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# CENSUS OF INDIA 1971

SERIES 24

# ARUNACHAL PRADESH

PART VIII-A

## ADMINISTRATION REPORT-ENUMERATION

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DIRECTOR OF CENSUS OPERATIONS
ARUNACHAL PRADESH.

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Any statement made, views expressed or conclusions drawn in this report are wholly the responsibility of the author alone in his personal capacity and do not necessarily represent the views of the Government.

Arunachal Pradesh is a thinly populated hilly tract lying roughly between the latitudes 26°28'N and 29°30'N and the longitudes 91°30'E and 97°30'E on the north-east extremity of India, comprising roughly of 83,578 kilometre squares of area, bordering the international boundaries of Bhutan, Tibet, China and Burma. The Pradesh is known to be rich in flora, fauna, power and mineral potential.

When the 1971 Census was taken in Arunachal Pradesh, the area was known as the North-East Frontier Agency ( NEFA in short ) which was constitutionally a part of the State of Assam. At that time NEFA was directly administered by the President of India through the Governor of Assam as his agent, who was assisted by an Adviser. The office of the Adviser to the Governor of Assam was situated at Shillong, the capital of the Assam State.

On the 21st January, 1972, NEFA has been made into a Union Territory with the new name of Arunachal Pradesh under the provisions of the North-Eastern Areas ( Reorganisation ) Act, 1971, ( 81 of 1971 ) and placed under the charge of a Chief Commissioner with his headquarters at Shillong, now the capital of the State of Meghalaya.

# *Message*

The decennial population Census of India is a gigantic operation of great national importance. It is a kind of national stock-taking, as it were. In the modern age, the Census has become an indispensable instrument of policy and development planning. The Census is not a mere counting of heads but a scientific enquiry intended to present a complete and objective picture of man in his social, cultural and economic setting. A Census is the product of great cooperative endeavour between the Government and the people. The success of the Census depends on the truthful answers to the Census questionnaire that every citizen is expected to furnish when the enumerator calls at his door. The information collected of individuals at a Census is treated as confidential under law and it can be used only as statistical data.

The forthcoming Census of India in 1971 will be a landmark, as it marks the completion of hundred years of census-taking in the country; and so, is of special significance to the nation. It is my hope that every citizen will fully cooperate in this great national task.

V. V. GIRI
President of India

# *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.

New Delhi,
March 3, 1971

Sd/-Indira Gandhi

***COMMENTS***

**"THE CENSUS ORGANISATION HAS DONE AN EXCELIENT JOB OF WORK"**

Sd/-Indira Gandhi
18.8.71.

# *Message*

On the occasion of the launching of the census enumeration in NEFA from October, 1970, I have great pleasure in wishing the band of enumeration staff and the people of NEFA every success in this great National Task.

Sd/- K. S. Ramaswamy,
Deputy Home Minister,
Government of India.

# *Message*

India's population forms such a large and important segment of the world's population that a census of the population of this country is not only of wide interest to the people of this nation but compels the attention of the entire world. India is a vast country with variegated peoples. The Indian census covers every individual and presents a complete picture of the nation.

The census enumeration in NEFA is being organised from October, 1970. For the first time, NEFA will be comprehensively covered by uniform census schedules that have been adopted for the entire country. The census provides much valuable data that will help in better organisation of democratic institutions and better planning of the welfare of the people.

My good wishes go to every single worker engaged in census enumeration and to all the people of NEFA who are partners in this enormous cooperative endeavour through which we shall be making our humble contribution for better progress of the nation.

Sd/- A. CHANDRA SEKHAR,
Registrar General &
Census Commissioner, India

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## BACKGROUND

In Mahabharata and Ramayana, written around the 400 B. C., the northeast part of the country had been described as Kamarupa. Most of the kings mentioned in these epics and in the Puranas that were written afterwards, belonged to non-aryan origins and generally bore the suffix of 'asura' in their names such as Narakasura and Banasura, although aryanised names like Bhagadatta and Amurtaraja were also not rare. The Mahabharata and Purana stories indicate that the kings who were known to have reigned over the plains portion of this ancient land, also held sway over the neighbouring hilly tracts. As for example, the king Banasura's grandson Bhaluka shifted his capital from Sonitpur or present day Tezpur to Bhalukpung on the foot hills of the Himalayas, and even today, a prominant montagnard tribe called Aka or Hrusso of Arunachal Pradesh, claims that they are the direct decendants of king Bhaluka. Another king, who had his capital at Kundilanagar near present day Roing on the foot hills of the Himalayas on the eastern part of Arunachal Pradesh and is now claimed to be the ancestor of the montagnard tribe of the Idu Mishmis, was the King Bhishmaka, the father of Rukmini, the consort of Lord Krishna. In fact, the long chain of archaeological remains all along the foot hills of the Himalayas indicate that a high form of civilisation flourished there hundreds of years ago, and by virtue of their mere position dominated both the plains areas to the South and the hills to the North.

Kamarupa was predominantly the home of non-aryan people although the process of aryanisation probably started in this ancient land from the Vedic age itself. A massive migration of sections of predominantly Aryan people took place to this land, who finally settled in two belts on either banks of the Brahmaputra river leaving out in the North, in the North Bank, the immediate vicinity of the foot hills where were the population centres of the indigenous people and also that of the often flood effected low-lying riverine areas of the Brahmaputra river in the South. The pattern was repeated in the South bank of the Brahmaputra also. This massive migration of predominantly Aryan people was presumably possible, firstly because the cultural practice they followed, like growing of transplanted paddy on clay soil on the comparatively low-lying areas, not only did not come into conflict with the cultural practice of growing largely broadcast paddy on the comparatively highlands on the foot of the hills by the indigenous people, but actually complemented the latter. The non-aryan indigenous people also held their livestock to be of great economic and social value. These thrived better in the comparatively dry areas of the foot hills than in the marshy low lands further down. This might have contributed to the second main factor why the lands occupied by the new migrants did not arouse very great resistance from the indigenous people. The immediate prospect of utilising these land did not fit into the way of life of the indigenous people. On the other hand, the filling up of the land with people whose efforts were more productive than what was hitherto the norm, accrued benefits like increased revenue to the state coffers., greater volume of trade and commerce, greater manpower for the armed forces and the like, were possibly irresistible to the local administration and the people, and provided the third main reason why the massive migration was tolerated and absorbed without any recorded instance of resistance.

Further, the migration of the predominantly Aryan people in the plains, possibly coincided with the migration of the predominantly mongoloid people in the hills, like that of the Nagas from the East cutting down further inroads of the ancestors of the tribes like Kukis, Koms, Chothes, Marings, Suktes, Pois, Riangs etc, from North to South and their return from South to North; and some of the Arunachal Pradesh tribes from eastern Tibet towards the valley of Brahmaputra as the result of the pressure exerted by the ancestors of the dominant Tibetan tribes. Therefore, fillling up of the valley with friendly people possibly was to the interest of the indigenous people.

The migration of the people of largely Aryan origin into the hitherto non-aryan land had many social and cultural implications, and it may be stated in short that these migrants had to endure various pressures and finally abandon or greatly modify the traditional caste system of the Hindus. They practically organised themselves into a casteless society. Amongst all the Hindu communities of India, it is only in Assam where persons following different professions including those of the artisans, belong to the single caste which may be called the Kalita group. Even today, the bulk of the Hindu society of Assam consists of this group of people. On the the fringe of this casteless society, the priestly Brahmins were allowed to exist. On the other hand, the non-aryan elements of the neighbouring communities were assimilated into lesser castes wherefrom they could rise step by step in the caste ladder and finally reach the status of Kalita. As

for example, the tribal communities were converted into the 'Koch' caste whereas the non-tribal communities were converted into the 'Keot' caste. This historical process of live sociology, finally come to an end when the British occupied Assam and jolted the Hindu society by drawing firm lines of differentiation and isolated the 'Scheduled Castes, and the 'Scheduled Tribes'.*

The four great powers of Assam, namely the Koch and the Sootiyas** (including the Miris) of the northern bank of the Brahmaputra, and the Ahoms and the Kacharis of the southern bank, were all accepted as Hindu kings. The Koch kingdom of the northern bank of the Brahmaputra always could procure active help from other non-aryan tribes upto the limits of the Subansiri river. The Sootiyas of the northern bank of the Brahmaputra, provide another example of complete Hinduisation of a hill tribe that held control over the hills as well as the neighbouring plains. The Sootiyas became so powerful by the early part of the 13th century that they, with their capital Ratnapura in the Majuli area near North Lakhimpur, held continuous discourse with the king of Bengal. The Miris are another hill-tribe who came down from the hills during the same period the Sootiyas did and settled in the plains areas neighbouring the hills, forming an important link between the plains and the hills. Those hill tribes that settled in the plains were called the Miris and those who continued to remain in the hills were called the Bar-Miris or the Abors (Adis). The Miris were also classified later as *Panibatia* (riverine people) and *Tarbatia* (non-riverine people-possibly meaning thereby motagnard people). The Koches, the Miris and the Sootiyas of the northern bank of the Brahmaputra came into conflict with the expansion of the Ahom power from the southern bank of the Brahmaputra which was to become the paramount power of the entire state of Assam at a later date.

The Ahom historians say that when the Ahoms entered Assam in 1228 A.D., the Sootiyas were established in Sadiya and were the masters of the country as far as the Disang river. But it was not the Sootiyas with whom the Ahoms first come into conflict with. When Ahoms entered Assam by crossing the Patkoi range, they found the country in the hands of the Morans and the Borahis who were soon subdued. The Ahoms established maritial relationships with the Morans and the Borahis, and absorbed them. Soon they found themselves facing the strong Kachari kingdom in the West and the Sootiya kingdom in the northeast. They came into conflict with the Sootiyas by the middle of the 14th century and by the end of the 16th century the kingdom of the Sootiyas became a province of the Ahom kings, effectively administered by an Ahom noble titled Sadiyakhowa Gohain. The Ahoms, however, had to suppress many revolts and cope with many excesses perpetuated by the Sootiyas.

After subduing the Sootiyas, the Ahoms dealt with the Miris occupying the land in the western and the northern parts of the Sootiya kingdom. The first conflict with the Miris took place in the beginning of the 17th century. It is interesting to note that the Miris who were in perfect peace and harmony with the Sootiyas, (their fellow hill-men who were said to have descended from the hills at the same time the Miris did) could not stand the overlordship of the Ahoms and gave them a bitter and determined fight. Ahoms referred the Miris as Sootiya-Miris and later employed them in the Ahom army in good strength. The Sootiya-Miris were known to be expert archers. It appears that this reconciliation of the Ahoms with the Sootiya-Miris, took place only after the Ahom came into a settlement with the Miris and paid *posa* to them.

The word *posa* literally means settlement. The *posa* paid by the Ahoms to the Miris was apparently *intended* for the purpose of keeping peace and drafting of Miri soldiers into the Ahom army. It may, therefore, be said that the Ahom really did not formally subjugate the Miris but recognised them as an independent frontier force and paid them a settled amount regularly, mainly for the purpose of drafting of Miri soldiers into the Ahom army. The Sootiyas and the Sootiya-Miris were allowed to enter the Ahom *khel* or clan merely by offering a symbolic lot of betel nuts and leaves before a congregation and expressing their willingness to do so. The ceremony was briskly called *Khelat utha* or "entrance into the clan"

The story of relationship of the Ahoms with the Koch people, whose kingdom extended along the entire northern bank of the Brahmaputra upto the areas actively controlled by the Sootiyas in the East and the limits of the Muslim power of Bengal in the West, is full of drama, valour and surprises. According to the Ahom chroniclers, in the beginning of the 16th century the royal dynasty of the Koch kingdom was founded by the king Biswa Singha whose parents lived in the present day Kamrup district of Assam. The emergence of the Koch as the ruling power by consolidating the fragments of principalities that remained to remind the glory that was of the old

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* The traditions of the church like organisation of Assam, called the Satras, still give ample evidence in favour of this theory. The author's personal investigation of the role of the Nikamul Satra of the Darrang district and of the Ghorpora Satra of the Lakhimpur district, indicated close relationship of the Satras with the Arunachal Pradesh tribes like Sherdukpen, Hrusso, Miji, Bangni or Nissi or Nishang, Hill Miri etc.

** 'Sootiya is' spelt as 'Chutiya' in most other texts.

Kamarupa, came at the period when the Ahoms had firmly entrenched themselves in upper Assam and were looking for further expansion. The Ahoms made an inroad along the northern bank of the Brahmaputra upto the river Subansiri by defeating the Sootiyas and the Miris in a number of engagements. Therefore, the Ahom king Suhungmung and the Koch king Biswa Singha faced each other with hostility from the very beginning. Biswa Singha was taken by surprise by the army of the great Ahom general Chaukham Bargohain and Kamcheng Barpatra Gohain at an unexpected moment and had to offer submission and later agree to pay annual tribute to the Ahom king. However, Biswa Singha resented this and made an unsuccessful naval expedition to regain his lost prestige.

The humiliation of Biswa Singha was avenged by his son Narnarayan (1540-1587 A. D). In the beginning (1543-1546), the Koch army suffered defeat specially when they gave a pitched battle to the Ahoms in the southern bank of the Brahmaputra river. In 1546, the Koches defeated the Ahom army in the northern bank of Brahmaputra but were again defeated in the southern bank. In 1547, the Ahom succeeded in storming the Koch fortress at Narayanpur in the Lakhimpur district on the northern bank of the Brahmaputra and inflicting severe casualties. The result of this battle jeopardised the very hold of the Koches in the northern bank of the Brahmaputra, their home. The king Narnarayan then started consolidating his position within his own territory. As a part of war preparation, he constructed a road from Koch-Behar of present day Bengal to Hubung near Majuli, the river island, along the foot hills of Himalaya. This road has come to be known as the Gohain Kamal Ali. The purpose of this road (about 600 kilometres long) was to ensure easy movement of army and their supply so that an expedition could be taken out to threaten the lengthening Ahom line of communication at the choice of the Koches. Further, as the road ran along the foot hills of Himalayas, it was possible for the Koches to recruit fresh soldiers from amongst the hill tribes with whom the Koch had very close relationship and move them quickly to the desired places. It is possible that an old alignment of this road was in existence from the ancient days when the different principalities on the foot hills of the Himalayas flourished, and all that Narnarayan had to do was to improve the same and reconstruct some parts.

The Koch tribe or caste had emerged from adoption of Hinduism by the local tribes which was a continuous process till the British isolated the tribes psychologically by calling them Scheduled Tribes and also by putting up physical obstructions such as of Inner Line.* Narnarayana wooed the tribes in a big way. In 1562 A. D., he, accompanied by his queen Bhanumati, followed his own expeditionary forces placed under the command of his brother Sukladhwaz alias Chilarai and halted at a place near Brahmakunda on the foot hills of the Himalayas in the present day Mangaldoi subdivision of the Darrang district, not very far from the ancestral home of the tribe from amongst whom the royal Koch dynasty had emerged. Here, he ordered construction of a hill fort and a temple. When the temple was completed, he placed a image of goddess Durga therein and appointed a tribesman as the priest. This created great confidence in the minds of the tribes that were yet to embrace Hinduism formally but with whom the Koch had fraternal relationship. But Narnarayan was also aware that the predominantly Aryan society that had taken firm roots in the soil by that time and had organised themselves politically under the leadership of the chieftains called the Bhuyans, accounted for the maximum manpower of his kingdom. Moreover, by virue of formal adoption of Hinduism followed by construction of temples other religious sites, and also by giving asylum to the scholars and reformers that fled the Ahom kingdom, the Koch kings commanded instant loyalty and affection of the Bhuyans and their subjects. To strike a balance between the two major sections of his subjects, Narnarayan held a conference attended by the representatives of all the mongoloid tribes of his kingdom, including the Bhutiyas of seven Duars, and the important Bhuyans. He ruled in this conference that the tribal customs would be followed in the areas falling to the northern sides of the Gohain Kamal Ali whereas Brahmanic rites would be preserved in the territory falling to the South of the Gohain Kamal Ali. This produced the desired effect and soon the ranks of the Koch army swelled with Bhutians, Daflas, other tribes of the hills and the plains, as well as with the well equipped legions sent by the Bhuyans from the South. Narnarayan and his brother Chilarai marched to Narayanpur. In 1563, the Koch naval force floated upstream eliminating the chance of surprise the Ahoms could give by crossing the Brahmaputra and attacking the Koch army from the rear, and finally anchored firmly on the mouth of the Dikhow river, a few miles from Gargaon, the Ahom capital, and finally defeated and destroyed the Ahom navy in a decisive engagement. The Koch infantry also reached the bank of the Brahmaputra on the opposite side of the mouth of the Dikhow river, by defeating the Ahom resistence in a number of skirmishes. Within a short while, the Ahom King sued for peace and finally acknowledged the overlordship of the Koch king and agreed to pay him tribute.

However, the Ahoms soon tried to regain their lost prestige. They defeated the Koch army

*'Inner Line' prohibited a subject of British India to enter the present day Arunachal Pradesh, Nagaland and Mizo Hills. In the earlier days the present day Garo Hills and Mikir Hills also fell in this category,

and extended the western boundary of the Ahom kingdom upto the Bharalee river near Tezpur. But whereas the Ahom could effectively subdue the Bhuyans or the chiefs of the plain parts of the newly acquired territory without much trouble, the hill tribes defied the authority of the Ahom. The Ahom was constantly terrorised by the tribes. The punitive expeditions which the Ahom army was forced to send up the hills, were often harassed and defeated. The hill tribes had given their political allegiance to the Koch kings who were their kinsman. They would not accept the Ahoms, and one punitive expedition to the hills after another suffered tremendous casualties. The hill tribes of the northern hills of Arunachal Pradesh, specially the Monpas, the Sherdukpens, the Hrussos, the Nishangs, the Hill Miris and the Adis still believe that their brothers went down and settled in the plains of Assam ahead of them.

Unable to control the hill tribes through expeditions, the Ahoms brought about settlement with hill-tribes through payment of *posa* or settlement money for keeping peace and drafting of the hillmen into the Ahom army. But the Ahoms extracted the amount of *posa* money to be paid to the Dafalas out of the newly acquired region itself. They assigned a number of new subjects to pay a particular amount of *posa* to the Dafalas in lieu of the land settled to them. These subjects came to be known as *Dafala Bahatiya* or serfs assigned to the Dafalas. An administrative officer styled Dafalaparia Phukan was appointed to ensure that the *Dafala-Bahatiya* paid *posa* to the Dafalas on demand and in return enjoyed the land settled to them by the Ahom king, in peace. This was the type of feudalism started by the Ahoms with respect to the Dafalas and the *Dafala Bahatiyas* in this region. It is believed that *Dafala Bahatiyas* assigned by the Ahom kings to pay *posa* to the Dafalas, were closely related to the Dafalas themselves and possibly were Dafalas converted to Hinduism a few generations back, for the Dafalas and *Dafala Bahatiyas* together rose in revolt against the Ahom kings towards the end of the 18th century. The leadership of this rebellion was wrested by a *Dafala Bahatiya* called Phofai. The rebellion took such a serious turn in challenging the Ahom power that the Ahoms had to fetch six companies of foreign *Barkandaz* or mercenary armed men, to quell it. Phofai Senapati was killed in an engagement and a large number of Dafalas and *Dafala-Bahotiya* were executed by the Ahom and their mercenary force. After this, the Dafalas gave no further trouble to the Ahom kings although in the previous two centuries the Dafalas raided the Ahom territory continously and most of the punitive expeditions sent to the hills had disastrous consequences. These tend to prove that in most of the raids the Dafalas were actively helped by the *Dafala-Bahatiyas* with materials and information, for they held closer kinship with the Dafalas than with the Ahoms.

The Koch kings ruled Bhutan till the end of the 16th century. All the Duars or the passes leading from the Bhot hills to Koch kingdom were manned by the Koch army. Later, the Koch kingdom broke into two parts (1581 AD) the western half having its capital at Koch-Behar and the eastern half having its capital at Koch-Hajo. Immediately afterwards, the western half came under the influence of the Afghan king Isha Khan of Bengal and the eastern half became a vassal state of the Ahoms. The Ahoms found the vassalage of the Koch prince very useful in keeping the Bhutiyas under control till an independent treaty was concluded with the king of Bhutan (known as the Dharmaraja or Deboraja in the Ahom history). However, earlier to concluding a formal treaty with Bhutan and introduction of the *posa* system with regard to some of the Bhutia clans, the vassal Koch king (known as the Darrangi Konwar in Ahom history) was the principal in keeping the Bhutiyas and other hills tribes under control.

The *posa* system introduced by the Ahoms to the Sootiya Miris, Hills-Miris, Tagin Dafalas, western Dafalas, Akas and other smaller tribes called by the Ahoms generally as Bhutiyas, paid good dividend. Miri soldiers were known to have taken a very effective role in the expedition sent out by the Ahom against the Kachari kings. The Dafalas are known to have been deployed in a great number in the Jayantia* expedition. Both these expeditions ended with success.

The policy followed by the Ahoms regarding the tribes of the eastern and the southeast corner of their territory, was less conciliatory. It may be recalled that the Ahoms entered Assam by crossing the Patkoi range of the present day Tirap district of Arunachal Pradesh. They continued to regard this district as their hinterland and always endeavoured to keep the same under very effective control by inflicting dire and sometimes inhuman punishments to the tribes whenever they rose in rebellion. The 15th century is full of records of suppressing the risings of the Wangcho, the Nocte and the Tangsa tribes by the Ahom army. The Ahoms had to introduce an elaborate administrative system to keep this hinterland of theirs under control.

The Ahom also sought to keep under control the hill tribes of the East living on the southern bank of the Lohit river, by settling a number of tribes akin to themselves like Khamtis and Singphos. However, this policy was not very successful, The Khamtis and the Singphos themselves started giving trouble to the Ahom kings and in fact, the Khamtis came into direct

*Jayantias live in the Jayantia Hills district of Meghalaya.

conflict with the Ahom governor at Sadiya and actually over-powered him at a certain point of time. However, the Mishmis who were sought to be kept under control by the Ahoms with the help of the Khamtis and the Singphos, turned out to be great traders and did not give any trouble to the Ahoms as they benefitted greatly by trading in Sadiya and other points of contact with the plains.

The singular overall success of the Ahoms in their dealings with the hill tribes was testified by the Mughal historian Shihabuddin Talish, who accompanied a Mughal expedition to Assam in 1662-63. He wrote ; "although most of the inhabitants of the neighbouring hills paid no taxes to the Raja of Assam yet they accepted his sovereignty and obeyed some of his commands". An account of the interview which the Assamese Ambassador Madhab Charan Kataki had with the Mughal commander Raja Ram Singh, referred to the tribal legions of the Ahom army thus ; "Numerous chieftains of the mountainous regions have become our willing allies in the campaign. They consist of a total strength of three lakhs of soldiers. They are not amenable to any considerations of right or wrong. Their participation in this campaign has been directly sanctioned by his Majesty and they rush furiously against the enemy without waiting for the orders of the generals. They are quick and sudden in their attacks, and their movements and actions cannot be presaged".

In 1826, the Ahom authority in Assam was finally displaced by the British. During the last years of Ahom rule, the control over the tribes weakened. Even so, Michell in his report on the North East Frontier of India recorded in 1820 thus : "Before we took possession of Assam, the Mishmis were obedient to the orders of the Assam Government, and paid tribute to the Sadiya Khowa Gohains". About the Abors, Michell quoted Captain Neufville to have stated that "the Abors were giving assistance to the Gohain of Sadiya against the Singhphos", and also that "20,000 or 30,000 came down to assist the Bura Gohain in repelling the Moamarias, who were devastating all the country east of Jorhat". Captain Neufville was referring to the revolt of the Maomarias of the upper Assam that broke the back of the Ahom power which later fell prey to all sorts of internal conspiracies culminating in three disastrous attacks made by the Burmese, and the eventual take over of the administration by the British.

The tribal tracts of Assam attracted attention from the erstwhile British Government of India. They realised that these tracts offered very little in the way of revenue and expansion of a costly administrative machinery would not be worthwhile. Only in the places where they found the climate specially conducive to their taste, like Shillong of the Khasi and Jaintia Hills and Kohima of the Naga Hills, did they pay attention for their development into hill resorts.

Vide the Assam Frontier Tracts Regulation, 1880 (Regulation 2 of 1880), the Chief Commissioner of Assam was given power to direct that any enactment in force in such tract should cease to be in force therein and to determine the line of boundary between such tract and the adjoining territory in British India. Earlier to this, the British Government defined an 'Inner Line' in the district of Lakhimpur of Assam vide notification of the Government of India, Foreign and Political Department No. 2427p. dated the 30th September, 1875, under the provision of Section 2 of Regulation V of Bengal Eastern Regulation of 1873 (Regulation for peace and government of certain districts on the eastern frontier of Bengal), and in the district of Darrang vide notification no. 631p dated the 8th March, 1876, to meet the north-western extremity of the 'Inner Line' of the Lakhimpur district notified in 1875.

In 1914, the Governor General in Council, in exercise of the powers conferred by section 1 of the Assam Frontier Tracts Regulation, 1880, defined the extent of the three divisions of the frontier tract with three notifications; these were :

(1) Central and Eastern Sections, North-East Frontier Tract.

(2) Lakhimpur Frontier Tract, and

(3) Western Section, North East Frontier Tract.

These three divisions laid the foundation of the present day Arunachal Pradesh. The outer boundary of this tract was determined by the MacMohon Line. The MacMohon line was the demarcation of the areas under actual control of Tibet and Assam as it existed in 1914, which ran along the peaks and the ranges of the Himalyas that act as water-shed between Tibet and Assam. This line, based on the traditions, customs and also on the actual control exercised by the Governments of Tibet and Assam, is regarded as the international boundary between Tibet and India. The southern boundary of Tibet, of which the MacMohon Line forms a part, runs largely along the water-sheds between Tibet and Assam, Tibet and Bhutan, Tibet and Sikkim, Tibet and Nepal, Tibet and Himachal Pradesh, and Tibet and Kashmir.

In 1917, the Inner Line in the Balipara Frontier Tract was defined by the Government of India notification No. 8052p dated 13.10 1917 which readjusted the boundary of the

Western Section, North East Frontier Tract. In March 1919, by another public notification, the Central and Eastern Section, North East Frontier Tract, was renamed as the Sadiya Frontier Tract and the Western Sector was renamed as the Balipara Frontier Tract.

In 1921 Census of India, the identity of the Balipara Frontier Tract, the Lakhimpur Frontier Tract and the Sadiya Frontier Tract, was maintained and duly reported in the volumes pertaining to the province of Assam. These tracts were treated as separate 'districts' of Assam while compiling the Assam District Gazetteers. In the censuses earlier than 1921, the separate identity of the frontier tracts was not maintained as they formed the integral parts of the Darrang and the Lakhimpur districts of the province of Assam inspite of the 'Inner Line'.

Notification 50 of the 3rd January 1921, named all the frontier districts of Assam as "backward tracts", in which, under the government of India act of 1919, only such laws would operate as the Governor in Council or the Governor General in Council might direct. The Government of India Act of 1935 divided these hill areas upto the international boundary into "excluded" or "partially excluded" areas. Section 92 of the 1935 Act stated that till such time as these excluded areas were ready to be merged with the rest of the province, the Governor would administer them in his discretion under the general control of the Governor-General. On the 3rd March, 1936, the Government of India (excluded and partially excluded areas) Order declared the Sadiya, the Lakhimpur and the Balipara Frontier Tracts to be excluded areas.

In the year 1943, a new administrative charge was created with certain areas carved out of the Lakhimpur Frontier Tract and the Sadiya Frontier Tract and was named as the Tirap Frontier Tract. The Tirap Frontier Tract was placed under a separate Political officer with headquarters at Margherita. In 1946, the Balipara Frontier Tract was divided into the Se La Sub-Agency and Subansiri Area. In 1948, the remaining portion of the Sadiya Frontier Tract was bifurcated into two separate administrative charges, namely, the Abor Hills District and the Mishmi Hills District.

The Constitution of India which came into force on the 26th day of January, 1950, made detailed provision under its Sixth Schedule for administration of this area, now renamed as the North East Frontier Agency, or NEFA in short.

Under the Regulation of 1954, the administrative units were reconstituted and renamed with redefined boundaries. The picture that emerged was as follows :

| Old name | New name |
|---|---|
| 1) Balipara Frontier Tract, earlier bifurcated into | |
| (i) Se La Sub-Agency & | 1) Kameng Frontier Division |
| (ii) Subansiri Area. | 2) Subansiri Frontier Division. |
| 2) Tirap Frontier Tract. | 3) Tirap Frontier Division. |
| 3) Abor Hills District. | 4) Siang Frontier Division. |
| 4) Mishmi Hills District. | 5) Lohit Frontier Division. |
| 5) Naga Tribal Area. | 6) Tuensang Frontier Division. |

In 1957, the Tuensang Frontier Division was excluded from the North-East Frontier Agency and included in the newly constituted Naga Hills Tuensang Area which now forms a part of the Nagaland State. Vide the North East Frontier Agency (Administration) Regulation of 1965, the Frontier Divisions of the North East Frontier Agency were renamed respectively as the Kameng District, Subansiri District, Siang District, Lohit District and Tirap District; and the Political Officers, the Additional Political Officers and the Assistant Political Officers through whom the district administration was carried out were redesignated as the Deputy Commissioners, the Additional Deputy Commissioners and the Assistant Commissioners respectively.

On January 21, 1972, the North East Frontier Agency was made a Union Territory and renamed as Arunachal Pradesh.

**Census in Arunachal Pradesh:**

During 1921 Census when the Frontier Tracts had just come into being as distinct administrative units, it was not possible to cover the entire length and breadth of the tracts with a census operation because of aministrative reasons. In other words, the census of the Frontier Tracts suffered from the defect of limited coverage. In the subsequent censuses of 1931, 1941 and 1951, area covered under the census was continually enlarged, but it had not been possible to cover the entire Agency under the operations of a census in one go.

However, in 1957, the NEFA Administration decided to count the people of the entire Agency in a systematic manner. The census being a central subject, the NEFA Administration called this endeavour the "Survey of Human Population". The NEFA administration had realised

that the extreme backwardness of the Agency and its shifting population would not permit coverage of the Agency with an all India Type of census operations which consisted of carrying out of enumeration in all corners within a fixed and limited period. The practical difficulties of finding sufficient number of suitable enumerators, (literacy of the general public being low and the number of government servants available for census enumeration being limited), led to the decision that, of necessity, (1) the census operations in NEFA would be a long drawn affair and (2) the schedules of enquiry would be simplified to a considerable extent making it possible to cross the two hurdles of (a) equating the questions asked with the capability of the respondents to give answers and (b) removal of avoidable ambiguities in the returns made by not very competent enumerators. The endeavour was directed towards having the minimum essential information, just enough for chalking out the detailed developmental plans for the Agency. It may be mentioned here that at that time, the NEFA Administration had an estimate of population of NEFA falling within the range of 6 to 8 lakhs.

The plan of the survey of Human Population was to send out a team of 2 persons, one belonging to the establishment of the Deputy Commissioners and the other to the Assam Rifles, the armed police force. An area was assigned to each unit for the purpose of carrying out the survey which was covered by the team in a period of about 6 months tracking the villages one after another on foot.

The planning, execution and tabulation of the data of the Survey of Human Population was done by the Statistics Department of the NEFA Administration. The field work of the Survey was completed during the year 1958-59 and the results were available in the year of 1959. However, the survey turned out a tribal population of about 3 lakhs only which was far below the estimates the Administration had made earlier. Since the result was at a considerable variance with the official estimate of population, it was necessary for the Statistics Department to go through all the tour diaries and notes written by the administrative and other officers at different times for the last 20 years, just to be sure that all the known villages were covered by the survey. By the time, the list was finalised with considerable pains taken by the Statistics Department, the Registrar General, India had already finalised the plan and programme for taking 1961 Census in the Country. The Registrar General, India was duly impressed by the work already done by the NEFA Administration and accepted that under the circumstances prevailing at that time, the methodology and the schedule of enquiry used by the NEFA Administration were the most suitable ones for taking census in NEFA. He, therefore, agreed that the deviation would be allowed in case of NEFA to the extent that during the 1961 Census Operations the time of enumeration would be extended and thus synchronisation of the time schedule with rest of the country would not be necessary. Secondly, it was agreed to that the simplified household schedule used for the Survey of Human Population would be used as the 1961 Census Schedule for NEFA, with a minor modification with respect to one item only. The Registrar General, India, however, decided to carry out a pilot Survey to test the suitability of the all India schedules of enquiry in a limited number of places. As a result of this pilot survey, it was decided that census enumeration in 11 places could be done with all India schedules of enquiry and with the all India time table. In another 58 places, it was decided that all India schedules of enquiry would be used without observing the all India time table. In the remaining places, the simplified schedules would be canvassed over an extended period of time. A copy of the 'simplified schedule' (household) is appended.

The taking of 1961 census with the modifications mentioned as above, was a success and therefore, during 1971 Census the Registrar General, India decided to canvass the all India Schedules of enquiry and methodology in all places, but allowed an extended period of enumeration in the difficult areas as has been done in some other areas with difficult terrains like Lahul and Spiti and certain areas of Jammu & Kashmir. As a result, the cenus enumeration in the snowbound and isolated areas of NEFA started as early as on the First day of October, 1970, although the bulk of the enumeration was carried out as close to the all India time schedule of enumeration as possible.

**Stages of taking 1971 Census:**

The conduct of 1971 Census in Arunachal Pradesh passed through the following stages:

**Stage I:** *Location of the villages and collection of primary data to determine the number of schedules etc. to be used.*

The shifting nature of the villages of Arunachal Pradesh presents a major difficulty in carrying out a large scale administrative operation like census. The people of Arunachal Pradesh largely practise the shifting cultivation which is commonly known as '*Jhum*'. *Jhum* consists of clearing of a patch of land after a number of years that comprises the '*Jhum Cycle*', by cutting and burning the overgrowth, and then growing of a mixed crop therein, usually for one or two seasons, after which the patch is abandoned and another patch is opened for the next year's cultivation. *Jhum cycle* or the number of years after which a particular patch of land is cleared for cultivation, varies from 7 to 10 years depending upon the availability of land and population. As a result of this, the people have to carry out

their cultivation work over a wide area and consequently, have developed a tendency to shift their habitations as close to the cultivation field as the circumstances permit. In addition to this, the traditional insecurity of the tribes as a result of the inter-village and inter-tribe feuds, had developed the habit of large scale internal migrations of the people. The shifting nature of the villages renders the job of keeping track of the inhabited villages rather difficult. Therefore, the first effort directed towards conduct of 1971 Census was to compile a list of the existing villages of Arunachal Pradesh. The job was started in 1968 and could be completed in about 18 months. The district authorities utilised the agency of the village Level Workers and listed all the villages under their jurisdictions. In doing so, they also prepared a notional map of the village, counted the number of houses and the persons living in each village. This information became extremely useful at the stage of planning the field work by providing a firm frame for carrying out the 1971 Census enumeration, and also for estimating the requirements of schedules and instruction booklets.

It may be mentioned here that in Arunachal Pradesh only the districts are defined as territorial units. The administrative set up below the the levels of the districts are not defined as territorial units. A Subdivision is a group of Circles and the Circles are a group of villages, whereas the villages are the groups of houses recognised by tradition and custom as villages.

The administrative set up of Arunachal Pradesh is defined by an administrative circular of 1966. In this circular, the Circles and the Subdivisions under the Districts are defined by the names of the villages contained in each. The list of the villages was not exhaustive and in many cases the district authorities were given the discretion to work out a fuller list of villages under the Circles. This circular formed the basis upon which 1971 Census was taken in Arunachal Pradesh. A good number of marginal adjustments had to be done in defining the Circles with the names of the villages in consultation with the district authorities.

**Stage II:** *Building up of the census hierarchy and other preparatory work.*

The legal basis for taking census is provided by the Indian Census Act (Act No.XXXVII of 1948). Under the provision of this Act, the Deputy Commissioners of the 5 districts of Arunachal Pradesh were appointed as the District Census Officers and the 5 Additional Deputy Commissioners were appointed as the Subdivisional Census Officers by the Governor of Assam. Under the provisions of the North East Frontier Agency (Construction of Reference to the State Govern ment) Regulation, 1965, a reference to the State Government is to be constructed to be a reference to the Governor of Assam. These Census Officers were assisted by the Deputy District Census Officers and the Assistant Subdivisional Census Officers. The Assistant Commissioners and the Extra Assistant Commissioners inchaige of more than one circle, were appointed as the Charge Superintendents (Senior). The Circle Officers and the Extra Assistant Commissioners in-charge of Circles were appointed as the Charge Superintendents. Each administrative Circle was treated as a 'Census Charge' under the Charge Superintendents, a number of enumerators carried out the actual census woik supervised by the Supervisors.

The preparatory work consisted of redrawal of the village notional maps using as conventional symbols as possible so that they could be used by the general run of the enumerators; procurement of the schedules and instruction booklets from the Registrar General, India and their despatch to the districts and the out-posts; training of the Census Officers at all levels; and making special arrangement for enumeration of special establishments functioning in Arunachal Pradesh.

**Stage III:** *Housenumbering and Houselisting and Census enumeration.*

The housenumbering, the houselisting and the census enumeration were carried out in Arunachal Pradesh during a single visit of the enumerator to a village. The census enumerator carried with him a ferro-printed copy of the notional map of the village drawn by the Village Level Workers about 2 years back. On arriving at a village, the enumerator checked the notional map of the village with the layout of the village and corrected it by introducing new house symbols wherever a house was found to have been constructed after the notional map was prepared, and encircling and crossing out the houses that were found to have been dismantled since then. After he had satisfied himself that all the houses of the village were correctly recorded on the notional map, he started numbering the houses from a convenient point preferably from the southwest corner of the village if it was possible and convenient. At the same time, he marked on the map the number he had put on the house against the symbol of the house appearing on the map. After he had satisfied himself that all the houses were correctly numbered, he went round the village canvassing the Houselist forms and also the Establishment Schedules whenever necessary. After completing canvassing of the Houselist and the Establishment Schedules, he went round once again, this time canvassing the Individual Slips. After completing canvassing of the Individual Slips, he made specific inquiries as to whether any house or houses existed within the village boundary in isolated hamlets and whether some people lived in the field houses In case of a reply received in affirmative, he visited

the hamlets and the field huts and collected the required information in all the schedules. Simultaneously with filling in of the Individual Slips, the enumerator filled in the subsidiary schedules like Population Records, the Enumerator's Daily Posting Statement and finally the Enumerators' Abstract and the Houselist Abstract.

The copies of the filled in schedules were kept by the enumerator inside a polythene paper bag supplied to him for the purpose, and he handed them over to the Supervisor or the Charge Superintendent concerned in a lot.

**Stage IV:** *Provisional population total.*

The Charge Superintendent totaled the figures given in the Enumerator's Abstract and communicated the provisional population totals with respect to his Charge by utilising the available telegraphic or wireless facilities, or by sending a special messenger, to the Deputy Commissioner or the Additional Deputy Commissioner and simultaneously to the Director of Census Operations, Arunachal Pradesh. The Additional Deputy Commissioner consolidated the population totals reported to him by the Charge Superintendents and communicated the same to the Deputy Commissioner and the Director of Census Operations, Arunachal Pradesh. The Deputy Commissioners consolidated the information received from the Additional Deputy Commissioners and also from the Charge Superintendents placed directly under their charge and communicated the provisional population totals with respect to their districts to the Registrar General India and the Director of Census Operations, Arunachal Pradesh. The Director of Census Operations, Arunachal Pradesh consolidated the information received from the Deputy Commissioners and compared them with the information received directly from the Charge Superintendents and the Additional Deputy Commissioners, and communicated the provisional population totals for Arunachal Pradesh to the Registrar General, India. The Registrar General, India consolidated the information received from all other States, Union Territories and other areas, and arrived at the provisional population total for the country and released the same to the press and to other users. The provisional population total figure for the States, Union Territories and other areas were released by the Director of Census Operations immediately afterwards. On the 20th April, 1971 the booklet called 'Paper I of 1971—Provisional Population Totals' was taken out by the Director of Census Operations, Arunachal Pradesh which was followed by a 'Suplement' released on the first day of May, 1971.

# REPORT

## Section I

## INTRODUCTION

Taking of 1971 Census in Arunachal Pradesh was a challenge. I was happy to be able to take this challenge along with my respected superior Shri A. Chandra Sekhar, Registrar General, India, and the first Census Commissioner of India who succeeded in covering the entire Arunachal Pradesh with a census operations that used all India schedules of inquiry and methodology. I took over the office of the Director of Census Operations, Arunachal Pradesh on 22.11.1969 from Shri S. M. Krishnatry, Secretary (Planning & Development) to the Arunachal Pradesh Administration and ex-officio Development Commissioner, who held this office in addition to his other onerous duties.

The designation of the Director of Census Operations and ex-officio Superintendent of Census Operations came into existence only prior to the taking of 1971 Census. In the earlier censuses, the designation read as Superintendent of Census Operations. In the Indian Census Act, 1948, supervision of census work in a State is required to be done by a Superintendent of Census Operations appointed for the State. But this designation later created difficulties. The gazetted ministerial officers of the State Secretariats and of the offices of the Heads of the Departments came to be designated as Superintendents. The designations like Superintendent of Police, Superintendent of Taxes, Superintendent of Excise etc. did not indicate vesting of the responsibility of coordination of administrative work at the State level, as is required of a Superintendent of Ceusus Operations appointed for a State. In consideration of this, Shri A. Chandra Sekhar, Registrar General, India, who himself was the Superintendent of Census Operations in Andhra Pradesh during the 1961 Census, was pleased to introduce the present designation. This change had a salutory effect and eased many problems the former Superintendents of Census Operations had to face.

In Arunachal Pradesh, the census work was looked after by the Superintendent of Census Operations appointed for the State of Assam till 1951. During 1961 Census, the office of the Superintendent of Census Operations, Arunachal Pradesh, was created and held by the senior officers of Arunachal Pradesh Administration like the Deputy Adviser to the Governor of Assam and the Development Commissioner and Secretary to the Arunachal Pradesh Administration, in ex-officio capacities and in addition to their normal duties. My predecessors faced no particular difficulty in sorting out the administrative and the executive problems related with taking of census. But it was extremely difficult for them to look after the day to day details of the work. I find that it was really difficult for them to devote time for writing reports. Moreover, during 1961 Census, as many as eight officers held this office (please see Appendix-III). It was a wise decision of the Registrar General, India to create a separate post of Director of Ceusus Operations, Arunachal Pradesh, because census taking and studying the results of the census taken in a difficult area like Arunachal Pradesh, with its many faceted problems, is a whole time job.

I must give full credit to my predecessor for leaving a clean office for me. The back logs of the 1961 Census work did not burden me. Anyway, I joined my office so late in the season that I could not have cleared any of the back-logs if there were any. I had the opportunity of organising the 1971 Census work on all important issues. The nucleus staff that continued from 1961 Census was a great help. Moreover, the Statistics Department of Arunachal Pradesh continued to extend full co-operation. It will not be possible for my office to express in words our gratitude to the Statistics Department for the help rendered by them. The District Statistical Officers, most of whom were appointed as Economic Investigators during 1961 Census, provided a link between the 1961 Census and 1971 Census which was of immense value, and but for their devoted and single minded attention, taking of 1971 Census could not have been so great a success as it turned out to be. The headquarters staff of the Statistics Department also fully cooperated and lent their expertise in all matters. The draftsmen pool of the Arunachal Pradesh Administration under the control of the Statistics Department was available for all work. The Department also helped the Census Office with equipments like calculating machines, type-writers, ferro-printing machine and drawing equipments. The monumental work of this department in the locating known villages of Arunachal Pradesh on large scale maps during 1961, helped immensely.

The nucleus census staff that continued since 1961 Census, had already helped my predecessor to devise a revised format of Village Directory and get the same approved by the Registrar General, India. My predecessor also had done the stupendous work of preparing a revised village list with the help of the Deputy Commissioners and the Additional Deputy Commissioners. The listing of the villages of Arunachal Pradesh is quite a complicated job and the work that had been done on the subject before my joining the office was of very great value.

The magnitude of the problem of listing the villages of Arunachal Pradesh is illustrated by the following table :—

**Table 1.1**

*Villages enumerated in Arunachal Pradesh during 1961 and 1971 censuses.*

| | Number | Percentage |
|---|---|---|
| 1 | 2 | 3 |
| 1. Villages found during 1961 | 2,451 | 100·00 |
| 2. Villages enumerated in 1971. (Excluding four treated as urban) | 2,973 | 121·30 |
| 3. Villages found in 1961 but not in 1971. | 325 | 13·26 |
| 4. Villages found in 1971 *but not in 1961.* | 851 | 34·72 |
| 5. Villages found in 1971 as well as in 1961 (including four 1961 villages treated as urban in 1971) | 2,126 | 86·74 |

We have since advised the Arunachal Pradesh Administration to the effect that the work of keeping an up-to-date village list should be done continuously. It is a pleasure to record here that the Arunachal Pradesh Administration have already resolved in the Senior Officers Conference of 1970, that the village list would be maintained at the circle and the district levels continuously.

My predecessor had also started what we call a 'pre-census' when the district authorities were called upon to collect data on the number of houses in the villages, number of households and hearths in each house and the size of each household, in addition to drawing of notional village maps. These maps and the other information collected were of immense value for the purpose of planning the subsequent work ; but these could not be analysed for statistical purpose. This creditworthy work was done by the district authorities utilising the agency of the Village Level Workers.

## Section 2

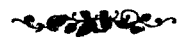
## INITIAL PREPARATORY MEASURES

The firm basis of taking census in the country was laid by the Registrar General, India with his circular No. 1. (D. O. No. 37/10/68/RG dated 12. 12. 68) which is reproduced as Appendix. I. A. In this circular, the Registrar General. India mentioned about the responsibility and the privilege of all the census workers and indicated the details of taking of census and of processing of the census data. The circular was of great value because here all the facets of the problem of taking census were discussed in a comprehensive manner. The circular helped in an early diagnosis of the problems that Arunachal Pradesh would present for taking of census. My predecessor had the benefit of discussing the difficulty of taking census in Arunachal Pradesh with the Additional Registrar General India. who visited Shillong, and planned a scheme of taking census in Arunachal Pradesh in a period of two years commencing from November, 1969 and ending on the 31st March, 1971. The scheme, as laid down by my predecessor in his circular letter No. Cen-1271/1/66/238 dated 18th June, '68, is reproduced as Appendix IV.

This plan was yet to be executed when I joined my office on 22. 11. 1969. Soon after, Shri K. D. Ballal, Deputy Registrar General, India visited Shillong (15. 12. 1969 to 16. 12. 1969) for the purpose of finalising the plan for taking census in Arunachal Pradesh. The minutes of discussion held with the Deputy Registrar General India are reproduced as Appendix II C. The firm plan for taking census was laid down during these discussions and the Census Calender was worked out on the basis of the final plan.

It was decided that housenumbering, houselisting and enumeration in the villages of Arunachal Pradesh would take place simultaneously. In the snow bound and the difficult areas, the census taking (comprising of these operations) would start from the first day of October, 1970, to end by the 28th February, 1971. Later, the date of completion of the census taking was extended to the 31st March, 1971 because of the exigency created by the mid-term poll taken in the beginning of the year 1971.

The matters that had already been attended to before my joining, had been mentioned in Section 1. As preliminary to executing the revised plan of taking census, we approached the Arunachal Pradesh Administration to issue a firm circular from the Administration addressed to all the Secretaries and the Heads of Departments of Arunachal Pradesh as well as the district authorities. Accordingly, Shri K. A. A. Raja Adviser to the Governor of Assam, issued the circular letter No. APPTT 1/70 dated 3. 1. 1970 This circular spelt out the conditions of taking census in Arunachal Pradesh and was regarded as the census circular No. 1 at the Union Territory level. The circular is reproduced as Appendix VA. In this circular, the Arunachal Pradesh Administration had most graciously asked the departments to pay Travelling and Daily Allowances to the officials selected for census work without charging the Central Government for the same, complete all the essential transfers and postings by the month of March, 1970, and not to alter the administrative arrangements after March, 1970, so that census could take place on a firm administrative ground.



## Section 3

## THE FIRST CENSUS CONFERENCE

My predecessor Shri S. M. Krishnatry along with Shri A. M. Chanda, Assistant Director of Census Operations, attended the First Census Conference held in Delhi from 16th to 21st May, 1969. The Minister of Home Affairs addressed the gathering. His address is reproduced as Appendix V. E. The Home Minister laid stress on the importance of census and asked all who attended the Conference to do their best to make it a success. The Registrar General, India, welcoming the distinguished guests and his colleagues, briefly dwelt on the various discussions, conferences and seminars that were arranged to develop the draft questionnaires for 1971 Census. He also mentioned about the two tests that were conducted in the field to examine the suitability and adaptability of the questionnaires proposed to be canvassed.

The Deputy Registrar General, India gave a brief resume of the second test that was held in the months of March and April, 1969, all over the country. Many suggestions were put forward by the Superintendents of Census Operations. The definition of household, spacing of the questions on the Individual Slips and similar matters came up for discussion. The Registrar General, India summed up the discussion and agreed to introduce some changes in the forms and the questions.

The conference dealt with the controversial subjects of fertility schedule, standard urban area etc. The definition of towns to be adopted for 1971 Census was also discussed. Some questions were raised in the meeting regarding the changes. The Registrar General, India said that some areas had been declared as towns under the statutory law, but there were other areas which should be taken as towns if certain criteria like population size, density, non-agricultural composition etc. were fulfilled. He, however, observed that large sized villages should not be treated as urban areas if they did not possess urban characteristics.

Detailed discussions were held on the concepts, definitions and the schedules of inquiry. The schedules underwent some changes as the result of the discussions held with the Planning Commission. A few schedules were dropped altogether in the light of experience gained during the second test and the discussions held with the Planning Commission. These included the fertility schedule.

The following forms were finally adopted for 1971 Census :

(1) Houselist.

(2) Establishment Schedule.

(3) Individual Slip.

(4) Population Record.

There was a proposal that some of the schedules would be canvassed on area sample basis. But, finally, it was decided that sampling would be done at the tabulation stage only and the operation of enumeration would cover the entire country. It was also decided that for the Union Territories and other areas like NEFA, (now Arunachal Pradesh, a Union Territory) tabulation would be done on cent percent basis.

The schedules and instructions finally accepted may be seen at Appendix VI and Appendix VII.

## Seetion 4

## CENSUS CALENDER

The programme under which the different stages of work of census taking is to proceed, has come to be known as the 'Census Calender'. The Census Calender for Arunachal Pradesh was introduced vide Director of Census Operations, NEFA's circular letter No. Cen-197I/5/69/1917-2066 dated 6. 1. 1970 which is reproduced below. It will be observed that the 'Census Calender' of Arunachal Pradesh envisaged progress of work much ahead of other States and kept the months of July, August and September of 1970 free, so as to be able to absorb the back-log of work expected to be created by certain uncertainties, and start the census operations in the snow-bound and inaccessible areas of Arunachal Pradesh by the 1st day of October, 1970.

(Copy of the letter No. Cen 1971 4/69/1917-2066 dated 6. 1. 1970 from Shri J. K. Barthakur, Director of Census Operations and Ex-Officio Superintendent of Census Operations, NEFA Shillong, addressed to All Deputy Commissioners and Addl. Deputy Commissioners NEFA and copies endorsed to the Adviser to the Governor of Assam, Shillong, the Registrar General India, all Directors of Census Operations, the Secretaries and the Heads of the Departments, NEFA etc.)

*Subject :—Calendar of Census Operations 1971*

With reference to the NEFA Administration's Memo. No. PD(A)67/69 dated 2nd January, 1970 under which the Deputy Commissioners and the Additional Deputy Commissioners have been appointed as the District Census Officers and the Sub-Divisional Census Officers respectively, under Sub-section (2) of the Section 4 of the Census Act (XXXVII of 1948), I have the honour to enclose a Calendar of Census Operations approved by the Registrar General, India. The Calendar shows the stages at which the Census coperation will proceed. I request you kindly to study the Calendar and ensure that the programme laid down is rigidly followed. The detailed break-up for each stage may be prepared within the broad frame work of the Calendar, to suit the local conditions.

2. 20 spare copies of the Census calenders are enclosed which may be distributed to the district officers belonging to different Government departments and institutions.

*Census Calender for NEFA*

| | |
|---|---|
| December, 1969 | (1) Rural/Urban classification. |
| | (2) Appointment of District Census Officers. |
| January-February, 1970. | (1) Appointment of Census Circle Officers. |
| | (2) Completion of notional map of villages including structures (buildings and houses). |
| | (3) Collection of statistics for Village Directory. |
| March-April, 1970 | (1) Formation of Blocks (These will be eommon for the purpose of housenumbering, houselisting and final enumeration. |
| | (2) Selection and earmarking of census enumerators and supervisors for each village. |
| | (3) Issue of appointment letters to enumerators and supervisors by the Circle Officers. |
| | (4) Training of District/Sub-divisional Census Officers and Charge Superintendents in housenumbering, houselisting and filling up of Individual Slips etc. |
| May-June, 1970 | (1) Selection and placement of enumeration agency. |
| | (2) Detailed instruction to be issued formulating the training programme of census officers at all levels including enumerators, supervisors and interpreters. |
| | (3) Intensive training of enumerators supervisors and interpreters including practical exercises in housenumbering, houselisting and enumeration of the population. |
| | (4) Issue of schedules etc. by the Charge Superintendents to the enumerators. |
| 1st October, 1970 to 28th February, 1971. | (1) Housenumbering, houselisting & enumeration (count of population) |
| | (2) Collection of census figures from the enumerators at the circle level by the Circle Officers.. |
| | (3) Compilation and reporting of provisional figures of circle by by Circle Officers to the District Census Officers. |
| | (4) Enumeration of houseless population on the last day of the enumeration period for the given area. |
| | (5) Compilation of district totals by the District Ceusus Officers at the district level and communication of the same to the Director of Census Operations. |
| 1st. March, 1971 to 5th March, 1971 | Compilation of State total by the Director of Census Operations. |
| 6th March, 1971 | Communication of provisional total to the Registrar General, India by the Director of Census Operations. |

| | | |
|---|---|---|
| 7th March, 1971 to 31st. March, 1971 | Despatch of census records and other papers by the district officers to the Director of Census Operations. | |

* * *

Taking the above as the framework, the district authorities prepared a phased programme of census work for each district and major subdivisions. The phased programme chalked out for the Tawang Subdivision of the Kameng District by the Sub-divisional Census Officer, Tawang, is given below :

*Phased programme of enumeration in Tawang Subdivision Kameng District, NEFA :*

| Month | Action | Remarks |
|---|---|---|
| December, 1969 to January, 1970 | (1) Rural/Urban classification | There was no urban area in the Tawang Subdivision. The list of the rural area was finalised. |
| | (2) The appointment of District/Subdivisional Census Officer, | Shri S. C. Borah, Additional Deputy Commissioner was appointed as Sub divisional Census Officer for the Tawang Subdivision. |
| February, 1972 to June, 1970 | (A) Appointment of Cen-sus Officers. | (A) The following officers were appointed as Census Officers for the purpose of efficient conduct of the 1971 Census.<br>1. Shri M. R. Das Extra Assistant Commissioner as Asstt Subdivisional Census Officer for the Tawang Subdivision.<br>2. Shri T. Borang, Circle Officer Tawang asCharge Superintendent, Tawang<br>3. Shri K. K. Singh, Circle Officer, Zemithang as Charge Superintendent, Zemithang.<br>4. Shri D. Y. Perme, Circle Officer, Thingbu as Charge Superintendent, Thingbu<br>5. Shri B. Das, Circle Officer, Lumla as Charge Superintendent, Lumla. |
| | | (B) For giving technical assistance to the Subdivisional Census Officer and the Assistant Subdivisional Census Officer, one Economic Investigator was appointed in the month of April, 1970 for the Tawang Subdivision. |
| | | (C) Training of three Charge Superintendents completed in April, 1970.<br>2. Completion of notional maps (Village Layout Plans) in the month of June, 1970.<br>3. Fresh appointment of Charge Superintendents made due to transfer, leave of officers.<br>Training of newly appointed Charge Superintendents.<br>5. Shri T. Borang. Circle Officer, is on long leave and has not joined so far. |
| | | (C) One Lower Division Assistant was appointed for looking after the census work. |
| July-September 1970 | 1. Formation of Enumarator's Blocks. | Done |
| | 2. Selection and earmarking of Enumerators for each village (as per statement 'C') | Done |
| | 3. Issue of appoint ment Order to Enumerators and Supervisors | Done |

| Month | Action | Remarks |
|---|---|---|
| 1st. October-19th October, 1970 | 1. Selection and placement of Enumerators. Enumeration will start in snow bound Thingbu Circle with effect from 20th October, 1970 in the following villages | |
| 20th October - 5th Novem-1970 | 1. Mago, (2) Thingbu. (3) Luguthang | |
| 6th November - 15th November, 70 | (4) Kho, (5) Jangda, (6) Shyaro, (7) Thingbu(HQ) | |
| 1st- November - 7th November' 70 | Enumeration in Zemithang Circle. 1. Shoktsen 2. Lumpo 3. Machut/Gorsam. 4. Kharmen/Kelengteng | |
| 8 th Novemb.r - 15th Nov. '70. | 5. Shakti 6. Khobieteng 7. Muktur 8. Zemithang (Hq) | |
| 15th November - 1st. Dec. '70. | Enumeration in Lumla Circle. 1. Bletting/Buri 2. Dongmareng 3. Mangnam 4. Namtsering 5. Dudunghar 6. Gunchey 7. Chelengdung 8. Kharteng 9. Bagharphomong 10. Yabas-Sherbang 11. Gispu 12. Kungba 13. Bongleng 14. Kharung | |
| 2nd December - 15th December. '70 | 15. Buikung 16. Thrilam 17. Sakyur 18. Lumla 19. Hoongla 20. Sago 21. Lumla (HQ) | |
| 15th December - 22nd. December '70 | Enumeration in Tawang Circle. 1. Atudung 2. Bomba 3. Bomdiv 4 Namet 5. Waikhar 6. Gyangkhar 7. Khartot 8. Dharmgong 9. Paikhar 10. Gongkhar 11. Khinmey 12 Grenkhar 13. Gyamdong 14. Lhargong Khargong 15. Tengthen 16. Kitpi 17. Jamghar/Shyamghar 18. Batphung 19. Berghar 20. Khardung 21. Shernup 22. Khamba 23. Lumkang 24 Lhondung (Dung) 25. Paigong 26. Greling 27. Khet 28. Muktu | |
| 23rd Dec.- 3rd. January '1971 | 29. Gomkhaling 30. Merba 31. Namaging 32. Kharsa 33. Jang 34. Changpmng 35. Seru | |
| | 36. Gormang 37. Kengteng 38. Gomkang 39. Yusum 40. Soburg-Amkan 41. Tsaikhar 42. Kudung 43. Pamakhar 44. Sakfret 45. Thongleng 46. Boksar 47. Kroling 48. Khrimo 49. Zobrang 50. Menteng 51. Shyo 52. Teli 53. Surbi | |
| 3rd January 15th January, 1971 | 54. Bomja 55. Paidhar 56. Gyada 57. Tawang(H.Q.) 58. Khrigyang 59. Rigyang 60. Lhonkhar 61. Tsingsarup 62. Brupaleng 63. Soma 64. Langateng 65. Gongkhardung 66. Yubo 67. Sikarteng 68. Mansey 69. Bomteng 70. Gyangyot 71. Maidung 72. Tawang Gompa 73. Urgaling 74. Gyanggong Annie Gompa 75. Ramdongjung Annie Gompa 76. Changbo 77. Labrajang Changbo | |
| 1st. Febuary - 28th February '71. | (1) Collection of Census figures from the Enumerators at the circle level by the Circle Census Officers Charge Superintendents. | |
| | (2) Compilation and reporting of provisional figures of circles by Circle Census Officers to the Subdivisional Census Officer, Tawang. | |
| | (3) Compilation of Subdivisional Total by the Subdivisional Census Officer and also communicating the same to the Director of Census Operations, NEFAgency, Shillong. | |

The statement below gives the details of enumeration.

APPENDIX

## ENUMERATORS, SUPERVISORS AND CHARGE

| Sl. No. | Circle | Name of village | Enumerator's Block No. | Approximate Population | Location Code | Sl. No. of enumerators |
|---|---|---|---|---|---|---|
| 0 | 1 | 2 | 3 | 4 | 5 | 6 |
| 1. | ZEMITHANG | Shoktsen | 1 | 400 | 1/1/1 | 1 |
| | | Lumpo | 2 | 182 | 1/1/2 | do |
| | | Muchut Gorsam | 3 | 100 | 1/1/3 | do |
| | | Kharmen/Kelengteng | 4 | 200 | 1/1/4 | do |
| | | Shakti | 5 | 300 | 1/1/5 | 2 |
| | | Khobleteng | 6 | 300 | 1/1/6 | do |
| | | Muktur | 7 | 325 | 1/1/7 | do |
| | | Zemithang HQ. | 8 | 125 | 1/1/8 | do |
| 2. | LUMLA | Lumla | 1 | 250 | 1/2/1 | 1 |
| | | Hoongla | 2 | 400 | 1/2/2 | do |
| | | Sazo | 3 | 120 | 1/2/3 | do |
| | | Kumgba | 4 | 180 | 1/2/4 | 2 |
| | | Bongleng | 5 | 500 | 1/2/5 | do |
| | | Kharung | 6 | 200 | 1/2/6 | do |
| | | Kharteng | 7 | 180 | 1/2/7 | 3 |
| | | Bagharphomong | 8 | 175 | 1/2/8 | do |
| | | Yabab-sherbang | 10 | 125 | 1/2/10 | do |
| | | Gispu | 11 | 325 | 1/2/11 | do |
| | | Namtsering | 9 | 150 | 1/2/9 | 4 |
| | | Dulungghar | 12 | 250 | 1/2/12 | do |
| | | Gunchey | 13 | 200 | 1/2/13 | do |
| | | Chelengdung | 14 | 150 | 1/2/14 | do |
| | | Dongmareng | 15 | 160 | 1/2/15 | 5 |
| | | Bletting/Buri | 16 | 200 | 1/2/16 | do |
| | | Mangnam | 17 | 275 | 1/2/17 | do |
| | | Buikung | 18 | 100 | 1/2/18 | 6 |
| | | Thrilam | 19 | 150 | 1/2/19 | do |
| | | Sakyur | 20 | 200 | 1/2/20 | do |
| 3. | TAWANG | Audung | 1 | 20 | 1/3/1 | 1 |
| | | Bomba | 2 | 122 | 1/3/2 | do |
| | | Bomdir | 4 | 31 | 1/3/4 | do |
| | | Namet | 5 | 43 | 1/3/5 | do |
| | | Waikhar | 6 | 72 | 1/3/6 | do |
| | | Gyangkhar | 7 | 62 | 1/3/7 | 2 |
| | | Khartot | 8 | 50 | 1/3/8 | do |
| | | Dharmgong | 9 | 42 | 1/3/9 | do |
| | | Paikhar | 10 | 122 | 1/3/10 | do |
| | | Gongkhar | 11 | 250 | 1/3/11 | do |
| | | Khinmey | 36 | 40 | 1/3/36 | do |
| | | Grenkhar | 12 | 34 | 1/3/12 | 3 |
| | | Gyamdong | 13 | 159 | 1/3/13 | do |
| | | Lhargong/Kharpong | 14 | 57 | 1/3/14 | do |
| | | Tengthen | 15 | 76 | 1/3/15 | do |
| | | Kitpi | 16 | 66 | 1/3/16 | do |
| | | Jamghar Shyamghar | 17 | 73 | 1/3/17 | do |

"B"

## SUPERINTENDENTS OF TAWANG SUBDIVISION FOR 1971 CENSUS

| Name and designation of enumerator | Name and designation of supervisor | Name and designation of Charge Superintendent | Remarks |
|---|---|---|---|
| 7 | 8 | 9 | 10 |
| Sri K. Dorjee, UDA (for Blocks 1 to 4) | Sri T. Dabi, Circle Officer, will act as Supervisor | Sri T. Dabi, Circle Officer | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| Sri B. N P. Gupta, Teacher (for Blocks 5 to 8) | Sri T. Dabi, Circle Officer, will act as Supervisor | Sri T. Dabi, Circle Officer | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| Sri N L. Mistry, Teacher | Sri M Mathew, VAS | Sri K. K. Singh, Circle Officer | |
| do | do | do | |
| do | do | do | |
| Sri Panchu Ram Teacher | Sri M. Mathew, Teacher | Sri K. K. Singh, Circle Officer | |
| do | do | do | |
| do | do | do | |
| Sri M.C. Sonowal, VLW | Sri M Mathew, VAS | Sri K. K. Singh, Circle Officer | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| Sri L. K. P. Singh, Teacher | Sri H. N Jha, A.I. | Sri K. K. Singh, Circle Officer | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| Sri J. B. Deb, VFA | Sri H. N. Jha, A.I. | Sri K. K. Singh, Circle Officer | |
| do | do | do | |
| do | do | do | |
| Sri S. N. Ram, Teacher | Sri H. N. Jha, A.I. | Sri K. K. Singh, Circle Officer | |
| do | do | do | |
| do | do | do | |
| Sri K. K. Lal, Teacher | Sri M.C. Chamuah, A.I. | Sri B. Das, Circle Officer | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| Sri Albel Singh, Teacher | Sri M.C. Chamuah, A.I. | Sri B. Das, Circle Officer, | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| Sri Lungten Bhutia, V.L W. | Sri M.C. Chamuah, A.I. | Sri B. Das, Circle Officer | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| do | do | do | |
| do | do | do | |

APPENDIX

## ENUMERATORS, SUPERVISORS AND CHARGE

| Sl. No. | Circle | Name of village | Enumerator's Block No. | Approximate Population | Location Code | Sl. No. of Enumerators |
|---|---|---|---|---|---|---|
| 0 | 1 | 2 | 3 | 4 | 5 | 6 |
| 3. | TAWANG | Batpung | 18 | 38 | 1/3/18 | 4 |
| | | Berghar | 19 | 75 | 1/3/19 | -do- |
| | | Khardung | 20 | 161 | 1/3/20 | -do- |
| | | Shernup | 21 | 100 | 1/3/21 | -do- |
| | | Khamba | 24 | 121 | 1/3/24 | 5 |
| | | Lumkang | 25 | 50 | 1/3/25 | -do- |
| | | Lhoudung (Dung) | 26 | 227 | 1/3/26 | -do- |
| | | Paigong | 27 | 64 | 1/3/27 | -do- |
| | | Greling | 28 | 83 | 1/3/28 | -do- |
| | | Khet | 29 | 289 | 1/3/29 | 6 |
| | | Muktu | 30 | 471 | 1/3/30 | -do- |
| | | Gomkhyaleng | 31 | 86 | 1/3/31 | 7 |
| | | Merba | 32 | 68 | 1/3/32 | -do- |
| | | Namaging | 33 | 129 | 1/3/33 | -do- |
| | | Kharsa | 34 | 117 | 1/3/34 | -do- |
| | | Jang | 35 | 359 | 1/3/35 | -do- |
| | | Changprung | 39 | 75 | 1/3/39 | 8 |
| | | Seru | 40 | 247 | 1/3/40 | -do- |
| | | Gormang | 41 | 105 | 1/3/41 | -do- |
| | | Kengteng | 73 | 79 | 1/3/73 | -do- |
| | | Gomkang | 42 | 27 | 1/3/42 | 9 |
| | | Yusum | 43 | 82 | 1/3/43 | -do- |
| | | Soburgomkan | 44 | 16 | 1/3/44 | -do- |
| | | Tsaikhar | 45 | 77 | 1/3/45 | -do- |
| | | Kudung | 46 | 138 | 1/3/46 | 10 |
| | | Pamakhar | 47 | 163 | 1/3/47 | -do- |
| | | Sakpret | 48 | 126 | 1/3/48 | -do- |
| | | Thongleng | 49 | 284 | 1/3/49 | -do- |
| | | Boksar | 50 | 57 | 1/3/50 | 11 |
| | | Kreling | 51 | 81 | 1/3/51 | -do- |
| | | Khrimo | 52 | 230 | 1/3/52 | -do- |
| | | Zobrang | 22 | 64 | 1/3/22 | -do- |
| | | Menteng | 23 | 33 | 1/3/23 | -do- |
| | | Shyo | 53 | 540 | 1/3/53 | 12 |
| | | Teli | 54 | 71 | 1/3/54 | -do- |
| | | Surbi | 55 | 154 | 1/3/55 | -do- |
| | | Tawang | 56 | 500 | 1/3/56 | 13 |
| | | Paidhar | 57 | 74 | 1/3/57 | -do- |
| | | Gyada | 58 | 69 | 1/3/58 | -do- |
| | | Bomja | 3 | 76 | 1/3/3 | -do- |
| | | Khringyang | 59 | 60 | 1/3/59 | 14 |
| | | Rigyang | 60 | 59 | 1/3/60 | -do- |
| | | Lhoukhar | 61 | 26 | 1/3/61 | -do- |
| | | Tsingsarup | 62 | 21 | 1/3/62 | -do- |
| | | Brupaleng | 63 | 24 | 1/3/63 | -do- |
| | | Soma | 64 | 36 | 1/3/64 | -do- |
| | | Langateng | 65 | 11 | 1/3/65 | -do- |

## SUPERINTENDENTS OF TAWANG SUBDIVISION FOR 1971 CENSUS

| Name and desig ation of Enumerators | Name and designation of Supervisors | Name and designation of Charge Superintendents | Remarks |
|---|---|---|---|
| 7 | 8 | 9 | 10 |
| Shri K. Sherpa, M/Teacher. | Sri M. C. Chamuah, A. I. | Sri B. Das, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -d - | -do- | |
| -do- | -do- | -do- | |
| Sri R. C. Tyagi, M/Tea her. | Sri M. B. Singh, A. I. | Sri B. Das, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| Sri S. S. Soti, M/Teacher. | Sri M. P. Singh, S. O. Irrigation | Sri B Das Circle Officer. | |
| -do- | -do- | -do- | |
| Sri S. D. Tiwari, M/Teacher. | Sri M. P. Singh, S. O. (Irrigation). | Sri B. Das, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| Sri P. R. Deb, H. A. | Sri M. P. Singh, S. O. (Irrigation). | Sri B. Das, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| Sri R. N. Singh, M/Tracher, | Sri S. N. Ram Sharma, S. I. S. | Sri B. Das, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| Sri P. Bari, M/Teacher | Sri S. N. Ram Sharma, S. I. S. | Sri B. Das, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| Sri B. C. Sharma Tailoring Instructor. | Sri S. N. Ram Sharma, S. I. S. | Sri B. Das, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| ri D. D. Biswas, /. L. W. (Sr.) | Sri S. N. Ram Sharma, S. I. S. | Sri B. Das Circle Officer | |
| -do- | -do- | do- | |
| -do- | -do- | do- | |
| Sri T. Singh. G/Teacher. | Sri S. B. Ghosh, A. I. Tawang. | Sri B. Das. Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| Sri J. Borang, V. L. W. (Sr.) | Sri S. R. Ghosh, A. I. Tawang. | Sri B. Das, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |

APPENDIX

## ENUMERATORS, SUPERVISORS AND CHARGE

| Sl. No. | Circle | Name of village | Enumerator's Block No. | Approximate Population | Location Code | Sl. No. of Enumerators |
|---|---|---|---|---|---|---|
| 0 | 1 | 2 | 3 | 4 | 5 | 6 |
| 3. | TAWANG | *Gongkhardung* | *66* | *35* | *1/3/66* | *15* |
| | | Yubo | 67 | 49 | 1/3/67 | -do- |
| | | Sikarteng | 68 | 23 | 1/3/68 | -do- |
| | | Mansey | 69 | 74 | 1/3/69 | -do- |
| | | Bomteng | 70 | 65 | 1/3/70 | -do- |
| | | Gyangyot | 71 | 76 | 1/3/71 | -do- |
| | | Maidung | 72 | 52 | 1/3/72 | -do- |
| | | Gompa Tawang | 74 | 186 | 1/3/74 | 16 |
| | | Urgaling | 75 | 42 | 1/3/75 | -do- |
| | | Gyanggong Annie Gompa | 76 | 36 | 1/3/76 | -do- |
| | | Ramdongjung Annie Gompa | 77 | 29 | 1/3/77 | -do- |
| | | Changbo | 37 | 36 | 1/3/37 | -do- |
| | | Labrajang Changbo | 38 | 37 | 1/3/38 | -do- |
| 4. | THINGBU | Mago | 1 | 180 | 1/5/1 | 1 |
| | | Thingbu | 2 | 159 | 1/5/2 | -do- |
| | | Luguthang | 3 | 60 | 1/5/3 | -do- |
| | | Rho | 4 | 325 | 1/5/4 | 2 |
| | | Jangda | 5 | 300 | 1/5/5 | -do- |
| | | Shyaro | 6 | 160 | 1/5/6 | -do- |
| | | Thingbu (HQ) | 7 | 20 | 1/5/7 | -do- |

"B"

## SUPERINTENDENTS OF TAWANG SUBDIVISION FOR 1971 CENSUS

| Name and designation of Enumerators | Name and designation of Supervisors | Name and designation of Charge Superintendents | Remarks |
|---|---|---|---|
| 7 | 8 | 9 | 10 |
| Sri R. U. Rai M/Teacher, | Sri S. R. Ghosh, A. I. Tawang, | Sri B. Das, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| Sri K. C. Gogoi, Radiographer. | Sri S. R. Ghosh, A. I. Tawang. | Sri B. Das, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| Sri M. C. Chakravarty, V. F. A. | Sri D. Y. Perme, Circle Officer, will act as a Supervisor. | Sri D. Y. Perme, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| Sri Dorjee Norbu, Teacher. | Sri D. Y. Perme, Circle Officer, will act as a Supervisor. | Sri D. Y. Perme, Circle Officer. | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |
| -do- | -do- | -do- | |

## Seetion 5

## TRAINING SEMINARS

A training course for a duration of 16 days from 15. 7. 69 to 1. 8. 69 for the Deputy Directors and the Assistant Directors of Census Operations was held in Bangalore. This training was the first of its kind in the history of Indian Census. Earlier to this, no training course was organised for the benefit of the Deputy Directors and the Assistant Directors of Census Operations. The Indian census has gradually adopted the systematic study of demography and the technique of sampling within its fold, and become more diversified and complicated. Thus, holding of such seminars has become an essential part of census taking.

The training seminar dealt with sampling, statistics, demography, concepts and methodology of 1971 Census. Most of the officers in the census organisation are drawn from the administrative cadres of the State Services and such a training is essential to make them acquainted with the theory, practice and other matters connected with the taking of a modern census.

The seminar was inaugurated by the Registrar General, India, and graced by the presence of the Minister of the Mysore State. To make the training programme comprehensive, arrangement for lectures by guests who are associated with the various concerned subjects, was arranged. These guest lecturers actually took part in the seminar discussions. Shri D. Natarajan the former Deputy Registrar General, India. Lt. Col. B. Raina, Director of Family Planning of the Government of India, participated and helped to bring new vigour to the seminar. Dr. M. N. Murthy from the Indian Statistical Institute, Calcutta, also took part in the seminar. Shri S. Raghavachari, Assistant Registrar General, India conducted the training programme. Shri K. K. Chakravarty, Central Tabulation Officer of the Office of the Registrar General, India, also dealt at length with the census forms and schedules and conducted the practical training. The trainees were taken to Mysore where a training on demarcation of census zones, giving of housenumbers etc. was arranged with practical demonstrations. The Mysore Municipality had already done a good job on this subject.

Another seminar for the Tabulation Officers was arranged at Chandigarh from November 13 to November 24, 1969. As many as 32 Tabulation Officers from 20 States attended the seminar. The Tabulation Officers who had training at Demogaphic Training and Research Centre, Bombay, or Indian Statistical Institution, Calcutta, were excluded from this training course. The training course principally dealt with demography, statistics and sampling The fundamentals of these subjects received emphasis during the training.

Besides demography, statistics and sampling, the methods of houselisting and filling in of Establishments Schedules and other schedules of inquiry, were discussed thoroughly. Problems of housenumbering arising out of various types of settlement patterns, traditions and customs differing from place to place and community to community, gained ground in the discussion. Almost all the Tabulation Officers coming from different States contributed to these discussions by presenting the instances peculiar to their own States.

To give a thorough grounding on the technical subjects, practical training was made to complement the theoretical lectures. Practical training in housenumbering and filling in of Houselist and Establishment Schedules etc. was conducted at Bhakra Nangal.

Selected technical experts of Registrar General's Office enlighened the trainees with their vast knowledge and experience in their respective fields of work and research. Shri K. K. Chakravarty, Central Tabulation Officer discused at length the subject of houselisting and enumeration. Shri A. Chandra Sekhar, Registrar General, India was also kind enough to participate in the discussions and throw light on the subject. Shri H. Majumdar (the then Research Officer), Assistant Director of Census Operations (T), in the Office of the Registrar General, India, New Delhi, dealt with the subject of descriptive statistics. Training on sampling was entrusted upon Shri G. K. Mehrotra, Senior Progammer. Shri S. Raghavachari, Assistant Registrar General (Demography & Training) was the pivot af the entire training programme. Apart from imparting training on demography, he had shouldered the responsibility of conducting the training programme and bringing it to a successful conclusion.

## Section 6

## BUILDING UP OF STAFF STRENGTH IN THE STATE CENSUS OFFICE AND ASSISTANCE TO DISTRICTS

The following was the strength of the office in the month of November, 1969.

**Table 6.1**

*Staff position in the Office of the Director of Census Operations, Arunachal Pradesh, Shillong, on 22nd November, 1969*

Director..... ..... 1 (one)

*Administrative Unit*

| | | |
|---|---|---|
| 1. | Assistant Director of Census Operations ..... | 1 (one) |
| 2. | Head Assistant ..... | 1 (one) |
| 3. | Accountant ..... | 1 (one) |
| 4. | Upper Division Clerk (Head Quarter) ..... | 1 (one) |
| 5. | Upper Division Clerk (District) one each at Along, Pasighat and Daporijo ..... | 3 (three) |
| 6. | Lower Division Clerk ..... | 2 (two) |
| 7. | Daftry ..... | 1 (one) |
| 8. | Peon ..... | 4 (four) |
| 9. | Chowkidar ..... | 1 (one) |

***Teachnical Unit***

| | | |
|---|---|---|
| 1. | Tabulation Officer ..... | 1 (one) |
| 2. | Economic Investigators..... | 2 (two) |
| 3. | Computor ..... | 1 (one) |
| 4. | Draftsman ..... | 1 (one) |
| 5. | Peon ..... | 2 (two) |

*Sample Registration (Plan)*

| | | |
|---|---|---|
| 1. | Statistical Asssistant ..... | 1 (one) |
| 2. | Assistant Compilers ..... | 6 (six) |

My predecessor had already taken some steps to strengthen the headquarters office and also to create some posts in the districts to assist the district authorities. The Registrar General, India, was kind enough to recognise the special difficulties that Arunachal Pradesh presented and agree to create nine posts of Economic Investigators in the districts in analogy with the arrangement made during 1961 Census.

The census enumeration in Arunachal Pradesh was to begin by the 1st day of October, 1970. The Sample Registration Scheme was to start by the 1st day of July, 1970. The Staff sanctioned for both the purposes were recruited more or less at the same time and utilised both ojr starting the Sample Registration Scheme as well as doing the spade work for census enumeration in the districts. Both the programmes could be executed satisfactorily with the staff sanctioned by the Registrar General, India.

Shri M. B. Rai of the Class I Arunachal Pradesh Civil Service, who joined as the Assistant Director of Census Operations, was in charge of all the administrative duties of the office. Shri A. M. Chanda of the Class I Arunachal Pradesh Statistical Service, who had continued to perform the duties of the Assistant Director of Census Operations during the inter-censal period and was trained in the Bangalore Seminar organised by the Registrar General, India, was in charge of all the technical matters.

The total strength of the office as built up on 1. 4. 1971 is given below :

**Table - 6.2**

*The strength of Census and Sample Registration scheme staff as stood on 1st April, 1971*

*Head of the Office*

J, K Barthakur IFAS., Director of Census Operations & Ex-Officio Superintendent of Census Operations, Arunachal Pradesh.

