of post	Sanctioned under letter numbers	Name of Govt. servant	Head of Account under which pay and allowance is drawn
1	2	3	4	5	6
16.	Lower Division Clerk	2 (two)	-ditto-	Shri H. A. Syiem Shri U. C. Lyngdoh	-ditto-
17.	Steno-Typist	1 (one)	-ditto-	Miss L. Lyngdoh	-ditto-
18.	Record Keeper	1 (one)	-ditto-	Shri J. N. Bhuyan	-ditto-
19.	Staff Car Driver	1 (one)	-ditto-	Shri R. L. Sarmah	-ditto-
20.	Upper Division Clerk	1 (one)	No. 4/1/69-RG (Ad-I) dt. 19.3.1969	Shri N. C. Shabong	-ditto-
21.	Duftry	1 (one)	No. 3/4/69-RG dt. 14.2.69	Shri Ronbahadur Sunar	-ditto-
22.	Choukidar	1 (one)	-ditto-	Shri Dalbahadur Chetri	-ditto-
23.	Peon	2 (two)	-ditto-	Shri Jitbahadur Chetri Shri Aman Singh Dkhar	-ditto-
24.	Tabulation Officer	1 (one)	No. 4/1/69-RG (Ad-I) dt. 19.3.1969	Shri K. D. Saha	"39-Misc. Social Service Organisations L-Registration, Promotion, Methodological Research & Population Studies (Plan)"
25.	Statistical Assistan	1 (one)	-ditto-	Shri A. Massar	-ditto-
26.	Assistant Compiler	10 (ten)	-ditto-	Shri E. M. Ripnar Shri Deben Barman Shri N. Barman Shri P. K. Gohain Shri P. K. Kalita Shri D. Bujarbarua Shri B. K. Burman Shri Dharanidhar Hazarika Shri D. K. Acharjee & (1 post vacant)	-ditto-
27.	Peon	1 (one)	-ditto-	Shri Liladhar Joishi	-ditto-

N. B. Shri Dilip Singh was appointed as part-time sweeper upto 1.3.1970.

Appendix—XXII

Statement showing the Budgetary estimates and expenditure in Assam Circle of Accounts for the years 1968-69 to 1971-72

Head of Account and description	Budget estimate (Final sanctioned Grant)				Actual expenditure			
	1968-69	1969-70	1970-71	1971-72	1968-69	1969-70	1970-71	1971-72
1	2	3	4	5	6	7	8	9
NON-PLAN								
A. Superintendence								
A. 1 Establishment Charges								
Salary of Officers	20,400	38,400	33,600	32,400	9,120	22,551	30,655	32,430
Salary of Establishment	72,600	20,000	47,300	55,850	18,784	23,253	39,847	55,601
D. P. and D. A.	52,000	18,500	33,900	40,400	15,659	17,485	29,647	40,391
Other Allowances	15,200	9,700	22,400	24,600	8,338	9,157	15,831	25,323
Total Establishment Charges	1,60,200	86,600	1,37,200	1,53,250	51,901	72,446	1,15,980	1,53,745
A. 2 Interim Relief	—	—	—	9,150	—	—	8,763	9,536
A. 3 Travelling Expenses	6,300	2,700	27,800	15,050	1,388	8,529	21,402	15,812
A. 4 Other Charges	37,800	20,500	36,300	35,650	21,907	43,328	43,799	35,316
A. 5 Grant-in-Aid	—	—	—	—	—	—	—	—
Total A. Superintendence	2,04,300	1,09,800	2,01,300	2,13,100	75,196	1,24,303	1,89,944	2,14,409
B. Enumeration								
B. 1 Establishment Charges								
Salary of Establishment	—	13,000	1,29,800	32,050	—	38,187	1,23,666	32,040
D. P and D. A.	—	5,000	11,400	16,200	—	18,796	52,158	16,177
Other Allowances	—	4,600	18,000	3,250	—	4,056	8,357	3,244
Total Establishment Charges	—	22,600	1,59,200	51,500	—	61,039	1,84,181	51,461
B. 2 Interim Relief	—	—	—	—	—	—	—	—
B. 3 Travelling Expenses	—	2,000	2,800	1,58,850	—	—	7,534	1,53,812
B. 4 Honorarium to Enumerator	—	—	4,26,500	8,90,200	—	—	4,29,850	8,90,950
B. 5 Other Charges	—	3,000	2,100	5,000	—	—	10,072	5,000
Total B. Enumeration	—	27,600	5,90,600	11,05,550	—	61,039	6,31,637	11,01,223
C. Abstraction & Compilation								
C. 1 Establishment Charges								
Salary of Officers	6,600	7,200	10,100	52,450	6,850	6,900	35,700	52,717
Salary of Establishment	1,05,300	49,500	1,77,400	11,75,000	45,326	59,267	1,02,909	11,75,944
D. P and D. A.	57,200	25,800	1,07,800	1,67,700	30,516	39,058	78,423	1,67,705
Other Allowances	24,500	11,300	90,600	1,00,160	16,737	21,156	39,169	1,01,568
Total Establishment Charges	1,93,600	93,800	3,85,900	14,95,310	99,429	1,26,381	2,56,201	14,97,934

Statement showing the Budgetary estimates and expenditure in Assam Circle of Accounts for the year 1968-69 to 1971-72

Head of Aecount and description		Budget estimate (Final sanctioned Grant)				Actual expenditure			
		1968-69	1969-70	1970-71	1971-72	1968-69	1969-70	1970-71	1971-72
C.2	Interim Relief	—	—	—	43,700	—	—	18,484	43,292
C.3	Travelling Expenses	9,100	6,000	13,800	64,300	9,682	10,721	23,281	69,022
C.4	Other Charges	30,000	16,200	61,000	2,06,600	14,861	14,636	63,353	2,32,948
	Total C. Abstraction and Compilation	2,32,700	1,16,000	4,60,700	39,29,160	1,23,972	1,51,738	3,61,319	18,43,196
D.	**Printing and Stationery**	1,40,100	40,000	36,000	35,400	3,280	3,757	38,856	9,110
Total	**Non-Plan**	5,77,100	2,93,400	12,88,600	39,64,560	2,02,448	3,40,837	12,21,756	31,64,938
PLAN									
L.	**Registration, Method, Research and Population Studies**								
L. 1	**Establishment Charges**								
	Salary of Officers	—	—	—	—	—	—	—	—
	Salary of Establishment	—	19,850	20,000	34,900	—	19,831	26,300	41,802
	D. P. and D. A.	—	14,350	15,000	25,000	—	14,352	19,200	24,979
	Other Allowances	—	8,100	8,000	14,550	—	8,102	8,550	14,593
	Total Establishment Charges	—	42,300	43,000	74,450	—	42,285	54,050	81,374
L.2	Interim Relief	—	—	—	6,650	—	—	5,460	5,776
L.3	Travelling Expenses	—	30,150	5,000	17,900	—	30,152	9,250	15,147
L.4	Other Charges	—	37,700	10,000	44,950	—	37,749	55,500	39,723
	Total L. Registration	—	1 10,150	58,000	1,29,250	—	1,10,186	1,24,260	1,42,020

Appendix—XXIII

No. 36/1/70-Ad. II

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL OF INDIA

2/A Mansingh Road
New Delhi-11, the 15th Sept., 1970

To

All Directors of Census Operations and Ex-Officio Superintendents of Census Operations.

Subject :DELEGATION OF FINANCIAL POWERS TO THE DEPUTY DIRECTORS OF CENSUS OPERATIONS IN CHARGE OF CODING AND PUNCHING CELLS AND REGIONAL TABULATION OFFICE.

Sir,

I am directed to convey the sanction of the President, under Rule 10(3) of the Delegation of Financial Powers Rules, 1958, to delegate the following powers to the Deputy Director of Census Operations in charge of Coding and Punching Cells and Regional Tabulation Offices in your State :—

Contingent Expenditure :

Power to incur contingent expenditure not exceeding Rs. 500/- per annum in each case in respect of recurring expenditure and Rs. 500/- in each case in respect of non-recurring contingent expenditure.