*Administrative Unit (Headquarters)*

| Designation | Name | Date of joining |
|---|---|---|
| Assistant Director (Administration) | 1. Shri M. B, Rai, of Arunachal Pradesh Civil Service, | 31.7.70 (AN) |
| Head Assis ant | 1. Shri N. Sen Mazumdar, | 1.2.69 |
| Accountant | 1. Shri P, B, Datta, | 1.11.69 |
| Upper Division Clerks | 1. Shri S. Choudhury<br>2. Shri M. C. Das | 4.12.69<br>29.5.70 |
| Stenographers | 1. Shri S. R. Kar<br>2. Shri D. K. Bhattacherjee | 16.2.70<br>7.1.71 |
| Upper Division Clerk (Record & Library), | 1. Smti. N. Sen Mazumdar | 4.12.69 |
| Lower division Clerks | 1. Shri P. K. Shome<br>2. Shri K. Borah | 24.9.70<br>7.12.70 |
| Driver | 1. Shri P. Bhuyan | 1.2.70 |
| Junior Gestetner Operator | 1. Shri B. B. Marbaniang | 15.3.61 |

| Designation | Name | Date of joining |
|---|---|---|
| Daftry | 1. Shri K. K. Das | 27.8.65 |
| Peons | 1. Shri Osman Varia | 26.8.68 |
| | 2. Shri Tek Bahadur Sonar. | 1.6.65 |
| | 3. Shri Ram Narayan | 15.12.67 |
| | 4. Shai A. R. Deb | 9.4.69 |
| | 5. Shri K. Rabha | 26.12.69 |
| | 6. Shri Tek Bahadur Thapa | 25.5.70 |
| Chowkidar | 1. Shri Puran Singh | 30.1.63 |

*Technical Unit (Headquarters)*

| | | |
|---|---|---|
| Assistant Director (Tech) | 1. Shri A. M. Chanda | 28.2.68 |
| Tabulation Officers | 1. Shri A. K. Paul | 1.10.69 |
| | 2. Shri I. N. Gohain | 27.11.64 |
| | 3. Shri A. Medhi | 17.6.67 |
| Economic Investigators | 1. Shri A. Roy-Choudhury | 6.1.70 |
| | 2. Shri B. K. Goswami | 20.1.70 |
| | 3. Shri B. L. Sarma | 12.8.70 |
| | 4. Kumari B. Bhattacherjee | 3.8.61 |
| Computor | 1. Shri D. B. Rai | 1.3.67 |
| | 2. Kumari F. Stafford | 11.9.64 |
| Assistant Compilers | 1. Shri Padi Tana | 12.10.70 |
| Draftsman | 1. Shri K. J. Pandit | 6.8.68 |
| | 2. Shri S. K. Das | 19.2.70 |
| | 3. Kumari R. Malakar | 29.5.70 |

*District Staff*

*Kameng District*

| | | |
|---|---|---|
| Bomdila Sub-Division | 1. Shri Abdul Aziz, Economic Investigator | 21.3.70 |
| | 2. Shri S. C. Roy U. D. Clerk | 4.5.70 |
| | 3. Shri B. C. Das, L. D. Clerk | 6.6.70 |
| | 4. Shri Atul Ch. Das Asstt. Compiler | 30.12.68 |
| | 5. Shri Nima Bhutia Peon | 26.8.70 |
| Tawang Sub-Division | 1. Shri K. L. Das, Economic Investigator | 16.3.70 |
| | 2. Shri S. S. Choudhury L. D. Clerk | 15.5.70 |
| | 3. Shri Lama Dandu, Peon | 23.12.70 |
| Seppa sub-Division | 1. Shri S. D. Jha Economic Investigator | 16.3.70 |
| | 2. Shri P. C. Das U. D. Clerk | 16.4.70 |
| | 3. Shri B. Das Gupta L.D. Clerk | 6.7.70 |
| | 4. Shri Kachari Techeng, Peon | 1.2.71 |

*Subansiri District*

| | | |
|---|---|---|
| Ziro Subdivision | 1. Shri H. K. Kotoky, Economic Investigator | 26.3.70 |
| | 2. Shri K. J. George U. D. Clerk | 1.6.70 |
| | 3. Shri S. R. Das Choudhury L. D. Clerk | 2.6.70 |
| | 4. Shri Profulla Ch. Das, Asstt. Compiler | 23.12.68 |
| | 5. Shri Koj Tari, Peon | 1.10.69 |

*Siang District*

| | | |
|---|---|---|
| Daporijo Subdivision | 1. Shri K. S. Dey, Economic Investigator | 18.3.70 |
| | 2. Shri S. C. Bhowmic U. D. Clerk | 19.11.69 |
| | 3. Shri C. K. Burman U D. Clerk | 2.6.70 |
| | 4, Shri Taniya jeke, Peon | 7.9.70 |
| Along Subdivision | 1. Shri P. Choudhury, Economic Investigator | 30.12.68 |
| | 2. Shri K. Ramanan, U. D. Clerk, | 1.10.69 |
| | 3. Kumari Gita Rani Saha, L. D. Clerk | 11.5.70 |
| | 4. Shri Parimal Ch. Das, Asstt. Compiler | 14.12.70 |
| | 5. Shri Talen Tasu, Peon | 1.7.70 |
| Pasighat Subdivision | 1. Shri Tadang Paduang, Economic Investigator | 24.7.70 |
| | 2. Shri P. C. Baruah, U. D. Clerk | 5.11.69 |
| | 3. Shri N. Das, L. D. Clerk | 22.7.70 |
| | 4. Shri A. C. Bhattacherjee, Asstt. Compiler | 2.11.69 |
| | 5. Shri Talang Takang, Peon. | 20.2.70 |

*Lohit District*

| | | |
|---|---|---|
| Tezu Subdivision | 1. Shri D. K. Bhattachearjee, Economic Investigator | 6.8.68 |
| | 2. Shri B. Poddar, U. D. Clerk | 5.12.69 |
| | 3. Snri R. R. Das, L. D. Clerk | 9.5.70 |
| | 4. Shri Abdul Goney, Asstt. Compiler | 27.12.68 |
| | 5. Shri M. Bahadur Magar, Peon | 15.10.70 |

| | | |
|---|---|---|
| Anini Sub-division | 1. Shri N. K. Bhattacherjee, Economic Investigator | 16.3.70 |
| | 2. Shri D. C. Bhattacherjee, U. D. Clerk | 2.3.70 |
| | 3. Shri Menjo Meto, Peon | 24.4.70 |

*Tirap District*

| | | |
|---|---|---|
| Khosa Sub-division | 1. Shri P. K. Gogoi, Computor | 21.9.70 |
| | 2. Shri S. C. Majumdar, U. D. Clerk | 19.1.70 |
| | 3. Shri M. Taid, L. D. Clerk | 30.6.70 |
| | 4. Shri Wangtang Lowangmadam, Peon | 4.2.70 |

The Account Head under which the pay of the staff was debited is given in Section 22.

The following Deputy Commissioners and Additional Deputy Commissioners were authorised to draw the monthly pay and allowances of the census staff working under their jurisdiction with effect from 1st August, 1970.

1. The Deputy Commissioner, Kameng District, Bomdila.
2. The Addl. Deputy Commissioner, Tawang Sub-division, Tawang.
3. The Deputy Commissioner, Siang District, Along.
4. The Addl. Deputy Commissioner, Pasighat Sub-division, Pasighat,
5. The Deputy Commissioner, Subansiri District, Ziro.

The authorisation was withdrawn with effect from the 1st day of March, 1971. The district and subdivisional census offices were wounded up with effect from 1st July, 1971. It was observed during the period of delegation of powers to the Deputy Commissioners and the Addl. Deputy Commissioners that though the census staff received their pay regularly as the result of the delegation, the expenditure booked by them got mixed up with the expenditure booked for their own establishments and thereby large amounts pertaining to census grant remained unadjusted in the Audit Office. The departament faced difficulties in rcconciling the moneys at the the close of the financial year.

At the time of filling up of the posts of Economic Investigator, suitable candidates did not come forward in sufficient number from the open market. As. a result, some members of staff of this office had to be promoted rather prematurely to fill up these posts and meet the exigency. They were all graduates and had practical experience in census work. Since the posts of Econmic Investigator in the district and sub-divisional offices were very temporary in nature, these promotions helped winding up the field organisation at a later stage. They reverted back to their original posts with effect from 1. 7. 71.

One post of Economic Investigator, kept reserved for Schedule Caste/Tribe, was filled up by a graduate candidate belonging to an Arunachal Pradash Tribe, although the prescribed qualification for the post was Master's degree. The services of this Arunachal Pradash candidate was terminated with effect from 1. 7 71 and he was offered with a junior situation (Computor under the Sample Registration Scheme) that commensurated with his qualification. This offer was, however, not acceptable to the candidate. He preferred to join a clerical situation in the office of the Additional Deputy Commissioner at Pasighat, his home town.

## Section 7

## TOURING

Touring is an essential part of organising a large scale administrative operation like census. Arunachal Pradesh is a large hilly terrain approachable from various points situated in the plains of Assam. From these points, road and air transport facilities are required to be availed to reach different parts of Arunachal Pradesh. Tezpur, North-Lakhimpur, Silapathar, Jonai, Dibrugarh, Dhola, Margherita, Naharkatiya and Jorhat are such points. These points are situated wide apart on both banks of the Brahmaputra river. In fact, the river Brahmaputra restricts supervision of works in Arunachal Pradesh by land routes, quite severely. The river is crossable at Gauhati by a bridge and by river ferry services at Silghat, Neamati, Dibrugarh and Dhola. These crossing points are situated wide apart. Therefore, an attempt by a single officer to personally supervise the going ons in the districts of Arunachal Pradesh from Shillong, is bound to result in a disappointment. The strategy for touring has to base upon delegation of responsibility of touring to a large number of officials who are well conversant with the work at hand, and who have been trained and briefed.

Moreover, most of the wireless and telegraphic communication operating in Arunachal Pradesh concentrate on a few important points like Tezpur, North-Lakhimpur, Jorhat and Dibrugarh that are linked effectively with Shillong. Therefore, when an operation actually takes place, the person who can give decision, should remain in his headquarters and should be able to depute his junior colleagues to troubleshoot in different directions. This lesson was realistically learnt during the last emergent conditions in Arunachal Pradesh. These remarks are, however, applicable only to the operations conducted by the civil administration who depend upon the existing communicational facilities.

Since the conditions existing in Arunachal Pradesh are peculiar and different from other parts of the country, the administrative operations need be entrusted to persons who have pre-knowledge of the conditions prevailing in Arunachal Pradesh and who are well conversant with the working of the normal administrative machinery and other bodies thrown into Arunachal Pradesh. The controlling authority must have intimate knowledge of the psychological set up of the field workers of Arunachal Pradesh, and must be able to identify the operational objective with the aspirations of these workers and the people of Arunachal Pradesh. Supplanting of an authority who has to familiarise itself with Arunachal Pradesh in course of conduct of the operation, may create certain inadequacies in the operational planning, and no amount of intensive touring may eliminate these.

The Director of Census Operations was provided with a jeep and trailer for touring. This facilitated him and his colleagues to tour Arunachal Pradesh. However, provision of one jeep proved to be insufficient. The Brahmaputra presented a physical barrier for movement from North to South and vice versa. From Shillong, the nearest point of Arunachal Pradesh is about 300 miles by the North bank of the Brahmaputra and about 500 miles by the South bank of the Brahmaputra. During the course of an operation, at least two vehicles are required to be used in both banks of the Brahmaputra. In addition to this, at least one more vehicle is required to be kept in the headquarters. Therefore, at least three jeeps or two jeeps and a station wagon (four wheels drive) was required to be placed at the disposal of the Director of Census Operations, Arunachal Pradesh, during the peak period of work. However, it is a pleasure to record that the district authorities helped the census workers immensely by sparing their transport within their respective jurisdictions and but for their active help it would have been very difficult for the census workers to supervise the field work as effectively as it became possible.

The Arunachal Pradesh Administration also did a magnificent job of providing air-transport facilities to the census workers by treating them as if they belonged to the Arunachal Pradesh Administration. It is a pleasure to record that because of the single minded attention given by the district authorities to the census work, it was not necessary to avail the special Indian Air Force helicopter sorties, for which the Ministry of Defence had so generously given permission for requision on payment. This resulted in considerable economy of operation and the entire credit for this goes to the district authorities of Arunachal Pradesh.

The Arunachal Pradesh Administration and other Government of India bodies were also generous enough to direct that all the expenditure of Travelling Allowance and Daily Allowance of their staff appointed as census enumerators, supervisors etc. would be met out of their departmental budgets and no charges would be made to the census budget on that account. This also resulted in considerable economy.

The details of the tours conducted by the Officers of the Office of the Director of Census Operations, Arunachal Pradesh, Shillong are given below:

| Month | Designation of touring officer | Touring days |
|---|---|---|
| October — 1969 | (i) Economic Investigator (2 Nos) | 58 |
| November— 1969 | (i) Economic Investigator (2 Nos) | 60 |
| December— 1969 | (i) Director | 4 |
| | (ii) Economic Investigator (1 No.) | 24 |
| January — 1970 | —— | Nil |
| February— 1970 | (i) Director | 11 |
| | (ii) Assistant Director (1 No.) | 10 |
| | (iii) Tabulation Officer (1 No.) | 9 |
| | (iv) Economic Investigator (3 Nos) | 74 |
| March — 1970 | (i) Director | 12 |
| | (ii) Assistant Director (1 No.) | 6 |
| | (iii) Economic Investigator (4 Nos) | 94 |
| April — 1970 | (i) Director | 14 |
| | (ii) Assistant Director (1 No.) | 12 |
| | (iii) Economic Investigator (1 No.) | 1 |
| May — 1970 | (i) Director | 1 |
| | (ii) Assistant Director (1 No.) | 1 |
| | (iii) Tabulation Officer (1 No.) | 10 |
| | (iv) Economic Investigator (1 No.) | 5 |
| June — 1970 | (i) Assistant Director (1 No.) | 13 |
| | (ii) Tabulation Officer (1 No.) | 18 |
| | (iii) Economic Investigator (3 Nos) | 46 |
| July — 1970 | (i) Tabulation Officer (1 No.) | 31 |
| | (ii) Economic Investigator (2 Nos) | 28 |
| August — 1970 | (i) Tabulation Officer (1 No.) | 25 |
| September—1970 | (i) Assistant Director (1 No.) | 8 |
| | (ii) Tabulation Officer (1 No.) | 10 |
| | (iii) Economic Investigator (2 Nos) | 20 |
| October — 1970 | (i) Director | 7 |
| | (ii) Assistant Director (1 No.) | 15 |
| | (iii) Tabulation Officer (1 No.) | 22 |
| November—1970 | (i) Tabulation Officer (1 No.) | 30 |
| | (ii) Economic Investigator (2 Nos) | 27 |
| December— 1970 | (i) Director | 8 |
| | (ii) Tabulation Officer (3 Nos) | 54 |
| | (iii) Economic Investigator (1 No.) | 31 |
| January — 1971 | (i) Assistant Director (1 No.) | 12 |
| | (ii) Tabulation Officer (3 Nos) | 58 |
| | (iii) Economic Investigator (2 Nos) | 38 |
| February — 1971 | (i) Tabulation Officer (1 No.) | 9 |
| | (ii) Economic Investigator (1 No.) | 16 |
| March — 1971 | (i) Tabulation Officer (1 No.) | 2 |
| | (ii) Economic Investigator (2 Nos) | 16 |
| April — 1971 | (i) Tabulation Officer (1 No.) | 13 |

## Section 8

## REQUIREMENTS OF CENSUS SCHEDULES AND INSTRUCTION BOOKLETS

The method of arriving at the requirements of census schedules was communicated by the Registrar General, India's letter No.9/1/69/CTU dated 4.2.1969, which is reproduced at Appendix XVI. The working formula was based upon the projection of population for 1971, which was increased by 10% to meet the requirements of reserve schedules.

The reserve schedules for Arunachal Pradesh was kept at three places: (i) with the Circle Officers, (ii) with the Deputy Commissioners and the Additional Deputy Commissioners and (iii) with the Director of Census Operations, Arunachal Pradesh, Shillong. The wastage of schedules proved to be only 1.1% for Establishment schedule, 3.7% for Houselist and 7% for the Individual slips. The Individual Slips were bound in pads containting 25 or 100 slips each. These pads were not to be broken. The last pad relating to an Enumerator's Block contained on the average 12 unused slips. Under the conditions prevailing in Arunachal Pradesh, if at least some pads of 10 slips each were made, some more saving of wastage could have been possible. The matter was discussed in the Courtallam Conference but later it was decided that no pad smaller than 25 slips each, would be adopted in the 1971 Census. In the next census this aspect of wastage of Individual Slip should be re-considered. These remarks are applicable for the Population Records also. Following is the statement showing the supply and utilisation of each type of schedule and instruction booklet:

**Table 8.1**

*Census Schedules—supply and use*

| Sl. No. | Type of Schedule | Amount supplied | Amount utilized at the time of enumeration | Amount of wastage | Percentage of wastage |
|---|---|---|---|---|---|
| 0 | 1 | 2 | 3 | 4 | 5 |
| | **Houselisting and Housenumbering** | | | | |
| 1. | Houselist schedule (including training) | 18,700 | 18,000 | 700 | 3.7 |
| 2. | Establishment Schedule | 14,150 | 14,000 | 150 | 1.1 |
| 3. | Instruction to the Enumerators for filling up Houselist and Establishment Schedules. | 2,000 | 1,750 | 50 | 2.5 |
| 4. | Specimen filled in Houselist Schedule for training). | 700 | 680 | Nil. | 20 copies kept for record. |
| 5. | Specimen filled in Establishment Schedule (for training). | 700 | 680 | Nil. | 20 copies kept for record. |
| | **Enumeration** | | | | |
| 1. | Individual Slip (including red slips for training). | 598,800 | 556,800 | 42,000 | 7% |
| 2. | Population Record | 121,000 | 121,000 | 121,000 | — |
| 3. | Enumerator's Daily Posting Statements | 30,000 (each for male & female). | 20,000 | 10,000 | 33.3% |
| 4. | Enumerator's Abstract | 2,000 | 2,000 | .. | — |
| 5. | Instruction to the Enumerators for filling up Individual Slip. | 1,200 | 1,180 | .. | 20 copies kept for record. |
| 6. | Degree Holders and Technical Personnel cards. | 5,500 | 5,400 | .. | 100 copies kept for record. |

The central printing of the schedules and the instruction booklets relieved the Director of Census Operations, Arunachal Pradesh, of a great burden of responsibility. The distribution of schedules and instruction booklets will be dealt with in detail in Section 16. There was no dislocation of work due to shortage of schedule etc. even in the remote corners of Arunachal Pradesh. A quantity of Individual Slips was required to be procured from the Director of Census Operations, Assam, in addition to what was supplied by the Registrar General, India.

## Section 9

## PROCUREMENT OF MAPS

Arunachal Pradesh is yet to be cadastrally surveyed. A number of Government of India notifications have defined the district boundaries of Arunachal Pradesh on the ground. But the ground boundaries of the units lower than those of the districts are yet to be determined. The lowest administrative unit is a circle which is defined by a list of the villages contained therein and not by land-marks.

During the 1961 Census, the Village Layout maps were not drawn. But what was done in 1961 Census in the way of preparing maps, was stupendous and termed as the "monumental work" by the Registrar General, India. The 1961 Census plotted the positions of the villages on the map of Arunachal Pradesh notionally, even before the triangulation work for revising the 1911 maps was started by the Survey of India. These maps were printed by the Survey of India without even editting them and were extensively used by the armed forces, the Arunachal Pradesh Administration and the Survey of India. This set a tradition of map making for Arunachal Pradesh Census Organisation and a more ambitious plan for map making has been taken up for 1971 Census.

During 1971 Census, an attempt was made to draw the Village Layout maps and the Township maps showing the Enumerator's Blocks, important land-marks and the houses. But the Village Layout maps related only to the inhabited parts of the villages leaving out vast tracts of village land that encircle the inhabited parts. Special instructions were issued to the enumerators to redraw the village layout maps to include the traditional boundaries of the villages in their entirety. This effort met with only limited success, but an attempt will be made to improve the data during the inter-censal period to give a body to the villages in the Arunachal Pradesh map. If successful, it will be possible during the next census to define a village as a territorial unit and not merely as a group of houses considered by customs and also by the local administration as a village. To the Arunachal Pradesh Administration these maps will provide a base for cadastral surveys to be conducted in future.

The Deputy Commissioners and the Additional Deputy Commissioners of Arunachal Pradesh made a commendable effort to get the Village Notional maps drawn. We expect to receive enthusiastic support from them in mapping the villages of Arunachal Pradesh during the inter-censal period.

The Township maps of the four towns of Arunachal Pradesh were drawn with the courtesy of the Central Public Works Department. This work was also coordinated by the Deputy Commissioners and the Additional Deputy Commissioners concerned.

There was one Draftsmen in the mapping unit of this office in November, 1969. With the increase in the volume of work, the strength was increased to 3 Draftsmen on April, 1971. Lately, one Cartographer and an Artist also have joined this unit. It is expected that with the efforts of these staff, the Atlas Project and the project of mapping the villages of Arunachal Pradesh will make good progress during the inter-censal period.

## Section 10

## ADMINISTRATIVE UNITS FOR ENUMERATION ETC

Arunachal Pradesh is administratively divided into five districts and the charge of a district is with a Deputy Commissioner. There are five Additional Deputy Commissioners who are holding charges of five sub-divisions more and less independently. The districts are divided into subdivisions and circles. Each circle is placed under the charge of an Extra Assistant Commissioner or a Circle Officer. The administrative set up as was available for taking census and defined by the Arunachal Pradesh Administration's Order No.GA/APTT/288/65 dated 22.12.1966 is given below in summary.

| District | Subdivision | Circle |
|---|---|---|
| Kameng | Bomdila | 1. Dirang<br>2. Kalaktang<br>3. Buragaon (Renamed as Thrizino)<br>4. Nafra |
| | Tawang | 1. Tawang<br>2. Lumla<br>3. Zemithang<br>4. Chuna (Renamed as Thingbu)<br>5. Bumla |
| | Sepla | 1. Sepla<br>2. Chayangtajo<br>3. Bameng<br>4. Pakke-Keshang<br>5. Pipu-Dipu<br>6. Waii |
| Subansiri | Ziro | 1. Ziro<br>2. Palin<br>3. Tamen (Renamed as Raga)<br>4. Tali<br>5. Sagalee<br>6. Doimukh |
| | Koloriang | 1. Koloriang<br>2. Nyapin<br>3. Meelee<br>4. Sarli<br>5. Huri (Renamed as Damin)<br>6. Kieli |
| Siang | Along | 1. Along<br>2. Liromoba<br>3. Payum<br>4. Basar<br>5. Gensi<br>6. Likabali |
| | Mechuka | 1. Manigong<br>2. Tato |
| | Tuting | 1. Gelling<br>2. Singa |
| | Pasighat | 1. Pasighat<br>2. Maryang<br>3. Yingkiong<br>4. Mori<br>5. Dosing (Renamed as Boleng)<br>6. Mebo<br>7. Pangin |
| | Daporijo | 1. Daporijo<br>2. Taliha<br>3. Dumporijo<br>4. Siyum<br>5 Nacho<br>6. Limeking<br>7. Taksing |
| Lohit | Tezu | 1. Tezu<br>2. Namsai<br>3. Chowkham<br>4. Wakro |
| | Hayuliang | 1. Hayuliang<br>2. Chaglagam (Renamed as Chaglongam)<br>3. Hawai<br>4. Walong<br>5. Kibithoo |
| | Anini (Renamed as Dibang Valley) | 1. Angolin (Renamed as Etalin)<br>2. Adane<br>3. Roing<br>4. Dambuk<br>5. Hunli (Renamed as Kronli) |
| Tirap | Khonsa | 1. Khonsa<br>2. Namsang<br>3. Changlang<br>4. Nampong<br>5. Laju<br>6. Manmao<br>7. Bardumsa<br>8. Vijoynagar<br>9. Miao |
| | Niausa (Renamed as Longding) | 1. Niausa (Renamed as Longding)<br>2. Banfera (Renamed as Kamnyu)<br>3. Pongchou<br>4. Waka |

In the above set up, the Daporijo subdivision was placed under the administrative control of the Deputy Commissioner of the Siang District. But it may be mentioned here that the actual boundary between the Siang and the Subansiri districts, the mid-stream of the Subansiri river, cuts this subdivision and five of its circles into two parts. But, for the purpose of taking of census the existing administrative arrangements were not disturbed and the entire area was treated

as under the Siang district, using the district code for Siang for all places. However, at the stage of tabulation and presentation of data the actual statutory position of the subdivision is reflected.

The five Deputy Commissioners of the five districts of Arunachal Pradesh were declared the District Census Officers. The five Additional Deputy Commissioners in charge of the subdivisions of Tawang, Sepla, Daporijo, Pasighat and Dibang Valley, were declared the Subdivisional Census Officers. The circles under these officers were made co-terminus with the Census Charges which were made the lowest administrative units for taking of census and compilation of data upto the stage of preparation of the Primary Census Abstract. In 1961 Census also, the circle was treated as the lowest administrative unit. In fact, no administrative unit lower than a circle is effective for carrying out an administrative operation in Arunachal Pradesh. The Panchayati Raj has just been introduced and yet to cover the entire Arunachal Pradesh.

In 1961, the whole of Arunachal Pradesh was treated as rural. During 1971 Census the Registrar General, India laid down that the certain tests would be applied to determine whether an area was required to be treated as urban or not. According to these tests the urban areas would include all places with (1) municipality, corporation or cantonment or notified town area, (2) minimum population of 5,000 (estimated for 1971), (3) a density of not less than 400 persons per square kilometre i.e. 1000 persons per square mile, (4) three fourth of the occupations of the male working population outside agriculture, (5) pronounced urban characteristics and amenities. In consideration of their pronounced urban characteristics and the occupational patterns, the following four places were declared as urban areas of Arunachal Pradesh. (1) Bomdila, (2) Along, (3) Pasighat and (4) Tezu, vide circular No. 1971/8/69 dated 31st. January, reproduced as Appendix V. G.

As early as in 1968, the Registrar General, India, issued instruction on the question of keeping the boundaries of the administrative units fixed on the eve of the 1971 Census operations. On the same year, the Government of India addressed a general circulai to the Chief Secretaries of all States and Union Territories which inter-alia gave a broad guide-line on the subject. The Government of India under letter No.28/66/68-Pub-I dated 15.4.68 requested all the State Governments to freeze the boundaries of administrative units by 31.12.69 once for all, so that census operations might not be disturbed. Similarly, Registrar General, India also under his letter No.9/14/68-CTO dated 26.10.68 addressed to the Chief Secretaries of all States and Union Territories, requested them not to effect any change in the jurisdictional boundaries of the administrative units on and from 1st January, 1970 to the 30th June, 1971 and also requested them to finalise all changes before 1st July, 1969. In response to the request made by the Government of India, the Arunachal Pradesh Administration vide their No.GA-171/66/dated 6th August, 1968, informed that the Government of India's circular would be honoured and no change would be affected. The same view was intimated to the Registrar General, India in this office letter No.Cen-1971/2/68/761 dated 31st. December, 1968. These may be seen at Appendix VIII. This timely help rendered by the Arunachal Pradesh Administration was of very great value.

In Arunachal Pradesh, only the districts boundaries are fixed. The Arunachal Pradesh Administration circular No.GA/APTT/288/65 dated 22.12.1966, mentioned earlier, delimited the circles with the names of the villages contained in them. But this list did not remain constant, and from time to time the villages of some circles were transferred to other circles. These changes created quite a lot of trouble in finalising the village list under each circle.

The All India system of location code was followed in Arunachal Pradesh also. The procedure was laid down in 1971 Census NEFA Circular No.9 dated 25.3.1970 reproduced as Appendix V.I. In 1961 Census, the all India pattern of Location Code was followed only upto the circle level. The 1971 Location Code consisted of District/Town/Enumerator's Block and for villages District/Circle/Village/Enumerator's Block and below them Census House/Household. No other number such as revenue number was included in the location codes, as these were non-existent.

The circlewise village list was collected from the district authorities from 1968 onwards. Because of the shifting nature of the villages, this list was constantly reviewed and revised. Finally, a consolidated list was prepared and sent to the district authority for conducting a 'pre-census' consisting of actually visiting the villages, counting the houses, households and drawing of a notional map of the village. As a result of this exercise, the list got further modified. The enumeration was carried out largely on the basis of this modified list although even this list was to be changed later by adding or dropping out names of a few villages.

The rate of literacy in Arunachal Pradesh is low amongst the local tribes. Most of the tribesmen who have acquired some educational qualifications, have been absorbed in government service. In consideration of this, it was decided that the government servants alone would be utilised for the purpose of taking of 1971 Census. The teachers formed about 37% of the enumerators

**Table 11.1**

*Districtwise distribution of enumerators (including reserve) by broad categories*

| District | Total Rural Urban | Houselisting and census enumeration | | | | |
|---|---|---|---|---|---|---|
| | | Teachers | Village Officers | Govt. & local Admn. officials | Others | Total |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Kameng | Total | 51 | ... | 84 | 8 | 143 |
| | Rural | 51 | .. | 80 | 8 | 139 |
| | Urban | .. | .. | 4 | .. | 4 |
| Subansiri | Total | 51 | .. | 101 | .. | 152 |
| | Rural | 51 | .. | 101 | .. | 152 |
| | Urban | .. | .. | .. | .. | .. |
| Siang | Total | 81 | ... | 90 | 37 | 208 |
| | Rural | 78 | — | 81 | 35 | 194 |
| | Urban | 3 | .. | 9 | 2 | 14 |
| Lohit | Total | 50 | .. | 58 | 9 | 117 |
| | Rural | 50 | .. | 52 | 9 | 111 |
| | Urban | .. | ... | 6 | .. | 6 |
| Tirap | Total | 59 | ... | 89 | 7 | 155 |
| | Rural | 59 | .. | 89 | 7 | 155 |
| | Urban | .. | — | — | — | .. |
| **Arunachal Pradesh** | **Total** | 292 | .. | 422 | 61 | 775 |
| | **Rural** | 289 | .. | 403 | 59 | 751 |
| | **Urban** | 3 | .. | 19 | 2 | 24 |

**Table**

*Districtwise distribution of enumerators*

| Arunachal Pradesh District | Total Rural Urban | CENSUS | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Agriculture | | | | | | Education | | Medical | | | | | | | | | |
| | | Total | Total | A.I. | SVFA | VLW | VAS | VFA | Total | Teacher | Total | H.A. | NSEP INSP | Radiographer | MSI | Medical Asstt. | DHV | Total | DSO | SA |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 |
| **Arunachal Pradesh** | **Total** | **775** | **197** | **5** | **8** | **168** | **2** | **14** | **292** | **292** | **92** | **53** | **15** | **2** | **10** | **2** | **10** | **118** | **1** | **4** |
| | **Rural** | **751** | **195** | **5** | **8** | **166** | **2** | **14** | **288** | **288** | **92** | **53** | **15** | **2** | **10** | **2** | **10** | **102** | .. | **4** |
| | **Urban** | **24** | **2** | .. | .. | **2** | .. | .. | **4** | **4** | .. | .. | .. | .. | .. | .. | .. | **16** | **1** | .. |
| Kameng | Total | 143 | 39 | 1 | 2 | 30 | 2 | 4 | 51 | 51 | 20 | 8 | 3 | 2 | 3 | .. | 4 | 16 | .. | .. |
| | Rural | 139 | 39 | 1 | 2 | 30 | 2 | 4 | 51 | 51 | 20 | 8 | 3 | 2 | 3 | .. | 4 | 12 | .. | .. |
| | Urban | 4 | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | 4 | .. | .. |
| Subansiri | Total | 152 | 47 | — | 5 | 38 | .. | 4 | 51 | 51 | 27 | 23 | ... | .. | 3 | .. | 1 | 25 | .. | .. |
| | Rural | 152 | 47 | .. | 5 | 38 | .. | 4 | 51 | 51 | 27 | 23 | .. | .. | 3 | .. | 1 | 25 | .. | .. |
| | Urban | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| Siang | Total | 208 | 40 | — | .. | 37 | .. | 3 | 81 | 81 | 13 | 6 | 2 | .. | 2 | 2 | 1 | 36 | 1 | 1 |
| | Rural | 196 | 38 | — | .. | 35 | .. | 3 | 77 | 77 | 13 | 6 | 2 | .. | 2 | 2 | 1 | 30 | .. | 1 |
| | Urban | 12 | 2 | .. | .. | 2 | .. | .. | 4 | 4 | .. | .. | .. | .. | .. | .. | .. | 6 | 1 | .. |
| Lohit | Total | 117 | 31 | .. | 1 | 27 | .. | 3 | 50 | 50 | 12 | 6 | 4 | .. | 2 | .. | .. | 15 | .. | .. |
| | Rural | 111 | 31 | .. | 1 | 27 | .. | 3 | 50 | 50 | 12 | 6 | 4 | .. | 2 | .. | .. | 9 | .. | .. |
| | Urban | 6 | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | 6 | .. | .. |
| Tiran | Total | 155 | 40 | 4 | — | 36 | .. | — | 59 | 59 | 20 | 10 | 6 | .. | .. | .. | 4 | 26 | .. | 3 |
| | Rural | 155 | 40 | 4 | .. | 36 | .. | .. | 59 | 59 | 20 | 10 | 6 | .. | .. | .. | 4 | 26 | .. | 3 |
| | Urban | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |

11

AGENGY

and about 11% of the supervisors. The Government servants, including the teachers, gave a good account of themselves as census enumerators and supervisors.

The districtwise distribution of enumerators and upervisors are given in the following tables

**Table 11.2**

*Districtwise distribution of Supervisors (including reserve) by broad categories*

| District | | Houselisting and census enumerations | | | | | |
|---|---|---|---|---|---|---|---|
| | | Total Rural Urban | Teacher | Village Officers | Govt. & local Admn. officials | Others | Total |
| 1 | | 2 | 3 | 4 | 5 | 6 | 7 |
| **Kameng** | Total | | 4 | .. | 37 | .. | 41 |
| | Rural | | 4 | .. | 36 | .. | 40 |
| | Urban | | .. | .. | 1 | .. | 1 |
| **Subansiri** | Total | | 1 | .. | 47 | .. | 48 |
| | Rural | | 1 | .. | 47 | .. | 48 |
| | Urban | | .. | .. | .. | .. | .. |
| **Siang** | Total | | 16 | .. | 44 | .. | 60 |
| | Rural | | 15 | .. | 42 | .. | 57 |
| | Urban | | 1 | .. | 2 | .. | 3 |
| **Lohit** | Total | | 4 | .. | 40 | 6 | 50 |
| | Rural | | 3 | .. | 39 | 6 | 48 |
| | Urban | | 1 | .. | 1 | .. | 2 |
| **Tirap** | Total | | 2 | .. | 42 | .. | 44 |
| | Rural | | 2 | .. | 42 | .. | 44 |
| | Urban | | .. | .. | .. | .. | .. |
| **Arunachal Pradesh** | **Total** | | **27** | .. | **210** | **6** | **243** |
| | **Rural** | | **25** | .. | **206** | **6** | **237** |
| | **Urban** | | **2** | .. | **4** | .. | **6** |

**11.3**

*(including reserve) by broad categories*

| ENUMERATORS | | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Administration and other Departments | | | | | | | | | | | | | | | | | Engineering | | | Others | |
| UDA | LDA | PI | Store-keeper | Book-keeper | Ope-rator | Craft Su-pervisor | Language translator | Asstt. Compiler | SD | Surveyor | Acctt. | FD | Forester | Vill. official | Tailoring Inspector | Radio mechanic | Total | SO | Moharar | | Arunachal Pradesh district |
| 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | 32 | 33 | 34 | 35 | 36 | 37 | 38 | 39 | 40 | 41 | 42 | 1 |
| **10** | **55** | **4** | **5** | **3** | **1** | **2** | **7** | **3** | **1** | **2** | **4** | **7** | **6** | .. | **2** | **1** | **15** | **1** | **14** | **61** | **Arunachal** |
| **9** | **49** | **2** | **5** | **2** | **1** | **2** | **5** | **2** | **1** | **1** | **4** | **6** | **6** | .. | **2** | **1** | **15** | **1** | **14** | **61** | **Pradesh** |
| **1** | **6** | **2** | .. | **1** | .. | .. | **2** | **1** | .. | **1** | .. | **1** | .. | .. | .. | .. | .. | .. | .. | .. | |
| 4 | 7 | 1 | .. | .. | 1 | .. | .. | .. | 1 | .. | .. | .. | .. | .. | 1 | 1 | 9 | 1 | 8 | 8 | Kameng |
| 3 | 5 | .. | .. | .. | 1 | .. | .. | .. | 1 | .. | .. | .. | .. | .. | 1 | 1 | 9 | 1 | 8 | 8 | |
| 1 | 2 | 1 | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | |
| 2 | 12 | 2 | 2 | .. | .. | .. | — | 1 | — | .. | .. | 1 | 5 | .. | .. | .. | 2 | .. | 2 | | Subansiri |
| 2 | 12 | 2 | 2 | .. | .. | .. | — | 1 | — | .. | .. | 1 | 5 | .. | .. | .. | 2 | .. | 2 | .. | |
| .. | .. | .. | .. | .. | .. | .. | — | — | — | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | |
| 3 | 17 | 1 | 3 | 2 | .. | 1 | — | 1 | .. | .. | 2 | 2 | 1 | .. | 1 | .. | 1 | .. | 1 | 37 | Siang |
| 3 | 16 | .. | 3 | 1 | .. | 1 | .. | — | .. | .. | 2 | 1 | 1 | .. | 1 | .. | 1 | .. | 1 | 37 | |
| .. | 1 | 1 | .. | 1 | .. | .. | .. | 1 | .. | .. | .. | 1 | .. | .. | .. | .. | .. | .. | .. | .. | |
| 1 | 7 | .. | .. | .. | .. | .. | 4 | .. | .. | 2 | .. | 1 | .. | .. | .. | .. | .. | .. | .. | 9 | Lohit |
| 1 | 4 | .. | .. | .. | .. | .. | 2 | | .. | 1 | .. | 1 | .. | .. | .. | .. | .. | .. | .. | 9 | |
| .. | 3 | .. | .. | .. | .. | .. | 2 | .. | .. | 1 | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | |
| .. | 12 | .. | .. | 1 | .. | 1 | 3 | 1 | .. | .. | 2 | 3 | .. | .. | .. | .. | 3 | .. | 3 | 7 | Tirap |
| .. | 12 | .. | .. | 1 | .. | 1 | 3 | 1 | .. | .. | 2 | 3 | .. | .. | .. | .. | 3 | .. | 3 | 7 | |
| .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | |

**Table**

*Districtwise distribution of supervisors*

| Arunachal Pradesh district | Total Rural Urban | Total | Agriculture | | | | | | | | Education | | Medical | | | | | | | | CENSUS |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Total | SVFA | VAS | VFA | Fishery Officer | Irrigation Insp. | A I. | HI | Total | Teacher | Total | MO | JMO | HA | CAS (I) | Pharma-cies | NSEP INSP | MSI | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | |
| **Arunachal Pradesh** | **Total** | **243** | **93** | **7** | **16** | **14** | **12** | **3** | **39** | **2** | **27** | **27** | **43** | **4** | **5** | **11** | **5** | **3** | **12** | **3** | |
| | **Rural** | **237** | **93** | **7** | **16** | **14** | **12** | **3** | **39** | **2** | **27** | **26** | **43** | **4** | **5** | **11** | **5** | **3** | **12** | **3** | |
| | **Urban** | **6** | .. | .. | .. | .. | .. | .. | .. | .. | **1** | **1** | .. | .. | .. | .. | .. | .. | .. | .. | |
| Kameng | Total | 41 | 15 | 2 | 2 | 3 | .. | 1 | 7 | .. | 4 | 4 | 12 | .. | 1 | 7 | 3 | .. | 1 | .. | |
| | Rural | 40 | 15 | 2 | 2 | 3 | .. | 1 | 7 | .. | 4 | 4 | 12 | .. | 1 | 7 | 3 | .. | 1 | .. | |
| | Urban | 1 | .. | ... | ... | .. | .. | .. | .. | ... | ... | .. | .. | .. | .. | .. | .. | .. | .. | - | |
| Subansiri | Total | 48 | 17 | .. | 3 | 3 | 1 | .. | 8 | 2 | 1 | 1 | 13 | .. | 4 | 2 | .. | 3 | 2 | 2 | |
| | Rural | 48 | 17 | .. | 3 | 3 | 1 | .. | 8 | 2 | 1 | 1 | 13 | .. | 4 | 2 | .. | 3 | 2 | 2 | |
| | Urban | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | ... | .. | .. | |
| Siang | Total | 60 | 21 | ... | 1 | 4 | 4 | ... | 12 | .. | 16 | 16 | 8 | 4 | .. | .. | 1 | ... | 3 | .. | |
| | Rural | 56 | 21 | .. | 1 | 4 | 4 | .. | 12 | .. | 15 | 15 | 8 | 4 | .. | .. | 1 | .. | 3 | .. | |
| | Urban | 4 | .. | ... | .. | ... | .. | .. | .. | .. | 1 | 1 | .. | .. | .. | .. | .. | .. | .. | .. | |
| Lohit | Total | 50 | 23 | 2 | 7 | 2 | 3 | .. | 9 | ... | 4 | 4 | 5 | .. | .. | 2 | .. | .. | 2 | 1 | |
| | Rural | 49 | 23 | 2 | 7 | 2 | 3 | .. | 9 | .. | 4 | 4 | 5 | .. | .. | 2 | .. | .. | 2 | 1 | |
| | Urban | 1 | .. | ... | .. | ... | .. | .. | .. | ... | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | |
| Tirap | Total | 44 | 17 | 3 | 3 | 2 | 4 | 2 | 3 | ... | 2 | 2 | 5 | .. | .. | .. | 1 | .. | 4 | .. | |
| | Rural | 44 | 17 | 3 | 3 | 2 | 4 | 2 | 3 | ... | 2 | 2 | 5 | .. | .. | .. | 1 | .. | 4 | .. | |
| | Urban | .. | - | - | - | - | - | - | - | - | - | - | .. | .. | .. | .. | .. | .. | .. | .. | |

*Note* : The following abbreviations are used in the Tables 11.3 and 11.4

AI — Agriculture Inspector
SVFA — Senior Veterinary Field Assistant
VLW — Village Level Worker
VAS — Veterinary Assistant Surgeon
VFA — Veterinary Field Assistant
HA — Health Assistant
NSEP, INSP — National Smallpox Eradication Programme Inspector
MSI — Malaria Sub-Inspector
DHV — Domiciliary House Visitor
DSO — District Statistical Officer
AS — Area Superintendent
UDA — Upper Division Assistant
LDA — Lower Division Assistant

**11.4**

*(including reserve) by broad categories*

| SUPERVISORS | | | | | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Administration and other Department | | | | | | | | | | | | | | | | Engineering | | Other | | |
| Total | DCO | EO | DSO | DIS | ACC | UDA | LDA | Forester | Manager | Ranger | Accountant | SI | ACI | CO | EI | PI | Total | S.O, | Total | Arunachal Pradesh district |
| 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | 32 | 33 | 34 | 35 | 36 | 37 | 38 | 39 | 40 | 41 | 1 |
| 47 | 2 | 9 | 1 | 1 | .. | 6 | 1 | 6 | 1 | 2 | 4 | 6 | 1 | 4 | 2 | 1 | 27 | 27 | 6 | **Arunachal** |
| 42 | 2 | 9 | .. | .. | .. | 6 | 1 | 6 | 1 | 2 | 4 | 5 | 1 | 3 | 1 | 1 | 27 | 27 | 6 | **Pradesh** |
| 5 | .. | .. | 1 | 1 | .. | .. | .. | .. | .. | .. | .. | 1 | .. | 1 | 1 | .. | .. | .. | .. | |
| 3 | .. | .. | .. | .. | .. | .. | .. | .. | 1 | .. | .. | .. | .. | 1 | 1 | .. | 7 | 7 | .. | **Kameng** |
| 2 | .. | .. | .. | .. | .. | .. | .. | .. | 1 | .. | .. | .. | .. | 1 | .. | .. | 7 | 7 | .. | |
| 1 | .. | ... | ... | ... | ... | ... | ... | .. | .. | .. | .. | ... | .. | 1 | .. | .. | ... | .. | .. | |
| 8 | .. | 4 | .. | .. | .. | .. | .. | 1 | .. | 1 | 1 | .. | 1 | .. | .. | .. | 9 | 9 | .. | **Subansiri** |
| 8 | .. | 4 | .. | .. | .. | .. | .. | 1 | .. | 1 | 1 | .. | 1 | .. | .. | .. | 9 | 9 | .. | |
| .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | |
| 11 | .. | 1 | 1 | 1 | .. | 4 | .. | .. | .. | .. | 1 | .. | .. | 2 | 1 | .. | 4 | 4 | .. | **Siang** |
| 8 | .. | 1 | .. | .. | .. | 4 | .. | .. | .. | .. | 1 | .. | .. | 1 | 1 | .. | 4 | 4 | .. | |
| 3 | .. | .. | 1 | 1 | .. | .. | .. | .. | .. | .. | .. | .. | .. | 1 | .. | .. | .. | .. | .. | |
| 8 | 1 | 1 | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | 1 | 2 | .. | 1 | 4 | 4 | .. | **Lohit** |
| 7 | 1 | 1 | .. | .. | .. | .. | .. | .. | .. | .. | 1 | 1 | .. | 1 | ... | 1 | 4 | 4 | .. | |
| 1 | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | ... | 1 | .. | .. | .. | .. | .. | .. | .. | |
| 17 | 1 | 3 | .. | .. | .. | 2 | .. | 5 | .. | 1 | 1 | 4 | .. | .. | .. | .. | 3 | 3 | .. | **Tirap** |
| 17 | 1 | 3 | .. | ... | ... | 2 | .. | 5 | .. | 1 | 1 | 4 | .. | .. | .. | .. | 3 | 3 | .. | |
| ... | ... | .. | .. | ... | .. | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | .. | .. | |

*Note* : The following abbreviations are used in the Tables 11.3 and 11.4

SD — Sericulture Demonstrator
FD — Fishery Demonstrator
SO — Section Officer
HI — Horticulture Inspector
MO — Medical Officer
JMO — Junior Medical Officer
CAS(I) — Civil Assistant Surgeon (I)
DCO — Deputy Co-Operative Officer
EO — Extension Officer
DIS — District Inspector of Schools
ACO — Assistant Co-Operative Officer
ACIO — Assistant Central Intelligence Officer
CO — Circle Officer
EI — Economic Investigator
PI — Primary Investigator

## Section 12

## HOUSENUMBERING AND HOUSELISTING

Prior to the launching of the housenumbering and houselisting operations for 1971 Census, a scheme of permanent housenumbering was sought to be introduced during the intercensal period, not merely to serve the purpose of the population census but also to meet the needs of various branches of the Government, local administration and public utility services. Permanent housenumbering is being done in the district and subdivisional headquarters of Arunachal Pradesh by the district authorities with the assistance of the Central Public Works Department, inspite of the fact that the question of physically numbering the houses of Arunachal Pradesh itself fell into heavy weather during 1961 as well as 1971 Censuses.

Although the rest of the country stood poised for the operations of housenumbering and houselisting with the coming of each decennial census, Arunachal Pradesh was debating till late sixties, whether or not the houses in Arunachal Pradesh should be physically numbered.

The preliminary question that the Arunachal Pradesh administration was worrying about, was whether physical numbering of every house with paint and brush, immediately followed by the listing of inmates found in each house so numbered, would be understood in their correct perspective by the tribes of Arunachal Pradesh who remained isolated from the rest of the country till the independence of the country was attained. In connection with physical numbering of houses during 1961 Census, Dr. Verrier Elwin, the then Adviser on Tribal Affairs of Arunachal Pradseh, an eminent anthropologist associated with the day to day administration of Arunachal Pradesh, was of the firm view that same should not be attempted as it might create avoidable and unnecessary apprehensions in the minds of the people. As a result of this, housenumbering was not done in the villages of Arunachal Pradesh during 1961 Census. Even amongst the 69 administrative centres where the all India census forms were used, the housenumbering was carried out only in 11 places.

However, a review of the field work of the National Malaria Eradication Programme in Arunachal Pradesh revealed that the houses in Arunachal Pradesh had been numbered under the programme in the most interior places since 1958. It appeared that even the occupants of the houses located in the deep interior of Arunachal Pradesh, did not resist their houses being numbered by the Malaria staff; on the other hand, they welcomed the spraying teams because they became aware of the beneficial results of spraying. This induced taking of a decision that housenumbering could be attempted during the 1971 Census. The attempt was a complete success.

As has already been stated, housenumbering and houselisting are primarily required to be done for the purpose of locating a house and obtaining estimate of the population to be covered during actual taking of census. Evidently these two operations are required to be carried out long before the actual census enumeration takes place. That is why the operations of housenumbering and houselisting were carried out in the rest of the country 6 to 10 months prior to actual taking of census. But as the decision for housenumbering and houselisting was taken in Arunachal Pradesh rather late, these two operations had to be carried out by the enumerators when they visited the villages for census enumeration. That is, the operations of housenumbering, houselisting and census enumeration took place in Arunachal Pradesh during a single visit of the enumerator to the village. On arriving at a village for taking of census, the enumerator first physically numbered the house, filled in the Houselist and the Establishment Schedule and then carried out the actual census enumeration. All these operations went on smoothly and it is expected that there will be no difficulty in carrying out the operations of housenumbering and houselisting in Arunachal Pradesh in the subsequent censuses with the all India time schedule and methodology.

A product of the housenumbreing and houselisting operations of 1971 Census had been the preparation of notional maps of villages and towns showing the location of every house. Here again some deviation had to be made in Arunachal Pradesh from the all India methodology. At first the Arunachal Pradesh administration was requested to prepare the notional maps of the villages incorporating some very basic information thereon. This was done with the considerable pains taken by the district authority who mostly utilised the services of the village level workers belonging to the Community Development and the Agricultural Departments of the Arunachal Pradesh administration. The main defect found in these sketch maps was the use of divergent and unconventional symbols depicting the different features of the villages and the towns. These sketches were redrawn in the office of the Director of Census Operations, Arunachal Pradesh, at Shillong when the features marked on the maps were made as uniform and as conventional as possible so that they could be used by the general run of the enumerators and

supervisors. Thereafter, four ferro-printed copies of these maps were taken out by the courtesy of the Statistics Department of the Arunachal Pradesh Administration who let the census department use their ferro-printing facilities. As a result of these efforts, when the enumerators visited the villages for the purpose of housenumbering, houselisting and census emnueration, they had with them a ferro-printed copy of the notional map of the village. This map was corrected again by the enumerator by spot verification. The instructions given to the enumerator on this account may be seen at Appendix XV B

The sketches corrected by the enumerators formed the basis upon which the notional maps of the villages and towns are being redrawn. The atlas of the notional maps for each circle will be available in due course to be utilised in multifarious ways, such as carrying out surveys and housenumbering itself in future and for purely administrative purposes like providing preliminary data for village area survey, benchmark for housing and other economic surveys. More than anything else, the materials collected in Houselists and the Establishment Schedules will be of unique significance for Arunachal Pradesh primarily because they are the firsts of their kind. For the urban areas, the Central Public Works Department provided the basic material for drawing the sketch maps. At Appendices XVI and XVII, specimens of the notional maps drawn for the rural and urban areas respectively, are reproduced.

The actual process of housenumbering and houselisting amounted to, firstly, physical location of the houses of the village or a town block marked on the ferro-printed notional map already supplied to the enumerator, encircling on the map the houses that have since been dismantled and superimposing on the map the location of the houses constructed after the map was drawn. Secondly, after the enumerator had satisfied himself that all the houses were correctly located on the map, the enumerator started physically numbering the houses in a systematic manner and simultaneously writing down the housenumbers against the houses appearing on the village notional map. Thirdly, the enuenumerator called on the houses and collected the required particulars about the houses and the residents in the Houselist form and wherever necessary in the Establishment Schedule. After completing the operation of listing the houses, the enumerators went round the houses once more, this time carrying out the actual census enumeration.

The enumerators and the supervisors were given intensive training by the Subdivisional Census Officers and the District Census Officers. All the enumerators and the supervisors were government servants. The following table shows the departments from where the enumerators and the supervisors were drawn.

**Table 12.1**

| Department | Enumerators | Supervisors | Total |
|---|---|---|---|
| Agriculture | 197 | 93 | 290 |
| Education | 292 | 27 | 319 |
| Medical | 92 | 43 | 135 |
| Administration and other departments | 118 | 47 | 165 |
| Engineering | 15 | 27 | 42 |
| Others | 61 | 6 | 67 |
| Total | 775 | 243 | 1018 |

## Section 13

# THE SECOND CENSUS CONFERENCE AT JUNE, 1970

The second conference of the Directors of Census Operations was held at Courtallam and Kanyakumari, both in the Tamil Nadu State, from 18th to 22nd June, 1970. Shri K. S. Ramaswamy, Deputy Home Minister inaugurated the conference.

Welcoming the distinguished guest, the Registrar General , India, recalled the deliberations of the First Conference of the Directors of Census Operations and briefly mentioned the successful conclusion of the housenumbering and houselisting operations in the entire country excepting in two states, two Union Territories and NEFA. Dealing with the main features of housenumbering and houselisting operations, the Registrar General mentioned the excellent mapping done in the form of layout plans and notional maps of areas of smallest jurisdiction indicating the housing units and their number which contributed to make a systematic geographical frame in ensuring complete coverage of census taking. He pointed out the absence of the technical aids and resources at the disposal of the Directors who embarked on this stupendous task and accomplished it through their personal dedication. He recounted the difficulties encountered by the Directors of Census Operations which came in their way of smooth sailing of the various tasks such as the agitations launched by local organisations and unions of teachers and other government servants, rent collection drives started by certain State Government and the work of revision of electoral rolls which had to be attended to by the same agency which was employed in the housenumbering and houselisting. He expressed his satisfaction with the performance of the Directors of Census Operations in achieving complete coverage in the houselisting operation. He expressed his gratitude towards the Deputy Minister for the keen interest he took in census work and the fullest support he gave to all proposals relating to census. He assured on behalf of himself and his colleagues that they would try to justify the confidence reposed in them for making the onerous census enumeration a complete success despite the several difficulties one has to face in a difficult massive operation of this nature.

During the deliberations of the conference the tabulation and the publication programme of 1971 Census was finalised.

It was decided that the following tables would be prepared.

**A Series General Population Tables.**

| | |
|---|---|
| AI | Area, Houses and Population. |
| AII | Decadal variation in population since 1901. |
| AIII | Villages classified by population. |
| AIV | Towns and Urban agglomeration classified by population in 1971 with variation since 1901. |
| AV | Standard Urban Areas. Union/State Primary Census Abstract, Urban Block/Villagewise Primary Census Abstracts. |

**B Series General Economic Tables**

| | | |
|---|---|---|
| BI | Part A | Workers and non-workers according to main activity classified by sex and age-groups (full count). |
| BI | Part B | Female workers and non-workers according to main activity classified by marital status and age-groups (sample). |
| BII | | Workers and non-workers in cities and non-city urban areas according to main activity calssified by sex and age-groups (full count). |
| BIII | Part A | Classification of workers and non-workers according to main activity by educational levels in urban Areas only (sample). |
| BIII | Part B | Classification of workers and non-workers according to main activity by educational levels in rural areas only (sample). |
| BIV | Part A | Industrial classification of persons at work other than at cultivation as main activity by sex and Divisions, Major groups and Minor Groups. |

| | | |
|---|---|---|
| BIV | Part-B | Industrial clasification of workers in manufacturing, processing, servicing and repairs on household industry basis as main activity by sex and class of workers. |
| BIV | Part-C | Classification of workers in Non-household industry Trade, Business, Profession or Services as main activity by class of workers age and sex. |
| BIV | Part-D | Industrial classification by sex and class of workers of persons and work in Non-household industry, Trade, Business, Profession or Service as main activity. |
| BV | Part-A | Occupational classification by sex of persons at work according to main activity other than cultivation. |
| BV | Part-B | Occupational classification by sex and class of worker in Non-household industry, Trade, Business, Profession or Service as main activity. |
| BVI | Part-A (i) | Occupational classification of persons at work according to main activity other than cultivation classified by sex and broad age-groups in urban areas only. |
| BVI | Part-A (ii) | Occupational classification of persons at work according to main activity other than cultuivation classified by sex and educational level in urban areas only. |
| BVI | Part-B (i) | Occupational classification of persons at work according to main activity broad age-groups in rural areas only. |
| BVI | Part-B (ii) | Occupational Classification of persons at work according to main activity other than cultivation classified by sex and educational levels in rural areas only. |
| BVII | | Secondary work, i.e. persons having main activity (i) as Cultivator (ii) as Agricultural Labourer (iii) at Household industry (iv) at Non-household industry and (v) Non-workers classified by sex and by secondary work (i) at Household industry (ii) as Cultivator or (iii) as Agricultural Labourer or (iv) Non-household industry, Trade, Business or Service. |
| BVIII | | Persons classified as non-workers according to main activity cross-classified by sex broad age-groups and type of activity. |
| BIX | Part-A | Non-workers categorized as others aged 15 and above classified by sex, broad age-groups and educational levels in urban areas only. |
| BIX | Part-B | Other aged 15 and above Non-workers categorized as classified by sex, broad age-groups and educational levels in rural areas only. |

**C Series Social and Cultural Tables**

| | | |
|---|---|---|
| CI | Part-A | Composition of households by Relationship to head of household classified by age-groups (sample). |
| CII | | Age and marital status. |
| CIII | Part-A | Age, sex and education in all areas. |
| CIII | Part-B | Age, sex and Education in urban areas only. |
| CIV | | Single year age returns. |
| CV | | Mother tongue (Alphabetical order). |
| CVI | | Bilingualism. |
| CVII | | Religion |
| CVIII | | Scheduled Castes and Scheduled Tribes (Part A & B). |

**D Series Migration Tables**

| | | |
|---|---|---|
| DI | | Population classified by place of birth. |

| | | |
|---|---|---|
| DII | | Migrants classified by place of last residence and duration of residence in place of enumeration. |
| DIII | | Migrants to cities classified by sex, broad age-groups educational levels and in case of workers by occupational divisions. |
| DIV | | Population of cities classified by place of last residence and duration of residence. |
| DV | | Workers and non-workers according to main activity classified by place of last residence. |
| DVI | | Migrants classified by place of last residence, age-groups duration of residence and marital status. |

**E Series Establishment Tables (Full Count)**

| | | |
|---|---|---|
| EI | | Distribution of Establishments by broad types. |
| EII | Part-A | Distribution of Manufacturing, Processing or Servicing Establishments other than household industries classified by Registered Factories, Un-registered workshops and size of employment. |
| EII | Part-B | Distribution of Manufacturing, processing or servicing Establishments other than household industries classified by industry, Fuel power or manual used and size of employment. |
| EII | Part-C | Distribution of Household industry Establishments classified by industry Fuel/power used and size of employment. |
| EIII | | Distribution of Trade/Commercial establishments classified by the type of business or trade and size of employment. |
| EIV | | Distribution of establishments (other than Manufacturing Processing Servicing or Business and trade Establishments) by size of employment. |

**F Series Fertility Tables**

| | |
|---|---|
| Table 1-A | Number of currently married women and the related births during the last year by religion, present age and age at marriage (for all areas). |
| Table 1-B | Number of currently married women and the related births during the last year religion, present age and age at marriage (for rural areas). |
| Table 1-C | Number of currently married women and the related births during the last year by religion, present age and age at marriage (for urban areas). |
| Table 2-A | Number of currently married women and the related births during the last year education groups, present age and age at marriage (for all areas). |
| Table 2-B | Number of currently married women and the related births during the last year by education groups, present age and age at marriage (for all areas). |
| Table 2-C | Number of currently married women and the related births during the last year by education groups, present age and age at marriage (for urban areas). |
| Table 3-A | Number of currently married women and the related births during the last year by religion, education groups, present age and age at marriage (for all areas). |
| Table 3-B | Number of currently married women and the related births during the last year by religion, education groups, present age and age at marriage (for rural areas). |
| Table 3-C | Number of currently married women and the related births during the last year by religion, education groups, present age and age at marriage (for urban areas). |
| Table 4-A | Number of currently married women and the related births during the last year by religion, duration of marriage and age at marriage (for all areas). |
| Table 4-B | Number of currently married women and the related births during the last year by religion, duration of marriage and age at marriage (for rural areas). |

| | |
|---|---|
| Table 4-C | Number of currently married women and the related births during the last year by religion, duration of marriage and age at marriage (for urban areas). |
| Table 5-A | Number of currently married women and the related births during the last year by education, duration of marriage and age at marriage (for all areas). |
| Table 5-B | Number of currently married woman and the related births during the last year by eudcation, duration of marriage and age at marriage (for rural areas). |
| Table 5-C | Number of currently married women and the related births during the last year by education, duration of marriage and age at marriage (for urban areas). |

**G Series Special Tables**

(Tabulation plan was not finalised).

**H Series Housing Tables**
(20% sample).

| | |
|---|---|
| HI | Census Houses and the uses to which they are put. |
| HII | Distribution of Census Houses by predominant material of wall and predominant material of roof. |
| HIII | Households classified by number of members and by size and Tennure Status. |
| HIV | Census housholds by their size and senure status. |

The publication programme was planned to make the data available to the users as quickly as possible after they are processed.

The 1971 publications will be made up of 30 series, the first series will cover the All India Publications and the remaining will cover State, Union Territory and other areas as follows:

| Serial No. | State or Union Territory |
|---|---|
| 1. | India |
| 2. | Andhra Pradesh |
| 3. | Assam |
| 4. | Bihar |
| 5. | Gujarat |
| 6. | Haryana |
| 7. | Jammu & Kashmir |
| 8. | Kerala |
| 9. | Madhya Pradesh |
| 10. | Maharashtra |
| 11. | Mysore |
| 12. | Nagaland |
| 13. | Orissa |
| 14. | Punjab |
| 15. | Rajasthan |
| 16. | Tamil Nadu |
| 17. | Uttar Pradesh |
| 18. | West Bengal |
| | Union Territories and other Areas |
| 19. | Andaman & Nicobar Islands |
| 20. | Chandigarh |
| 21. | Dadra & Nagar Haveli |
| 22. | Delhi |
| 23. | Goa, Daman & Diu |
| 24. | Himachal Pradesh |
| 25. | Laccadive, Minicoy and Amindvi Islands |
| 26. | Manipur |
| 27. | Meghalaya |
| 28. | North East Frontier Agency |
| 29. | Pondicherry |
| 30. | Tripura |

(After NEFA was made into a Union Territory with the new name of Arunachal Pradesh, Series number 24 was alloted to her).

Each series will be devided into parts *and sub-parts to cover the different types of* tables and reports that will be published as indi-indicated below:

| | |
|---|---|
| Part I Census General Report | Part I-A first part of the General Report discussing the data yielded from the Primary Census Abstract and the broad religion and mother tongue distribution. It will cover distribution, growth and density of population, sex ratio, rural & urban population of Scehduled Castes and Scheduled Tribes, broad economic categories, etc. |

| | |
|---|---|
| | Part I-B. The second part covering the detailed analysis of the demographic, social, cultural and migration patterns after the completion of the full tabulation programme. |
| | Part I-C Subsidiary Tables |
| Part II Census Tables on population | Part II-A Union/State/Union Territories—General population Table. ('A' Series) |
| | Part II-B Economic Tables ('B' Series). |
| | Part II-C (i) Social and cultural tables (Distribution of population by Mother Tongue and Religion, Scheduled Castes and Scheduled Tribes.) |
| | Part II-C (ii) Other Social & Cultural Tables and fertility Tables—Tables on Household Composition, single year age, marital status, educational levels, Scheduled Castes & Scheduled Tribes, etc. Bilingualism. |
| | Part II-(Spl). All India Census Tables on 1% Sample Basis (Technical Note on sampling will be incorporated). |
| | Report and tables of the 'E' series. |
| Part III Establishments Reports and Tables | Part III-A Establishment Report.. |
| | Part III-B Establishment Tables. |
| Part IV Housing Report & Tables | Part IV-A Housing Report & Housing. Subsidiary Tables. |
| | Part IV-B Housing Tables. |
| Part V Special Tables and Enthnographic Notes on Scheduled Castes & Scheduled Tribes. | |
| Part VI Town Directory, Survey Reports on Town & Villages. | Part VI-A Town Directory. |
| | Part VI-B Special Survey Reports on selected towns. |
| | Part VI-C Survey Reports of selected villages. |
| Part VII Special Report on Graduates & Technical personnel. | |
| Part VIII Amministration Report (for official use only). | Part VIII-A Administration Report. Enumeration. |
| | Part VIII-B Administration Report. Tabulation. |
| Part IX Census Atlas | Union and State/Union Territories Census Atlas. |
| Part X | Part (A) Village & Town Directory. |
| Special Monographs District Census Handbook. | Part (B) Urban block/Villagewise Primary Census Abstract. |
| | Part (C) Analytical Report and Administration Statements and District Census Tables. |
| Miscellaneous (will be published as special paper in each year as and when they are ready). | (a) Special studies taken up by the Directors of Census Ope-Operations. |
| | (b) Special area Surveys. |
| | (c) Special Tables for Standard Urban Areas. |
| | (d) Language Survey Reports. |
| | (e) Post enumeration check report. |
| | (f) Age Tables. |
| | (g) Life Tables. |
| | (h) Report on estimates of intercensal birth & death rates using 1971 Life Tables and age data. |
| | (i) Development of Vital Statistics in India. |

Preparation of special monographs will be entrusted to interested scholars. The programme of these monographs was not finalised in the conference.

The method of reporting the Provisional Population Totals to the Registrar General, India and release of the same by paper I of 1971 'Provisional Population Totals' and its supplement, was finalised in this conference.

The coverpage design of the 1971 Census publication special studies and details of tabulation work came under discussion during the conference.

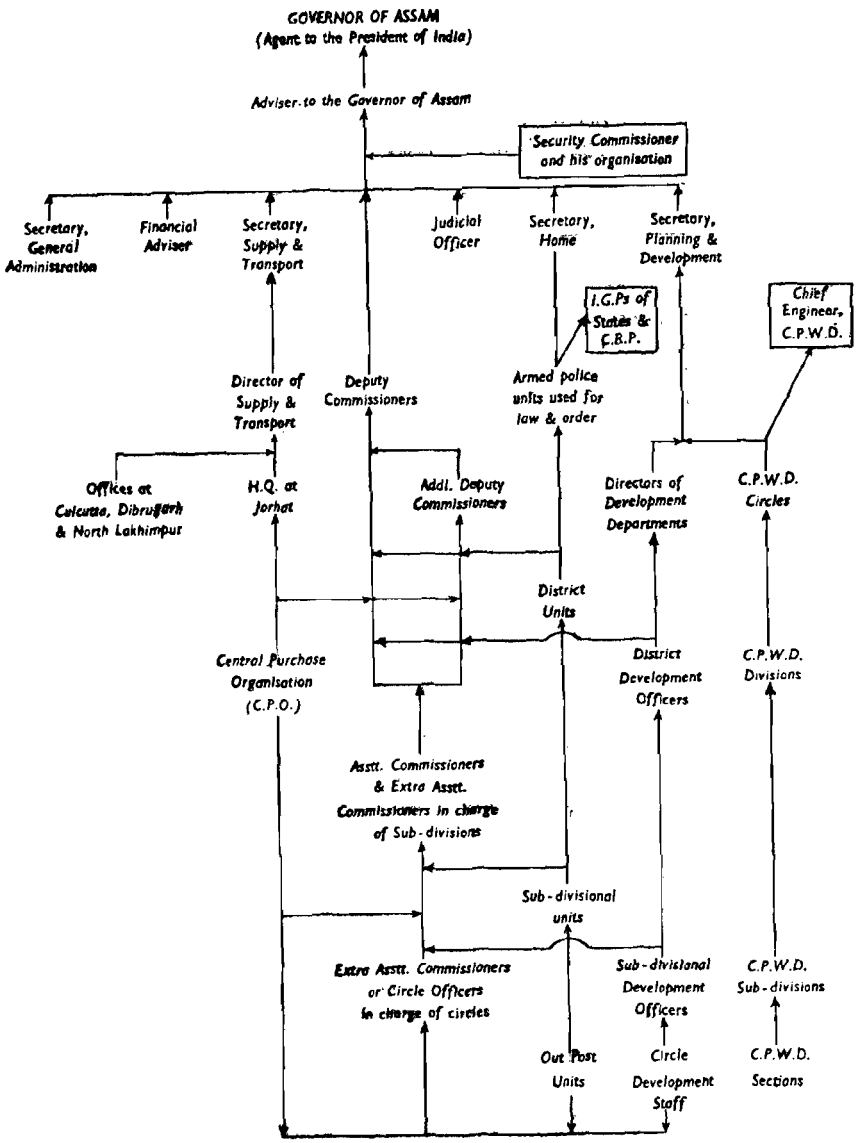
The conference was of immense value and the Director of Census Operations came back to their respective headquarters after being fully briefed about the next phase of their work.

## Section 14

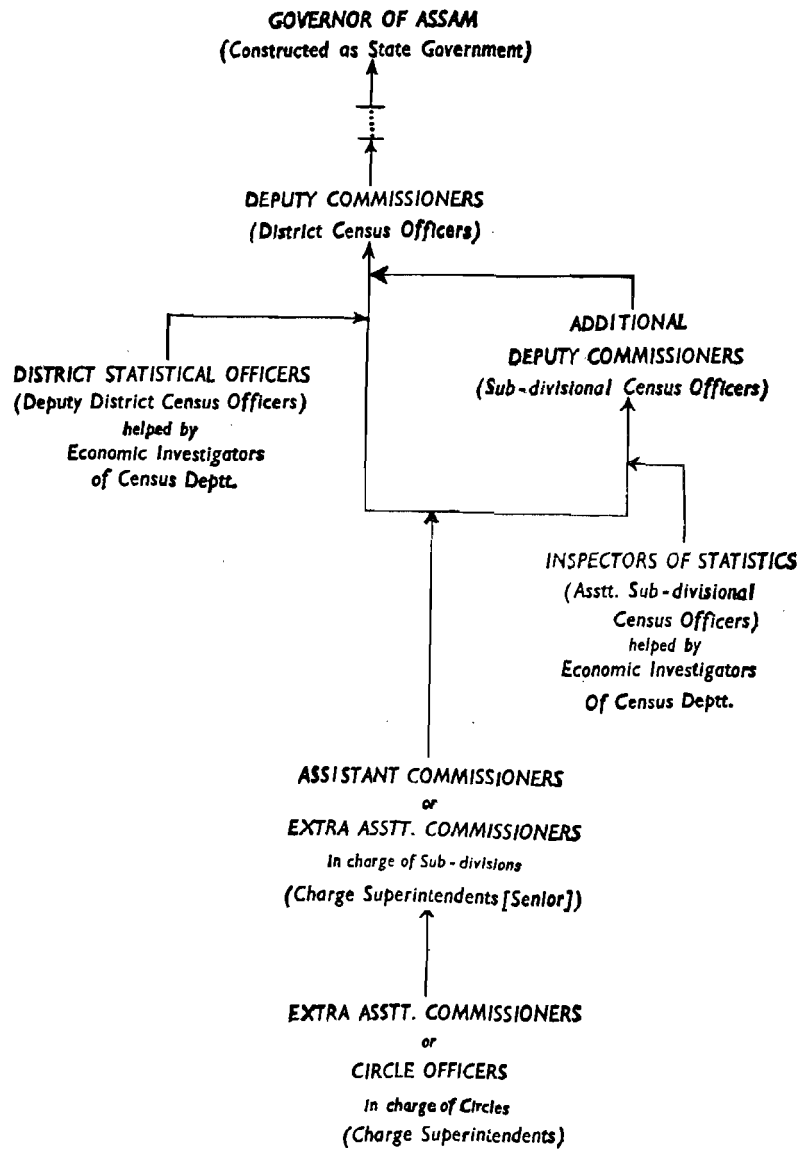
## CENSUS HIERARCHY

It has already been stated that the Deputy Commissioners of the five districts of Arunachal Pradesh were declared as the District Census Officers; the Additional Deputy Commissioners of five subdivisions were declared as the Subdivisional Census Officers; and the Extra Assistant Commissioners and the Circle Officers in charge of the circles, the lowest administrative unit used for taking of census, were declared as the Charge Superintendents. However, in Arunachal Pradesh, what has commonly come to be known as the 'single line' of administration, is in vogue. Under this system, the Deputy Commissioners and the Additional Deputy Commissioners remain directly responsible for all matters relating to their districts and subdivisions respectively. The district elements of all the departments come directly under them.

The organisational chart for Arunachal Pradesh, as existed on 1.1.1970, may be drawn as below:



Clearly, this organisation keeps the Deputy Commissioners and the Additional Deputy Commissioners quite busy, and as a result, the spheres of responsibility for which they are not provided with direct assistance, tend to remain neglected to an extent. In consideration of this, the District Statistical Officers, most of whom were first recruited as Economic Investigators for the purpose of taking 1961 Census and thus provided a valuable link, were declared as the Deputy District Census Officers. The Inspectors of Statistics located in the headquarters of the Additional Deputy Commissioners were declared as the Assistant Subdivisional Census Officers. Moreover, the Assistant Commissioners and Extra Assistant Commissioners who were in charge of more than one circle, were declared as Charge Superintendents (Senior). The census organisation in the district took the following shape:



Out of the census budget, each of the Deputy Commissioners and the Additional Deputy Commissioners was provided with one Economic Investigator, one Upper Division Assistant, one Lower Division Assistant and one Peon. In addition to this, the Deptuy Commissioner of the Lohit District was provided with a Punkha Puller for a period of 6 (six) months. However, the Deputy Commissioner, Khonsa could not be provided with an Economic Investigator, the Additional Deputy Commissioner, Tawang, could not be provided with an Upper Division Assistant and the Additional Deptuty Commissioner, Anini, could not be provided with a Lower Division Assistant.

The Census Officers notified, excluding the enumerators and the supervisors, came to the following strength:

| Designation | Number | Remarks |
|---|---|---|
| District Census Officers | 5 | |
| Subdivisional Census Officers | 5 | |
| Deputy District Census Officers | 5 | |
| Assistant Subdivisional Census Officers | 4 | There was no Inspector of Statistics in the HQ. of the Additional Deputy Commissioners at Tawang. |
| Charge Superintendents (Senior) | 7 | |
| Charge Superintendents | 76 | 1. The charge of the circles of Kheli and Meelee were looked after by the Circle Officer, Sarli.<br>2. The charge of the circle of Bumla was looked after by the Circle Officer of Zemithang. |

The details of the enumerators and supervisors have already been given in Section 11.

## Section 15

## TRAINING OF CENSUS ENUMERATION PERSONNEL

The accuracy of census depends directly upon the training given to the census enumeration personnel. With one hundred years of experience in census taking, India has realised that more intensive the training given to the enumeration staff, more efficient becomes the job of census taking in general. All over the country, the process starts with the training of the District Census Officers and the Subdivisional Census Officers who in turn train the lower ranks of the census hierarchy.

The district headquarters of Arunachal Pradesh are motorable. The headquarters of the Additional Deputy Commissioners, with the exception of Sepla and Anini, are also motorable. But there the transportational facilities end. The headquarters of a large number of circles are not motorable and are to be reached walking on foot, sometimes after as many as 22 days of marching from the nearest jeepable point. Under these abnormal conditions,the training programme had to be modified for Arunachal Pradesh to a great extent.

The first phase of training took place in a training conference attended by the District Statistical Officers and the Inspectors of Statistics. These officers had already been appointed as the Deputy District Census Officers and the Assistant Subdivisional Census Officers and were to play a vital role in taking census in Arunachal Pradesh subsequently. Most of these officers were initially recruited as the Economic Investigators of the Arunachal Pradesh Census Office during 1961 Census, and subsequently absorbed in the Statistics Department of the Arunachal Pradesh Administration. They had already carried out the testing of the census schedules and contributed substantially to its review with their comments. Therefore, the training conference turned out to be an excellent opportunity to exchange their experience with those of the technical staff of the office of the Director of Census Operations, Arunachal Pradesh, Shillong and also with one another. The lively discussion on intricate and important technical matters lasted for four days, and as a result of these discussions (1) the *modus operandi* of application of some of the concepts and definition under the conditions prevailing in Arunachal Pradesh got finalised, (2) the uniformity of approach to a number of peculiar situations to be found in Arunachal Pradesh was achieved, (3) the field plan of enumeration stood finalised, (4) the methodology of training the field staff from Charge Superintendent downwards, accommodating the exigency that would be created by displacement of a large number of Charge Superintendents (unavoidable as a very long chain of transfer and postings was still going on) was chalked out and (5) the schedules and instructions were thoroughly discussed, reviewed and the points to be stressed upon during the subsequent training conferences, were noted.

It was communicated to the District Statistical Officers that it might not be possible for the Arunachal Pradesh Administration to call all the Charge Superintendents to the headquarters of the Deputy Commissioners and the Additional Deputy Commissioners at a time, for the purpose of imparting training on census matters. So, it was decided that the District Statistical Officers and the Inspectors of Statistics immediately on their return to their headquarters, should impress upon the Deputy Commissioners and the Additional Deputy Commissioners (1) to give importance to the problems of training the Charge Superintendents even if the same was to be conducted in a piece-meal manner. (2) All available Charge Superintendents in a district should be given a thorough training irrespective of the fact whether they were under orders of transfer and could go out of the district within a short time. This would ensure that the Charge Superintendents who would join another district after the training conferences were concluded, would already be trained in the district from where they had come. (3) They should impress upon the Deputy Commissioners and the Additional Deputy Commissioners that the new Extra Assistant Commissioners and the Circle Officers who would come to the district on transfer, should be imparted training on census matters before they left the district headquarters to take charge of the outposts assigned to them, as a part of their initiation to the district. (4) Since it was the practice of the Deputy Commissioners and the Additional Deputy Commissioners to call two or three Circle Officers at a time to their headquarters for conference on administrative matters, the District Statistical Officers and the Inspectors of Statistics should avail the opportunity of training these small groups of Charge Superintendents before they returned to their headquarters. (5) Such local arrangements as judicial training that are organised by the Deputy Commissioners and the Arunachal Pradesh Administration from time to time, should give a further scope to the District Statistical Officers and the Inspectors of Statistics to train the attending officers on census matters. However, (6) whenever necessary, the District Statistical Officers and the Inspectors of Statistics should impress upon the Deputy Commissioners

and the Additional Deputy Commissioners to call the Charge Superintendents to the Headquarters in small groups for the purpose of imparting training on census matters. It was pointed out that (7) most of the officers in-charge of circles were also holding the Ex-officio office of the Block Development Officers and as such, they were bound to come to the headquarters where the Sub-Treasuries were located, sometime or other towards the end of the financial year (31st March, 1970). It should be possible for the District Statistical Officers and the Inspectors of Statistics to avail the opportunity of their presence in the headquarters and train them on census matters. It was also emphasised that (8) if some Charge Superintendents happened to be left out inspite of all the efforts made by the District Statistical Officers and the Inspectors of Statistics, it would be necessary for them to proceed to the headquarters of the Charge Superintendents concerned with prior appointment and train them on census matters in the out-posts themselves.

It was impressed upon the officers attending the conference that though a large latitude had been given to them to arrange the training conferences of the Charge Superintendents, they should not forget that the training programme itself must be comprehensive and the essence of training them both in the theoretical as well as the practical aspects must not be lost sight of in their brevity. It was stressed that each training course attended by the Charge Superintendents, whatever be their number, must consist of six lectures of three hours duration each and atleast one field trial. Atleast 4 lectures should precede the field trial, and atleast 1 lecture should deal with the methodology of training the supervisors and enumerators, and the matters relating to distribution of schedules, preparation of provisional totals and other allied administrative problems.

It is a pleasure to record that each one of the District Statistical Officers and the Inspectors of Statistics discharged their duties of training the Charge Superintendents most satisfactorily and with a zeal which is commendable. They also attended practically all the training conferences organised by the Charge Superintendents for the purpose of training the supervisors and enumerators in the remote out-posts. One District Statistical Officer undertook long and difficult foot march to help a Charge Superintendent train the supervisors and enumerators in the circle headquarters located in the deep interior of Arunachal Pradesh, while running high temperature, and finally had to remain bed-ridden in the outpost for a long time.

The Charge Superintendents took great pains in training the supervisors and the enumerators and trained far more people than the supervisors and enumerators formally appointed by the district authority, in order to meeting such exigencies as might occur within their Charges.

It is gratifying to record that the supervisors and the enumerators took keen and intelligent interest during the training conferences and some of their suggestions and interpretations were really good. They also accepted with grace the small remuneration of token honorarium offered to them inspite of the fact that the work they had to do by tracking the wet jungles of Arunachal Pradesh to reach the villages situated in the deep interior, was an onerous one and the amount of honorarium paid to them did not commensurate with the trouble they had undertaken.

The Deputy Commissioners and the Additional Deputy Commissioners were given a formal training at Shillong in the month of October, 1970 when they came to attend the annual Senior Officers' Conference organised by the Arunachal Pradesh Administration. It is gratifying to record that by this time they had already become experts in the census schedules and instructions, and they had already organised and succeeded in training the Charge Superintendents, supervisors and the enumerators of their respective districts and subdivisions.

## Section 16

## THE CENSUS ENUMERATION

The sunrised of the first day of March, 1971 was fixed to be the reference day for 1971 Census. Because of the exigency created by Mid-term Poll, this day was later changed into the sunrise of the first day of April, 1971. The reference day selected was convenient for Arunachal Pradesh because it fell during a period when the communications were easy and most parts of the Agency were accessible, barring certain regions in the upper belts of the Agency that remained snow-covered during the month of February. During these months, the people were comparatively free from heavy migratory influences. They had already shifted their villages, cleared and burnt their jhum-fields and were about to dribble seeds into the clearings.

The census enumeration in the snow-bound and inaccessible areas of Arunachal Pradesh was to start by the first day of October, 1970. This day being considerably ahead of the All India time schedule of census enumeration, the Individual Slips and other forms had to be obtained ahead of other States. The forms were obtained from Delhi and Calcutta. The forms from Delhi were despatched with a special messenger to Calcutta. The Director of Census Operations, West Bengal played a vital role in sending the forms from Calcutta to Shillong by utilising his good office.

It has been already explained that conditions of transportation in Arunachal Pradesh are peculiar. It had to be ascertained that an enumerator did not find himself short of a particular form after he had reached a village situated in the deep interior of Arunachal Pradesh after days of walking in the hills. Arunachal Pradesh is also a heavy rain region. It was to be assured that the forms were not damaged by rains before and after the enumeration. For these, special arrangements were to be made.

*Village Packet*

The number of houses in the villages and their population were roughly known as the result of the 'pre-census' carried out by the district authorities. Utilising this data and allowing for the errors and wastage, a Village Packet of forms was prepared which included all the forms required to to be used by the enumerator for houselisting and census enumeration, and a ferro-printed copy of the village notional map drawn during the 'pre-census'. These papers were put inside a polythene bag as a protection against rain.

*Enumerator's Packets*

Similarly, an Enumerator's Packet was prepared containing the following materials:—

**Enumerator's Packets**

| | *Material* | *Quantity* |
|---|---|---|
| 1. | Candle sticks .. .. | 6 nos. |
| 2. | Match box .. .. | 1 no |
| 3. | Paper (big sheet equal to 8 small sheets) | 1 no |
| 4. | Envelope, small .. .. | 6 nos |
| 5. | Pencil, lead, ordinary .. | 1 no |
| 6. | Eraser .. .. | 1 no |
| 7. | Twine, white .. .. | 2 metres |
| 8. | List, Scheduled Castes and Scheduled Tribes in North East Frontier Agency | 1 copy |
| 9. | Instruction Booklet (For Enumeration) | 1 copy |
| 10. | Instruction Booklet (For Houselisting) | 1 copy |
| 11. | Abbreviated instructions to fill in Individual Slip .. .. | 1 copy |
| 12. | A guide for the Census Enumerators | 1 copy |
| 13. | Pin, paper .. .. | 1 small packet |

A Supervisor's Packet was also prepared that contained the following materials:—

**Supervisor's Packet**

| | *Material* | *Quantity* |
|---|---|---|
| 1. | Instruction Booklets (for Enumeration) | 1 copy |
| 2 | Instruction Booklet (for Houselisting) | 1 copy |
| 3. | The code of Census Procedure for North East Frontier Agency .. | 1 copy |
| 4. | List, Scheduled Castes and Scheduled Tribes in North East Frontier Agency | 2 copies |
| 5. | Abbreviated instructions to fill in Individual Slip .. .. | 1 copy |
| 6. | Pamphlet, publicity .. .. | 1 copy |
| 7. | A guide for the Census Enumerators | 1 copy |
| 8. | A brief for the Census Supervisors | 1 copy |

*Circle Packets*

All the Village Packets, Enumerator's Packets and the Supervisor's Packets pertaining to a circle were packed together along with an extra quantity of forms, instruction booklets and other materials to be used by the Enumerators and the Supervisors, and such forms as were required to be used by the Charge Superintendent himself. These were called the Circle Packets, each weighing not more than 20 kg. It may be mentioned that in Arunachal Pradesh the official weight of a pack to be carried by a porter as headload, is only 20 kg. As such, when the ma-

terials intended to be sent to a particular circle weighed more than 20 kg., the same were split and packed separately into smaller packets each weighing not more than 20 kg. Each packet was clearly marked as 'Packet 1 of x packets' ..... 'Packet (x—1) of x Packets,' 'Packet x of x packets', in addition to writing the name of the circle, subdivision and district on the outside of the packets.

*Packing Slips*

Inside each Village Packet, a packing slip showing the content of the packet was inserted which could be read through the polythene bag covering without opening the packet. Similarly, packing slips were put inside each of the Enumerator's Packet and the Supervisor's Packet. The Circle Packet also contained a packing slip showing the number of Village Packets, Enumerator Packets, Supervisor Packets and reserve schedules etc. sent to the Charge Superintendent. When more than one packet was sent to the Charge Superintendent, it was clearly mentioned which packet contained what, so that in case of any particular packet being lost or mis-placed, it was possible for the Charge Superintendent to know which were the materials he did not receive. The district and subdivision packets were assigned with special markings that enabled the loaders to identify the packets without reading the labels.

The despatch of the packets to district, had to be planned with meticulous care. The detailed programme of despatch of the packets was communicated to the Deputy Commissioners and the Additional Deputy Commissioners well in advance. The packets were sent from Shillong to Gauhati by the Assam State Transport. From Gauhati they were carried by road transport. For the Kameng, Subansiri, and Siang districts (excepting the circles falling under the Tuting and Mechuka subdivisions), the packets were sent by the northern bank of the Brahmaputra.

The Circle Packets belonging to the Bomdila, Tawang and Sepla subdivisions were sent to the Security Commissioner, Tezpur. The Deputy Commissioner, Kameng district, the Additional Deputy Commissioner, Tawang and the Additional Deputy Commissioner, Sepla, sent their representatives and transport to the office of the Security Commissioner, Tezpur to collect their packets.

The Circle Packets belonging to the Subansiri and the Siang districts (excepting those of Tuting and Mechuka subdivisions) were sent to the Deputy Director, Supply and Transport, North Lakhimpur.

The Deputy Commissioner, Subansiri district sent his representative and transport to collect his packets from North Lakhimpur. The Deputy Commissioner, Along sent his representative to North Lakhimpur to collect the Circle Packets pertaining to Along subdivision. This representative carried the packets by railways from North Lakhimpur to Silapathar. From Silapathar, the packets were carried by road transport upto the district headquarters at Along.

The Additional Deputy Commissioner, Pasighat sent his representative to North Lakhimpur to collect his packets. This representative carried the packets by railways from North Lakhimpur to Murkongselek and thereafter by road transport upto the subdivisional headquarters at Pasighat.

The Additional Deputy Commissioner, Daporijo sent his representative to North Lakhimpur who carried his packets by railways upto Silapathar and thereafter by road transport upto the subdivisional headquarters at Daporijo.

The packets belonging to the Tuting and the Mechuka subdivisions of the Siang district, and to Lohit and the Tirap districts were despatched from Gauhati by the southern bank of the Brahmaputra by road transport.

The Circle Packets for Tuting and Mechuka subdivisions of the Siang district were sent to the Deputy Director, Supply & Transport, Mohanbari, Dibrugarh for airlifting the same to Tuting and Mechuka. The Deputy Director, Supply & Transport, Mohanbari, airlifted the Circle Packets of the Tuting subdivision by a landing sortie, but he failed to airlift the packets pertaining to the Mechuka subdivision by landing sortie due to inclement weather. However, he repacked the packets and airdropped them at Mechuka without sustaining any loss.

The Circle Packets pertaining to tne Dibang Valley Subdivision of the Lohit district, were sent to the Deputy Director, Supply & Transport, Mohanbari. The Deputy Director Supply and Transport, airlifted the packets (excepting those pertaining to Roing and Dambuk circles) by a landing sortie to Alini. From Alini landing-ground, the packets were carried by head-load to Anini, the sub-divisional headquarters of the Dibang Valley Subdivision. The Extra Assistant Commissioner, Roing, sent his representative and carried the Circle Packets pertaining to the Roing and Dambuk Circles by road transport upto Roing.

The Deputy Commissioner, Tezu sent his representative, who carried the Circle Packets pertaining to the Tezu subdivision by road transport upto Tezu. He did so in three stages. At first, the Circle Packets were carried by the Assam State Transport vehicle upto Dhola. From Dhola the packets were carried to Sadiya by boat. From Sadiya the same were carried by vehicular transport arranged by the Deputy Commissioner, Tezu.

The Circle Packets pertaining to the Hayuliang subdivision of the Lohit District were sent to Hayuliang and Walong by helicopter sorties. This was arranged by the Deputy Director of Supply & Transport, Mohanbari.

The Circle Packets belonging to the Tirap district were sent to the Deputy Director Supply and Transport, Mohanbari. The Deputy Commissioner, Tirap district, arranged to lift these packets to Khonsa by road transport except the packets belonging to the Vijoynagar Circle which were airlifted by the Deputy Director, Supply and Transport, Mohanbari, to Vijoynagar, with a landing sortie.

From the district and the subdivisional headquarters mentioned above, the Circle Packets were mostly carried to the outposts by head-loads, with the exception of a few places that were connected by road. In addition to the Circle packets, a number of forms and instruction booklets were sent as a reserve stock and kept in the district and subdivisional headquarters.

It is a pleasure to record that all the arrangements made for transportation of forms to the Circle headquarters went on smoothly and there was no complaint from any circle about non-receipt of these. There was a minor confusion of taking away of the circle packets of the Palin Circle to Doimukh, both of the Subansiri district, which was promptly corrected by the Deputy Commissioner, Ziro. Some additional forms had to be sent to the Deputy Commissioner, Ziro and the Additional Deputy Commissioner, Sepla. The Additional Deputy Commissioner, Pasighat also placed a demand for additional forms.

The Circle Packets sent by head-loads sometimes took as many as 30 days to reach their destinations. If meticulous care was not taken to prepare the Village Packets and reserve stock of forms was not sent to each Circle Officer, there could be serious dislocation of work. Clearance from the Ministry of Defence was obtained to use special air sorties to meet such an exigency. It is a pleasure to record that it was not necessary to requisition a helicopter sortie on a single occasion and as a result, considerable economy could be achieved. A copy of the standing order of the Ministry of Defence for use of airlifting facilities in Arunachal Pradesh is placed as Appendix IX.

The polythene paper bags used for making the Village, Enumerator's and the Supervisor's Packets proved to be of great help. It helped enumerator to carry the schedules around the village and helped the Charge Superintendents in receiving them back in a systematic manner. These packets later proved to be of great help during scrutiny and tabulation of the filled in schedules. Any observed inconsistency could be corrected by making a reference to various filled in schedules and Village Layout Maps which were all kept together inside the polythene bags. The polythene bag also protected the schedules from being spoilt by rain. It is a pleasure to record that not a single form or Individual Slip were found to have been spoilt during the census enumeration, excepting those filled in schedules with respect to two villages of the Sepla subdivision that got burnt in a fire accident that gutted the office of the Additional Deputy Commissioner Sepla. With the permission obtained from the Registrar General, India these two villages were promptly recensused.

Shri K. S. Ramaswamy, Union Deputy Home Minister and Shri A. Chandra Sekhar, Registrar General, India, sent messages with respect to starting of census in Arunachal Pradesh in the snow-bound and inaccessible areas by the first day of October, 1970. These two messages were later followed by messages from Shri V. V. Giri, President of India and Smt. Indira Gandhi, Prime Minister of India. These messages have already been reproduced at the start of this volume.

Shri K. S. Ramaswamy, Union Deputy Home Minister and Shri A. Chandra Sekhar, Registrar General, India and Census Commissioner, paid a visit to the Kameng district of Arunachal Pradesh in the month of October, 1971, and personally supervised the operations of housenumbering, houselisting and census enumeration in the Bomdila Subdivision and attended a Training Conference of the supervisors and enumerators in the Tawang Subdivision. Their personal interest in taking of census in Arunachal Pradesh enthused the census workers all over the Pradesh to a very great extent.

It is a pleasure to record that the supervisors carried out almost a cent percent check of the work of the enumerators. The Charge Superintendents also carried out a very effective supervison of the field work.

An aspect of enumeration need be specifically mentioned here. As in any other backward pockets of the country, the people of Arunachal Pradesh continued to be rather apprehensive of the process of taking of census. These apprehensions were effectively counteracted by employing the local students as interpreters. The students interpreters were paid nothing excepting that their expenses were met by paying them travelling and daily allowances at the same rate as was paid to the Grade III of the Government Servants. The student interpreters were also provided with porters at the same scale as of the Grade III of the Government Servants employed in Arunachal Pradesh The services of the student interpreters were of great help and we can hardly express in words our gratitude to them. However, the student interpreters were only employed in the Siang and the Subansiri districts of the Pradesh.

The enumerators were helped with a 'Compilation of Events' with respect to each district wherein the important events of the district were listed, so that they might refer them to the respondents in order to determining their ages. The district authorities in general and the Charge Superintendents in particular were helped with a compilation of 'Talking Points' to carry out pre-Census publicity work. The 'Compilation of Events' and the 'Talking Points' are reproduced as Appendix IX and Appendix XIII.D, respectively.

Application of concept and definition as modified for Arunachal Pradesh, proved to be satisfactory by and large. However, it was found that the concept of the main and the subsidiary activities of the respondents were not very correctly realised by many enumerators. As for example, the members of the Agency Labour Corps should have been shown to have belonged to the category of 'transport'. But because of inadequacy of the entries made, most of them had to be treated just as 'Government servants' and therefore, reflected in the 'Industrial Category' of 'other servicess' and not in 'transport storage and communications'. Similarly, the members of the Central Public Works Department had also to be shown in the Industrial Category of 'other services' instead of 'construction' because of the inadequacy of the entries made. Moreover, in many places the identity of shop-keepers was not properly reflected in the Industrial Category of 'trade and commerce', as the enumerators did not record that they worked in shops. The reason for this was later found out to be the fact that some enumerators related only the shop-owners as shop-keepers and returned the employees of the shops as having 'service' as the main activity. These defects were detected at the stage of scrutiny and tabulation and there was no means to correct them. However, but for these technical defects affecting but a small fraction of the population, the standard of enumeration was pretty good and we are looking forward to having some interesting results on the completion of tabulation work.

It is a pleasure to record that no bias was observed on the part of the respondents in the questions regarding their mother-tongues and religions. However, some tribes of the Siang and the Lohit districts returned themselves as 'Adis' in place of their own tribe names recorded in the 1961 Census. But some members of these tribes also returned themselves with their own tribe names. Some also returned their mother-tongues and religions with their own tribe names although they returned themselves as Adis as their tribal identity. These will result in the non-comparability of the tribes, mother-tongues and religions of these groups of tribes, with 1961 Census.

The definition of the Scheduled Tribes of Arunachal Pradesh as per Presidential Order is somewhat nebulous in the sense that it merely indicates 'all tribes' of Arunachal Pradesh without specifically listing them. It is, therefore, suggested that the Arunachal Pradesh Administration may like to prepare a comprehehensive list and include the same in the Presidential Order so that there may be no scope for any ambiguity in the subsequent censuses.

The members of the armed and other organised forces deployed in Arunachal Pradesh, were enumerated as per the instructions issued for the same from time to time.

The Provisional Totals with respect to the circles were relayed by the Charge Superintendents to the Deputy Commissioners, the Additional Deptuy Commissioners and the Director of Census Operations, Arunachal Pradesh, Shillong, by telegrams wherever it was possible. In other cases, the Provisional Totals were transmitted by the Assam Rifles, the Central Reserve Police, and other wireless nets operating in Arunachal Pradesh. It is a pleasure to record that the Assam Rifles, the Central Reserve Police and other wireless nets operating in Arunachal Pradesh, gave full co-operation not only for transmission of the Provisional Totals but also in transmitting other important messages conected with taking of Census in Arunachal Pradesh.

The Additional Deputy Commissioners transmitted their subdivisional Provisional Totals to their respective Deputy Commisioners and also to the Director of Census Operations, Arunachal Pradesh, Shillong. The Deputy Commissioners transmitted their Provisional Totals to the Registrar General, India, and the Director of Census Operations, Arunachal Pradesh, Shillong.

The Provisional Totals for Arunachal Pradesh was consolidated and transmitted to the Registrar General, India on 1.4.1971 at 11 A.M.

The Provisional Totals were released in a Press Conference held in the Office of the Director of Census Operations, Arunachal Pradesh, Shillong on 20.4.1971 when a copy of the Paper 1 of 1971, Provisional Population Totals, was made available to the Press. On the same day, the information was also relayed to the Press Information Officer, Ministry of Information and Broadcasting, Gauhati. for Press Release. A supplement to the Paper 1 of 1971, Provisional Population Totals, was released on 1.5.1971.

## Section 17

## THE CENSUS ACT

The legal basis of taking of the census is provided by the Indian Census Act (No.XXXVI) of 1948. A copy of this act, as amended from time to time, is given at Appendix X. The salient features of the Act are given in the following paragraphs.

According to this Act, the Central Government is to declare its intention of taking a census in the country by a notification and appoint a Census Commissioner to supervise the taking of census in the country and Superintendents of Census Operations to supervise the taking of the census within the several States. The Central Government is also authorised to make rules for carrying out the purposes of the Indian Census Act.

The authority and the responsibility of actual taking of the census rests upon the State Governments. The State Governments have to appoint the Census Officers. The District Magistrates under the State Governments play a vital role in actual carrying out of the census operations. The State Governments are also to determine whether the offences committed under the Indian Census Act of 1948, should lead to prosecution under the provisions of the Census Act of 1948 or under any other law in force.

Thus, in this Act, the Central Government as well as the State Government bear distinct responsibility of taking of census in the country as a whole. At the time of taking of census, Arunachal Pradesh was known as the North East Frontier Agency which was a constitutional part of Assam. But the State Government of Assam did not have jurisdiction in the Agency. For this purpose, the North East Frontier Agency (Construction of reference to State Government) Regulation 1965 (No.4 of 1965), laid down that in any law in force in the North East Frontier Agency, a reference to the State Government should, save and otherwise expressly provided by any law for the time being in force, was to be constructed as the reference to the Governor of Assam acting as the Agent of the President of India. Therefore, it was the Governor of Assam who took the necessary steps for taking of the census in NEFA. The North East Frontier Agency (Construction of reference to the State Government) Regulation 1965 (No. 4 of 1965) is reproduced as Appendix XI to this volume.

The action taken by the Central Government and the Governor of Assam under the various provisions of the Indian Census Act of the 1948 are given below:

*Power to take census*

Under section 3 of the Act, the Central Government has been empowered to take census in the whole or any part of India. The notification has been issued by the Central Government declaring its intention of taking a census. A copy of this notification appears at Appendix XII-A.

*Appointment of census staff by the President of India*

The section 4 authorises the Central Government to appoint a Census Commissioner for India and Superintendent of Census Operations for the States. The order of the President of India appointing a Census Commissioner and a Director of Census Operations and ex-officio Superintendent of Census Operations for the North East Frontier Agency, is reproduced as Appendix XII-B and Appendix XII-C.

*Appointment of census staff by the Governor of Assam*

The section 4 of the Census Act provides that the State Government or such other authority to whom power is delegated by the State Government in this behalf, may appoint census officers to take, or aid in, or supervise taking of census within their respective areas and any person so appointed is bound by law to serve accordingly. The Governor of Assam had been pleased to appoint the Deputy Commissioners and the Additional Deputy Commissioners of the North East Frontier Agency as the District Census Officers and the Sub-Divisional Census Officers respectively within their administrative jurisdictions, in pursuance of sub-section (2) of section 4 of the Census Act, 1948. A copy of this order is at Appendix XIII-D.

*Delegation of power to local officers*

The Governor of Assam had been pleased to delegate the power of appointing census officers (to work as Deputy District Census Officers, Assistant Sub-divisional Census Officers, Charge Superintendents, Supervisors and Enumerators) to the District Census Officers (Deputy Commissioners) and the Sub-divisional Census Officers (Additional Deputy Commissioners) of the North East Frontier Agency in pursuance of sub-section (4) of section 4 of the Census Act, 1948. A copy of this order is at Appendix XII-E.

*Status of census authorities as public servants*

The section 5 confers upon all census personnel the status of a public servant within the meaning of the Indian Penal Code.

*Certain persons bound by law to discharge the duties of census officers*

Every person who is a naval, military or air force officer, or in charge or control of a vessel, or in charge of a lunatic asylum, hospital, workhouse, prison, reformatory or lock-up or of any public, charitable, religious or educational institutions, or a keeper, secretary or manager or any sarai, hotel, boarding house, lodging house, emigration depot or club, or a manager or officer of a railway or any commercial or industrial establishment, or an occupant of immovable property wherein persons are living, is bound under section 6 to perform the duties of a census officer in relation to the persons under his charge, when directed to do so by a written order by the competent authority.

*Members of local bodies bound to assist*

Similarly, under section 7, all members of the district, municipal, panchayat and other local authorities, all officers and members of staff of any factory, firm or establishment and all owners and occupiers of land, tenure holders, farmers, etc., are bound to give such assistance as may be required.

*Competent authority to exercise power under section 6 & 7*

The competent authority to exercise power under sections 6 & 7 is the District Magistrate and such other authority as may be prescribed by the State Government. As the provisions of the Criminal Procedure Code is applicable in the North East Frontier Agency only in spirit, the Governor of Assam had been pleased to appoint the Deputy Commissioners and the Additional Deputy Commissioners of North East Frontier Agency to issue directions to persons for performance of duties of census officers under section 6 and also to call upon persons to give assistance under section 7 of the aforesaid Act. A copy of this notification is reproduced at Appendix XII-F.

*Legal obligation to answer question*

Under the provisions of section 8 of the Census Act, 1948, a census officer may ask all questions to 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 published in the official gazette, he may be directed to ask. The Governor of Assam has been pleased to publish in the official gazette the questions that may be asked to all persons in the North East Frontier Agency with the provision that no person shall be bound to state the name of any female member of his household and no woman shall be bound to state name of her husband, deceased husband or any other persons, whose name she is forbidden by custom to mention. A copy of this order is reproduced at Appendix XII-G.

*Free access and right to affix numbers*

The section 9 deals with the subject of free access to all premises and permission to paint or affix numbers/letters thereon, and gives necessary authority in this regard to all census officers within their respective jurisdictions.

*Penalties*

The section 11 provides punishment for an offence under the Census Act.

*Prior sanction for prosecution needed*

The section 12 provides that any prosecution under the Census Act, 1948, shall be instituted with the previous sanction of the State Government or any authority appointed in this behalf by the State Government. The Governor of Assam has been pleased to authorise the Deputy Commissioners and the Additional Deputy Commissioners to sanction prosecution under the Census Act, 1948. A copy of this order may be seen at Appendix XII-H.

*Prosecution under other laws*

The section 13 provides that nothing in this Act shall be deemed to prevent any person from being prosecuted under any other law for any act or omission which constitute an offence in this Act. Therefore, it is clear that though section 11 provides punishment to the extent of imprisonment upto 6 months or fine which may extend upto thousand rupees only, a more severe punishment can be inflicted upon an offender under other laws in force, following the provisions of section 13.

*Offence triable by Magistrate of second class*

The section 14 provides that no court inferior to that of a Magistrate of Second Class shall try an act or omission which constitutes an offence under this Act.

*Census documents are confidential papers*

The section 15 provides that the documents relating to census are confidential matters and no such documents shall be admissible as evidence in a civil or criminal court other than prosecution under Census Act, 1948 or under any other law for any act or omission which constitutes an offence under the Census Act, 1948. Also no person shall have right to inspect the documents relating to census.

There was no necessity to taking recourse to penal provisions of the census act while taking the 1971 Census in NEFA. There were one or two occasions of non-compliance of order given by the district authorities, but these were found to have originated from misunderstanding of the duties assigned to the persons concerned and not from their criminal intention of dislocating the work.

The operations of housenumbering and houselisting were carried out in NEFA along with the census enumeration. Therefore, these two operations were also carried out as if they had fallen within the purview of the Census Act. However, in the future censuses these primary operations may have to be carried out much ahead of the actual census enumeration. It is, therefore, suggested that the Census Act should be amended to make these two operations fall within the purview of the Census Act.

## Section 18

## DIRECTIVES ISSUED BY THE STATE GOVERNMENT HEAD OF DEPARTMENTS ETC, TO FACILITATE THE CENSUS OPERATIONS

The various departments of the Govt. of India and heads of the departments of the Arunachal Pradesh administration issued instruction to their Field staff to extend full cooperation for census taking in Arunachal Pradesh and also directed that when called upon to perform any census duty, they sould take up the same wilingly. Some of the directives issued by them are reproduced as Appendix XXI

The Arunachal Pradesh administration allowed their officials to perform census work as on government duty and draw the TA/DA and porterage out of their respective departmental heads. As the census work in Arunachal Pradesh extended over a long period of time, it was not necessaiy to declare holidays for census work and postpone examination etc.

Shri K. S. Ramaswami, Deputy Home Minister and Shri A. Chandra Sekhar, Registrar General, India, attended the census training classes at Tawang and also personally supervised the census work in the Bomdila subdivision.

## Section 19

## CENSUS CIRCULARS

All the census circulars issued by the Registrar General, India are reproduced as Appendix I

The circulars issued by the Director of Census Operations, Arunachal Pradesh, are reproduced as Appendix V.

The Director of Census Operations, Arunachal Pradesh, planned the circulars to unfold the various aspects of census taking to the district authorities stage by stage. Each circular contained a small dose of information with a complete discussion on the same. The applicability of the all India procedures to the conditions prevailing in Arunachal Pradesh and the necessary modifications inculcated, were brought out under a sharp focus and the district authorities were invited to apply their mind to the peculiar problems existing in their districts and make suggestions for further modifications. At the same time, the circulars were made as short as possible because the district authorities could not be expected to devote unduly long time to the circulars with their manifold other activities. As a result of this, each circular dealt with only one major subject.

A manual of instructions, with the title of "Code of Census Procedure for North East Frontier Agency" was compiled for the use by the census supervisory staff of Arunachal Pradesh. This manual was compiled only after all the major circulars on different aspects of census taking had already been issued and discovering that many circulars had been misplaced by the officers-in-charge of the remote outposts of Arunachal Pradesh and demands had started pouring in from all corners asking for more copies of the circulars. The manual was immediately acclaimed by the supervisoiy staff and came to be nicknamed as "Census Puthi."

In addition to this manual, the following folders were prepared for distribution to the enumerators, supervisors, and the charge superintendents and proved to be very popular and useful:

(1) Abbreviated instructions to fill in individual slip,

(2) A guide for the Census Enumerators,

(3) A brief for the Census Supervisors,

(4) Charge Superintendent's desk card.

These folders are reproduced as Appendix XV.

## Section 20

## PUBLICITY MEASURES

The census is a large scale administrative operation of such a magnitude that it can only be successful and accurate if the people cooperate fully with the census takers by the way of giving correct and accurate information. This can be achieved only if the census authority succeeds in impressing upon the population the need for correctness of the census data. Hence, the publicity plays an important role in census taking. The publicity is of special importance when census is to be taken in so a backward region as in Arunachal Pradesh. It is a pleasure to record that the district authorities, the Arunachal Pradesh Administration, the Field Publicity Organisation and the All India Radio of the Ministry of Information and Broadcasting, gave full support in carrying out a wide and successful census publicity in Arunachal Pradesh.

In the first census conference held in Delhi, some suggestions were put forward by the State Directors and the Registrar General, India was kind enough to agree to taking of the following measures:

(1) Census films on the pattern of 1961 Census would be prepared in various regional languages by the Ministry of Information and Broadcasting.

(2) Various talks and dramas would be arranged through the All India Radio.

(3) Teachers all over the country would be utilised as a medium to publicise the operations through school going children to their parents. The Directors should impress upon the administrative authorities of the State to include a short lesson on census.

The Registrar General, India, devised a census emblem to be used for general publicity. All the letters, covers and other correspondence were marked with this emblem. This created the desired awareness of urgency and importance of census taking. The Registrar General, India, also arranged for postal cancellation with a message of census. This also had the desired effect of wide publicity for census taking.

With a view to co-ordinating the activities of the publicity work in Arunachal Pradesh, a number of meetings were held with the Station Directors of All India Radio of the region, the Regional Publicity Officer of the Government of India, Director of Information and Public Relations, Arunachal Pradesh and Press Information Officer, Government of India, and an agreed programme was chalked out to intensify the publicity activities in Arunachal Pradesh. The minutes of these meetings are reproduced as Appendix XIII.

To create an awareness amongst the general public of Arunachal Pradesh regarding the utility of census, it was decided that the publicity drive in a continuous and sustained manner should be carried out. It was decided that the existing media such as films, posters and stickers, pamphlets, oral communication, radio broadcasting etc. would be utilised for census publicity. It was decided that the publicity work would be gradually intensified to reach a peak towards the beginning of 1971.

The Director of Advertisement and Visual Publicity, Government of India, supplied posters and stickers which were sent to the districts for display. The films on census were widely exhibited by the Publicity Department of Arunachal Pradesh and the Field Publicity Officers, inspite of many problems such as inhospitable terrain, bad communication and hazards of weather etc.

The Station Directors of the All India Radio undertook to broadscast census slogans at intervals and increase its intensity towards the period immediately preceding actual taking of census.

Talking points were prepared by the Director of Census Operations, Arunachal Pradesh (enclosed as Appendix XIII-D) and they were translated into Arunachal Pradesh dialects and suitably broadcasted through All India Radio at some intervals.

The Talking Points were made available to the district authorities.

Some slides were shown in the cinema houses of Arunachal Pradesh.

The Regional Field Publicity Office, through their Field Publicity Officers in Arunachal Pradesh, arranged film shows, meetings, group talks etc. In some cases, they visited houses to spread the message of census. In this compaign, they sought the cooperation of the Gaon Buras, Anchal Samiti members etc. who exhorted the people to extend cooperation to the census takers.

A pamphlet was issued by the Director of Census Operations, Arunachal Pradesh, which

contained the background and utility of census. This was supplemented with some eyecatching cartoons. This phamphlet was issued in English and intended to enlighten the educated people of Arunachal Pradesh. The readers were requested to spread the message of census to their own people.

In addition to these, New Year Greeting Cards were sent to all the officials connected with census. These cards reminded them of the responsibility assigned to them.

In the local newspapers, some advertisements were issued to bring home the utility of census. Some articles were printed in the newspapers and in the "NEFA Information", an official organ of the Arunachal Pradesh Administration. A talk of the Director was also broadcasted through the Dibrugarh Station of the All India Radio.

Besides these measures taken centrally, the district authorities took steps of their own to intensify the campaign of publicity by issuing circulars, through talks broadcasted by the All India Radio and directly contacting the village leaders.

It may be mentioned here that the posters of all India setting were effective, but if these were made on an Arunachal Pradesh setting they would have been much more effective. It is suggested that in the subsequent censuses the responsibility of preparing special posters for Arunachal Pradesh should be left with the Director of Census Operations, Arunachal Pradesh.

On the eve of census taking in Arunachal Pradesh, two messages, one from the Deputy Minister of Home Affairs and the other from the Registrar General, India, were received and they were printed and sent to the districts immediately, which enthused all the census workers and the people. These messages were followed by two more messages from the President of India & the Prime Minister of India. These messages have already been reproduced in the beginning of this volume.

## Section 21

## HONORARIUM TO CENSUS ENUMERARATION STAFF, CENSUS MEDALS

The census enumeration in India is done primarily on an honorary basis. Till 1961, no remuneration was paid. In 1961 Census, small honoraria were paid to the enumerators and supervisors working in different States. In Arunachal Pradesh also each enumerator and supervisor received token honorarium.

During the pretesting operation of census schedules etc. for 1971 Census, the teachers and others of many states made a representation for honorarium. As a result of these representations, the Registrar General, India, was pleased to review the whole question and finally communicated the approval of the President of India for payment of honoraria to the enumeration staff as below:

| Designation of Census Officers | Amount of honorarium |
|---|---|
| District Census Officer | Rs. 300/- for the whole period. |
| Deputy District Census Officer | Rs. 250/- for the whole period. |
| Subdivisional Census Officer | Rs. 250/- for the whole period. |
| Charge Superintendent | Rs. 150/- for the whole period. |
| Supervisors | Rs. 40/- |
| Enumerators | Rs. 35/- ( for house-listing & enumeration of 750 persons ) |

The Registrar General, India's letter under which the honorarium was sanctioned is reproduced as Appendix-XIX. Though the quantum of honorarium granted per head may appear low, the aggregate of the same for the whole country to meet the demands of about a million strong enumeration agency, is very large and the country can ill afford to pay a higher rate of honorarium. Indian census has to be carried on on an honorary basis. The honorarium is intended to meet just the out of the pocket expenses of the enumeration personnel.

The quantum and other details of paying honoraria are dealt with in the Section 22 of this volume. The honoraria were drawn centrally by the Director of Census Operations, Arunachal Pradesh, and disbursed through the district authorities.

In addition to the honoraria paid, the enumeration staff were given incentive by awarding census medals—silver and bronze. Following was the final allotment of medals for Arunachal Pradesh:

| Designation | Silver | Bronze |
|---|---|---|
| Enumerators | 5 | 15 |
| Supervisors | 5 | 5 |
| Charge Superintendents | 3 | 5 |
| Deputy District Census Officers | 2 | 6 |
| Headquarters Staff | 2 | 3 |
| Total | 17 | 43 |

In addition to the census medals, Merit Certificates are proposed to be given to sixteen officials of different categories through the Arunachal Pradesh Administration.

The assessment of work of the enumeration staff was done by the district authorities at the first place. The awards were finalised by the Registrar General, India, by perusing the citations quoted by the district authorities. The receipient of the awards and the citations are reproduced below:

**List of officials selected for award of census medals for 1971 Census in Arunachal Pradesh**

| Sl. No. | Name and designation | Type of medal | Citation |
|---|---|---|---|
| | | | **ENUMERATORS** |
| 1. | Dr. T. N. Bordoloi, Veterinary Asstt. Surgeon Bameng, Kameng district | Silver | Dr. T. N Bordoloi, Veterinary Asstt. Surgeon of the Bameng circle of the Kameng district had shown great devotion and displayed great zeal in census work. In addition to his work as enumerator he worked day and night for about a month in helping the Charge Superintendent of Bameng and Waii Circles in checking and completing the census work. |
| 2. | Shri M. Konwar, Village Level Worker (Junior), Sarli, Subansiri district | Silver | Shri M. Konwar, Village Level Worker (Junior) of the Sarli circle of the Subansiri district, displayed great zeal and devotion to duty while discharging the duties of census enumeration He was instrumental in covering the Sulung people residing in scattered and isolated hill tracts of the Polosang area by undertaking hazardous and extremely difficult tours. He was considered to be the best enumerator of the Subansiri district. |
| 3. | Shri N. W. Ali, Craft Supervisor, Tuting, Siang district | Silver | Shri N. W. Ali, Craft Supervisor, Tuting of the Siang district displayed great zeal and devotion to duty while discharging the duties of census enumeration. He enumerated about 1,100 persons and also helped other enumerators to complete their tasks. |
| 4 | Shri M. Dutta, Village Level Worker (Junior) Anini, Lohit district | Silver | Shri M. Dutta, Village Level Worker of Anini of Lohit district showed high sense of duty and exceptional devotion and completed the census work assigned to him with a high standard despite his ill health. |
| | Shri R. K. Bhattacharyya, Village Level Worker (Junior), Miao, Tirap district. | Silver | Shri R. K. Bhattacharyya, Village Level Worker (Junior) was assigned with census work in four villages situated in the extremely difficult areas of the Miao circle of the Tirap district. He displayed exceptional zeal and devotion to duty while taking census in these villages and could complete the work under extremely difficult conditions. |
| 6 | Shri M. C. Chakravarty, Veterinary Field Assistant, Thingbu, Kameng district. | Bronze | Shri M. C. Chakravarty, Veterinary Field Assistant of the Thingbu circle of the Kameng district showed exceptional zeal and devotion to duty while completing enumeration in the snowbound Mago area of the Kameng district under snow fall. His performance was above average. |
| 7 | Shri S. D. Deori, Health Assistant (Junior) Chiangtajo, Kameng district | Bronze | Shri S. D. Deori, Health Assistant (Junior), displayed keen sense of duty and devotion while enumerating the scattered villages situated near the snow line belonging to the Sulung tribe in the Chiangtajo circle of the Kameng district. His performance was of high order. |

(Contd.)

**List of officials selected for award of census medals for 1971 Census in Arunachal Pradesh** (Contd.)

| Sl. No. | Name and designation | Type of medal | Citation |
|---|---|---|---|
| 8 | Shri T. Ahmed, Teacher, Nafra, Kameng district. | Bronze | Shri T. Ahmed, Teacher of the Nafra circle of the Kameng district enumerated about 1,000 persons in an extremely sparsely populated and far flung areas by tracking down miles after miles through dangerous animal infested jungles at a great personal risk. |
| 9. | Shri P. P. Verma, Village Level Worker (Junior), Tali, Subansiri district | Bronze | Shri P. P. Verma, Village Level Worker (Junior) of the Tali circle of the Subansiri district, was entrusted with the duties of census enumeration in the remote and difficult border areas, and he displayed great devotion to duty and zeal in taking census in these areas. |
| 10. | Shri Jatin Bora. Lower Division Assistant, Damin, Subansiri district | Bronze | Shri Jatin Bora, Lower Division Assistant of the Damin circle of the Subansiri district displayed great devotion to duty and exceptional zeal in carrying out census work entrusted to him. He helped the Charge Superintendent to complete the census figures in an outstanding manner and also took up the duties of enumerator in his spare time. |
| 11. | Shri T. K. Baisya, Teacher, Daporijo, Subansiri district | Bronze | Shri T. K. Baisya, Teacher of the Daporijo circle of the Subansiri district excelled all other enumerators while taking census in the Daporijo circle. He undertook hazardous and perilous journey in course of census taking. His performance including the notional maps drawn by him, were adjudged best by the Additional Deputy Commissioner, Daporijo. |
| 12. | Shri Protik Potam. Teacher, Kamba School, Siang district | Bronze | Shri Protik Potam, Teacher, Kamba School of Siang District displayed great zeal and devotion to duty while taking census of the Liromoba circle of the Siang district. His performance was above average. |
| 13. | Shri P. B. Dutta, Store Keeper, Singa, Siang district | Bronze | Shri P. B. Dutta, Store Keeper of the Siang circle of the Siang district displayed great zeal and devotion to duty while taking census in six villages situated near the international boundary. His performance was found to be above average. |
| 14. | Shri D N. Sarma, Teacher in Charge, Shimang Junior Basic School, Yingkiong, Siang district | Bronze | Shri D. N. Sarma, Teacher in Charge, Shimang Junior Basic School, Yingkiyang, displayed great zeal and devotion to duty while taking census. He organised many meetings of the local people to drive home the message of census. He not only performed his duties with outstanding zeal but a'so helped the other enumerators. |
| 15. | Shri B. Doley, Village Level Worker (Senior), Mebo, Siang district | Bronze | Shri B. Doley, Village Level Worker (Senior) of the Mebo circle of the Siang district, displayed exceptional zeal and devotion to duty while taking census. He not only performed his duties in an outstanding manner but also helped other enumerators specially one who was suffering from eye-trouble |
| 16. | Shri A. T. J. Gohain, Teacher, Wakro, Lohit district | Bronze | Shri A. T. J. Gohain, Teacher of the Wakro circle of the Lohit district was entrusted with the duties of taking census in a difficult area without tracks. Shri Gohain performed his duties with outstanding zeal and devotion to duty. His performance was above average. |

(Contd.)

**List of officials selected for award of census medals for 1971 Census in Arunachal Pradesh (Contd.)**

| Sl. No. | Name and designation | Type of medal | Citation |
|---|---|---|---|
| | Shri B. Sharma, Village Level Worker (Junior), Kibithoo, Lohit district | Bronze | Shri B. Sharma, Village Level Worker (Junior) of the Kibithoo circle of the Lohit district excelled as a census enumerator with his outstanding zeal and devotion to duty. His performance was above average. |
| 18. | Shri Muki Tayeng, Village Level Worker (Junior), Anini, Lohit district | Bronze | Shri Muki Tayeng, Village Level Worker (Junior) of the Anini circle of the Lohit district excelled as a census enumerator with his outstanding zeal and devotion to duty. His performance was above average. |
| 19. | Shri S. C. Sarma. Veterinary Field Assistant, Changlang, Tirap district | Bronze | Shri S. C. Sarma, Veterinary Field Assistant of the Changlang circle of the Tirap district displayed great zeal and devotion to duty while taking census of five villages situated in the difficult areas. His performance was excellent. |
| 20. | Shri S. C. Ghosh, Teacher, Longkai School, Waka, Tirap district | Bronze | Shri S. C. Ghosh, Teacher, Longkai School of the Waka Circle of the Tirap District excelled as a census enumerator. His performance was excellent. |
| | **SUPERVISORS** | | |
| 1. | Shri P. K. Sharma, Veterinary Asstt. Surgeon, Thrizino, Kameng district. | Silver | Shri P. K. Sharma, Veterinary Asstt. Surgeon, showed keen interest and great devotion to duty in census work. He supervised 3 census circles comprising of 24 villages scattered in a wide area and difficult terrain. In addition to his supervising work, he rendered all possible help to his Charge Superintendent to make the census a complete success. |
| 2. | Shri A. K. Swer, Agriculture Inspector, Palin, Subansiri district. | Silver | Shri A. K. Swer, Agriculture Inspector, Palin proved himself to be the best supervisor in the Subansiri district. He took much interest in the preliminary work of the census for which the census in Palin Circle could be a success in record time. |
| 3. | Dr. B. N. Baishya, Medical Officer, Mariyang, Siang district | Silver | Dr. B. N. Baishya, Medical Officer, Mariyang, supervised census work in the very difficult and far flung villages like—Mori, Maktin and Shyam of the Siang district which have no tracks and sometimes remain snow bound during the winter. Due to his able guidance and ability of convincing, the Mishmi tribesmen of the area came out with all the information so as to make the census a success. |
| 4. | Shri A. N. Lyngdoh, Agriculture Inspector, Hayuliang, Lohit district. | Silver | Shri A. N. Lyngdoh, Agriculture Inspector showed outstanding zeal and devotion to his duty as census supervisor right from the beginning. He trekked all the difficult areas under him even by risking his life and while visiting, he once met with a serious accident which did not deter him from carrying out his responsibility. |

(Contd.)

**List of officials selected for award of census medals for 1971 Census in Arunachal Pradesh** (Contd.)

| Sl. No. | Name and designation | Nature of award | Citation |
|---|---|---|---|
| 5. | Shri C. P. Sukla,<br>Agriculture Inspector,<br>Khonsa, Tirap district. | Silver | Shri C. P. Sukla, Agriculture Inspector had shown enthusiasm and zeal in successful supervision of census work in the most difficult area of the Tirap district. |
| 6. | Shri D. Purkayastha,<br>Health Assistant,<br>Kalaktang, Kameng district. | Bronze | Shri D. Purkayastha, Health Assistant, Kalaktang showed excellent performance as a Supervisor for the census work. He efficiently guided the enumerators and submitted the census papers well ahead of schedule time. |
| 7. | Shri M. K. Biswas,<br>Jr. Engineer,<br>Sarli, Subansiri district. | Bronze | Shri M. K. Biswas, Jr. Engineer, Sarli completed census work with great zeal and enthusiasm. He visited all the areas under his circle and supervised the census work personally with great care. |
| 8. | Shri A. P. Khound,<br>Fishery Officer,<br>Along, Siang district. | Bronze | Shri A. P. Khound, Fishery Officer was assigned with the job of supervisor of the Nikte area of the Siang district. He did an excellent job and all the census papers were found to be very accurate and correct. |
| 9. | Shri S. P. Sarma,<br>Teacher,<br>Anini, Lohit district. | Bronze | Shri S. P. Sarma, Teacher, Anini of the Lohit district showed extra-ordinary zeal and high sense of duty as a supervisor. The census work could be completed in the record time due to his able guidance and supervision. |
| 10. | Shri R. Borah,<br>UDA, DC's Office,<br>Khonsa, Tirap district. | Bronze | Shri R. Boruah, UDA, DC's Office, Khonsa showed extra-ordinary zeal and devotion to census work right from the preparatory stage to the completion. Not only he supervised his work but also extended help to the other enumerators beyond the circle, which showed his keen interest. In addition, he did the entire clerical work in the office of the circle officer, Manmao ungrudgingly. |

| Sl. No. | Name and Designation | Type of medal | Citation |
|---|---|---|---|
| | | **CHARGE SUPERINTENDENTS** | |
| 1. | Shri M. R. Das,<br>Extra Assistant Commissioner,<br>Tawang, Kameng district. | Silver | Shri M. R. Das, Extra Assistant Commissioner Tawang, showed very keen interest in the census work as Charge Superintendent of Tawang subdivision. He meticulously organised the census set up for his subdivision by picking up the right type of staff. He took personal interest in organizing training camps of his supervisors and enumerators and completed the tasks within the schedule time which ultimately helped in carrying out the census of Tawang subdivision very smoothly. He undertook extensive tours to supervise the work of his supervisors and enumerators. |
| 2. | Shri S. Krishnan Ayer,<br>Extra Assistant Commissioner,<br>Hayuliang subdivision, Lohit district. | Silver | Shri S. Krishnan Ayer, Extra Assistant Commissioner, Hayuliang, Lohit district, while working as the Charge Superintendent of the Hayuliang subdivision of the Lohit district, showed extra ordinary zeal and devotion to duty for the census work. Inspite of his heavy responsibility as an Executive Officer in the difficult area, he did not hesitate to carry out the responsibility of the census work even working extra hours. This shows his special interest for census which he inherited from the 1961 Census to which he was very closely associated. |

(Contd.)

**List of officials selected for award of census medals for 1971 Census in Arunachal Pradesh (Contd.)**

| Sl. No. | Name and designation | Type of medal | Citation |
|---|---|---|---|
| | | | **CHARGE SUPERINTENDENTS** |
| 3. | Shri S. C. Choudhury, Circle Officer, Laju, Tirap district | Bronze | Shri S. C. Choudhury, Circle Officer of Laju of the Tirap district, displayed great zeal and devotion to duty while acting as the Charge Superintendent of the Laju Circle of the Tirap district and brought the operation to a successful conclusion under difficult conditions. |
| 4. | Shri C. Bordoloi, Circle Officer, Gensi, Siang district. | Bronze | Shri C. Bordoloi, Circle Officer of the Gensi circle of the Siang district, took great pains to organize the census work of the Gensi circle under very difficult conditions and brought it to a successful conclusion with thoroughness and promptitude. |
| 5. | Shri C. R. Biswas, Circle Officer, Nafra, Kameng district. | Bronze | Shri C. R. Biswas, Circle Officer of the Nafra circle, of the Kameng district, carried out his duties of Charge Superintendent of the Nafra circle under difficult conditions and brought the same to a successful conclusion with thoroughness and promptitude. |
| 6. | Shri M. C. Paul, Circle Officer, Siyum Circle, Siang district. | Bronze | Shri M. C. Paul, Circle Officer, Siyum circle, Siang district, showed abundant interest and zeal for census work. Inspite of his multifarious duty as a Circle Officer, he displayed special zeal and enthusiasm and while working for census he had to devote extra time. All census papers were checked and cross-checked by him before submission which shows a high sense of duty. It was due to his stewardship, the census work has been so successful in the Siyum circle. |
| 7. | Shri Obang Dai, Extra Assistant Commissioner, Boleng, Lohit district | Bronze | Shri Obang Dai, Extra Assistant Commissioner, Boleng, was entrusted the work of census Charge Superintendent for his circle. In discharging his duties as Charge Superintendent, Shri O. Dai showed keen interest and great enthusiasm. He toured the difficult area primarily with a view to convincing the local population about the purpose of census taking and the resultant benefits. But for his personal contact with the suspicious local people, the local people would not have readily co-operated with the census staff in giving out the required information. Side by side he supervised the work of his enumerators and supervisors and gave them guidance whenever they were in difficulty. |
| 8. | Shri B. C. Dutta, Circle Officer, Walong, Lohit district. | Bronze | Shri B. C. Dutta, Circle Officer of Walong circle of the Lohit district, carried out his duties of Charge Superintendent of the Walong circle with thoroughness and promptitude under difficult conditions. |

(Contd.)

**List of officials selected for award of census medals for 1971 Census in Arunachal Pradesh (Contd.)**

| Sl. No. | Name and designation | Type of medals | Citation |
|---|---|---|---|
| | | **OTHER CENSUS OFFICERS** | |
| 1. | Shri S. R. Das, District Statistical Officer, Tezu, Lohit district. | Silver | Shri S. R. Das, District Statistical Officer, Tezu of the Lohit district displayed exceptional zeal and devotion to duty while acting as the Deputy District Census Officer, organised the preliminaries of taking the census in a praiseworthy manner and undertook difficult tours to organise census work in the remote circles. He carried out the field training of the Hayuliang circle while running high temperature and eventually had to lie bedridden in the interior outpost He also met with an accident and suffered a fracture of foot. Inspite of all these, he carried on with his work sparing neither himself nor his colleagues. |
| 2. | Shri S. K. Chatterjee, District Statistical Officer, Khonsa, Tirap district. | Silver | Shri S. K. Chatterjee, District Statistical Officer and Dy. District Census Officer, Khonsa, Tirap district exhibited an extraordinary leadership in organising the census work, in imparting training to a large number of Charge Superintendents, Supervisors and Enumerators in addition to his normal departmental work. He could gear up the whole district set-up for the successful completion of the census work in time. |
| 3. | Shri H. L. Dutta, District Statistical Officer, Along, Siang district. | Bronze | Shri Hemlal Dutta, District Statistical Officer and Deputy District Census Officer, Along, Siang district, showed an exeptional zeal and devotion to census work right from the preliminary stage to its successful completion. In course of the census work he toured the entire area under his charge and carried out all the training programme well ahead, thus enabling all the staff to be in position in right time. But for his help and sincerity the census work would not have been successful. |
| 4. | Shri M. S. Adhikari, District Statistical Officer, Ziro, Subansiri district. | Bronze | Shri M. S. Adhikari, District Statistical Officer of Ziro of the Subansiri district displayed exceptional zeal and devotion to duty while organising the census taking in the Subansiri district, in the capacity of the Dy. District Census Officer and carried on his duties with thoroughness. When he took up the responsibility of the District Census Officer he was just recouping from a serious illness but inspite of his physical weakness he toured the district with an iron will and all his colleagues were inspired by his toughness and devotion to duty and brought the census taking to a successful conslusion. |
| 5. | Shri A. Dhar, Inspector of Statistics, Daporijo, Subansiri district. | Bronze | Shri A. Dhar, Inspector of Statistics, Daporijo in his capacity as Asstt. Subdivisional Census Officer, showed great zeal and enthusiasm in carrying out his duties. The great responsibility of imparting proper training to innumerable Charge Superintendents, Supervisors, and Enumerators, on whom depended a successful census, was carried out by him with great precision and with keen interest. For his devotion to his duties, the census taking in Daporijo subdivision was a great success. |
| 6. | Shri Mitra Deb Sharma, Inspector of Statistics Anini, Lohit district. | Bronze | Shri M. D. Sharma, Inspector of Statistics and Assistant Subdivisional Census Officer, Anini, Lohit District showed extra-ordinary zeal and devotion to duty for which the census in the Anini subdivision could be successful. He associated himself with census work from the initial stage to its successful completion. Anini subdivision has a very rugged terrain and Shri Sharma toured the whole area without any complaint for the interest of the census work which is examplery by itself. |

(Contd.)

**List of officials selected for award of census medals for 1971 Census in Arunachal Pradesh**

| Sl. No. | Name and designation | Type of medal | Citation |
|---|---|---|---|
| 7. | Shri M. I. Zacharia, District Statistical Officer, Bomdila, Kameng district. | Bronze | Shri M. I. Zacharia, District Statistical Officer of Bomdila of the Kameng district displayed great zeal and devotion to duty while organising the census work of the Bomdila subdivision of the Kameng district and took great pains to bring the widely varying categories of people under a uniform coverage of census. |
| 8. | Shri H. C. Prasad, Inspector of Statistics, Pasighat, Siang district. | Bronze | Shri H. C. Prasad, Inspector of Statistics of Pasighat of the Siang district took great pains in organising the census work of the Pasighat subdivision of the district in his capacity as the Assistant Subdivisional census officer and brought the census to a successful conclusion. |

**Concluded.**

**List of officials selected for award of merit certificate for outstanding census work**

| Sl. No. | Name | Designation |
|---|---|---|
| 1 | 2 | 3 |
| 1. | Shri M. Sarin | Circle Officer, Kalaktang |
| 2. | Shri J. K. Nandi | Inspector, NSEP, ZIRO |
| 3. | Shri G. Sahani | Health Assistant, Ziro. |
| 4. | Shri D. C. Saha | Upper Division Assistant Daporijo. |
| 5. | Shri Bonjum Kamki | Student Interpreter, Along. |
| 6. | Shri A. Chand | Teacher, Darkang. |
| 7. | Shri S. N. Talukdar | Mariang. |
| 8. | Shri N. K. De | Upper Division Assistant, Wakro. |
| 9. | Shri N. K. Nath | Veterinary Field Assistant, Hayuliang. |
| 10. | Shri H. C. Chabin | Veterinary Field Assistant, Anini. |
| 11. | Shri S. R. Dutta | Extra Assistant Commissioner, Changlang. |
| 12. | Shri T. Hazarika | Teacher, Waii. |
| 13. | Shri K. Khamti | Village Level Worker (Junior), Seppa. |
| 14. | Shri A. C. Das | Teacher, Doimukh, |
| 15. | Shri M. V. Francis | Section Officer, |
| 16. | Shri B. K. Ghosh | Inspector of Statistics, Seppa. |

## Section 22

## GENERAL ADMINISTRATION, ACCOUNTS, STORES AND STATIONERY

**General Administration:**

Before 1961, the census offices were purely temporary and the entire staff were disbanded after the main census work was over. The establishment of census offices on a permanent basis since 1961, gave rise to several administrative problems. The officials recruited for 1961 Census were continuing for several years and the problems related to their confirmation, prospect of promotion etc. created definite administrative tasks. The service rules for different categories of staff have since been drafted and now under consideration of the Government of India. The prospect of promotion of the permanent staff to the higher supervisory levels presents some difficulties. At a certain level of supervision, the executive posts related with census has to be filled in by the executive officers of the State Governments on deputation basis, because the agency for enumeration remains the district officials. To be able to effect coordination and cooperation with the district authorities for the purpose of controlling the enumeration agency and carrying out special studies, sufficiently senior State Government Officials are to be taken on deputation in certain posts. This aspect presents a bottleneck towards the promotional prospects of the permanent census officials.

**Accounts-*Budget:***

The preparatory work for conducting the 1971 Census started from the financial year 1968-69 and completed by the end of 1971-72.

The yearwise final budget grants for the establishment of the Director of Census Operations and Ex-officio Superintendent of Census Operations, NEFA, Shillong are as follows:

| Year | Head of Accounts | Budget Grant(Final) |
|---|---|---|
| 1961-69 | A-Superintendence | Rs. 64,200.00 |
| | C-Abstraction and Compilation | Rs. 19,200.00 |
| | D-Printing and Stationery | Rs. 200.00 |
| | | Rs. 83,600.00 |
| 1969-70 | A-Superintendence | Rs. 1,31,390.00 |
| | B-Enumeration | Rs. 21,980.00 |
| | C-Abstraction and Compilation | Rs. 32,570.00 |
| | D-Printing and Stationery | Rs. 4,580.00 |
| | | Rs. 1,90,520.00 |
| 1970-71 | A-Superintendence | Rs. 1,50,400.00 |
| | B-Enumeration | Rs. 1,92,900.00 |
| | C-Abstraction and Compilation | Rs. 61,000.00 |
| | D-Printing and Stationery | Rs. 6,250.00 |
| | | Rs. 4,10,550.00 |

**1971-72:**

The preliminary budget grant for 1971-72 was Rs.3,35,800.00. The preliminary budget for 1971-72 was prepared during the 1970-71 as usual, based on the assumption of expenditure likely to be incurred. The revised estimates for 1971-72 have since been prepared and submitted to the Registrar General, India, New Delhi for obtaining sanction. The details of the provisions made in the revised estimates are given below:

| | |
|---|---|
| A-Superintendence | Rs. 1,68,750.00 |
| B-Enumeration | Rs. 1,41,450.00 |
| C-Abstraction and Compilation | Rs. 1,18,750.00 |
| D-Printing and Stationery | Rs. 6,200.00 |
| | Rs. 4,35,150.00 |

**Accounts-*Rules:***

The census organisation is directly under the Ministry of Home Affairs of the Government of India. The rules and regulations required to be followed in the accounts matter,are those enforced by the Government of India from time to time. The Auditor General's Rules for the classification and record of receipt and expenditure in connection with the census to be held under Indian Census Act, 1948, conveyed under Registrar General, India's D.O. letter, dated 21st March, 1959, is given at Appendix XX.

The pay and allowances of the staff under census department are charged directly to the Census Grant under the major head "39-Miscellaneous Social and Developmental Organisation—Census".

The subheads of accounts in the census demand grants are as follows:

A—Superintendence,
B—Enumeration,
C—Abstraction & Compilation,
D—Printing and Stationery.

The expenditure against the subhead A—Superintendence covers the general administrative expenditure.

The expenditure against the subhead B—Enumeration is mainly connected with expenditure for conducting the census work in the field. The expenditure against this head becomes nil during the intercensal period.

The expenditure pertaining to the subhead C—Abstraction and Compilation is mainly connected with the technical work carried out by the office. The staff who are engaged for tabulation, abstraction and compilation are paid from this subhead.

The cost of office stationery and forms are borne by the Controller of Printing and stationery, Calcutta and booked against the subhead D—Printing and Stationery. The department is to publish a number of census publcations and as such, demand on printing and binding materials is comparatively high. A separate subhead has been allotted for booking expenditure on this account.

**Delegation of Financial Powers Rules:**

The Delegation of the Financial Power Rules to the Director of Census Operations, NEFA were communicated by the Government of India vide No.2/12/49-Pub.I(1) dated 1st November, 1949 and subsequently revised under letter No.F.2/16/59 Pub.I(1) dated 13.11.59. This letter may be seen at Appendix-XIV.A.

According to the Delegation of Financial Powers Rules, the Director is empowered to create temporaty posts in Class III and IV for a period not exceeding two years at a time, subject to the provision in the budget. In addition to the creation of Class III and IV posts in the prescribed scale of pay, the Director is also empowered to create temporary posts of Class III and IV with a consolidated pay not exceeding Rs.200/- per month, vide Ministry of Finance U.O. No.3994-HF/70 dated 27.5.70 communicated under Registrar General, India and Ex-Officio Joint Secretary to the Government of India, Ministry of Home Affairs, No.3/25/66-RG dated 12.6.70 (Appendix-XIV.B).

The Director of Census Operations is empowered to incur contingent expenditure upto Rs.1000/- per annum in each case for recurring expenditure and Rs.5000/- in case of non-recurring expenditure subject to other conditions and instructions issued from time to time.

**Permanent Advance:**

The Registrar General, India has sanctioned a sum of Rs.200/- as permanent advance for the office of the Director of Census Operations, NEFA, Shillong. This amount is utilised for urgent and unforeseen expenditure.

**Telephones:**

The Office of the Director of Census Operations, Arunachal Pradesh, Shillong, have three telephones. One is utilised in the residence of the Director. One telephone is installed in the office for the use of the Director with extension to the Assistant Director (Technical) and Stenographer. The second telephone was installed during the month of March, 1967 for general office use and also utilised by the Assistant Director (Administration) and the Head Assistant.

The average annual expenditure for all the three telephones comes to Rs.2,500/ .

**Travelling Allowance:**

The granting of Travelling Allowance and Daily Allowance to the census staff is done as per Government of India Rules. The Travelling Allowance and Daily Allowance of census staff are directly charged against the census budget. The Director is competent to pass all the Travelling Allowance Bills of the Census Staff including his own Travelling Allowance Bills.

The Travelling Allowance and Daily Allowance expenditure of the Enumeration staff, i.e., District Census Officers, Subdivisional Census Officers, Deputy District Census Officers, Charge Superintendents, Supervisors and Enumeratiors, were borne by the Arunachal Pradesh Administration against the different departmental heads of Accounts, as per directions issued by the Arunachal Pradesh Administration to that effect.

The Travelling Allowance and Daily Allowance expenditure incurred for the Census Staff in connection with the 1971 Census is given below:

| Year | Sub-Heads | Expenditure | |
|---|---|---|---|
| 1968-69 | A-Superintendence<br>B-Enumerations<br>C-Abstraction and Compilation | Rs.<br>Rs.<br>Rs. | Nil |
| 1969-70 | A-Superintendence<br>B-Enumeration<br>C-Abstraction and Compilation | Rs. 5,450.00<br>Rs. 980.00<br>Rs. 5,100.00 | |
| | | Rs. 12,530.00 | |
| 1970-71 | A-Superintendence<br>B-Enumeration<br>C-Abstraction and Compilation | Rs. 5,753.00<br>Rs. 16,270.00<br>Rs. 9,016.00 | |
| | | Rs. 31,039.00 | |
| 1971-72 | A-Superintendence<br>B-Enumeration<br>C-Abstraction and Compilation | Rs. 3,115.00<br>Rs. 13,650.00<br>Rs. 4,855.00 | Upto October 1971 |
| | | Rs. 20,620.00 | |

**Indents for stores and stationery:**

The printing paper and binding materials were procured by the Registrar General, India through the Chief Controller of Printing and Stationery, New Delhi.

The stores which were not supplied by the Chief Controller of Printing and Stationery were acquired by the Director after observing the codal formalities. The stores which were required by the supervisors and enumerators were purchased and the cost debited to the respective supervisors and enumerator's honorarium. A sum of rupees five was provided in the scale of honorarium of enumerators, to meet the housenumbering cost and cost of stationery articles. The housenumbering materials were arranged by the Director mainly through the Central Public Works Department because, due to the working conditions prevailing in Arunachal Pradesh it would be difficult for the enumerators and supervisors to arrange for the same.

The Controller of Printing and Stationery, Calcutta had supplied office stationery required for census work. The Controller of Printing and Stationery did not supply type paper, duplicating paper, stencil paper and ink due to non-availability. The Director purchased these locally.

The following stores required specially for enumeration were purchased by the Director locally.

| Name of articles | Cost |
|---|---|
| Polyethelene paper bags | Rs. 1,283 42 |
| Hessian cloth | Rs. 235.10 |
| Candle | Rs. 861.00 |
| Match box | Rs. 69.70 |
| Total— | Rs. 2,449.22 |

**Honorarium:**

As per Registrar General, India's Order No.8/17/69-AD.II dated 24.1.70 (Appendix-XIX.A and No.8/7/71-AD.II dated 16.7.71 (Appendix-XIX.B, a lump sum honorarium was granted to all the enumeration staff engaged for 1971 Census. The following are the scales fixed by the Government of India.

| | Designation | Rate of honorarium | Amount paid |
|---|---|---|---|
| 1. | District Census Officers | @Rs. 300.00 | Rs. 1,500.00 |
| 2. | Subdivisional Census Officers | @Rs. 250.00 | Rs. 1,250.00 |
| 3. | Deputy District Census Officers | @Rs. 250.00 | Rs. 2,500.00 |
| 4. | Charge Superintendents | @Rs. 150.00 | Rs. 11,793.00 |
| 5. | Military Census Officers | @Rs. 150.00 | Rs. 6,735.00 |
| 6. | Supervisors | @Rs. 40.00 | Rs. 9,280.00 |
| 7. | Enumerators | @Rs. 35.00 | Rs. 26,058.90 |

The total honorarium granted to the enumeration Agency is Rs.59,016.90p. (debited to the head 39-Miscellaneous Social and Developmental Organisation B—4 Enumeration. B—4 Honorarium to Enumeration, NEFA Circle of Accounts).

In addition to the above mentioned officers, the services of seventy numbers of Student Interpreters was utilised. 19 Interpreters engaged in the Seppa area of the Kameng District, were also paid honorarium. The Student Interpreters were granted Travelling Allowance and Daily Allowance as per normal Travelling Allowance and Daily Allowance rules that guide a Class III Staff of the Arunachal Pradesh Administration. Other Interpreters were granted a lump sum honorarium of Rs.100.00 each. The total Travelling Allowance and Daily Allowance paid to the Student Interpreters and the honorarium paid to the 19 Interpreters are given below:

| | Designation | Number | Amount paid |
|---|---|---|---|
| 1. | Student Interpreters | 70 Nos. | Rs. 3,182.10 |
| 2. | Interpreters | 19 Nos. | Rs. 1,900.00 |

In all, a total sum of Rs.67,735.00 were paid to the enumeration staff as honorarium in connection with 1971 Census.

**Office Accomodation:**

The office of the Director of Census Operations, Arunachal Pradesh is accomodated in two rented buildings. The monthly rent is Rs.800.00 The minimum plinth area required for this office excluding the Regional Tabulation Office, is over 3000 Sft. But, the department occupies roughly 1,400 Sft. only. The office is congested. Many important documents and records are kept in the verandah.

The staff of the Regional Tabulation Office are accomodated in the existing accomodation. The department covered the open verandah with tarpaulin and other materials to provide accomodation to the staff.

The department faces difficulties in storing the printing paper and other materials.

The Registrar General , India, is empowered to pay rent for hired building to the extent of Rs.500.00 per month.

**Printing:**

The printing work is required to be done as per the "Printing and Binding Rules". According to these rules, all works of printing and binding are to be executed by the Chief Controller of Printing and Stationery. However, due to heavy pre-occupation it is not always possible for the Chief Controller of Printing and Stationery to take up the works. Because of this, some works are done in private printing presses. The rates

to be paid to the private printing presses are approved by the Chief Controller of Printing and Stationery. On urgent cases, the printing works are to be done in the private printing presses without obtaining prior approval of the Chief Controller of Printing and Stationery, but in all cases the post-facto sanction is to be obtained from the Chief Controller of Printing and Stationery through the Registrar General, India.

The Director has a limited power to print urgent works in private presses. He can get printing works done upto the limit of Rs.500.00 per annum. This power is insufficient.

# APPENDICES

## APPENDICES


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# APPENDIX I

## IMPORTANT CIRCULARS FROM THE REGISTRAR GENERAL, INDIA

# APPENDIX I

## Important Circulars from the Registrar General, India

Appendix I.A : Census of India, 1971-Circular No. I (Introduction).
Appendix I.B : Census of India, 1971-Circular No. 2 (Standard Urban Areas)
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Appendix I.D : Census of India, 1971-Circular No. 4 (Town Directory & Village Directory).
Appendix I.E : Census of India, 1971-Circular No. 5 (Census Calender).
Appendix I.F : Census of India, 1971-Circular No. 6 (Writing of Census Circular).
Appendix I.G : Census of India, 1971-Circular No. 7 (Housenumbering).
Appendix I.H : Census of India, 1971-Circular No. 8 (Non-Municipal urban areas & sub-urban areas).
Appendix I.I : Census of India, 1971-Circular No. 9 (Notification under Section 8(1) of Census Act.).
Appendix I.J : Census of India, 1971-Circular No. 10 (Houselist Abstract).
Appendix I.K : Census of India, 1971-Circular No. 11 (Supervision of housenumbering & houselisting).
Appendix I.L : Census of India, 1971-Circular No. 12 (Processing of Houselist & Establishment Schedules)
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Appendix I.N : Census of India, 1971-Circular No. 14 (Edit instruction of Houselist and Establishment Schedules)
Appendix I.N. 1 : Census of India, 1971-Circular No. 14 (Addendum to Circular No. 14).
Appendix I.N. 2 : Census of India, 1971-Circular No. 14A (Addendum to Circular No. 14).
Appendix I.O : Census of India, 1971-Circular No. 15 (Training of the Editing of Coding Staff).
Appendix I.P : Census of India, 1971-Circular No. 16 (Critical study of Houselist Abstract).
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Appendix I.V : Census of India, 1971-Circular No. 22 (Post-Enumeration-Check).
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Appendix I.X : Census of India, 1971-Circular No. 24 (Post Enumeration Check-Organisational details).
Appendix I.Y : Census of India, 1971-Circular No. 25 (Celibrate of census data with the Sample Registration Scheme).
Appendix I.Z : Census of India, 1971-Circular No. 26 (Census evaluation programme).

## APPENDIX I-A

D.O. No. 37/10/68-RG
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
New Delhi-11.
12th December, 1968.

A. Chandra Sekhar

**Census of India 1971—Circular No. I**

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 census 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 the single fruitful source of information about the country.

2. Unlike at the earlier census 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 straightaway 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 board heads, viz., (1) the census 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 uptodate, 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 31.12.1969. It 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 uptodate 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 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 prefered. 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 are as 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 a 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 percent of the male working population was non-agricultural ; and

(3) A density of population of at least 1000 persq. 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 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 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 exercise 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 town dose not exceed ten miles from the periphery of the core town and also there is functional linkage between the town to be included in the town group. The itervening areas 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 populations 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 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 II 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 conveninetly indicated. The towns are distinguished from villages by the allotment of a Roman code number for the town, where as for the villages, the code number will be in Arabic numerals. Thus 3/6/79 will reprsent village No. 79 in tahsil No. 6 of district No. 3. or 3/6/II would main town No. II in tahsil No. 6 of district No. 3. If it is purposed 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 a 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 slip 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 uptodate, taking into consideration the 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 layout 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 housenumbering. You may get yourself fully acquainted with the Manual on housenumbering that had been issued. In some States, good housenumbering system may be already in existence and every house may already be bearing a prominent housenumber. In others the painting or affixing of permanent housenumbers may take their own time, depending on the finance of the local bodies concerned. But the preparation of a layout 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 layout sketch and these can be marked on the doors of houses by chalk or tar, etc., on the eve of the houselisting operation. These housenumbering 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 block so as to ensure

equitable load on the enumerator's 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 complete coverage of the entire geographical area constituting the village. At the 1961 Census, at the stage of houslisting, 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 layout plans that will prove very useful for your work. Four copies of such lavout 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 layout sketches immediately. The Manual on Permanent Housenumbering, a copy of which should already be available in your office, will be the guide for the preparation of these village and town layout 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 incharge 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 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 purposes of a Housing Census and yielded quite valuable data on housing. The Houselist provided and advance estimation of the population for each local area which would enable to demarcate the jurisdiction 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, 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 block 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 housenumbers that actually fall within his block. The housenumbering layout sketches, in conjunction with the Houselist, will enable the Charge Superintendents to arefully demarcate the census enumerator's block. The census enumerator's block's 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 enumerators 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 layout 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 house, it will be necessary to clearly indicate the area allotted to an enumerator especially it 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 identi fication of the enumerator's blocks in future. The census enumerator can be required to furnish this sketch along with the enumeration abstract which he would be requried 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 enumerator's blocks. You may examine if the urban area frame so prepared is easily identifiable on ground and if the census enumerator's 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 enumerator's 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 1st 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 uptodate to take into account the further changes in the schedules and these can be pretested. You may take about 1,000 urban households and 1,000 rural households for the pretest. You may, for the purpose of the pretest, divide them into blocks of about 100 households. You may pretest the household forms along with individual slips in half the number of 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 enumerators 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 Offices 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 10th February 1971 to 28th February 1971 with a revisional round of three days from 1st March so as to bring the data uptodate as at sunrise of 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 communication 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 houselisting 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 guide lines 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 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 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 computers. 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 will be fully processed. Adequate number of persons will have to be trained at each State Headquarters to see that by the time the punching 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 punch operators should, therefore, be in position in each of the State Census Offices even by about March/April 1970.

35. Details of the tabulation programme and the instructions for sorting and tabulation will issue in due course from 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,*

Encls :

Sd/-
( A. Chandra Sekhar)

## RECORD OF TRAINING OF SUPERVISORS/ENUMERATORS

Name of the District and Code No.
Name of the Taluk and Code No.
Name of the Town and Code No.
Name of the Charge

Name and Designation of the Charge Supperintendent

| S. No. of Supervisor/Enumerator (as per the Charge List) Supervisor's circles and Enumerator's blocks. | Name and address of the Supervisor/Enumerator. | Has the Supervisor/Enumerator been supplied with the following and acknowledgement obtained.<br>(i) Provisional appointment order.<br>(ii) Extract from houselist of each block (for each enumerator).<br>(iii) Instructions for filing Census schedules<br>(iv) Enumerator's guide<br>(v) Practice enumeration schedules<br>(vi) Abbreviations card | TRAINING CLASSES ATTENDED | | | | | | PRACTICE ENUMERATION | | | Quality of Supervisor's/Enumerator's work-good, average, poor (To be filled in by the Charge Superintendent himself) | Has the Supervisor/ Enumerator been issued his final appointment order and the final enumeration schedules and acknowledgement obtained. | Remarks (Give details of the instruction Classes run by the supervisor for the Enumerators) |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Date | by whom held | Date | by whom held | Date | by whom held | Date | by whom held | Date | by whom held | Has the enumerator been given a list of 10 households for practice enumeration | No. of household schedules filled | No. of Individual slip filled | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 |

Section I
SUPERVISORS

Section II
ENUMERATORS

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CENSUS 1971

Individual Slip

Pad No. ____ Slip No. _____

Location Code _____ House-hold No. ____

Name of V/T _____

1 Name _____

2 Relation-ship to head _____

3 Sex

4 Age _____

5 Marital Status _____

6 Birth Place
- (a) Birth Place _____
- (b) R/U _____
- (c) Dis-trict _____
- (d) State/Country _____

7 Last residence
- (a) Place of last residence _____
- (b) R/U _____
- (c) Dis-trict _____
- (d) State/Country _____

8 Duration of last residence _____

9 Nationa-lity _____

10 Reli-gion _____

11 S. C. or S. T.

12 If Studying now _____

13 Literacy (O or L)

14 Education
- (a) Genl _____
- (b) Tech. _____

15. Mother tongue _____

16 Other languages _____

17 PRINCIPAL WORK
- (a) (i) Broad-category C AL O
- (ii) Is it Household Industry _____
- (b) Place of work _____
- (c) Name of Estt. _____
- (d) Nature of industry/trade, profession or service _____
- (e) Description of work _____
- (f) Class of worker _____

18 SECONDARY WORK
- (a) (i) Broad category C AL O
- (ii) Is it Household Industry _____
- (b) Place of work _____
- (c) Name of Estt. _____
- (d) Nature of industry/trade, profession or service _____
- (e) Description of work _____
- (f) Class of worker _____

19. Period available for addl. work (in months) _____

20 If not working, category

## APPENDIX I-B

A. Chandra Sekhar

D. O. No. 37/10/68-RG
Ministry of Home Affairs
Registrar General, India
2A, Mansingh Road,
*New Delhi-11.*
3rd April, 1969.

**Census of India 1971-Circular No. 2**
**Standard Urban Areas**

Dear Krishnatry,

In para 12 of CENSUS CIRCULAR No. 1. (isssued as demi-official letter No. 37/10/68- RG, dated the 12th December, 1968) I had indicated that fresh thought was being given to the concept of Town group and that I would write to you if there were going to be any change. The matter has been examined in considerable depth in consultation with various interested agencies. It has been felt that the concept of town group as was adopted in the past was of limited use as it did not bring out spatially contiguous territory of urban-rural settlements. Further this concept did not help to effectively tackle the problem of furnishing statistical data in respect of urbanized or urbanizable areas in the near future outside the jurisdiction of the existing towns. Since the administrative boundaries of statutory towns changed from time to time the data thrown up by the successive censuses of the individual towns or the town groups were not strictly comparable. It might be more desirable to have a fixed area covering a large core town as well as the adjoining areas, which will be kept constant for atleast three decades so that comparable data for such area would be made available and it could be put to good use for urban developmental planning. It has therefore been decided that an attempt should be made to delineate the contiguous rural and urban areas which are at persent under intensive influence or which are likely to be under intensive influence of all towns and cities with population of 50 thousands and above in the different states. Such areas will be designated as Standard Urban Areas and will include all areas which have any or all of the following characteristics :

(a) Predominant urban land use ;

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

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# H O U S E H O L D  F O R M

CENSUS 1971

PART I

## POPULATION RECORD

(To be compiled from Individual Slip)

| Serial No. | Name | Relationship to head | Sex | | Age | Marital Status | Literacy (O or L) | Description of work (Principal Work) | If not working, category |
|---|---|---|---|---|---|---|---|---|---|
| | | | M | F | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| | | | | | | | | | |
| | | | | | | | | | |
| | | | | | | | | | |
| | | | | | | | | | |
| | | | | | | | | | |
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| | | | | | | | | | |
| | | | | | | | | | |

PART II

## HOUSING SCHEDULE

| Age of the house | Whether 'Pucca' or 'Katcha' | Number of rooms occupied by the household | Owned or Rented | Rent paid, if rented | Drinking Water Supply | | Is there Electric Supply? (Yes or No) | Is there a privy? (Yes or No) | Kind of fuel used by the household for domestic purposes |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | Source | Distance, if not within the house | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| | | | | | | | | | |
| | | | | | | | | | |

PART III

# FERTILITY SCHEDULE

Location Code ..... Household No. .....

Name of village or town .....

Name of Head of Household .....

Does he belong to S.C. or S.T. ? If so, name of Caste/Tribe .....

| | | | | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | Serial No. of the woman as in the Population Record | | | | | | | | | | | | | | | |
| 2 | Name of Ever-married Woman, i.e., Married/ Widowed/ Divorced or Separated | | | | | | | | | | | | | | | |
| 3 | Age (a) At present | | | | | | | | | | | | | | | |
| | (b) At what age was she married ? | | | | | | | | | | | | | | | |
| | (c) What was the husband's age then ? | | | | | | | | | | | | | | | |
| 4 | Educational level | | | | | | | | | | | | | | | |
| 5 | Religion | | | | | | | | | | | | | | | |
| 6 | Principal Work (a) Description of work of the woman | | | | | | | | | | | | | | | |
| | (b) Description of work of the husband | | | | | | | | | | | | | | | |
| | | M | | F | | M | | F | | M | | F | | M | | F |
| 7 | Number of children born to date (a) Now living (i) Present here | | | | | | | | | | | | | | | |
| | (ii) Living elsewhere | | | | | | | | | | | | | | | |
| | (b) Born alive but now dead | | | | | | | | | | | | | | | |
| | (c) Total of (a) & (b) | | | | | | | | | | | | | | | |
| | (d) No. born dead | | | | | | | | | | | | | | | |
| 8 | Particulars of last child born (a) Did she give birth to a child during the period from (the prescribed festival day last year) to date: 'Yes' or 'No' | | | | | | | | | | | | | | | |
| | (b) Was it a live birth or still birth ? | | | | | | | | | | | | | | | |
| | (c) Sex of the child (M or F) | | | | | | | | | | | | | | | |
| | | day | month | year | day | month | year | day | month | year | day | month | year | | | |
| | (d) Exact date of birth | | | | | | | | | | | | | | | |
| 9 | If 'No' in 8(a), when was the last child born | | | | | | | | | | | | | | | |

PART IV

# FAMILY PLANNING SCHEDULE

(To be collected from any male in the household of age 35 years or less who is currently married)

1 Name .....

2 Age .....

3 Religion .....

4 Educational level .....

5 Principal work .....

6 Is he aware of family planning methods? .....

7 What methods is he aware of (i) .....

(ii) .....

(iii) .....

8(a) Does he or his wife practice family planning .....

(b) What method is practised .....

(c) Since when .....

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

It may be difficult to carryout a survey in each case to determine if the area strictly satisfied any of the criteria laid down above. These criteria are indicated as a guide in helping to demarcate the possible boundaries of the standard Urban Areas and we shall have to depend on the judgement of the local administrative authorities, the revenue authorities and other well informed persons of the locality.

The Town and Country Planning Organization, Government of India, Ministry or Health and family Planning, Works and Housing and Urban Development has agreed to assist the census organization in the matter of delimitation of the Standard Urban Areas. In this connection a letter has been issued by the Joint Secretary and Chairman of Town and Country Planning Organisation to the Town and Country Planning Organizations of all the States and Union Territories. A copy of the same is sent herewith for your information.

As indicated in that letter, the State and Union Territory Town and Country Planning Organization will proceed with the delimitation of the standard urban areas in close collaboration with the Superintendents of Census Operations. After the provisional delimitation of the boundaries has been made, all the particulars as in Annexure II of the letter require to be sent to the Town and Country Planning Organisation, Delhi and to the Deputy Registrar General, Social Studies, Office of the Registrar General, India. In respect of each Standard Urban Areas, after such scrutiny as may be necessary, the Registrar General will convey his approval separately.

For such areas separate tabulation of Census data will also have to be undertaken according to the tabulation frame which will be communicated in due course.

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

Sri S.M. Krishnatry,
Superintendent of Census Operations,
North East Frontier Agency,
SHILLONG.

**TOWN AND COUNTRY PLANNING ORGANISATION**

(Government of India, Ministry of Health, Family Planning and U.D.)

Ref. No. E. 38-85/68-TA

"DELHI VIKAS BHAVAN"
Indraprastha Estate
E, Block New Delhi
7th March, 1969

Gian Prakash
Joint Secretary and
Chairman, T.C.P.O.

*Subject :* Delimitation of standard Urban Areas for 1971 Census.

Sir,

While preparing Master Plans for selected cities and towns, difficulties were experienced in assembling census data for the urbanisable areas of towns and cities in our country. Many times, we had to refer the census primary sheets which were not readily available to obtain the data regarding population composition as well as the working force and then assemble it for the urbanisable area as a whole. The 1961 census had used the concept of town groups and provided data for these town groups in the census volumes. This however, was not so useful to us as the town groups did not include contiguous rural areas around the city/town and they could not be conceived in terms of potentially urbanisable areas. No doubt the town groups indicated closely linked urban areas in terms of economic activity and growth. However, as the town group concept was not adopted uniformly all over the country and as it did not also envisage a contiguous tract of land, the concept proved somewhat inadequate for the purpose for which it was evolved. Therefore, the census organisation have been considering how best to modify this concept for the purpose of 1971 Census. The International Geographical Congress Conference held recently in Delhi also laid stress on the need for clarifying the idea of town group and to evolve a concept which will ensure comparability over space and time.

As a result of the discussions held between the Registrar General of India, the Town and Country Planning Organisation and other interested organisations, it has now been decided that the town group concept be replaced by the concept of 'Standard Urban Area'. This concept is explained in the note which is enclosed and implies potential urbanisable area.

We are now required to assist the State Census Departments and the Registrar General in identifying the Standard Urban Areas for all towns having a population of 50,000 or more by 1971. A list of such towns statewise is sent along with the note.