The power to incur expenditure is subject to the provision/availability of funds in the relevant grant. The exercise of these powers is subject to the conditions prescribed in this behalf by the Ministry of Finance by general or special orders and instructions specified in column (4) of Annexure to Schedule V. The delegation of Financial Powers Rules, 1958 and Rule 10(5) thereof.

This issues with the concurrence of the Internal Financial Adviser.

Yours faithfully,
Sd/- A. Chandra Sekhar
Registrar General, India and Ex-Officio Joint Secretary to the Govt. of India, Ministry of Home Affairs.

Memo No. 36/1/70-Ad. II

1. All Accountant Generals.
2. Ad. I and Ad. III Sections.
3. Finance Section (with 4 spare copies).

Sd/- S. L. Dhani
Administrative Officer.

No. 36/1/70-Ad. II

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA.

2/A Mansingh Road
New Delhi-11, the 11 September, 1970

To

All Directors of Census Operations and Ex-Officio Superintendents of Census Operations.

Subject : TRAVELLING ALLOWANCE BILLS—CONTROLLING AUTHORITIES.

Sir,

I am directed to convey the sanction of the President under Supplementary Rule 191, to authorise the Deputy Directors of Census Operations in charge of Coding and Punching Cells and Regional Tabulation Offices to countersign the Travelling Allowance Bills in respect of the Establishments under their control.

Yours faithfully,
Sd/- A. Chandra Sekhar
Registrar General, India and Ex-officio Joint Secretary to the Govt. of India, Ministry of Home Affairs.

No. 36/1/70-Ad. II
Copy to :—

(1) All Accountant Generals.
(2) Ad. I and Ad. III Sections.
(3) Finance Section (with two spare copies)

Sd/- S. L. Dhani
Administrative Officer.

No. 3/3/70-Ad. II

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A Mansingh Road
New Delhi-11, the 28th July, 1970

To

The Director of Census Operations,
Andhra Pradesh, Hyderabad.

Subject : MAINTENANCE, UP-KEEP AND REPAIRS TO STAFF CAR—FINANCIAL POWER TO INCUR EXPENDITURE—CLARIFICATION REGARDING.

Sir,

I have the honour to refer to your letter No. 2571/Acctts./69-28 dated the 21st May, 1970 on the above subject and to say that according to the financial powers delegated to the Superintendents of Census Operations (now Directors of Census Operations) by the Ministry of Home Affairs in their letter No. 2/16/59-Pub. I dated the 13th November, 1969, as amended from time to time the Superintendents of Census Operations have powers to incur contingent expenditure upto Rs. 1,000/- per annum in each case for recurring expenditure and Rs. 5,000/- in each case for non-recurring expenditure subject to the monetary limits and other instructions specified in the annexure to schedule 5 of the Delegation of Financial Powers Rules, 1958 and also subject to the conditions specified under Rules 10(5) of the aforesaid rules. This power read with item 12 of the annexure V of the Delegation of Financial Powers Rules, 1958 empowers the Director of Census Operations to incur an expenditure of Rs. 5,000/- on the up-keep, maintenance and repairs on the motor vehicles allotted to Directors of Census Operations. Any expenditure over and above this has to be rectified by the Registrar General who has full powers in this regard.

Yours faithfully,
Sd - S. L. Dhani
Administrative Officer.

No. 3/3/70-Ad. II

Copy forwarded for information to all Directors of Census Operations except Director of Census Operations, Andhra Pradesh, Hyderabad.

Sd - S. L. Dhani.
Administrative Officer.

No. 25/7/68-RG
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

Kotah House Annexe
2/A Mansingh Road
New Delhi, the 4th January, 1969

To

All Superintendents of Census Operations and the Linguist

Subject : ARRANGEMENTS FOR BUDGETING AND FINANCIAL CONTROL AND DELEGATION OF FINANCIAL POWERS TO MINISTRIES.

Sir,

In continuntion of this office letter of even number dated the 26th November, 1968 on the subject cited above, forwarding a copy of the Ministry of Finance O. M. No. F. 10(3)-E(Coord)/67 dated 18.10.1968, I have the honour to forward herewith a copy of the letter No. 1-20-68—Finance, Dated 13th December, 1968 of the Ministry of Home Affairs for information and careful compliance.

Yours faithfully,
Sd - D. N. Krishnamurthy
Administrative Officer.

No. 25/7/68-RG
Copy forwarded to :—

1. Shri G. L. Sud, Rajagopalan and Tarlok Lal.
2. Guard File.

Sd - D. N. Krishnamurthy
Administrative Officer.

No. 1/20/68-Finance

GOVERNMENT OF INDIA IMMEDIATE

MINISTRY OF HOME AFFAIRS

To

1. All attached and Subordinate Offices of the Ministry of Home Affairs.
2. All the Union Territories including the N. E. F. A. Administration.
3. The Union Public Service Commission, New Delhi.

New Delhi—1, the 12th November, 1968

12th Kartika, 1890

Subject : ARRANGEMENTS FOR BUDGETING AND FINANCIAL CONTROL

I am directed to forward herewith copies of the Ministry of Finance O. M. No. F. 10(3)-E (Coord)/67, dated the 18.10.1968 on the subject mentioned above for information and necessary action so far as your office is concerned. Your attention is particularly invited to the provisions regarding the following items :-

(i) The necessity for preparing budget proposals in sufficient detail and adherence to time schedules in formulating proposals.

(ii) Creation of posts.

(iii) Submission of quarterly staff returns in the revised forms and

(iv) Forwarding of other returns.

2. I am also to state that the enhanced powers delegated to Heads of Departments and Heads of Offices in Appendix II to the enclosed O. M. in respect of items of contingent expenditure may be kept in view.

Yours faithfully,
Sd/- M. K. Nair
Deputy Financial Adviser.

Copy with enclosures forwarded for information and necessary action to all sections of the Ministry of Home Affairs.

Copy of Office Memorandum No. 10(3)—E(Coord)/67 dated the 18th October, 1968 from the Ministry of Finance (Deptt., of Expenditure), New Delhi to all Ministries/Departments of Govt. of India.

Subject : ARRANGEMENTS FOR BUDGETING AND FINANCIAL CONTROL AND DELEGATION OF FINANCIAL POWER TO MINISTRIES.

In continuation of the Department of Expenditure Office Memorandum No. 10(50)-E(Coord)/65 dated 15th March, 1966 on the above subject, further thought has been given to the question of making larger delegation of financial powers to Ministries ensuring at the same time that the delegated powers are effectively utilised. The President has now been pleased to decide that in supersession of the provisions of the O. M. of 15th March, 1966, the procedures and enhanced delegation of financial powers as indicated in the annexure to this O. M. will come into operation with immediate effect. Wherever, however, the setting up of the machinery envisaged in the new scheme, as for example, the appointment of the Internal Financial Adviser involves some delay, these orders may be given effect from a suitable later date, but in no case, should such date be later than 1st April, 1969.

2. The basis of the arrangement envisaged in the scheme of enhanced delegation of powers is that the Finance ministry will exercise its control mainly by a proper scrutiny of the Schemes etc., before inclusion in the budget and through an adequate system of reporting and test checks. In the absence of an adequate prebudget scrutiny of the requirements of Ministries for want of sufficient supporing details, it is to be understood that the provision made in the budget will not be available for expenditure by the Ministries without consulting Finance and to that extent the Ministries will not be able to make use of their delegated powers. Finance Ministry would like such a situation to be avoided and would urge that the Ministries should ensure as far as possible that the scheme etc., drawn up by them for inclusion in the budget are supported by full details. It is most important that the time schedule for the formulation of budget proposals should be closely adhered to in order to allow sufficient time for proper scrutiny by the Finance Ministry and any subsequent discussions that may become necessary on the basis of such scrutiny. It is the intention that as far as possible any substantial reduction in the outlays proposed by the Ministries will not be made by the Finance Ministry without thorough discussion with the concerned Administrative Ministry at sufficiently high levels. Such discussions will be possible only if the time schedule is scrupulously observed.