In identifying the Standard Urban Area we shall need population projections for each of these towns and cities. Realising the difficulties and the laborious task that is

involved in making long-term, statistically sound projections, the Town and Country Planning Organisation has evolved a set of projections for all cities and towns in the country, of Class-I, Class-II and Class-III on a long term basis and the projected population figures are given in the list.

There are certain limitations in regard to these projections and they are explained in the attached note. Since 1971 Census preliminary operations will start towards the middle of this year, the Registrar General of India has requested our help to complete the identification of Standard Urban Areas latest by July of this year. I am therefore, writing to you kindly to undertake the identification of Standard Urban Areas in the manner indicated in the note with the help of projections given to you and to send us the following information as soon as possible and latest by 30th April 1969.

1. A map of each of the Standard Urban Area indicating the various urban and rural territorial units included. It will be adequate if areas and important land marks are clearly shown.
2. A list of the names of the revenue units included in the Standard Urban Area.
3. The total area in sq. kms. of the Standard Urban Area.
4. The present estimated population in the Standard Urban Area.

As soon as we receive from you the above information we shall arrange for a discussion with a view to finalise the data either at your headquarters or at a convenient centre to identify the limits of the Standard Urban Area.

I may point out that the reporting of the information by the Census Organisation by Standard Urban Areas will be very valuable for all urban and regional planning work in the next two decades. Compilation of data Standard Urban Areawise will help us considerably to get over the difficulties and in the course of this work we shall have also identified the planning areas for all towns and cities which will reach a population of 50,000 or more by 1971. It may be emphasised again that the concept is only for codification of data that may be required by planning authorities over the next 30 years or so.

I suggest that the first phase of the programme i.e., the identification of the Standard Urban Area be completed by 15th April 1969. Thereafter, we can have series of meetings and finalise the data by the end of May 1969. That would give the Census Organisation adequate time to prepare if necessary, detailed maps of these areas for their own purpose by the beginning of July 1969.

I request your fullest co-operation in completing this task. If there is any difficulty or clarification needed, you may write to Shri C.S. Chandrasekhara, Town and Country Planner, Town and Country Planning Organisation, Delhi Vikas Bhavan, E, Block, Indraprastha Estate, New Delhi.

Enclos : As above

Yours faithfully,
Sd/-
(Gian Prakash)

## TOWN AND COUNTRY PLANNING ORGANISATION

(Government of India, Ministry of Health, Family Planning, Works Housing and U.D)

*Subject :* Delimitation of Boundaries of Standard Urban Areas for 1971 Census Operations.

*Background* :

The 1961 Census of India reports census data regarding urban areas both in terms of individual towns and cities and also in terms of "clusters" of population called as 'Town Groups'. This was done with a view to identify functionally linked urban areas, urban spills beyond the administrative boundaries and metropolitan conurbations. However, in actual practice, the State census departments adopted varying definitions and different procedures and criteria of delimitation for the town groups which therefore lacked uniformity in conception. Apart from the variations in the definition, the constituent units of a town group were not all related to a fixed territory. In actual reporting, only towns falling within a radius of 2 to 4 (and sometimes 5) miles of the periphery of the principal central town were included and the interstitial rural areas were omitted. Thus the town group did not bring out a spatially contiguous territory of urban-rural settlements. Further, the town group concept did not effectively tackle the problems involved in urban statistical reporting viz : the problem of municipal jurisdiction versus spill-over growth and the accretion of population by annexation. It was found that these shortcomings considerably reduced the utility of the town group concept as a statistical reporting unit.

2. For the 1971 Census operation, it has been decided to modify the town group concept to enable the presentation of urban statistics on a uniform basis which at the same time would ensure comparability of the census data from one decade to another and with similar data available from other countries. For this purpose, the concept of a "Standard Urban Area" has been adopted.

*Definition of the Standard Urban Area (S.U.A)*

3. The Standard Urban Area may be defined as the projected growth area of a city or town as it would be in 1991, taking into account not only the towns and villages which will get merged into it but also the intervening areas which are potentially urban. Such a tract will include all extra-municipal urban growth such as the suburbs (industrial and residential), railway colonies, civil lines and cantonments and also such of those villages and towns which are likely to be urbanised by 1991. The S.U.A will thus be an area which will extend beyond the main city or town and would contain all likely developments over the next 20 years upto 1991. Thus it will remain as a statistical reporting unit during the next 3 successive censuses, irrespective of the changes in the boundaries of the local administrative units within the tract. The S.U.A is identified by the administrative units that it encompasses namely, city, town, thana or village ; the boundaries of the S.U.A are the administrative boundaries of the peripheral units.

*Delimitation of the Standard Urban Areas :*

4. The Standard Urban Areas are proposed to be delimited only for cities whose population is likely to be 50,000 or more by 1971. While demarcating these units, the following objective considerations are to be applied :—

(i) Firstly, the population growth trends of the main city should be carefully analysed, in order to make a proper appraisal of the magnitude of growth of population of the city by 1991. The Town & Country Planning Organisation has prepared a set of long-term population projections for the towns and cities to be covered by 1971, census under this project for 1971, 1981, 1991 and 2001 and these in may be used this connection. The projections are given in Annexure-I to this note to her with list of towns and cities to be coverd statewise. While making use of these figures, however, due note may be taken of short-term migration trends as well as any important locational decisions that are in the offing and which are likely to affect the town'sg rowth in the foreseeable future.

(ii) Secondly, note is to be taken of the trends in the urban spread of the principal central town or city. This will involve the appreciation of the extent and the directions of urban growth and the recognition of any physical constraints such as topography, water bodies, marshes etc. to such urban expansion.

(iii) Thirdly, the growth of the villages and towns on the periphery of the present municipal limits and the prospects of their coalescence in future with the main city must be assessed. This will imply the projection of their population and the extent of their physical growth upto 1991.

(iv) Inclusion of any other village or town in the vicinity of the main city or town on special consideratios such as intensity of interaction, strong economic or social linkages, etc. should also be considered.

The surveys and studies which the State Town Planning departments have been conducting in connection with the preparation of master plans for towns will give an insight into these inter-linkages. As it is proposed to include only those areas in the vicinity of the focal town which have a very high degree of inter-dependence with it and which are expected to become part of a continuous urban tract by 1991, great care and judgement has to be exercised in deciding the inclusion of such areas within the "Standard 'Urban Area" so that there may neither be overextension of the areas nor a underestimation. In the case of exercising a choice, inclusion of a little extra raea is to be preferred to omission.

(v) While including the villages the entire revenue area of the villages should be brought within the 'Standard Urban area' and not merely the village site (Abadi or Goathan)

*Agencies & Time-schedule :*

5. The work relating to the demarcation of the 'Standard Urban Areas' for 1971 Census will be jointly undertaken by the Town and Country Planning Departments in

the states, the office of the State Census superintendents, the Central Town & Country Planning Organisation, New Delhi and the offiice of the Registrar General of India, New Delhi.

6. The State Town & Country Planning Departments are required, in the first instance, with the assistance of the State Census Superintendents, to formulate tentative proposal showing (1) the urbanisable limits of the principal city and (2) the villages and towns on the periphery of the city which are to be included in the 'Standard Urban Area'. This information is to be shown on a map which shows the administrative areas included in each 'S.U.A' and a list of these administrative areas has to be prepared. In order that the criteria adopted is uniform and all the important information is corrected and recorded, a proforma has been prepared (See Annexure II) for the use of the State town planning departments. This proforma may be filled for each of the 'S.U.A' that has been identified.

7. To ensure uniformity of approach in the use of the criteria and consistency in definition, the officers of the Town & Country Planning Organisation and of the office of the Registrar General of India will hold discussions as soon as the tentative proposals are ready with the State officials before finalising the scheme. These discussions may be arranged at the State Headquarters to facilitate closer acquaintance with the data.

The delimitation of the standard urban areas is to be expeditiously taken up and the whole work completed by July 1969. The State Town Planning Departments are, therefore, requested to compile the necessary information pertaining to the towns and cities falling within their purview and formulate tentative proposals before the 30th April, 1969 and forward them to the Town & Country Planning Organisation Delhi in duplicate. As soon as these are received, they will be studied along with the officers of Registrar General's Office and a date for discussion at the State Headquarters will be fixed. It is hoped that these discussions will be completed by the end of May, and any further work to be done in regard to the identification of 'S.U.A' in each State completed by end of June 1969. The final proposals are to be made available to the Registrar General by the 1st week of July 1969.

8. The importance of having Census data available for three decades on a comparable basis for major urban areas in the country for urban and regional planning, needs hardly any emphasis. It will eliminate a great deal of repetitive tabulation work in the town planning offices and will enable them to get information without going to primary Census records as has been necessary so far. This will also make available readily comparable statistics amongst the different areas and over a time period. The state town and country planning departments are requested to give their full attention to this work expeditiously and complete the tentative proposals as early as possible within the time schedule indicated.

**Town & Country Planning Organisation**

( Government of India, Ministry of health, Family Planning, Works Housing & U. D. )

*Annexure—I*

Statewise list of Towns and Cities likely to have a population of 50,000 or more by 1971 together with their projected population for 1971, 1981 and 1991.

## List of Towns likely to have 50,000 or above population in 1971.

### ANDHRA PRADESH

| Sl. No. | Name of the Town | Population | Population Projections | | |
|---|---|---|---|---|---|
| | | 1961 | 1971 | 1981 | 1991 |
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1 | Hyderabad | 1,118,553 | 1,598,215 | 2,193,431 | 2,895,913 |
| 2 | Vijayawada | 230,397 | 313,861 | 415,229 | 531,844 |
| 3 | Guntur | 187,122 | 241,163 | 311,694 | 392,551 |
| 4 | Visakhapatnam | 182,004 | 216,448 | 277,139 | 347,125 |
| 5 | Warangal | 156,106 | 195,417 | 236,472 | 281,471 |
| 6 | Rajahmundry | 130,002 | 160,019 | 195,516 | 235,606 |
| 7 | Kakinada | 122,865 | 151,825 | 185,910 | 224,889 |
| 8 | Eluru | 108,321 | 132,106 | 160,135 | 191,677 |
| 9 | Nellore | 106,776 | 138,101 | 175,352 | 218,173 |
| 10 | Bandar (Masulipatam) | 101,417 | 123,037 | 150,735 | 182,424 |
| 11 | Kurnool | 100,815 | 129,024 | 169,121 | 215,651 |
| 12 | Nizamabad | 79,093 | 108,928 | 144,980 | 186,730 |
| 13 | Tenali | 78,525 | 97,060 | 120,037 | 145,722 |
| 14 | Secundrabad (Cantt.) | 78,412 | 119,484 | 164,459 | 217,053 |
| 15 | Vizianagaram | 76,808 | 94,729 | 114,214 | 136,518 |
| 16 | Adoni | 69,951 | 88,125 | 111,504 | 138,747 |
| 17 | Kothagudem | 69,728 | 84,929 | 103,443 | 125,993 |
| 18 | Vijayapuri | 55,300 | 67,355 | 82,038 | 99,922 |
| 19 | Anantapur | 52,280 | 68,656 | 90,646 | 116,015 |
| 20 | Proddatur | 50,616 | 65,388 | 83,567 | 104,505 |
| 21 | Cuddapah | 49,027 | 61,491 | 76,726 | 94,189 |
| 22 | Guntakal | 48,083 | 70,878 | 99,632 | 134,359 |
| 23 | Chittoor | 47,876 | 59,632 | 72,980 | 87,958 |
| 24 | Anakapalle | 46,402 | 58,922 | 72,442 | 87,923 |
| 25 | Chirala | 45,410 | 60,348 | 76,584 | 95,338 |
| 26 | Gudivada | 44,801 | 59,089 | 75,967 | 95,222 |
| 27 | Bhimavaram | 43,821 | 56,469 | 70,176 | 84,724 |
| 28 | Nandyal | 42,927 | 52,496 | 64,243 | 77,607 |

*(Continued.)*

**List of Towns likely to have 50,000 or above population in 1971.**—*Contd.*

## ASSAM

| Sl. No. | Name of the Town | Population 1961 | Population Projections 1971 | 1981 | 1991 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1 | Gauhati | 100,707 | 130,754 | 179,032 | 235,319 |
| 2 | Shillong | 72,438 | 100,226 | 131,741 | 167,881 |
| 3 | Dibrugarh | 58,480 | 75,999 | 99,707 | 127,129 |
| 4 | Silchar | 41,062 | 57,756 | 75,937 | 96,949 |
| 5 | Nowgong | 38,600 | 53,594 | 71,309 | 91,737 |

## BIHAR

| | | | | | |
|---|---|---|---|---|---|
| 1 | Patna | 364,594 | 480,653 | 615,917 | 772,823 |
| 2 | Jamshedpur | 303,516 | 408,148 | 520,581 | 650,291 |
| 3 | Gaya | 151,105 | 186,362 | 210,633 | 234,501 |
| 4 | Bhagalpur | 143,850 | 177,106 | 217,741 | 264,955 |
| 5 | Ranchi | 140,253 | 184,963 | 237,853 | 298,421 |
| 6 | Muzaffarpur | 109,048 | 144,835 | 191,009 | 245,288 |
| 7 | Darbhanga | 103,016 | 129,337 | 160,582 | 197,420 |
| 8 | Monghyr | 89,768 | 106,926 | 126,817 | 149,276 |
| 9 | Bihar | 78,581 | 87,453 | 97,892 | 108,429 |
| 10 | Arrah | 76,766 | 84,975 | 94,498 | 104,182 |
| 11 | Chapra | 75,580 | 88,481 | 103,203 | 119,713 |
| 12 | Katihar | 59,344 | 80,391 | 105,509 | 134,425 |
| 13 | Dhanbad | 57,352 | 88,987 | 129,882 | 179,888 |
| 14 | Jamalpur | 57,039 | 68,717 | 82,920 | 99,029 |
| 15 | Barauni | 45,989 | 56,006 | 68,327 | 83,358 |
| 16 | Dinapur | 43,481 | 53,047 | 64,717 | 78,954 |
| 17 | Kumardhubi | 42,722 | 52,932 | 65,583 | 81,257 |
| 18 | Jharia | 41,315 | 51,189 | 63,423 | 78,581 |
| 19 | Hazaribagh | 40,958 | 51,630 | 63,729 | 77,589 |
| 20 | Purnea | 40,602 | 51,438 | 67,169 | 85,561 |

*(Continued.)*

**List of Towns likely to have 50,000 or above population in 1971.**—*Contd.*

## GUJARAT

| Sl. No. | Name of the Town | Population 1961 | Population Projections 1971 | 1981 | 1991 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1 | Ahmedabad | 1,149,918 | 1,556,440 | 2,031,157 | 2,575,949 |
| 2 | Baroda | 298,398 | 393,687 | 512,005 | 649,740 |
| 3 | Surat | 288,026 | 383,468 | 494,170 | 623,307 |
| 4 | Rajkot | 194,145 | 262,363 | 348,990 | 449,390 |
| 5 | Bhavnagar | 176,473 | 228,990 | 289,150 | 358,249 |
| 6 | Jamnagar | 148,572 | 200,401 | 264,014 | 338,332 |
| 7 | Nadiad | 78,952 | 102,797 | 130,043 | 161,533 |
| 8 | Porbandar | 74,476 | 94,322 | 116,748 | 142,279 |
| 9 | Junagadh | 74,298 | 92,395 | 111,225 | 132,654 |
| 10 | Broach | 73,639 | 92,805 | 114,042 | 138,855 |
| 11 | Navsari | 53,600 | 70,830 | 88,861 | 109,584 |
| 12 | Godhra | 52,167 | 57,611 | 64,741 | 72,302 |
| 13 | Patan | 51,953 | 65,069 | 80,100 | 97,673 |
| 14 | Cambay | 51,291 | 61,949 | 75,946 | 92,355 |
| 15 | Morvi | 50,192 | 68,456 | 86,816 | 107,886 |
| 16 | Dhoraji | 48,951 | 59,956 | 70,984 | 83,481 |
| 17 | Surendranagar | 48,602 | 67,207 | 89,730 | 115,917 |
| 18 | Veraval | 46,637 | 52,985 | 57,960 | 61,673 |
| 19 | Gondal | 45,069 | 52,125 | 58,768 | 65,364 |
| 20 | Anand | 40,458 | 53,716 | 71,285 | 91,737 |
| 21 | Bhuj | 40,180 | 52,197 | 67,090 | 84,784 |
| 22 | Dohad | 35,483 | 50,122 | 62,436 | 76,482 |

## HARYANA

| | | | | | |
|---|---|---|---|---|---|
| 1 | Ambala | 181,747 | 235,919 | 296,542 | 366,795 |
| 2 | Rohtak | 88,193 | 117,211 | 148,426 | 183,962 |
| 3 | Jagadhari | 84,337 | 116,485 | 163,940 | 219,776 |
| 4 | Karnal | 72,109 | 98,751 | 127,644 | 161,085 |
| 5 | Panipat | 67,026 | 86,280 | 108,266 | 133,645 |
| 6 | Hissar | 60,022 | 73,609 | 94,566 | 118,821 |
| 7 | Bhiwani | 58,154 | 65,181 | 72,154 | 79,275 |
| 8 | Faridabad | 50,709 | 75,348 | 106,581 | 143,230 |
| 9 | Sonepat | 45,882 | 61,226 | 81,421 | 104,993 |
| 10 | Gurgaon | 37,868 | 51,229 | 70,802 | 93,691 |

(*Continued.*)

**List of Towns likely to have 50,000 or above population in 1971.**—*Contd.*

## JAMMU & KASHMIR

| Sl. No. | Name of the Town | Population 1961 | Population Projections 1971 | 1981 | 1991 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1 | Srinagar | 285,257 | 344,720 | 408,725 | 480,128 |
| 2 | Jammu | 102,738 | 138,606 | 181,144 | 230,687 |

## MADHYA PRADESH

| | | | | | |
|---|---|---|---|---|---|
| 1 | Indore | 394,941 | 539,871 | 697,121 | 877,385 |
| 2 | Jabalpur | 367,014 | 480,937 | 623,633 | 788,418 |
| 3 | Gwalior | 300,587 | 408,143 | 524,856 | 660,610 |
| 4 | Bhopal | 222,948 | 299,253 | 415,124 | 552,299 |
| 5 | Ujjain | 144,161 | 198,619 | 252,533 | 314,212 |
| 6 | Raipur | 139,792 | 181,984 | 238,225 | 303,336 |
| 7 | Ratlam | 87,472 | 115,728 | 150,310 | 190,679 |
| 8 | Bilaspur | 86,706 | 104,306 | 136,711 | 174,293 |
| 9 | Bhilainagar | 86,116 | 106,661 | 132,047 | 163,474 |
| 10 | Sagar | 85,491 | 108,180 | 136,229 | 168,702 |
| 11 | Burhampur | 82,090 | 100,432 | 113,438 | 126,208 |
| 12 | Khandwa | 63,505 | 77,314 | 93,212 | 111,018 |
| 13 | Murwara | 60,472 | 74,706 | 97,453 | 123,826 |
| 14 | Mhow Cantonment | 48,032 | 51,649 | 56,250 | 60,980 |
| 15 | Durg | 47,114 | 79,741 | 125,178 | 182,251 |
| 16 | Damoh | 46,656 | 59,850 | 74,988 | 92,289 |
| 17 | Rajnandgaon | 44,678 | 55,491 | 72,978 | 93,320 |
| 18 | Rewa | 43,065 | 51,353 | 64,100 | 79,146 |
| 19 | Mandsaur | 41,876 | 58,535 | 77,033 | 98,815 |
| 20 | Neemuch | 36,287 | 50,294 | 66,375 | 85,450 |

*(Continued.)*

**List of of Towns likely to have 50,000 or above population in 1971.**—*Contd.*

**KERALA**

| Sl. No. | Name of the Town | Population 1961 | Population Projections 1971 | 1981 | 1991 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1 | Trivandrum | 239,815 | 310,941 | 390,740 | 480,806 |
| 2 | Calicut | 192,521 | 230,644 | 271,932 | 316,580 |
| 3 | Alleppey | 138,834 | 194,765 | 254,829 | 323,898 |
| 4 | Ernakulam | 117,253 | 186,098 | 279,058 | 394,428 |
| 5 | Quilon | 91,018 | 117,093 | 148,128 | 183,323 |
| 6 | Mattancherry | 83,896 | 96,389 | 106,156 | 114,069 |
| 7 | Palghat | 77,620 | 93,784 | 111,382 | 131,617 |
| 8 | Trichur | 73,038 | 86,665 | 97,160 | 107,656 |
| 9 | Kollayam | 52,685 | 68,388 | 84,781 | 103,404 |
| 10 | Cannannore | 48,960 | 57,419 | 67,308 | 78,622 |
| 11 | Tollicherry | 44,763 | 52,469 | 60,732 | 70,190 |
| 12 | Kayamkulam | 44,571 | 54,445 | 75,044 | 99,166 |
| 13 | Badagara | 43,908 | 57,108 | 77,439 | 101,291 |
| 14 | Changanacherry | 42,376 | 51,136 | 60,601 | 71,122 |

**MADRAS**

| | | | | | |
|---|---|---|---|---|---|
| 1 | Madras | 1,729,141 | 2,306,576 | 2,954,489 | 3,702,234 |
| 2 | Madurai | 424,810 | 555,796 | 694,631 | 852,318 |
| 3 | Coimbatore | 286,305 | 381,276 | 497,309 | 630,668 |
| 4 | Tirchirapali | 249,862 | 306,687 | 369,191 | 440,305 |
| 5 | Salem | 249,145 | 344,149 | 445,300 | 561,791 |
| 6 | Tuticorin | 124,230 | 152,428 | 186,120 | 223,871 |
| 7 | Vellore | 113,742 | 145,867 | 181,464 | 222,260 |
| 8 | Thanjavur | 111,099 | 138,013 | 167,423 | 201,391 |
| 9 | Nagercoil | 106,207 | 136,781 | 174,183 | 217,060 |
| 10 | Dindigul | 92,947 | 120,315 | 148,852 | 181,069 |
| 11 | Kancheepuram | 92,714 | 102,706 | 113,091 | 124,079 |
| 12 | Kumbakonam | 92,581 | 114,176 | 135,577 | 160,634 |
| 13 | Tirunelveli | 87,988 | 109,829 | 136,753 | 169,134 |
| 14 | Valparai | 80,023 | 107,295 | 139,913 | 172,925 |

*(Continued.)*

**List of Towns likely to have 50,000 or above population in 1971.**—*Contd.*

**MADRAS**

| Sl. No. | Name of the Town | Population | Population Projections | | |
|---|---|---|---|---|---|
| | | 1961 | 1971 | 1981 | 1991 |
| 1 | 2 | 3 | 4 | 5 | 6 |
| 15 | Tiruppur | 79,773 | 109,186 | 145,067 | 186,307 |
| 16 | Cuddalore | 79,169 | 90,064 | 103,551 | 119,114 |
| 17 | Erode | 73,762 | 93,891 | 116,990 | 143,056 |
| 18 | Rajapalayam | 71,203 | 87,022 | 104,322 | 123,756 |
| 19 | Nagepattinam | 59,063 | 66,020 | 73,562 | 83,285 |
| 20 | Virudhunagar | 54,827 | 66,037 | 78,436 | 92,189 |
| 21 | Pollachi | 54,369 | 71,908 | 91,984 | 114,845 |
| 22 | Mayuram | 51,393 | 60,624 | 72,011 | 84,992 |
| 23 | Palayamcottai | 51,002 | 85,030 | 133,661 | 198 289 |
| 24 | Karur | 50,564 | 65,757 | 82,580 | 101,780 |
| 25 | Pudukkottai | 50,488 | 60,477 | 71,494 | 83,897 |
| 26 | Gudiyatham | 50,384 | 65,132 | 80,197 | 97,487 |
| 27 | Aruppukkottai | 50,200 | 57,828 | 64,987 | 72,813 |
| 28 | Ootacamund | 50,140 | 64,318 | 80,100 | 98,198 |
| 29 | Srivilliputtur | 46,816 | 52,478 | 59,775 | 67,998 |
| 30 | Tiruvannamalai | 46,441 | 55,352 | 64,594 | 74,788 |
| 31 | Bodinayakanur | 44,914 | 55.405 | 67,944 | 82,415 |
| 32 | Karaikudi | 43,698 | 55,631 | 67,451 | 80,653 |
| 33 | Villupuram | 43,496 | 54,238 | 66,765 | 80,947 |
| 34 | Srirangam | 41,949 | 51,691 | 62,922 | 75,981 |
| 35 | Tiruvattiyur | 37,764 | 53,571 | 74,131 | 98,488 |

*(Continued.)*

**List of Towns likely to have 50,000 or above population in 1971.**—*Contd.*

**MAHARASHTRA**

| Sl. No. | Name of the Town | Population 1961 | Population Projections 1971 | 1981 | 1991 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1 | Greater Bombay | 4,152,056 | 5,494,815 | 7,181,635 | 9,129,370 |
| 2 | Nagpur | 643,659 | 863,590 | 1,128,471 | 1,434,000 |
| 3 | Poona | 597,562 | 820,053 | 1,066,410 | 1,350,152 |
| 4 | Sholapur | 337,583 | 432,671 | 531,915 | 642,804 |
| 5 | Kolhapur | 193,186 | 260,023 | 340,433 | 433,579 |
| 6 | Amravati | 137,875 | 177,885 | 225,953 | 281,146 |
| 7 | Nasik | 131,103 | 191,025 | 262,227 | 347,138 |
| 8 | Malegaon | 121,408 | 157,174 | 214,435 | 281,308 |
| 9 | Ahmednagar | 119,020 | 152,548 | 186,908 | 225,626 |
| 10 | Akola | 115,760 | 150,521 | 190,234 | 235,505 |
| 11 | Thana | 109,215 | 150,791 | 205,653 | 269,604 |
| 12 | Ulhasnagar | 107,760 | 159,046 | 220,659 | 292,391 |
| 13 | Dhulia | 98,893 | 129,106 | 163,840 | 203,600 |
| 14 | Aurangabad | 97,701 | 126,094 | 163,435 | 207,009 |
| 15 | Nanded | 81,087 | 109,672 | 141,545 | 178,036 |
| 16 | Jalgaon | 80,351 | 105,421 | 130,750 | 159,177 |
| 17 | Bhusawal | 79,121 | 102,206 | 131,788 | 165,735 |
| 18 | Sangli | 73,838 | 90,082 | 109,900 | 134,078 |
| 19 | Kalyan | 73,482 | 101,682 | 132,869 | 168,815 |
| 20 | Jalna | 67,158 | 95,088 | 123,240 | 155,738 |
| 21 | Poona Cantt. | 65,838 | 80,322 | 97,883 | 119,419 |
| 22 | Kirkee Cantt. | 58,496 | 71,365 | 97,065 | 118,419 |
| 23 | Gondia | 56,320 | 85,023 | 120,475 | 163,062 |
| 24 | Miraj | 53,345 | 65,081 | 79,399 | 96,867 |
| 25 | Chanda | 51,484 | 61,434 | 73,177 | 86,295 |
| 26 | Ichalkaranji | 50,979 | 69,239 | 94,720 | 124,618 |
| 27 | Barsi | 50,389 | 59,301 | 66,912 | 74,447 |
| 28 | Wardha | 49,113 | 63,624 | 79,299 | 96,961 |
| 29 | Satara | 48,709 | 56,983 | 64,152 | 71,308 |
| 30 | Bhiwandi | 47,630 | 60,219 | 79,755 | 102,495 |
| 31 | Amalner | 46,963 | 59,696 | 70,464 | 82,115 |
| 32 | Yeotmal | 45,587 | 56,451 | 69,151 | 83,408 |
| 33 | Pandharpur | 45,421 | 57,379 | 70,169 | 85,237 |
| 34 | Khamgaon | 44,432 | 56,902 | 70,499 | 86,022 |
| 35 | Nandurbar | 41,055 | 52,595 | 66,660 | 82,769 |

*(Continued.)*

**List of Towns likely to have 50,000 or above population in 1971.**—*Contd.*

## MYSORE

| Sl. No. | Name of the Town | Population | Population Projections | | |
|---|---|---|---|---|---|
| | | 1961 | 1971 | 1981 | 1991 |
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1 | Bangalore | 1,093,778 | 1,489,300 | 1,991,461 | 2,562,706 |
| 2 | Mysore | 253,865 | 346,708 | 432,544 | 529,757 |
| 3 | Hubli | 171,326 | 231,506 | 305,815 | 394,972 |
| 4 | Kolar Gold Fields | 146,811 | 173,187 | 185,795 | 196,499 |
| 5 | Belgaum | 146,790 | 187,136 | 233,172 | 285,646 |
| 6 | Mangalore | 142,669 | 181,923 | 225,208 | 274,129 |
| 7 | Gulbarga | 97,069 | 125,167 | 157,592 | 194,755 |
| 8 | Bellary | 85,673 | 95,729 | 107,432 | 119,196 |
| 9 | Bijapur | 78,854 | 97,863 | 118,855 | 142,466 |
| 10 | Davangere | 78,124 | 105,737 | 138,641 | 176,398 |
| 11 | Dharwar | 77,163 | 94,376 | 112,368 | 132,111 |
| 12 | Gadag-Betgeri | 76,614 | 90,164 | 104,706 | 120,701 |
| 13 | Bhadravathi | 65,776 | 98,529 | 137,123 | 182,155 |
| 14 | Shimoga | 63,764 | 83,440 | 107,330 | 134,529 |
| 15 | Raichur | 63,329 | 82,242 | 103,151 | 127,198 |
| 16 | Hospet | 53,242 | 69,655 | 90,081 | 113,813 |
| 17 | Kargal | 49,878 | 60,560 | 75,034 | 92,967 |
| 18 | Tumkur | 47,277 | 63,413 | 81,899 | 103,114 |
| 19 | Bagalkot | 39,934 | 52,846 | 67,546 | 84,725 |

## ORISSA

| | | | | | |
|---|---|---|---|---|---|
| 1 | Cuttack | 146,308 | 186,107 | 238,332 | 298,924 |
| 2 | Rourkela | 90,287 | 109,969 | 133,942 | 163,141 |
| 3 | Berhampur | 76,931 | 95,737 | 118,118 | 143,678 |
| 4 | Puri | 60,815 | 76,140 | 95,398 | 114,494 |

*(Continued.)*

**List of Towns likely to have 50,000 or above population in 1971.**—*Contd.*

## PUNJAB

| Sl. No. | Name of the Town | Population 1961 | Population Projections 1971 | 1981 | 1991 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1 | Amritsar | 376,295 | 444,231 | 495,656 | 551,025 |
| 2 | Ludhiana | 244,032 | 326,630 | 432,368 | 554,737 |
| 3 | Jullundur | 222,569 | 297,581 | 386,155 | 488,340 |
| 4 | Patiala | 125,234 | 165,220 | 211,752 | 265,932 |
| 5 | Pathankot | 54,810 | 76,871 | 106,191 | 140,424 |
| 6 | Bhatinda | 52,253 | 63,737 | 80,352 | 99,375 |
| 7 | Batala | 51,300 | 66,068 | 76,614 | 88,321 |
| 8 | Hoshiarpur | 50,739 | 64,047 | 77,019 | 91,529 |
| 9 | Moga | 47,779 | 58,508 | 69,914 | 81,809 |
| 10 | Ferozepur | 47,060 | 58,307 | 72,242 | 89,507 |
| 11 | Abohar | 46,863 | 70,333 | 101,907 | 140,581 |
| 12 | Ferozepur Cantt. | 46,327 | 57,399 | 71,117 | 88,114 |
| 13 | Nangal | 42,359 | 52,483 | 65,027 | 80,568 |
| 14 | Phagwara | 37,929 | 53,038 | 71,896 | 94,192 |

## RAJASTHAN

| | | | | | |
|---|---|---|---|---|---|
| 1 | Jaipur | 403,444 | 554,117 | 738,165 | 954,435 |
| 2 | Ajmer | 231,240 | 279,998 | 334,346 | 395,003 |
| 3 | Jodhpur | 224,760 | 298,724 | 381,243 | 476,606 |
| 4 | Bikaner | 150,634 | 173,886 | 199,881 | 227,898 |
| 5 | Kota | 120,345 | 155,793 | 208,811 | 270,910 |
| 6 | Udaipur | 111,139 | 153,956 | 200,795 | 255,399 |
| 7 | Alwar | 72,707 | 78,717 | 86,649 | 94,766 |
| 8 | Ganganagar | 63,854 | 103,631 | 153,670 | 214,321 |
| 9 | Beawar | 53,931 | 70,384 | 85,846 | 103,418 |
| 10 | Sikar | 50,636 | 65,133 | 80,430 | 97,998 |
| 11 | Bharatpur | 49,776 | 61,469 | 77,349 | 96,540 |
| 12 | Bhilwara | 43,499 | 61,299 | 83,148 | 108,682 |
| 13 | Churu | 41,727 | 54,522 | 66,234 | 79,457 |

(*Continued.*)

**List of Towns likely to have 50,000 or above population in 1971.—*Contd.***

**UTTAR PRADESH**

| Sl. No. | Name of the Town | Population | Population Projections | | |
|---|---|---|---|---|---|
| | | 1961 | 1971 | 1981 | 1991 |
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1 | Kanpur | 881,177 | 1,210,839 | 1,595,857 | 2,040,510 |
| 2 | Lucknow | 595,440 | 768,264 | 979,362 | 1,224,268 |
| 3 | Varanasi | 489,864 | 632,476 | 813,937 | 1,026,274 |
| 4 | Agra | 462,020 | 585,474 | 743,207 | 925,700 |
| 5 | Allahabad | 430,730 | 561,974 | 714,635 | 891,692 |
| 6 | Meerut | 275,804 | 353,785 | 441,743 | 539,897 |
| 7 | Bareilly | 272,828 | 333,797 | 408,857 | 495,522 |
| 8 | Moradabad | 191,828 | 233,432 | 277,096 | 325,928 |
| 9 | Saharanpur | 185,213 | 245,680 | 313,130 | 391,034 |
| 10 | Aligarh | 185,020 | 239,252 | 302,413 | 375,363 |
| 11 | Gorakhpur | 180,255 | 237,020 | 305,479 | 384,893 |
| 12 | Jhansi | 169,712 | 199,053 | 239,553 | 285,300 |
| 13 | Dehra Dun | 156,341 | 214,028 | 271,208 | 336,260 |
| 14 | Rampur | 135,258 | 178,730 | 220,231 | 268,518 |
| 15 | Mathura | 125,258 | 162,206 | 202,539 | 249,307 |
| 16 | Shahjahanpur | 117,702 | 133,985 | 146,692 | 159,739 |
| 17 | Muizapur-cum Vindhyachal | 100,097 | 128,505 | 145,691 | 162,438 |
| 18 | Firozabad | 98,611 | 135,743 | 181,338 | 234,134 |
| 19 | Farrukhabad-cum Fatehgarh | 94,591 | 118,500 | 145,528 | 177,444 |
| 20 | Faizabad | 88,296 | 95,295 | 103,960 | 112,860 |
| 21 | Muzaffarnagar | 87,622 | 114,735 | 146,940 | 183,950 |
| 22 | Ghaziabad | 70,438 | 95,763 | 128,905 | 167,398 |
| 23 | Etawah | 69,681 | 81,544 | 95,491 | 111,567 |
| 24 | Amroha | 68,965 | 80,951 | 94,388 | 109,748 |
| 25 | Sambhal | 68,940 | 82,348 | 96,946 | 113,812 |
| 26 | Hathras | 64,045 | 79,072 | 95,511 | 114,728 |
| 27 | Jampur | 61,851 | 69,199 | 77,058 | 85,043 |
| 28 | Budaun | 58,770 | 65,714 | 71,260 | 76,963 |
| 29 | Hardwar | 58,513 | 71,385 | 87,089 | 106,249 |
| 30 | Pilibhit | 57,527 | 67,559 | 79,805 | 93,869 |
| 31 | Kanpur Cantt. | 56,830 | 69,332 | 84,585 | 103,193 |
| 32 | Bahraich | 56,033 | 67,157 | 80,482 | 95,701 |
| 33 | Hapur | 55,248 | 72,712 | 90,317 | 110,358 |
| 34 | Sitapur | 53,884 | 68,682 | 84,917 | 103,542 |

(*Continued.*)

**List of Towns likely to have 50,000 or above population in 1971.—*Contd.***

## UTTAR PRADESH

| Sl. No. | Name of the Town | Population 1961 | Population Projections 1971 | 1981 | 1991 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 35 | Maunath Bhanjan | 48,785 | 61,772 | 78,041 | 96,807 |
| 36 | Chandausi | 48,557 | 59,628 | 59,628 | 74,216 |
| 37 | Bulandshahar | 44,163 | 54,932 | 66,617 | 79,931 |
| 38 | Gonda | 43,496 | 54,238 | 66,765 | 80,947 |
| 39 | Haldwanicum Kathgodam. | 38,032 | 50,703 | 66,590 | 84,929 |

## WEST BENGAL

| | | | | | |
|---|---|---|---|---|---|
| 1 | Calcutta | 2,927,289 | 3,890,683 | 4,773,990 | 5,770,581 |
| 2 | Howrah | 512,598 | 652,604 | 793,366 | 951,453 |
| 3 | South Suburban | 185,811 | 255,333 | 349,806 | 479,234 |
| 4 | Bhatpara | 147,630 | 168,404 | 185,285 | 201,166 |
| 5 | Kharagpur | 147,253 | 168,711 | 182,541 | 190,654 |
| 6 | Bally | 130,896 | 170,000 | 229,362 | 298,381 |
| 7 | Garden Reach | 130,777 | 179,164 | 245,455 | 336,273 |
| 8 | Kamarhati | 125,457 | 168,556 | 225,726 | 291,832 |
| 9 | South Dum-Dum | 111,284 | 154,603 | 213,972 | 283,281 |
| 10 | Burdwan | 108,224 | 140,525 | 180,609 | 227,006 |
| 11 | Baranagar | 107,837 | 141,494 | 182,482 | 229,625 |
| 12 | Asansol | 103,405 | 129,171 | 156,780 | 185,698 |
| 13 | Panihati | 93,749 | 131,672 | 182,998 | 243,018 |
| 14 | Serampur | 91,521 | 122,617 | 157,863 | 199,253 |
| 15 | Hoogly-Chinsurah | 83,104 | 105,826 | 135,134 | 169,080 |
| 16 | Titagarh | 76,429 | 77,461 | 78,981 | 78,942 |
| 17 | Nabadwip | 72,861 | 101,554 | 133,799 | 170,920 |
| 18 | Krishnagar | 70,440 | 94,636 | 124,814 | 160,108 |
| 19 | Kanchrapara | 68,966 | 93,907 | 118,293 | 144,322 |
| 20 | Chandernagore | 67,105 | 87,504 | 112,199 | 140,929 |
| 21 | Siliguri | 65,471 | 114,391 | 177,268 | 254,430 |
| 22 | Burnpur | 65,284 | 120,231 | 196,863 | 292,925 |
| 23 | Barrackpur | 63,778 | 85,691 | 115,620 | 150,909 |
| 24 | Bankura | 62,833 | 76,342 | 91,492 | 108,425 |

(*Continued.*)

**List of Towns likely to have 50,000 or above population in 1971.—*Contd.***

**WEST BENGAL**

| Sl. No. | Name of the Town | Population 1961 | Population Projections 1971 | 1981 | 1991 |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 25 | Berhampur | 62,317 | 81,566 | 101,045 | 123,363 |
| 26 | Midnapur | 59,532 | 73,252 | 90,233 | 110,043 |
| 27 | Naihati | 58,457 | 71,767 | 80,989 | 90,096 |
| 28 | North Barrackpur | 56,683 | 73,082 | 96,475 | 123,610 |
| 29 | Basirhat | 53,943 | 67,802 | 87,412 | 110,182 |
| 30 | Halisahar | 51,423 | 70,024 | 92,891 | 119,619 |
| 31 | Santipur | 51,190 | 66,099 | 83,551 | 104,013 |
| 32 | Jalpaiguri | 48,738 | 64,551 | 80,926 | 99,432 |
| 33 | Purulia | 48,134 | 59,103 | 71,182 | 84,817 |
| 34 | Englishbazar | 45,900 | 59,363 | 76,962 | 97,371 |
| 35 | Bansberia | 45,463 | 61,259 | 79,861 | 101,141 |
| 36 | Baidyabati | 44,312 | 53,395 | 68,370 | 85,883 |
| 37 | Champdani | 42,129 | 50,365 | 61,542 | 74,778 |
| 38 | Cooch Behar | 41,922 | 58,809 | 78,103 | 100,544 |
| 39 | Durga Steel Project Area. | 41,696 | 51,661 | 64,008 | 79,306 |
| 40 | Bangaon | 41,082 | 50,900 | 63,065 | 78,137 |
| 41 | North Dum-Dum | 38,140 | 50,908 | 73,324 | 100,015 |

**UNION TERRITORIES**

| | | | | | |
|---|---|---|---|---|---|
| 1 | Delhi | 2,359,408 | 42,028,470 | 7,487,064 | 13,256,836 |
| | **MANIPUR :** | | | | |
| 2 | Imphal | 67,717 | 72,747 | 73,042 | 73,184 |
| | **HIMACHAL PRADESH :** | | | | |
| 3 | Simla | 42,597 | 55,696 | 68,236 | 82,527 |
| | **TRIPURA :** | | | | |
| 4 | Agartala | 54,878 | 80,634 | 109,290 | 142,514 |
| | **PONDICHERRY :** | | | | |
| 5 | Pondicherry | 40,421 | 50,081 | 62,050 | 76,880 |
| 6 | Chandigarh | 99,262 | 120,901 | 147,257 | 179,359 |

(*Concluded.*)

## Annexure—II

**Delimitation of boundaries of Standard urban Areas : Census of 1971 Proforma for information to be recorded**

Principal Town/City : State :

| Sl. No. | Type of Information | Information |
|---|---|---|
| 1 | 2 | 3 |
| 1 | Administrative units included in the 'Standard Urban Area'. | |
| 2 | Total area and population (1961) in the Standard Urban Area. | |
| 3 | Population figures, density and other criteria assumed in delimiting the S.U.A. | |
| 4 | Directions in which the town/city has tended to grow and whether these have been incorporated into the Standard Urban Area. | |
| 5 | Physical constraints to development such as rivers, back-waters, marshy areas, defence areas, etc. | |

(*Continued.*)

**Annexure—II**

**Delimitation of Boundaries of Standard Urban Areas : Census of 1971 Proforma for information to be recorded—*Contd.***

Principal Town/City : State :

| Sl. No. | Type of Information | Information |
|---|---|---|
| 1 | 2 | 3 |
| 6 | Area of influence of the principal city/town (core area) based upon the following criteria. | |
| | (a) Daily Commutation to place of work. | |
| | (b) Supply area for the principal town for milk, dairy products, vegetables etc. (Exclude rail and long distance truck hauls). | |
| | (c) Retail Trade Area covering such commodities as foodgrains, cloth & general provision. | |
| | (d) Extent of local bus coverage. | |
| | (e) Secondary Education Catchment Area. (Outside the municipal limits). | |

(*Continued.*)

**Annexure—II**

**Delimitation of Boundaries of Standard Urban Areas: Census of 1971 Proforma for information to be recorded—*Contd.***

Principal Town/City : State :

| Sl. No. | Type of Information | Information |
|---|---|---|
| 1 | 2 | 3 |
| 7 | Details of any new large-scale activity (e.g. industry, market, transport & communication link, location of administrative function, etc.) that is anticipated and which will influence the growth of town. | |
| 8 | List of villages/towns within 10 miles of the periphery of the principal city/town. | |
| 9. | Any other information which you consider relevant to be recorded and which has influenced the identification of Standard Urban Area. | |

(*Concluded.*)

APPENDIX-I.C

A. Chandra Sekhar

D. O. No. 37/10/68-RG
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
10th July, 1969.

**Census of India 1971-Circular No. 3**

Dear Krishnatry,

We have had a very useful discussion on the census schedules, concepts and procedures for the 1971 Census when we met at the first Census Conference between the 16th and 21st May, 1969. The experiences of the pretests and the exchange of views at the conference have made us fully appreciate the various problems of the census operations. The proceedings of the conference are being separately circulated.

Almost immediately after the conference, as was already intimated to you in my demi official letter No. 9/3/69-CTU, dated 27th May, 1969, the questionnaires and concepts for the 1971 Census were considered at a special meeting of the Planning Commission and it has made certain recommendations. The minutes of the meeting of the Planning Commission are also being communicated to you along with the proceedings of the Census Conference.

Taking into consideration the views expressed at the Census Conference and the recommendations of the Planning Commission, the census schedules for the 1971 Census have now been finalised and have also been finally approved by the Ministry of Home Affairs. The census schedules as now finalised are :—

(1) Houselist
(2) Establishment Schedule
(3) Individual Slip
(4) Population Record

Specimen copies of these schedules are appended to this circular. Cyclostyled copies of the instructions for filling the schedules are attached.

The Government of India have also notified under Section 3 of the Census Act its intention to take the population census in India in 1971 with the reference date as the sunrise of 1st March, 1971.

We thus have the green signal to proceed full steam with the 1971 Census Operations.

The census schedules, as now finalised, make it unnecessary to introduce any area sampling at the next census. At the last conference, we did come up with several problems

relating to area sampling such as the preparation of suitable frame, recruitment and training of special enumerators, increased workload in the sampled areas, etc. All these have now been obviated.

The Houselist also gets somewhat simplified with the question on the age of the house, which received doubtful response, and the questions on the material of floor and on the deaf and dumb being given up. The Establishment Schedule does not undergo any change.

The Individual Slip has undergone some important changes. A couple of questions on the current fertility of a woman in married status have been included viz. (i) age of marriage (ii) Any child born in the last one year. These questions have to be canvassed with some care so as to avoid all kinds of biases setting in and to eliminate recall lapses to the extent possible by reckoning the period of last one year with reference to a well known festival day in 1970, close to 1st March, such as Holi, Sankranti, pongal, etc. You may please prescribe this festival for your State and let me know its corresponding date according to the English calendar may also be given. You may make reference to this festival in the local language translation of the instructions for filling the Individual Slip. While training the enumerators particular emphasis should be laid on ensuring that all *live* births within this period of about one year, till the enumeration date, are entered without fail. Cases of infant deaths are likely to be missed out unless specifically enquired into. It has to be ensured that no live birth, even if the child died immediately after birth and obviously not *alive* at the time of enumeration is not missed. However, cases of still births have to be left out of count.

The other major change introduced relates to the concepts and the form of the economic questions in the Individual Slip and these require your close study and attention. Paras 78 to 127 of the instructions for filling the Individual Slip cover these. You will notice that question 16(a) of the Individual Slip will help us to put every individual under a definite category of worker or non-worker, according as what the person indicates his main activity to be. Under question 17 the secondary work will be ascertained of all persons, irrespective of whether the person's main activity recorded under question 16(a) falls under a category of the worker or a non-worker. The revised concepts are expected to give a more realistic picture of participation in work, ensuring that persons who are basically non-workers, such as students and housewives, are not treated on par with full-time workers and at the same time, not losing count of their contribution to work, which will be reckoned under secondary work. While training up the Deputy Superintendents of Census Operations, the District Census Officers, Charge Superintendents, the Census Supervisors and the Enumerators, these instructions would require to be carefully drilled in.

I have since decided that the Population Record will also be posted universally by every enumerator. The Population Record, apart from yielding data for household composition, will be very helpful in our post-enumeration check and will also be a valuable record of reference for the future.

When we meet for the training seminar in September this year, we can reserve one afternoon during which each one of us can address mock enumeration training classes. This may be helpful in ensuring that each of us has understood the concepts in the same way. At some of the earlier censuses, it has been found that there was some lack of uniformity in the application of concepts on account of different interpretations given by different census superintendents. I, therefore, feel that it will be useful for us to spend some time on this at our training seminar.

Based on our pretest experience, and as the canvassing of the Household form has been given up, it would appear that each census enumerator should be able to cover a population of about 750 in rural areas and 600 in urban areas.

It is obviously not possible to keep to an absolutely uniform size of the enumerator's block. It can be a little more or little less in size according to convenience.

We have to get ready the State language varsion of the Schedules and Instructions for printing as early as possible. I believe you have already furnished the translations of the Houselist and Establishment Schedules. I do hope that you have completed the translation of instructions for filling the houselist also by now.

Blank forms of the Individual Slips appear to have been sent to you to set them up in your State language. This may be done early. As regards translating the revised Instructions the work may be rendered easy as you might have already translated the original instructions for filling the old Individual Slip, fertility schedule of the Household form etc. Since the final Individual Slip makes changes only in regard to the economic questions and the transfer of questions pertaining to current fertility from the Household form to the Individual Slip, it should be possible for you to send the final translation of the revised instructions for filling the Individual Slip as early as possible. The sooner you finalise them and send them the better, as we shall have take steps for the printing of a very large number of forms and instruction books.

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

Shri S.M. Krishnatry,
Superintendent of Census Operations,
North East Frontier Agency.

APPENDIX-I.D

D.O. No. 37/10/68-RG
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
10th July, 1969.

A. Chandra Sekhar

**Census of India 1971-Circular No. 4**

Dear Krishnatry,

One of the valuable compilations that we shall be making at the 1971 Census will be a fairly comprehensive and uniform Town and Village Directory. We have had occasion to discuss at the last Census Conference the information that we may present in these Directories. These Directories will be in two parts. The first part largely covers data other than the census and the second part is the primary census data derived from the 1971 Census.

The schedules developed for the Town Directory and the Village Directory along with the instructions are sent herewith. The task of compilation of the data for Part I should start as soon as possible in co-operation with the local officials of the State Governments. Perhaps it will be convenient if the sehedules for the Village Directory-Part I and the instructions for compilation of the schedule are translated into local languages before they are sent out for posting of the data by the village officials. Town Directory schedule may not require to be translated. It is better that these schedules are filled in English, as a consolidated compilation will be presented at the All India level. The compilation of Part I of the Town and Village schedules should be completed before the houselisting. If for any reason information could not be completely collected for any of the places before the houselisting, instructions should be given to the houselisting staff to collect the data and fill in the schedules in such areas. By the time the houselisting is completed, the compilation of Part I of the Village and Town Directories should have also been completed for all areas.

The posting of Part II of the Town and Village Directories will of course have to wait till the 1971 Primary Census Abstract is compiled. So also Statement VII of the Town Directory Part I.

The Town Directory schedule should be filled in duplicate in English. One copy may be sent to this office after checking.

You may notice that the Village Directory schedule as discussed during the last Conference has been slightly changed in parts so as to conform to the pattern of classification of land use as recommended by the Ministry of Food and Agriculture, Government of India. The Ministry of Food and Agriculture has recommended the maintenance of records of land use pattern under nine categories. In columns 11 to 15 of the Village Directory schedule, Part I, these nine categories have been grouped into five categories. As infor-

mation in respect of each category is expected to be separately available, it is hoped that the grouping will not pose much problem for the compilation of the data.

In some States and Union Territories, the land use statistics at the village level may not be maintained according to the system recommended by the Ministry of Food and Agriculture. Perhaps in those cases it will be difficult to make the necessary adjustments so as to furnish the data in the form as required in the present schedule. In case of difficulty it will be better to furnish information according to the concepts and categories recognized by the local authorities. Such cases may, however, be brought to the notice of this office for information.

*Encls :* As above

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

Shri S.M. Krishnatry,
Superintendent of Census Operations,
North East Frontier Agency,

APPENDIX-I.E

A. Chandra Sekhar

D.O. No. 37/10/68-RG
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
10th July, 1969.

**Census of India 1971—Circular No. 5**

Dear Krishnatry,

The programme for the 1971 Census is now fairly well set. It will be useful if we kept a close and constant watch on the progress of every detail of the census operations. I trust that you have drawn up a Census Calendar for your state. It is best to review the progress of the operations with reference to the Census Calendar you have drawn up. I shall be grateful if you kindly send me, addressed by name, a monthly progress report in duplicate in the form appended. Even if certain item of work is targetted for completion a few months hence, action would require to be initiated much earlier. You may kindly indicate in your progress report the action that has been initiated and what progress has been made under each item.

The progress report that was hitherto being sent covered mostly the progress of printing of the 1961 Census publications and progress of Social Studies taken up as part of the 1961 Census. This progress report may now be discontinued. However, in the progress report now proposed for the 1971 Census, you may give as a separate item a brief account of the 1961 Census work that may be still outstanding and what progress has been made.

Under 'General Remarks', you may kindly add any personal comments you may have about any aspect of the census work. You are welcome to give any suggestions. The Census Calendar itself may require adjustment from time to time on the basis of your experience but of course keeping to our ultimate goal of completing the census enumeration by the targetted date, which cannot obviously be changed.

*Encl :* Form

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

Shri S. M. Krishnatry,
Superintendent of Census Operations,
North East Frontier Agency.

*P.S.*

Please ensure that the Progress Report for each month reaches me by the tenth of the succeeding month.

## 1971 CENSUS OPERATIONS

### Progress Report

.....State Month.....

(1) 1971 Census calendar & progress of action

| Targetted dates as per the Census Calendar | Targetted item of work | Action taken on each item of work and the progress made | Remarks |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| | | | |

(2) Balance of 1961 Census work, if any, and the progress made :

(3) Brief summary of touring undertaken by the S.C.O during the month :

(4) General remarks, if any, of the S.C.O :

APPENDIX-I.F

D.O. No. 37/10/68-RG
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
15th October, 1969.

A. Chandra Sekhar

**Census of India 1971—Circular No. 6**

Dear Krishnatry,

I have read with keen interest various census circulars by some of the Directors of Census Operations issued to the District Officers in their respective States and found them well written and instructive.

I, however, found that some of these were very long and contained more than one or even two important subject matters. For example, there was a circular which ran into 25 cyclostyled pages and covered (i) formation of enumerator's blocks, (ii) preparation of General Village/Town Registers and (iii) appointment of enumerators. You would readily appreciate that each one of these topics perhaps deserves to be the subject matter of a separate circular though each stage may lead on to action to be taken in the next stage. Each of our circulars may confine itself to the specific action to be taken in a particular stage. As you are aware, the District Officers, hardpressed as they are for time owing to their preoccupations, are prone to be averse to applying their mind to unduly long, omnibus cyclostyled communications and, therefore, our circulars, if they fall in the above category, are likely to escape urgent attention of the District Officers.

In view of the foregoing, I would commend the following points to be borne in mind while issuing census circulars in future :

(1) A census circular should be lucid but just long enough to convey the central idea and guidance for its implementation.

(2) It should, as far as possible, contain only one important subject matter.

(3) It should have three distinct main parts,
   (a) introduction of the subject matter,
   (b) treatment of the subject matter, and
   (c) action to be taken for its implementation.

I hope, if we follow such a pattern, our circulars would be received more enthusiastically and help the District Officers in their implementation. I would not, however, like to cramp your style. You are the best judge to decide on the most effective way of guiding the operations in your State.

*Yours sincerely*
Sd/-
( A. Chaedra Sekhar )

Shri S.M. Krishnatry,
Director of Census Operations,
North East Frontier Agency,
SILLONG-3.

APPENDIX-I.G

D O. No. 37/10/68-RG
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
15th October, 1969.

A. Chandra Sekhar

**Census of India 1971—Circular No. 7**

Dear Krishnatry,

It has been brought to my notice that there is certain amount of hesitation in the minds of the field workers (Patwaris, Village Panchayat authorities, etc.) in numbering houses which are either unauthorised constructions or built on areas or lands which are prohibited for construction of houses. The latter category of areas is termed in local parlance in some States as "Lal Dora". Similar position may also obtain in regard to unauthorised construction of houses in urban areas. There is also an apprehension that attempts may be made by the field agency to match the number of houses borne on the property registers maintained by the urban local body or a Panchayat with those numbered in the housenumbering operation of the census which may result in skipping over some houses in the process of numbering.

As you are no doubt aware, we have to number every house whether it is an unauthorised construction or built on prohibited area and, therefore, we have to guard against the above pitfalls and misapprehensions. I am sure, you will give adequate emphasis on these points while training the enumerators for housenumbering and impress upon them that every house, notwithstanding its legal position and its entry or its omission in the 'Property Registers' of the local bodies, has got to be numbered. Census housenumbering system does not confer any legal right on any construction. Our sole objective is to number and list every construction so as to ensure complete coverage of population at census enumeration.

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

Sri S.M. Krishnatry,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

APPENDIX—I.H

D.O. No. 37/10/68-RG
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
15th October, 1969.

A. Chandra Sekhar

**Census of India 1971—Circular No. 8**

Dear Krishnatry,

A recent census circular issued by some of the Directors of Census Operations reveals that the concept of 'non-municipal urban area' or 'sub-urban area' is still in their mind, presumably, based on the 1967 communication (D.O. letter No. 9/69/66-CTU dated 23rd September 1967) issued from this office for delineating 'suburban areas'. With the adoption of the concept of 'Standard Urban Area' for the 1971 Census, the concepts of 'Towngroup' and 'Suburban Area' or 'non-municipal urban area' have been abandoned, since the delineation of 'Standard Urban Area' is expected to take care of these attributes of core towns of 50,000+. It was clarified at the September Seminar at Darjeeling that the above-mentioned letter be treated as cancelled and that no further action need be taken in pursuance thereof. It is further reiterated that no steps be taken to delineate 'non-municipal urban area' or 'suburban area'. (The terms 'non-municipal urban area' or 'suburban area' refer to the 'outgrowth' of town which does not lie within the statutory limits of the local urban body of the town). Areas outside the statutory limits of Corporation, Municipality etc. if they qualify to be treated as Urban in their own right, they will be recognised as separate units as such at the next census. But the mere overflow of some urban construction beyond the statutory limits of a town can not be treated as part of the main town.

Some of the Directors have apparently thought that the census data relating to such 'outgrowth' (non-municipal urban area or suburban area) would be merged with those of the town concerned at the time of tabulation. This is not correct. Though the area is contiguous to the town, if it is outside the statutory municipal limits, it must lie within the limits of a revenue Mauza (village) or a Panchayat and the statistics of such area will form part of those of the village concerned. Obviously, while carving out Enumerator's Block such area should fall in the limits of the Enumerator's Block of the village concerned under Rural charge. Such areas do need particular attention as sometimes the town authorities will not be covering them as they are outside the statutory limits of the town while the village authorities not being very clear about the delimitation of the boundaries of a town may also miss them. You will no doubt guide the Charge Superintendents in this regard.

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

Sri S.M. Krishnatry,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

APPENDIX-I.I

A. Chandra Sekhar

D.O. No. 9/30/69-CTU
Ministry of Home Affairs
Registrar General, India,
2/A Mansingh Road,
*New Delhi-11.*
2nd, December, 1968.

**Cebsys If Ubdua 1971-Circular No. 9.**

*Subject* :—Section 8(1) of the Census Act—Questions to be published.

Dear Barthakur,

Some of the Directors of Census Operations have enquired if under Section 8(1) of the census Act, the questionnaires as well as the detailed instruction to enumerators for filling them should be notified in the gazette by the State Governments.

It is clarified that it is necessary only to notify the census questions which the census enumerators are required to ask. Therefore the questions contained in the Individual Slip alone which is canvassed during the census enumeration period need be notified in the official gazette of the State Governments. The detailed instructions to enumerators need not be published. It is not necessary to publish the Houselist and Establishment Schedule.

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agencey,
SHILLONG-3.

APPENDIX I.J

D.O. No. 9/32/69-CTU(CEN)
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
15th May, 1970.

A. Chandra Sekhar

**Census of India 1971—Circular No. 10**

*Subject* :—Houselist Abstract.

Dear Barthakur,

As you are aware, the question of prescribing a 'Houselist Abstract' to be compiled by the Houselist enumerator has been engaging our attention for some time. This matter was also discussed at Darjeeling Conference and the need of prescribing such an Abstract was emphasised with a view to obtaining 'control figures' of the number of census houses and households since the Houselist data would be tabulated on a sample basis. It has now been decided that every enumerator will prepare a Houselist Abstract for his block in duplicate. A specimen form of this Abstract is enclosed. ( Form I )

2. You may kindly get this form printed locally (if necessary in the regional language) in the quantity required by you and supply two copies to each enumerator.

3. I am sorry that this has been delayed slightly but I am sure you would be able to get the copies printed by the time you propose to distribute the schedules to various centres.

4. The training of the enumerators and supervisors is about to commence in the field. At the time of training, the Abstract could be expatiated upon and the manner of filling the columns explained to the enumerators.

5. You will find that column 1 of the Abstract relates to 'page number'. Every enumerator will be filling up about 10 to 15 Houselists depending on the number of houses in his block. He will thus have a bunch of Houselists duly filled in for his block. He should be asked to assign page number to the Houselists in a serial (needless to say that each Houselist form has two pages—obverse and reverse) for the entire block. He has to enter 'totals' of 'each page' of the Houselist in each line of the Abstract and strike grand total of each column in the last line of the Abstract. If there are more pages than the lines in the Abstract, then the entries should be carried to the reverse and the grand total struck at the end.

6. Special instructions will also have to be given in the training classes to the enumerators for filling up columns 2 to 6 of the Abstract. In column 2, only such occupied

census houses should be entered which are used 'wholly' for the purpose of 'residence'; that is to say, such of the census houses which are partly used as residence and partly as shops, workshops, etc., (like shop-cum-residence, workshop-cum-residence, etc.,) will not be entered in column 2 but their number will be entered in column 3. Columns 4, 5 and 6 are mutually exclusive. Column 5 is self explanatory and needs no comments. In colum 6, will be entered, the number of census houses, which are not used as residence partly or wholly, nor which are vacant but are used as shops, workshops, office, places of entertainment, places of worship, etc., that is to say, all the census houses which are not included in columns 2 to 5 of the Abstract. Column 7 will give the total number of census houses. Column 8 relates to total number of households including Institutional Households. In this column, will be entered, the total of the number of heads of the households appearing in column 9 of the Houselist.

For filling Column 9 of the Abstract, the enumerator will face a difficulty. This would be resolved if you issue additional instructions for filling up column 9 of the Houselist and ask the enumerators to add boldly 'INSTITUTION' or the equivalent in the regional language for 'Institution' like ' संस्था ' in the case of Hindi, after the name of the head of the household. 'INSTITUTION' or its regional equivalent should be written within brackets after the name like 'Ramdas' (INSTITUTION). If this is provided then, the enumerator can easily count the 'Institutions' in column 9 of the Houselist and give its page total in column 9 of the Abstract. Since the number of Institutions that the Houselist enumerator comes across in the area allotted to him may not be very many, he may not face any great difficulty in posting the Institutional Households in the Abstract.

7. The supervisors should be asked to check the Abstract with reference to the entries in the Houselist and countersign the Abstract in token of having done so.

8. The Abstract duly filled in will accompany the enumeration record (i.e., filled in Houselists and Establishment Schedules) of the block.

9. Each charge officer may post and consolidate the figures furnished by all the enumerators in his charge and furnish the grand total under each column for his charge. Soon after the houselisting operations are completed, the State census officers should have these figures posted for each Tahsil (Rural and Urban separately) and for each Town and for each District. These should be communicated to the Registrar General's Office in the form enclosed. ( Form II )

10. Please acknowledge receipt.

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

*Encls* : (i) Form of Enumerator's Houselist Abstract.
(ii) Consolidated Houselist Abstract for the State.

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

**FORM—I**

**CENSUS OF INDIA 1971**

# HOUSELIST ABSTRACT

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

Name of Tahsil/Thana/Anchal/ Name or number of Ward/Mohalla/

Island..... Code No..... Enumerator's Block.....

| Page No. of House-list | Number of Census Houses | | | | | | Number of Households | | Total Population | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Occupied residential Census Houses | | | Vacant Census Houses | Census Houses put to other uses | Total of Columns 4, 5 and 6 | Total House-holds including Institutional Households | Institutional House-holds | Males | Females | Total |
| | Wholly residential | Partly residential | Total | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
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| Total | | | | | | | | | | | |

Checked and found correct.

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

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

## FORM—II

## CENSUS OF INDIA 1971

## CONSOLIDATED HOUSELIST ABSTRACT

.....State/Union Territory

| State/District Subdivision/ Tahsil/Police Station/Town | Total Rural Urban | Number of Census Houses | | | | | | Number of Households | | Total Population | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Occupied residential Census Houses | | | Vacant Census Houses | Census Houses put to other uses | Total of Columns 4,5 and 6 | Total households including Institutional Households | Institutional Households | Males | Females | Total |
| | | Wholly residential | Partly residential | Total | | | | | | | | |
| 1 | | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| | | | | | | | | | | | | |
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APPENDIX—I.K

A. Chandra Sekhar

D.O. No. 37/10/68-RG
Ministry of Home Affairs
Registrar General, India.
2/A Mansingh Road,
*New Delhi-11.*
3rd January, 1970.

**Census of India 1971—Circular No. 11**

Dear Barthakur,

We have attempted a few points which the Supervisors should bear in mind while supervising housenumbering and houselisting operations and for checking the House-list and Establishment Schedule in the enclosed note. I hope these would come handy and be useful to the Supervisors.

You are at liberty to add or delete any portion, to meet local circumstances.

If necessary these instructions may be translated into the regional language and requisite number of copies got printed by the State Government Press.

Receipt of this letter may please be acknowledged.

*Yours sincerely*
Sd/-
( A. Chandra Sekhar )

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontiet Agency,
SHILLONG-3.

## GUIDELINES FOR THE SUPERVISORS FOR CHECKING FILLED IN HOUSELIST AND ESTABLISHMENT SCHEDULES

Your primary duties are :

(i) To know your enumerators ;

(ii) To ensure that boundaries of the respective enumerator's blocks are known to the concerning enumerators and to you ; and that there is no overlapping of Block boundaries in terms of buildings ;

(iii) To ensure that the enumerators are well trained in the instructions for house-numbering and houselisting and that their doubts, if any, have been clarified ;

(iv) To ensure that the requisite number of schedules have been received by the enumerators ;

(v) To supervise the work of the enumerators while they are in action and to ensure that actual work proceeds according to schedule and that enumerator does day-to-day work and does not allow it to be accumulated ;

(vi) To ensure that every house has been numbered ; and

(vii) To check cent percent entries of the Houselists, Establishment Schedules and the Houselist Abstract of each enumerator's block. In case of missing, arroneous or doubtful entries, please visit the house and correct the entries.

The following points should deserve your special attention while checking the Houselist, Establishment Schedule and the Houselist Abstract :

**HOUSELIST :**

(i) *Location Code No. :* See that Location Code number is corractly and legibly written.

(ii) *Col. 1, Line No.* : There must be a serial number on *each* line, irrespective of whether a line covers Census House or only a Household and it should be continous for the entire enumerator's block. The entry on a line should not overflow into the next line.

If the entries on any line are struck off either because the entry is wrong or due to some other reason, such a line will not get a serial number. If one is already assigned to such a line, it should be struck off and subsequent serial numbers corrected accordingly.

(iii) *Cols. 2, 3 and 8* : (*Building No., Census House No. and Household No.*)

These three columns should be scrutinised together to see that these correspond to one another as stipulated in the instruction (see paras 29 to 35 and 44 to 46 of the Instructions booklet).

If a building has only one census house and the census house has only one household, the census house number (col. 3) and number of the household (col. 8) will be the same as the building number (col. 2).

If the building has more than one census house, then it will be indicated in col. 3 by putting sub-number in round brackets for each of the census house after the building number, for example, if a building with no. 23 has three census houses in it, then the census house no. in col. 3 for each of the census houses will be :

23(1), 23(2) and 23(3)

When a census house has more than one households, these will be distinguished by adding alphabet (a), (b), (c), etc., to the number of the census house. Example : Census house no. 23(1) above has three households, their numbers in col. 8 will be written respectively as :

23(1)(a), 23(1)(b) and 23(1)(c), the entries pertaining to each household being made in a separate line, of course.

In case where a new building has come up between two buildings already numbered, say between 23 and 24, the new building will have an additional no. with an oblique mark as '23/1' which will be carried over to cols. 3 and 8.

In some towns and cities building numbers already exist and if these have been accepted (your charge officer will advise you in this regard) for census purposes, then whatever number exists on the building it should be recorded in col. 2, e. g., '35A' '35B' or "2/33" or "2/63" etc.

**Very Important** :

(a) Please ensure that *vacant plot and building under construction, the ceiling of which is not completed* are not to be numbered nor recorded in the Houselist. Vacant houses, i.e. those with walls and a roof will have numbers and will be recorded in the Houselist.

(b) If a building has more than one census house, the building no. (col. 2) will appear only against the entry of the first census house. Entries in col. 2 pertaining to other census houses in the same building will be 'blank'. Similarly, if a census house has more than one household, the number of the census house will be entered in col. 3 against the entry of the first household. Col. 3 against subsequent households in the same census house will be blank. Please refer to the filled in speciment Houselist given to you during training. The above will be clear.

(iii) *Cols. 4 and 5* : Do not accept entries like 'kachha' or 'pucca', in these columns. Specific material of wall and roof should be recorded in these columns respectively. (see para 38 of the Instructions booklet).

If there are more than one household in a census house, entries in cols. 4 and 5 will appear only against the first household. i.e., household whose number (col. 8) is indicated by alphabet (a) ; for subsequent households in that census house, cols. 4 and 5 will remain blank.

(iv) *Cols. 6. and 7* : If the entry in column 6 is just 'residence', corresponding entry in col. 7 should be 'No' and cols. 8 to 16 should be filled in as there is bound to be a household in a residence.

If the entry in col. 6 is 'shop-cum-residence' or 'workshop-cum-residence' etc., the entry in col. 7 will be 'yes' and even then cols. 8 to 16 are to be filled in with regard to the household residing there.

Only in case where col. 6 denotes that the census house is not used as a 'residence' either wholly or partly, cols. 8 to 16 will be blank.

When entry in col. 6 is 'vacant', please check up that the 'reasons' for 'vacancy' are noted in col. 17. (see para 39(13) of the Instruction booklet).

Whenever there is 'yes' in col. 7, please check up with the Establishment Schedule, that this entry is recorded there.

Verify the correctness of entry in col. 6 with reference to 'yes' in col. 7, from the details in the Establishment Schedule.

Example : entry in col. 6 is 'shop' and in col. 7 is 'yes'. Corresponding detailed entry in Establishment Schedules indicates that it is a 'workshop'. In such a case, the entry in col. 6 of the 'Houselist' should be corrected as 'workshop'.

(v) *Col. 9* : See para 47 of the Instrnctions booklet. In addition please ensure that the enumerator adds "INSTITUTION" boldly in this column in respect of Institutional Households. This has to be done to enable the enumerator to post col. 9 of the House-list abstract correctly.

(vi) *Col. 10* : If the 'head' of the household belongs to Seheduled Caste/Scheduled Tribe, then only S.C. & S.T., as the case may be, will be written and the name of the 'caste' or 'tribe' written. Check up that the name occurs in the list of Scheduled Castes/ Tribes supplied to you. Do not accept entries like 'Achhut', 'Harijan'. There should be specific name from the list.

If the head does not belong to SC/ST, there should be 'X' in this column.

In the case of 'Institutional' household such as boarding House, Hostel, Jail etc. see that there is 'X' in this column. (See paras 48-49 of the Instructions booklet),

(vii) *Col. 11* : Please ensure that 'Bathrooms' or 'Latrines' are not counted as rooms. (See para 51 of the Instructions booklet).

(viii) *Col. 12* - (See paras 54-55 of the Instructions booklet).

(ix) *Cols. 13, 14 & 15* : Ensure that figure in col. 15 is equal to figures in col. 13 *plus* col. 14.

(x) *Cols. 16-17* : (See paras 58-60 of the Instructions booklet).

(xi) After scrutinising the columns of the Houselist as above, please check up that Form I of Houselist Abstract has been filled in properly. It should be seen that page by page entries are made in each column.

If the line numbers are given properly then the total lines of the Houselist for each enumerator's block will be equal to the total of the figures in cols. 5,6 and 8 of the *Abstract or total lines in Houselist cols. 5+6+8 of the Abstract.*

Apply the above check to ensure that Abstract contains all the 'line entries' in the Houselist.

**ESTABLISHMENT SCHEDULE**

(i) Make sure that for all 'yes' entries in col. 7 of the Houselist, there is a corresponding entries in this Schedule. Check concerning entry in col. 6 of Houselist and verify that the nature of establishment is correctly entered.

(ii) *Col. 1* : There should be a running serial for each entry (line) for the entire enumerator's block.

If any entry is struck off either by the enumerator or by you while checking succeeding serial number should be corrected and correspondence with col. 7 of the Houselist should be ensured.

(iii) *Col. 2* : See that this is the same number as recorded in col. 3 of the Houselist.

(iv) *Col. 3 :* Do not accept entries in abbreviated form like 'TISCO' ; it should be completed name like 'Tata Iron & Steel Co. Ltd.'

(v) *Col. 4 :* See paras 70-73 of the Instructions booklet.

(vi) *Col. 5 :* In addition to the hired workers and apprentices paid or unpaid, if any, include, the working proprietors and family workers (see paras 74-76 of the Instructions booklet).

(vii) *Col. 6* : Distinction between Registered factory, workshop (unregistered) and Household Industry should be clearly understood. These would normally be mutually exclusive (see paras 78-87 of the Instructions booklet).

(viii) *Col. 7 :* See para 88 of the Instructions booklet.

(ix) *Col. 8 :* If animal power is used as in the case of oil Ghani, say 'animal power'. If human power is used say 'manual power'.

(x) *Cols. 9-10 :* For establishments like Bank, Insurance Co., Pawn shop, write 'Banking Services', 'Insurance Services', 'Money lending services' respectively in col. 9 and put a 'X' in col. 10. (See paras 92-96 of the Instructions booklet).

(xi) *Col. 11 :* Establishments not coverd in cols. 6-10, will appear in this column.

(xii) Please note that if there is entry in col. 11, there will be no entries in col. 6-10, if there are entries in cols. 6-8, there will be no entries in cols. 9-11 and if there are entries in cols. 9 or 6 and 10, there will be no entries in cols, 6-8 and 11.

(xiii) Yours is a vital role in this operation. Accurate and full coverange of this operation solely depends on your close supervision and checking of the filled in schedules.

And, mind you, there is no short cut or alternative to intesive study of the instructions and assimilating them thoroughly to carry out the tasks entrusted to you.

APPENDIX—I.L

D.O. No. 32/1/70-RG (AD. 11)
Ministry of Home Affairs
Registrar General, India.
2/A Mansingh Road,
*New Delhi-11.*
23 February, 1970.

A. Chandra Sekhar

**Census of India 1971—Circular No. 12**

*Subject* :—Processing of Houselist and Establishment Schedules

Dear Barthakur,

1. At our training Conference in Darjeeling in September last, a note was circulated by this office indicating the outline for establishing of coding and Punching Cells in each State after the completion of the Houselisting operations. We had also occasion to discuss briefly the tentative sampling procedures purposed to be followed at the tabulation stage. In several States and Union Territories the Houselisting has been launched in February 70 and is likely to be completed in March 1970. The Registrar General's office also has conducted further exercises on the sampling procedures which have now been finalised. Short courses of training are also being arranged by this office for a Deputy Director and Tabulation Officer from each State Census office in the processing of schedules. These officers on return can take up the establishment and training of the personnel of the coding and punching cells of their respective offices and attend to the further processing of the schedules.

2. In the present circular are explained in brief the various stages of the processing of the Houselists and Establishment schedules and preparing the "input" for the Housing and Establishments tabulation on the Computer. This will be supplemented by further detailed circulars on certain aspects of this operation which require elaboration such as *Editing of the schedules, sampling* and *coding*. It is hoped that this circular will help, the Directors of Census Operations in setting up the coding and Punching Cells and organising the work of processing the Houselists and Establishment schedules in a systematic way.

*Main steps in the processing of the Houselists & Establishment Schedules*

3. The main steps in the processing of the Houselists and Establishment schedules are :

(i) Collection and arrangement of the filled in Houselists and Establishment Schedules ;

(ii) Editing of the Houselists and Establishment Schedules ;

(iii) Sampling of the Houselists ;

(iv) Coding of the sample entries of the Houselists and cent percent entries of the Establishment Schedules ;

(v) Punching of cards for the coded entries ; and

(vi) Transfer of the card-data on to magnetic tapes (called as card-to-tape operation) with the help of an electronic computer.

4. Work relating to items (i) to (v) above will be done in the Coding and Punching Cells to be established at the headquarters of the Directors of Census Operations as indicated in this Circular. The process mentioned in item (vi) will be the function of the Zonal Computer Centres which will be established at Gorakhpur, Madras, Bombay, Calcutta and Delhi. The magnetic tapes prepared at the Zonal Centres will be sent to the Registrar General's Office for tabulating the data for 'H' (Housing) and 'E' (Establishments) series of tables on the Central IBM 1401 computer. Separate instructions will be issued for the establishment of Zonal Centres in due course. Presently, let us deal with the Coding and Punching Cells.

*Headquarters of the Cells :*

5. A Coding and Punching Cell will be established by the Directors of Census Operations of the following States/Union Territories at their headquarters ;

(1) Andhra Pradesh
(2) Assam
(3) Bihar
(4) Goa, Daman & Diu
(5) Gujarat
(6) Jammu & Kashmir
(7) Kerala
(8) Madhya Pradesh
(9) Maharashtra
(10) Mysore
(11) Orissa
(12) Punjab
(13) Rajasthan
(14) Tamil Nadu
(15) Tripura
(16) Uttar Pradesh (at five Centres)
(17) West Bengal

6. The Cells set up at Shillong, Trivandrum, Madras, Calcutta, Agartala and Panaji will also attend to the processing of schedules of the neighbouring States/Union Territories as follows :

| Sl. No. | Headquarter of Coding and Punching Cell | Additional State/Union Territories schedules to be processe at the Cell in column 1 |
|---|---|---|
| 1 | 2 | 3 |
| 1. | Shillong (Assam) | (i) Nagaland (ii) N.E.F.A. |
| 2. | Trivandrum (Kerala) | L.M. & A. Islands |
| 3. | Madras (Tamil Nadu) | Pondicherry |
| 4. | Calcutta (West Bengal) | A. & N. Islands |
| 5. | Agartala (Tripura) | Manipur |
| 6. | Panaji (Goa; Daman & Diu) | Dadra & Nagar Haveli |

7. Houselists and Establishment Schedules of Haryana, Himachal Pradesh, Delhi and Chandigarh Union Territories will be processed at the Mechanical Tabulation Unit of the Registrar General's Office, that is to say, the Mechanical Tabulation Unit will function as Coding and Punching Cell for these four Directorates of Census Operations. Needless to say that no separate Coding and Punching Cell will be established in the Directorates of Census Operations of Haryana and Nagaland, and N.E.F.A, L.M. & A. Islands, Manipur, Delhi, Himachal Pradesh and Chandigarh Union Territories.

*Machines and staff :*

8. The number of punches and verifiers which will be provided to various Cells is given in Annexure 'A'. These will be installed by IBM and ICL and will be maintained by the respective firms. IBM machines will be installed on rental basis (monthly rent of these machines will be paid by the Registrar General's Office direct) while ICL machines will be purchased outright. (The price will be paid by the Registrar General's Office).

9. The staff which will be provided for each Coding and Puncning Cell is given in Annexure 'B'. The Cells at the Headquarters of the States which are completing the House-numbering and Houselisting operation in February-March 1970 will be established in April-May 1970, while those at the Headquarters of States which are completing the said operation in May-June 1970 will be established in June-July 1970. Although the Directors of Census of Assam and West Bengal will be completing the said operation in September-October 1970, still the Cells will be established at Shillong and Calcutta in July 1970 for processing the schedules of Nagaland and A. & N. Islands respectively.

*Accommodation for the Cell :*

10. The accommodation required for the Cell should be estimated at the rate of 20 sq. ft. per official *Plus* space for storing the filled in schedules ; total area should be computed on the basis of the staff as given in Annexure 'B'. As far as possible, the Cell may be accommodated in the existing building of the Directorate but if the present accommodation is inadqeuate for locating the Cell, steps should be taken to hire requisite accommodation in the month as near the date of establishment of the Cell as possible consistent with the availability of such additional accommodation.

11. Steps should also be taken to acquire necessary wooden furniture for the staff of the Cell in good time. Separate instructions will be issued for special furniture required for the Punch Operators and for keeping the cards.

*Details of each of the main steps :*

12. While the main steps in the preparation of "input" have been spelt out in para 3 above, the details of each step are explained in the following lines :

(i) *Collection and arrangement of the filled in Houselists and Establishment Schedules :*

13. On conclusion of the Houselisting operation, each enumerator would have filled in for his block.

(a) two copies of the Houselist ;

(b) two copies of the Establishment Schedule ; and

(c) two copies of Houselist Abstract.

The Charge Superintendent (or Charge Officer) should be asked to collect all these schedules at his headquarters. After ensuring that the above records have been received from every enumerator in his charge, he would arrange each copy of the above three documents in the serial order of the enumerators blocks. Thus there would be six main bundles or packages (Houselists 2 bundles of one copy each. Establishment Schedules 2 bundles of

one copy each and Houselist Abstracts 2 bundles of one copy each). For the facility of handling and transportation further, these bundles may be made into sub-bundles or packages. At no stage, should the schedules be allowed to be folded, they should be arranged in a "flat stack" in the size of the schedules, within the "stack or package" the schedules belonging to an enumerator's block should be secured together with a label attached showing the following details :

(a) Location Code Number (District, Tahsil, Village and Block in the case of rural areas and District, Town, Ward and Block in the case of urban areas) and

(b) Number of sheets of the schedules in the block.

The schedules of each block may be tied or stitched together with a string. Care should be taken that schedules of one block are not mixed up with those of other blocks and that these are identified as belonging to a particular block.

14. The Charge Superintendent (or Charge Officer) will retain one copy each of the Houselist and Houselist Abstract in his office for the purpose of carving out Enumerator's blocks for the population count. (After the population count is completed, this copy of the Houselist and its Abstract will be sent by the Charge Officer to the Directorate of Census Operations, where these will be neatly preserved as a "frame" for future surveys and other purposes).

15. The other copy of the Houselist, two copies of the Establishment Schedules and the other copy of the Houselist Abstract will be sent by the Charge Superintendent (or Charge Officer) to the Directorate of Census Operations within a week of the conclusion of the field operations.

16. A register of "Records" will be maintained at the Directorate in which records received from the Charge Officers will be entered as and when they arrive. A suitable form of this register may be devised by the Director and the receipt of complete records from all the charges ensured. From the very beginning, the records of "Urban" and "Rural" areas should be separately arranged. It will be desirable to arrange these records in two different rooms, one for "Rural" and other for "Urban". These would be arranged district by district and within the district tahsil by tahsil and within the tahsil in the serial order of the enumerators' blocks in the case of rural areas and within the district, town by town (in the order of their location code) and within the town in the serial order of the Enumerators' Blocks in the case of urban areas. The schedules of each block will always be maintained separately secured by a piece of straing or twine with the lable containing the identity of the block as mentioned above.

17. As stated earlier, the Directorate will receive two copies of the Establishment Schedules ; one copy will be neatly kept arranged in the manner described above for use as a "frame" for future studies and such other uses as may be specified by this office from time to time. The other copy of the Establishment Schedule will be taken up for processing along with the Houselist in the manner described hereafter.

(ii) *Editing of the Houselists and Establishment Schedules :*

18. As the data on the Houselist and Establishment Schedule will be coded and taken on punch cards for computerisation, it is absolutely necessary that the initial operation should be faultless and no inaccuracy or ommission should be allowed to remain in the returns on the schedules. In a manual operation, there could be an opportunity of correcting the inaccuracies even at the advance stage of tabulation but in automatic data processing (ADP) system, there is no such opportunity. Hence we have to take fool-proof measures to ensure consistency and eliminate patent inaccuracies before coding the data Notwithstanding elaborate instructions, intensive training and close supervision, there are likely to be a few incorrect and inconsistent entries or omissions in the filled in shedules. These have to be scrutinised for rectifying these defects by correcting the patently wrong or internally inconsistent entries and to a limited extent, supply probable entries for the omissions (called as imputation). This process is termed as "editing" the schedules. Exhaustive "Edit" instructions will be issued in a separate circular for Houselists and Establishment Schedules.

19. After the "records" are arranged, "editing" of schedules will be taken in hand. *Editing operation will be done at the Headquarters of the Director of Census even in respect of the States and Union Territories where the cell is not located.* This is being suggested because the Cell where the schedules will be coded etc, may find it difficult to edit the schedules which will be written in a regional language. The Director of Census who does not have the Cell at his headquarters will get in touch with the Director and the Registrar General's Office, as the case may be, who have been enjoined to process the schedules of the former (as indicated in para 3 above) and ascertain the appropriate date to consign the edited schedules (Houselist and Establishment Schedule) along with the Houselist Abstract and arrange for their transportation accordingly in the same order as described in para 13 above.

20. The editing should be done with the help of the existing staff in the Directorate, the work being entrusted to the Tabulation Officers, Statistical Assistants and Computors under the direct supervision of Deputy Director. An Assistant Compiler should not be put on the job of editing.

(iii) *Sampling of the Houselist :*

21. After editing is over, the next step is the sampling of the Houselists.

22. The "Housing" Tabulation is on a 20% sample. "Census House" will be the unit for sampling. Detailed instructions will be issued on sampling procedure in a separate circular.

(iv) *Coding of the entries on the schedules :*

23. As the tabulation of Establishment schedules is on a full count, all entries in these schedules will be coded, hence while the samples are drawn from the Houselists,

coding of the Establishment Schedules should start immediately on receipt of the edited schedules at the Cell. When sampling work of the Houselist is completed for a tahsil for rural areas and non-city district-urban/city for urban areas, the Houselists of such units should also be passed on to the coding section for coding the entries. In fact "Samling and Coding" will be dovetailed till the sampling work of all units is completed.

24. "Code structure" and instructions for coding will be circulated in a separate circular.

25. There may be some language difficulty in coding the schedules of some of the States/Union Territories which will be processed at the Cell located at the Headquarters of a State different from the one to which the schedules belong. In the Registrar General's Office, there are coders knowing various languages, hence there will be no difficulty in coding the schedules of Haryana, Delhi, Himachal Pradesh and Chandigarh Union Territory. Similarly there will not be any such difficulty in processing the schedules of Nagaland and N.E.F.A. at Shillong Cell as the bulk of the schedules will be written in English. The schedules of Manipur will be processed at Agartala Cell where the language difficulty may be faced. The Director of Census, Manipur, should either post some of his Assistant Compilers, one Computor and a Statistical Assistant at Tripura Cell or the Director of Census, Tripura, may, recruit some coders knowing Manipuri language for the Cell. The course of action should, however, be decided by the Directors concerned in mutual consultation in such cases.

(v) *Punching of cards for the coded entries :*

26. Coding and punching operations will be dovetailed. To start with, however, the punching will commence only after the schedules have been coded for a few territorial units (tahsils/non-city-urban district). Detailed instructions will be issued separately.

*Staff for the Cell :*

27. The formal sanction for the posts indicated in the staff pattern given in Annexure 'B' will be issued in March 1970, so that whenever necessary (see para 9) these could be filled in by the Directors through permissible channels after obtaining the clearance from the surplus Cell of the Ministry of Home Affairs. The post of Deputy Director will not be sanctioned separately for the Cell. One of the Deputy Directors already in position will be placed in charge of the Cell.

28. We would commend that members of the existing staff in the Director's office, if they are found suitable, may be adjusted against the appropriate posts in the Cell and their vacancies filled in according to the permissible channels. However, bulk of the posts particularly at lower level i.e., punch Operators and Coders etc., will have to be filled in by direct recruitment. We had already intimated the Directorate General of Employment and Training about our need for trained punch Operators and they have conveyed it to various Employment Exchanges. You may also get in touch with the local Employment Exchanges and ask them to keep the list of trained Punch Operators ready. There are training faci-

lities in places like Madras, Bombay and Calcutta where a large number of trained persons would be available. You may tap these sources even if these are outside your State and obtain list of trained personnel from the Employment Exchanges at these places in case trained persons are not locally available. Several of the trained personnel at these centres may be prepored to work in your State.

29. Taking trained employees for other departments like Railways or State Government on deputation seems to be difficult, because owing to the present rules there is no particular incentive or monetary benefit which could be offered to them.

30. It will be observed from the staff pattern that the following categories of personnel are provided.

(i) Tabulation Officer
(ii) Senior Technical Assistant
(iii) Statistical Assistant
(iv) Coding Supervisor
(v) Code Checker
(vi) Coder
(vii) Punch Supervisor
(viii) Key Punch Operator
(ix) Verifier Operator
(x) Assistant Compiler

The posts listed at (i) to (iii) and (x) are on approved scales but the posts as designated in the staff pattern are not on approved scales. These designations follow the "job description". We would not like to create any post which is not on approved scale. The approved scales for other posts and the scales in which these posts will be created are, however, identical. Therefore, as a working arrangement for the sake of administrative convenience the designation as given in the staff pattern may be used but for the purpose of recruitment and issue of appointment orders, drawing of pay on the establishment pay bills etc., the designation on the approved scale should be used.

| Designation in the pattern | Designation on approved scale | Approved scale for the post in Column 2 |
|---|---|---|
| 1 | 2 | 3 |
| Coding Supervisor | Statistical Assistant | Rs. 210-10-290-15-320-EB-15-425 |
| Code Checker | Computor | Rs. 150-5-160-8-240-EB-280-10-300 |
| Punch Supervisor | Computor | As above. |
| Coder | Assistant Compiler | Rs. 110-3-131-4-155-EB-4-175-5-180 |
| Key Punch Operator | Assistant Compiler | Rs. 110-3-131-4-155-EB-4-175-5-180 plus Rs. 15 special pay |
| Verifier Operator | Assistant Compiler | As above |

For example you can say that 'X' is appointed as a computor on a pay of 150-300 and posted to work as a Code Checker or a Punch Supervisor in the coding and Punching

Cell of your office. Similarly 'Y' is appointed as an Assistant Compiler on a pay of Rs. 110-180 and posted to work as key Punch Operator for which he will receive a special pay of Rs. 15/-

The approved scales for the remaining four categories of posts viz, (i) to (iii) and (x) are as follows :

| | |
|---|---|
| Tabulation Officer | Rs. 350-20-450-EB-25-475 |
| Senior Technical Assistant | Rs. 350-20-450-EB-25-475 |
| Assistant Compiler | Rs. 110-3-131-4-155-EB-4-175-5-180. |

*Training :*

31. *Training of the coding staff will have to be organised in the Cell itself according* to the 'Code structures and instructions' issued from this office. This could be done in the first fortnight of the starting of the Cell. There will be a need for training the Punch and Verifier Operators for two reasons, (i) the trained operators recruited through the open market may not be good enough to be put on the actual job straightaway and (ii) you may not get adequate number of trained persons. Hence, training on these machines will also have to be organised in the Cell itself. One Deputy Director and one Tabulation Officer from each State Census Office where the Cells will be established, will be trained at Registrar General's office in record management, sampling, coding, punching and editing. They will be useful for organising training at the Cell. Besides at the time of actual training, a Supervisor will be deputed to the Cell from Registrar General's Office to assist the Deputy Director and Tabulation Officer in imparting training on coding, punch and verifier operation. The Deputy Director and Tabulation Officer who come for training in the Registrar General's Office will be requested to carry with them 3 to 4 punches, if necessary from the stock of this office. On their returned, they can organise training of the existing personnel in your office with the help of these machines.

*Appointment of staff :*

32. All appointments of staff will be "purely on temporary basis until further orders" and this must be mentioned while sending the requisition and in the appointment order.

Receipt of this letter may be acknowledged.

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

*Encls :* Annexure 'A' and 'B'

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3

*ANNEXURE 'A'*

ALLOCATION OF PUNCHES AND VERIFIERS

| Sl. No. | Location of the Coding and Punching Cell | Allocation of machines | |
|---|---|---|---|
| | | Punches | Verifiers |
| 1 | 2 | 3 | 4 |
| 1. | Hyderabad (Andhra Pradesh) | 30 | 20 |
| 2. | Shillong (Assam) | 12 | 8 |
| 3. | Patna (Bihar) | 46 | 30 |
| 4. | Ahmedabad (Gujarat) | 29 | 20 |
| 5. | Srinagar (Jammu & Kashmir) | 6 | 4 |
| 6. | Trivandrum (Kerala) | 18 | 12 |
| 7. | Bhopal (Madhya Pradesh) | 30 | 20 |
| 8. | Bombay (Maharashtra) | 26 | 16 |
| 9. | Bangalore (Mysore) | 30 | 20 |
| 10. | Bhubaneswar (Orissa) | 17 | 12 |
| 11. | Chandigarh (Punjab) | 15 | 10 |
| 12. | Jaipur (Rajasthan) | 24 | 16 |
| 13. | Madras (Tamil Nadu) | 21 | 14 |
| 14. | Uttar Pradesh | 51 | 33 |
| 15. | Calcutta (West Bengal) | 21 | 14 |
| 16. | Agartala (Tripura) | 3 | 2 |
| 17. | Panaji (Goa, Daman & Diu) | 3 | 2 |

*ANNEXURE 'B'*

**STATEMENT SHOWING THE STAFF PATTERN OF CODING AND PUNCHING CELLS**

| Headquarters of Coding and Punching Cells. | Deputy Director | Assistant Director | Tabulation Officer (Record) Sr.Tech. Asstt. (Record) | Statistical Asstt. (Co-ordination) | Asstt. Compiler (Record) | Senior Technical Asstt. | Coding Supervisor (Statistical Asstt.) | Code Checker (Computor) | Coders (Assistant Compilers Coding) | Punch Supervisors (Computor) | Key-Punch Operator/Verifier Operator (Asstt. Comp.) |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| 1. Hyderabad (Andhra Pradesh) | 1 | .. | 1 | 1 | 4 | 4 | 12 | 35 | 70 | 11 | 84 fifi |
| 2. Shillong (Assam) | 1 | .. | 1 | 1 | 4 | 1 | 3 | 10 | 20 | 3 | 23 |
| 3. Patna (Bihar) | 1 | .. | 1 | 1 | 5 | 5 | 12 | 36 | 71 | 11 | 86 |
| 4. Ahmedabad (Gujarat) | 1 | .. | 1 | 1 | 4 | 3 | 8 | 22 | 45 | 7 | 55 |
| 5. Srinagar (Jammu & Kashmir) | 1 | .. | 1 | 1 | 2 | 1 | 2 | 6 | 12 | 2 | 11 |
| 6. Trivandrum (Kerala) | 1 | .. | 1 | 1 | 4 | 2 | 5 | 15 | 29 | 4 | 34 |
| 7. Bhopal (Madhya Pd.) | 1 | .. | 1 | 1 | 4 | 4 | 12 | 37 | 74 | 10 | 84 fifi |
| 8. Bombay (Maharashtra) | 1 | .. | 1 | 1 | 6 | 5 | 15 | 43 | 88 | 13 | 95** |
| 9. Bangalore (Mysore) | 1 | .. | 1 | 1 | 4 | 3 | 8 | 23 | 45 | 7 | 56 |
| 10. Bhubaneswar (Orissa) | 1 | .. | 1 | 1 | 4 | 2 | 5 | 16 | 31 | 5 | 33 |
| 11. Chandigarh (Punjab) | 1 | .. | 1 | 1 | 2 | 1 | 4 | 12 | 24 | 3 | 28 |
| 12. Jaipur (Rajasthan) | 1 | .. | 1 | 1 | 4 | 3 | 7 | 21 | 43 | 6 | 45 |
| 13. Madras (Tamil Nadu) | 1 | .. | 1 | 1 | 5 | 4 | 10 | 32 | 63 | 10 | 79** |
| 14. Uttar Pradesh | 5 | .. | 2 | 2 | 10 | 10 | 27 | 80 | 160 | 24 | 189** |
| 15. Calcutta (West Bengal) | 1 | .. | 1 | 1 | 4 | 4 | 12 | 35 | 70 | 10 | 79** |
| 16. Agartala (Tripura) | .. | 1 | .. | .. | 1 | .. | 1 | 2 | 4 | 1 | 6 |
| 17. Panaji (Goa,Daman & Diu) | .. | 1 | .. | .. | 1 | .. | 1 | 2 | 4 | 1 | 6 |

*Machines provided in the coding and Punching Cell will work on double shifts. fi fi Half the number of machines will work on double shifts.

APPENDIX—I.M

D.O. No. 10-1/70-D.T.
Registrar General, India,
2/A Mansingh Road,
*New Delhi-11*,
28th March, 1970.

A. Chandra Sekhar

**Census of India 1971—Circular No. 13**

Dear Barthakur,

As you are aware the use of sampling procedures in the 1971 Census will be confined to the tabulation of data collected in the Houselist and Individual Slip and to the Post Enumeration Check to be conducted soon after the Census.

Tabulation on a sample basis will be undertaken in respect of :

(i) a 20% sample of houses to be drawn from the Houselist ;
(ii) a 1% sample of Individual Slips for the preparation of advance tables ; and
(iii) a 10% Rural and 20% Urban sample of Individual Slips for the preparation of the Census Tables.

The instructions for sample selection in regard to items (ii) and (iii) above and the Post Enumeration Check will be circulated in due course. Since the selection of sample of houses from the Houselist is an immediate need, the present Circular concerns itself with this aspect only of the sampling programme

2. Based on some studies undertaken in this office subsequent to the Darjeeling Conference it has now been decided to select a 20% sample of the census houses from the Houselist for both Rural and Urban areas in all the States except Nagaland. In view of the small size of the population of either the rural or urban or both the components of Nagaland and the Union Territories tabulation will be done on a 100% basis in these areas.

The procedure for sample selection is explained in detail in the enclosure which contains two parts :

Part A—Instructions to the Sampler (who may be a Statistical Assistant, Computor or senior Assistant Compiler) for selecting a sample of houses from the Houselist and

Part B—Instructions to the Supervising Officer.

Section 3 of Part A gives a summary of the steps involved in sample selection. A flow chart which pin-points the sequence of sampling operations is also enclosed.

After the sampler has mastered the instructions, the flow chart and the summary will come in handy for his ready reference during the progress of the sampling operation.

3. According to the table formats of Housing Tables, the data will be presented for State/district (Rural-Urban) and city. However, for convenience of sample selection the following territorial units hereinafter called 'Operational Units' will be adopted :

(i) Tahsil/Taluk/Anchal/Police Station (Rural only) ;

(ii) City (including agglomeration referred to in Census Circular No. 8 dated 16th October 1969) ; and

(iii) Non-city-Urban-district.

Houselists will be arranged in the serial order of the enumerator's blocks within each of the three operational units mentioned above, separately and sample selection will be one continuous operation flowing from one block to another within the operational unit.

4. In pursuance of the edit instructions contained in Circular No. 14, each 'census house' will be numbered serially in each block in red pencil along the line dividing columns 2 and 3. For selecting 20% sample of the census houses, a random number (a number between 1 and 5 selected for each operational unit with the help of a table of random numbers) will be provided to the sampler before he begins the sampling work.

5. 'Editing' and 'sampling' of the Houselists of an operational unit should normally be dovetailed ; and, therefore, after the Houselists are edited for about 10 blocks or so, these may be passed on to the sampler. It will be necessary to ensure that all blocks in an operational unit are covered systematically and that no blocks of two operational units get mixed up. During the selection of the sample, supervising officials should be instructed to exercise effective supervision. Particularly, at first, the sampler's performance should be closely scrutinised to see that he follows the instructions meticulously and that there is no doubt in his mind about the procedure. Only when you are satisfied that the samplers have thoroughly grasped the procedure the supervising officials may resot to periodic supervision.

6. In the instructions to the supervising officials a check on the sample size from each block and from each operational unit has been indicated based on the total number of houses and the respective random start. The supervising officials would have conducted these checks for each operational unit before he passes on the houselists to the editor for detailed scrutiny of all the columns relating to the selected houses for post-samling edit according to the instructions contained in Circular No. 14. You may also satisfy yourself that the sampling has gone on smoothly by instucting the officers supervising the work of the supervisors to conduct these checks off and on.

7. Despite the fact that the serial numbering of the houses within a block has been done carefully it is possible that some houses are missed and some others are given serial numbers more than once. The sampler and the supervising officials have been instructed to watch for such inconsistencies and to obviate them according to procedure discussed in their instructions. Corrections for such inconsistencies need to be incorporated finally in

the control figures which will be used for preparing the districtwise estimates. On the basis of the particulars given by the supervising officials in this regard in a separate slip of paper for each operational unit you should ensure that the corrections for the inconsistencies have been duly incorporated in the Houselist Abstract so that the control figures for the districts could finally be struck accurately taking account of these changes. Occasionally a house or a part of a house will be recorded away from its parent building or house because the enumerator has missed them during his first visit or he discovered the omissions at a later stage. Though linking of parts of a building or a house would improve the frame for sampling purposes keeping track of these linkages during sample selection may be a difficult process. In any case, since such events are expected to be rare it is proposed to avoid linking and consider them as separate houses wherever they are recorded in the Houselist.

8. On going through the enclosures in case you find that there is scope for further rationalising the procedure I shall be glad to have your suggestions.

9. In order that we may have time to study your suggestions and circulate further modifications, if any, among all the Directors of Census Operations, I shall appreciate a reply in about a week's time.

*Yours sincerely*,
Sd/-
( A. Chandra Sekhar )

*Encls :* As above.

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agencey,
SHILLONG-3.

MINISTRY OF HOME AFFAIRS
Office of the Registrar General, India,
2/A, Mansingh Road,
*New Delhi-11.*

**Procedure for selection of sample of houses from the Houselist**

1. **Preliminary steps :**

*Part A :* Instructions to the Sampler for selecting a 20% sample of houses from the Houselist.

1:1. You are required to tick off in red pencil the sample houses from the Houselists of an operational unit. For purposes of sample selection, operational units are :

(i) Tehsil/Anchal/Police Station for rural areas ;

(ii) City, and

(iii) Non-city urban area of district.

1:2. When the Houselists come to you for sample selection, the census houses would have been numbered serially within each block, along the line dividing columns 2 & 3 of the Houselist. Before starting out on sample selection, check whether ;

(i) the Houselist Abstract (form II received from the charge officers) has been provided to you along with the Houselists ;

(ii) the bundle contains the houselists for all the blocks in the operational unit (in case the Houselists are received after editing in lots of 10 blocks each for the sake of operational convenience, ensure as you go along that the Houselists for all the blocks of one operational unit are fully received and disposed of. *In no case should Houselists of one operational unit be mixed with those of another*) ;

(iii) the blocks are serially arranged according to ascending order of location code ;

(iv) the hoselists for each block are paged and stitched together ;

(v) the serial number of the last house of any block agrees with the number recorded in col. (7) of the Houselist Abstract against the block. If there are any discrepancies, bring them to the notice of the supervising officials and correct them before proceeding further.

1.3 : Sample will be selected independenly from each operational unit. You will be given a random start for selection of sample in the operational unit assigned to you. The selection of the sample of houses is one continuous process for the entire operational unit. Sample selection will be facilitated by the use of Control Charts (see Appendix I) adequate number of copies of which would have already been provided to you.

**2. Procedure for sample selection :**

*Step 1* : Take a sheet of the control Chart (see Appendix—1) and note the following in the space provided on top :

(i) Identification particulars of the operational unit ;

(ii) Random start for this operational unit ;

(iii) The page number as you go from one sheet to another.

*Step 2 :* You are required to select a 20% systematic sample of houses. Take the houselist for the first block and record its lacation code and the total number of houses in columns 1 and 2 respectively from the Houselist Abstract. The first sample house in this block will bear the same serial number as the random start of the operational unit. Starting from the first sample house, tick off every fifth house till you reach a stage when it is not possible to select another house from this block (i.e., when number of houses left out is less than 5). Enter the serial number of the last selected house in column (4). Check whether the unit digit (*i.e*, the right extreme digit in a number e.g. in *98*, *99*, *101*, *102*, *103* the unit digit is underlined) of the serial number of the last selected house is either the same as the random start (i.e., the serial number of the first selected house of the block) or the random start plus 5. For example, if the random start is 3, the number in the unit digit of the serial number of the last selected house will be either 3 or 3+5=8, *i.e.*, the serial no. may be *123* or *128*. If this is not so, the discrepancy has arisen because you have at some stage marked the wrong house as falling in the sample. In such a situation start again from the first sample house, locate the mistake and correct it for the block.

Even though the serial number of the last house tallies with the number of houses recorded in col. (7) of the Houselist Abstract, there is a possibility that the serial numbering of the house is affected by two types of errors : (i) a house has not been assigned a serial number ; and (ii) a house has been serialised more than once. It is clear that proper marking of the sample houses from the houses already serialised above will not obviate these errors, if any. As you go along marking the sample houses, you should, therefore, watch carefully for the presence of such errors. If you identify any such error, go to step 3 before proceeding further with the sample selection. Otherwise complete the sample selection process for this block and go to step 4.

*Step 3 :* If a house is missed, record in column 8 the serial number of the line at which this missed house lies and proceed with the sample selection without making any corrections in the serial numbering of the houses. On the other hand when a house is numbered more than once, stop marking the sample houses at that stage. Correct the serial numbers of the houses from that house onwards, and continue with the sample selection. Correct also the corresponding entry in column 2 of the Control Chart accordingly. Any such corrections made by you should invariably be done in consultation with the supervising official.

*Step 4 :* Find out the numer of houses, left over from the first block and insert this number in col. (5) of the Control Chart. Fill in the difference between 5 and the entry in col. (5), in col. (6) against the first block and in col. (3) against the second block

(*i.e.* second line of Control Chart). The entry in col. (3) of the second line indicates the random start for the second block which should be distinguished from the random start of the operational unit. Supposing the first block had 129 houses and the random start for the operational unit was 3. Then the serial number of the last selected house will be 128 by selecting every 5th house (20%) starting from serial no. 3. One house will be left as balance from the first block. Since we have to continue to select every fifth house for the entire operational unit, while marking other sample in the second block the balance left in the first block has to be carried forward. Therefore, taking one house from the first block, the serial number of the first sample house in the second block will be 4 (*i.e.* 5 minus the balance left over from the previous block). So the random start for the second block is 4 and thereafter every fifth house will be systematically marked. Count the number of houses falling in the sample in the first block and enter in col. (7).

*Step 5* : Repeat steps 2 to 3 with all the blocks in the operational unit. Note that, from the second block onwards the entry in col. (6) against the preceding block and that in (col. 3) against the block under consideration indicate the serial number of the first selected house in the block on hand. Ensure that all the blocks in the operational unit are exhausted in a continuous process.

*Step 6* : After the selection of sample from the entire operational unit is over, hand over the bundle of houselists alongwith the filled in Control Chart to the Supervising official for further action.

*N.B. 1* : Before breaking off for the day, make sure that the work of marking the sample houses for the block on hand is completed and the entries in the various columns of the Control Chart against that block duly made. The Control Chart will indicate the block from which you are to start again the next day.

*N.B. 2* : A list indicating the serial numbers which the houses falling in the 20% sample (*i.e.* taking every fifth house from the random start) would bear with various random starts, is given below for your guidance. It has been assumed that there are 200 houses in a block. If the number of houses is less than 200, the serial numbers which are not relevant should be dropped from the set. If the number is more, the list may be extended suitably.

| Random start | List of serial numbers |
|---|---|
| 1 | 1, 6; 11, 16; 21, 26; 31, 36; 41, 46; 51, 56; 61, 66; 71, 76; 81, 86; 91, 96; 101,106; 111,116; 121,126; 131,136; 141,146; 151,156; 161,166; 171,176; 181,186; 191,196; |
| 2 | 2, 7; 12, 17; 22, 27; 32, 37; 42, 47; 52, 57; 62, 67; 72, 77; 82, 87; 92, 97; 102,107; 112,117; 122,127; 132,137; 142,147; 152,157; 162,167; 172,177; 182,187; 192,197; |
| 3 | 3, 8; 13, 18; 23, 28; 33, 38; 43, 48; 53, 58; 63, 68; 73, 78; 83, 88; 93, 98; 103,108; 113,118; 123,128; 133,138; 143,148; 153,158; 163,168; 173,178; 183,188; 193,198; |
| 4 | 4, 9; 14, 19; 24, 29; 34, 39; 44, 49; 54, 59; 64, 69; 74, 79; 84, 89; 94,99; 104,109; 114 119; 124,129; 134,139; 144,149; 154,159; 164,169; 174,179; 184,189; 194,199; |
| 5 | 5, 10; 15, 20; 25, 30; 35, 40; 45, 50; 55, 60; 65, 70; 75, 80; 85, 90; 95,100; 105,110; 115,120; 125,130; 135,140; 145,150; 155,160; 165,170; 175,180; 185,190; 195,200; |

3. **Summary of the selection procedure for ready reference explained in section 2.**

1. Record identification and other particulars on top of the Control Chart (Step 1).

2. Take the first block and note the location code and total no. of houses in columns 1 & 2 respectively of the Control Chart (Step 2).

3. Record in column 3, the random start of the operational unit. The first selected house will have the same serial no. as this random start number (Step 2.)

4. Starting from this first sample house tick off every fifth house till you reach a stage when number of houses left out is less than 5 (Step 2).

5. See whether the unit digit of the serial number of the last selected house is either the same as the random start or the random start plus 5 (Step 2).

6. In the process you might have come across errors due to (i) missed houses and (ii) duplicated houses. Remove such errors before completing sample selection in the block. Indicate in col. (8) the type of corrections you have made in this regard (Step 3).

7. Complete the entries in columns (4), (5), (6) and (7) of Control Chart Steps (2 and 4).

8. Transfer the entry in col. (6) in the first line to col. (3) of the second line. This indicates the serial number of the first selected house in the second block (Step 4).

9. Report the above with the houselists of the second block onwards till you exhaust all the blocks of the operational unit (Step 5).

10. Hand over the Houselists and related Houselist Abstracts to the supervisor as soon as you complete the sample selection in the operational unit (Step 6).

APPENDIX—I

Page No.....

## CONTROL CHART FOR SAMPLING HOUSES FROM HOUSELIST

Tahsil/Anchal/Police Station/City/Non-City urban :_____

Sample size 20% Random Start :_____

| Location code of block | Total No. of Census Houses | Sl. No. of first selected house | Sl. No. of last selected house | No. of houses left over col. (2) col (4) | 5-col. 5 transfer to col. 3 of next line | No. of houses in the sample | Remarks |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |

**Procedure for selection of sample of houses from the Houselist**

*Part B :* Instructions to Supervising officials

1. **General :** The accuracy of the sample will depend on the care with which the selection procedure has been followed. Though there are a number of built in controls in the procedure evolved, it is essential for you to exercise close supervision. At the beginning you should watch the work of the sampler very closely till you are satisfied that he has understood the procedure correctly and is following the various steps accurately. Only after that periodic supervision should be resorted to so as to ensure that the procedure is followed meticulously right to the end.

Your work involves two types of functions :

(i) supervision during the sample selection and

(ii) overall checking after selection of the sample for the operational unit when the Houselist for the operational unit with the sample houses marked and the related Houselist Abstract and Control Charts are handed over to you by the Sampler.

**2. Supervision during the Sample Selection :**

While supervising the work of the Sampler, you should see whether the columns in the control Chart are consistent. This would help in correcting mistakes, if any, easily and in time. As you are aware the Sampler has been instructed to bring to you notice any discrepancy that he comes across during sample selection and to correct them in consultation with you. It is, therefore, necessary that you have understood thoroughly the instructions given to the Sampler so that you could resolve his difficulties on the spot. Otherwise correction of errors if detected after the Sampler has completed his work for the entire operational unit will result in considerable increase in your workload.

The consistency of the various columns of the Control Chart can be checked as follows :

*Step 1 :* See whether the unit digit of the serial number of the last selected house entered in col. (4) of any line is either the same as the number in col. (3) of that line or that number plus 5. The following table brings out the relationship at a glance.

| Random start | No. in the unit digit of the sl. no. of the last selected house. |
|---|---|
| 1 | 1 or 6 |
| 2 | 2 or 7 |
| 3 | 3 or 8 |
| 4 | 4 or 9 |
| 5 | 5 or 0 |

*Step 2 :* If there is no discrepancy in col. (4), see also that the number in col. (5) is less than 5. If the number is more than 5, then obviously there is scope for selecting at least one more house from that block in the sample. Then check whether the entry in col. (6) is number 5 minus the figure in col. (5) and whether the number in col. (6) of the line you are checking has been duly recorded in col. (3) of the next line. If this sequence is maintained, the Sampler is doing his job well and you can go to step 4 which gives the final check for consistency for any line. Otherwise go to step 3.

*Step 3 :* In case the serial number of the last selected house is not consistent with the random start recorded in col. 3 for any block, ask the Sampler to take the house-list for that block, to locate the entry at which the sequence has gone wrong and to mark the appropriate sample houses from then on by making the necessary changes. If the sample selection has been made conscientiously by the Sorter, it is expected that such mistakes will be very infrequent. If the mistake is detected in the block that the Sampler has just finished, there will be no difficulty in making the necessary corrections before the sampler proceeds with his work. In case the mistake has arisen in a block that the Sorter has already finished with, and if correcting this mistake would involve 2 or 3 subsequent blocks only take steps to remove the mistake from all the blocks from the discrepant block onwards. On the other hand, if correcting the mistake would involve a number of blocks, you need correct only the concerned block without disturbing the sample selection in the subsequent blocks. In case you find that such mistakes have been committed frequently (say in more than block or two), it is necessary to start the sample selection process over again for the entire operational unit from the first block where the mistake has been identified. In any case whenever such discrepancies come to your notice, you should report them to the Deputy Director I/c Coding and Punching Cell before deciding on the procedure for correcting them.

*Step 4 :* If entries in columns 2-6 are consistent, the total number of sample houses in any block recorded in col. 7 of the Control Chart will be equal to the expected number (E) given by

$$E = \frac{\text{Number in col. (4)} - \text{number in col. (3)}}{5} + 1$$

Even though the columns 2–6 are consistent, if you find that the number in col. 7 does not tally with the expected number 'E' obtained as above, the discrepancy could arise only due to wrong counting of the number of sample houses by the Sampler. In such a case count the number of sample houses in that block and correct the entry in col. 7.

These checks are simple and can be implemented very quickly once you become familiar with the various steps. *In fact, it will make your job a lot easier if you could arrange to carry out these checks at the end of each day.*

3. **Overall checking after the completion of selection of the sample for the entire operational unit :**

Since this is a large scale operation, it is likely that in spite of the built-in checks and the effort put into to resolve the discrepancies, if any, on the spot, some mistake

might persist even after sample selection is completed. It is, therefore, necessary for you to watch for mistakes, if any, when the Houselist and the related records are handed over to you by the Sampler for scrutiny. The following steps will help you in organising the overall check quickly.

*Step 1 :* Check whether the Houselists for all the blocks within the operational unit and the related Houselist Abstract and Control Charts have been handed over to you by the Sampler. If for the sake of operational convenience the Sampler handles the Houselists in sets of 10 blocks each, you should see whether all the blocks in an operational unit are exhausted and that the Houselists for different operational units are not mixed. If you find that a block of the operational unit on hand has been left out of account, take it at the end of the operational unit and mark the sample according to the steps explained in the Sampler's instructions.

*Step 2* : Though in your day to day supervision of the Sampler's work you would have seen to the consistency of the various columns of the Control Chart you may not have been able to scrutinise each and every line of the Control Chart. Now that the Houselists and the Control Charts are handed over to you for the entire operational unit, you should carry out quickly the consistency checks explained in section 2 above on each line of the Control Chart and make relevant corrections, if at all necessary.

*Step* 3 *:* The corrections for missed houses and duplicated houses made by the Sampler would be indicated in col. 8 of the Control Chart. Based on these entries in col. 8 make appropriate changes in cols. 2-12 of the Houselist Abstract (form II) against the respective blocks. In case of such changes the totals in the respective columns of the Abstract should also be corrected accordingly. For this purpose you may have to go through the relevant columns of all the lines of the affected block. Then prepare a list of these blocks on a slip of paper and tag it on to the related Houselist Abstract for the operational unit for scrutiny by your superiors who will finalise the control figures on the basis of your corrections.

*Step 4 :* You should now consider the houses that have been recorded as missed in col. 8 of the Control Chart and see whether one or more of them could be included in the sample. For this purpose, serialise the missed houses in the order in which they appear in col. 8 itself and consider them as forming a separate block, after the last block of the operational unit. Since the sample selection is a continuous process for the entire operational unit, take into account the houses left over in the last block of the operational unit after sample selection, to determine the random start for this new block. Take care to make the relevant entries in the Control Chart in respect of this new block also. If one or more houses of this new block come in the sample locate these houses in the appropriate block of the houselist, tick them off and assign serial numbers to them as explained in the following example :

If the serial number of the last house (not the last selected house) in the block from which one of the missed houses recorded at line No. 76 say, has been included in the

sample is 151, assign serial no. 152 to the selected house. At the end of the block insert a remark that the serial no. 152 has been assigned to the house at the line No. 76.

*Step 5 :* The operation explained in this step will provide a final check to see whether the adequate sample size has been achieved for the entire operational unit. Add the no. of sample houses recorded in col. 7 of the Control Chart over all the blocks of the operational unit and verify whether sample size has turned out to be as expected. For example, if the total number of houses in the operational unit is 5213 and the random start is 4, assuming that all these houses have been serially numbered regardless of blocks, the last selected house will bear the serial number 5209. Hence the total number of sample house will be $\frac{5209-4}{5} + 1 = 1042$. The illustration given below has been built up on the above principle for any random start and opertional units of sizes 5210-5219. This will help you to determine quickly the expected (20%) sample size for an operational unit of any size.

| Random Start | Expected sample size* for an operational unit of size | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 5210 | 5211 | 5212 | 5213 | 5214 | 5215 | 5216 | 5217 | 5218 | 5219 |
| 1 | 1042 | 1043 | 1043 | 1043 | 1043 | 1043 | 1044 | 1044 | 1044 | 1044 |
| 2 | 1042 | 1042 | 1043 | 1043 | 1043 | 1043 | 1043 | 1044 | 1044 | 1044 |
| 3 | 1042 | 1042 | 1042 | 1043 | 1043 | 1043 | 1043 | 1043 | 1044 | 1044 |
| 4 | 1042 | 1042 | 1042 | 1042 | 1043 | 1043 | 1043 | 1043 | 1043 | 1044 |
| 5 | 1042 | 1042 | 1042 | 1042 | 1042 | 1043 | 1043 | 1043 | 1043 | 1043 |

*Expected sample size $= \frac{\text{serial no. of the last selected house—sl. no. of first selected house}}{5} + 1$

APPENDIX—I.N

D.O. No. 9/4/70-CTU
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
the 26th March, 1970.

A. Chandra Sekhar

**Census of India 1971—Circular No. 14**

Dear Barthakur,

Now that the Houselisting has been completed in some states and we have to take up further processing of these schedules, I enclose for your guidance a note on Edit Instructions for the scrutiny of Houselists and Establishment Schedules.

*Encls :* As above

*Yours sincerely,*
1/-
. Chandra Sekhar )

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3

**Edit Instructions for the scrutiny of the Houselists and Establishment Schedules**

1.1 The tabulation of Housing data (contained in the Houselist) will be limited to 20% of the census houses ; it is, therefore, unnecessary to scrutinise all the lines in the Houselists for all the columns. So, the editing work will be divided into two parts viz., (i) pre-sampling and (ii) post-sampling. Entries relating to location code and entries in columns 1,2,3,6,7,8 and 9 will be scrutinised in all lines contained in the Houselist before the sample is drawn and scrutiny of entries in columns 4,5,10,11,12,13,14,15 and 16 will be done only in respect of the sampled census houses and all the households that may be located in such houses. It has been decided that since the census house is the unit for sampling, the information relating to all 'households (which may be one or more) located in a sampled census house will be coded and punched on cards.

1.2 The tabulation of Establishment Schedules is on full count and so all entries in the Establishment Schedules have to be scrutinised and edited.

1.3 Columns 6 and 7 of the Houselist are inter-connected with the entries in the Establishment Schedule and, therefore, when the Houselist of a certain Block is taken up for scrutiny for pre-sampling scrutiny, the Establishment Schedules of that Block should also be handy with the official doing the Houselist scrutiny. How the entries in columns 6 and 7 of the Houselist will be scrutinised with the help of the entries in the Establishment Schedules will be dilated upon at the appropriate place in this note.

1.4 Since the data on Housing and Establishments will be processed on Electronic Data Processing system (E.D.P) maximum care has to be exercised to ensure that the primary documents (Houselist and Establishment Schedules) are free from mistakes or omission or equivocal entries. The following paragraphs deal with the instructions for editing these two primary documents.

**2. Pre-sampling scrutiny of the Houselists :**

2.1 Take one bunch of the Houselists of a Block, check up that every page of the Houselist has a serial number and that they are arranged in that order ; if not arrange them accordingly. If there is no page number, give page numbers. If the pages are loose, they should be secured together by a twine or strong thread passed through all the sheets on top left had corner.

2.2 *Location Code* : Invariably, the enumerator should have written the elements of the location at the top of the Houselist. See that all elements are correctly filled in. In the case of a rural Block, the location code will contain number of District, Taluk/Tahsil/ Anchal/Police Station and Enumerator's Block. In an urban block the location code elements are numbers representing District, Town, Ward/Mohalla and Enumerator's Block. If entries are found to be missing, supply them from the charge register. The name of the enumerator will be found at the bottom of the Houselist ; the Block should be located in the charge register with reference to the name of the enumerator.

2.3 *Column 1 :* Line numbers should be continuous for the Block as a whole. Look for entries struck off and see that no line number is assigned to scored or cancelled line. If necessary, correct subsequent numbers.

2.4 *Column 2,3 and 8 :* These three columns should be scrutinised together. Check if the building entered in column 2 has more than one census house and/or more than one household. If so, column 2 will be filled for the first entry and for the successive census house(s)/household(s), in that building, there will be no entry in column 2.

Check, if in column 3 building number has been repeated. If the building has more than one census house, a sub-number like (1),(2),(3) etc. will be given after the building number depending on whether there are 2,3,4 etc., census houses in the building. If the building has only one census house in it, then the number appearing in column 2 will be repeated in column 3.

If any of such census houses has more than one household living in it, then entry in column 3 will appear in relation to the first household but there will be no entry in this column in relation to successive households in the same census house ; *e.g.*, census house number 2(2) has two households 2(2)(a) and 2(2)(b), there will be entry in column 3 as 2(2) against the first household 2(2)(a). Column 3 should be blank for the next line which will have entries in cols. 8 on wards for the next household in the same census house.

Check if column 8 bears the building and census house number *i,e.*, entry in column 3 is repeated. If a building or a census house has more than one household than the households will have sub-numbers like (a),(b),(c), etc., depending on whether the building or house has two or more households.

If the entries in the Houselist are not in accordance with the above instructions, they should be corrected in the process of editing.

| Wrong entry | | | | Correct entry | | | |
|---|---|---|---|---|---|---|---|
| Line No. | Building No. | Census House No. | Census Household No. | Line No. | Building No. | Census House No. | Census Household No. |
| 1 | 2 | 3 | 8 | 1 | 2 | 3 | 8 |
| 15 | 25 | 25 (1) | 25 (a) | 15 | 25 | 25 | 25 |
| 17 | 26 | 26 | 26 (a) | 16 | 26 | 26 | 26 |
| 18 | 27 | 27 (1) | 27 (1)(a) | 17 | 27 | 27 (1) | 27(1)(a) |
| 19 | 27 | 27 (1) | 27 (1)(b) | 18 | .. | .. | 27(1)(b) |
| 20 | 27 | 27 (2) | 27 (2) | 19 | .. | 27 (2) | 27(2) |
| 21 | 28 | 28 | 28 | 20 | 28 | 28 (1) | 28(1) |
| 22 | 28 | 28 (1) | 28 (1) | 21 | .. | 28 (2) | 28(2) |
| 23 | 28 | 28 (2) | 28 (2) | .. | .. | .. | .. |

If the building or census house has no 'household' in it, and consequently cols. 8-17 are blank, please check that in column 6 'Residence' or 'Residence in combination

with other purposes' is not noted. If on the other hand the enumerator had given particulars in cols. 8-17 of a household and in col. 6 he had not noted the Census House to be residential, the entry in col. 6 should be suitably corrected to show that it is wholly or partly residential.

In some towns the house numbering done by the Municipality has been adopted for census purposes, where they might have numbered the 'vacant' plots of land, which in spite of instructions, might have been erratically listed and entered in the houselist. Such entry should be scored out in the Houselist and subsequent line numbers corrected for the entire block.

The enumerator might have recorded in column 17 as 'vacant plot' or the same entry (vacant plot) may be found in column 6 or there would be no entry in columns 4 and 5. This will help you in determining that it is a 'vacant plot' and not a 'census house'.

It is also likely that a particular building has its front on one road and its rear on another road and it gets a number on both the roads *i.e.*, it gets a duplicate number, and two entries might appear for the same building. The enumerator would have noted this in the remarks column. In that case one of the entries should be scored and subsequent line numbers corrected.

2.5 *Columns 6 and 7* : These two columns have to be checked with reference to the entries in the Establishment Schedules of the Block concerned. If the entry in column 6 of the Houselist is 'Residence', alone, there will be 'No' in column 7 and consequently there will be no entry in the Establishment Schedule and columns 8-16 of the Houselist should have entries in them except when the Household is away either on pilgrimage or journey and the enumerator could not ascertain the details from the neighbours in the absence of the household (as noted in column 17 of the Houselist). Only when column 6 of the Houselist denotes that the census house is not used as residence partly or wholly, columns 8-16 (of the Houselist) will be blank.

Whenever there is 'yes in column 7 check up if there is a corresponding entry in the Establishment Schedule. Also check entry in column 6 (of Houselist) when there is 'yes' in column 7 (of Houselist) from the details of the Establishment Schedule. For example, entry in column 6 (Houselist) is 'shop' and column 7, it is 'yes' ; but corresponding details in the Establisment Schedule indicate that it is a 'workshop', in such a case the entry in column 6 of the Houselist should be corrected as 'workshop'.

There could be another case of a lapse on the part of the enumerator. There is 'yes' in column 7 of Houselist but the corresponding entry is missed in the Establishment Schedule, the imputation will have to be made in the Establishment Schedule on the basis of entry in column 6 of the Houselist. If the entry in column 6 is 'Govt. office', school'. 'railway station' 'cinema', etc. (which would legitimately fall in column 11 of the Establishment Schedule), the imputation in the Establishment Schedule will be as follows :

Column 1 — Give the serial number next to the existing serial.

Column 2 — Give the census house number appearing in column 3 of the Houselist.

Column 3 — Leave this blank.

Column 4 — Write 'private'

Column 5 — Write 'unspecified'.

Column 11 — Reproduce the entry in column 6 of the Houselist.

In case the entry in column 6 of Houselist is 'shop or trading establishment like 'Bank' or Pawn Shop' etc., which would legitimately fall in column 9-10 of Establishment Schedule, the imputation will be as follows :

Columns 1 to 5 — As above, except in the case of Bank etc., where entry in column 6 will suggest private, quasi-govt. or co-operative, write accordingly.

Column 9 — Write 'unspecified' except in cases like Bank etc. where 'Banking services' etc. should be recorded.

Column 10 — Write 'retail' except in the case of Bank etc. where no entry need be made in this column.

There will be greater difficulty in imputation if entry in column 6 of Houselist indicates 'factory', 'Workshop' or 'Household Industry' and it is missed in the Establishment Schedule (columns 6-8) However, the imputation may be made as follows :

Columns 1 to 5 — Same as in the case of imputation made for an establishment falling in columnt 11 of Establishment Schedule as described above.

Column 6 — Write 'Household Industry' or 'Registered factory' or Unregistered Workshop' as reflected in the entry in column 6 of Houselist. If it is not possible to which category the manufacturing establishment belongs to, treat it as "Unregistered Workshop".

Columns 7-8-9 — Write 'unspecified'.

The converse of the above situation (*i e.*, 'No' in column 7 of Houselist but an entry made in Establishment Schedule) is difficult to conceive. But in case there be one, column 7 of the Houselist should be corrected as 'yes'.

It may be imagined that there is an entry in the Establishment Schedule but no corresponding entry at all in the Houselist. It is difficult to come across such a situation but supposing, there is one, what treatment could be meted out to such an entry in the houselist ? The following imputation is suggested in the Houselist.

This entry should be made at the end of the Block.

Column 1 — Give the next number of the line.

Columns 2-3 — Write the number as in column 2 of the Establishment Schedule.

Columns 4-5 — Repeat the entries occurring in the Houselist for the preceding house number to the one recorded in column 2 of the Establishment Schedule.

Column 6 — As per column 6,9 or 11 of the Establishment Schedule, as the case may be.

Column 7 — Yes.

Columns 8-17— Nil.

2.6 After inter-connected scrutiny of columns 6-7 of houselist and Establishment Schedule, bunch of the Establishment Schedule, of that block (duly stitched on the right hand top corner) should be released for editing of the Establishment Schedules to the official entrusted to do that work with a label pinned on the first page of the Establishment Schedule with the following written on the label :

Location Code No._____.
Scrutinised with reference to entries in columns 6 and 7 of the concerning Houselist".

2.7 *Column 9 :* Check up that total of Institutional households tallies with column 9 of the Houselist Abstract.

2.8 After all the lines of the Houselist have been edited for the entire Block according to the above instructions, *number the census houses serially, the sequence running through the entire Block. Such serial numbers should be recorded in red pencil between columns 2 and 3 along the line.* On the basis of this serial numbering, sampling of houses will be done (after a random start every fifth, 'census house' will be ticked, hence this is very important and the serial numbering of the census houses has to be done with great care).

Check whether the serial number of the last census house in the block tallies with the total number of houses recorded in col. 7 of the Houselist Abstract of that block. In case of any discripancy, you should reconcile it and incorporate the necessary corrections in either the Houselist or the Abstract as appropriate.

2.9 This completes pre-sampling scrutiny. The Houselist of the 'Block' should now be passed on the Sampler for drawing the 'sample' of census houses.

3. **Post-sampling scrutiny of the Houselist :**

3.1 The following scrutiny should be made in respeet of the sample census houses and the households living in such census houses.

3.2 *Columns 4-5*: Do not accept entries like 'Kachha' or 'Pucca' in these columns. Specific material of wall and roof ought to be there. If there is an entry as 'Kachha' please impute specific material which would be commonly found in the relevant block like grass, mud, unburnt bricks, etc., similar imputation should be made for 'Pucca' entry, like stone, bricks, G.I.sheets, R.B.C. etc., *i.e.*, material commonly used for 'Pucca' houses in that Block. If there is no entry at all in these two columns, imputation may be made on the basis of the entries of the preceding census house when there is only one census house in the building or when these details are not recorded for the other houses also in the building. If the building has more than one census house and these details are not recorded for the succeeding census houses, the entries made for one house, should be repeated for the remaining census houses in the same building.

If there are more than one household in a census house, entries in columns 4 and 5 should appear only against the first household *i.e.* household whose number in column 8 is indicated by sub-number (a); for subsequent households in that census house, columns 4 and 5 as well as columns 2 and 3 will remain blank.

For Institutional Household there should be no entry of SC or ST. If there be one, strike it off.

*Column 11*: If there is an omission of entry in this column the number of rooms may be imputed from the number of persons recorded in column 15 on the basis of three persons per room (which is the 'person room' ratio of the 1961 Census).

*Column 12*: For Institutional Household the entry in this column has to be 'R'. If there is no entry or there is 'O' entry, put 'R'.

In the case of Non-Institutional Household, if the entry is omitted impute 'R' for urban areas and 'O' for rural areas.

*Column 13,14 and 15*: Check that the figure in column 15 is equal to total of figures in columns 13 and 14. In case of blank, in either column 13 or 14, derive the figure by deducting column 13 or 14, as the case may, be, from column 15.

*Column 16*: This column is expected to have a definite answer 'yes' or 'no' for each household according as it cultivates or not. If the enumerator had left the column blank, impute 'yes' if the houselist relates to rural areas and 'no' if it relates to urban areas.

If there be no entry in columns 13 and 14 but only in column 15, distribute the figure in the ratio of 50:50 only in the case of non-institutional households. Do not make any imputation for institutional households but write 'unspecified'. If all the three columns are inadvertently left blank by the enumerator and there is entry in column 11 (No. of rooms) derive figures for column 15 on the basis of 'person room' ratio indicated above in the instruction for column 11, distribute this figure in the ratio of 50:50 for columns 13 and 14.

**4. Edit Instructions for Establishment Schedule :**

4.1 *Location Code* : Same as for Houselist instructions above.

4.2 *Column 1* : Refer to column 7 of the Houselist and make sure that for all 'yes', there is a corresponding entry in this schedule and the serial number tallies.

4.3 *Column 2* : Check with reference to column 3 of the Houselist. These should tally.

4.4 *Column 4* : In case of blank, look up the entry in column 3, this may help in making a suitable imputation ; otherwise, enter 'private'.

4.5 *Column 5 :* If there is an omission to make an entry, write 'unspecified'.

4.6 *Columns 6,7 and 8* : The columns will be filled in if only columns 9-10 and 11 have 'X'. If in any establishment besides manufacturing/processing sales also take place, and by mistake the enumerator has entered details in columns 6 to 8 and also in columns 9 and 10, score entries in columns 9 and 10. Manufacturing will get precedence over 'selling' which is a secondary function.

If the entry in column 6 is registered factory and in column 8 type of power is other than 'Electricity' and if the number is less than '20' in column 5, then change the entry 'Registered factory' in column 6 to 'Unregistered workshop'.

4.7 *Column 7* : If an entry is omitted by the enumerator, make an entry from information in column 3, if it affords any clue.

4.8 *Column 8 :* If an entry is omitted by the enumerator, enter 'manual' having regard to entries in columns 3 and 7.

4.9 *Columns 9 and 10 :* There should be entries in these columns when columns 6,7,8 and 11 have 'X'. If entry is not made by the enumerator in column 9, impute it with reference to entry in column 3. If column 10 is blank and column 9 is filled in, write 'retail' except in the case of commercial services like Bank, Insurance, Pawn shop, etc.

4.10 *Column 11 :* There will be an entry in this column only when the there is 'X' in columns 6 to 10. If the enumerator has failed to make an entry although the establishment should have been entered in this column, try to impute with the help of entry in column 3.

APPENDIX-I.N.1

IMMEDIATE

No. 9/4/70-CTU
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
3rd April, 1970.

S. Raghavachari,
Asstt. Registrar General.

*Subject* : **Census of India, 1971-Circular No. 14 on Edit Instructions.**

Dear Shri Krishnatry,

Please refer to R. G. 's. d.o. of even number dated 28th March, 1970, on the above subject. The following two sentences which have been omitted inadvertently in para 2.8 of the enclosure to the above letter may be inserted after the second sentence of that para.

"Check whether the serial number of the last census house in the block tallies with the total number of houses recorded in col. 7 of the Houselist Abstract of that block. In case of any discrepancy, you should reconcile it and incorporate the necessary corrections in either the Houselist or the Abstract as appropriate."

*Yours sincerely,*
Sd/-
( S. Raghavachari )

Shri S.M. Krishnatry,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

APPENDIX—I.N.2

D.O. No. 9/4/70-CTU(CEN)
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
11th May, 1970.

A. Chandra Sekhar

*Subject :* **Census of India 1971—Circular No. 14(A)**

Dear Barthakur,

This is in continuation of my demi-official letter of even number dated the 26th/ 28th March, 1970 (Circular No. 14) with which Edit Instructions for the scrutiny of the houselists and establishment schedules were circulated. The following corrections may please be carried out in the Edit Instructions :

| | | *For* | *Read* |
|---|---|---|---|
| (1) | *Page 6, para 2.1 Sub-para* | As per col. 6 of the establishment schedule | As per column 6 or 9 or 11 of the establishment schedule as the case may be. |
| (2) | *Page 8, para 3.2 col. 12 Sub-para* | In the case of..... .....impute 'R'". | "In the case of non-residential households, if the entry is omitted impute 'R' for urban areas and 'O' for rural areas. |
| (3) | *Page 9, para 4.6, line 2* | "Cols. 9-10 have 'X'" | Cols. 9-10 and 11 have 'X'". |

*Yours sincerely*
Sd/-
( A. Chandra Sekhar )

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontiet Agency,
SHILLONG-3.

APPENDIX—I.O

D.O. No. 9/4/70-CTU (CEN)
Ministry of Home Affairs
Registrar General, India.
2/A Mansingh Road,
*New Delhi-11.*
April 16, 1970.

A. Chandra Sekhar

**Census of India—Circular No. 15**

*Subject :* Training of the Editing & Coding Staff for the Houselist.

Dear Barthakur,

Recently I had occasion to see preliminary editing of the Houselists that was being done in one of the State Census Offices. Most of the members of this editing staff appeared to be new hands who did not have adequate background of the houselisting operations. Though they were trying to set right some discrepancies in a mechanical way, they were not quite sure what and why they were doing. It was my experience at the 1961 Census that before the census schedules were handed over to the editing and coding staff, it greatly facilitated if the staff were first of all given intensive training on the mode of filling of the schedules. They must be given practical training of actually canvassing several schedules. Only then will they be able to appreciate the problem involved and the areas where discrepancies are likely to arise and also fully absorb the census concepts. Now that the houselisting has been completed in several States and steps are being taken to edit the schedules and later mark the samples and then code them, it is important to ensure that the editing, coding and sampling staff do have complete knowledge of the houselisting and know exactly what they are doing. The Directors of Census Operations are requested to take necessary steps to fully train up their staff before entrusting them the schedules for further processing.

*Yours sincerely,*
Sd/-
A. Chandra Sekhar)

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

APPENDIX—I.P

A. Chandra Sekhar

D.O. No. 9/101/70-CTU (CEN)
Ministry of Home Affairs
Registrar General, India.
2/A Mansingh Road,
*New Delhi-11.*
16th April 1970.

**Census of India—Circular No. 16**

*Subject* : Critical study of Houselist Abstracts

Dear Barthakur,

Houselisting has been completed in a good number States. I presume that the Directors of Census Operations would have received the Houselist Abstracts also properly posted for every local area. I had seen the abstract figures compiled in one of the States. The Abstracts provided a very valuable picture to enable the Directors of Census Operations to get a realistic picture of the growth of population in every local area. This will also help the Directors to locate areas that may require closer supervision at the final census enumeration. The Directors may kindly post the abstract figures in a systematic way for every town, tahsil and district and compare the figures with the 1961 Census figures. Wherever the growth between 1961 and 1970 has been abnormally low, or very high, the reasons may be investigated even now. This will help in planning for the census enumeration better and also provide the necessary background to explain the picture that is likely to be revealed after the final census enumeration. *Soon after the abstracts are posted, a copy may please be sent to me by name.* The reasons for abnormal changes can be explained in due course. The Directors of Census Operations are requested to send me the abstracts as and when they are posted for each district without waiting for a consolidated statement for the entire State.

*Yours sincerely*
Sd/-
( A, Chandra Sekhar )

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

APPENDIX—I.Q

CONFIDENTIAL

D.O. No. 9/102/70-CTU (CEN)
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
April 18, 1970.

A. Chandra Sekhar

**Census of India 1971—Circular No. 17**

*Subject :* Release of Houselist figures instructions regarding.

Dear Barthakur,

In States where the houselisting has been completed, it is understood that there has been a constant demand from the Press and also various officials of the State Governments for the population figures derived through the Houselist. The houselisting is done by the Census Organisation essentially to provide a basis for the demarcation of the enumerators' jurisdictions for the actual 1971 Census. The rough count made of the population is very crude and it was not a scientific count. Therefore, these figures should not be released either to the Press or to the State administrative authorities. They should be politely told to wait till the tabulation of the census data was completed.

*Yours sincerely*
Sd/-
( A. Chandra Sekhar )

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

APPENDIX—I.R

URGENT

D.O. No. 10-1/70-DT
Ministry of Home Affairs,
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
April 25, 1970.

K.D. Ballal,
Deputy Registrar General.

**Census of India 1971—Circular No. 18**

Dear Barthakur,

Please refer to R.G. 's D.O. No. 10-1/70-DT dated the 28th March, 1970 (circular No.13) enclosing a draft of the instructions to the Sampler and Supervisor for selection of a sample of houses from the Houselist. I enclose herewith the final version of the Instructions which incorporates some useful clarifications suggested by a few Directors of Census Operations. It may be seen that besides adding two additional foot notes in Part A (N.B.s 3 & 4) and providing for recording the name and code no. of the district in the Control Chart, certain marginal changes have been made in the following places :

(i) *Part A :* Paras 1.1 ; 1.2 ; 2 (steps 1,2,4,5) and 3(3).

(ii) *Part B :* Paras 2 (step 4) and 3 (step 4).

I request that these final instructions appended herewith may be adopted in supersession of the earlier version referred to above.

Please acknowledge the receipt.

*Encl* : As above.

*Yours sincerely,*
Sd/-
( K.D. Ballal )

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

MINISTRY OF HOME AFFAIRS
Office of the Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*

*Procedure for selection of sample of Houses from the Houselist.*

**1. Preliminary steps :**

*Part A* : Instructions to the Sampler for selecting a 20% sample of houses from the Houselist.

1:1. You are required to tick off in red pencil the sample houses from the Houselists of an operational unit. Generally, for purposes of sample selection, operational units are :

(i) Tehsil/Anchal/Police Station for rural areas ;

(ii) City, and

(iii) Non-city urban area of a district.

To avoid disparity in the workload as well as to maintain stability in the sampling fraction, large operational units may be divided into parts of convenient size, each of which will then constitute an operational unit. Similarly, geographically continuous tehsils of small size may be combined within a district to form operational units of adequate size.

1:2. When the Houselists come to you for sample selection, the census houses would have been numbered serially within each block, along the line dividing columns 2 & 3 of the Houselist. Before starting out on sample selection, check whether

(i) the Houselist Abstract (form II received from the charge officers) has been provided to you along with the Houselists ;

(ii) a check list containing charge numbers & block numbers in the operational units has been provided to you.

(iii) the bundle contains the houselists for all the blocks in the operational unit by making suitable tally marks in the checklist referred to in (ii) above (in case the Houselists are received after editing in lots of 10 blocks each for the sake of operational convenience, ensure as you go along that the Houselists for all the blocks of one operational unit are fully received and disposed of. *In no case should Houselists of one operational unit be mixed with those of another*) ;

(iv) the blocks are serially arranged according to ascending order of location code ;

(v) the houselists for each block are paged and stitched together ;

(vi) the serial number of the last house of any block agrees with the number recorded in col. 7 of the Houselist Abstract against the block. If there are any discrepancies, bring them to the notice of the supervising officials and correct them before proceeding further.

1.3 : Sample will be selected independently from each operational unit. You will be given a random start for selection of sample in the operational unit assigned to you. The selection of the sample of houses is one continuous process for the entire operational unit. Sample selection will be facilitated by the use of the Control Charts (see Appendix—1) adequate number of copies of which would have already been provided to you.

**2. Procedure for sample selection :**

*Step 1 :* Take a sheet of the Control Chart (see Appendix—1) and note the following in the space provided on top :

(i) Identification particulars of the operational unit with name and location code of the district ;

(ii) Random start for this operational unit ;

(iii) The page number as you go from one sheet to another.

*Step : 2* You are required to select a 20% systematic sample of houses. Take the houselist for the first block and record its location code (in the case of non-city urban, location code of the charge also) and the total number of houses in columns 1 and 2 respectively from the Houselist Abstract. Quickly glance through the serial numbers before you start sampling the houses, to correct any mistakes in serial numbering. The first sample house in this block will bear the same serial number as the random start of the operational unit. Starting from this first sample house, tick off every fifth house till you reach a stage when it is not possible to select another house from this block (*i.e.*, when number of houses left out is less than 5). Enter the serial number of the last selected house in column (4). Check whether the unit digit (*i.e.* the right extreme digit in a number *e.g.* in 9*8*, 9*9*, 10*1*, 1*02*, 10*3* the unit digit is italics), of the serial number of the last selected house is either the same as the random start (*i.e.* the serial number of the first selected house of the block) or the random start plus 5. For example, if the random start is 3, the number in the unit digit of the serial number of the last selected house will be either 3 or 3+5=8, *i.e.*, the serial no. may be 12*3* or 12*8*. If this is not so, the discrepancy has arisen because you have at some stage marked the wrong house as falling in the sample. Since the criterion mentioned above will be equally applicable to the serial number of each selected house, it will be more convenient if you start checking from the last selected house backwards to locate the mistake and correct it for the block.

Even though the serial number of the last house tallies with the number of houses recorded in col. (7) of the Houselist Abstract, there is a possibility that the serial numbering of the house is affected by two types of errors ; (i) a house has not

been assigned a serial number ; and (ii) a house has been serialised more than once. It is clear that proper marking of the sample houses from the houses already serialised above will not obviate these errors, if any. As you go along marking the sample houses, you should, therefore, watch carefully for the presence of such errors. If you identify any such error, go to step 3 before proceeding further with the sample selection. Otherwise complete the sample selection process for this block and go to step 4.

*Step 3 :* If a house is missed, record in column 8 the serial number of the line at which this missed house lies and proceed with the sample selection without making any corrections in the serial numbering of the houses. On the other hand when a house is numbered more than once, stop marking the sample houses at that stage. Correct the serial numbers of the houses from that house onwards, and continue with the sample selection. Correct also the corresponding entry in column 2 of the Control Chart accordingly and insert in col. 8 the remark 'house at line No. X duplicated.' Any such corrections made by you should invariably be done in consultation with the Supervising official.

*Step 4 :* Find out the number of houses, left over from the first block and insert this number in col. (5) of the Control Chart. Fill in the difference between 5 and the entry in col. (5) in col. (6) against the first block and col. (3) against the second block (*i.e.* second line of Control Chart). The entry in col. 3 of the second line indicates the start for the second block which should be distinguished from the random start of the operational unit. Suppose the first block had 129 houses and the random start for the operational unit was 3. Then the serial number of the last selected house will be 128 by selecting every 5th house (20%) starting from serial No. 3. One house will be left as balance from the first block. Since we have to continue to select every fifth house for the entire operational unit, while marking other sample in the second block the balance left in the first block has to be carried forward. Therefore, taking one house from the first block, the serial number of the first sample house in the second block will be 4 (*i.e.* 5 minus the balance left over from the previous block). So the start for the second block is 4 and thereafter every fifth house will be systematically marked. Count the number of houses falling in the sample in the first block and enter in col. (7).

*Step 5 :* Repeat steps 2 to 4 with all the blocks in the operational unit. Note that, from the second block onwards the entry in col. (6) against the preceding block and that in (col. 3) against the block under consideration indicate the serial number of the first selected house in the block on hand. Ensure that all the blocks in the operational unit are exhausted in a continuous process.

*Step 6* : After the selection of sample from the entire operational unit is over, hand over the bundle of houselists along with the filled in Control Chart to the Supervising official for further action.

*N.B. 1* : Before breaking off for the day, make sure that the work of marking the sample houses for the block on hand is completed and the entries in the various columns of the Control Chart against that block duly made. The Control Chart will indicate the block from which you are to start again the next day.

*N.B. 2 :* A list indicating the serial numbers which the houses falling in the 20% sample (*i.e.* taking every fifth house from the random start) would bear with various random starts, is given below for your guidance. It has been assumed that there are 200 houses in a block. If the number of houses is less than 200, the serial numbers which are not relevant should be dropped from the set. If the number is more, the list may be extended suitably.

| Random start | List of serial numbers |
|---|---|
| 1 | 1, 6 ; 11, 16 ; 21, 26 ; 31, 36 ; 41, 46 ; 51, 56 ; 61, 66 ; 71, 76 ; 81, 86 ; 91, 96 ; 101, 106 ; 111, 116 ; 121, 126 ; 131, 136 ; 141, 146 ; 151, 156 ; 161, 166 ; 171, 176 ; 181, 186 ; 191, 196 ; |
| 2 | 2, 7 ; 12, 17 ; 22, 27 ; 32, 37 ; 42, 47 ; 52, 57 ; 62, 67 ; 72, 77 ; 82, 87 ; 92, 97 ; 102: 107 ; 112, 117 ; 122, 127 ; 132, 137 ; 142, 147 ; 152, 157 ; 162, 167 , 172, 177 ; 182, 187 ; 192, 197 ; |
| 3 | 3, 8 ; 13, 18 ; 23, 28 ; 33, 38 ; 43, 48 ; 53, 58 ; 63, 68 ; 73, 78 ; 83, 88 ; 93, 98 ; 103, 108 ; 113, 118 ; 123, 128 ; 133, 138 ; 143, 148 ; 153, 158 ; 163,168 ; 173, 178 ; 183, 188 ; 193, 198 ; |
| 4 | 4, 9 ; 14, 19 ; 24, 29 ; 34, 39 ; 44, 49 ; 54, 59 ; 64, 69 ; 74, 79 ; 84, 89 ; 94, 99 ; 104, 109 ; 114, 119 ; 124, 129 ; 134, 139 ; 144, 149 ; 154, 159 ; 164, 169 ; 174, 179 ; 184, 189 ; 194, 199 ; |
| 5 | 5, 10 ; 15, 20 ; 25, 30 ; 35, 40 ; 45, 50 ; 55, 60 ; 65, 70 ; 75, 80 ; 85, 90 ; 95, 100 ; 105, 110 ; 115, 120 ; 125, 130 ; 135, 140 ; 145, 150 ; 155, 160 ; 165, 170 ; 175, 180 ; 185, 190 ; 195, 200 ; |

*N.B. 3 :* As soon as the sampled houses in a block have been marked, tick off the corresponding number in the check list. After you have completed sample selection for the entire operational unit, glance through the check list to detect whether any block has been missed.

*N.B. 4 :* In certain areas, it is found that a block contains less than 5 houses. In such cases whenever the random start for that block is greater than the number of houses, it is obvious that no houses can be selected from that block. Since the sample selection is a continuous proceed, you consider this block of houses as a continuation of the previous block, add on the number of houses in this block to the no. of houses left over in the previous block, strike off the entry in col. (3), put a dash in col. (4) and enter this total left over in col. (5) against this block. The rest of the procedure is as usual. The following illustration will make it clear.

Control Chart

| (1) | (2) | (3) | (4) | (5) | (6) | (7) |
|---|---|---|---|---|---|---|
| 35 | 123 | 2 | 122 | 1 | 4 | 25 |
| 36 | 3 | — | — | 3+1=4 | 1 | — |
| 37 | 147 | 1 | 146 | 2 | 3 | 30 |

3. **Summary of the selection procedure for ready reference explained in section 2.**

1. Record identification and other particulars on top of the Control Chart (Step 1.)

2. Take the first block and note the location code and total no. of houses in columns 1 & 2 respectively of the Control Chart (Step 2).

3. Record in column 3 against the first block, the random start of the operational unit. The first selected house for the operational unit will have the same serial no. as this random start number (Step 2).

4. Starting from this first sample house tick off every fifth house till you reach a stage when number of houses left out is less than 5 (Step 2).

5. See whether the unit digit of the serial number of the last selected house is either the same as the random start or the random start plus 5 (Step 2).

6. In the process you might have come across due to (i) missed houses and (ii) duplicated houses. Remove such errors before completing sample selection in the block. Indicate in col. (8) the type of corrections you have made in this regard (Step 3).

7. Complete the entries in columns (4), (5), (6) and (7) of Control Chart (Steps 2 and 4).

8. Transfer the entry in col. (6) in the first line to col. (3) of the second line. This indicates the serial number of the first selected house in the second block (Step 4).

9. Repeat the above with the houselists of the second block onwards till you exhaust all the blocks of the operational unit (Step 5).

10. Hand over the Houselists and related Houselist Abstracts to the supervisor as soon as you complete the sample selection in the operational unit (Step 6).

APPENDIX—1

Page No._____

## CONTROL CHART FOR SAMPLING HOUSES FROM HOUSELIST

District : Name..... Location Code.....

Tahsil/Anchal/Police Station/City/Non-city Urban : _____

Sample size 20% Random Start : _____

| Location code of block | Total No. of Census Houses | Sl. No. of first selected house | Sl. No. of last selected house | No. of houses left over col. (2)-col. (4) | 5-col. 5 transfer to col. 3 of next line | No. of houses in the sample | Remarks |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | | | | | | | |

Signature of Supervisor..... Signature of Sampler.....

**Procedure for selection of sample of houses from the Houselist**

*Part B* : Instructions to Supervising officials :

1. **General** : The accuracy of the sample will depend on the care with which the selection procedure has been followed. Though there are a number of built-in controls in the procedure evolved, it is essential for you to exercise close supervision. At the beginning you should watch the work of the Sampler very closely till you are satisfied that he has understood the procedure correctly and is following the various steps accurately. Only after that periodic supervision should be resorted to so as to ensure that the procedure is followed meticulously right to the end.

Your work involves two types of functions :

(i) supervision during the sample selection and

(ii) overall checking after selection of the sample for the operational unit when the Houselist for the operational unit with the sample houses marked and the related Houselist Abstract and Control Charts are handed over to you by the Sampler.

2. **Supervision during the Samle Selection** :

While supervising the work of the Sampler, you should see whether the columns in the Control Chart are consistent. This would help in correcting mistakes if any, easily and in time. As you are aware, the Sampler has been instructed to bring to your notice any discrepancy that he comes across during sample selection and to correct them in consultation with you. It is, therefore, necessary that you have understood thoroughly the instructions given to the Sampler so that you could resolve his difficulties on the spot. Otherwise correction of errors if detected after the Sampler has completed his work for the entire operational unit will result in considerable increase in your workload.

The consistency of the various columns of the Control Chart can be checked as follows :

*Step 1* : See whether the unit digit of the serial number of the last selected house entered in col. (4) of any line is either the same as the number in col. (3) of that line or that number plus 5. The following table brings out the relationship at a glance :

| Random start | No. in the unit digit of the sl. no. of the last selected house. |
|---|---|
| 1 | 1 or 6 |
| 2 | 2 or 7 |
| 3 | 3 or 8 |
| 4 | 4 or 9 |
| 5 | 5 or 0 |

*Step 2 :* If there is no discrepancy in col. (4), see also that the number in col. (5) is less than 5. If the number is more than 5, then obviously there is scope for selecting at least one more house from that block in the sample. Then check whether the entry in col. (6) is number 5 minus the figure in col. (5) and whether the number in col. (6) of the line you are checking has been duly recorded in col. (3) of the next line. If this sequence is maintained, the Sampler is doing his job well and you can go to step 4 which gives the final check for consistency for any line. Otherwise go to step 3.

*Step 3 :* In case the serial number of the last selected house is not consistent with the random start recorded in col. 3 for any block, ask the Sampler to take the houselist for that block, to locate the entry at which the sequence has gone wrong and to mark the appropriate sample houses from then on by making the necessary changes. If the sample selection has been made conscientiously by the Sorter, it is expected that such mistakes will be very infrequent. If the mistake is detected in the block that the Sampler has just finished, there will be no difficulty in making the necessary corrections before the sampler proceeds with his work. In case the mistake has arisen in a block that the Sorter has already finished with, and if correcting this mistake would involve 2 or 3 subsequent blocks only take steps to remove the mistake from all the blocks from the discrepant block onwards. On the other hand, if correcting the mistake would involve a number of blocks, you need correct only the concerned block without disturbing the sample selection in the subsequent blocks. In case you find that such mistakes have been committed frequently (say in more than a block or two), it is necessary to start the sample selection process over again for the entire operational unit from the first block where the mistake has been identified. In any case whenever such discrepancies come to your notice, you should report them to the Deputy Director I/c Coding and Punching Cell before deciding on the procedure for correcting them.

*Step 4 :* If entries in columns 2-6 are consistent, the total number of sample houses in any block recorded in col. 7 of the Control Chart will be equal to the expected number (E) given by

$$E = \frac{\text{Number in col. (4)} - \text{number in col. (3)}}{5} + 1$$

(This formula will not apply to a block from which no house has been selected). Even though the columns 2-6 are consistent, if you find that the number in col. 7 does not tally with the expected number 'E' obtained as above, the discrepancy could arise only due to wrong counting of the number of sample houses by the Sampler. In such a case count the number of sample houses in that block and correct the entry in col. 7.

These checks are simple and can be implemented very quickly once you become familiar with the various steps. *In fact, it will make your job a lot easier if you could arrange to carry out these checks at the end of each day.*

3. **Overall checking after the completion of selection of the sample for the entire operational unit :**

Since this is a large scale operation, it is likely that in spite of built-in-checks and the effort put in to resolve the discrepancies, if any, on the spot, some mistake might

persist even after sample selection is completed. It is, therefore, necessary for you to watch for mistakes, if any, when the Houselist and the related records are handed over to you by the Sampler for scrutiny. The following steps will help you in organising the overall check quickly.

*Step 1 :* Check whether the Houselists for all the blocks within the operational unit and the related Houselist Abstract and Control Charts have been handed over to you by the Sampler. If for the sake of operational convenience the Sampler handles the Houselists in sets of 10 blocks each, you should see whether all the blocks in an operational unit are exhausted and that the Houselists for different operational units are not mixed. If you find that a block of the operational unit on hand has been left out of account, take it at the end of the operational unit and mark the sample according to the steps explained in Sampler's instructions.

*Step 2 :* Though in your day to day supervision of the Sampler's work you would have seen to the consistency of the various columns of the Control Chart you may not have been able to scrutinise each and every line of the Control Chart. Now that the Houselists and the Control Charts are handed over to you for the entire operational unit, you should carry out quickly the consistency checks explained in section 2 above on each line of the Control Chart and make relevant corrections, if at all necessary.

*Step 3 :* The corrections for missed houses and duplicated houses made by the Sampler would be indicated in col. 8 of the Control Chart. Based on these entries in col. 8 make appropriate changes in cols. 2-12 of the Houselist Abstract (form II) against the respective blocks. In case of such changes the totals in the respective columns of the Abstract should also be corrected accordingly. For this purpose you may have to go through the relevant columns of all the lines of the affected blocks. Then prepare a list of these blocks on a slip of paper and tag it on to the related Houselist Abstract for the operational unit for scrutiny by your superiors who will finalise the control figures on the basis of your corrections.

*Step 4 :* You should now consider the houses that have been recorded as missed in col. 8 of the Control Chart and see whether one or more of them could be included in the sample. For this purpose, serialise the missed houses in the order in which they appear in col. 8 itself and consider them as forming a separate block, after the last block of the operational unit. Since the sample selection is a continuous process for the entire operational unit, take into account the houses left over in the last block of the operational unit after sample selection, to determine the random start for this new block. Take care to make the relevant entries in the Control Chart in respect of this new block also. For this block write "missed" in col. 1. If one or more houses of this new block come in the sample, locate these houses in the appropriate block of the houselist, tick them off and assign serial numbers to them as explained in the following example :

If the serial number of the last house (not the last selected house) in the block from which one of the missed houses recorded at line No. 76 say, has been included in the

sample is 151, assign serial no. 152 to the selected house. At the end of the block insert a remark that the serial no. 152 has been assigned to the house at the line No. 76.

*Step 5 :* The operation explained in this step will provide a final check to see whether the adequate sample size has been achieved for the entire operational unit. Add the no. of sample houses recorded in col. 7 of the Control Chart over all the blocks of the operational unit and verify whether sample size has turned out to be as expected. For example, if the total number of houses in the operational unit is 5213 and the random start is 4, assuming that all these houses have been serially numbered regardless of blocks, the last selected house will bear the serial number 5209. Hence the total number of sample house will be $\frac{5209-4}{5} + 1 = 1042$. The illustration given below has been built up on the above principle for any random start and operational units of sizes 5210-5219. This will help you to determine quickly the expected (20%) sample size for an operational unit of any size.

| Random Start | Expected sample size* for an operational unit of size | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | 5210 | 5211 | 5212 | 5213 | 5214 | 5215 | 5216 | 5217 | 5218 | 5219 |
| 1 | 1042 | 1043 | 1043 | 1043 | 1043 | 1043 | 1044 | 1044 | 1044 | 1044 |
| 2 | 1042 | 1042 | 1043 | 1043 | 1043 | 1043 | 1043 | 1044 | 1044 | 1044 |
| 3 | 1042 | 1042 | 1042 | 1043 | 1043 | 1043 | 1043 | 1043 | 1044 | 1044 |
| 4 | 1042 | 1042 | 1042 | 1042 | 1043 | 1043 | 1043 | 1043 | 1043 | 1044 |
| 5 | 1042 | 1042 | 1042 | 1042 | 1042 | 1043 | 1043 | 1043 | 1043 | 1043 |

*Expected sample size $= \frac{\text{serial no. of the last selected house—sl. no. of first selected house}}{5} + 1$

APPENDIX—I.S

D.O. No. 9/115/70-CTU (CEN)
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
19th May, 1970
28th May 1970.

A. Chandra Sekhar

**Census of India 1971—Circular No. 19**

*Census of India-Administration Report on Enumeration*

Dear Barthakur,

I have no doubt that you would have found the Administration Report on Enumeration, recorded by your predecessor of 1961 Census, to be a valuable document and a useful guide in planning and executing the 1971 Census Operations. While it is not always possible to foresee the rapidly changing circumstances ten years later, and one should be circumspect in giving advice to one's successor-you should obviously leave as detailed an account as possible of your experiences in organising the present census so that your successor may draw several lessons from your own experiences and may also have the benefit of your views on several matters concerning the census operations.

We have advanced considerably with our present census operations and are gearing up the State administrative machinery to launch on the final census enumeration early in 1971. It would be appropriate for us to give thought to the preparation of the 1971 Census Administration Report on Enumertion even now so that several details that are fresh in our minds as we progress with the census operations may be systematically recorded then and there.

The Administration Report provides the opportunity to the Census Director to express his views freely and also to offer his critical comments on the present procedures and concepts which will greatly help in planning a future census. The Administration Report also helps to bring out several interesting side-lights to the operations which will enable one to appreciate better the final products of the census.

It is the purpose of this circular to indicate a frame for the preparation of the Administration Report. I do not wish to cramp your style by introducing any regimentation. The Administration Report should be more in the nature of a record of your own experiences put in your own way as to be interesting informative and instructive. But it will greatly help if we decided on the coverage of certain definite issues in the Administration Report in order to make it comprehensive, useful and comparable between

different States. In fact, while planning of the 1971 Census, extracts from the Administration Reports of different States were tabulated under different heads which proved a useful exercise.

It may be best that the Administration Report is built up as far as possible, in the chronological order of the various stages of the census operations. The chapter on section headings of the Report could perhaps be so arranged as to facilitate the drafting of the concerned section, as you progress with each stage. The concluding portion of the Administration Report can be completed soon after the census enumeration is over. It may perhaps be necessary to wait for the P.C.A. sorting, editing and coding of the schedules in order to make a few aspects of your report complete. But the bulk of the report would have been completed by the time the census enumeration itself comes to a close. This will also enable you to keep yourself free to concentrate on other items of Census work which will claim your further fuller attention there.