3. It will be observed that under the new scheme the Ministries will have full powers of reappropriations within a grant provided there is no diversion of funds intended for Plan Schemes to Non-Plan activities and there is no augmentation of the total provision made for administrative expenses (i.e. pay, allowances and other charges) under a particular grant. Ministries would thus be free to reappropriate funds between the plan scheme covered by a grant, but in doing so the consequence of such adjustment on the overall plan pattern should be carefully considered and it should be ensured that Plan priorities are not upset. The responsibility for the consequences arising out of such reappropriation will be wholly that of the Ministries.

4. An important feature of the present scheme is that competent financial advice should be available internally within the administrative ministries. It is essential that this aspect of the scheme would be given proper attention. At present a few Ministries have got Internal Financial Advisers and in other cases officials of the Finance Ministry are available for consultation even in the delegated field. Subject to the time limit mentioned in para 1, Officials of the Finance Ministry will not in future be available for consultation within the delegated field and consequently Ministires which do not have their own Internal Financial Advisers at present should organise their Internal Financial Cells in the manner envisaged in the annexure. The scheme provides for grouping of Ministries/Departments to be served by a common Internal Financial Adviser in certain circumstances. Ministries desiring to make use of this arrangements should take up the matter with the Finance Ministry.

Ministries are free to appoint I. F. A.s of their choice, but, where they wish to be guided by the advice of the Finance Ministry in the matter of selection of Internal Financial Advisers, Finance Ministry will be ready to help. In order, however, that the officers selected by the Ministries may in appropriate cases be given necessary training as envisaged in the scheme, the Ministries are requested to intimate to the Finance Ministry the details of the selected officers indicating specially their finance background, to enable them to draw up necessary arrangements.

As some of the functions indicated in appendix I to the annexure would already be entrusted to some officers of the administrative Ministries, a review of the existing position may be carried out, so that additional hands to function as Internal Financial Advisers are appointed only where strictly necessary.

The scheme provides that the Internal Financial Advisers should be consulted in all cases before the exercise of the delegated powers although it is open to the Administrative Secretary to overrule his advice by an order in writing. It should be clearly understood that the full responsibility for a decision taken in exercise of the delegated powers rests on the administrative Ministry irrespective of whether it is in accordance with the Internal Financial Adviser's advice or not. It is also important that in referring cases to the Finance Ministry in future the clear distinction between the delegated field and other field should be borne in mind.

5. Under the new Scheme, Ministries are required to strengthen their Internal Work Study Units for the efficient discharge of their functions, as indicated in the annexure. The activities of these units will be coordinated with those of the Staff Inspection Unit of the Ministry of Finance, who will also periodically exercise functional test checks over their work. It will be necessary for the Ministries to man their Internal Work Study Units with properly trained staff. The advice of Staff Inspection Units will be available for this purpose. Ministries are also requested to provide the necessary facilities to Staff Inspection Unit for the efficient functioning of the arranegments envisaged in the annexure.

6. As already stated, with the enhanced delegation of powers to the Ministries, the Finance Ministries' control will be exercised through an adequate system of reporting and test checks. It is essential therefore, that the returns and copies of sanctions as provided for in para V(a) and (b) of the annexure should be promptly sent to the Ministry of Finance. Without these it may be difficult to sustain the scheme of delegation of Financial powers to Ministries.

7. These orders do not apply to the Ministry of Railways, the Department of Atomic Energy and the Ministry of Defence in regard to expenditure met from Defence Service Estimates, as they are governed by separate arrangements.

ANNEXURE

I. BUDGET

The preparation of budget proposals in sufficient detail and their proper pre-budget scrutiny by the Finance Ministry is an essential feature of the scheme. Ministries are required to ensure that the time schedule drawn up by them in consultation with their I. F. As. for the formulation of the budget proposals, in regard to nonroutine and routine portions of their bugdet estimates, are strictly adhered to and that the budget proposals reach the Finance Ministry in time and in sufficient detail.

Where in exceptional cases lump provisions are made in the budget for certain urgent schemes which may not be ready in sufficient detail at the pre-budget stage, they should be based on realistic assessment of the expenditure likely to be incurred during the year and should not be merely token provisions. In cases where such lump provisions are made for Plan and Non-Plan schemes the amount will not be available to the Ministries for the issue of any sanction including that of creation of posts under their powers until full details and jurisdiction of the schemes have been furnished to the Finance Ministry and are accepted by them. To ensure that expenditure sanctioned against such lump provisions are not erroneously issued and to keep a watch over the timely submission of detailed proposals to Finance Ministry, each Ministry should, soon after finalisation of its budget estimates, have a list compiled of such lump sum budget provisions and circulated to the concerned officers. A copy thereof should also be given to the Associate Financial Adviser.

II. INTERNAL FINANCE ARRANGEMENTS

For the proper exercise of the delegated powers and to avoid unnecessary references to the Finance Ministry, it will be incumbent on each Ministry to have a whole time internal Financial Adviser whose functions will be as indicated in Appendix I to this Annexure. Where in the opinion of Ministries/Departments, an I. F. A. will not have full time work on the above basis, he may be allowed additional duties within the Ministry provided such an arrangement does interfere with the free performance of his functions as I. F. A. Where, however, this is not possible, one or more Ministries will be suitably grouped and served by a common I. F. A.

The Ministries will be free to appoint I. F. A.'s. of their choice but the selected officers will be required to undergo a short course of training in the Finance Ministry except in cases where an experienced officer is drawn from the Finance Ministry itself.

As it will be now compulsory for the Ministries to consult their I. F. A.s in the field of delegated Financial powers, the Ministries should indicate in the sanctions issued by them in the exercise of the delegated powers that they have been issued after such consultation.

Steps should also be taken where necessary, to organise the Finance, Budget and Accounts Cells suitably with trained and qualified staff to facilitate the efficient functioning of these Cells under the I. F. A. The Ministry of Finance would be prepared to help in setting up/strengthening of these Cells.

III. DELEGATION OF FINANCIAL POWERS :

(i) **Powers of re-appropriations :**

(a) Subject to the general restrictions contained in D. F. P. Rules, and subject also to the instructions issued by the Finance Ministry in connection with expenditure on New Service/New Instrument of Service, Ministries will have full powers of reappropriation within a Grant subject to the condition that there should be no diversion of funds intended for Plan Schemes to non-Plan activities, both under Revenue Heads and under Capital Heads, without the concurrence of the Finance Ministry. The existing restrictions on the powers of Ministries for reappropriation of funds within a scheme and between schemes will be removed. Clauses (c) and (d) of Rule 8(6) and Rule 8(7) including Government of India decision thereunder in D. F. P. Rules, 1958, will accordingly stand deleted.

Note :—Copies of reappropriation orders issued by the Ministries, affecting the budget provisions relating to Plan schemes should be endorsed by them to the Planning Commission also.

(b) These enhanced powers of reappropriation would apply also to the provisions for loans in respect of Central Schemes placed at the diposal of a Ministry/Department.

(c) The existing restriction regarding reappropriation of funds involving augmentation of the total provisions made under a grant for the administrative costs (viz., pay, allowances and other charges, vide sub-rule 8(6) (b) of D. F. P. Rules as modified by O. M. of Ist June, 1962) will continue to be operative.

(d) It will, however, not be permissible for the Ministries to allow reappropriation of funds from provision made for any specified new item in the Budget for any other purpose, without the prior concurrence of the Ministry of Finance.

(e) Clause (b) of rule 8(5) of D. F. P. Rules provides that the amount appropriated to any work shall not, except with the previous consent of the Finance Ministry exceed the amount approved or sanctioned for that work by a sum greater than the excess which may be authorised under the Rules referred to in Clause (a) of Rule 8(5). In cases where the excess over the authorised limits is agreed to by the Finance Ministry, the Ministries will be competent to incur such expenditure by reappropriation, if savings are available elsewhere under the appropriate Works Heads.