A tentative arrangement of the section headings is indicated in the annexure to this letter. We can discuss this at the ensuing conference in June 1970. The frame will be only a general guide and each Census Director will be at liberty to and add anything that may be of local interest as he progresses with the work. It will also be useful to illustrate the report with photographs, maps and sketches to depict various aspects of the census operations, such as, for example, housenumbering, notional maps of villages, running of training classes, actual enumeration scenes, enumeration of the houseless, the boat population and remote areas and any other points of interest pertaining to any aspect of the census operations up to the enumeration stage.

It may be useful if you prescribe a simple report to be submitted by the Census Charge Officers and District Census Officers who in turn can collect some reports from the enumeration staff on their experiences soon after the completion of census enumeration. Several interesting features and experiences may come to light.

*Encls :* As above

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3

*ANNEXURE*

Section 1. *General-Introductory*

(a) Your selection for appointment as Superintendent of Census Operations of your State/Union Territory—The receipt of the first formal communication your initial reactions.

(b) Reproduce State Govt's letter if any, introducing you to the District Officers on your appointment as Census Superintendent.

(c) The change of your designation as Director of Census Operations—The change could not be effected in the last two decades though the need for it was expressed in 1951 as well as 1961. Reproduce the observations, if any, of your predecessors in this regard. Did you find the change of designation useful in working ?

(d) Unlike your predecessor of 1961 Census, you had the advantage of succeeding to a continuous organisation with a fairly strong nucleus set up. Give details of the set up and the names of the incumbents in an appendix. You were saved the bother of having to set up a new office from scratch which your predecessors had to do every ten years. There was some experienced staff in the nucleus set up who had also already attended to some preparatory stages of the 1971 Census like the first pretest. You were, however, to some extent, deprived of the pleasure of starting on a clean slate. Did the backlog of the 1961 Census work add considerably to your burdens and hamper your preparations for the 1971 Census ? Any suggestions you wish to offer regarding the future set up of your office by the time your successor is appointed for the next Census ?

Section 2. *Initial Preparatory Measures*

(a) Reproduce in an appendix R.G's Circular No. 1 on the 1971 Census which you might have received soon after joining your post. Did you find this of some help in organising your work ?

(b) What preparatory steps had already been attended to by the nucleus set up before you joined *e.g.*(i) on the experience of 1961 Census suggestions had already been offered for formulating the questionnaires and concepts for the 1971 Census and (ii) the first draft schedules had been pretested and pretest experiences discussed at a conference in Delhi in February 1968 ?

(c) Reproduce the Second draft schedules viz ; Houselist, establishment schedule, Household Form, Individual Slip, canvassing of Household Form in 10% Sample areas had been proposed. Some of you had the experience of pretesting these schedules, discuss briefly your experience, or that of the Deputy Director who might have conducted the pretest in case you had not joined by then.

(d) What measures did you take after joining the post to create Census consciousness in the State Administration ?

Section 3. *First Census Conference—May 1969*

Your experiences of the conference. Some had joined their post just on the eve of the Coference and did not have the advantage of conducting pretest nor did they have any other census experience. Was it difficult for the newly joined officer to follow the discussions? Was this shortcoming made good by the further discussions of Census procedures arranged at the Darjeeling Seminar of September 1969? Agenda for the May Conference. A bried summary of the decisions arrived at the Conference.

The schedules however underwent further changes and also the concepts as a result of the discussions at a special meeting of the Planning Commission that was held for the purpose soon after the first Census Conference. Reproduce the letter (D.O. No. 9/3/69-CTU dated 27th May, 1969) of the Registrar General addressed to Directors of Census Operations in which the changes were explained. Did you find the schedules as finally adopted and the revised concepts an improvement and the scheme operationally easier?

The schedules as finally adopted were (i) Houselist (ii) Establishment schedule (iii) Individual Slip and (iv) Population record.

10% area sample was given up. Sampling would be confined to tabulation of data only—20% Urban Sample and 10% Rural Sample will be drawn. The P.C.A. has however to be prepared on a 100% count.

(Reproduce the schedules and the Instructions in English as also the translation into the Chief Languages of your state in a separate annexure at the very end of the administration report. This will be convenient for reference.)

Section 4. *Census Calendar*

Give the Census Calendar drawn up for your State and explain the salient features.

Section 5. *Training Seminars For D.C.O's Dy. D.C.O's & T.O's*

The training camps organised by the R.G's Office for the D.C.O's Dy. D.C.O's & T.O's was a new and unique feature intended to give a basic grounding in demography and statistics and also to ensure uniformity in understanding and application of concepts. Did you find it standing and application of concepts. Did you find it useful? Describe particularly your reaction to the training Seminar at Darjeeling in Sept./Oct. 1969.

Section 6. *Building up of the Strength of officers & Staff in the State Census Office. Clerical Assistance to Districts.*

(i) Indicate what the strength of the staff of your office was when you took over and the stages and the number the posts by which the strength was increased till the census enumeration was completed. State the need for the additional posts that were sanctioned.

(ii) Indicate when the posts of Dy. Directors/Asstt. Directors were sanctioned ? How did you select the officers ? The H.Q's that were fixed for each and the duties and jurisdiction assigned. The posts were sanctioned earlier this time than at the 1961 Census. Did you find this advantageous in ensuring better training of the enumeration staff and better supervision of work ?

Give the names of the Officers posted as Dy./Asstt. Directors and the dates of their joining.

(iii) The staff sanctioned at District Office, Tahsil Office, for Municipalities and Cities to assist the concerned Census Officers. The data from which sanctioned, was this staff useful and was it properly used ? Any deviation from the standard pattern of this staff in any area. If so the reasons therefor. Head of account to shich their salaries debited. Who was authorised to draw the Pay and Allowances of this Staff. Problems if any of recruitment and control of this Staff.

Section 7. *Touring :*

(i) Give details of the touring undertaken by you month by month till the completion of enumeration. Indicate the purpose of the tours. Your suggestions to your successor. The need for the Director of Census Operations to acquaint himself with every nook and corner of the State.

(ii) Provision of an Ambassador Car/Jeep made for 1971 Census. At 1961 Census not all States were provided with vehicles. Was the provision of the car useful ?

(iii) Did you find the need to travel by Air frequently ? Were the Air Journeys generally approved ?

(iv) Was there a need for your personal staff to accompany you on tours ?

(v) Facilities provided by State Governments in touring by you and your Deputy Directors by lending their vehicles.

(vi) Utilization of Air Force sorties for covering certain special areas.

(vii) Special arrangements made for the provision of vehicles for census inspections to the Charge Supdts. during census enumeration.

(viii) Difficulties in meeting the travelling allowance claims in some cases.

Section 8. *Requirements of Census Schedules-Translations-Printing & Distribution of Schedules & Instructions :*

(a) How was your requirement of census schedules arrived at ? The need for keeping a reserve. At what levels was the reserve kept ? Was there wastage ? Give a

statement in an appendix showing the supply and utilization of each type of schedule and instruction books of each language. Was there a need to supply schedules in different language ? How were the requirements of the language versions assessed ? Was there a change in the proportion of the different language schedules between 1961 and 1971 ? Your suggestions for the future.

(b) Your experience of translating the schedules and instruction into regional languages required for your State.

(c) Was the Central printing of schedules found useful ? Did the schedules reach in time ? Arrangement for the despatch of schedules from the Presses to the D.C.O's. How they were distributed to each district. A distribution statement to be given in an Appendix. Dates of receipt of the schedules and instructions in the D.C.O's office and their despatch to the District Offices. How did you tackle the local printing of instructions in your regional language ? Were instruction books in any other regional languages obtained from other States ?

(d) Were there any eleventh hour emergency indents for additional schedules at the Houselisting stage and/or the enumeration stage ? How were these emerhent demands met ? Reasons for the demand, if any, of schedules over and above the initial estimates. Had you to revise your demands of individual slips and 1% record after the Houselisting results were known ? Suggestions for the next Census.

Section 9. *Procurement of Maps :*

The District & Tahsil maps prepared for the 1961 Census should have been found useful. On what scale were the maps prepared ? Was there a need to prepare new maps ? Steps taken during the inter-censal period to bring these maps uptodate with reference to change in the administrative boundaries if any. Were the maps maintained by the State Survey and Land Records Office uptodate ? Did the Census maps help to bring them uptodate ? The demand from other deptts. for the census administration maps.

Instructions from Registrar General's Office about the preparation of the Dist./ Tahsil and Town maps. Preparation of the base map for the State.

The area figures for the State, Districts, Tahsils, Towns and Villages. Sources : Survey of India and State Survey and Land Records Department. Responsibility of collection and collation of the area figures taken up by the Central Statistical Organisation of the Government of India who furnished the Dist. area figures and State area figures to be adopted at the next census The totals of the Tahsil area figures may not agree with the Dist. area figures. Reasons for the same. Similarly the total of village area figures may not agree with total area figures of Tahsil explain reasons.

The strength of the mapping unit and the equipment in each State census office. Was it found adequate to meet the requirements ?

Section 10. *Administrative Units for Enumeration & Presentation of Census Data—Recognition of Towns—Locatian Code :*

(a) What were the administrative units decided upon for organising census enumeration as well as for the compilation of data ? Below the district level was it the Revenue Tahsil, Thana, Development Block, Sub-division or Police Station ? Was the advice of the State Government also taken ? If there has been a change from the 1961 pattern, reasons therefor. At a lower level was it the Panchayat or Revenue Village or any other unit ? In un-surveyed areas as in the reserved forest areas what was the unit ?

(b) Urban areas : The criteria adopted for determining the urban areas. Generally the same as in 1961. If there has been departures explain. How was the list finalised for your State ? State Governments recommendations, if any. Give reasons for the deletion of some of the towns of 1961 Census and recognition of new towns. Shortcomings of the criteria if any. Any suggestions for future adoption. Give a list of the towns recognised for the 1971 Census. Concept of Urban agglomeration. The 1961 concept of town group given up. The concept of Standard Urban area developed for the 1971 Census.

(c) Instructions issued by the government for freezing the boundaries of administrative units and not to effect any changes after 31.12.69. Reproduce Government of India letter in an Appendix. Did the State Government strictly adhere to it ? Were there any deviations ? Were there any over-riding reasons for giving effect to the changes after 31.12.69 ? Was you concurrence obtained ? In what way did the belated changes in the boundaries of the administrative units adversely affect the Census Operations.

(d) Location Code : Explain the system of location code followed in your state. A uniform system of location code decided upon at the first Census Conference. The adoption of different systems of location codes in some States at the 1961 Census created difficulties in locating the schedules of the administrative units correctly during certain inter-censal special tabulations taken up by the R.G's office. Give a statement of the location code numbers prescribed for each District, Tahsil and Town. Indicate that the code number of villages are given in the District Census Handbook. There was a tendency on the part of some enumeration staff to adopt Handbook No. or the Revenue Survey No. of the villages instead of the code number allotted for census purposes. Reasons why the Revenue Survey Nos. are not convenient to be adopted as census Code Numbers.

Preparation of village and Town registers to ensure complete coverage. How did you ensure that it was uptodate ?

Section 11. *Enumeration Agency :*

How did you decide on the agency to be entrusted with the census enumeration work in the field ? Was it made up of basically the Primary School Teachers or village Officers or any other agency ? What was the pattern in Urban areas ? Did the experience

at the enumeration prove that your choice was wise? Was the agency same for the housenumbering and houselisting as well as census enumeration?

In an appendix give a statement of the distribution of enumerators and supervisors by broad categories as follows:

**District-wise distribution of enumerators (including reserve) by broad categories.**

| District | Total Rural Urban | Houselisting | | | | Census Enumeration | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Teachers | Village Officers | Govt. & local officials | Others | Teachers | Village officers | Govt. & local admn. officials | Others |
| District | T | | | | | | | | |
| | R | | | | | | | | |
| | U | | | | | | | | |
| District | T | | | | | | | | |
| | R | | | | | | | | |
| | U | | | | | | | | |
| Total for the State | T | | | | | | | | |
| | R | | | | | | | | |
| | U | | | | | | | | |

**District-wise distribution of census supervisors by broad categories.**

| District | Total Rural Urban | Houselisting | | | Census Enumeration | | |
|---|---|---|---|---|---|---|---|
| | | Teachers | Govt. & local Admn. Officials | Others | Teachers | Govt. & local Admn. Officials | Others |
| District 1 | T | | | | | | |
| | R | | | | | | |
| | U | | | | | | |
| District 2 | T | | | | | | |
| | R | | | | | | |
| | U | | | | | | |
| Total for the State | T | | | | | | |
| | R | | | | | | |
| | U | | | | | | |

Willingness or reluctance on the part of certain sections to take up census work. Representation received from some. Was there a need to take recourse to any coercive action such as disciplinary action or enforcing the census law to make any among enumeration personnel to work. Point out that outstanding work was however turned out by several both at housenumbering and houselisting stage as well as at the enumeration stage. Some had bought special paper or registers at their own cost to prepare notional maps or to prepare the first rough copy of Houselist.

Section 12. *Housenumbering & Houselisting :*

(i) Steps taken, if any, for the introduction of permanent housenumbering in your state prior to your taking charge. Did this scheme come handy in developing the housenumbering and houselisting operation for census purposes ?

(ii) What is the method of housenumbering adopted in your state in the rural and urban areas ?

(iii) Enthusiasm of the people themselves in some areas to see that their houses are numbered. Permanent Housenumbering plates provided in some areas ?

(iv) Experience in the preparation of notional maps. How many copies prepared and in whose custody are they kept ? Reproduce some specimens of rural and urban notional maps. Tahsilwise Atlases of village notional maps of convenient size had been prepared in several districts. Maps in most areas were of outstanding quality.

(v) The Agency for carrying out the housenumbering and houselisting operations.

(vi) Training organised for housenumbering and houselisting at various levels-Dist. Officers, Charge Supdts., Supervisors and Enumerators. How many classes each enumerator was expected to attend ? The capacity of the charge officers in running the Trg. classes for the enumerators. How was a high quality of Trg. maintained ?

(vii) Houselisting experiences of actual houselisting. Did the canvassing of the houselist and the Establishment Schedule present any difficulties ? Was there any difficulty in understanding some concepts such as census house, vacant house, institutional household, type of establishment etc. Common types of mistakes noticed in filling (a) the houselist (b) establishment schedule. Type of mistakes noticed in posting the Enumerator's Abstract.

(viii) Arrangement for the receipt of houselisting records from the district for further processing. (The further processing will be described in the administration report on Tabulation ).

(ix) Districtwise crude total population as recorded at Houselisting. Preliminary investigation into the abnormal variation in population growth since 1961 - was it a useful exercise ?

Section 13. *Second Census Conference of June 1970.*

A convenient stage for holding the Conference i.e. on completion of Houselisting in Several States and before launching on intensive preparatory measures for census enumeration. Subjects discussed at the conference and the decisions arrived at. The utility of the Conference in organising the future work.

Section 14. *Census Heirarchy - Formation of Enumeration Blocks :*

Indicate the Census Heirarchy created in your State for census enumeration. Indicate the categories of officials appointed and notified as Census Officers at various levels. For example who was notified as the District Census Officers, Sub-divisional Census Officers, Charge Superintendents etc. Give a statement district-wise of the total number of normal and special charges, supervisors' circles and enumerators blocks. State how many persons were appointed as reserve supervisors and enumerators and the need for doing so. Reproduce the Circular issued by you for the preparation of the charge register to determine the definite jurisdictions of the census officers at various levels on the basis of the houselist and to have uniform workload.

Section 15. *Intensive Training of Census Enumeration Personnel :*

Stress the importance of training in census operations - How your experience of houselisting before the enumeration stage - reaffirmed the need for very intensive training for census enumeration.

How was the training organised for the various levels of the census officers ? The number of training classes addressed by you personally ? How did your ensure that the District Census Officers Charge Superintendents etc. could train up the supervisors and enumerators effectively ? What kind of aids you used at training ? e.g. Roll up black boards, slide projector etc. Were the training classes arranged in a way as to avoid the enumerators having to travel long distances ? Importance of practice enumeration. How did the Charged Superintendents ensure that every enumerator had picked up the instruction fully ? Any qualifying test ? Any incentive by way of payment of a part of honorarium soon after an enumerator completed his training successfully. Did each Charge Officer ensure that there was a reserve strength of trained enumerators and supervisors ? Interest and enthusiasm shown by the enumeration staff in training.

Section 16. *The Census Enumeration :*

A. (i) The reference day for the Census - 1st March 1971. Was it convenient ? The reference day has been 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.

(ii) What did the census packet of the enumerator consist of e.g., identity card, instruction book, enumeration pads, forms of daily posting statements, abstract etc. When were they actually issued ?

(iii) How the census enumeration started throughout the State promptly on 10th Feb. 1971. Was any message issued by any V.I.P. on the inaugural day ? Any interesting experiences of the enumeration personnel ? Reproduce some of the enumeration reports you might have collected from the District/Tahsil offices or from the enumerators and supervisors themselves.

(iv) Type of close supervision exercised during the enumeration.

(v) People's co-operation in answering the questionnaire. Were there any instances of reluctance to answer ? Was there a need to take recourse to the provisions of the census law for eliciting true answer ?

(vi) People's response to the different questions. Make a critical assessment of the reliability or otherwise of economic questions. Was there any difficulty in the understanding of any of the concepts in any particular areas ? Was there any bias in answering any of the questions ? Enumeration of mother tongues was there any difficulty experienced ? Were there any complaints and were they promptly looked into ? Was there any difficulty in the enumeration of S.Cs & S.Ts ?

(viii) Steps taken to ensure that there were no omission—Did any one complain of non coverage of any area by census enumerators ? Were they promptly investigated ? What was the result ?

B (i) Enumeration of the Houseless. Boat dwellers—Ships calling at the Ports etc.

(ii) Enumeration of nomads if any.

(iii) Non-Synchronous enumeration in inaccessible areas.

(iv) Enumeration of Special areas.

(v) Enumeration of defence personnel.

(vi) Special arrangements for enumeration in certain large cities as Calcutta. Appointment of a Special Dy. Director of Census Operations/Assistant Director of Census Operations for over 1 million population size cities. Was it useful ?

C (i) Relay of Provisional Totals—How this was organised ? The filling of Enumerators daily Posting Statements and his abstract. Was it properly done ? Prescription of a register for each charge to post and consolidate the abstracts from each enumerator in the charge. Rural & Urban abstracts separately posted ? The form in which the provisional

totals of each charge communicated to the Director of Census Operations. How soon were the provisional totals of each charge and district communicated to D.C.O ? When was the consolidated figures reported to the Census Commissioner ?

(ii) Give a statement of the Total population figures for each district as reported provisionally, the date and time they reached D.C.O's office and the final figures compiled after sorting for P.C.A. What was the % variation for each district and for the State ?

D. Announcement of the first results—When and how made ?

Section 17. *The Census Act :*

(i) Describe the salient features of the Indian Census Act and state how far the legal provisions have helped in getting through the Census Operations. Reproduce the Census Act in an appendix. Were there any lacunae ? Houselisting fell outside the purview of the Act. Did this affect the operations ?

(ii) Were there any occasions to take recourse to the penal provisions of the Census Act. Cite them.

(iii) Any suggestions for improving the census law.

(iv) Indicate what were all the statutory notifications that had to be issued by the Central and State Governments under the Census Act—like notifying the questionnaires, appointment of Census Officers at various levels, delegation of powers for appointment of census enumerators and supervisors etc., sanctioning prosecutions under the Act. Reproduce in an appendix the orders issued by the Central/State Governments under the Census Act.

Section 18. *Directives Issued by State Government, Heads of Departments etc., to Facilitate Census Operations.*

Recount the various types of instructions issued by the Government of India, State Government, State Heads of Department etc. Which facilitated the taking of census *e.g.*, State Govts. Circulars to Heads of Departments and District correspondence, State Government's circular stressing the importance of census operations and requiring that the census work turned out by an officer should be taken note of in recording the confidential report, concessions given to the officials, teachers etc., on census duty in the matter of office attendance while on census training or other census duties. Declaring of holidays for census work, postponement of examinations etc. Reproduce as appendices the relevant circular letters.

Participation of the Ministers and senior officials of the State Government in census training classes or in inspection of census work.

(Please see Chapter XVI of the 1961 Census Administration Report of Andhra Pradesh on Enumeration).

Section 19. *Census Circulars :*

All the Census Circulars issued by you should be available in the form of bound registers for permanent record and reference for the future. You may indicate this in your administration report.

Indicate how you planned out your circulars and at what stages. Did you prepare a mannual ? Can a comprehensive manual be brought out in time ? Will it not be affected by any changes in procedures decided upon from time to time as you progress with the operations ? Are individual circulars more useful ? How many copies of each of the circulars were made and to whom distributed ?

Any other supplemental instructions, folder etc., issued to the Charge Superintendents, Supervisors or Enumerators besides the standard instructions booklets to facilitate work and to clarify instructions.

Section 20. *Publicity Measures :*

Importance of publicity in an operation such as the census. Various measures decided upon at the first Census Conference. The publicity measures developed in each state.

The Census Emblem : Was it useful in attracting the attention of people to announcements relating to Census ? Discuss the following :-

(i) Publicity through the D.A.V.P. : Posters—Stickers—Folders and Newspaper advertisements. When were these made available ? How were the posters and stickers, folders etc., distributed their impact ?

(ii) Publicity through press. Instead of routing all the announcements through the D.A.V.P., this was decentralised. Press Conferences—special articles etc.

(iii) Publicity through the A.I.R.-Talks-Rural programmes women's programmes-children's programmes etc.

(iv) Publicity through the Films-Special film on census-film slides.

(v) Publicity through schools and colleges.

(vi) Publicity through Block Development Organisation.

(vii) Messages and talks.

(viii) Publicity through Television.

(ix) Any other measure.

Section 21. *Honorarium to Census Enumeration Staff-Census Medals :*

A(i) Describe how census enumeration in India is done primarily on an honorary basis. Till 1961 no remuneration what so ever was paid. State the rates of honoraria sanctioned at the 1961 Census for the first time. The experience and recommendations of your predecessor of 1961 Census in this regard. The representation made by teachers and others during the 1971 Census pretesting operations. The ultimate rate of honoraria agreed to by the Finance Ministry. Reproduce the R.G.'s letter in which the rates of honoraria were communicated. Though the quantity per head may appear to be quite

low the cumulative amount in a country of a population size as ours is very large. 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.

(ii) Honorarium sanctioned in 1971 for census officials at higher levels *i.e.*, Charge Superintendents, District Census Officers etc. In 1961 the honorarium had been sanctioned only in a few states which caused much heartburning among others. In 1971 honorarium on a uniform scale prescribed for all states.

(iii) Procedure in the sanctioning and disbursement of honoraria. Work decentralised unlike at 1961. How was the prompt and correct disbursement ensured ?

B. Scheme of awarding census medals. The allotment of the Silver and Bronze medals to different levels of census personnel. How was the performance of the census officers adjudged objectively. Indicate if any system of evaluating the work was prescribed by allotting marks or gradation for different items of work—was provision made for subsequent deduction of marks on account of mistakes or deficiencies noticed soon after enumeration.

Section 22. *General Administrative, Accounts, Stores and Stationery.*

Problems of recruitment of staff either by deputation or direct recruitment. Before 1961 the census offices were purely temporary and the entire staff was disbanded after the main census work was over. The establishment of census offices on a permanent basis since 1961 gave rise to several administrative problems. Officials recruited for 1961 Census continuing for several years - Their confirmation - prospects of promotion - How census operations at certain higher supervisory levels will necessarily have to be filled 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 and this will be possible only, if senior State Government Officials are taken on deputation in certain posts.

Accounts—Yearly budget from 1968-69 to 1971-72 give as an appendix.
Accounts—Rules.
Delegation of Financial Powers-Permanent advance Telephones

Travelling allowances for the officers and staff of the census office, the district census Staff, enumeration agency, etc.

Indents for stores and stationery-local purchases
Printing procedures-printers' bill etc.
Securing accommodation-Procedures
Honoraria account
Cost of enumeration

Section 23. *Post Enumeration Check*

Section 24. *Ancillary Studies.*

Section 25. *Conclusion and Acknowledgements.*

APPENDIX—I.T

D.O. No. 9/120/70-CTU (CEN)
Ministry of Home Affairs
A. Chandra Sekhar Registrar General, India.
2/A Mansingh Road,
*New Delhi-11.*

**Census of India—1971 Circular No. 20**

*Subject* : Provisional Population Totals

We may consider the question of release of the provisional population figures of the 1971 Census immediately after the census enumeration is over. Unlike in the past, perhaps it would be advantageous if we had a uniform system of release of this figures.

The provisional figures should first be released at the All India level by this office. The figures will mostly relate to all India figures and State level figures. It is my hope that we shall be able to compile and release these figures by 15th of March 1971. Thereafter, the provisional figures for each state., giving the break up down to the district level can be released by each Director of Census Operations on the 20th March, 1971.

In order that there may be a uniformity of the contents of the provisional figures that we may make available soon after the census enumeration. I enclose herewith a dummy booklet in which I have indicated the type of charts, maps and tables that should be included. This can be brought out as Paper No. 1 of 1971.

We can discuss this at the Courtallam Conference.

Encl : 1

(A. Chandra Sekhar)

APPENDIX—I.U

D.O. No. 10-1/70-DT
Office of the Registrar
General, India,
2/A Mansingh Road,
*New Delhi-11.*
30th May, 1970.

K.D. Ballal,
Deputy Registrar General,
India.

**Census of India 1971—Circular No. 21**

Dear Shri Barthakur,

*Subject :* Abridged Houselist—Census Frame.

I enclose herewith Census Circular No. 21 regarding preparation of Abridged Houselist Census Frame which will be discussed at the Census Conference. This may kindly be taken as an agenda note also.

2. I am also enclosing an agenda note on item "Special Table on Migration for the preparation of Life Tables and vital rates".

3. Letters No.2/1/68-SS dated 15th May 1970, 3/1/70-SS dated 25th May 1970 and 2/1/69-SS dated 25th May 1970 sent to you by Dr. Roy Burman, Deputy Registrar General (Social Studies), may Kindly be taken as notes on the relevant agenda items namely, Town and Village Studies, which will be discussed at Courtallam Conference.

4. Census Circular No. 19 regarding 'Administration Report on Enumeration' sent to you *vide* Registrar General's D.O. letter No. 9/115/70-CTU (CEN) dated the 28th May 1970, may also be treated as an agenda note on the above item to be discussed at the Conference.

*Encls* : As above.

*Yours sincerely,*
Sd/-
( K.D. Ballal )

Shri J. K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

**Census Circular No. 21**

*Subject :* Abridged Houselist—Census Frame

The success of a Census or a Sample Survey depends on the accuracy of the frame that is used. The Houselist that is being prepared as a prelude to the actual 1971 Census provides the source material for building up such a frame. It is accepted that an ideal frame should consist of well defined areal units of uniform size (in terms of population) that are mutually exclusive and exhaust the entire land area of the country. In practice, however, though the census will provide mutually exclusive units which together exhaust the entire country operationally, there is bound to be variation in the population size of the census enumerators' blocks.

**2. Present position**

As ancillary to the census enumeration, the following materials are expected to be made available :

(i) A notional map for each village/ward with permanent boundaries indicated alongwith building/house numbers of all the structures therein.

(ii) Demarcation of Houselisting blocks, with permanent boundaries as far as possible, with building/house numbers indicated, and the related houselist.

(iii) A notional map for enumerators' blocks (about 750 persons in rural areas and about 600 persons in urban areas ) with all plot/building/housenumbers indicated. In this case permanent boundary marks may not be possible and hence identification will largely be made in terms of building/housenumbers falling in the block.

It is also expected that variations in the norms indicated in (iii) above will occur depending on local conditions in terms of travel time, fixing up as far as possible well defined boundaries for the blocks etc.

2.2 : With regard to (ii) & (iii) above, it is possible that in some areas the houselisting blocks have been carved out in such a way that they will be adopted as the population enumerators' blocks as well. An example is Poona City Municipality where the houselisting blocks are claimed to be generally of a size of 120 to 150 houses and only in rare cases going up to 200 houses.

**3. The Problem**

3.1 : Identification of the enumerators' blocks with the help of the notional maps will not pose any problem at least till the Post Enumeration Check is conducted. As time lapses, the blocks will be unidentifiable during the intercensal period.

3.2 : Besides, the notional map alone will not be sufficient to exercise day to day check on the performance of the enumerator with regard to coverage. This is so because the notional map will only give building/house numbers. There is no way of checking whether he has covered all the houses and households.

3.3 : Since the houselist is a year old at the time of census enumeration, he is likely to come across changes in the houses constituting each block which need to be taken note of for purposes of the Post Enumeration Check and for future purposes. Further since the enumeration blocks are not identifiable as time passes, there should be some mechanism by which one would be able to reconstruct them, at least approximately, for future surveys.

**4. Suggestion for preparation of Abridged Houselist :**

4.1 : It is felt that the difficulties mentioned in the earlier section can be resolved to some extent if an *Abridged Houselist is prepared indicating the building number, Census house number, purpose for which the census house is used,* household number, and name of the head of the household. In addition, there will also be a provision to record therein the total population of the census enumerator's block according to the 1971 Census.

4.2 : The Abridged Houselist may be prepared either by the existing officials at the time when the enumerator blocks are carved out or by the enumerator soon after his appointment on the eve of enumeration in 1971.

4.3 : Two copies of the Abridged Houselist may be prepared. One will be used by the enumerator during enumeration. After completion of the enumeration on 1st March, 1971, *he will obtain the duplicate from the supervisor, record the changes, if any, pin it along with the notional map and hand it over to the supervisor. The supervisor will assemble the bunch for the appropriate houselisting blocks, put them together along with the* notional map for the houselisting block, if any, and pass them on to higher authorities. Ultimately, the abridged houselist, the notional map for each enumerator's block and the related notional map for the houselisting block will be put together along with notional map for the corresponding village or ward and submitted to the Director of Census Operations who will arrange to maintain it according to the ascending order of the location codes.

**5. Arguments regarding the advantages derived from the Abridged Houselist**

5.1 : *Check on day to day coverage of houses and households by the enumerator* :

It is recognised that there will be effective supervision of the enumerators' performance by the supervisors. Though the lacation of every building or census house is presumably marked in the notional map, and however efficient a supervisor may be, there is no actual check on whether all houses/households have been covered by the enumerator unless a ckeck list of houses is provided to the enumerator where he could tick off the houses that he has covered each day. The abridged houselist will provide such a checklist. In fact, a number of states prepared an Abridged Houselist in 1961 Census to aid the enumerator and they propose to adopt the same procedure in 1971 also.

5.2 : *Record of changes subsequent to houselisting operations done nearly a year ago :*

The enumerators who, we expect, would do the enumeration work conscientiously are bound to come across (a) new houses that have sprung up since houselisting, (b) houses that have been omitted inadvertently during the houselisting operations (c) some houses

which might get duplicated also while carving out enumerator's blocks. In addition, in the houses already recorded in the original houselist there may be changes in the use to which the house is put or a change of household. Such changes he might record in the notional map. If these are to be taken account of in the Post Enumeration Check and in the frame for inter-censal surveys, they should find a place in the basic houselist (Abridged) that will be used for these purposes.

5.3 : *Up-to-date frame for the Post Enumeration Check* :

The coverage check in the PEC has two components namely (a) proportion of persons missed/duplicated due to houses missed/duplicated and (b) proportion of individuals missed/duplicated among the censused houses. Both these proportions are to be built up on the basis of the actual number of houses/individuals covered by the enumeration. Actually, the fresh houselist prepared in the PEC for the selected blocks will be matched unit by unit with the list of houses/households visited by the census enumerator. In this regard the Abridged houselist which incorporates the changes observed by the enumerator during his visit in the block will be the most up-to-date frame that is possible.

5.4.1 : *Frame for future socio-economic and demographic surveys* :

Ideally a system of notional maps for the enumerators' blocks having well demarcated boundaries together with a list of houses will form the source material for developing a frame for surveys during the intercensal period. Though the notional maps for the enumerators' blocks by themselves do not conform to this standard, they with the help of the notional maps for the related houselisting block and village/ward will provide the next best alternative source material for this long range purpose.

5.4.2 : With regard to the related list of houses, the original houselist is not adequate in two respects, namely, (a) it is a very unwieldy document containing a lot of other items which are not necessary for identification of houses/households and (b) it is not the most up-to-date list of houses/households extant at the time of census enumeration. The Abridged Houselist on the other hand is handy and can be pinned on easily to the notional map. It further lists all the houses/households that have actually been visited by the enumerator during the Census Enumeration period.

5.4.3 : Given the Abridged Houselist and the notional maps as stated above, the work of developing a frame of blocks with boundaries of permanent nature particularly in large-sized villages and urban areas may be taken up as a post-censal project by the office of the Registrar General or the National Sample Survey or by both. The geographically contiguous blocks will be merged within the smallest possible area units with clear-cut boundaries.

6. **Preparation of the Abridged Houselist from the original Houselist :**

The lines on which the Abridged Houselist is to be prepared are indicated below :

(a) In carving out the enumerators' block care should be taken to see that the houses/households, if any, which belong to one Enumerator Block and are listed at a different place in the houselist are also taken into consideration as far as possible.

(b) Similarly, the houses/households which belong to another Enumerator Block but recorded along with the houses/households falling in the Enumerator Block under consideration should be excluded from the Abridged Houselist for the block on hand. In order that the houses/households which have been recorded elsewhere in the houselist away from their proper place, be identified, suitable cross-referencing in the original houselist should be made wherever they are identified.

(c) The Abridged Houselist may be prepared at the time when the enumerators' blocks are carved out from the houselisting block or by the enumerator soon after his appointment. Whenever this work is undertaken, instructions mentioned in (a) and (b) above should be taken into account while preparing the Abridged Houselist.

(d) During enumeration if a house is not found in the checklist, enter the necessary particulars in the extra space provided at the bottom of the form. Again with regard to a house already tested in the Abridged Houselist, if the purpose for which the house is used is changed or there is a change of head of household or of the household itself, suitable corrections are to be incorporated in the appropriate col. (s) by the census enumerator.

(e) The Abridged Houselist will consist of 4 sections. Section 1 will give the location particulars of the census enumerator's block. The total population of the enumerator's block according to the 1971 Census will be recorded in section 4 after the entire block has been completely enumerated. Section 3 will be the Abridged Houselist proper containing 7 columns. This section will contain 20 lines to correspond with the 20 lines in the original houselist. Section 4 has been provided with the same 7 columns as in section 3 and 4 lines where the missed or new houses, if any, will be recorded as and when they come to the notice of the census enumerator.

(f) After the census enumeration is over, the Abridged Houselist and the related notional maps may be maintained Village/Tehsil/District/State or Block/Ward/Town/State-wise according to the ascending order of the location code. For these blocks which fall in the PEC sample, the Abridged Houselist has, in any case, to be copied out for use in sub-sampling and matching operations.

Two copies of the Abridged Houselist will be prepared. One copy will be used by the census enumerator for enumeration purposes as stated above. After the enumeration is over, *i.e.*, after 1st March, 1971, he will obtain the second copy from the supervisor. Copy out the relevant changes and fresh entries from the original copy, pin it with the related notional map and hand the bunch over, along with the original copy to the supervisor for necessary action.

Page No.....

# CENSUS OF INDIA, 1971—ABRIDGED HOUSELIST FOR EACH CENSUS ENUMERATOR'S BLOCK

## SECTION 1 : **Identification Particulars**

| Location | Name and/or Number | Code |
|---|---|---|
| District | | |
| Taluk,Tehsil/Thana/Anchal/Island/ | | |
| Village/Town | | |
| Ward/Mohalla | | |
| Census Enumerators Block (CEB) | | |

| SECTION 2 :[a] | Population of CEB acc. to 1971 Census | |
|---|---|---|

SECTION 3 : Houselist (to be copied from the original Houselist)

| Line No. | Building No. | Census House No. | Purpose [b] [c] (R,PR,V,I,NR) | N.M. No. [b] | Name of head of Household [b] [d] | Remarks |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | | | | | | |

Section 4 : Addenda to section 3 (to record census houses/households not covered in section 3 but found by census enumerator during enumeration.)

| | | | | | | |
|---|---|---|---|---|---|---|
| | | | | | | |

[a] To be filled only on completion of census enumeration.

[b] If any of these characteristics have changed at the time of census enumeration the census enumerator may insert appropriate correction in cols.

[c] R : Residential, PR: Partially Residential, V: Vacant, I: Institution and NR : Non—Residential.

[d] If the Head of the Household has changed from the original Houselist, the census enumerator may correct this column at the time of enumeration.

APPENDIX—I.V

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*New Delhi-11.*
2nd June 1970.

**Census of India 1971—Circular No. 22**

Dear Shri Barthakur,

I enclose herewith a copy of a note on Post Enumeration Check in the form of Census Circular No. 22. Post Enumeration Check is one of the items for discussion on the agenda of Courtallam Conference. This note may, therefore, additionally be treated as a note on agenda of the concerning item.

*Encl*: As above.

*Yours sincerely,*
Sd/-
( K. D. Ballal )

Shri J.K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

## OFFICE OF THE REGISTRAR GENERAL, INDIA

*Second Conference of Directors of Census Operations Courtallam, Tamil Nadu, June, 1970.*

**Notes on agenda items**

*POST ENUMERATION CHECK*

1. **Introduction :**

1.1 : The Post Enumeration Check of the census concerns itself with the analysis of non-sampling errors that are introduced in the census data at the field stage. These errors at the field stage are called by the generic term of 'ascertainment errors' as against 'processing errors' at the tabulation stage. The analysis of ascertainment errors tackles the twin questions of (i) how accurately the individuals in the population have been counted ? and (ii) how precisely the particulars of each individual have been recorded in the census ? The error in the census count is identified as *coverage error*. This is the net effect of omission or duplication, that is to say, under-enumeration or over-enumeration, of individuals. The error in recording the characteristics of an Individual is commonly referred to as *content or response error*. This error arises from the recording of wrong responses either by the respondent or enumerator or both. A Flow Chart indicating broadly the structure of non-sampling error associated with census or sample survey is exhibited in Appendix 5. It is relevant to mention here that only the coverage error had been tackled in the Indian Census so far. A modest attempt will be made to analyse the content error also besides the coverage error in the 1971 Census.

1.2 : *Direction of flow of coverage error* : The Census Enumeration is organised in two stages ; firstly all the houses and all the households in them are listed and then using this houselist as a frame the individuals residing in these houses are enumerated without exception depending on their normal residence in relation to the 21 days period of enumeration of the census. It is, therefore, natural to expect that on the one hand errors could have occurred in the listing of the houses which would have resulted in omission or duplication or wrongful classification of individuals residing therein. In addition there could also have been omission/ duplication or wrongful classification of individuals among the inmates of the houses already censused. For the sake of easy identification, we may henceforth call the former "coverage error of Type I" and the latter "coverage error of Type II".

1.3 : *Some specific sources of coverage error of types I and II and the content error :*

It is instructive to list here some of the possible specific sources of errors of the two types of coverage errors mentioned in the last paragraph :

*Coverage error of type I :*

(i) Houses situated on the border areas (can result in omission or duplication or wrong classification) ;

(ii) Houses located in obscure places particularly in sparsely populated areas (likely omission).

(iii) Houses becoming inconspicuous because they belong to huge multi-structure buildings in congested localities. (likely omission).

(iv) Houses with two numbers in the same block (likely duplication).

*Coverage error of Type II :*

(i) Unrelated individuals in a household (likely omission).

(ii) Infants and children in a household (likely omission).

(iii) Individuals in large-sized households as against well-knit households (likely omission).

(iv) Single member households where individuals may not be easily available for enumeration (likely omission).

(v) Normal residents absent particularly in the younger working age group who are generally more mobile than others. (likely omission or duplication).

(vi) Visitors (likely omission or duplication).

*Content error :* By its very nature the content error arises from the way in which respondents have understood the questions put to them and given the replies and the way in which the enumerators themselves have understood the concepts, framed the questions to be to put the respondents and recorded the replies. These sources of error can operate either severally or together.

1.4 *The objective of the Post Enumeration Check :* The objective of the Post Enumeration Check is two fold. On the one side it purports to estimate the overall effect of these ascertainment errors namely net under or over enumeration of individuals and level of 'response error' in the information collected so that users of the census data can appreciate the limitations of the census results while using them. On the other side the Post Enumeration Check also serves the important purpose of identifying the major sources of these errors so that the experience may be used to advantage in planning the future censuses.

1.5 *Alternative approaches to the problem :* Except in very special cases like the evaluation of the accuracy of age data by standard acturial techniques, it is not possible to evaluate the census data from the information thrown up by the census itself. It is obvious therefore that an independent alternative series of data should be available either from an entirely outside agency or from the census organisation itself to facilitate evaluation of census data. Bearing in mind that all censuses and sample surveys have built into them such non-sampling errors as discussed here to a varying degree, one should make sure that the data from the outside agency are decidely superior to those from the census before they could be adopted for comparison purposes. In this regard the National

Sample-Survey and the Sample Registration Scheme may well be the outside agencies to provide the alternative series for comparison. Their training and control will undoubtably pose certain problems. As against this approach it is also possible to re-enumerate with greater care and control using a better lot of the census enumeration staff a sample of areas selected from the census enumeration blocks to represent the entire State/Country and to set up valid comparisons between the results of this sample and those of the census. The latter approach is what will be adopted in the Post Enumeration Check ( PEC ) herein discussed.

1.5.1 *Methods of comparison* : Whether the census results are compared with those of an independent outside agency or with those of a sample survey conducted within the framework of the census two methods of check are possible, namely (i) the unitary check and (ii) the aggregate check. The unitary check enables one to compare the data from two sources element by element. The element may be an individual or a listing unit like the census house or even an enumeration block. In the aggregate check, on the other hand, a comparison is made between the overall estimates of the parameter of interest built up independently from the census and the other source for a specified area. Because of variations in concepts, limited number of common items, difficulty in locating and identifying the related documents for the sample areas etc., the comparison with other agencies like the NSS and SRS could be limited mostly to the aggregate check. The greatest advantage of the PEC is that it is so intergrated with the overall census programme that it facilitates the unitary check element by element besides also providing a mechanism for the aggregate type of check if necessary.

1.6 **The procedure for unitary check for the coverage error :**

1.6.1 *Coverage Error of Type I :* We have seen in paras 1.2 & 1.3 that the coverage error is of two types arising from missed or duplicated individuals out of those residing in missed or duplicated houses and from individuals missed or duplicated residing in houses that have been covered in the census. For the purpose of assessing the Type I error a sample of blocks of an area sample will be required. These sample blocks will be completely relisted in respect of the houses and households. The relisting will have to be timed as close to the census as possible so that very little changes can be expected to have taken place in the list during the interrenum. The entries in the fresh houselist will be matched house by house with the Census Abridged Houselist in the office. This has been defined as desk matching in the related questionnaires. This matching will be done in terms of the Building No., Census House No. and the use to which the Census House is put. During this phase the houses will be categorised as follows :

(1) Residential & Partially residential houses matched.

(2) Non-residential houses matched.

(3) Residential or partially residential houses in census houselist shown as non-residential in PEC list.

(4) Non-residential houses in census houselist shown as residential or partially residential in the PEC list.

(5) Residential houses in the PEC list not occurring in the census houselist.

(6) Residential houses in the census list not appearing in the PEC list.

It is obvious that a field reconciliation is necessary in respect of items (3)—(6) to establish 'a match', 'no match' or 'doubtful match' and the reasons thereof before sorting out the houses as missed or duplicated or wrongfully classified. Even after this field reconciliation it may happen that the reason why a house has been listed in or omitted from the Census Houselist may remain 'Not Known'. In such cases it is safer to assume that they are cases of non-match and enquire from the selected households whether they have been enumerated in the census or not. After this field reconciliation the households in each of these houses of 'no-match' and 'doubtful match' will be asked whether they had been enumerated anywhere in the census and then the individuals in the households that had not been enumerated and those that had been enumerated more than once will be counted and recorded separately for purposes of estimating the extent of omission or duplication arising from Type I error.

1.6.2 *Coverage Error of Type II:* With regard to the Type II error a sample of Census Houses already covered in the census will be taken and all the households in these sample census house will be re-enumerated. At this stage a question may be asked whether it would not be preferable to take a sample of households rather than census houses. Though we are primarily interested in households which are cluster of individuals household as a unit of sample will pose problems of non-response and substitution since households are not permanent in terms of location. Further since a census house is taken as the sampling unit, all the households in the selected house will be considered for enumeration. In this re-enumeration we will be faced with the problem of identifying those persons who had been enumerated in any particular household during the census and explore whether all those that should have been caught in the census had actually been covered, and whether there are any omissions or duplications or wrongful classification of such individuals. This problem would have been simpler if the *de jure* population had been counted in the census where one should concern himself with only normally residents (present or temporarily absent), births, deaths inmigrants and out-migrants as of the census date. Since the method of enumeration in the 1971 Census is *extended de facto* in which the normal residence status of a person is fixed in relation to the 21 days period of enumeration the problem of matching becomes invariably complex in respect of 'normal resident members absent' and 'visitors'. The procedure of desk matching and field reconciliation is generally the same as in the case of Type I error, with the difference that the matching will be done in respect of the entries in the original census Population Record and entries in PEC schedule filled in during re-enumeration.

1.6.3 In this case the individuals in a household will be classified as :—

(1) Normal residents and visitors at the time of PEC only.

(2) Normal residents (present or absent ) and visitors present at the time of the visit of the PEC enumerator and also during the census.

(3) Normal residents (present or absent) and visitors at the time of census but not present now.

The categories (2) and (3) will then be matched in the office with the corresponding census Population Record so as to classify them as 'match', 'no-match' and

'doubtful match'. The cases of 'no-match and doubtful match' will then be put to field reconciliation before building up estimates of missed, duplicated or wrongfully classified persons. In the case of normal residents absent and visitors as of census period of enumeration, it is inescapable to probe regarding their actual itinerary during the census period of enumeration. In such cases one is more often than not likely to be in the realm of conjecture and hence quite a few of these entries will be classified an "Not-Known" with regard to their enumeration status as of the Census date. For want of any further evidence to the contrary they have to be taken as omissions or duplications in the analysis.

## 2. PEC Survey Design

2.1.1 As was mentioned earlier the Post Enumeration Check was conducted in the 1951 and 1961 Censuses of India to ascertain the extent of coverage error only. The unitary check method was no doubt adopted in both the cases ; but on the basis of the experience gained from these as well as similar checks conducted in other countries it is found that the method could be rationalised considerably in the 1971 Census both with regard to the sample design and actual matching techniques.

2.1.2 *Pre-requisites for the PEC :* Ideally the purpose of the PEC is to provide a snap-shot of the true position at the census time so that in comparison with it estimates of errors in the actual census can be built up. It is however, not practicable nor desirable that the original census figures should themselves be corrected on the basis of the PEC estimates. Though it is impracticable to achieve absolute reliability in the PEC as is desirable, every effort should be made to make it tend towards the true picture. In order to achieve this satisfactorily certain pre-requisites are to be taken care of :

(i) PEC should be taken as close to the census as possible say within two weeks of the Census date. If the time lag is short, much change is not expected during the intervening period. Therefore, the respondent does not have to exercise his mind to a greater extent to recall what had actually taken place during the census period.

(ii) The data collected in PEC and the census should refer to the same date, and same concepts and definitions should be used to put the two series of data on a comparable footing.

(iii) The PEC enumerators and supervisors should be decidedly better than those of the census with a capacity to follow the instructions meticulously and reconstruct the census picture clearly.

(iv) Steps should be taken to minimise the conditioning effect of Census on PEC so as to establish the independence of these two operations as much as possible.

2.2.1 *New features of the 1971 PEC :* In the earlier censuses the sample size had been fixed more or less arbitrarily. In fact the results of the 1961 PEC show that for the sample size adopted for the purpose the percentage standard errors (see Appendix 4) for estimates of Type I and Type II errors are inordinately high for most of the states thus rendering the state level estimates extremely unreliable. In the proposed PEC for 1971, it is possible to rationalise the fixing of the sample size to some extent on the basis of the experience of the 1961 PEC. The sample size has therefore been calculated taking into

consideration the proportion of missed houses given in the 1961 PEC and some preassigned level of precision.

2.2.2 Specific-criteria have been evolved for ascertaining cases of 'match', 'no-match' and 'doubtful match' between the census and PEC so as not to leave it all to the discretion of the PEC supervisor. The questionnaire forms (added at the end) have been considerably simplified compared to the 1961 PEC so that matching and reconciliation may be made with reference to two forms only at a time.

2.2.3 The approach has also been slightly modified compared to the 1961 PEC with regard to re-enumeration of individuals for the Type II error. In the 1961 PEC a list of persons enumerated in the census was given to the PEC enumerator with deliberate omissions and ghost entries. With such pre-conditioning it is suspected that the enumerator may not have exerted himself enough in straightening out all the wrong entries in the list. If this happens, the quality of the PEC is likely to be vitiated. This procedure also makes it difficult to ascertain the extent of over-count or erroneous-inclusion. In the 1971 PEC it is proposed to start the re-enumeration afresh with the persons present in the household and then enquire about persons likely to have been enumerated in the census. Since most of our population is static, this approach will minimise the effort on the part of the respondents to think back regarding all the persons likely to have been enumerated in the census.

2.2.4 In order to improve the efficiency of the estimates of the various characteristics considered in the PEC, some form of stratification may also be adopted. Besides the three strata of rural, urban non-city and city, it is also proposed to consider, if possible, natural regions also to achieve greater homogenity in strata with regard to density and population distribution. The four metropolitan cities of Calcutta, Bombay, Madras and Delhi will be considered on a separate footing for the purpose.

2.2.5 As was stated earlier provision is also made for the first time to evaluate the content error.

2.3 *Target Population* : In all sample surveys it is essential to specify the population that will be considered for study. In the 1971 PEC all houseless and institutional populations, all Union Territories except Delhi and the State of Nagaland will be excluded from the field of study.

2.4.1 *Sample Size for the coverage error check :* Several aspects of the problem have to be taken into consideration while fixing the sample size. Firstly the relative magnitudes of the proportion of missed individuals due to Type I error and that due to Type II error will have a bearing on the sample size. Secondly since a sample of blocks which are large clusters of houses/households, will be taken, it is necessary to allow for what is called the 'clustering effect' which is usually measured in terms of 'intra-class correlation'. This can be explained with regard to the coverage error of Type I as follows :

2.4.2 There is considerable differential in the accuracy of enumeration of a block from enumerator to enumerator. Statistically this is same as saying that the 'between block variation' is of greater magnitude than the 'within block variation'. Since one enumerator enumerates one block entirely one expects uniformity in enumeration within the block. But the likelihood (or probability) of missing or duplicating a house varies from one enumerator to another *i.e.* from block to block. Intra-class correlation measures the overall effect of this variation in probability on the variance. From the analysis made of the block-wise information on Type I error the following results were obtained.

Intra class correlation in respect of Type I error,
Andhra Prrdesh, 1961 PEC

| | Area | | | | | |
|---|---|---|---|---|---|---|
| | Rural | | Urban | | State | |
| Characteristics | P | p | P | p | P | p |
| Houses | ·0016 | ·0401 | ·0011 | ·0110 | ·0015 | ·0386 |
| Population | ·0012 | ·0440 | ·0005 | ·0223 | ·0011 | ·0429 |

P : proportion of missed houses or missed persons resulting from missed houses.

p : Intra-class correlation.

2.4.3 According to the 1961 PEC the proportion of persons missed due to missed houses (Type I error) was roughly one-fourth of the proportion of persons missed in the enumerated houses in all the states. For all India the former was 0·13% while the latter was 0·55%. Theoretically the sample size at a pre-assigned level of precision is a joint function of the size of the proportion to be estimated and the magnitude of the related intra-class correlation referred to above. In the present case it is felt that if the sample size is determined on the basis of the proportion of Type I error, which is the smaller of the two, and the related intra-class correlation at a pre-assigned level of precision that sample size will be adequate to estimate the much larger Type II error also with at least as much precision or more. The assumption should be tenable under most circumstances since with as large a cluster as an E.B. it may not be expected that there would be any wide variation between the intra-class correlations derived with regard to missed individuals in the two cases. Consequently the higher the proportion the greater is likely to be the precision with the same sample size.

2.4.4 Putting these ideas together it is found that with a proportion of 0·15% of Type I error and an intra-class correlation of 0·04 and assuming a random sample of (clusters) EBs the required sample size (ignoring finite population correction) at four different levels of precision work out to be :

Sample size at different levels of precision

| Percentage standard error | Sample size (No. of blocks) |
|---|---|
| 1·0 | 313397 |
| 2·5 | 50144 |
| 5·0 | 12536 |
| 20·0 | 791 |

Considering the available resources, the time factor and the need for exercising tight control at every stage of PEC, it appears that a sample size of more than 800 blocks may not be feasible. If the proportion of missed individuals due to missed houses is going to be as low as 0·13% it may not be possible to present reliable estimates at the state level at less than 20% level of precision. However, precision could be enhanced if the estimates are presented for a few states grouped together suitably.

2.4.5 It was mentioned earlier that there is greater homogeneity in the performance of an enumerator within a block than between the performances of different enumerators. Therefore, a sub-sample of censused houses falling in a sample block may be sufficient to detect the Type II error. With regard to the Type I error, however, sample of blocks have to be completely listed since we are here concerned with the proportion of houses missed/duplicated out of the totality of houses in the locality. In short, a two stage sample will be selected ; a sample of blocks at the first stage and a sample of censused houses within the sample blocks at the second stage. On the reasonable assumption that a PEC enumerator can cover about 12-15 houses in a day the second stage sampling fraction may be fixed at 10% of the houses in a block.

2.4.6 If the sample size at the first stage is fixed uniformly at 800 blocks per State the sampling fraction at the first stage will vary from a little less than 1% in U.P. to little more that 10% in Jammu & Kashmir. From the urban part of Delhi it is proposed to select a sample of 400 blocks. In the case of the other three metropolitan cities of Calcutta, Bombay and Madras a further 200 blocks may be selected independent of the general sample of 800 blocks at the first stage, the sampling fraction at the second stage remaining at the same level in these blocks also.

2.5.1 *Sample size for the content error check :* As mentioned earlier only a modest beginning can be made in this direction commensurate with available resources. It is suggested that a sub-sample of 50 blocks may be considered with 10% of the houses to be covered in each block. These 50 blocks will form a sub-sample of the sample of 800 blocks already referred to in para 2.4.4. But the second stage sample of 10% of houses in these 50 blocks will be in addition to the one's canvassed for ascertaining the type II error. In respect of these houses the PEC enumerators will be given a list of persons belonging to the selected houses. A schedule drawn up for the purpose will be canvassed by the PEC enumerator for the individuals shown in this list. The items recorded in these schedules

will be matched with those contained in the corresponding individual slip for each person. For this purpose the concerned individual slips would have to be previously copied out soon after the Census Enumeration is over. In case a person is not identifiable in the field he will be treated as a non-response and left out of account. The response error that we are attempting to analyse here consists of two parts, one part is a random component which cancels out as the area of investigation becomes larger and larger. This is called the 'response variance'. The other part is of a systematic nature which would remain more or less in variant under any circumstances. This is usually called the 'response bias'. The content error check here proposed will estimate these two components separately. These two components can be illustrated as in the following para :

2.5.2 For a wrong classification of a person in one occupational group one could expect (on the whole) a corresponding error in the opposite direction, the net effect, of which is zero. Response variance arises out of such errors. If we consider age there is generally a preference for certain digits and certain ages which will persist unidirectionally whatever may be the size of the area under consideration. Similar is the case if a concept is wrongfully applied by the enumerators. Such presistent undirectional errors from part of the response bias.

2.6 *Stratification and Allocation :* With change in topography the distribution and density of population vary. This variation is also likely to result in differential accuracy in enumeration. Again the there strata of rural, non-city urban and city can also be expected to introduce differentials in enumeration. Hence it is suggested that, if possible a few strata may be formed by cross-classifying the various natural regions with rural, non-city urban and city. The sample of 800 blocks may then be allocated to these strata in proportion to the total number of blocks in these strata. The estimated standard error with regard to the estimated proportion of missed houses for the rural and urban areas of Andhra Pradesh work out to be of almost the same magnitude. In the absence of any other evidence to the contrary this proportionate allocation seems reasonable. In some of the States the Urban Population according to the 1961 Census is small compared to the rural. In such cases marginal re-allocation will be necesssary to ensure at least 150 blocks in the urban areas of each State.

2.7 *Selection of Sample :* It is expected that the formation of Enumeration Blocks will be completed by November, 1970. A list of these blocks may then be prepared immediately by arranging the blocks in ascending order of location code within a charge, the charges within a district etc., stratum wise. This list may then be sent to the centre by 15th December, 1970 to facilitate the selection of the sample of blocks carefully and without haste. A list of sample blocks will be provided to the Directors of Census Operations by the 26th February, 1971. The Charge Officer will then be provided with a list of sample blocks falling in his charge along with a series of random start numbers for use in the selection of the second stage sample. He should further be provided with suitable instructions regarding the way in which a sample of residential houses is to be drawn from the Abridged Houselist Form. The Abridged Houselist would of course be the one which has been up-to-dated by the enumerator at the time of enumeration.

2.8 *Field Organisation :* It has been stated earlier in para 1.5 that for the PEC to bear fruit we have to assure ourselves that the Sample Survey would be free from any conditioning by the census taken earlier. Further since the results of the Sample Survey is going to be taken as the truth against which the census results will be tested, it is essential that it is conducted as objectively as possible and with as much control and efficiency. With the types of personnel at our disposal the only practicable approach seems to be to employ the best among the supervisors as the PEC enumerators. The Charge Officers in turn will act as PEC Supervisors who will undertake the desk matching and field reconciliation. To minimise the conditioning effect it is also necessary that PEC enumerators and PEC Supervisors are not allotted the same block which was under their responsibility in the census enumeration. For this purpose inter-change could be effected between adjacent blocks and charges as a bare minimum. In fact this was resported to at the enumerator's level in the 1961 PEC.

2.9 From what has been stated earlier it is clear that since PEC is itself a Sample Survey, it is also subject to the different errors we have discussed here. It would, therefore, be natural to attempt to evaluate the PEC itself if feasible. It is suggested that out of the general sample of 800 blocks, a sub-sample of 100 blocks may be canvassed by Headquarters' staff who are well versed in census concepts and methodology. The sub-sample is to be so chosen as to adequately represent all the strata that will be formed. The results of the 700 blocks can then be compared with those of these 100 blocks at the all India level as an aggregate check to get some idea of the impact of the relative efficiency of the different kinds of field agency. The sub-sample of 50 blocks for the content error check mentioned in para 2.5 may then conveniently form part of these 100 blocks.

2.10 *Pretesting of the schedules and instructions and training of personnel :*

Since the PEC survey involves certain intricate concepts regarding matching and reconciliation, it may be profitable to pretest the schedules in the field. with the hectic preparations going on for the main census this cannot possible be carried out on an extended scale. Perhaps a small set of houses may be considered according to convenience to test particularly the schedule for the Type II error (Form II/1) wherein the census period of enumeration looms large. On the eve of the actual PEC intensive training has to be imparted to the field personnel without fail.

**3. Questionnaires and items of enquiry :**

3.1.1 At the field stage three questionnaires will be canvassed in the PEC one each for the coverage error of Type I, coverage error of Type II and content error. These are :

(i) Form PEC I/1 : For PEC listing, matching with census abridged houselist and field reconciliation.

(ii) Form PEC II/1 : For listing members of households residing in sample houses, the related matching with Census Population Record and field reconciliation.

(iii) Form PEC III/1 : For recording particulars of members of households common to Census and PEC and field reconciliation.

In this section a brief description of the various forms is given. A time schedule for the PEC field operations and a programme of tenative tabulation are given at the end along with the Forms. A set of detailed instructions is presented in Appendix 1, 2 and 3.

3.1.2 *Form I/1* : This form is divided into three sections row-wise-section A for recording the location particulars, Section B. 1 for PEC listing and the related desk matching and field reconciliation and Section B.2 to record those houses in the Census Houselist left unmatched and requiring field verification. Sections B. 1 and B.2 which are the substantive sections are divided into three and two blocks respectively column-wise. The first block of Section B.1 is intended for listing all buildings and census houses in each sample block along with the use to which the census house is put. These three items will help in identification for matching purposes. The first block only will be filled by the PEC Enumerator. The other blocks are for the use of the PEC Supervisor. Columns 5 and 6 named "Desk Matching" are to be utilised by the PEC Supervisor for matching of the entries in the previous columns with the corresponding entries in the Abridged Houselist. After the completion of this desk matching the remaining columns 7-11 will be utilised by him for recording the results of the field reconciliation. The sub-numbers for the Forms I/2,3.....will be given for the summary compilation and Tabulation. The first block of Section B.2 consists of columns 1-3, the entries in which are to be posted from the Abridged Houselist (or CHL). The next three columns comprising Block-2 will be filled in at the time of verification in the field.

3.1.3 *Form II/1* : Row-wise this form has been divided into 4 sections, section A and B.1-B.3. Section A gives as usual the location particulars. Section B.1 lists those members of the household in the Sample Census House who are normal residents (present and absent) and visitors as on survey date with their membership particulars as of census period. Births and immigration after 1st March, 1971 will also be covered in this section. The Section B.2 records those normal residents (present and absent) and visitors as of Census date who are not listed in Section B.1. These will include deaths and emigration after 1st March, 1971, but prior to the PEC. Section B.3 lists those persons in the Census Population Record who are not found in Sections B.1 and B.2. Section B.3 consists of two blocks column-wise. The entries in first 5 columns comprising the first block are to be posted from the Population Record. The remaining three columns constituting the second block are meant for recording the findings of field verification. Sections B.1 and B.2 of this form are also divided column-wise into three blocks, the first block of columns 1-8 is to be filled in by the PEC Enumerator, the other two works to be utilised by the PEC Supervisor for desk matching with the Census Population Record and field reconciliation.

3.1.4 *Form III/1* : This schedule is intended only for the assessment of content error. The members of the household in the selected house who were already caught in

the census will be considered in this Form. There will be no matching and reconciliation for the count of the individuals here as in the case of the other two forms described above. A few selected items of information contained in the Individual Slips will be recanvassed by the PEC enumerator for each individual. After the PEC enumeration, the respective details contained in the corresponding Individual Slip will be copied on to the Form III/1 in the columns provided for the purpose. Subsequently the PEC supervisor would compare the two series of data and go for field reconciliation in respect of those unmatched items only and record in the concerned columns the reconciled information.

## TIME SCHEDULE FOR PEC OPERATIONS

| *Item* | *Date* |
|---|---|
| 1. Intensive training at the centre to the State Census Officials on PEC along with the training in Sampling of Individual Slips. | September, 1970 |
| 2. Receipt of list of blocks by changes and districts at the centre for the selection of PEC Sample Blocks. | 15th Sept., 1970 |
| 3. Receipt of the list of Sample blocks at the D.C.O's Office | 26th Feb., 1971 |
| 4. Training of Field Personnel... | 3rd to 10th March, 1971 |
| 5. Organising the documents required for PEC, namely, Abridged Houselist for the sample blocks, selection of Sample Houses in the sample blocks, Census Population Record for each sample house, copying out of selected items of information from the Individual Slips for each individual of the selected houses of the sub-sample of 50 blocks in which content error check will be conducted. | 11th to 14th March, 1971 |
| 6. Preparation of PEC list of houses. | 15th to 16th March, 1971 |
| 7. Receipt of list of sample houses by the PEC enumerator. | 16th March, 1971 |
| 8. Submission of PEC list of houses Form I/1 by the enumerator to the PEC Supervisor. | 16th-17th March 1971 |
| 9. Re-enumeration of the sub-sample of houses for coverage check..... | 17th March, 1971 |
| 10. Re-enumeration of the sub-sample of houses for content check..... | 18th March, 1971 |
| 11. Submission of filled-in PEC Forms II/1 & III/1..... | 19th March, 1971 |

12. Desk Matching by PEC Supervisor.....19th-21st March, 1971

13. Field Reconciliation.....22nd to 25th March, 1971

14. Preparation of summary statements for the sample blocks.....26th-27th March, 1971

15. Receipt of the summary statements along with the other records at the D.C.O's Office.....31st March, 1971

16. Preparation of summary statements at the block and state levels (to be specified by the centre later).....April, 1971

17. Receipt of the above mentioned summary statements at the centre.....15th May, 1971

18. Release of PEC results .....November, 1971

## TABULATION PROGRAMME

Analysis of data will be done at the centre. Forms for basic compilation of data will be drawn up later on. The following analytical tables are proposed :

1. **Coverage Error :**

(i) (a) Estimates of population coverage error by type separately for each field agency with related percentage Standard Errors-All-India.

(b) Estimates of coverage error by type separately for rural and urban parts with related percentage Standard Errors-Combined Metropolitan Areas/State/Region/ All-India.

(ii) Coverage Error by age and sex and by Type Combined Metropolitan Areas/State/Region/All-India.

(iii) Coverage Error of Type II by relationship to head of the Household-Combined Metropolitan Areas/State/Region/All-India.

(iv) Coverage Error of Type II by Household Size-Combined Metropolitan Areas/ State /Region/All-India.

(v) Coverage Error by Type and Reason-Combined Metropolitan Areas/State/ Region/All-India.

**Content Error :**

For each of the items of analysis, persons belonging to a particular category will be considered and table of the following types will be prepared :—

| (i) | CENSUS | | |
|---|---|---|---|
| PEC | No of persons in a specified category | No. of persons not in a specified category | Total |
| No. of persons in a specified category | | | |
| No. of persons not in a specified category | | | |
| TOTAL | | | |

This table will enable us to estimate simple response variance with regard to persons in various specified categories, sex, age, occ. etc.

(ii) If in table (i), PEC is replaced by F.R. i.e., if the classification of persons is made on the basis of field reconciliation and census, we can derive an estimate of Response Bias with regard to the same specified categories as in (i) above.

FORM PEC/I. 1 Page No.....

## CENSUS OF INDIA, 1971-POST ENUMERATION CHECK COVERAGE ERROR-TYPE I (DUE TO MISSED/DUPLICATED HOUSES)

### SECTION A : IDENTIFICATION PARTICULARS OF EB.

| Location | Name and/or Number | Code |
|---|---|---|
| 1 District | | |
| 2 Taluk/Tehsil/Thana/ Anchal/Island | | |
| 3 Village or Town | | |
| 4 Ward/Mohalla | | |
| 5 Enumerator Block | | |

### SECTION B. 1 PEC LISTING, MATCHING WITH CHL AND RECONCILIATION

| To be filled in by PEC Enumerator | | | | To be filled in by PEC Supervisor | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | | Desk Match. | | Field Reconciliation (code 2, col. 5) | | | | |
| Serial Number | Building Number | House Number | Use (R, PR, I, V, NR) | Match in CHL Yes-1 (stop here) No. 2 (Go to col. 6) | Reason for no Match Change of use-1 Missing in CHL-2 | Cols. 3 & 4 correct ? Yes-1 (Go to col. 9) No. 2 (See footnote* and Go to col. 8) | Match in CHL Yes-1 (stop here) No. 2 (Go to col. 9) | Reason for no Match (In Code) | Enumeration status of Inmates (In Code) | Probable Reason |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
| | | | | | | | | | | |

*Correct Cols.* 3 & 4 Look for matching entry in CHL correct cols. 5 & 6 also if necessary and then go to col. 8 as stated above.

Signature of PEC.....
Enumerator with date.

Signature of PEC.....
Supervisor with date.

FORM PEC/I. 1 *(Continued)*

SECTION B. 2 : RESIDENTIAL HOUSES APPEARING IN CHL AND NOT IN SECTION B. 1 & RECONCILIATION (FOR PEC SUPERVISOR)

| TO BE FILLED DURING DESK MATCHING | | | FIELD RECONCILIATION | | |
|---|---|---|---|---|---|
| Sl. No. | Building Number | House Number | Reason for No-Match (In Code) | Enum. Stat. of Inmates (In Code) | Probable Reason |
| 1 | 2 | 3 | 4 | 5 | 6 |
| | | | | | |

Signature of PEC.....
Supervisor with date

PEC Form II/1 **CENSUS OF INDIA, 1971—POST ENUMERATION CHECK** Page No.....

## COVERAGE ERROR-TYPE II (DUE TO MISSED/DUPLICATED PERSONS)

### SECTION A : IDENTIFICATION PARTICULARS

| Location | Name and/or Number | Code |
|---|---|---|
| District | | |
| Taluk/Tehsil/Thana/Anchal/Island | | |
| Village/Town | | |
| Ward/Mohalla | | |

| Location | Name and/or Number | Code |
|---|---|---|
| Census Enum. Block | | |
| House Number | | |
| Household Number | | |
| Name of Head of Household | | |
| Was he the head at the time of Census | | Yes No |

### SECTION B : LISTING OF NUMBERS OF HOUSEHOLD

| For PEC Enumerator's use only | | | | | | | | For PEC Supervisor's use only | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | Desk Matching | | | Field Reconciliation (For Code 1 of col. 10) | | | | | |
| Serial No. of Members | Name | Membership Type NRP, NRA, V. | Residence status as of census period | Relationship to Head | Sex | Age | Marital status | Matching entry in PR Yes—1 (stop here) No—2 | If 2 in col. 10 Reason (In code) | Is field Reconciliation Necessary ? Yes—1 No—2 | Cols. 2, (5—8) correct ? Yes—1 (Go to col. 14) No—2 (see footnote* and go to col. 13) | Match—1 (stop here) No-match—2 (Go to col. 14) | Detailed Residence status as of census period (In code) | Eligibility status (In code) | FOR 1 & 2 of col. 15, Enumeration status (In code) | Probable Reason. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 |
| **SECTION B. 1 : USUAL MEMBERS AND VISITORS AS OF SURVEY DAY** | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |
| **SECTION B. 2 : USUAL MEMBERS AND VISITORS AS OF CENSUS ENUMERATION PERIOD (but not on the survey date i.e. not incld. in Sec. B. 1)** | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | |

*Correct Cols. 5—8, Look for matching entry in PR and then go to col. 13 as stated above.

FORM PEC II/1 (*Contd.*)

## SECTION B. 3 PERSONS ENUMERATED IN CENSUS BUT NOT FOUND IN PEC FOR SUPERVISOR'S USE ONLY

| TO BE FILLED IN AT THE TIME OF DESK MATCHING | | | | | FIELD RECONCILIATION | | |
|---|---|---|---|---|---|---|---|
| Serial Number | Name | Relationship to Head | Sex | Age | Description of Persons | Eligibility Status | If 2 and 3 in col. (7) Enumeration status |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | | | | | | | |

Signature of Enumerator with date.....

Signature of Supervisor with date.....

FORM PEC/III. 1

Page No.....

# CENSUS OF INDIA—POST ENUMERATION CHECK

## CONTENT ERROR

## SECTION A : IDENTIFICATION PARTICULARS OF ENUMERATOR'S BLOCK

| Location | Name and/or Number | Code | Location | Name and/or Number | Code |
|---|---|---|---|---|---|
| District | | | Census Enumerator Block | | |
| Taluk/Tehsil/Thana/Anchal/Island | | | House Number | | |
| Village/Town | | | Household Number | | |
| Ward/Mohalla | | | | | |

## SECTION B : PARTICULARS OF MEMBERS OF THE HOUSEHOLD AS ON CENSUS REFERENCE DATE

| Serial Number | Name | Age | | | Sex | | | Marital Status | | | Age at Marriage | | | Any child born in the last one year | | | Duration of Residence at the Village or Town level | | | Literacy | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | PEC* | Census % | F. R. % | PEC* | Census % | F. R. % | PEC* | Census % | F. R. % | PEC* | Census % | F. R. % | PEC* | Census % | F. R. % | PEC* | Census % | F. R. % | PEC* | Census % | F. R. % |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 |
| | | | | | | | | | | | | | | | | | | | | | | |

SECTION B (*Contd. from previous page*)

| Educational Level | | | Main Activity | | | Nature of Industry, Trade, Profession or Service | | | Description of Work | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| PEC* | Census % | F. R. % | PEC* | Census % | F. R. % | PEC* | Census % | F. R. % | PEC* | Census % | F. R. % |
| | | | | | | | | | | | |

* To be filled in by PEC Enumerator
% To be filled in by PEC Supervisor
F.R. Field Reconciliation.

Signature of PEC Enumerator with date..... Signature of the Supervisor with date.....

## APPENDIX 1

**Detailed Instructions for filling in Form PEC I/1.**

1. *Section A* : This is intended for filling in the identification particulars of the sample block. The required information will be recorded by the Charge Officer (PEC Supervisor) before handing the form over to the enumerator.

2. 1 *Section B. 1* : This section consists of three blocks. The first block running from col. (1) to (4) will be used by the PEC enumerator for listing all buildings and houses in the sampled blocks. Besides building no. and census house no., information will also be collected on the uses to which the census houses are being put. The other blocks consisting of cols. (5)-(11) are for the use of the PEC Supervisor for desk matching and field reconciliation.

2. 2 *Cols. 1-4* : The columns are to be filled by the PEC enumerator as described below :

*Col. 1* — Write down sl. no. of the entry.

*Cols. 2 & 3* : Give census numbers, if any. If no census number is available, assign any suitable number to this building/house according to the general census instruction on the House-list, e.g., if the house appears between house no. 7(1) and 7(2), give the number as 7(i)/A.

*Col. 4* : Record the uses to which the house is put in codes as follows :

R —Residential
PR—Partly Residential
I —Institutional
V —Vacant
NR—Others, Non-residential

2. 3 : *Desk Matching by the PEC Supervisor* :

Cols. 5 and 6 are provided for the desk matching between a house recorded in cols. (1)-(4) in the Form I/1 and that recorded in the Abridged Houselist which will henceforth be referred to as CHL (Census Houselist). The two items to be considered for establishing a match are the Census House Number and the use to which the house is being put. Taking the first census house in the PEC List look for an entry in CHL bearing the same census house number and the same use. If there is one, it is a perfect 'Match'. If not, either there is no house in the CHL bearing this number or there is a house with the same number but with different use. In either case there is 'No-Match'. Take thus all the houses in sequence in PEC and exhaust the list by classifying all the houses in either of the two categories of 'Match' or 'No-Match'. At the same time the reason for 'No-Match' will also be recorded against each concerned house.

*Col. 5 :* If there is any definite matching entry in CHL, write down '1'. No further action is necessary in respect of this entry.

If there is no matching entry in CHL, write 2 and go to next column.

*Col. 6 :* If '2' in col. (5) record here reason for no-match in codes as follows :

There exists a corresponding house number in the CHL, but use has been stated differently from that shown in PEC-1. No such house bearing this number exists in the CHL-2. Having completed the desk matching thus you are now ready to fill in Section B. 2 and go for field reconciliation with regard to cases of 'No-Match'.

2. 4 ***Field reconciliation by the PEC Supervisor :*** After the completion of desk matching in Section B. 1, it will be seen that some residential census houses are left unmatched in the CHL. Since these houses claim field reconciliation, they have to be entered in cols. (1) to (4) of the Section B. 2 so that field reconciliation can be made for all unmatched entries together. The instructions for filling in columns of section B. 2 are given in para 2. 5 so as not to disturb the trend of instructions regarding the cols. of Section B. 1.

*Col. (7) :* No-match cases may be due to wrong entries in cols. (5) and (6) as a result of wrong entries in cols. (3 & 4). Verify during field visit whether entries in cols. (3) and (4) are correct. For those houses for which the entries in cols. (3) and (4) are verified to be proper, assign code 1 and go to col. (9) for ascertaining the reason for no-match. If for any house the entries in cols. (3) & (4) are not made correctly, give code 2 in this column. See the footnote given for this column as directed in the column heading. As per footnote instructions correct the entries in cols. (3) & (4) suitably and also if necessary cols. (5) & (6), look for matching entry in CHL and record the result of matching in col. (8).

Col. (8) : With regard to those houses having code 2 in col. (7) match with entries in CHL will be assigned code 1 and no further action is called for. If even after correcting the entry no matching entry is found in CHL record code 2 in this column and go to col. (9) for ascertaining reason for no-match.

*Cols. (9) & (10)* : These columns are inter-linked. They are to be filled up for those houses bearing code 1 in col. (7) and code 2 in col. (8). With regard to col. (9) there are five possibilities of no-match. These are listed out in detail below along with the related codes. Having recorded the reason for no match in col. (9), the inmates of the households residing therein should be questioned carefully whether they were enumerated in the census. In order to keep the number of 'Not Known' cases to the minimum probing questions have to be put e.g., ask where the households were living at the census enumeration period ; whether any enumerator visited the households during Feb. 10-28, 1971 etc. Fill in cols. (9) and (10) in codes as follows. The codes have been interconnected and shown side by side to bring out the close association between the two cols.

| Reason for no-match by descriptions of House Col. (9) | Code | Enumeration Status of inmates by reason for no-match-Col. (10) | Code |
|---|---|---|---|
| Residential House not extant at the time of Census | 1 | Inmates enumerated | 11 |
| | | Inmates not enumerated | 12 |
| | | Not Known | 13 |
| Residential House extant at the time of Census but now found 'non-residential' | 2 | | 21 |
| Missed in census and extant at the time of Census | 3 | | |
| | | *Belongs to EB* | |
| | | Inmates enumerated elsewhere | 31 |
| | | Inmates not enumerated anywhere | 32 |
| | | Not known | 33 |
| | | *Does not belong to EB* | |
| | | Inmates enumerated elsewhere | 34 |
| | | Inmates not enumerated anywhere | 35 |
| | | Not known | 36 |
| | | *Belongs to EB* | |
| Missed in Census since newly constructed after 1.3.1971 | 4 | Inmates enumerated elsewhere | 41 |
| | | Inmates not enumerated anywhere | 42 |
| | | Not known | 43 |
| | | *Does not belong to EB* | |
| | | Inmates enumerated anywhere | 44 |
| | | Inmates not enumerated elsewhere | 45 |
| Census house duplicated in PEC list | 5 | Not known | 46 |
| | | | 51 |

After completing col. (10) the houses in Section B.1 are now ready for classification according to completely reconciled, omissions and probable omissions. These classifications will be as follows :

(a) No-match houses bearing codes 12, 32, 35, 42 and 45 in col. (10) are to be taken as cases of definite omissions for these houses. Fill in population records for each inmate living in these houses.

(b) No-match houses arising out of 'Not known' category bearing codes 13, 33, 36, 43 and 46 in col. (10) are to be treated as cases of probable omission. Fill in population records for each inmate living in these houses.

(c) No-match houses bearing codes 11, 21, 31, 34, 41, 44, 51 in col. (10) are to be regarded as cases having been reconciled, as from population count point of view, no error arises from the houses.

*Col. 11 :* For those houses turning out to be either definite omission or probable omission, give the probable reason in codes as follows :

| | | | |
|---|---|---|---|
| (i) | Situated in an obscure place | ... | 1 |
| (ii) | Situated in a congested place and inconspicuous | ... | 2 |
| (iii) | Others—specify e.g., single member household etc. | ... | 3 |

2.5 *Section B. 2* When the PEC list is matched with the CHL, some houses in the CHL will be left unmatched. The PEC Supervisor will enter the particulars of all such houses in columns (1), (2) and (3) from the CHL. The other columns can only be filled in after field-reconciliation.

*Cols. 4 and 5.* These interlinked columns are to be filled in very carefully. If the houses fall in border area, ascertain by consulting the houselist of the concerned neighbouring block, whether this house appears there also.

The following codes are suggested :

| Reason for no-match by description of house-col. 4 | Code | Enumeration status of inmates by reason for no-match-col. 5 | Code |
|---|---|---|---|
| Missed in PEC | 6 | Inmates enumerated elsewhere also ... | 61 |
| | | Inmates not enumerated elsewhere ... | 62 |
| | | Not known ... | 63 |
| | | *Does not belong EB* | |
| | | Inmates enumerated elsewhere also ... | 64 |
| | | Inmates not enumerated elsewhere ... | 65 |
| | | Not known ... | 66 |
| House duplicated in CHL | 7 | | 71 |

As in Section B.1 the houses have now to be sorted out according to reconciled, definite duplication and probable duplication. The definite and probable duplications should be taken as duplicated entries and Population Record should be filled in for the inmates as follows :

Codes 61, 64 and 71 in col. 5 indicate definite duplication of inmates of these houses.

Codes 63 and 66 mean probable duplication. Codes 62 and 65 should be treated as reconciled since no error accrues from these cases.

*Col. 6* The probable reason for each case of duplication and probable duplication may be given in codes as fallows :

| | | | |
|---|---|---|---|
| (i) | Situated in Border area | ... | 4 |
| (ii) | House duplicated in CHL | ... | 5 |
| (iii) | Others—specify ... | ... | 6 |

(Note Codes 1, 2, 3 are given in col. 11 of Section B. 1 for omission).

AEPENDIX 2

**Instructions for filling Form PEC II/1**

1. *Section A : Location Particulars :* In addition to the location particulars this section will also record the name of the Head of the Household on the survey day and whether he remained the Head at the time of Census also. This information will facilitate the use of the relationship to the Head of Household for matching and field reconciliation purposes.

2.1 *Section B. 1 & B. 2 :* Though the types of persons to be enumerated in these sections are different, the items of information to be collected in the various columns in respect of these individuals are almost identical but for minor changes here and there. That is why these two sections are put together under common column heads. It seems, therefore, logical to discuss the various columns of these two sections together.

2.2 *Types of Persons to be enumerated in Section B. 1 :* Enumerate the following types of persons in the order in which they are listed. This order will help in minimising omissions in the PEC list of persons.

a) Normal Residents present on the survey day.
b) Normal Residents absent on survey day.
c) Visitors on the survey day (all casual visitors are to be excluded as in the census).

2.3 *Types of persons to be enumerated in Section B. 2 :* The following types of persons are to be listed in this section in the order mentioned below :

a) Normal Residents (NR) during the Census Enumeration period who are not normal residents now (these will comprise deaths and emigrants among NR after 1/3/71).
b) Visitors during the census enumeration period who are no longer present now.

2.4 While asking specifically about persons of the categories mentioned in paras 2.2 & 2.3 ask probing questions about infants, children and unrelated persons like servants, women etc., staying with household, since these persons are often likely to be missed in surveys.

3. Matching the entries in these sections with those in the census population record will be made in terms of the details given in cols. (2) & (5—8). The criteria for matching are :

a) Name (col. 2) : Ignore minor variations in name e.g. Surendra, Surinder and Surender may be taken to be synonymous.
b) *Relationship to Head* (Col. 5) : If the same person was the head at the two times the two records must be identical. If the heads are different (as shown in Section A) the entries may be made compatible if the relationship of the present head to the Head at the time of Census is ascertained.

c) *Sex (col. 6)* : Agreement should be exact.

d) *Age (col. 7)* : A difference of 5 years on either side may be ignored.

e) *Marital Status (col. 8)* : Agreement must be exact.

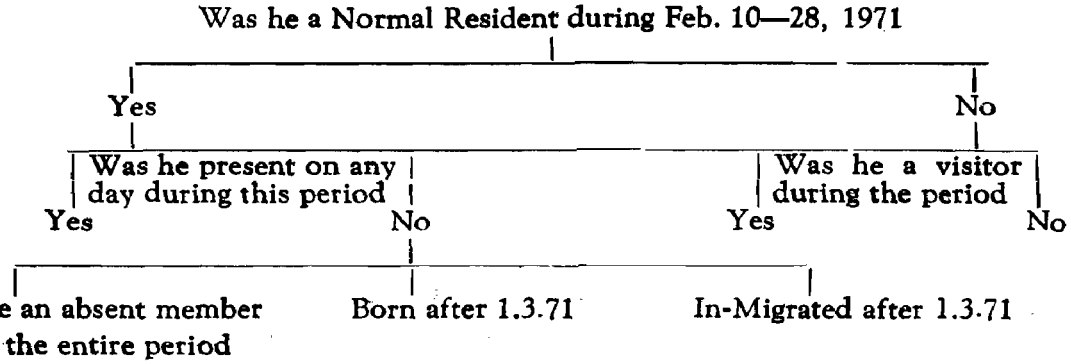
Let us now take up col. by col. for detailed instructions.

(i) *col. 3* : This column is to be filled only in Section B.1, since the persons recorded in Section B 2 are no longer in the Household.

The codes for the purpose are :

| | | | |
|---|---|---|---|
| a) | Normal Residents Present | ... | NRP |
| b) | Normal Residents Absent | ... | NRA |
| c) | Visitor ... | ... | V |

(ii) *Col. 4 (Section B. 1)* : In order to determine whether the individuals were NRP, NRA or V as of census date, the following probing questions are to be asked of each individual :




(iii) Col. 4 (Section B.2) : Persons can be categories as :

| | | | |
|---|---|---|---|
| (a) | Normal Residents Present any time during Feb. 10—28, 1971 | ... | NRP |
| (b) | Normal Residents Absent during entire period of Feb. 10—28, 1971 | ... | NRA |
| (c) | Visitor any time during the period | ... | V |

It may be noted that the categories (a) & (b) could have arisen only out of deaths and emigration of normal residents after 1.3.71. Hence specific probing questions may be asked in these directions.

(iv) *Cols. 5-8* : These are merely the demographic characteristics of the individuals which may be recorded according to the census instructions. Cols. (9) & (10) of the Section B.1 and B.2 will be utilised for desk matching.

(v) *Col. 9* : Taking the individuals one by one from Section B. 1 and then from B.2 you have to look for matching entries in the Population Record for that household, 'Match' or 'No-match' are to be determined according to the creteria given in para 3 above. In case of definite match code 1 will be entered in this col. and no further action is necessary in

regard to the individual as he is not going to enter into the analysis. If no definite match is established, code 2 will be given and you should proceed to col. (10).

(vi) *Col. 10 :* This column will filled in for these individuals with 'code 2' in col. (9). The reasons for ' No match' fall under three categories :

(a) Due to difference in any one or more of the entries in cols. (2) & (5-8) ... ... ... 1

(b) Absent from the Household during the entire enumeration period ... ... ... 2

(c) Present in the household on any day between Feb. 10-28, 1971, either as a visitor i.e. codes 1-3 of col. (4) Section B. 1 and codes NRP and V of col. (4) Section B. 2 ... 3

(vii) *Col. 11 :* In respect of codes 1 & 3 in col. (10), give code 1 and assign code in respect of code 2 of col. (10). Cols. (12)—(17) will be utilised for Field Reconciliation which will be undertaken in respect of those persons who have registered code 1 in col. (11).

(viii) *Col. 12* : If the 'No Match' is due to differences in particulars entered in cols. (2), (5)-(8) verify by enquiry whether the entries in these columns are correct. If they are correct, give code 1 and go to col. (14) by skipping col. (13) for this individual for further probes. If they are not correct, give code 2 in this col., correct the entires in cols. (2), (5)-(8) and go to col. (13).

(ix) *Col. 13 :* Try to established a match with the census population record in terms of the corrected entries in cols. (2), (5)-(8). If there is a match give code 1 and stop here for this individual. If it is 'No-Match' still give code 2 in this col. and go to col. (14) for further probes.

(x) *Cols. 14, 15, 16 :* These columns are closely interlinked as these are the ones which will ultimately identify omission or duplications and the probable reasons thereof. Col. (14) is very crucial in identifying the normal residence status of the unmatched individual as of the census period. To elicit this information pointed questions are to be asked, according to the categories listed below tithe the related codes. There are 12 possibilities which may appear rather formidable. But in practice, the number of persons to be so identified may be small and then there may not be occasion to ask for all the 12 alternatives in respect of all the individuals claiming field reconciliation. Once this categorisation is achieved, the eligibility of this person to be enumerated in the census can be determined and recorded in col. (15). After establishing the eligibility you have to ascertain whether the person was enumerated elsewhere or not in order to conclude whether there has been any error in enumeration in respect of this individual. This enumeration status will be recorded in col. (16). In the case of a Normal Resident you may find it simpler to determine the enumeration status without doubt. But in the case of visitors such definite classification may be a problem. In which case you will have no alternative other than classifying them as 'Not Known'. Since these columns are interlinked, the code structure is given side by side for the sake of clarity.

| | *Col. 14* | | *Col. 15* | | *Col. 16* | |
|---|---|---|---|---|---|---|
| | **A. For Section B. 1 only** | | | | | |
| 1. | *Normal Resident present or absent on the survey day* | | | | | |
| (a) | Also present on any day between Feb. 10-28, 1971 as a usual member... | 1 | Eligible | 1 | Enumerated elsewhere<br>Not Enum. elsewhere<br>Not Known | 11<br>12<br>13 |
| (b) | Also a normal resident during the enumeration period but away for the entire period ... | 2 | Not Eligible | 3 | Does not arise | 31 |
| (c) | A birth or an inmigrant after 1.3.71... | 3 | Not Eligible | 3 | Dose not arise | 31 |
| 2. | *Visitor on survey day* | | | | | |
| (a) | Away from his normal residence for the entire enumeration period and stayed at this household throughout... | 4 | Eligible | 1 | Enumerated elsewhere<br>Not Enum. elsewhere<br>Not Known | 11<br>12<br>13 |
| (b) | Away from his normal residence during the entire enumeration period and stayed here any day during that period | 5 | Doubtful Eligibility | 2 | Enumerated elsewhere<br>Not Enum. elsewhere<br>Not Known | 21<br>22<br>23 |
| (c) | Not present here on any day during the census enumeration period ... | 6 | Not Eligible | 3 | Does not arise | 31 |
| | **B. For Section B. 2 only** | | | | | |
| 3. | ***Normal Residents during the enumeration period but not on survey day.*** | | | | | |
| (a) | Present on any day during the enumeration period ... | 7 | Eligible | 1 | Enumerated elsewhere<br>Not Enum. elsewhere<br>Not known | 11<br>12<br>13 |
| (b) | Absent from the household for the entire period ... | 8 | Not Eligible | 3 | Does not arise | 31 |
| (c) | Died or emigrated before 1.3.71 ... | 9 | Not Eligible | 3 | Does not arise | 31 |
| 4. | *Visitors during the enumeration period* | | | | | |
| (a) | Stayed for the entire period of census enumeration in this household ... | 10 | Eligible | 1 | Enumerated elsewhere<br>Not enum. elsewhere<br>Not known | 11<br>12<br>13 |
| (b) | Stayed on any day during the enumeration period but away from his normal residence for the entire period... | 11 | Doubtful Eligibility | 2 | Enumerated elsewhere<br>Not enum. elsewhere<br>Not known | 21<br>22<br>23 |

(c) Stayed on any day during the enumeration period and was away from his normal residence for part of the enum. period 12 Not Eligible 3 Does not arise 31

Codes 12 and 22 in col. (16) are definite omissions.
Codes 11, 21 and 31 cover all reconciled cases.
Codes 13 and 23 are, however, cases of probable omissions.

(xi) *Col. 17* : For codes 12, 22, 13 and 23 ascertain the probable reasons for omission or probable omission as follows :

| | | |
|---|---|---|
| Normal Resident : | Born just before census date ... | 1 |
| | Travelling and was not expected to come back home before 1.3.71 ... ... | 2 |
| | Moved in just before 1.3.71 ... | 3 |
| | Expected to outmigrate before 1.3.71 ... | 4 |
| Visitor : | Not expected to go back to his normal residence before 1.3.71 ... ... | 5 |
| | Others ... ... ... | 6 |
| | Not known ... ... | 7 |

3. *Section B. 3 :* This section records those persons enumerated in the census and hence found in the Census Population Record but not found in the PEC. Likely over-count in the census can occur only in respect of these persons. This will be the most difficult of all the sections to reconcile in the field. Hence great care has to be exercised in dealing with the entries in this section.

(i) *Cols. 2-5* : These are some demographic particulars which have to be simply copied out from the census population record.

(ii) *Cols. 6-8* : These columns are closely interlinked and hence can be considered together. Since the code structure necessarily flow from one column to another they are also presented here side-by-side. As in cols. 14-16 of the earlier-sections, the persons recorded in this section are classifiable under several probable categories according to their residence status during the census enu-meration period. Once this residence status has been probed clearly and col. (6) is filled, it is a simple task to fill in col. (7). In this way the 'Not Known' category is likely to be minimised in col. (8). The following system of codes may be followed in filling there columns :—

| | *Col. 6* | | *Col. 7* | | *Col. 8* | |
|---|---|---|---|---|---|---|
| 1. | ***PEC failed to catch the person in B. 1 though he is NRP, NRA or V on survey day*** | | | | | |
| | (a) Normal Resident Present throughout the census period or present for part of that period and absent from the normal residence only after the 10th Feb., 1971 ... | 1 | Eligible | 1 | Does not arise | 11 |
| | (b) Normal Resident Absent for part of enumeration period who left before 10th Feb., 1971 with the intention of coming back before 1.3.71. | | | | | |
| | (i) did come back before 1. 3. 71 ... | 2 | Eligible | 1 | Does not arise | 11 |
| | (ii) failed to come back before 1.3.71 ... ... | 3 | Doubtful Eligibility | 2 | Enumerated elsewhere<br>Not enumerated elsewhere<br>Not known | 21<br>22<br>23 |
| | (c) Normal Resident Absent throughout the census period but caught in census because he left before 10th Feb., 1971, but was likely to come back before 1. 3. 71 at the time of enumerators & visitor ... | 4 | Doubtful Eligibility | 2 | Enumerated elsewhere<br>Not enumerated elsewhere<br>Not known | 21<br>22<br>23 |
| | (d) Visitor remained here throughout the census period ... ... | 5 | Eligible | 1 | Does not arise | 11 |
| | (e) Visitor for part of census enumeration period but was enumerated in this household because he was likely to be absent from his normal residence throughout the census period ... | 6 | Eligible | 1 | Does not arise | 11 |
| 2. | ***Persons died or outmigrated or was a visitor not caught in PEC (Section B. 2)*** | | | | | |
| | (a) NRP throughout the census period or part of the census period but outmigrated or died after 1.3.71 ... | 7 | Eligible | 1 | Does not arise | 11 |
| | (b) 'NRP for part of census period but outmigrated before 1.3.71 ... | 8 | Not Eligible | 3 | Enumerated elsewhere also | 31 |

| | | | | | |
|---|---|---|---|---|---|
| (c) Visitor throughout the census period who was absent from his normal residence for the entire period ... ... | 9 | Eligible | 1 | Does not arise | 11 |
| | | | | Not enumerated elsewhere | 32 |
| | | | | Not known | 33 |
| (d) Visitor for part of the enumeration period who left his usual residence before 10th Feb., 1971 and was not likely to go back to his normal residence before 1.3.71, but | | | | | |
| (i) went back before 1.3.71 ... | 10 | Doubtful eligibility | 2 | Enumerated elsewhere also | 21 |
| | | | | Not enumerated elsewhere | 22 |
| | | | | Not known | 23 |
| (ii) did not go back before 1.3.71 | 11 | Eligible | 1 | Does not arise | 11 |
| 3. *No such person and hence PEC* | | | | | |
| Rightly did not record him ... | 12 | Not Eligible | 3 | Does not arise | 31 |

Codes 11, 22, 32 in col. (16) are to be treated as reconciled.
Codes 31 and 21 are clear duplication while codes 23 and 33 are probable duplication.

# APPENDIX 3

## Instructions for filling in Form PEC III/1

This is a simple schedule where the columns are self-explanatory. Information will be collected on a few selected items like , relationship to head, sex, age, marital status, duration of residence, age at marriage, children born during last year in case of married woman, main activity and industry according to census instructions by the PEC enumerator in one of the three columns under each characteristic. The PEC enumerator will enter the particulars of the individuals as of census date in the PEC column. The other two columns are for the use of the PEC Supervisor. He will first post the relevant entries from the copied out Individual Slip in the 'C' columns. Particulars of each individual from PEC and 'C' columns will be matched item by item. In case of discrepancy he will have to reconcile them in the field and record the reconciled particulars in the 'FR' column.

APPENDIX—I.W

D.O. No. 9/138/70-CTU (Ptg.)
Ministry of Home Affairs
Registrar General, India
2/A Mansingh Road,
*New Delhi-11.*
November 20, 1970

A. Chandra Sekhar

**Census of India 1971—Circular No. 23**

*Subject:*—Degree holders and Technical Personnel Cards.

The total quantity of the 'Degree Holders and Technical Personnel' cards required for the 1971 Census was estimated on the basis of various factors, such as (i) Scientific and Technical degree holders reported at the 1961 Census (ii) the number of matriculates reported at the 1961 Census (iii) annual turnout from the colleges and Technical Institutes in the country etc. Although, all available norms have been applied to arive at the estimated total quantity of these cards, still one can not be very sure, about the actual requirements in this regard, since the scope of coverage has no precedent in the earlier censuses. Thus, the distribution of the number of cards to the enumerators has to be done with utmost care and caution and broadly based on the knowledge of concentration of such personnel in local areas such as cities and focal points of industrial and commercial growth centres. On the other hand there would be certain pockets in tribal areas and remote villages where there might be a total absence of such personnel. In these circumstances it is really not necessary to issue these cards to enumerators operating in remote tribal villages or forest villages or slum areas in the cities and towns. It may be adequate to keep a few cards as reserve with the supervisors concerned so that, if by any chance person required to fill the card is found in the above-mentioned areas, the supervisor could supply the required number of cards to the concerned enumerator. It may also be necessary to keep a good reserve with the Charge Officers, particularly in the cities and towns, so that in case of need the Supervisors and Enumerators could draw on the reserve. These are merely guide lines. Nothing could be laid down on the basis of purely theoretical approach. It has to be left to you, your Deputy Directors and the Charge Officers, who know the local areas so well from the point of concentration of such personnel.

2. The number of cards to be supplied to you was circulated vide this office D. O. letter of even number dated August 27, 1970 and most of the Directors have confirmed the allocation made to them. Some of the Directors have sent their revised demand which seem to have been pitched too high. For example in one case, against the allocation (based on the above factors) at 10 lakh cards for a State, the revised demand is pitched at 26.6 lakh cards. There can not be any firm basis for such demand, except perhaps, the notion that every enumerator must have a sizable number of cards. Nevertheless, we will try to accommodate even the revised demand and arrange supply of the cards in a reasonable quantity.

3. What I would like to emphasis here is that at the training classes, the enumerators should be told that, they should draw on the reserve kept with the Supervisor and Charge Officers.

4. The Supervisors should also be asked to see in their field checking that whenever there is an entry of "graduate" or 'Technical diploma'—level recorded against question 13, the enumerator has issued a card and marked a tick and that on collection of the card duly filled in by respondent, the tick is rounded with a circle (Please see para 73 of the Instructions to Enumerators for filling up the Individual slip). The Supervisors should also ensure that all cards issued by the enumerator have been collected on his second visit to the household concerned and handed over to the former.

5. A couple of Census Directorates have pointed out that there would be a few graduates or even technical diploma holders who do not know english and have asked how the enumerator should proceed in such cases. The respondent may be requested to consult an english knowing person and fill in the card.

6. Another question which has been raised in this connection is, whether, the respondent, if he does not know english, be allowed to write the answers on the card in regional language. Since these cards will be processed centrally in the Data Processing Division of Registrar General's office, it will be very difficult to code the returns, if they are in regional language. The respondent may therefore be persuaded to get it filled in english with the help of any english knowing person, if available. If no such help is available, there will be no objection, if the card is written in the regional language. It is hoped that such cases would be very very few since the coverage is limited to graduates and Technical Diploma Holders.

7. I have already indicated above, that the processing of the "Degree Holders and Technical Personnel Cards" (DH & TP) will be done centrally in the Data Processing Division of R.G's office. You would have assigned districts (Rural) to each Regional Tabulation office in which the manual processing will be done for those districts. The enumeration records at the concerning districts will be received in the respective Regional Tabulation offices from the field. Similarly, records of urban areas will be received at the Urban Tabulation Office (s). These enumeration records will contain filled in DH & TP cards. On receipt of the enumeration records in the Regional/Urban Tabulation Office, the Deputy Director Incharge of the Tabulation Office should be asked to verify the number of cards received from every charge and make their charge-wise packet. This packet will contain a slip written in bold letters indicating the names of the charge, District and State/Union Territory and the number of the cards contained in the packet. All charge packets should be made into a district bundle. Considering the magnitude of a district bundle, it may be decided whether more than one district bundle could be put in a single package or in more than one package.

These packages should be sent to the Registrar General's office at the following address :

SHRI S.C. SHARMA
Assistant Registrar General, (Data Processing)
Data Processing Division,
Office of the Registrar General, India.
Wing I. Ground Floor, West Block, Block I,
Ramakrishna Puram,
New Delhi-22.

If the packages weight 10 kgs or less, it should be sent by Registered Post Parcel ; if it weights more than 10 kgs, it should be sent by Railway Parcel by passanger train.

In case the consignment is sent by railway, the RR should be sent to ARG (DP) (by name) on the above address.

While despatching the consignment to Registrar General's office, the Deputy Director concerned should write to Deputy Registrar General (C) demi-officially [with a copy to ARG (UP)] stating the mode of despatch, date of despatch and details of the contents.

It is expected that, it would be possible for the Deputy Director Incharge Regional/ Urban Tabulation Office to despatch the consignments by March 15th, 1971.

Kindly acknowledge receipt of this letter.

(A. Chandra Sekhar)

APPENDIX—I.X

D.O. No. 10-9/70-DT
Ministry of Home Affairs
Registrar General, India.
*New Delhi-11.*

A. Chandra Sekhar

**Census of India, 1971—Circular No. 24**

*Subject :* Post Enumeration Check-Organisational Details

In pursuance of the discussion held at the Courtallam Conference, the programme of the Post Enumeration Check has been reviewed during the last two months. I enclose a note describing the field operations of the Post Enumeration Check from the selection of the sample to basic compilation of the data. The schedules and instructions for enumeration, desk matching and field reconciliation will be sent to you separately in a few days. The enclosed note also contains an appendix, which discusses in detail the basis for determining the size of the sample for all-India and States.

So far, only the over-all size of the sample for the state has been specified. Since the allocation of this over-all sample among the various strata in a state will be made on the basis of the total number of blocks per Stratum, it will be made available to you only on receipt of the list of blocks from you sometime in December, 1970.

As indicated in Appendix I of the note the over-all sample size for your state is to facilitate the selection of the sample blocks you should furnish a Stratum District-charge-wise list of total number of effective blocks (vide Section 3 of in closure) in your state to the Sampling, Demography and Training Division of this office, as soon as the enumeration blocks have been carved out. Alongwith the list of sample blocks in the various strata, a list of random numbers associated with each of the sample blocks will also be furnished to you to facilitate the selection of sub-sample of houses. Incidentally I may also mention here that the list of sub-sample of 50 (20 more blocks in case of a Metropolitan City ) blocks for the Content Error Check will also be made available to you.

You may observe that in para 1.3.6 of the enclosed note a mention has been made of a follow-up study of those persons whose enumeration status as of census could not be defined unequivocally even after field reconciliation. For this purpose, one or two PEC forms will be modified slightly so as to record the addresses of the households visited by them during the census period of enumeration. The follow-up of these cases does not require field visits and hence can be taken up at any convenient time after the PEC based on Census Population Records only. Description of this follow-up study will be furnished to you at a later date.

To facilitate the comparison of the PEC records with Census Population Records for the Content Error Check, you are being asked separately to arrange for encircling of the serial no. of the currently married women who had delivered a child during the last one year, in the Population Record and to assemble on the reverse of the Population Record a few more items of information regarding all the individuals of the household. This may be organised as effectively as possible as and when the census records are coming in from the different charges so that the Content Error Check could be implemented according to schedule.

After the supervisors are initiated into the PEC programme, there may be a need to streamline the instructions to Enumerator/Investigator arising out the discussions during their training. In case any supplementary instructions and clarifications are issued subsequently a copy may be passed on to me and to all other Directors of Census Operations also so that a standardized procedure is ensured in all the states.

Since you and your Deputy Directors will be very busy from December onwards with the preparations for the actual census, I feel it would be expedient to assign the PEC work right now to the Assistant Director of Census Operations (Tech.) or in his absence to a Tabulation Officer/ Investigator with a sound knowledge of statistics. He should familiarise himself with the intricacies of the PEC and organise the training of Supervisors/ Enumerators/ Investigators under your Deputy Directors' over all guidance.

Lastly, it may appear from paragraph 8 of the note that undue emphasis has been laid on the need to maintain the operational independence of the PEC and Census. But in all such scientific enquiries which involve comparision of two sources of information and a host of individuals doing it at various levels, situations might crop up when the underlying principle may be lost sight of resulting in doubts in the minds of users regarding the reliability of the findings. Recognising that census like all other surveys has built-in errors of Coverage and Content what we are assessing in the PEC is not how badly the census has been conducted but how well it has been conducted. It is for this reason that the Enumerators, Investigators and the Supervisors should be exhorted again and again to record the facts as they present themselves to them and maintain objectivity at all cost.

*Yours sincerely*,
Sd/-
( A. Chandra Sekhar )

OFFICE OF THE REGISTRAR GENERAL, INDIA

(Sampling, Demography and Training Division)

**Post Enumeration Check—Census of India, 1971**

*Sample size, Selection Procedure and Field Organisation*

1. **Introduction :**

1.1 *Topics covered in the note :* In the note circulated for discussion at the Courtallam Conference, the Survey Design, the types and sources of error in the Post Enumeration Check were considered in broad details. Based on the general picture presented therein the present note lays down categorically certain operational directives so that the Post Enumeration Check can be executed in the field as effectively as possible. Specifically, in this note are discussed (a) the allocation of the all-India sample among the States, (b) the target population, (c) the selection procedure for the sub-sample of houses for Coverage and Content Error, (d) organisation of field work with the related agency and workload, and (e) the calendar. The schedules and instructions for field-enumeration and investigation will be circulated separately.

1.2 *Types of errors and problems of their evaluation :* Before describing the operational and organisational aspects of the Post Enumeration Check in detail, it will be instructive to recapitulate briefly its primary objectives, the different stages of field operations and the finer points of the matching and reconciliation techniques. The objectives are :

(i) to evaluate and identify the sources of Coverage Error,

  (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 Error in respect of a few selected items recorded in the Individual Slip.

1.3.1 The field operations involve three distinct stages namely (a) field re-enumeration (as distinct from census enumeration) of a sample (b) desk-matching of the re-enumeration records with the related census records and (c) reconciliation of the unmatched events by revisiting the field.

1.3.2 *The first stage* of the field work is relatively straightforward though the degree of precision in enumeration is expected to be considerably greater than in the main census conducted earlier. This is possible only if a small sample is canvassed and a much superior type of enumerator than the one employed in the census is utilised.

1.3.3 *The second stage* of PEC operations namely the desk matching involves a decision making process regarding whether two given sets of information from two independent sources 'match' so as to identify a particular individual uniquely or 'do not match'. Though this would demand certain level of maturity and experience on the part of the investigator, will not pose any insurmountable problem since one has to contend with concrete details regarding the elements to be matched.

1.3.4 *The third stage* poses the real crux of the problem since it forces the investigator to make the definite decision as to whether an element is 'omitted' or 'duplicated/ wrongfully classified' in the Census. The problem becomes, particularly, complex at this stage because of the extended *de-facto* method of enumeration adopted in the Census. In order to decide, the Investigator has to resolve two questions, the first of which is whether the element is eligible to be enumerated in the census or not. In the PEC terminology this has been called the 'Eligibility Status'. Having decided the 'Eligibility Status' the second question that confronts the Investigator is whether the element under consideration has been enumerated in the census or not. This has been termed the 'Enumeration Status' in the Post Enumeration Check.

1.3.5 Based on the information gathered in the field it is possible to fix the 'Eligibility Status' of an element fairly well. But the problem of fixing the 'Enumeration Status' might become difficult particularly in the case of 'Normal Residents Absent' and 'Visitors'. It is obvious that in the case of these two types of individuals two households are involved one their own 'Normal Residence' and the other 'the place which they were visiting at the time of the Census'. But since we have the information only at one of these households at a time in the case of most of such elements, it may not be possible to fix their enumeration status firmly. Such elements would be characterised as 'Not known' in the Post Enumeration Check records. Incidentally, it is also worth noting that because the informant is often a different person altogether, it adds further to the indeterminateness of the enumeration status with regard to such elements.

1.3.6 In view of what is stated in the last paragraph a legitimate question may be asked as to why we should take the trouble of enquiring into the 'Enumeration Status' in the case of such elements if the response in respect of most of these cases is going to be 'Not known'. This question can be effectively answered on two counts. Firstly since the Post Enumeration Check is essentially a check on the performance in the census, it is necessary to take the various steps of enquiry to their logical conclusion so that the 'determinate' and 'indeterminate' cases are categorically identified. When we can pin-point the indeterminate cases and ask directed questions during field reconciliation, it is possible that in quite a few cases we are able to identify the actual enumeration status and to that extent the results of the Post Enumeration Check would be refined. Secondly, it is also proposed to take down the addresses of the various households visited by the 'Normal Residents Absent' and 'visitors' during the census period of enumeration and conduct a follow-up enquiry in respect of a sample of these individuals so that the effectiveness of the extended *de-facto* method of enumeration could be rationalised for the benefit of future censuses. Since this follow-up survey does not need any field revisit once the addresses are available, can be taken up at any convenient time after the PEC.

**2. Sample size for all India and State :**

2.1 *Over-all Sample Size :* Taking into consideration the discussions held at the Courtallam Conference (June 1970) and on the basis of the analysis of the data relating

to the 1961 Post Enumeration Check of a few States, the total sample size for all India for the 1971 Post Enumeration Check has been worked out to be about 5700 blocks. On considerations of workload, precision required, and the size of State, the details of which are given in the note on sample size (vide Appendix 1) the sample size for the individual states varies from 250 to 400 blocks. This excludes the 200 blocks that have to be canvassed separately in each of the four metropolitan cities of Calcutta, Delhi, Bombay & Madras. The number of blocks allocated to each state is given in a statement in Appendix 1.

2.2 *Sampling Plan* : Though the overall sample size for each state for PEC purposes will be 250-400 blocks, it is necessary that we manipulate this overall sample size in such a way that the three fold objectives defined in para 1.2 above are achieved. The statement given below brings out the sampling plan for the purpose in a nutshell.

**Statement 1. Number of sample blocks and houses to be covered in each State at different stages of PEC**

| Item | Sample size per state | | Remarks |
|---|---|---|---|
| | 1st stage | 2nd stage | |
| | blocks | R/PR Census houses | |
| (i) *Coverage Error of Type I* : Relisting of houses in censused blocks | 250—400. In addition 200 blocks in each of the 4 Metropolitan cities | — | To be drawn at the centre, circular systematically from the three strata with a random start as per allocation to be specified later. |
| (ii) *Coverage Error of Type II* : Re-canvass of censused R/PR houses | Same blocks as in (i) above | 15 | To be drawn Circular systematically from each of the sample blocks with a random start. |
| (iii) *Content Error* : Re-canvass of censused Individuals | 50 20 more blocks from each of the 4 Metropolitan cities (a sub-sample of the sample in (i) above) | Same houses as in (ii) above | The sub-sample of blocks to be drawn at the centre. |

2.3 *Target Population* : All the states excluding those of J & K, Nagaland, Meghalaya and Himachal Pradesh will be covered in the Post Enumeration Check. Among the Union Territories only the Union Territory of Delhi will come under the purview of the Post Enumeration Check. Even in those areas covered by the Post Enumeration Check, the inaccessible areas, the houseless and institutional population and the households outmigrating after 1st March, 1971, falling in the sample blocks, will be left out of consideration.

**3. List of total number of blocks per charge to be sent by the Directors of Census Operations to the centre for selecting the blocks for relisting of houses (Coverage Error of type I)**

3.1 *List of blocks to select a sample of blocks from :* To select the overall sample of blocks it is necessary to have a list of all the blocks arranged serially by Charge and District. Since preparing and sending such an exhaustive list to the centre at this stage may take considerable time, it is suggested that a much shorter list giving the total number of "Effective Census Enumeration Blocks" (vide para 3.3 below) by Stratum, District and Charge may be furnished to the centre as in the Proforma 1 given below.

**Proforma 1 : List of "Effective Census Enumeration Blocks" for the selection of PEC Sample of blocks**

State..... Stratum—Rural/Non-city
Urban/City*

| District & Town Name/Code | Charge Code | No. of effective blocks | Remarks, if any |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| District 1 | 1 | . | |
| | 2 | . | |
| | 3 | . | |
| | . | . | |
| | . | | |
| District 2 | . | . | |
| | . | . | |
| | . | . | |
| | . | . | |
| . | . | . | |
| . | . | . | |
| . | . | . | |

*Strike off whichever is not applicable.

Note : Give identification particulars in cols. (1) & (2) in such a way that any block selected in the sample can be identified easily later.

3.2 *Stratification :* Excluding the 4 metropolitan cities which are treated separately wherever they occur, there are normally three strata per State, namely ; Rural, Non-city Urban and City. It is, therefore, essential that the list of effective enumeration blocks is provided separately for each of these strata.

3.3 In order to achieve an equitable distribution of workload among the PEC enumerators and to obtain as much information as possible in the Post Enumeration Check without default, it is necessary (a) to exclude from the frame uninhabited and inaccessible areas and (b) to avoid selection of blocks of very small population. To serve the latter purpose it is suggested that blocks of size less than 50 houses should be combined suitably with adjoining blocks. The resultant blocks, after due allowance have been made for (a) & (b) above, are called "Effective Census Enumeration Blocks" for purposes of Post Enumeration Check. These effective enumeration blocks should be numbered serially within each charge (this serial numbering is strictly for purposes of Post Enumeration Check only) and the total number of effective blocks within each charge by Stratum and District should be indicated in the proforma. Only then it will be possible to identify the sample of effective enumeration blocks when the list of their serial numbers is provided by the centre.

3.4 *Sub-Sample of blocks for Content Error :* For assessing the Content Error a sub-sample of 50 blocks will be selected from out of the total number of sample blocks selected for the Coverage Error of Type I. For this purpose in the sub-sample of blocks a suitable PEC form will be canvassed in the same sub-sample of 15 houses which have already been considered for the Coverage Error of Type II. A list of the sub-sample blocks will also be supplied along with the list of the sample blocks.

**4. Procedure for selecting the sub-sample of fifteen residential or partly residential houses for studying Coverage of Type II and Content Error :**

4.1 *Careful selection of sub-sample houses :* Selection of these sub-samples of houses will be made in the Regional Tabulation Offices or State Headquarters by a responsible officer at the appropriate time as indicated in the calendar (vide section 7) depending on where the Abridged Houselist is located. It is preferable that this job is performed by an *officer who is seized of the theoretical implications of the sample selection procedure.*

4.2 *Selection of the sub-sample of residential and partly residential houses from each of the sample blocks (overall sample) for Coverage Error of Type II :* Fifteen residential and partially residential houses will be selected separately from each of the sample blocks circular systematically. Therefore, there will be one random start number associated with each of the sample blocks. Since we will be dealing with residential (and partially residential) houses only *the residential and partially* residential houses alone should be serially numbered first in the Abridged Houselist. These serial numbers may be put along the line separating cols. (2) and (3) of the Abridged Houselist. The serial numbering will be continuous only within a block. While numbering the residential (and partially residential) houses the entries in section 4 of the Abridged Houselist, if any, may be taken along with those in Section 3.

4.3 For the sake of illustration let us assume that the residential (and partially residential) houses in a sample block have all been serially numbered. Suppose there are 123 residential houses in that block and the related random start no. is 111. The sampling interval is $\frac{123}{15} = 8.2$ which rounded off to the nearest integer will be '8' for purposes of

sample selection. Since the random start no. is 111, starting from the house bearing the serial no. 111, select every 8th house in a circular systematic fashion. With regard to the case under illustration, the houses at serial numbers 111, 119, 4, 12, ...100 will constitute the sample. The following diagrams explains the circular systematic selection.

| | | | | | | | | | | | | | | End point | | Random start | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12... | 20... | 28... | 100... | 108... | 111... | 119... | 123... |

4.4 The sub-sample of residential and partially residential houses in each block should be listed out for use in the field by the enumerator. This list will have the format as in Proforma 2

**Proforma 2: List of sub-sample of 15 residential and partially residential houses in each of the selected blocks for coverage error of Type II.**

Stratum.....

Location code of Block.....

| Sl. No. of entry | Sl. No. of selected residential or partially residential house | Census house No. as in Abridged Houselist |
|---|---|---|
| 1 | 2 | 3 |
| 1 | 4 | |
| 2 | 12 | |
| 3 | 20 | |
| 4 | 28 | |
| 5 | 36 | |
| 6 | . | |
| 7 | . | |
| . | . | |
| . | . | |
| 14 | 111 | |
| 15 | 119 | |

5. **Organisation of field work, agency, supervision and workload.**

5.1 *Spatial distribution of the sample :* It is expected that there will be about 5000 to 6000 charges in the country. With a sample size of 5700 blocks it is expected that on the average there will not be more than a block or two per charge falling in the PEC. Again there are about 3 hundred and odd districts in India. On the assumption of even representation of the districts in the over-all sample of 5700, there will not be more than 20 blocks to be covered in a district on the average.

5.2 *Deployment of field Personnel :*

5.2.1 Taking into consideration the workload, the need for conducting the PEC as close to the Census as possible, the need for ensuring sufficient accuracy in PEC to avaluate Census data, it is desirable that one Enumerator is made responsible for one block only. This implies that per State 250-400 Enumerators (200 more for each of the 4 Metropolitan Cities) will be required depending on the number of sample blocks allocated to the State. In any case in the interest of careful work, minimum travel time etc., one PEC Enumerator should not be made responsible for more than two blocks. If the two blocks are to be assigned, to an Enumerator, they may be made contiguous as far as possible so that the time taken to go from one block to another will not exceed a day. The PEC Enumerator may be appointed from among the sorting staff of the Regional Tabulation Offices.

5.2.2 Since the data collected in the census are going to be used to appraise the quality of Census data, we should make sure that the quality of the PEC data are considerably superior to those of the Census. This can only be achieved if we exercise effective control and supervision of the field work, in addition to employing better type of Enumerators. To achieve this a suitable number of experienced and capable officers should be deployed for supervising the work of the Enumerators and Investigators (vide para 5.2). A reasonable norm for the Supervisor-Enumerator ratio may be 1 : 5. At the same time any ratio less than 1 : 10 will be too inadequate to serve the purpose. This implies that about 2 to 4 Supervisors should be in position per district on the average. These supervisors will also be earmarked from amongst the supervisory staff of the Regional Tabulation Offices. The D. C. O's office should chalk out the over-all programme of deploying the field staff in such a way that the PEC work is completed according to the stipulated calendar.

5.3 *Type of field agency* : There will be three types of basic field workers, who, for the sake of clarity, may be called 'Enumerators', 'Investigators' and 'Supervisors'.

5.3.1 The *'Enumerator'* is one who will do the re-listing of the sample blocks and the counting of persons in a sub-sample of 15 Census houses. In the sub-sample of 50 blocks the Enumerator will also fill in the requisite form for Content Error in respect of censused individuals residing in the same sub-sample of 15 houses referred to above.

5.3.2 The *'Investigator'* is the person who will do the desk matching and later the field reconciliation. Since the intention is to employ the regular staff of the Census Organisation for the enumeration and investigation, it is quite likely that the same set of individuals are deployed for both these operations. *If so it is absolutely essential that the same individual is not employed as both Enumerator and Investigator in the same block. Since independence of the various stages of field work and sources of data is the key note of the PEC it will be very desirable, if at all possible to ensure that the Investigator who does the field reconciliation in a block is different from the one who did the related Desk Matching earlier.*

5.3.3 The '*Supervisor*' will be a higher level official of the Regional Tabulation Office or State Headquarters who will supervise and co-ordinate the work of the Enumerator and Investigator during the field operations. He will also ensure that a smooth flow of documents, lists forms etc., is maintained to and from the Regional Tabulation Office/State Headquarters and the Enumerator/Investigator.

5.3.4 It was mentioned in para 5.3.1 that the Content Error check will also be attempted in a sub-sample of 50 blocks. It was suggested that the Enumerator/Investigator to be employed in these blocks should be drawn from among the staff at Headquarters with sufficiently long experience in field-surveys and with a thorough grounding and training in census concepts & methodology. As in any survey the PEC will also contain errors of enumeration. The question that might, therefore, be asked is whether the errors are within allowable margin so as to give credence to the calibration of the census result. One of the ways to do this is to draw the PEC sample in the form of two or more independent sub-samples, employ agencies with different background and experience in each of the sub-samples and compare their results. We may not be able to draw a number of sub-samples being constrained by limited time and resources. But since we already have a sub-sample of 50 blocks ready made for us for the Content Error check, efficient and experienced Headquarters staff may be made to conduct the field work for both Coverage and Content Error checks in this sub-sample.

5.4 *Decentralisation of Work and Field Offices :* It is presumed that the basic census documents of Abridged Houselists and the related Notional Maps and the filled in Census Population Records will be available only at the Regional Tabulation Offices. Hence it is unavoidable that these Regional Tabulation Offices will be the focal points for operating and directing the PEC field-work.

5.4.1 The State Headquarters will receive the list of PEC blocks (both Sample & Sub-sample) from the centre by the middle of February, 1971 which will be passed on to the Regional Tabulation Offices for the selection of the sub-sample of census houses R/PR and for organisation of the associated census documents for Desk Matching and Field Reconciliation. Hence it is natural to assume that the Regional Tabulation Offices will be the primary agencies responsible for conducting the PEC in the districts falling in their jurisdiction. The necessary PEC forms and field staff should be made available to the Regional Tabulation Offices well in advance of the start of the field work, so that training, planning and assigning the responsibilities, keeping the appropriate census documents ready at hand etc., could be organised without any avoidable impediments. It is not inappropriate to reiterate here that the assigning of Enumerators, Supervisors, Investigators should be so planned that their itinerary and their waiting time for the receipt of appropriate forms, documents etc., is minimised to the fullest extent possible.

5.4.2 Since the Supervisor will have more than one Enumerator/Investigator under him and since he is the channel through which the latter would receive the list of blocks/houses, PEC forms, and direction, guidance etc., it may be operationally expedient for him to set up his temporary Headquarters at the Regional Tabulation Office or a central place in relation to the blocks under him so that much time is not wasted by travel.

5.5 *Training of field-personnel* :

5.5.1 The supervising officials will be trained intensively at the State Headquarters. Their training programme may consist of a class room session in which the census procedures, schedules etc., will be gone over with particular emphasis on the census instructions relating "to whom to enumerate". The PEC procedures should be exhaustively discussed and they should be made alive to the need for exercising strict control over every aspect of PEC field work. Particularly the intricacies of the steps involved in deciding the eligibility and enumeration status of individuals should be dwelt upon in detail by taking up specific cases and resolving them by discussion. *In these classes it should be reiterated that however well conducted a Census or sample survey may be some amount of Coverage and Content Errors is unavoidable. The PEC therefore, is a scientific attempt to quantify the extent of these Errors in the 1971 Census and not to find fault with the Census.* Hence they should be asked to do their jobs as objectively as possible to bring out the true position in the PEC.

5.5.2 In addition to these class room discussions it will be worthwhile to give field training also, so that the Supervisor could go through the entire operation from houselisting to field reconciliation. Since the census population records will not be available, they may be prepared for the training purpose for some convenient block near by.

5.5.3 The Supervisors so trained should in turn impart training to these officials of the Regional Tabulation Offices, who will be ultimately conducting the field work of the PEC. It is worthwhile to emphasis here that the training of the field personnel (Enumerator and Investigator) should discuss the census instructions on whom to enumerate thoroughly and then go over the enumeration, matching and reconciliation techniques.

5.6 *Organisation of Field Work* : At the appropriate time as stipulated in the Calendar the enumerator will proceed to the block(s) assigned to him taking with him the requisite number of blank forms of Form PEC/I.1. It is expected that the listing of all the houses in the block(s) in Form PEC/I.1 will not take more than two days.

5.6.1 After completing the houselisting the Enumerator should contact the Supervisor at his office hand over the filled in Form PEC/I.1 alongwith the related Notional Map. He will then take from the Supervisor the list of sub-sample of 15 residential houses and adequate copies of Form PEC/II.1. In the case of the sub-sample of 50 blocks and 20 blocks in the 4 Metropolitan cities he will take also adequate number of Form PEC/III.1 for content error check. He will then proceed to his block(s) for canvassing these schedules. It is expected that he will not take more than a day to fill in Form PEC/II.1 in a block. In case of those 50 blocks (and 20 blocks each in the Metropolitan Cities) where he is to fill in Form PEC/III.1 also it may take him an additional day.

5.6.3 After completing the job of canvassing Forms PEC/II.1 and III.1, the Enumerator will go straight to the Regional Tabulation Office and hand over the filled in forms to the Supervisor who will be there already to receive him. Since it is expected that no block will be at a distance of more than 100 miles from the concerned Regional Tabulation Office, the travel time at this stage may not be more than a day.

5.6.4 The Supervisor will then organise the desk matching of the PEC forms with the respective Census records at the Regional Tabulation Office. The two primary census records which will be needed for desk matching are the Abridged Houselist and the Census Population Record. It is expected that these two records for the PEC blocks will be kept ready in the Regional Tabulation Offices by the 12th of March, 1971 at the latest. *In order to keep the independence of the PEC enumeration and the Census Records it is necessary that the two Census Records should not be given to the Enumerator before the completion of the field enumeration.* The desk matching operation is not likely to take more than two days per block. But in the case of the 50 blocks ( and 20 blocks in Metropolitan Cities ) in which the Content Error check will be organised it may take one more day to complete the desk matching.

5.6.5 As stated in para 5.3.2, it is presumed that the Enumerators who have been utilised for primary enumeration in PEC will also be employed for desk matching and field reconciliation as Investigators. *Since it is necessary that desk matching and field reconciliation should be done as objectively as possible, no Enumerator should be entrusted with the two latter operations in the same block which he has enumerated earlier.*

5.6.6 As soon as the desk-matching operation is completed, the Investigator will take delivery of the following :

( i ) The Abridged Houselist and the Notional Map of the block(s) assigned to him for field-reconciliation.
( ii ) Abridged Houselists and Notional Maps of all the neighbouring blocks.
( iii ) Related filled-in forms PEC/I.1, II.1, III.1.
( iv ) Blank forms of Census Population Records.

5.6.7 The Abridged Houselists and the Notional Maps for the adjoining blocks will be required by the Investigator particularly when he wants to identify the location of a particular house which is caught either in PEC or in Census only, in the sample block.

5.6.8 With the above-mentioned records he will proceed to the block assigned to him for the third stage of PEC operation i.e., field-reconciliation. The field-reconciliation should not normally take more than two days per block. In case of those 50 blocks for Content Error ( and 20 blocks in Metropolitan Cities ) the field-reconciliation may take another additional day.

5.6.9 The chart given in this paragraph brings out succinctly the time sequence of the entire field programme of PRC with respect to one sample block. The details of the Census records and PEC forms required at the various stages of field work are indicated in the statement at Appendix 2.

CHART GIVING THE TIME-SEQUENCE OF PEC FIELD-WORK IN ONE SAMPLE BLOCK

Go to block as Enumerator and list houses in Form PEC/I.1-*two days.*

↓

Go to Supervisor's Headquarters, hand over filled in Form PEC/I.1. Take delivery of the list of sub-sample of houses and blank Forms PEC/II.1 and III.1 and return to block-travel time *one day.*

↓

Filling in Forms PEC/II.1 and in some cases Form PEC/III.1 also *one day* for form PEC/II.1 and *one more day* for Form PEC/III.1.

↓

Go to Regional Tabulation Office with the filled-in Forms PEC/II.1 & III.1 to participate in desk-matching as Investigator-one day for travel, one day each for Form PEC/I.1 and PEC/II.1—*total 3 days* one additional day if Form PEC/III.1 is involved.

↓

Go to assigned block for reconciliation with Abridged Houselists and Notional Maps for the block and adjoining blocks, all the three filled in PEC forms and blank Population Record forms—one day for travel, and one day each for Forms PEC/I.1 and II.1—*total* 3 *days*. One more day for Form PEC/III.1 if any.

↓

Go back to the Regional Office and hand over all the records for further action—one day for travel.

Accordingly, the Enumerator/Investigator has to devote 7 days exclusively for canvassing the forms relating to Coverage Errors from enumeration to field reconciliation in a single block. If two blocks are assigned to an individual, then this will require 14 days. If in addition, Content Error Check also is involved, the whole operation should not take more than 3 weeks including time spent on journey.

6.1 *Organisation of requisite material :* As the PEC is a miniature Census in the sense that it tries to depict what actually happened during the enumeration period of 10-28 February, 1971, it is necessary that it closely follows the Census. Unless the PEC is dovetailed into the overall census plan, the organisation of the basic Census documents required for PEC will pose some problems. Since, from the 5th March, 1971 onwards, the Abridged Houselist, the Enumeration Pads and the Census Population Records will start coming in from the Charge Offices to the Regional Tabulation Offices, the concerned Deputy Directors should take immediate steps to sort out the Abridged Houselists and the Notional Maps of not only the PEC blocks but also of the neighbouring blocks and the Census Population Records only

for the sample blocks and then properly file and index them, for immediate use in PEC operations. For, the success of the PEC depends much on the prompt assembly and organisation of the requisite Census records at the Regional Tabulation Offices. The enumeration pads of the 50 PEC blocks (and 20 additional blocks each within the 4 Metropolitan Cities) also should be kept ready at hand, since it is necessary to supplement the information already given in the Population Records in respect of 15 selected houses for Content Error check. These additional items of information will have to be copied on a small form and pasted on the back of the Population Record. Instructions in this regard are being issued separately.

6.2 The Abridged Houselist is the frame from which the sample of 15 houses is to be selected for Coverage Error and Content Error checks. These should be selected with appropriate random number for each block taken from the random number table. The list of sub-sample of houses should be handed over to the Supervisor in sealed cover before he proceeds to the field. He will hand over this sealed cover to the Enumerator only after receiving from him the filled in form PEC/I.1.

6.3 The Deputy Director, in consultation with senior officials, will also chalk out the deployment of the field-staff at the various stages of PEC work in the sample blocks falling under his jurisdiction, well in advance as otherwise it may be extremely difficult to adhere strictly to the calendar proposed in the next section.

7. *Calendar for field-work and basic compilation of PEC data :* Keeping in view the availability of the requisite census records, training to be imparted to field-personnel, fessibility of enforcing effective supervision, ensuring minimum travel and waiting time etc. the following Calendar for the PEC is proposed for adoption.

**Calendar for field-work by one Enumerator/Investigator in a block**

| *Sl. No.* | *Item of work* | *Period* |
|---|---|---|
| 1 | Training of Supervisor and Enumerator/Investigator | Any time during January to 1st March, 1971 |
| 2 | Assembling together Abridged Houselists, Notional Maps for the sample of blocks and for the adjoining blocks selection of the sub-sample of houses for both Coverage and Content Error Checks, collecting the Population Records for all the sample blocks | Any time during 5th to 12th March, 1971 |
| 3 | Transcription of a few additional items from the Individual Slips on to the back of the related Census Population Records in respect of 15 houses of each of the sub-sample of 50 blocks and 20 blocks in respect Metropolitan Cities. | Any time during 13th to 17th March 1971 |

| Sl. No. | *Item of Work* | *Period* |
|---|---|---|
| 4@ | Enumeration | 15th-17th March, 1971 |
| 5@ | Desk-Matching | 19th-21st March, 1971 |
| 6@ | Field-Reconciliation | 3rd-25th March, 1971 |
| 7. | Despatch of the filled-in forms to wherever the basic compilation will be undertaken, Regional Tabulation Office/State Headquarters. | 26th March-28th March, 1971 |
| 8. | Compilation of PEC data | 1st April-31st May, 1971 |
| 9. | Despatch of compilation statements to the Sampling, Demography & Training Division at the Centre. | 1st June to 15th June, 1971 |

@ One day less for those blocks where no Content Error Check will be undertaken.

8. *Some salient points to note regarding the organisaion of PEC in the fields* : The foregoing paragraphs describe in detail the broad framework of the PEC as it would be implemented in the field, excluding the schedules and detailed instructions thereof which are being circulated separately. The details of the organisational set-up, field staff, training programmes, etc., as discussed in this note need not be held rigid in the sense that variations could be introduced to suit local conditions. Within this broad framework, however, uniformity in application is expected in respect of the following : The PEC field-work should be undertaken as close to the Census as possible, the Enumerators/Investigators and the Supervisors to be employed for PEC work should be of much better calibre and experience than the Census Enumerators and they should all be given intensive training. It is also worthwhile to give considerable thought to the work-schedule of the Supervisors, Enumera tors/Investigators so that as little time as possible is spent on travelling and waiting to make contact and receive material. Another important point on which there can be no compromise is that the independence of the PEC from the census should be maintained at all costs since, without this independence the comparison will be invalidated as unscientific. It will bear any amount of repetition to state that the census as all other surveys has Coverage and Content Errors built into it. Hence the estimates of errors of omission, duplication etc., help in improving the Census methodology for the future rather than to find fault with the actual performance in the present.

# APPENDIX 1

(Office of the Registrar General, India)

*(Sampling, Demographic and Training Division)*

**Census of India-1971**

*Post Enumeration Check*

**All India sample size and its allocation to various States**

1. *Approach :* The overall sample size for all India has first been worked out on the simple random basis and then distributed among the various (15) States according to an optimum stratification and proportionate allocation basis. The total no. of sample blocks for each state so arrived at will be apportioned into rural and urban. On the basis of distribution of blocks derived from the houselist. Considering the resources and the need to keep down the workload per State to a minimum we have set the precision level (percentage relative standard error of the estimated characteristics) at 5% for all India on a simple random sample basis. In order to strike a balance among (a) available resources, (b) the need for a minimum sample size per State in order to provide reasonably stable estimates of certain key items and (c) the differences in population size of States, a maximum of 400 and a minimum of 250 sample blocks per State are prescribed.

2.1 *Determination of overall Sample Size :*

The available records for a few states in respect of 1961 Post Enumeration Check gave the following basic measures :

(i) Mean number of missed houses per block.

(ii) Variance/standard deviation for number of missed houses per block.

(iii) Proportion of missed houses.

(iv) Average number of houses per block (average cluster size).

(v) Index of heterogeneity (intra-class correlation) in respect of number of missed houses per block.

(vi) From the above data given statewise the corresponding all India measures were built up as weighted averages using the respective sample sizes (no. of sample blocks) as weights.

2.2 Given the above measures derived from the 1961 Census Post Enumeration Check, two alternative approaches were available to us to establish the total sample size for all India (at various levels of precision), (a) one based on the mean number of missed houses per block and the related variance of the no. of missed houses per block and (b) the other utilising the proportion of missed houses, the average number of houses per block and the related index of heterogeneity.

2.3 It was felt that since the no. of missed houses per block is a rare item and its distribution is extremely non-normal, a very large sample size will be required to

obtain a stable estimate of its standard deviation. The latter method based mainly on measures which are ratios of two statistics and hence relatively more stable, has been preferred. The formula used for determining the sample size is : $\frac{(1-\hat{P})}{n\,\bar{x}\,\hat{P}}\left\{1+(\bar{x}-1)\hat{g}\right\}=.0025$

Where, '$\hat{P}$' is the estimated proportion of missed houses, 'n' is the required sample size, '$\bar{x}$' is the average no. of houses per block (cluster size) and '$\hat{g}$' is the estimated index of heterogeneity. All the statistics required for this calculation are based on (vi) above.

2.4 At the 5% level of precision the total no. of blocks required for the country worked out to be about 5700 rounded off to the nearest hundred (actual no. 5667) on the basis of simple random sampling.

3. *Allocation :* Of these 5700 blocks setting aside 800 blocks to be canvassed in the 4 Metropolitan Cities, the remaining 4900 blocks have been allocated to the various states in two stages as explained below. It is worth nothing here that since we have adopted a hierarchical system of stratification, i. e., from all India to groups of States, then on to the individual states, the overall precision of the estimate achievable at the national level is likely to be better than the 5% relative standard error, we had prescribed at the outset on the basis of the simple random sample. In addition, by virtue of the near optimum method of stratification and the systematic selection procedure adopted the precision is expected to be considerably enhanced further.

4. *Grouping of States for allocation purposes :* The states have been regrouped into 5 strata of equal size with respect to estimated no. of missed persons according to the 1961 Post Enumeration Check. An equal sample size of 980 blocks has been assigned to each of the group of states.

5.1 *Allocation among States within each group :* Within each group, the sample of 980 blocks has been allocated among the constituent states in proportion to the respective projected population as of 1st March, 1971. The allocation among the three strata rural, city and non-city will be made on the basis of the distribution of blocks built up from the houselist. While doing so it proposed to ensure that the urban part of a state will have a sample of at least 100 blocks. Though the observed variances calculated on the basis of the 1961 Post Enumeration Check fluctuated within a group, we have made the tacit assumption of homogeneity of variances among the constituent states within each group.

5.2 Some adjustment in the allocation of sample blocks among the states has become unavoidable so as to conform to the norm of a minimum of 250 blocks and a maximum of 400 blocks per State. This has, however, been effected with minimum possible transfer from one group of states to another.

6. *Presentation of Results :* The calculation have shown that at the state level a minimum of about 400 blocks per State is necessary to present state level estimates at

the 20% level of precision. Since only a maximum of 400 blocks is allocated per State and it is intended to achieve a precision of at most 20% at the state level which is the lowest level of presentation of data, it is proposed to combine, if necessary, geographically contiguous states into several regions and to provide estimates at the regional level only.

*Table :* Allocation of the Sample of 5700 Blocks among various States for the Post Enumeration Check

| State | Sample Size | State | Sample Size |
|---|---|---|---|
| 1 | 2 | 1 | 2 |
| Andhra Pradesh | 360 | Mysore | 300 |
| Assam | 255 | Orissa | 280 |
| Bihar | 385 | Punjab | 255 |
| Gujarat | 345 | Rajasthan | 280 |
| Haryana | 250 | Uttar Pradesh | 400 |
| Kerala | 270 | West Bengal | 400 |
| Madhya Pradesh | 370 | Metropolitan area of Calcutta, | |
| Madras | 350 | Bombay, Delhi and Madras | |
| Maharashtra | 400 | (200. each) | 800 |
| | | All-India | 5700 |

## APPENDIX—II

## MATERIAL REQUIRED AT THE THREE STAGES OF OPERATION OF PEC WORK FOR EACH ITEM OF CHECK AND THE SAMPLE SIZE ASSOCIATED WITH EACH ITEM

| Item | Sample Size | | Stages of operation and material to be used | | |
|---|---|---|---|---|---|
| | Ist Stage (Block) | IInd Stage (Houses) | Primary PEC Enumeration | Desk—Match | Field-Reconciliation |
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1. *Coverage Error of Type I*: Relisting of houses in censused blocks | 250-400 (additional 200 blocks from Metropolitan City, if any) | | a) Form PEC/I.1, Cols. 1—4 of Sec. B. 1<br>b) Notional map of the block | a) Form PEC/I. 1 Col.5 of Section B.1 ; Cols. 1—4 of Section B.2 | a) Abridged Houselists of the concerned block and neighbouring blocks and related Notional Maps.<br>b) Form PEC/I. 1 : Cols. 6—9 of Sec. B.1 and cols. 5—8 of Sec. B.2<br>c) Blank Population Records to be filled in case of persons in the houses missed one duplicated (needed for cases of probable omission & duplication as well) |
| 2. *Coverage Error of Type II*: Re-canvass of R/PR censused houses | 250-400 (additional 200 blocks from Metropolitan City, if any) | 15 | a) List of 15 residential houses in the block.<br>b) Form PEC/II.1: Cols. 1—7 of Secs. B.1 and B.2 | a) Population Records of all the households in the sample houses<br>b) Form PEC/II. 1 : Cols. 8 & 9 of Secs. B.1 and B.2 ; Cols. 1—8 of Sec. B.3 | a) Form PEC/II. 1 : Cols. 10—16 of Sec. B. 1 ; Cols. 10—15 of Sec. B. 2 ; Cols. 9—14 of Sec. B. 3 ; Cols. 1—10 of Sec. B. 4 ; |
| 3. *Content Error*: Re-canvass of censused Individuals | 50 (additional 20 blocks from Metropolitan City, if any) | 15 | Form PEC/III. 1 Cols. 1-5, 8, 11, 14, 17, 20, 23 | a) Population Records<br>b) Form PEC/III. 1 : cols. 6, 9, 12, 15, 18, 21, 24 | a) Form PEC/III. 1 : cols. 7, 10, 13, 16, 19, 22, 25 |

APPENDIX—I.Y

K. D. Ballal,
Deputy Registrar General, India.

D.O. No. 10-14/70-DT.
Office of the Registrar General, India,
2/A, Mansingh Road,
*New Delhi-11.*
3rd/4th December 1970.

**Census of India 1971—Circular No. 25**

*Subject* : Calibration of the 1971 Census data with the help of Sample Registration Scheme. (SRS)

Dear Shri Barthakur,

As you are aware the data on current *fertility of currently married women and on age of all individuals that will be collected in* the Census would suffer from a variety of errors like recall lapse, under-enumeration, age-bias etc. We are fortunate at this time that the Sample Registration Scheme is in operation on a continuing basis in most of the states which will provide us an alternative set of data on these characteristics from an independent source for a large number of villages and urban blocks. We, therefore, feel that we should take this unique opportunity to compare the census data with the Sample Registration Scheme in at least a sub-sample of the SRS sample with a view to calibrating and improving the related census results.

The approach in the study is more or less similar to the one that is being adopted in the Post Enumeration Check with the difference that the records to compare the Census data will be *the SRS household schedule and birth/death forms*. The staff who are going to implement the Half Yearly Survey in January-February 1971 should be able to take up this task in their stride. The scheme is being discussed at the forthcoming annual SRS conference and the details will be finalised and circulated subsequently.

In the meanwhile, as a first step it is necessary to build up a list of houses in the SRS blocks giving side by side the SRS house number and the corresponding census block and the house numbers. The preparation of this list may be undertaken during Dec. '70—Feb. '71, so that when the filled in SRS forms are ready, the corresponding Census Population Records could be easily identified.

Since the Census Abridged Houselist will be located in the Regional Tabulation Offices, I think it will be the most expedient to prepare this comparative list of houses there. Of course, in some case a visit to the field may be necessary to set up the correspondence. A list of the sub-sample of blocks in which this study will be conducted in your state will be furnished to you shortly. I shall be grateful if you will put one or two persons in each of the Regional Tabulation Offices on this task immediately on receipt of this list. Wherever the rural or the urban part of the SRS Scheme is being implemented by a State Government agency,

we shall take steps to request them to provide you with the SRS blockwise list of houses and to collaborate with you in this regard.

*Yours sincerely,*
Sd/-
( K. D. Ballal )

Shri J. K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
SHILLONG-3.

APPENDIX—I.Z

K. D. Ballal,
Deputy Registrar General, India.

D.O. No. 10/7/70-DT.
Office of the Registrar General, India,
2/A Mansingh Road,
*New Delhi-11.*
8th December 1970.

**Census of India 1971—Circular No. 26**

*Subject*: Census Evaluation Programme—additional data required for matching purposes.

Dear Shri Barthakur,

This letter concerns with the problem of incorporating some details given in the Individual Slips on the 'Population Record' in respect of selected blocks for purposes of (a) the Content Error Check in Post Enumeration Check (*vide* Circular No. 24) and (b) the Evaluation Study with the help of Sample Registration data (*vide* Circular No. 25).

2. In respect of (a) above, it is necessary to arrange to record at the appropriate time in March, 1971 information regarding 'Fertility', 'Last place of residence', 'Duration of residence'

CONFIDENTIAL CENSUS 1971

CENSUS POPULATION RECORD (Continued)
(To be complied from Individual Slips)

Location Code..... Household No.....
Name of village or town..... If the head belongs to SC or ST..... .....

| Sl. No. as in col. (1) | Last Residence | | Duration of Residence (Ref. Q.9) | Nature of Industry, Trade, Profession or Service [Ref. Q.16 (d)] |
|---|---|---|---|---|
| | Place [Ref. Q.8 (a)] | Rural/ Urban | | |
| 10 | 11 | 12 | 13 | 14 |
| | | | | |

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

and 'Nature of Industry, Trade, Profession or Service' in respect of all the households living in 15 selected houses in a sub-sample of 50 blocks for the Content Error Check. I feel that this can be done as and when the records flow in to the Regional Tabulation Office from the charges by transcribing these particulars from the Individual Slips in a small form as indicated in previous page which may be pasted on the back of the appropriate Census Population Record. The official who will do this may also be asked to ensure that the serial number of the currently married women who have given birth to a child during the reference period are circled in the Population Record.

3. Since the study referred to in (b) above requires matching of the details in Census Population Record with the concerned Sample Registration Records, it is necessary that the serial numbers of those currently married women who have given birth to a child during the reference period are identified by a circle around them in the Census Population Records. Though it is sufficient to do this in respect of the Census Population Records of the Sample Registration Areas only, I feel it will be operationally more convenient to ask all the Census enumerators to do this as and when they fill in the Census Population Records in their respective blocks. Since a list of Sample Registration Scheme blocks in the rural as well as urban areas will be made available to you as per Census Circular No. 25 referred to above, I request you to take particular care to ensure that this is implemented without fail in all the areas falling in the Sample Registration Scheme Sample.

*Yours sincerely*,
Sd/-
(K. D. Ballal)

Shri J. K. Barthakur,
Director of Census Operations,
North East Frontier Agency, Shillong-3
(except Jammu & Kashmir, Meghalaya, Nagaland, and all Union Territories excluding Delhi)

No. 10/7/70-DT. New Delhi-11, the 8th December, 1970.

Copy forwarded to the Director of Census Operations,

(1) Jammu and Kashmir, Srinagar,
(2) Meghalaya, Shillong,
(3) Nagaland, Kohima,
(4) Andaman & Nicobar Islands, Port Blair,
(5) Chandigarh, Chandigarh,
(6) Goa, Daman & Diu and Dadra & Nagar, Haveli, Panaji,
(7) Himachal Pradesh, Simla,
(8) L. M. & A. Islands, Kavaratti Island,
(9) Manipur, Imphal,
(10) North East Frontier Agency, Shillong,
(11) Tripura, Agartala,

with the request that appropriate action may kindly be taken with regard to para 3 only of the above D. O. letter.

Sd/-
(K. D. Ballal)
Deputy Registrar General, India

# APPENDIX II

## IMPORTANT TOUR NOTES AND MINUTES OF DISCUSSION

# APPENDIX-II

**Important Tour Notes and Minutes of discussion.**

Appendix-II.A : Tour notes of Shri Ashok Mitra, Registrar General, India.

Appendix-II.B : Tour notes of Shri A. Chandra Sekhar, Additional Registrar General, India.

Appendix-II.C : Minutes of discussion with Shri K. D. Ballal, Deputy Registrar General, India and the Director of Census Operations, NEFA, Shillong.

APPENDIX-II.A

## TOUR NOTES OF SHRI ASHOK MITRA, REGISTRAR GENERAL OF INDIA

"At 4-30 P.M. (on 23.6.1959) called at the office of the Adviser, NEFA, and had a discussion with Shri Sharma, Adviser, NEFA; Shri Yusuf Ali, Deputy Adviser; Dr. Verrier Elwin, Adviser for Tribal Affairs; Shri A. K. Basu, Financial Adviser, NEFA; and Mrs. Barthakur, Statistician. There was a convincing case for NEFA that the usual schedule for the rest of the Census could not be applied for this territory. Firstly, the Administration does not yet know the names of all the villages and omissions are consequently bound to occur. Secondly, out of an estimated number of 3,500 villages only 1961 villages have government officials stationed in them. The Administration can work only about seven months in a year owing to the very heavy rainy season. Journeys are difficult and an enumerator cannot expect to cover more than one small village per day. In the next place transport too is very difficult and each enumetator would require at least 4 porters to go about with him. While 700 enumerators would be necessary for a synchronous Census, only a maximum of 380 will be available out of which 219 would be V.L.Ws' and the remaining 161 school teachers. The Supervisory Staff was estimated at 233 persons and each supervisor would have to have 4 porters. Even the food supply problem to the enumerating agency would have to be attended to and the distribution of nearly 7,500 mounds of cereals and pulses would have to be undertaken.

There are also some psychological impediments. Housenumbering and the detailed countings of each member may cause some psychological impediments. Housenumbering and the detailed countings of each member may cause apprehensions over taxes and other intentions of the Government. Hence the Adviser and his colleagues thought that the full questionnaire should by no means adopted for NEFA.

As a matter of fact for NEFA it is most important to have as accurate as possible a count of the total population divided by the sexes and by adults and children and then obtain any other detailed information and efforts should be primarily concentrated on as accurate account as possible of the total population and the number of houses. If this is the end in view then an abbreviated questionnaire of household schedule should do for the bulk of NEFA area. Detailed enumeration according to the All India Pattern may, however, be undertaken in areas adjoining headquarters of Divisions, the families of all Government Employees in NEFA and only the well-organised portions of C. D. and N.E.S blocks. Even the portion adjoining the headquarters of Divisions and for C.D. and N.E.S blocks a simplified questionnaire will be necessary.

In January, 1958, NEFA Administration undertook a population Census by progressive stages. Each division was sub-divided into 54 zones. The following table gives the names of zones in each division.

| Kameng Frontier Division | Subansiri Frontier Division | Siang Frontier Division | Lohit Frontier Division | Tirap Frontier Division |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
| Bomdila | Daporijo | Along | Tezu | Bordumsa |
| | | Mebo | Dambuk | Wakka |
| Buragaon | Chodpotin | Tuting | Wakro | Nampong |
| Rupa | Gocham | Mechukha | Chingwinty | Niausa |
| Kalaktang | Nyapin | Damro | Khaliang | Khela |
| But | Ziro | Karko | Sadar Subdivision | |
| Sepla | Doimukh | Basar | Roing | |
| Bameng | Tali | Gusar | Namsai | |
| Dirang-Dizong | Kimin | Gensi | Kronli | |
| Tawang | Tato | Pasighat | Anini | |
| | Sagalee | Manigong | Matengliang | |
| | Limeking | | Hayuliang | |
| | Taliha | | Kibithoo | |
| Lumla | Palin | | Walong | Changlang |
| Total Places 10 | 13 | 11 | 14 | 6 |

The survey was conducted by employing one enumerator in each enumerating zone whose task was to enumerate all villages in his jurisdiction in the course of six months. To each enumerator was attached an Assam Rifles Jawan. This enumeration was carried out by 54 teams each consisting of one V.L.W. and Assam Rifle private. The work was supervised by a Base Superintendent or any other officer and a Junior Commissioned Officer placed directly under the Divisional Political Officer. The Statistician had tabulated the field organisation in the following table :

The entire field organisation consisted of the following part-time workers :—

| Staff employed (all part-time except A. R. personnel) | Number | REMARKS |
|---|---|---|
| 1 | 2 | 3 |
| 1. A. Supervisory Staff : | | |
| 1. Political Officer | 8 | |
| 2. Divnl. (Survey) Incharge | 8 | |
| 3. J. C. Os. | 3* | * 2 did not work for a period of 6 months and are not included in 3. |
| 4. Survey zone incharge (Admn. Centre Incharge) | 46@ | 9 A. R. Jawans did not work the full six months in Subansiri Fr. Division and are not included in 46. |
| Sub-Total :—A :— | 65 | |
| B. Enumerators : | | |
| 5. Enumerators (Political/V.L.W/ Teachers/Compounders/ Touring Officials). | 54 | |
| 6. Assam Rifles Jawan | 45* | |
| Sub-Total :—B :— | 99 | |
| **Grand Total :—** | **164** | |

The field staff selected for the work were given intensive training. The P.Os were directly responsible for the field work in the respective divisions. In the Headquarters the Statistician provided the technical guidance and co-ordination. The Statistician was assisted by a team of three Sub-Inspectors in the Headquarters Shillong.

I gathered that up to the present moment the survey has covered 1941 villages covering a population of 2.6 lakhs speaking 127 languages or dialects. Over 300 villages were reported not to have been covered owing to various difficulties. The Statistician has called accounts of 2,000 villages (including the estimated number of villages of Lohit and Tirap Frontier Divisions) from the tourdiaries of Political Officers. It is clear that out of these 2,000 villages at least 500 might have been enumerated under different names. Hence it is estimated that at least 1,500 villages may not have been covered by the population survey. The Statistician continues to argue that "by assuming that there will be no appreciable difference between the mean village, of the enumerated village and of the villages not enumerated the population of NEFA will be 4.5 lakhs of persons approximately living in an estimated number of 3,500 villages approximately". The Statistician has prepared 5 lists of languages and dialects spoken in NEFA which are attached for future reference.

The following fundamental changes will, therefore, be necessary for NEFA :

(1) Census in NEFA will not be synchronous. It will be non-synchronous and will be a continuation of the survey undertaken in January, 1958.

(2) The villages already covered by the population survey will be included in the Census figures. The main emphasis will be on the Census of villages not yet covered.

(3) The enumerators will concentrate on villages not yet covered and if towards the end of 1960 there is yet time to run through the villages already covered in 1958-59 a fresh census will be taken of as many villages as possible covered in 1958-59.

(4) Since there is very little migration, changes will be accounted for only by births and deaths and will not be substantial.

(5) There will be a Census Schedule running continuous for the village as a whole. The information for the village will be as follows :-

(a) Name of village.
(b) Name of Administrative centre.
(c) Name of Division.
(d) Approximate area of village.
(e) Approximate area under cultivation.
(f) Approximate uncultivable waste land.

(g) The enumeration heading will be as follows :—

(1) Serial Number.

(2) Date of enumeration.

(3) Name of head of household.

(4) Whether head of household permanently residing here or settled newly. If settled newly for how many years has he been settled ?

(5) Name of the tribe to which the household belongs.

(6) Language or dialect spoken.

(7) Number of persons who are not members of the family.

(a) Males

(b) Females

(8) How many generations are there in this households ?

(a) Grand Father—Grand Mother

(b) Father and Mother

(c) Children

(9) Members of the household :

(a) Adults : — (i) Male (ii) Female

(b) Children : — (i) Male (ii) Female

(10) Amount or share of land under crop (in acres).

(a) Wet Rice Cultivation.

(b) Terracen Cultivation.

(c) Jhumming.

(d) Others.

In areas adjoining the headquarters of Political Divisions the better administered areas of C.D. and N.E.S block and the more accessible villages which are amenable to the control of the Administration a different schedule may be adopted which should contain at least the following additional questions :-

(1) How may children have been born to this woman. If she is of child-bearing age :—

(a) How many sons ?

(b) How many daughters ?

(c) How many sons and daughters have died since their birth ?

(2) The special handicrafts in the village, as for example, dao making, brass and metal work, horn work, ivory work, articles of special communal merit. The number of families engaged in these crafts should be specially ascertained together with an account of the source of raw materials and the implements used. The total number of families engaged in these special crafts and a total population constituting these families should be ascertained.

As for the staff that will be necessary for undertaking the enumeration the Adviser stressed the extreme importance of appointing a Base Superintendent of behalf of the Census Organisation for each Political Division on the scale of Rs. 160-330/-. These 8 (eight) Statistical Graduates would be required for 8 divisions. (I find 8 in my notes, while actually the number of divisions is 5. This has to be checked). Each Base Superintendent would have to have one peon. The Base Superintendent should start with an initial salary of Rs. 175/- on his scale of Rs. 160-330/-. At headquarters the Statistician should be assisted by the appointment of one Statistical Sub-Inspector, and one Typist to be sanctioned from the Census Budget.

The Statistician asked for an allotment of paper for Census work. We might allot 2 Cwt. of paper for NEFA. The next most important need was a typewriter of 18" carriage and 2 Facit or Everest Calculating Machines. The NEFA Administration would pay for the Machines but Census Department should secure the allotment from the Deputy Controller of Stationery. D.R.G will kindly take up this matter.

It was decided that the Deputy Adviser will be Ex-Officio Superintendent of Census Operations entitled to a special pay of Rs. 150/- while the Statistician would be Assistant Superintendent Ex-Officio entitled to a special pay to be decided by the Census Department.

In the evening called on Dr. Verrier Elwin, who very kindly took me around his museum, halt at Shillong".

APPENDIX—II.B

*No. 1/68*

**OFFICE OF THE REGISTRAR GENERAL, INDIA**

*Tour notes of Additional Registrar General's Visit to North East Frontier Agency between 24th March, 1968 to 31st March, 1968*

Left Delhi for Gauhati *via* Calcutta on 24th March '68 by IA flight No. 264. Arrived Gauhati, Assam on 25th March '68 at 11 A.M. by IA flight No. 201. Shri Chanda, Assistant S.C.O., NEFA, kindly met me on arrival at Gauhati and took me by Jeep to Shillong (about 110 kms). Reached Shillong at 1-15 P.M.

Shri Krishnatry, Secretary, Planning & Development Commissioner, NEFA (Ex-Officio S.C.O., NEFA) was kind enough to meet me and took me around the NEFA Craft emporium and the Museum. The specimens were admirable. There seems to be a need for expanding the museum further and exhibit more articles to reflect the life and material culture of the colourful tribal population. This is an extremely useful museum which will help a visitor to completely acquaint himself with the people of NEFA. The officer-in-charge of the museum tells me of an excavation at Bhismunagar at the N.E. tip of Tirap District showing evidence of an ancient Hindu temple. Visited the Census Office, NEFA, and discussed the progress of work. I am glad that the Census Office has taken up the preparation of up-to-date list of villages by collecting the information from the District Statistical Officer and locating them on maps. ( Please see my comments at the end of the tour notes ). Also discussed some of the letters from the R.G's Office for which replies were long due. The Assistant S.C.O. has promised to send replies to them by the time I complete the tour of NEFA. The Assistant S.C.O. has been requested to ensure quicker disposal of business. I understand that there is some doubt about the entitlement of Shri Chanda for deputation allowance, his present scale being Rs.350-1000. This should be examined.

On the morning of 26th March, '68 at 6 A.M. left Shillong for Gauhati by car along with Shri Krishnatry and Shri Agarwal, the Financial Adviser of NEFA. Reached Gauhati at 8.30 A.M. and emplaned for Lilabari by IA flight No.211, arriving Lilabari at 1200 hrs. Shri Singh, the Deputy Director, Transport and Shri Dutta, the District Statistical Officer of Subansiri, met us at the airport. Proceeded to Kimin by car. Lunched with the Officers of Assam Rifles. Left Kimin at 3 P. M. for Ziro. Car broke down enroute. Lt. Col. Bedi of Assam Rifles was kind enough to spare a Jeep and we could reach Ziro, the district HQrs. of Subansiri District at about 8.30 P. M. Distance from Lilabari to Ziro about 100 kms. Shri Dougal, the Deputy Commissioner, Subansiri, who obviously felt anxious on account of our not reaching Ziro in time, was so kind as to come in search of us and met us about 25 kms. from Ziro. At Ziro at the Subansiri Club met the District Officials and the party of Bangni Tribals which had just completed a successful Bharat Darshan tour led by Shri Chaturvedi, I.F.A.S. It was most gratifying to hear their first hand accounts of the very favourable impressions they had formed. These tribals are indeed fine specimens, so cheerful, so robust and so friendly.

On the morning of 27th March we could get the first flimpse of this beautiful Apatani Plateau, at an altitude of a little over 5,000 ft., surrounded by hills, somewhat reminiscent of the Kashmir Valley. Shri Dougal, the Deputy Commissioner, took us (self, Shri Krishnatry and Shri Agarwal) on a visit to an Apatani village, Hija, in the neighbourhood of Ziro. The forest on the fringes of the valley as also the lush green village vegetation look beautiful with sprays of pink and white blossoms. The intensively cultivated fields (already harvested) clearly bear testimony to the expert agricultural knowledge of the Apatanis. They have no doubt not taken to any me-chanised agricultural methods. They have not harnessed the animal power even for ploughing. But one can see the hard working women digging up the fields and getting them ready for the next sowing season. Met the tribal elders of the village in the house of one of them. The elders exhibited their traditional hospitality and later listed out their requests which indicated that the Apatanis are progressive and enlightened. They desired to have more medical facilities, supply of fruit trees, paddy hulling machines, better schooling facilities etc. I explained the purpose of my visit to this region and indicated to them how a correct census can serve in planning to meet their requirements. The elders seem to appreciate the problems and are prepared to fully co-operate.

The Deputy Commissioner, Shri Dougal, took us round Ziro Township and showed us the various developmental activities as High School, the Crafts Centre, Hospital and the District Museum.

In the evening we visited the Dafla village of Zara. It was drizzling and as the village had to be approached by climbing a steep slippery hill-slope it was quite adventurous. The Daflas put up long huts on stilts and within the hut a good number of households (7 in the hut we saw) live. Each household has a separate fire place around which the household lives. The households within a hut are obviously related such as the head of the family, his married sons, married brothers etc. It is not uncommon for a persons to have more than one wife and each wife has to maintain a separate fire place and cook separately. The Apatanis as well as Daflas seem to prefer multiplicity of wives mainly to help them to work in the fields. Some of these wives leaving a husband and taking another is not uncommon and taken quite casually. The Daflas houses are somewhat scattered, individual huts or hamlets being located on hill slopes near the area where Jhum cultivation is carried on. The Apatanis on the other hand live in closely clustered habitations on the flat plateau where they have settled wet cultivation. The Daflas, compared to the Apatanis, appeared to be slightly backward in their economic as well as cultural progress. Daflas too appeared to be as good natured and hospitable as the Apatanis. The much valued Mithuns in terms of which the property of a tribal is measured are left to wander in the forests in the neighbourhood of the villages. The tribals believe in absolute freedom and would not wish to tie up their animals even. The scattered habitations of the Daflas with individual clusters bearing separate name seem to indicate the necessity of mapping out all the habitations of each recognised village unit so that coverage at the census is easier and complete without any area of a village being left out.

Later in the evening a few Apatani elders including the reputed Padi Lailang, who seems to have met the successive Prime Ministers of the country and Manisala, Hage Ekha met us at the Deputy Commissioner's Bungalow at Ziro. I was struck by the robust commonsense and depth of vision exhibited by them. To quote Padi Lailang :

"You must be ready with your Umbrella before it actually rains, you must store your food before famine breaks out, so must you have your weapons ready before the enemy attacks".

"One should not depend on a foreign country for the supply of any arms".

It was interesting to hear the views of an elder on family planning. He would say that the Tribal hardly needed any family planning, for after all "one can send one son to enter Government service in Delhi, one son to enter the Assam Rifles, one son to look after agriculture and one son to look to the family accounts, we need all of them". The Tribal elders seem to be against the extension of forest administration.