(f) The restrictions in Rule 8(5)(c) will apply only to the provision for "Major Works" under a Capital Grant. Where such a provision is made under Revenue Budget, Ministries will have the power to sanction reappropriation of funds between the allied Primary Units 'Major Works', 'Minor Works', 'Repairs' and 'Maintenance' and 'Tools' and 'Plants', included within the same grant. No such reappropriation can, however, be made from or to the "Suspense" head relating to work.

(ii) **Creation of Posts :**

(1) The existing powers of Ministries for creation of permanent and temporary posts will continue unchanged except as stated in (2) below. These delegated powers will not, however, by utilised by Ministries for the creation of posts in Central Government Organisations located outside India.

(2) In regard to posts required for public sector undertakings the Ministries will have power to create posts carrying pay scales the miximum of which does not exceed Rs. 2,750/- per mensem as against the existing limit of Rs. 2,250/- p. m.

(3) The exercise of the existing delegated powers for creation of posts by Ministries will be subject to the observance of the following conditions, apart from those laid down in the D. F. P. Rules :—

(a) The powers do not cover upgrading of scales of pay of existing posts vide the Department of Expenditure O. M. No. F. 5(1)-E. III(A)/65, dated 26th February, 1965.

(b) For creation of permanent posts which it is intended to continue on a long term basis, it is not sufficient if savings are available in a particular year alone, and it has to be ensured that long term savings in the Establishment budget are available for the purpose.

(c) In all cases of creation of posts for which specific provisions has not been made in the approved budget, necessary savings should be located and specified before sanction is issued ; it will be irregular to create posts on the basis of a mere expectation that savings under the appropriate head are likely to be available. It will however, be in order if new posts are created in lieu of some other for which provision is included in the approved budget and a decision to this effect is recorded. It will not be correct for Ministries to create posts involving recurring commitments for future years unless corresponding savings can be clearly located for those years also.

(d) The Internal Work Study Units, which are an integral part of the arrangment, should be consulted in all cases where additional posts are to be created under the delegated powers due to increase in work or reorganisation of staff.

(e) The delegated powers for creation of posts will not be utilised so as to augment strengths of particular categories as recommended under the S. I. U. 's. report for at least a period of six months after action on the report has been completed.

(f) Posts should not be created in excess of standard scales where laid down, e. g. in respect of Class IV posts, Stenographers, personal staff of senior officers and Ministeres etc.

(g) Retrospective creation of posts should be regulated by O. M. No. F. 1(34)-E. II(A)/66, dated 3rd August 1967.

(iii) **Power to incur contingent expenditure :**

Some of the procedural and other restrictions contained in Annexure to Schedule V of the D. F. P. Rules, 1958 in regard to certain items of contingent expenditure are liberalised as indicated in Appendix II, so that expenditure on such items can be incurred by the Ministries without having to consult the Finance Ministry.

IV. INTERNAL WORK STUDY UNITS :

A work study unit shall be set up in each Ministry/Department which will function directly under the Secretary. The strength and composition of the Unit may be settled in consultation with the Staff Inspection Unit. It will be the function of the Internal Work Study Unit :—

(i) to study the organisational structure, methods of works and procedure of the Ministry/Department with a view to suggest measures for reform so as to improve the efficiency of the organisation ;

(ii) to study the staffing of the establisments under the Ministry/Department with a view to suggest economy in staff consistent with administrative efficieney ; and

(iii) to evolve standards of performance and norms of work relating to the jobs peculiar to the Ministry/Department.

The Internal Work Study Units should draw up cyclical programmes for conducting studies and each cycle should ordinarily be completed in a period of about three years. They should also send copies of their programmes and the reports to Staff Inspection Units. Staff Inspection Unit may issue separate instructions regarding the methodology to be adopted in conducting work studies and the form of reporting the results thereof.

The Staff Inspection Unit of the Ministry of Finance will continue to conduct its studies in any Ministry/Department in accordance with its programmes, and the standards evolved by it for jobs common to several Ministries/Departments will be made available to all Ministries. Norms/standard evolved by the Internal Work Study Units for jobs pertaining to their Ministries will be subject to review by the Staff Inspection Unit. In suitable cases, other studies conducted by the Internal Work Study Units will also be subject to test checks by Staff Inspection Unit.

V. REPORTING ARRANGEMENTS :

(a) Staff Returns :

Para II of this Ministry's O. M. dated 1st. June, 1962 envisages the submission by the Ministries to the Finance Ministry half yearly statements showing the sanctioned strength at the end of each half year and the increases/decreases over the previous returns, along with brief reasons explaining the variations. The form of this return was subsequently revised in this Ministry's O. M. No. F. 10(29)-E(Coord)/65, dated 29th October, 1965. With a view to further strengthen these arrangements for reporting to Finance in regard to the exercise of the delegated financial powers by the Ministries, it has been decided in modification of the existing orders, that the staff statements should in future be furnished to the Associate Financial Advisers **quarterly** (instead of half yearly) as in the revised amplified proforma at Appendix III. The revised form shall be brought into force with effect from the return from the quarter ending 31st December, 1968. 'Nil' report should also be furnished in respect of the offices which have nothing to report for any quarter. The return for the half yearly ending the 30th September, 1968 may, however, be furnished in the old form to avoid any dislocation in the timely submission of these statements.

These quarterly staff returns are to be furnished in **duplicate** to the Associate Financial Adviser as far as possible in a consolidated form within a month of the end of the quarter to which the return relates. In the case of Ministries having a large number of subordinate offices under them, which may thus require a longer period for the collection and consolidation of the data, the report relating to the subordinate offices alone may be furnished a little later, within a period of six weeks of the end of the quarter concerned.

In regard to each quarterly staff statement, an acknowledgement may be obtained by the Ministry concerned from the Finance Ministry and carefully preserved. Where statements are not received by the due dates, the attention of the concerned Secretary will be drawn thereto by the Associate Financial Adviser for ensuring prompt action. If this does not result in the submission of the statements within a month, the scheme of delegation of powers in so far as it relates to the creation of posts will be deemed to be suspended in respect of that Ministry and formal sanction of the Finance Ministry will be required for its restoration.

(b) Other returns :

The Ministries should furnish to the Finance Ministry copies of sanctions falling under the following categories :-

(i) Contingent expenditure and miscellaneous expenditure above the limit of Rs. 2,500/- recurring per annum in each case and Rs. 10,000/- non-recurring in each case.

(ii) Excess expenditure over the estimates of a scheme as accepted by the Finance Ministry.

(iii) Reappropriation of funds in exercise of the powers delegated in para III (i) of this annexure.

(iv) Introduction of a new item in a scheme even if it does not result in substantial variation of the scheme as accepted by the Finance Ministry.

A half-yearly certificate should also be furnished to the Finance Ministry by the 31st October and 30th April, each year in respect of the half-yearly ending 30th September and 31st March respectively, confirming that all copies of sanctions falling under the specified categories have been sent to the Finance Ministry.

VI. GRANTS AND LOANS :

Ministries have full powers to sanction grants and loans subject to the rules and principles being prescribed in consultation with the Finance Ministry. In cases where such rules relating to specific types of grants/loans or groups of them have not been formally issued, it may be done as soon as possible to avoid unnecessary references to the Finance Ministry.

VII. GENERAL :

In exercising the delegated powers it is to be ensured that funds are available by valid appropriation/reappropriation within the Ministry's powers. In all cases the availability of funds within a sanctioned grant should be certified by the officer-in-charge of the Accounts and Budget Branch before sanctions are issued under delegated powers. Where savings can, under the rules, be utilised only with the concurrence of the Finance Ministry, no expenditure should be incurred under the delegated powers in anticipation of the concurrence of the Finance Ministry to the utilisation of the savings. It should generally be ensured that the progress of expenditure is closely watched by each Ministry so that the expenditure is kept within the sanctioned budget and that there are no wide variations between the budget and actual expenditure in a year.

Ministries having attached and subordinate offices should in each case review, in consultation with their I.F.A., the adequacy of the financial powers with the Heads of Departments/offices under them and re-delegate their own powers to the extent necessary as visualised in paras 9 and 10 of this Ministry's O. M. dated the 1st June, 1962. Copies of orders issued should be endorsed to the Ministry of Finance also for information. It is also important that self contained schedules of powers of subordinate authorities are drawn up and/or brought up to date.

Appendix I to the Annexure

Items of work to be handled by Internal Financial Advisers

The I. F. A. will be in overall charge of Budget and Accounts Section in addition to the Internal Finance Section. It will be his duty :-

(i) to ensure that the schedule for preparation of budget is adhered to by the Ministry and budget is drawn up according to the instructions issued by Finance Ministry from time to time ;

(ii) to scrutinise budget proposals thoroughly before sending them to Ministry of Finance ;

(iii) to see that complete departmental accounts are maintained in accordance with the requirements under the G. F. R's. It should in particular be ensured that the Ministry not only maintains accounts of expenditure against the grants or appropriations directly controlled by it but also obtains figures of the expenditure incurred by the subordinate offices so that the Ministry has a complete month to month picture of the entire expenditure falling within its jurisdictions ;

(iv) to watch and review the progress of expenditure against sanctioned grants through maintenance of necessary control registers and to issue timely warnings to controlling authorities where the progress of expenditure is not even ;

(v) to ensure the proper maintenance of the Register of liabilities and commitments as required under the G. F. Rs. to facilitate realistic preparation of budget estimate, watching of book debits and timely surrender of anticipated savings ;

(vi) to screen the proposals for supplementary demands for grants ;

(vii) to formulate the foreign exchange budget of the Ministry and to process individual cases for release of foreign exchange in accordance with the instructions issued by Department of Economic Affairs from time to time ;

(viii) to advise the Administrative Ministry on all matters falling within the field of delegated powers. This includes all powers other than those devolving on a Ministry in its capacity as Head of Offices. It has to be ensured by I. F. A. that the sanctions issued by Administrative Ministry in exercise of the delegated powers clearly indicate that they issue after consultation with I. F. A. ;

(ix) to identify, in particular, specific savings in cases of creation of posts and to maintain a Register for this purpose ;

(x) to scrutinise proposals for re-delegation of powers to subordinate authorities ;

(xi) to keep himself closely associated with the formulation of the schemes and important expenditure proposals from their initial stages ;

(xii) to associate himself with the evaluation of progress/performance in the case of projects and other continuing schemes, and to see that the results of such evaluation studies are taken into account in the budget formulation ;

(xiii) to watch the settlement of audit objections, Inspection reports, draft audit paras etc ;

(xiv) to ensure prompt action on Audit Reports and Appropriation Accounts, Reports of P. A. C., Estimates Committee and Committee on Public Undertakings ;

(xv) to screen all expenditure proposals requiring to be referred to Finance Ministry for concurrence or comments ;

(xvi) to ensure regular and timely submission to Finance Ministry of quarterly staff statements and other reports and returns required by Finance.

Appendix II to the Annexure

Liberalisation of the powers of Ministries etc., for incurring contingent expenditure.

SL. NO.	ITEM	EXISTING LIMITATION	LIBERALISATION NOW DECIDED
1.	**Conveyance hire**		
	(i) Hiring of taxis for inter-state/ international Conference.	The general procedure on such occasions should be prescribed in consultation with Finance.	The condition of consultation with Finance will be removed. Ministries will be free to issue sanction in consultation with their I. F. A. s.
	(ii) Reimbursement of taxis or other conveyance charges to gazetted Govt. servants.	Powers vested in Ministries and Heads of Departments only.	Power to Heads of Offices also to sanction such reimbursements.
2.	Fixture and furniture-purchase and repairs.	Ministries—Full powers. Heads of Deptts Rs. 2,500/- per annum per office	Full powers for Heads of Departments.
		Freight charges	**Freight charges**
3.	Freight and demurrage/wharfage	Ministries have full powers but airlifting of stores can be sanctioned only in consultation with Finance	The condition of consultation with Finance will be removed. The powers should be exercised in consultation with I. F. A.s
		Demurrage/wharfage charges	**Demurrage/wharfage charges**
		Ministries have full powers but Heads of Deptts. have powers upto Rs. 250/- in each case.	The powers to be given to the Heads of Departments may be as decided by the Ministries.
4.	*Hire of office furniture, electric* fans, heaters etc.	*Ministries—Full powers. Heads of* Deptt.—Rs. 2,500/- P.A. per office.	*Full powers to Heads of Departments.*
5.	Repairs and alterations to hired and requisitioned buildings	Rs. 2,500/- per annum (non-recurring) Rs. 500/- per annum (recurring).	The celling for non-recurring expenditure will be raised to Rs. 5,000/- per annum.
6.	Posts and Telegraphs charges, Commission on money orders for remittance to scholarship holders, contractors.	Sanction of authority not lower than the Head of Deptts. is required	Power to Heads of Offices also to sanction such expenditure subject to other conditions laid down in D. F. P. Rules.
		Where work is executed through C. C. P. S.	**Where work is executed through C. C. P. S.**
7.	Printing and Binding	Heads of some Deptts. have powers only upto Rs. 1,000/- P. A. in each case.	Full powers.
		Other cases for emergent local Printing and Binding	**Other cases for emergent local Printing and Binding**
		Ministries—Rs. 1,000/- P. A. Heads of Departments—Rs. 500/- P. A.	Ministries—Rs. 2,000/- P. A. Heads of Deptts. Rs. 1,000/- P. A.
		Heads of Offices Rs. 200/- P. A.	Heads of Offices. Rs. 500/- P. A.
8.	**Rewards Fees, Bonus etc..** (Other than fees or honorarium granted to Government servants under Service Rules).	Ministries—Full Powers. Heads of Deptts.—Nil.	Powers to Heads of Departments as may be delegated by Ministries.
9.	Local purchase of petty stationery stores.	Ministries have full powers to incur expenditure in consultation with CCPS, but Heads of Deptts. have powers upto Rs. 5,000/- P.A.	Heads of Departments can exercise such powers as may be delegated by Ministries.
10.	Local purchase of rubber stamp and office seals.	Rs. 100/- per annum subject to a limit of Rs. 20/- at a time.	Full powers.

Appendix III to the Annexure

Statement showing the particulars of posts sanctioned/abolished during the quarter ending.....@

PROFORMA—A For Ministries and attached offices

Name of Ministry/Attached Offices :.....

Sl. No.	Nomenclature of posts	Scale of Pay—Rs.	No. of posts created during the quarter		Period for which created	Activities for which posts have been created	How expenditure is met	Whether Work Study Unit was consulted before creation of posts. Where the findings of the Work Study Unit were not accepted or modified the particulars and the reasons therefore may be briefly stated.	No. and details of posts abolished during the quarter under report.*	Remarks*
			Whether under power of Min/ Deptt.	With concurrence of Fin. Ministry			Whether specific budget provision exists or, if by location of savings—the particulars of savings earmarked during current year and also in subsequent years if the expdr. is of a continuing nature.			
1	2	3	4	5	6	7	8	9	10	11

@**Note 1** : The statement will be for the quarter ending 31st March, 30th June, 30th September and 31st December.

***Note 2** : If any work study of the office has been made by S. I. U. recently, an indication of this as also the action taken may be given in the Remarks column.

***Note 3** : If any standard scale is laid down e.g. personal staff of Ministers, Class IV staff etc., an indication thereof may be given in the remarks column against the relevant items.

PROFORMA—B For Subordinate Offices

Name of Office : .....

Sl. No.	Catagory of posts	No. of posts created during the quarter		Period for which posts have been sanctioned	Activity for which posts have been created	How expenditure is met	Whether the posts were justified according to the standard laid down by SIU or any norm in force in the Deptt.	Whether Work Study Units were consulted, where they exist, before creation of posts. Where the findings of Work Study were not accepted or modified, the reasons therefore may be briefly stated.	No. & details of posts abolished during the quarter	Remarks
		With the concurrence of F.A.	Within the delegated powers of Ministry Deptt.			Whether specific budget provision exixts or if by location of savings, the particulars of the savings earmarked during the current year and also in subsequent years if the expdr. is of a continuing nature.				
1	2	3	4	5	6	7	8	9	10	11

1. **Class I**
   (i) Maximum does not exceed Rs. 1250/- P.M.
   (ii) Maximum exceeds Rs. 1250/- P. M.
2. **Class II**
3. **Class III**
   (i) Clerical posts
   (ii) Supervisory non-technical posts
4. **Class IV**
   (i) Office Peons
   (ii) Daftries
   (iii) Others

Note 1. The statement should be prepared separately for each administrative office. In respect of operative offices, the statement may be prepared for a group of offices circle-wise or Division-wise. Statements relating to all the offices under a single Department e.g. Income Tax Department, Custom Deptt. etc., should be collected together and furnished in one lot, along with a consolidated abstract and with an indication that the abstract is complete and covered all the concerned subordinate offices.

Note 2. If any study of the office has been made by SIU recently, indication of this as also of the action taken thereon may be given in Remarks column.

No. 1/20/68-Finance

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

To

1. All attached and Subordinate offices of the' Ministry of Home Affairs.
2. All the Union Territories Administrators including the NEFA Administration.

New Delhi—1 the 13th December, 1968
22 Agrahayana, 1890.

Subject : ARRANGEMENTS FOR BUDGETING AND FINANCIAL CONTROL AND DELEGATION OF FINANCIAL POWERS TO MINISTRIES.

Sir,

In continuation of this Ministry"s letter No. 1/20/68 Finance, dated the 12th November, 1968 on the above subject forwarding a copy of the Ministry of Finance Office Memorandum No. F. 10(3)-E (Coord)/67 dated the 18th October, 1968, I am directed to state that some of the important features of the present arrangements are explained below which may be carefully noted.

Budget :—The Ministry of Finance have reiterated the necessity for proper scrutiny of the budget, supply of sufficent supporting details and adherence to time schedules. It is, therefore, requested that the instructions issued in this regard by this Ministry from time to time may be scrupulously followed.

Reappropriation :—Powers have now been delegated to this Ministry for reappropriation within a grant subject to the condition that (i) there is no diversion of funds intended for Flan Schemes to Non-Plan activities and (ii) there is no augmentation of the total provision for administrative expenses. It has also to be ensured that plan priorities are not upset. The present position in this regard may be kept in view while sending proposal for reappropriation. The fresh instructions regarding reappropriation relating to works expenditure may also please be' ncted.

Creation of posts :—In addition to the existing conditions that savings should be located and specified before creating new posts it has been prescribed that the Internal Work Study Unit should be consulted in all cases where additional posts are to be created due to increase in work or reorganisation of staff. The Internal Work Study Unit in this Ministry should be invariably consulted whenever it is proposed to create posts in the Ministry.

As regards Union Territory administration, they may set up their own Internal Work Study Units on the same line as are prescribed for Administrative Ministries. All proposals of the Union Territories Administration for additional staff should be examined and cleared by Internal Work Study Units.

General :—It has been stressed again that availability of funds within the sanctioned budget should be certified by the Officer in charge of Accounts and Budget Branch before sanctions are issued under delegated powers. These instructions should be carefully followed.

Yours faithfully,

Sd/- **M. K. Nair**
Deputy Financial Adviser.

No. 1/20/68—Finance

Dated the 13th December, 1968
22 Agrahayana, 1890

Copy forwarded for information and guidance to all Sections of the Ministry of Home Affairs. It may please be noted that under the revised arrangemsnts the Internal Financial Adviser (Dy. F. A.) should be consulted in all cases before the exercise of the delegated powers and the financial sanctions issued under the delegated powers should indicate that they have been issued after such consultation. One copy of each sanction issued after consulting the Internal Financial Adviser should be supplied to the Finance Section. Copies of sanction issued in consultation with the Ministry of Finance need not be supplied to the Finance Section.

Sd/- **M. K. Nair.**
Deputy Financial Adviser.

No. 25/7/68-RG
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A Mansingh Road
New Delhi-11.
The 26th November, 1968

To

All the Superintendents of Census Operations and the Linguist.

Subject :—ARRANGEMENTS FOR BUDGETING AND FINANCIAL CONTROL AND DELEGATION OF FINANCIAL POWERS TO MINISTRIES.

Sir,

I have the honour to forward herewith a copy of the Ministry of Finance O. M. No. F. 10(3)-E(Coord)/67 dated the 18th October, 1968 together with the Ministry of Home Affairs endorsement No. 1/20/68-Finance, on the subject cited above for your information and guidance.

Yours faithfully,

Sd/- D. N. Krishnamurthy
Administrative Officer.

Copy to :
(i) Shri G. L. Sud.
(ii) Guard File.

Sd/- D. N. Krishnamurthy
Administrative Officer.

No. F. 28/104/68-Pub. I
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS

To

The Registrar General and Ex-Officio
Census Commissioner, New Delhi

New Delhi, the 5th July, 1968

Subject :—DELEGATION OF FINANCIAL POWERS TO THE DEPUTY SUPDT, OF CENSUS OPERATIONS, ASSAM.

Sir,

With reference to your letter No. 3/25/66-RG dated the 26th April, 1968 on the subject noted above, I am directed to say that in exercise of the powers conferred by Rule 10(3) of the Delegation of Financial Powers Rules, 1953, the President is pleased to delegate to the Deputy Superintendent of Census Operations Assam, also the same Financial Powers as have been delegated to the Deputy Superintendents of Census Operations, Andhra Pradesh, Maharashtra, Uttar Pradesh, Madhya Pradesh and Assitant Superintendent of Census Operations, Himachal Pradesh vide this Ministry's letter No. 28/31/66 Pub-I dated 21.4.1966 as amended vide letter No. 28/31/66-Pub.I dt. 20.5.1967 subject to the conditions or limitations as mentioned in the aforesaid letters with effect from the 1st April, 1968 for so long as he holds independent charge of the office of the Superintendent of Census Operations, Assam.

This issues with the concurrence of Ministry of Finance vide their U. O. No. 4164-HF/68 dated 27.6.1968 in so far as redelegation of powers regarding grant of honorarium mentioned in para 2 of this Ministry's letter No. 28/31/66-Pub. I, dated 21.4.66 is concerned.

Yours faithfully,

Sd/- L. D. Hindi
Under Secretary to the Govt. of India

No. F. 28/104/68. Pub. I
Copy forwarded for information :—
1. The Accountant General, Assam.
2. The Deputy Superintendent of Census Operations, Assam.
3. The Ministry of Finance (Home Finance) New Delhi.
4. Ministry of Home Affairs, Finance Section.

Sd/- L. D. Hindi
Under Secretary to the Govt. of India.

No. 28/31/66-Pub. I
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS

To

The Registrar General and Ex-Officio
Census Commissioner,
New Delhi.

New Delhi—1 the 20th May, 1967

Subject : DELEGATION OF FINANCIAL POWERS TO THE DEPUTY SUPERINTENDENT OF CENSUS OPERATIONS.

Sir,

In continuation of this Ministry's letter No. 28/31/66 Pub. I dated the 26th April, 1967, addressed to 'the Accountant General, Central Revenues, New Delhi and copy endorsed to you, I am directed to convey the sanction of the President to the substitution of the following for para 1 (iii) of this Ministry's letter No. 28/31/66-Pub. I dated the 21st April, 1966.

(iii) **Contingent Expenditure** :—power to incur contingent expenditure upto Rs. 1,000/- p. a. in each case for recurring expenditure and Rs. 5,000/- p.a. in each case for non recurring expenditure provided that in respect of matters specified in column 2 of Annexure to Schedule V of the Delegation of Financial Powers Rules 1958, the power to incur expenditure will be subject to the limits and conditions specified in that annexure. These powers will also be subject to the conditions specified under Rule 10(5) of the Delegation of Financial Powers Rules, 1956.

2. The above amendment shall have eflect from 21st April, 1956.

Yours faithfully,
Sd/- **R. A. S. Mani**
Under Secretary to the Government of India.

No. 28/31/66-Pub.I

Copy forwarded for information to :-

1. The Accountant General, Central Revenues, New Delhi in this connection para 2 of this Ministry's letter of even No. dated the 26th April, 1967 refers.
2. All Accountant Generals

Sd/- **R. A. S. Mani**
Under Secretary to the Government of India.

No. 28/31/66-Pub. I
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS

To

The Registrar General &
Ex-Officio Census Commissioner,
New Delhi.

New Delhi-11, the 21st April, 1966
1st Vasakha, 1888

Subject : DELEGATION OF FINANCIAL POWERS TO DEPUTY SUPERINTENDENTS OF CENSUS OPERATIONS, ANDHRA PRADESH, MAHARASHTRA, UTTAR PRADESH, MADHYA PRADESH AND ASSISTANT SUPERINTENDENT OF CENSUS OPERATIONS, HIMACHAL PRADESH.

Sir,

With reference to your letter No. 3/25/66-RG, dated the 3rd March, 1966 on the above subject, I am directed to say that in exercise of the powers conferred by Rule 10(3) of the Delegation of Financial Powers Rules, 1958, the President is pleased to redelegate the following financial powers to the Deputy Superintendent of Census Operations, Andhra Pradesh, Maharashtra, Uttar Pradesh, Madhya Pradesh and Assistant Superintendent of Census Operations, Himachal Pradesh subject to the conditions or limits, if any, specified in each case for so long as they hold independent charge of the respective Census Office.

(i) **Creation of Posts** : The powers to create temporary posts in Class III and Class IV for a period not exceeding two years subject to the conditions laid down in rule 9 of the delegation of Financial Powers Rules, 1958.

(ii) **Purchase of books and other newspapers** : Full powers to purchase for use of their offices, books, newspapers and other publications subject to the conditions mentioned in the Delegation of Financial Powers Rules, 1958, Schedule V and also subject to the further condition that in respect of the unofficial publications, the purchase will be made from the list of such publications, as may be prescribed by the Registrar General, India and Ex-Officio Census Commissioner.

(iii) **Contingent Expenditure** : Powers to incur centingent expenditure upto Rs. 1000/- p.a. in each case for recurring expenditure and Rs. 5,000/- in each case for non-recurring expenditure, subject to the monetary limits and other instructions specified in the annexure to Schedule V of the D. F. P. Rules, 1958 and also subject to the condition specified under Rule 10(5) of the aforesaid rules.

(iv) **Miscellaneous expenditure** : The powers to incur expenditure on entertainment (light refrashment) upto Rs. 200/- p.a. subject to general instructions issued by the Ministry of Finance.

2. Powers to sanction the grant of recurring and non-recurring honoraria upto a limit of Rs. 100/- in each case to Government officials other than those in their own office and to non-officials for the work done in connection with the 1961 Census Operations, is also hereby delegated to the officers mentioned in para 1 above.

3. The officers mentioned in para 1 above are also declared as Controlling Officers' for their own and their esatblishment travelling allowance.

Yours faithfully,
Sd/- **R. A. S. Mani,**
Under Secretary to the Govt. of India.

No. 28/31/66-Pub. I

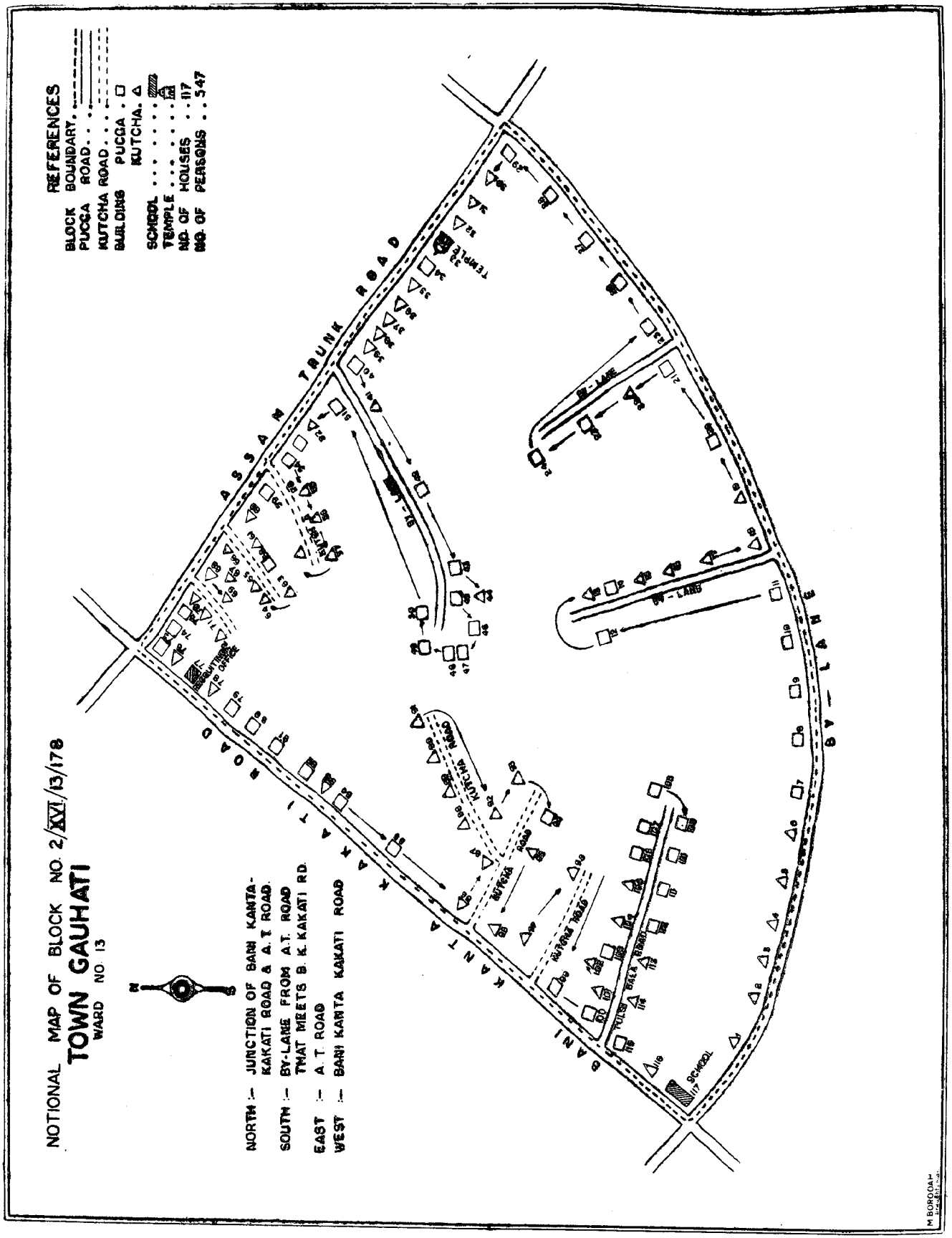
Copy forwarded for information to :-

1. The Accountant General, Andhra Pradesh.
2. The Accountant General, Maharashtra.
3. The Accountant General, Uttar Pradesh.
4. The Accountant General, Madhya Pradesh.
5. The Accountant General, Punjab.

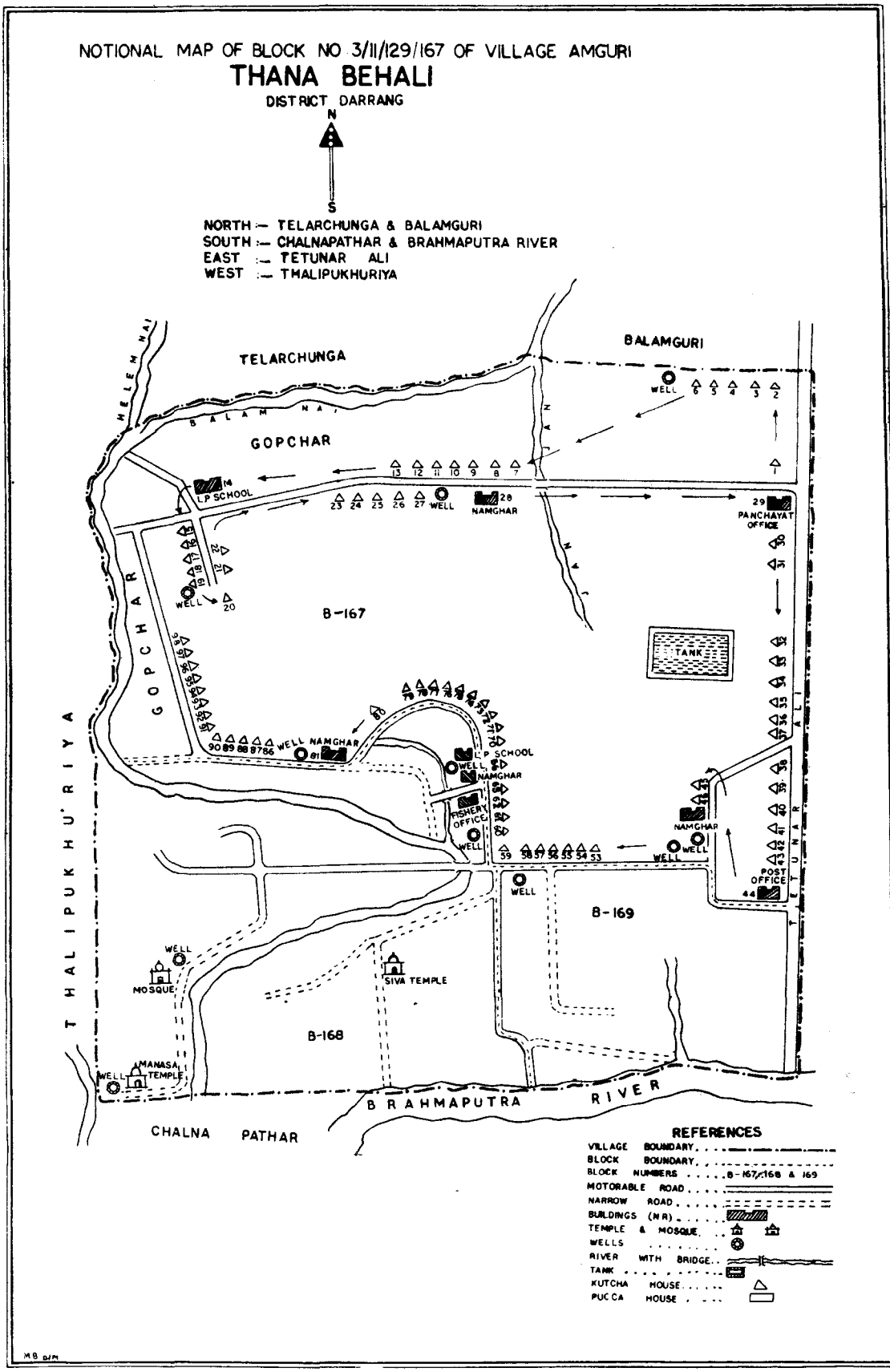
The orders in para 2 above issue with the concurrence of the Ministry of Finance vide their U. O. No. 3676H/F dated 19th April, 1966.

6. The Deputy Superintendents of Census Operations, Andhra Pradesh, Hyderabad/Maharashtra, Bombay/Uttar Pradesh, Lucknow/Madhya Pradesh, Bhopal/and Assistant Superintendent of Census Operations Himachal Pradesh, Simla.
7. The Ministry of Finance (HLL), New Delhi.

Sd/- **R. A. S. Mani.**
Under Secretary to the Govt. of India.

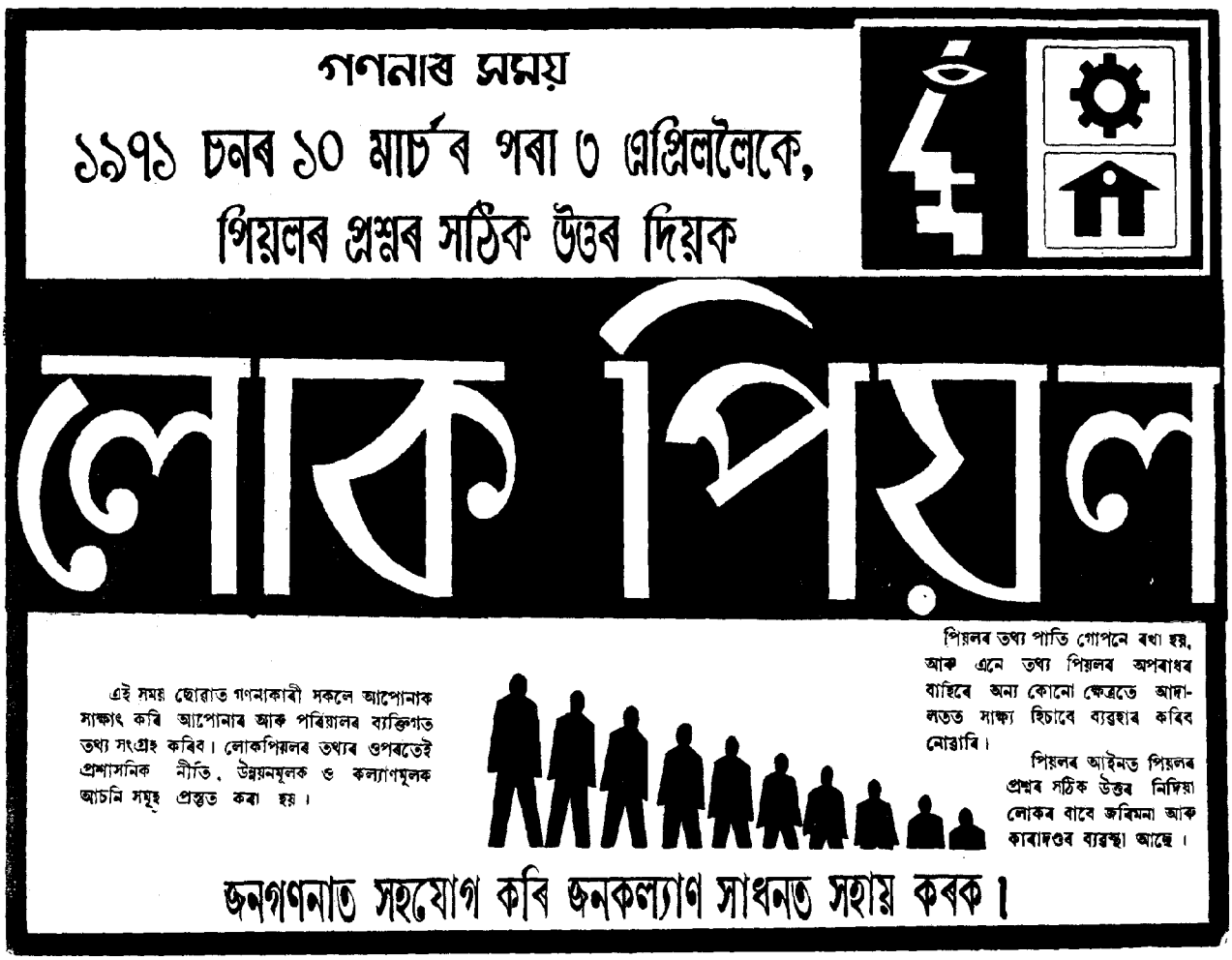


A specimen of notional map of a block in rural area prepared by the enumerator during Housenumbering and Houselisting.



A specimen of notional map of a block in urban area prepared by the enumerator during House numbering and Houselisting.

APPENDIX XXV



A piece of our Publicity Measure in Assamese.