Discussed with the Deputy Commissioner the arrangements to be made for the 1971 Census of the area. His opinion was that when 1961 Census was organised the administration was yet to settle down and possibly even the coverage was not complete. A good number of outposts under Circle Officers has since been established and several new areas have been opened up. Each Circle Officer who also functioned as a Block Development Officer had two or more V.L.Ws. There was a good number of schools also established mostly located in the larger tribal villages. Health Workers, Nurses, P. W. D. Staff, Assam Rifles establishments were also available. Under the single line administration the Deputy Commissioner functions through the different departmental officers at the District Hqrs. and through the Subdivisional Officers and also directly through the Circle Officers. The Circle Officers were all responsible Gazetted Officers (Sub-Deputy Collectors). The Subdivisional Officers were either Assistant Commissioners of the IFAS of Extra Assistant Commissioners of the NEFA administrative service. The Deputy Commissioner felt that it should be possible to carry out the census through the normal administration, if adequate technical guidance and training were given to the staff at all levels and some monetary incentive is given to the Supervisory Officers as well as the enumerator. The enumeration could possibly be spread over two winter seasons of 1969-70 and 1970-71 when the area will be accessible. In effect the enumeration can commence from about November, 1969 and completed by March, 1971, the more inaccessible areas being covered first.

Left Ziro at noon on 28th March, '68 by an IAF helicopter for Mohanbari. The whole of the morning we had to keep on looking at the sky which had completely become overcast with clouds, for some slight clearance so that we might take off. This indicated the difficulty of air communication in the region. Thanks to the IAF pilots who did manage to reach us to Mohanbari by about 2 P.M. The smiling Apatani Plateau was so very inviting, the colourfully robust, happy and simple tribals were so very friendly and genial, the hospitality of the Dougals was so warm and kind that I almost developed a

nostalgic attachment from Ziro. We had hopped to leave Mohanbari by an IAF supply sortie for Tuting. Though the weather at Mohanbari which is in the plains of Assam was clear, the meteorological report showed that Tuting in the NEFA hills was afflicted by thunderstorms and no flight could reach the place. The supply sorties could not operate the two previous days and the forecast was that the next two or three days also the weather would not be clear. We had to give up our attempts of reaching Tuting. This again shows how much the communications in several parts of NEFA depended on the vagaries of weather. Stopped over for the night at Dibrugarh. Shri Krishnan who is the Deputy Director of Transport and Supply of the NEFA administration stationed at Mohanbari was helpful in arranging for transport and our stay at the Circuit House, Dibrugarh. Incidentally, Shri Krishnan was associated with the 1961 Census of NEFA from the Statistical Office as the Superintendent of Statistics at the initial stages.

Went round Dibrugarh town in the evening. The shops and other institutions in the main bazar and the commercial area showed how much the development of trade and commerce seem to have depended on migrant investors who were traditional businessmen. It is understood that the local population of the area was largely agricultural originally and hardly took to business or industry. Local capital resources and apparently not developed adequately. Even in the extensive tea gardens of the region, the investment was mostly from foreigners as well as from other entrepreneurs from outside the State. Even the plantation labour was mostly from outside. Dibrugarh town was dusty and insanitary. The stagnant water at places seem to be congenial breeding places for mosquitoe. Nowhere have I seen in recent times so many mosquitoes as here. In fact, I was amused to see at a traffic point how the traffic constable had to leave his post unable to bear the incessant attacks of clouds of mosquitoes. I am sure he was wise. If only he stuck to his post waving his hands in all directions around his face to ward off the mosquitoes, the traffic would have been led to as much confusion.

On the 29th morning left Dibrugarh for Khonsa, Tirap District (NEFA) via Tinsukhia and Digboi. At Tinsukhia, the industrial town, once again the flow of capital and migrants from outside the State, was very evident. The oil and plantation township of Digboi was quite picturesque in its setting. Reached Changlang, a Subdivisional Hqrs. of Tirap District. Met Mr. Gagoi, the E.A.C. of Changlang. Visited a Tangsa Tribal village. Walls of Tangsa huts are decorated with skulls of buffaloes, pigs and deer. The houses are similar to those of Daflas but seem to be better kept and better furnished. The Tangsas of this area have apparently been quite exposed to influeance of the plains as is evidenced by their dress, material belongings etc. Visited a Tibetan settlement. Impressed by the hard work and determination of these Tibetan refugees. They are bringing the valley under terrace cultivation. The houses of these refugees do not however appear to be so well kept as the tribal houses though the Tibetan houses are stronger and with tin roofs. Cattle are kept inside the Tibetan huts unlike the local tribal practise. Reached Khonsa, the District Hqrs. of Tirap District at about 7.30 P.M. Had discussions with the Extra Assistant Commissioner and Shri Nagappa, the Commandant of the Central Armed Police.

Tirap district appears to be better served by communications and the tribal villages are within easier reach than in other districts of NEFA. Some of the villages are large in size. A good number of schools also have been opened throughout the district. It will be possible to utilise the teachers as census enumerators in a good number of villages, the balance to be covered by V. L. Ws and other staff. The Circle Officers to be made the census charge superintendents.

Khonsa at an altitude of about 3,500 ft. is a fairly well-developed township of the NEFA region. The ghat road formed to this township to connect the plains, largely as a contribution of the local tribal population, is a tribute to their determination and skill.

On the morning of 30th March left Khonsa at 6.30 A.M. Visited a Nocte village. The Noctes are subject to a system of chieftainship unlike the Tribal Community of the Subansiri District. It is understood that after the forest department took over the administration of the forests, a fixed amount is paid to the chief and the balance of the profits credited to a community fund which is proposed to be used for developmental works to benefit the community. Visited the Chief's house. The present Chief is said to be an acting chief. The deceased chief has a minor son studying at Calcutta. The widow of the Chief-'Rani' she is called-appears to be quite an enlightened lady and keen to bring up her son in traditional Hindu way of life. The Noctes are Hinduised tribals. There is a school as well as a craft centre in this village which are functioning very well. Long houses on stilts with multiple households is a common pattern among the Nocte settlement as well. The pigs are kept below the houses and they serve the purpose of scavanging as well. I was amased at the huge hollow complete tree bark in the Community House. This is sounded by beating with wooden strikers, serving as a signal for the villagers togather.

Reached Mohanbari at about 11.30 A.M. Emplaned for Gauhati at 13.20 hours by IA flight No. 214 reaching Gauhati at 14.30 hours had a final round of discussions at Gauhati, with Shri Krishnatry, the Ex-officio S.C.O, Shri Chanda, Assistant S.C.O, and I. N. Gohain, the Investigator of the NEFA Census Office.

CONCLUSIONS :

The immediate steps to be taken in preparing for the Census of NEFA are indicated below :-

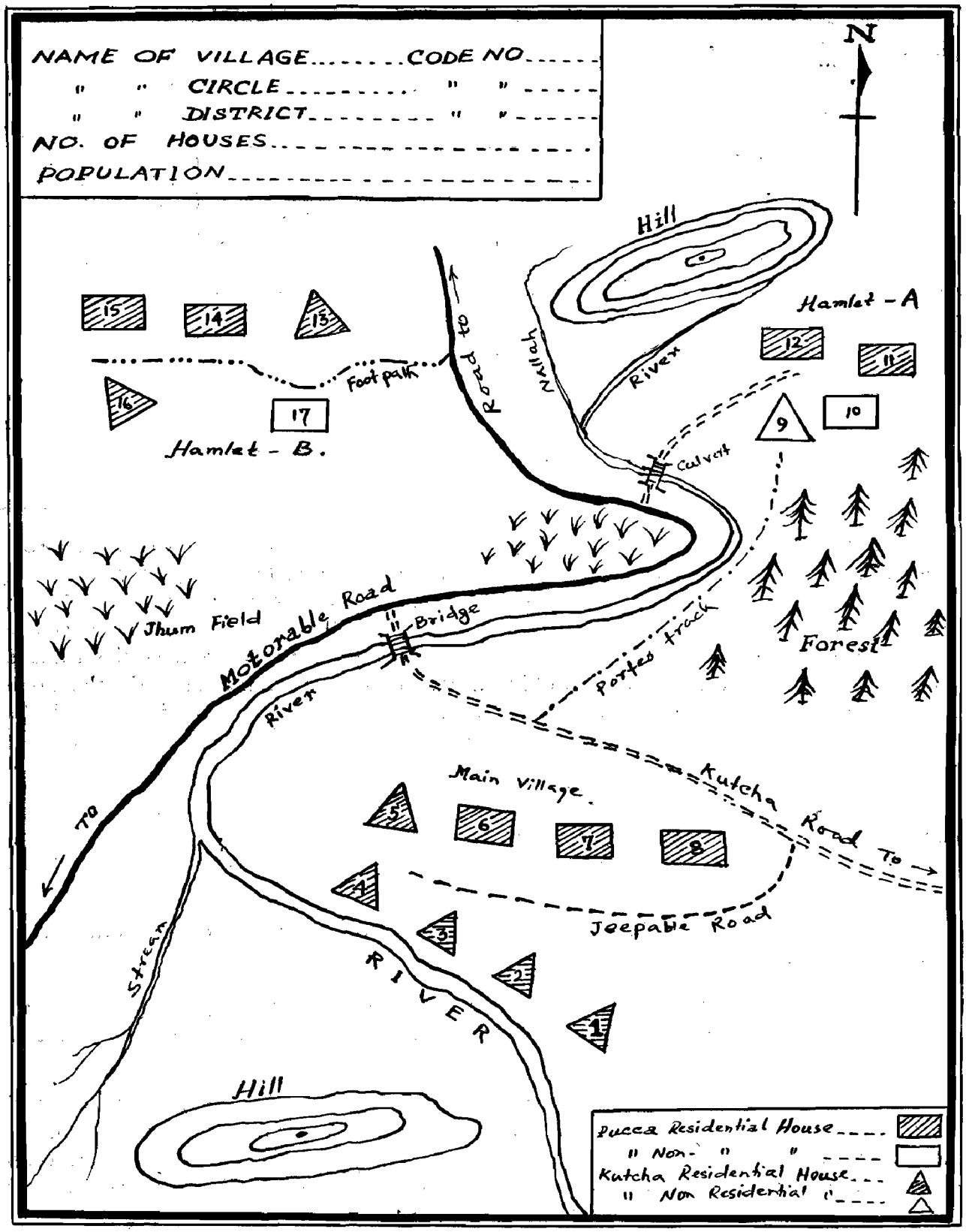
1. The concept of a village seems to be not definite. It is understood that in some areas every unit of habitation with a separate 'gramboro' has been treated as a village. In others, a village together with the hamlets irrespective of the fact that there may be different 'gramboros' for each hamlet, had been recognised as a single village. It

is essential that the list of villages in each circle of each district should be prepared as quickly as possible. What should be constituted into a village should be determined immediately in consultation with the Deputy Commissioners.

2. An outline map of each circle with the villages tentatively marked as per the existing maps should be sent to each Circle Officer who should certify to the correctness of the location, names and correct number of villages. In the map the name of each village should be given and also the location code number of each village. Within each district, each administrative sub-unit may be given a code No., with the circle in which the District Hqrs. is located being allotted No. 1 and remaining administrative circles numbered in a clockwise order. Within each circle the villages may be serially numbered starting from N.W. and ending towards South East or in any other convenient manner.

3. (a) The Circle Officers may be asked through the Deputy Commissioners to prepare rough layout sketches of each village showing the location of the hamlets as also the individual houses in each hamlet the houses being numbered in a convenient order. A specimen of such a sketch is given below :

(b) The assistance of V. L. Ws, teachers, forest officials etc., may be taken for this purpose.


NAME OF VILLAGE.....CODE NO.....
" " CIRCLE..... " " .....
" " DISTRICT..... " " .....
NO. OF HOUSES.....
POPULATION.....
N
Hill
Hamlet - A
Nullah
River
Road to
Foot path
Hamlet - B.
Culvat
Jhum Field
Motorable Road
Bridge
Portes track
Forest
River
Main Village.
Kutcha Road To
To
Jeepable Road
Stream
RIVER
Hill
Pucca Residential House
" Non- " "
Kutcha Residential House
" Non Residential "

A simple list of houses as follows may be prepared for each village :

District.....

Village.....

Circle.....

| House No. (as given in the map) | Name of the head of the house | Number of fireplaces in each house | Approx. number of persons in each house |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| | | | |

4. It is understood that the Panchayat elections are also likely to be organised soon. The preparation of a complete and up-to-date list of villages, house layout plans, and a houselist will be extremely useful for election purposes as for all general administrative purposes. If at all the district administration consider it feasible it is suggested that a wooden plank with the number of hut marked prominently may be given to be fixed at the front on each hut. The tribals who are so fond of having wall decorations hung may add the house-number as a decorative addition. I found in the Tangsas village near Changlang of Tirap District that some housenumbers marked on the main post at the last census were still in tact.

5. Simultaneously, the Circle Officers should take up the preparation of the list of educated persons available within his circle who should be ultimately appointed as census enumeration staff. The persons to be thought of are the School Teachers, V. L. Ws, Health Staff, Forest Officials etc.

The Circle Officer should divide his circle into convenient areas to be allotted to the various officials for census enumeration.

6. The universal census schedule as in the rest of the country will be canvassed throughout NEFA as well. The household schedule and the fertility schedule need not however be canvassed now.

7. The District Statistical Officer will function as the technical officer to assist the Deputy Commissioner in conducting the census in his district. He shall mainly take up the intensive training programme of Circle Officers as well as other officials entrusted with census work. The circle level enumerators also should attend the instruction classes to be run by the District Statistical Officer at the circle headquarters.

8. The District Statistical Officer may be given the assistance of a Statistical Assistant to conduct the training programme as well as to give any needed technical guidance and to supervise the census work.

9. The census enumeration may commence about November 1969 and completed by March 1971 so that the two winter seasons of 1969-70 and 1970-71 may be fully utilised. The enumeration in the first season should give the Circle Officer as well as the Deputy Commissioner valuable experience so that any loopholes may be covered and enumeration carried on more effectively in the remaining villages in the next season. During the slack period the District Statistical Officers and other should carefully check the schedules and give further instructions to enumeration staff.

10. A scheme of sanctioning suitable honorarium to the Circle Officers and the enumeration w.e.f. November '69 will be drawn up by the Registrar General's Office.

11. The S. C. O. NEFA will have to take immediate steps for the preparation of up-to-date list of villages, village layout plans and the houselists. He may issue suitable circulars to the Deputy Commissioners and Circle Officers and keep personal contact with the Deputy Commissioners to get the work done.

12. It may be desirable to have very simple lessons on usefulness of census in the schools. It is desirable that the village elders are explained by Circle Officers, V. L. Ws etc., the utility of census so that the necessary atmosphere is created for a successful census. It must be clearly explained that Census data will be used only for working out development programmes and that it will never be used for taxation or enrolment ; the individual information collected at census is always treated as confidential.

Shri Krishnatry, the Development Secretary, mentioned that the NEFA administration intends to introduce registration of births and deaths in the territory and desired that the R.G's office could provide some monetary assistance. This is very welcome. He has been requested to kindly send proposals so that they can be fitted into the Plan Schemes for the improvement of Vital Statistics.

Sd/- A. Chandra Sekhar,
Addl. Registrar General, India.
*Dt. 11-4-68*

APPENDIX—II.C

**Government of India**
**Ministry of Home Affairs**
**Office of the Director of Census Operations,**
**North East Frontier Agency, Shillong.**

*Minutes of Discussion with Shri K.D. Ballal,*
*Deputy Registrar General, India, on 15.12.69 & 16.12.69*

1. *Schedules and Instruction Booklets* :

The Deputy Registrar General agreed that the schedules would be printed at Delhi. English instructions will also be printed at Delhi. Instructions Booklets in Assamese will be printed at the Assam State Govt. Press at Shillong. It was agreed that the printed forms and booklets would be sent to Gauhati instead of Calcutta, by read. As the forms and schedules are to be further despatched to the districts in NEFA, the Deputy Registrar General was requested to send the names of the transport companies that would be engaged for the purpose of transperting the materials upto Gauhati, so that the companies or their associates might be approached to transport the forms etc., to the districts at comparable rates, either after unpacking the materials at Gauhati or transhiping the prepacked materials received at Delhi.

The Deputy Registrar General, India agreed to send immediately about 300 copies of Individual Slips (English) to be distributed to the Administrative Officers of NEFA along with the salient parts of the Instruction Booklets to be cyclestyled at Shillong.

The Deputy Registrar General, India, agreed to get the printing of the Individual Slips and Instruction Booklets for NEFA done early as the Census Operations in NEFA was to start by 1st. October, 1970.

2. *Houselisting and Housenumbering :*

The Deputy Registrar, General, India communicated that for NEFA the housenumbering and houselisting operations would be simultaneous with the operation of census enumeration in all areas. He desired that the demand for forms and instruction booklets should be made afresh in consideration of the enlarged coverage.

3. *Declaration of Urban Areas* :

The Deputy Registrar General, India, communicated that in question of declaration of urban areas in NEFA should be examined expeditiously.

4. *Training of Interpreters* :

The Deputy Registrar General, India desired that the Interpreters engaged for census work should be given a short course of training..

5. *Village layout, Directory and formation of Blocks :*

The Deputy Registrar General, India desired that in all possible cases the hamlets should be shown within a village in the village layout and Village Directory and made into a separate census block if need be. If the population of a village is smaller than the optimum workload, the block comprising such a village may be entrusted to the neighbouring block enumerator. There could be two or more blocks in a village but in no case should parts of two villages or a village should constitute a block. As stated above, two blocks can be entrusted to an enumerator to bring the workload to the optimum.

6. *Revisional Round :*

The Deputy Registrar General, India agreed that there would be no Revisional Round in NEFA.

7. *Tarpaulins :*

The Deputy Registrar General, India, agreed that tarpaulins and other ancillary materials might be purchased locally to protect the small bundles of schedules etc. to be despatched to the out-posts.

8. *Schedules and Instructions Booklets etc. for Sample Registration Scheme :*

The Deputy Registrar General, India, agreed that forms etc., might be printed locally. The Deputy Registrar General, India conveyed that he would communicate the decision regarding the enlarged coverage of the scheme, leading to preparation of 'NEFA Estimate' at a later date.

9. *Ferro-Printing Machine :*

The Deputy Registrar General, India, informed that a Ferro-Printing machine would be provided for the Office of the Director of Census Operations, NEFA.

10. *Jeep :*

The Deputy Registrar General, India, informed that a Jeep would be provided shortly.

11. *Photographer :*

The Deputy Registrar General, India, communicated that it would not be possible to create a post of Photographer for NEFA. He, however, said that the services of the Photographer in the Registrar General, India's Office at New Delhi could be requisitioned for work in NEFA for a month or two.

12. *Mechanical Tabulation :*

The Deputy Registrar General, India, said that employment of the Hellerith Unit for tabulation of NEFA Census data might not be feasible. The data is to be hand serted to prepare the P.C.A data in 1971. Further tables will be prepared at New Delhi

with the IBM Computors and supplied to the Director of Census Operations by 1972-73. However, he agreed to have another look at the plan given by Director of Census Operations, NEFA at a later date.

13. *Creation of post of Research Officer :*

The Deputy Registrar General, India, said that the question would be considered, if necessary, after the census works were completed.

14. *Acknowledgement contributions made to census publications* :

The Deputy Registrar General, India, agreed that the names of the contributors would be allowed to be published when a paper contributed is reproduced in the text or appendix of a Census Publication.

15. *Cost on T.A/D.A/Porterage for 1971 Census :*

The Deputy Registrar General, India, said that there was provision to Pay T.A./ D.A./Porterage for the enumerators. In case of NEFA Administration insist on having central fund for portage etc., the Director of Census Operations, NEFA, should make a specific proposal. The Director of Census Operations, NEFA, communicated that Rs. 8·00 lakhs might be expended on these heads by different departments.

16. *Stationery :*

The Deputy Registrar General, India, said that he would take up the question of delayed and inadequate supply of stationery with the centraller of Stationery, Calcutta.

17. *Innerline Special Pay :*

The Deputy Registrar General, India, communicated that the staff posted in the interior would get Innerline Pay according to rules. He desired to have a list of the employees immediately.

18. *Economic Investigator :*

The Deputy Registrar General, India, desired that though the candidates already called for the post of Economic Investigators could be interviewed, the posts should not be filled in without a clearance from the Registrar General, India. He desired that the views of the Deputy Commissioners regarding usefulness of filling in these posts should be obtained.

19. *Reflection of Census work on A. C. Rs. of all grades* :

The Deputy Registrar General, India, said that reference be made to R.G.'s office.

20. *Census Calendar* :

The Deputy Registrar General, India, desired that a copy of the revised census calendar should be sent to him early.

# APPENDIX III

## THE LIST OF SUPERINTENDENTS OF CENSUS OPERATIONS AND ASSISTANT SUPERINTENDENTS OF CENSUS OPERATIONS WITH DURATION OF CHARGE OF ARUNACHAL PRADESH

APPENDIX-III

**The List of Superintendents of Census Operations and Assistant Superintendents of Census Operations with duration of Charge**

ARUNACHAL PRADESH

| Sl. No. | Names of Superintendents of Census Operations/ Assistant Superintendents of Census Operations | Date of joining | Date of leaving |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| A. | *Superintendents of Census Operations* | | |
| 1. | Shri R. Yusuf Ali | 1.8.1959 | 31.7.1960 |
| 2. | Shri S. S. Chowdhary | 1.8.1960 | 31.12.1960 |
| 3. | Shri R. H. M. D'Silva | 1.1.1961 | 18.9.1961 |
| 4. | Lt. Col. H. S. Butalia | 18.9.1961 | 2.3.1962 |
| 5. | Shri V. V. Mongia | 2.3.1962 | 18.5.1962 |
| 6. | Shri H. S. Dubey | 19.5.1962 | 9.4.1963 |
| 7. | Shri L. B. Thanga | 19.4.1963 | 31.1.1967 |
| 8. | Shri S. M. Krishnatry | 1.2.1967 | 21.11.1969 |
| *9. | Shri J. K. Barthakur | 21.11.1969 | on wards. |
| B. | *Assistant Superintendents of Census Operations* | | |
| 1. | Smt. I. K. Barthakur | 1.8.1959 | 14.12.1961 |
| 2. | Shri V. V. Mongia | 15.12.1961 | 17.2.1962 |
| 3. | Smt. I. K. Barthakur | 17.2.1962 | 18.3.1963 |
| 4. | Smt. I. K. Barthakur | 20.8.1963 | 5.2.1964 |
| 5. | Shri A. M. Chanda | 30.7.1964 | 23.9.1965 |
| 6. | Smt. I. K. Barthakur | 24.9.1965 | 12.6.1966 |
| 7. | Shri A. M. Chanda | 13.6.1966 | 6.9.1966 |
| 8. | Smt. I. K. Barthakur | 7.9.1966 | 10.2.1967 |
| **9. | Shri A. M. Chanda | 28.2.1968 | on wards. |
| ***10. | Shri M. B. Rai | 31.7.1970 | on wards. |

*Shri J. K. Barthakur joined on 21.11.69 as the Director of Census Operations and ex-officio Superintendent of Census Operations.

**Shri A. M. Chanda was redesignated as the Assistant Director of Censns Operations with effect from August, 1969.

***Shri M. B. Rai joined as the Assistant Director of Census Operations.

# APPENDIX IV

## FIRST CIRCULAR BY THE PREDECESSOR OF PRESENT DIRECTOR OF CENSUS OPERATIONS

APPENDIX—IV

**Government of India**

**Office of the Superintendent of Census Operations**

**North East Frontier Agency, Shillong.**

No. Cen-1971/1/66/238 Dated Shillong, the 18th June, 1968.

*From* :—The Secretary (Planning & Development), & Ex-Officio Superintendent of Census Operations, NEFA, Shillong.

*To* :—All Deputy Commissioners/Addl. Deputy Commissioners, NEFA.

*Subject* :—**1971 Census**

Sir,

You may kindly recall that the next decennial Census all over the country will begin by February, 1971 & will be completed by March, 1971 and some preparations are going on towards that direction all over the country.

2. You are further aware that first Census was conducted in NEFA in 1961 which partially covered almost all the area, barring some inaccessible areas here and there. Records formulated in the last census will form the very basis for this census.

3. Due to peculiar conditions in NEFA and its Geographical difficulties, it has been decided by the Additional Registrar General, India, who came to Shillong recently, that unlike other parts of the country, the census enumeration in NEFA will start two years earlier i.e. by November, 1969 and will synchronise with the closing date, i.e. March, 1971. This earlier start will give us an opportunity to check and recheck the figures so that no area or individual is left out. Therefore it should be our endeavour to make the next census one of our very best. This is a big task and no individual effort can complete it. It will be the co-operative effort of all, whether Government Staff or private individuals who will have to contribute to its over-all success.

4. It is perhaps known that during the last census two kinds of schedules were introduced (1) Simplified Census Schedule, which was canvassed in the villages and (2) All India Schedule which was canvassed in the administrative centres and some selected places. This raised some problem in the tabulation stage and this time, it has been decided that All India Schedule should be canvassed all over the territory. The form is still to be finalised, but it is known that this will be almost the same with some minor modifications. (1961 All India Schedules attached).

As a preliminary to the actual census enumeration which is to start by November, 1969 the following work will have to be started :-

5. *Location Code :*

In the 1951 Census the practice of artificial Census divisions was given up and the usual administrative divisions of districts for revenue or general administration purposes i.e. Tehsil, Thana, Town, Village etc. was maintained. This helped to establish a naturally acceptable location code on the basis of territorial units of a district. So by giving a number to the District, a number to Tehsil or Thana (in our case circle), a number to the village and a number to the house, a certain house can be located easily by a code consisting 4 numbers—(1) Number of the district, (2) Number of the circle, (3) Number of the village or the town and (4) Number of the house. This location code was introduced in NEFA up-to-circle level during the last census but it would be extended upto village level during the 1971 Census to have comparability.

In this connection, some action was taken from this end and this office letter No. Cen-1971/3/67 dated 17.7.67 addressed to all Deputy Commissioners may please be referred to. In this letter, it was requested to prepare an up-to-date village list of your district and a map showing all the Villages/Towns/Administrative Headquarters. Already, some Deputy Commissioners have taken action in the matter.

6. *House-numbering :*

The next stage for preparation of actual census is the housenumbering. There are two methods of housenumbering, which could be adopted for the numbering of houses. In rural areas a village may or may not consist of a number of streets in a certain order. If the streets are arranged in a certain order, the best method of numbering would be to number the houses continuously in the various streets, the streets being taken in order of starting from the north and ending in the south. In the street, there are two alternatives, either the houses can be numbered in one continuous series clock-wise or odd numbers can be given to houses on one side and even nos. on the other side. If in a village or town, there is no regular streets the houses can be numbered continuously starting from the North-Eastern and ending in the South-Eastern, taking care to see that no house is omitted.

In our case it has been decided that physical numbering will not be resorted to in the village, but numbers will be on record only. This will be possible if the village list is finalised and sent to this office. For towns and some important places, the physical numbering will be done and this office letter No. Cen-1971/2/67 dated 24.6.67 may please be referred to under which details are available regarding housenumbering procedures and action to be taken.

7. *Houselist, Household Schedule-cum-Census Population Record and Individual Slip :*

The above will have to be canvassed all over NEFA, during the next census. The Household Schedule and Individual Slip will be canvassed during the actual time of operation. Actually, on the basis of information collected through interrogation for Individual Slip, population part of the Household Schedule can be filled up. The Household

Schedule is the summary of all the Individual Slips canvassed for a particular households plus economic information collected through interrogation.

The houselist form will be canvassed for each household but this will precede canvassing of Household Schedule and Individual Slip in the village or town. These forms are yet to be finalised.

8. *Charge Officers and the Method of Work :*

The head of the enumeration in a district is the District Census Officer who will usually be the Administrative Officer. In case of NEFA, the Deputy Commissioners/Additional Deputy Commissioners will be the District/Sub-divisional Census Officer. He acts on behalf and on the authority of the Superintendent of Census Operations and he is the key person for making all arrangements for the census in the District/Sub-division. To assist him in this work, the District Statistical Officer will function as the Technical Officer in conducting the census in his district. The District Statistical Officer will mainly take up, the extensive training/programme of Circle Officers as well as other officials entrusted with the census work. The circle level enumerators also should attend the training/instruction classes to be run by the District Statistical Officer at the circle/ district headquarters.

In the circle, the Circle Officer will be the Charge Officer for the Census Operations and all the activities will be conducted under his supervision. The Supervisors and the Enumerators will also work under him.

9. *Assistance and Honorarium :*

(a) The District Statistical Officer will be given the assistance of a Statistical Assistant/ Economic Investigator to conduct the training programme as well as to give technical guidance and to supervise the census work.

For Clerical and Grade IV Assistance, the matter is under reference with Registrar General.

(b) A scheme of sanctioning suitable honorarium to the Circle Officers and Enumerators with effect from November, 1969 is under reference with R.G. and you will be intimated in due course.

10. *Publicity :*

Publicity is an important part of the Census without which the operation can not be successful. It may be desirable to introduce a simple lesson in the schools on usefulness of Census. This may kindly be done.

It is also desirable that the village elders are explained by the Circle Officers, V.L.Ws, the utility of Census, so that a 'Climate' is created for actual operation. They may be explained that the Census Data will be used only for development purposes and not for taxation or for enrolment etc.

11. *Census Act :*

A copy of the Census Act amended by Acts XL of 1949 LT of 1950 and the adoptation of Laws Order 1950 is enclosed for your reference if and when necessary.

12. *Immediate steps to be taken for 1971 Census :*

As a preliminary to the 1971 Census, the following action may please be taken on priority basis :—

(a) The Circle Officers may be asked to prepare a rough layout sketches of each village showing the location of the hamlets as also the individual houses in each hamlet the houses being numbered in a convenient order. A specimen of such a sketch is given below :

The Circle Officers may be asked to do it througu the help of V.L.Ws, Teachers and Forest Officials. Alongwith it, particulars of each house may be collected under the following proforma :—

Dist.....

Circle..... Village.....

| House No. (as given in the map) | Name of the head of the house | Number of fire places in each house | Approximate No. of persons in each house |
|---|---|---|---|
| | | | |

As the Panchayat elections are also likely to be organised soon in NEFA, the preparation of complete up-to-date list of villages, house layout plans, and a houselist will be extremely useful for election purposes as well as for all administrative purposes.

Before taking up the work of collection of particulars of each house, the concept of a village is to be defined and made definite. In some areas every unit of habitation with a separate 'Gaon Burah' has been treated as a village. In others, a village together with the hamlets irrespective of the fact that there may be different 'Gaon Burah' for each hamlet, had been recognised as a single village.

For demarcating of a village, the following definition may be applied :—

"A village is a collection of houses with a more or less defined boundary, which is recognised as a village according to customs or traditions. The hamlets of village are included in the main village. Village having one or more groups of habitations is treated as an inhabited village and village with no habitation is treated as uninhabited village".

(b) Circle Officers may please be asked to prepare a list of educated persons available with the circle who could ultimately be appointed as Census Enumeration Staff. The persons to be thought of are the School Teachers, V. L: Ws, Health Staff and Forest Officials.

(c) The Circle Officer may divide his circle into convenient areas to be alloted to the various officials for Census Operations.

District Statistical Officers should report progress on each item every month to the Superintendent of Census Operations, NEFA, Shillong.

This may please be acknowledged.

*Yours faithfully,*
Sd/-
(S. M. Krishnatry.)

Copy to the Secy. (P & D), NEFA, Shillong for information please.

# APPENDIX V

## IMPORTANT CIRCULARS FROM THE DIRECTOR OF CENSUS OPERATIONS, ARUNACHAL PRADESH

APPENDIX-V

**Important Circulars from the Director of Census Operations, NEFA.**

Appendix—V.A : 1971 Census-Circular No. 1

Appendix—V.B : 1971 Census-Preparatory work-Circular No. 2

Appendix—V.C : 1971 Census-Appointment of Census Officers-Circular No. 3

Appendix—V.D : 1971 Census-Outline for NEFA-Circular No. 4

Appendix—V.E : A copy of the hon'ble Home Minister's Speech delivered on 16th May, 1969 on the occasion of opening of First Conference of Director of Census Operations of all States/Union Territories and Administration in New Delhi-Circular No. 5

Appendix—V.F : 1971 Census-Census Village-Circular No. 6

Appendix—V.G : 1971 Census-Urban areas of NEFA-Circular No. 7

Appendix—V.H : 1971 Census-Definitions of Enumerator's Block, Building, House and Household-Circular No. 8

Appendix—V.I : 1971 Census-Location Code-Circular No. 9

Appendix—V.J : 1971 Census-Housenumbering, Canvassing of Houselist and Establishment Schedule and Preparation of Houselist Abstract-Circular No. 10

Appendix—V.K : Compilation of events for each circle-Circular No. 11

Appendix—V.L : 1971 Census-Village boundary-Circular No. 13

Appendix—V.M : 1971 Census-ownership, holding and transfer of land by the people of NEFA-Circular No. 14

Appendix—V.N : Scheduled Castes and Scheduled Tribes in NEFA-Circular No. 15

Appendix—V.O : Training programme of Supervisors and Enumerators-Circular No. 16

## APPENDIX—V. A

### Census Circular No. 1

(Copy of letter No. Apptt. 1/70 dt. 3rd January, 1970 from Shri K. A. A. Raja, I.A.S., Adviser to the Governor of Assam, NEFA, Shillong, addressed to the Security Commissioner, NEFA, Tezpur, IGAR Shillong, all the Secretaries & Heads of deptts., NEFA, all the Deputy Commissioners & Addl. Deputy Commissioners, NEFA, all the Sub-divisional Officers, NEFA and all the Circle Officers, NEFA and copy endorsed to the Director of Census Operations, NEFA, Shillong.) :

*Subject :* **1971 Census**

I am directed to say that the 11th All India Census will take place in February—March, 1971. For NEFA it will be the second census operation to cover the entire agency. It is proposed that the operation will start in the snow bound and isolated areas as early as in October, 1970. The bulk of the work of enumeration will be done immediately afterwards to end by the middle of February, 1971. In addition to the actual census enumeration, a number of allied studies of considerable importance will be carried out at different stages.

2. Though, in theory, the census has always been a central subject, the achievements of the Indian Censuses have been, in practice, the result of the Centre-State collaboration. It is necessary that the NEFA Administration extends full co-operation for successful conduct of the ensuing census. You are aware that NEFA poses various problems in conducting a large scale field operation. In consideration of the importance of the census, it will be necessary to mobilise all available resources for successful conduct of the same. It will be necessary to place the services of all the Government officials at the disposal of census authority without any claim on the central fisc for travelling allowance, special pay or remuneration apart from such exceptional cases as those of the remote tracts for which the census authority may provide for remuneration. It may be necessary to utilize the services of students and other educated persons available in districts on payment of suitable remuneration.

3. Ordinarily, no travelling allowances should be debited to the census budget without prior sanction or counter signature by the heads of departments concerned, as well as the Director of Census Operations and Ex-Officio Superintendent of Census Operations, NEFA. Similary, it should be possible to bear the incidental expenditure out of the contingent grant allotted to the districts and different departments.

4. The Deputy Commissioners, the Additional Deputy Commissioners, the Sub-divisional Officers and the Circle Officers will be responsible for the efficient conduct of 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 work in the districts, the sub-divisions and the circles.

5. The Deputy Commissioners and the Additional Deputy Commissioners should assess the progress made in census work from time to time and ensure that the subordinate Officers are putting in their best to make the census a success and reflect their activities in confidential reports.

6. The essential changes in the existing boundaries of circles and blocks should be given effect to before the end of the current financial year, so that the census may take place on a firm administrative ground. The Deputy Commissioners, the Additional Deputy Commissioners, and the Heads of departments will ensure that minimum changes are made in the district set-up by transfer and posting, specially after the Government officials are given training in census work by about the end of the current financial year. All efforts should be made to complete essential transfers and posting of the District Staff before the end of the current financial year.

7. The Administration is confident that all the Officers and men of the Administration, local bodies and other institutions will readily accept and loyally perform whatever work is entrusted to them in connection with the present census, in a spirit of national service.

APPENDIX—V.B

**Census Circular No. 2**

(Copy of the letter No. Cen-1971/8/69 dated 9.1.70 from Shri J. K. Barthakur, Director of Census Operations and Ex-officio Superintendent of Census Operation, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, the Security Commissioner, NEFA, Tezpur, all the Secretaries and Heads of deptts., NEFA, etc. etc. )

*Subject* :—**1971 Census—Preparatory Work**

This is in continuation of NEFA Administration's circular issued on the subject under No. Apptt. 1/70 dated 3.1.70 which broadly dealt with the policy regarding the conduct of 1971 Census in NEFA. The watch words for census are that none must be left out from the census counting and nobody must be counted twice.

2. You are aware that in the snow bound and inaccessible areas of NEFA, we aim at starting the census operation early (by October, 1970). There are roughly three and a half thousand villages in NEFA and on 31.3.68 we had 374 Class II Officers and 4,308 Class III officials in the districts, in addition to about 2,000 students studying in High School classes from VII to IX. These numbers must have increased by now. Even if half of our district staff are used for census, then, theoretically, synchronous census could take place in NEFA. However, it is good that a decision has been taken to conduct the operation on an extended schedule of time for NEFA and now, we should be able to cover all the villages under the census operation using the Government officials as enumerators and supervisors, and the senior students as interpreters, if need be, subject to permission obtained from their parents for their employment thus. A list of all the Government officials available within your jurisdiction may be prepared and a decision may be taken how many of them will be utilised for 1971 Census work.

3. It is also necessary now to prepare a list of the villages that remain snow bound for many months or so inaccessible that they need be enumerated during early October, 1970. A tight work schedule is to be prepared to cover these villages under the census operation as early as possible and be positioning the enumerators in these villages by the 1st day of October, 1970. Simultaneously, a second list is to be prepared covering the remaining villages under the census operation so as to conclude the operation all over NEFA by the first half of February, 1971. The second half of February is to be kept in hand to consolidate and review the operation. The census operation will consist of housenumbering, houselisting and house to house enumeration in one single visit for which detailed instructions will follow.

4. The Government officials engaged in census work will be paid T.A./D.A. and porterage out of the normal departmental budgets, and such senior students of the NEFA High Schools (excluding the students reading in the final classes) as will be permitted by the parents to be employed as interpreters, will be paid T.A./D.A. and porterage at the same rate

as those of Grade III officials. The total amount need be earmarked for this purpose may be communicated to this office early, so that Registrar General, India may be requested to provied us with the necessary fund. Attempt should be made not to disperse the government officials engaged in census work too widely, so that their normal work is not adversely affected over a long period of time. The work load entrusted to the officials should be made as equitable as practicable. You are requested to take personal interest in working out these details for which detailed instructions will be sent soon.

5. May I stress upon the point that the success of the 1971 Census is very important administratively and entirely depends upon your initiative ?

APPENDIX—V.C

**Census Circular No. 3**

(Copy of letter No. Cen-1971/11/69/2507—631 dt. 21st January, 1970 from Shri J. K. Barthakur, Director of Census Operations, & Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA, and copy endorsed to the Adviser to the Governor of Assam, Shillong, all the Secretaries & Heads of deptts. etc. etc.)

*Subject :*—**1971 Census—Appointment of Census Officers**

You are in receipt of Memo. No. PD(A)67/69 dated 8.1.70 of the NEFA Administration delegating the power of appointing the Deputy District Census Officers, Assistant Sub-divisional Census Officers, Charge Superintendents, Supervisors and Enumerators for census work, alongwith the forms in which the appointment orders are to be issued.

2. In this connection I request you kindly to appoint the District Statistical Officers as the Deputy District Census Officers and the Inspectors of Statistics in the headquarters of Additional Deputy Commissioners as the Assistant Sub-divisional Census Officers immediately. You will appreciate that you will have to depend heavily upon these officers in all census matters including training of Charge Superintendents, Supervisors and Enumerators and also in keeping track of the progress made in the census matters and dealing with the technical problems that may arise within your jurisdiction from time to time. It will be of advantage to appoint these officers immediately. I am enclosing a number of cyclostyled forms for the purpose, which may be filled in triplicate. The original copy may be handed over to the officers concerned, duplicate copy may be retained in your office whereas the triplicate copy may be sent to this office for our record.

3. The Charge Superintendents will be the Assistant Commissioners/Extra Assistant Commissioners/Circle Officers incharge of a circle. The Charge Superintendents will be directly responsible for all works connected with census under your supervision. It is necessary that these officers are also appointed immediately so that they may be made responsible for census work from now onwards. An officer of appropriate rank may be appointed as Charge Superintendent for the circle in which your headquarters is located. The Deputy District Census Officers and the Assistant Sub-divisional Census Officers may not be put in charge of these circles, as the functions of the Charge Superintendents are administrative in character and if this responsibility is given to the Deputy District Census Officers or the Assistant Sub-divisional Census Officers, then, they may not be able to do justice to act as your right hand man for the whole area under your jurisdiction. I am enclosing a number of cyclostyled copies of form 'B' for your issuing the appointment orders immediately in triplicate as indicated in the foregoing paragraph.

4. There will be a number of supervisors under a Charge Superintendent who will supervise the work of the enumerators in a Census Circle. A Census Circle will consist of

4-5 census blocks. A census block will consist of about 750 persons which will be identical with the census villages when the population of the census villages are less than 750. In bigger census villages more than one census block may be formed for which instructions will be issued separately. As the number of supervisors and enumerators will be quite large, we intend to print the corresponding forms ('C' and 'D') for your convenience. These will be sent to you as soon as they are ready.

5. The receipt of this letter may kindly be acknowledged alongwith the triplicate copies of appointment orders issued with respect to the Deputy District Census Officers, the Assistant Sub-divisional Census Officers and the Charge Superintendents.

## APPENDIX—V.D

### Census Circular No. 4

(Copy of letter No. Cen-1971/8/69 dated 29/1/70 from Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc. etc.)

*Subject* :—**1971 Census-Outline for NEFA** :

In continuation of Census NEFA Circulars Nos. 1 and 2, I give below the general outline of the 1971 Census Operations as will be conducted in NEFA.

*1971 Census* :

This is the eleventh decennial census of India. With this Census, India completes the 100th year of the proud tradition of modern census taking. In this year the North Frontier Agency participates in census fully.

*Period of operations* :

You have already been given the indication that due to peculiar terrain and other difficulties we shall deviate from the All India time schedule of enumeration and we intend to start our work by the 1st day of October, 1970 to complete the same by the 28th February, 1971, which is also the closing date of census for the country as a whole. This early start will give us a scope to cover the entire agency and canvass all the schedules.

*Reference date* :

The All India reference date will be the sunrise of 1st March 1971. This will also be the reference date for NEFA inspite of the extended period of enumeration.

*Census Calendar* :

The census operations will be conducted as per the Census Calendar approved by the Registrar General, India which has already been sent to you.

*Census Schedules* :

The main schedules to be canvassed in the 1971 Census are given below :—

(1) Houselist.

(2) Establishment Schedule.

(3) Individual Slip.

The above schedules will be canvassed during a single visit of an enumerator.

*Census Operations* :

The main census operations in the district will be (1) housemumbering and houselisting and (2) enumeration. To conduct these two operations the following preliminary works are required to be performed (1) preparation of a village list, (2) preparation of a circle map and plotting of the location of the villages thereon, (3) preparation of notional map of each individual

village showing the layout of the villages with respect to the village paths, the houses and other salient features, numbering the houses thereon and plotting the route to be followed by the enumerator so as to exclude the possibility of any omission of a house or individual from the census operations, and also facilitate the work of the Supervisors and the Charge Superintendents, and (4) preparation of the location code for each village and census block. During 1961 Census, the whole of the agency was treated as rural. In this census some of the district headquarters will be treated as urban. The houselisting and housenumbering operations will cover all the houses of the agency. The humblest of the habitats must find its place in the list and be numbered. The enumeration must cover all the persons of the agency; the poorest & the richest, the humble & the powerful, one and all. At the same time no house must be listed twice or nobody must be counted twice.

*Census Officers* :

The Deputy Commissioners and the Additional Deputy Commissioners have been appointed by the Administration as District Census Officers and the Sub-divisional Census Officers within their respective jurisdictions under the Census Act, 1948. The District and the Sub-divisional Officers will be assisted by the District Statistical Officers and the Inspectors of Statistics who will be appointed as the Deputy District Census Officers and the Assistant Sub-divisional Census Officers respectively. The district will be divided into charges and each charge will be under a Circle Officer who will be declared as Charge Superintendent. A Census 'Charge' will ordinarily be co-terminus with the administrative circle. The Charge Superintendent will be responsible to the District Census Officers and the Sub-divisional Census Officers for all the work concerned with census within his 'Charge'.

***Enumerator's Block & Census Village.***

Each Charge will be divided into Enumerator's Blocks. A census block will normally consist of 150-200 households or a population of about 750 in the rural areas and 120-150 households or a population of 600 in the urban areas. A census village is defined as "a collection of houses with a more or less defined boundary according to customs or traditions. The hamlets of a village are included in the main village. The village having one or more groups of habitations is treated as an inhabited village and village without habitation is treated as uninhabited village". Most of the census villages of NEFA will form a census block. An enumerator will have to cover 1-5 census blocks depending upon the local conditions and availability of officials.

*Supervsior's Circle* :

A Supervisor's Circle will consist of 4-5 Enumerator's Blocks depending upon the local conditions. A Supervisor will see that the enumerator's work is completed accurately within the time schedule laid down by the Charge Superintendents.

*Enumerators and Supervisors* :

The enumerators may be chosen from amongst the school teachers, village level workers, medical and C.P.W.D. field staff and such other Government officials who have intimate knowledge of the area. The Supervisors may be selected from the supervisory cadres, such as Extension Officers, Section Officers, Malaria Inspectors, Health Inspectors, Senior Teachers and other Gazetted Officers.

## APPENDIX—V.E

### Census Circular No. 5

(Copy of letter No. Cen-1971/8/69 dated 29/1/70 from Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all the Secretaries and Heads of deptts., NEFA etc. etc.)

*Subject*: **A Copy of the hon'ble Home Minister's speech delivered on 16th May, 1969 on the occasion of opening of First Conference of Director of Census Operations of all States/Union Territories and Administrations in New Delhi.**

I have great pleasure in reproducing below the speech of Shri Y. B. Chavan, Union Home Minister, delivered in the First Conference of the Director of Census Operations held in Delhi for your perusal.

"Friends,

I am happy to be with you today as you begin your deliberations to finalise the details of an operation which is unsurpassed both in regard to its size as also its importance. The great care exercised by the Government in ensuring that only such persons are put in charge of these operations at the State-level as are outstanding and have the necessary aptitude, ability, willingness and capability to handle this onerous task, is a measure of the importance that is attached to this work. I must congratulate you at having the privilege to be associated with the forthcoming census operation.

2. We have rich tradition of taking complete censuses of population from the year 1872. The census has, of course, grown over this period both in quantitative and qualitative terms. The Indian Census today is universally acknowledged as the most authentic and comprehensive source of information about our land and the people. With the dawn of independence and the adoption of a democratic system of government the importance of authentic data on population was enhanced. The size of the legislatures as also demarcation of electoral constituencies depended on the statistical information regarding the size of the population and its geographical distribution. These data are invaluable also for the implementation of constitutional provisions like the welfare of the socially and economically backward classes. The advent of the Five Year Plans added a new dimension to the census operations. It was expected to yield information regarding such a variety of aspects of the nation's economy like population growth, its distribution, urbanisation, manpower, employment, literacy, migration, housing and so on. The planners as well as the research scholars look for detailed and sophisticated data on the trends in occupational and industrial/affiliations of the working population, fertility patterns, age and educational levels etc. Census has to meet this increasing hunger for data.

3. Lack of data can well be the most serious bottleneck in the process of planning in developing countries. We were fortunate enough to have at least the minimum

basic data regarding the total population, its growth, distribution etc. But as the economy advances, the sectoral inter-dependence, need for regional balance, and various other complexities come in. This makes varied demands for more and more data. The twin factors of larger data and higher reliability of it in explaining the various policy variables then become of critical importance. Data collection and decision-making are two inseparable and inter-dependent aspects in the process of planning. In this strategic task, you form an important link and I am sure you will be proud of this role. Over last 100 years, the census operations have been keeping up with the varied demands of changing times. A greater degree of sophistication has come into our methods of collection, tabulation and analysis of statistical data during this period.

4. It is precisely so because of the crucial role it plays in indicating the possible policy variables in diverse fields that the census statistics will have to meet the test of accuracy as well as timeliness. Even the slightest doubt about its reliability or any delay in its publication would defeat the very purpose of the operation. In matters of collection of data, filling up of questionnaires etc., I hope you would appreciate that the success or otherwise of this gigantic effort will depend on the performance of the last link in the chain, be it the Gramsevak or the school teacher, who will do the actual enumeration. Our task should be to enthuse that agent in the process of this work so that they undertake enumeration with interest. They will also have to be given the necessary guidance so that the system of enumeration does not vary from person to person. All the persons involved in the census work have to be alive to the importance of the whole operation otherwise they may come to regard it as only an additional demand on their time. Due care will also have to be taken by you to see that questionnaire does not become too complicated as to be beyond the comprehension of both the enumerator and the enumerated. I understand that finalising the census questionnaire is one of the main tasks before your conference. Much of the success of census enumeration will depend on the care and attention you give to this basic task.

5. The census operations are becoming more and more technical and intricate. To keep up with the need for increasing sophistication the Census Organisation has to acquire adequate technical skills to fulfil its tasks. I am glad to understand from the Census Commissioner that courses of training are proposed to be organised for all the Census Officers. During the inter-censal period several members of the staff of the Census Organisation had received advanced training in India and abroad. We have to keep pace with the advanced techniques in the rest of the world. We may have to gradually change over from some of the antiquated techniques like manual sorting of data etc., however well it might have served the purpose in the past when the tabulations were comparatively simpler. The need for more and more sophisticated cross tabulation of data is now being felt and it has to be provided in quick time. Unless you modernise some of the techniques of processing of data by taking recourse to electronic computation, you may not be able to adequately meet the requirements. At the same time computerisation of enormously large data as that of the Indian population census is no simple matter. In fact it presents several other problems which cannot be readily resolved. I realise that it may not be possible to change overnight to complete

processing of the entire Indian Census Data on an electronic computer. Some sampling procedures have to be adopted to get the data processed in time. This again requires adequate application of new skills which perhaps the past census procedures did not involve. At the same time the traditional methods of sorting and tabulation of data will also have to be resorted to for some simpler tabulations requiring the provision of basic data for small units. Your aim should be to complete the processing of data accurately and quickly and make them available to the consumers within reasonable time. Often much time is lost between the completion of census enumeration and publishing of the census tables and reports reducing their value to a considerable extent.

6. I hope that you will also give some thought to the way of presentation of the census results and reports. The census reports are generally so bulky and so full of figures that one is not readily attracted to them. Census data are of great relevance and value to the common man. I do trust that at the next census you will be able to bring out some popular versions of the census analytical reports to render them interesting to the common man and at the same time be educative. Your findings and your observations will be greatly valued. You are bound to be objective in your approach and you would have the necessary data to support your findings.

7. Apart from producing dry statistics, the Indian Census has followed a fascinating tradition of taking up ancillary studies in different fields and adding to the fund of knowledge. While the main purpose of census taking is not lost sight of, these ancillary studies have greatly helped in giving a meaning to much of the statistical data produced at the census. At the last census, I am told, the socio-economic surveys of a large number of villages formed the main plank of census ancillary studies and these had been greatly acclaimed by the scholars in and outside the country. I understand from the Census Commissioner that in the next census, urban studies will occupy a central place in the ancillary projects. This is a step in the right direction. Despite a large proportion of India's population being rural, increased urbanisation will be an inevitable concomitant of the socio-economic progress of the country as has been the experience of several developed countries. At this point of transition in India, studies on the processes of urbanisation are bound to be valuable.

8. Your responsibilities are great. Your task is none too easy though I have no doubt that it is a very fascinating one. Census would require single minded devotion on our part. It would be your task to inspire the entire machinery under you in the state to greater and greater effort in this work of national importance. The next census of 1971 makes an important landmark in the census history. It marks the completion of hundred years of modern census taking in our country. We could justifiably take pride in this achievement. I am sure all of you will strive your utmost not only to maintain but enhance our rich tradition in census taking. Your deliberations would lay the foundations for a sound superstructure for the completion of this work. I am very happy to inaugurate this conference. I wish you all god speed and success in the completion of the tasks ahead of you."

APPENDIX—V.F

**Census Circular No. 6**

(Copy of letter No. Cen-1971/8/69/2203-2212 dated 30.7.70 from Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc. etc.)

*Subject :*—**1971 Census-Census Village**

I have the honour to say that for the purpose of census a village in NEFA is defined as below :

"A village is a collection of houses with a more or less defined boundary, which is recognised as a village according to customs or traditions. The hamlets of a village are included in the main village. Village having one or more groups of habitations is treated as an inhabited village and a village with no habitation is treated as an uninhabited village".

2. The definition of census village aims at covering all the villages of NEFA irrespective of such local variations in customs and traditions as may exist. In some other parts of the country, a census village is defined basically as a 'tract of land'. This approach is not insisted upon in NEFA, as a 'tract of land' which is an administrative rather than a demographic entity, is not well defined in the agency in absence of cadastral survey records. But, however, the aggregate of the census villages defined on the basis of customary and traditional boundaries is required to cover the entire agency. It may be appreciated that by not relating the definition to a 'tract of land', a greater responsibility of guarding against the possible omissions that may take place while enumerating the population, has been accepted, because some isolated habitations may not be included in the custom and tradition bound villages of NEFA. There may be some such habitations, as for example, in the areas since notified as 'forests'. If such habitations form a well defined forest village, no difficulty is anticipated as you must be already having a list of such habitations with you. But if small and scattered habitations exist in the forest areas which are yet to be accepted as forest villages, then there may be some danger of omitting the habitations from the coverage of census. To obviate such omissions, the area falling within the jurisdiction of a Forest Ranger may be treated as a 'census village' and the Forest Ranger concerned may be appointed as an enumerator to cover the range. If the range is uninhabited, then the census returns will be 'NIL' and the corresponding census village will be treated as uninhabited. In all other cases, the population of the range should be shown as the population to the corresponding census village, however small it may be. In short, it is necessary to guard against any possibility of omission from the coverage of census resulting from existence of any peculiar local conditions.

3. We shall be sending you shortly a compilation of the location codes up to the village level basing our information upon the list of the villages already obtained from you. Therefore, if you like to suggest any addition to the existing list, the same may please be done immediately.

4. Another question of importance relates to the treatment of the hamlets of a village. Here, the test should generally be how the local administration has accepted the existence of a hamlet in a village. If a hamlet of a custom and tradition bound village has been accepted by the local administration as a separate hamlet for day to day administration, then the same should be treated as a hamlet of the census village also. As for example, when a hamlet is situated at a distance from the main village for which an independent 'Gaon Bura' has been appointed or treated otherwise as an independent hamlet by the local administration, the same may be treated as a hamlet of the corresponding 'census village' also. Similarly, in big villages of NEFA, where it is customary to appoint more than one person as 'Gaon Bura', it may not necessarily follow that the localities where different 'Gaon Buras' live, must be treated as separate hamlets of the village. Here again, the test to be applied should relate to how the customary and traditional usages are practised by the people and accepted by the local administration.

5. Again, in some parts of NEFA the people have migratory habits. In many cases, the villages migrate from one place to another bearing the same name. In all such cases it must be ascertained if anybody had been left behind in the old village site or anybody else had migrated thereto from any other place. If anybody is found to be still inhabiting the old village site, and both old and new villages are found to be known by the same name, the corresponding villages may be called "Old (name of the village)" and "New (name of the village)", and a suitable note should be prepared for use in this and your offices.

6. There may be many local variations in the traditions and customs relating to formation of villages in different parts of NEFA. We shall be thankful to receive a note on this aspect so that the same may be included in our reports. Such notes will also help us in interpreting and classifying the data collected.

APPENDIX—V.G

**Census Circular No. 7**

(Copy of letter No. Cen-1971/8/69 dated 31.1.70 from Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc. etc.)

*Subject* :—**1971 Census-Urban Areas of NEFA.**

I have the honour to say that the following criteria were laid down by the Registrar General, India in order to determining whether a particular place should be treated as urban during 1971 Census.

1. "To qualify for recognition as an urban area, a place should be either a Municipal Corporation areas or a Municipal area or under a Town Committee or a Notified Area Committee or a Cantonment Board. If it does not have any of these urban local bodies to administer the affairs, then the following empirical tests should be applied ;

(a) A minimum population of 5,000 (estimated for 1971) ;

(b) A density of not less than 400 per Sq. Km. i.e. 1,000 per Sq. Mile ;

(c) ¾th of the occupations of the male working population should be outside agriculture ; and

(d) the place should have a few pronounced urban characteristics and amenities."

2. During 1961 Census, the whole of NEFA was treated as rural. For 1971 Census also none of the places were found to be under Municipality, Town Committee etc. The criterion of the density of population also is not satisfied by any of the villages enumerated. The following table will clearly indicate the difficulties in declaring any area in NEFA as urban.

| *Population* | *Villages* |
|---|---|
| upto 999 | 2,424 |
| 1,000—2,500 | 22 |
| 2,500 and above | 5 |
| Total :— | 2,451 |

Source :—1961 Census.

3. However, it is observed that many places in NEFA, specially the district and sub-divisional headquarters, have developed distinct characteristics where large majority of people pursue non-agricultural activities. Therefore, it is decided that inspite of the smallness of the

population, the district and sub-divisional headquarters having a population of more than 2,500 should be declared as urban areas on an empirical basis. Accordingly, the following areas will be treated as urban areas of NEFA for the purpose of 1971 Census.

(1) Bomdila— Headquarters of the Kameng District.

(2) Along — Headquarters of the Siang District.

(3) Pasighat — Headquarters of the Pasighat Sub-division of the Siang District.

(4) Tezu — Headquarters of the Lohit District.

APPENDIX—V.H

**Census Circular No. 8**

(Copy of letter No. Cen-1971/8/69/3673-3822 dt. 5.2.70 from Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissiners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc. etc.)

*Subject :*—**1971 Census—Definitions of Enumerator's Block, Building, House and Household.**

I have the honour to say that in the census circular No. 6 we defined a 'census village' and described some of the related aspects. Vide our letter No. Cen-1971/1/66/222-262 dated 18th June, 1968, we had indicated the procedure to be followed while preparing the Village Layout Plans. A census village is required to be well-defined with natural boundaries or other permanent objects so that the limits of the village are clearly understood.

2. In our circular No. 7, the areas to be treated as urban in NEFA have been communicated. The preparation of maps for the urban areas will be identical with preparation of village maps. There should be no confusion regarding the extent of the urban areas with respect to be surrounding rural areas. In the Circle Maps the urban areas should be shown shaded.

3. The next phase of defining and demarcating the 'census village' and 'urban areas', is dividing them into 'Enumerator's Blocks'. A census enumerator is expected to cover about 150 households or 750 persons in the rural areas. If a village has a population of more than 750 persons, it will be necessary to split the same into more than one Enumerator's Block. In no case an Enumerator's Block should cover more than one village. As for example, a village with, say, a population of 1,000 may be split into two blocks each block having a population of 500 persons. But none of these block should be tagged along with a nearby village with a population of, say, 200 persons to make a total population of 700 in one of the blocks. The second village will be treated as a separate Enumerator's Block having a population of only 200 persons. If a village is small, then the work of enumeration of the village may be entrusted to the neighbouring block enumerator but in no case the separate identity of the village should be compromised. There can be two or more blocks in a village but in no case parts of two villages should constitute a block. As stated above, two blocks can be entrusted to an enumerator to make the work load per enumerator equitable, if the distances permit.

4. The division of village into Enumerator's Block should be done with natural features such as a road, a river, a tank, an institution etc., so that no confusion arises at the time of actual enumeration in identifying the blocks with the help of loction codes.

5. In the urban areas, an Enumerator's Block will usually consist of 120 households or a population of 600 persons. The limits of the urban Enumerator's Blocks should be well-defined so that there can be no confusion about the extent of their limits. If a town has

already been divided into wards, the limits of the Enumerator's Block should be made as identical with the limits of the wards as practicable. If a word is found to be having more than 600 persons, the same may be split into more than one Enumerator's Block. But an Enumerator's Block should not consist of parts of two different wards.

6. The criterion of population stated above for the Enumerator's Block, both in the urban and rural areas, need not be very strictly adhered to. As for example, in a village with a population of, say, 850 persons in the interior, it will be more convenient to take the whole village as one Enumerator's Block, instead of splitting it further into blocks. Same comments are applicable for splitting up of urban wards into Enumerator's Blocks.

7. We define the 'Census Building', 'Census House' and 'Census Household' at this stage, so that a comprehensive idea may be obtained about the frame-work upon which the operations of houselisting, house-numbering and enumeration will have to be carried out.

8. *Census 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 establishments such as shops, workshops, factories, godowns, cattlesheds etc. or in combination with any of these such as shop-cum-residence or workshop-cum-residence.

9. 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 case, though the whole structure with all the adjoining units apparently appears to be one building, each portion should be treated as a separate building.

10. If there are more than one structure within an enclosure or open compound (premises ) belonging to the same person e.g. the main house, the servants quarters, the garage, the granaries, the cow-sheds etc., the whole group may be treated as one building and each of the constituent separate structures may be treated as 'census house', which will be defined hereafter, provided that all the structures together will be treated as one 'census house' only, if the separated structures form an integral part of a housing unit used by one 'census household'.

11. In NEFA, sometimes it is found that some structures are constructed in the fields where the people from the nearby village go and stay for work. If in such structures the people stay for a long period synchronising with the visit of the enumerator and do not come back to the village during the period, and the structures are made to last for more than one agricultural season, then they should be treated as separate buildings. However, in such cases every effort should be made to ensure that the persons found residing in such structures at the time of enumeration are not doubly counted, once in their village and again in the farm houses.

12. On the other hand, it is sometimes found that in many villages the granaries are constructed a little away from the village to avoid the fire hazards and sometimes grains

are also kept in the field temporarily in temporary storage structures. These granaries or temporary storage structures should not be treated as separate buildings. Similarly, temporary structures made in the jhum fields for the purpose of taking rest or shelter by the field labourers, or the temporary structures put up to shelter the bird-scarers etc. should not be treated as separate buildings.

13. "*Census House*" : A 'census house' is a building or a part of a building having a separate main entrance from the road or common courtyard or stair-case 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.

14. 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 stair-case or a common courtyard leading to a main gate they will be considered 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.

15. As for example, a 'Gompa' may be a single building with many census houses used for different purposes such as shrine, dormitory, guest house, school etc. The parts of the 'Gompa' used for such different purposes will be treated as separate census houses. On the other hand, a hostel building where the door of each room in which an inmate lives, opens to a common varandah or stair-case, should be treated as one census house only. In some parts of the country, the pattern of habitation is such that 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 household. Thus the definition of a census house will have to be applied having due regard to the actual situation when an exceptional case is confronted with. A stock taking may be done about the probable peculiar situations that may have to be reckoned with at the time of visit of the enumerator, at this stage, and referred to this office.

16. A census building or house should ordinarily have four walls and a roof. But in some areas, it may not be possible to insist upon these criteria. It may so happen that a conical roof touches the ground and an entrance is provided without a separate wall. Such structures should be treated as buildings or houses.

17. "*Census 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 prevented 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, a hospital, a hostel, a rest house etc.

18. The definition of 'household' as given above has been universally accepted and serves the purpose of determining the size of the smallest economic as well as demographic units of the population. But it is of common experience that in NEFA, in the areas where the menfolk marry more than one wife by custom, all living together in the same house, sometimes the wives are allotted with separate patches of land for cultivation and the agricultural produces are stored in separate granaries. The wives also cook separately in different hearths to feed the children born to them and the visiting or dependent members of their parental clans. In such cases, a strict application of the above definition will result in showing as if there are as many households as there are number of wives living in the house. Though such a picture will not vitiate the concept of grouping the population in smallest economic units, the concept of grouping the population is smallest demographic units will be adversely affected. Therefore, in this case, inspite of the partaking meals cooked separately in separate hearths, the entire family should be treated as one household of whom the husband should be shown as the head of the household.

19. However, when two or more persons each having one or more wives live in one house and take their meals separately cooked in one or more hearths belonging to the individual wives, the groups of wives married by a person should be treated as members of separate households of which the person should be shown separately as head of households. The young and unmarried children should be shown as members of their respective fathers' households even if they partake their meals by crossing the usual barriers of hearths. It must not be foregotten that when a widow or a woman whose husband is away, lives in the house by her own right and cooks her meals separately for herself, her children and other persons attached to her, she will be deemed to be a head of a separate household.

20. The above examples are not exhaustive, they are mentioned, as illustrations only so as to provide a guideline that may be followed to bring the widely varying customs relating to the composition of the families, in line with the definition of the census household. If it is felt that any exceptional treatment is necessary to translate this definition to suit any of the prevailing local conditions, the same may please be referred to this office immediately.

21. We shall be grateful if you kindly prepare a note on the subject of living condition and the family composition of different tribes inhabiting your area indicating the manner in which the general definitions of 'building', 'house' and 'household' are being applied to and send the same to this office at a very early date. These notes will find a place in our reports under the names of the tribes and help us in interpreting the information collected.

APPENDIX—V. I

**Census Circular No. 9**

(Copy of letter No. Cen-1971/8/69/4578-87 dt. 25.3.70 from Shri J. K. Barthakur, Director of Census Operations, and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc. etc.)

*Subject* :—**1971 Census-Location Code.**

*What is location code ?*

I have the honour to say that in our earlier circulars we had mentioned about the Location Code proposed to be adopted for 1971 Census. The location of a district is understood with respect to the agency. The location of a circle has to relate to the district to which it belongs. The location of a town is to be understood with respect to a district, whereas the location of a village will be described with respect to the circle. The location of an Enumerator's Block will relate to a town for the urban areas. However, for the rural areas the Enumerator's Blocks will be given a running serial number for a circle. The location of a house is to be described with respect to an Enumerator's Block. Naturally, the location of a household is to be related to a house. We introduce a system of numbering districts, circles, towns, villages, enumerator's blocks, houses and households. The location code is, therefore, nothing but a system of indicating the smallest units to which an individual belongs by assigning numerical figures to different levels.

*Code numbers for districts.*

2. All the five districts of the Agency has been numbered beginning with the Kameng District and ending with the Tirap District as below :

| *District* | *Code* |
|---|---|
| Kameng | 1 |
| Subansiri | 2 |
| Siang | 3 |
| Lohit | 4 |
| Tirap | 5 |

*Code Nos. for circles.*

3. Each circle within a district has been assigned with an Arabic number. The Appendix to this circular will indicate these numbers.

*Code Nos. for towns.*

4. Each town of a district has been given a code number in Roman numericals. Each village has been given a code number in Arabic numericals. These codes may be seen in the Appendix to this circular. In Census Circular No. 6, we had mentioned that the areas falling within the jurisdiction of Forest Ranges may be taken as 'census village' whether or not they are inhabited. It may be clearly understood that the uninhabited villages should also have a code number. We are not very sure if the names of such uninhabited villages appear in the

Appendix to this circular. If it is found that any such village have been omitted, the same may be added to this list and village code numbers may be given to them starting from the number next higher to the last number appearing in the list under the circles. A list of such additional villages included in the village list under circle may be intimated to this office immediately.

*Location Codes for Enumerator's Blocks, Houses & Households* :

5. This office will not attempt to pre-assign the location codes for enumerator's blocks, houses and households. The code number for the Enumerator's Blocks may be given by the District/Sub-divisional Census Officers under intimation to this office. Similarly, the code number for houses and households will be assigned by the enumerators, though they will have to keep to the housenumbering plan already laid down in the Village Layout Maps and will have to indicate the location of a new house in the Village Layout Plan supplied to them when such a house is found to have been constructed after the preparation of the Village Layout Maps. Similarly, if any house indicated in the Village Layout Plan is found to have been dismantled, the same must be clearly indicated in the Village Layout Map. Both in the case of discovering a new house or dismantling of an existing house, the enumerator will have to make a report in writing to the Charge Superintendent and the same will have to be forwarded to this office through the District Census Officers or the Sub-divisional Census Officers. This note should clearly indicate the particulars of migration, splitting up or amalgamation of families that had resulted from construction of new houses or dismantling of old houses.

6. The code numbers of Enumerator's Blocks will appear within the round brackets such as ( ) ; whereas the code number for the house will appear within square bracket such as [ ] and the household code number will again appear in round bracket within the square bracket such as [ ( ) ]. For example, the code number running as 2/3/46(52)[30 (3)] will indicate the 3rd household of the 30th house of the 52nd Enumerator's Block which belongs to the 46th village of the 3rd circle of the 2nd district. It may be noted that both the Enumerator's Block and the village possess code number with respect to the circle. The method of assigning code numbers to the block and the villages is elaborated below :

| District | | Circle | | Village | | Enumerator's Block | Remarks |
|---|---|---|---|---|---|---|---|
| name | code | name | code | name | code | | |
| X | a | Y | b | $Z_1$ | 1 | 1<br>2 | Village $Z_1$ has two. Blocks. |
| | | | | $Z_2$ | 2 | 3 | $Z_2$ has one Block. |
| | | | | $Z_3$ | 3 | 4<br>5<br>6 | $Z_3$ has three Blocks. |
| | | | | $Z_4$ | 4 | 7<br>8 | $Z_4$ has two Blocks. |
| | | | | and so on | | | |

Similarly, the code number 3/II(4) [45(1)] will indicate the 1st household of the 45th house of the 4th Enumerator's Blocks of the 2nd Town of the 3rd District. However, it may be noted that in the schedules to be canvassed and the abstracts to be taken out therefrom the entries against "location code" will be upto the Enumerator's Blocks such as 2/3/46(52) or 3/II(4) of the above examples, whereas the house nos. and the household nos. will be entered separately in the space specifically provided for the purpose.

7. In our next circular, we shall deal exclusively with the subject of houselisting and housenumbering and the schedules to be used for the purpose. In the next circular, we shall again revert to the problems of assigning code numbers to households and canvassing the Individual Slips with respect to each person found in the household. *In the meantime, I request you kindly to go through the list of the location codes prepared by this office upto the village level and appended to this circular and indicate to us immediately the accuracy or otherwise of the same keeping in view constantly the cardinal point that no strench of the Agency should be left out from the coverage indicated by these code numbers. In the last column of the appendix, we give our suggestion regarding the number of Enumerator's Blocks that may be carved out of a town or village. I request you to comply strictly with the instructions laid down in the Census Circular No. 8 while carving out the Enumerator's Block and assigning suitable code numbers to them, under intimation to this office.

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*Instructions subsequently condensed in the pamphlet 'A' Guide for Census Enumerators (Appendix XV.B to this volume) instead of issuing a circular to the Deputy Commissioners and the Additional Deputy Commissioners.

APPENDIX—V.J

**Census Circular No. 10**

(Copy of letter No. Cen-1971/8/69/27 dated 16/4/70 from Shri J.K. Barthakur, Director of Census Operations and Ex-officio Superintendent of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Additional Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc. etc.)

*Subject* :—**1971 Census-Housenumbering, Canvassing of Houselist and Establishment Schedule and Preparation of Houselist Abstract.**

*Why house-numbering* :

I have the honour to say that in the last circular we had communicated the definitions of buildings, census houses and households. We are now in a position to examine the exact procedure to be followed by the enumerators for numbering the houses in an Enumerator's Block and canvassing of the schedules. It is emphasised that house-numbering is not a superfluous exercise for the purpose of conducting the decennial census only. It serves several purposes besides being useful for census work. House-numbering provides the inteligence of locating the houses which is of considerable importance for day to day administration and extending welfare measures for the benefit of the people. The house-numbering also helps in conducting socio-economic surveys, introduction of rationing, setting up of fair-price shops, distribution of subsidised foodstuff, preparation of electoral rolls and various other allied administrative activities. In consideration of these, we suggest that in some places such as the administrative centres and big villages you may like to avail the opportunity for numbering the houses permanently and keeping a local house register. The pre-requisite of a good house-numbering scheme is that any stranger on entering a village or a town should be able to locate a required building or house easily with the help of an intelligible system of house-numbering. For census operations, the house-numbering will form the very basis of enumeration and help elimination of omission or duplication of households during the population count. It is important that no house is left out from numbering.

*How to number houses in NEFA* :

2. In the Circular No. 8 detailed discussions on building, census houses and census households had been given. The process of housenumbering has been described in detail in the instruction booklet for enumerators for filling up the houselist and establishment schedules (enclosed). Only deviation for NEFA will be that the notional maps have already been prepared by Circle Officers, and a copy of this will be provided to the enumerators. The enumerator should understand clearly the extent of the Enumerator's Block to be covered by him. The Enumerator's Block will be indicated in the village layout map supplied to him by the Charge Superintendent concerned. The enumerator should identify the location of the house on the map from where the house numbering can conveniently be started. Starting from that house, the enumerators should compare the village layout map supplied to him with the houses actually standing and note if any new house has been constructed after

the village layout map was prepared and also find out if any house appearing in the village layout plan has since been dismantled. When a new house is found to have been constructed, the location of the same should be marked on the village layout map. If a house has been found dismantled the corresponding symbol of the house on the village layout map should be put inside a circle with the remark 'Dismantled.' Simultaneously, a written note on the in-migration or out-migration of the previous inhabitants should be prepared giving as much details as possible. After he has satisfied himself that all the existing houses of the Enumerator's Block have been marked on the village layout map, he should start numbering the houses in a systematic manner in a left to right or a clockwise order, or from North-East, South-East and so on. The houses marked on the village layout map should also be given identical number (same as one put actually on the entrance to the house) following the detail instructions given is the instruction booklet.

*Coal-tar as mumbering material* :

3. Housenumbering should be done with some cheap material. For NEFA coal-tar will be the ideal material to be used for the purpose.

*Housenumber to relate to census house and not to census households* :

4. Each building and census house will numbered. It will not be necessary to put the household number on the door of each census house as it will be possible to locate all the households with the help of the census house number.

*Marking of the corner houses on layout maps* :

5. It has already been stated that the enumerator will identify the house from where the house numbering starts on the village layout map by making such entries as "Mr. A's residence" or "Vacant house of Mr.B", "Pan shop of Mr.C", "Temple" etc. Starting from this house the enumerator will follow a particular direction to put numbers systematically along a lane or road. It may be necessary to alter the direction at a particular point. The identification of the corner house where the direction is changed should be marked on the village layout map. Isolated houses also should be identified on the map. The enclosed map at Appendix 'A' will clarify the procedure.

*Listing of houses in houelist schedule* :

6. After the preparation of notional house numbering maps and the numbering of of the houses, the next thing for the enumerator to do is to list the houses in the prescribed form called 'Houselist'. The enclosed instructions to the enumerators deals in detail the problems of filling up this schedule . Houselist is a simple schedule with self-explanatory questions. We are enclosing the schedule with a specimen entry form and explanation thereon, which should clarify the position.

*Listing of establishments in Establishment Schedule* :

7. While listing the houses, if a census house is found to have been used as an 'establishment', then entries with respect to the census houses should be made also in the Establishment Schedule.

*Houselist & Establishment Schedules to be filled in duplicate* :

8. It may be noted that both houselisting and establishment schedules are to be filled in duplicate and both the copies will be sent to the Director of Census Operations, NEFA.

9. I am enclosing a compilation of the clarification issued by Registrar General, India, subsequently, regarding the housenumbering and canvassing of houselist and establishment schedules which may be incorporated in the instruction booklets enclosed.

10. After completing the work of houselisting and filling in the Establishment Schedule, the enumerators will have to prepare a 'Houselist Abstract' in Form No. 1 which is enclosed. The form is simple and self-explanatory. The Charge Superintendents will have to fill in another Form No. III for the charge which is called the 'Houselist Abstract for charges'. The instructions to fill in Form I and III are enclosed. Forms No. I and III will be filled in triplicate. One copy will be retained by the Charge Superintendents, one copy will be kept by the District/Divisional Census Officers and the third copy will be sent to the Director of Census Operations, NEFA.

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Note : The appendices to this circular are not reproduced.

APPENDIX—V.K

**Census Circular No. 11**

(Copy of letter No. Cen-1971/8/62 dated 16/4/70 from Shri J. K. Barthakur, Director of Census Operations, and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc. etc.)

*Subject*:—**Compilation of events for each circle.**

I have the honour to invite a reference to para 3(q) of the minutes of the Training Conference of the Deputy District Census Officers and the Assistant Sub-divisional Census Officers and request you kindly to compile a list of the events that took place in each circle which may be used by the enumerators for the purpose of refreshing the memory of the respondents for the purpose of determining their ages. It is needless to point out that the recording of the correct age of the respondents during the census operations is of vital importance. The information regarding age is necessary to determine the size of the working force (both male and female), number of children in school-going age, number of women in child bearing age etc.

2. However, all over the country, difficulties are faced in determining the exact dates of birth of the respondents as most of the villagers are illiterate and do not keep any account of their own and dependents' ages. It has been the usual practice to refresh the memory of the respondents by making reference to important events that took place in the area. In the last census, the main points of the reference were the two great earthquakes that rocked NEFA. However, during the training conference, it was pointed out that there were number of other events that the people remember clearly. As for example, the Chinese Aggression of 1962 and the attainment of independence in 1947 have remained as a vivid memory in the minds of most of the villagers. Further, the different expeditions, such as the Abor Hills expendition, and incidents such as Achingmuri incident of the Daporijo area, and Chayengtajo incident of the Kameng District, have remained as unforgetable events in the localities where they took place. In the interior places the dates of opening of an out post, transfer and posting of different Circle Officers, epidemics, flowering of bamboo and resulting scarcity of food etc., are also clearly remembered by the people.

3. If a list of these events are compiled for each circle and arranged chronologically, then the same would be of considerable help to the enumerators for determining the ages of the respondents. Such compilation will also make an interesting reading administratively. It is presumed that if the list is compiled at the circle level by the Circle Officers themselves, then, it may not involve much work. Of course, the Circle Officers will require help from the district authority in compiling such events as posting and transfer of Circle Officers.

4. I shall be grateful if early action is taken in this regard and the list of the events is compiled and arranged chronologically and sent to us so that we may prepare sufficient copies to be distributed to the enumerators.

APPENDIX—V.L

**Census Circular No. 13**

(Copy of letter No. Cen-1971/8/69/1103-1112 dt. 8.5.70 from Shri J. K. Barthakur, Director of Census Operations, and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc. etc.)

*Subject :*—**1971 Census—Village boundary.**

I have the honour to say that in our Circular No. 6, dated 30.1.70 we had defined a census village in NEFA as below :—

"A village is a collection of houses with a more or less defined boundary which is recognised as a village according to customs and traditions. The hamlets of village are included in the main village. Village having one or more habitation is treated as an inhabited village and a village with no habitation is treated as an uninhabited village".

We had mentioned in the last part of the second paragraph of the same circular that the forest areas falling within the jurisdiction of a 'Forest Ranger' might be treated as a census village, as the same would not be geographically included within the boundaries of any traditional village.

2. It is necessary now to assess if the census villages defined in the above manner along with the forest areas treated as census villages, have resulted in the geographical coverage of entire Agency. We have mentioned earlier that in absence of cadastral survey records, it was difficult to relate the definition of a census village to a "tract of land". A study had since been conducted on this point. It is discovered that a very elaborate system of 'traditional settlement' exists in the Agency although the official settlement operation has just started in very few places only. The land owned by an individual family remains well defined within a traditional 'village boundary'. We, therefore, intend to demarcate the villages by their traditional boundaries on the circle maps.

3. The advantages of defining the extent of the village boundaries and plotting the same on the map as accurately as possible, will be manifold. This will, at the first place, enable us to ensure that the geographical coverage of the census in the Agency is complete. The information so collected will also be of immense administrative importance. Once the village boundaries are plotted, the accurate maps of the different circles will be automatically derived. The village boundaries, when superimposed on a Survey of India map, will enable us to determine the village areas with a reasonable degree of accuracy with the help of transparent grids or pentimater and by using a suitable correction factor to keep to the control figures of the district areas. The aggregate of the village areas will give the circle and sub-divisional areas, which are at present not available. In addition to this, whenever a village is taken out or added to the

existing jurisdiction of a circle, it will be possible to find out the resulting area and shape of the affected circle with the help of the information so compiled. The matter was discussed thoroughly with the Secretary (G.A.) to the NEFA Administration, who had opined that if the village boundaries could be plotted on the map and the area determined in this manner, the same would be of immense administrative value and the Administration was eager to get the job done.

4. An investigation reveals that each of the NEFA villages has a well defined boundary normally with such a natural objects as streams, small and big hill ranges and peaks etc. In some cases, however, the village boundaries are defined by rocks of some other similar objects which also bear a definite name. Even the so called "shifting villages" also normally shift within the traditional limits of a village which may sometimes be as big as 50 sq. miles in size and therefore, jhuming on one extremity of the village area naturally leads to 'shifting' of the houses from the region of the other extremity of the village. It is, therefore, possible to compile the description of the hard-lined village-boundaries with a little effort. Once the boundaries of the villages are compiled and cross-verified, it should be possible to plot the boundaries roughly on the circle map. With the help of these maps and the descriptive notes, it will be possible to superimpose the village boundaries on a Survey of India map and thereafter determine its area in the manner described in the foregoing paragraph.

5. It should not be very difficult for the Circle Officers to compile the descriptive note of the village boundaries and plot them on the circle maps as a circle in NEFA contains about 40 villages only on the average. For a Circle Officer who is expected to have intimate knowledge of his territorial jurisdiction, such a compilation should be possible in a course of a month or so, with the help of the 'Goan burahs' and village elders who often visit the circle headquarters. The Circle Officers also meet them often in course of their normal tours. In exceptional cases the 'Goan burahs' and village elders could be called to the circle headquarters for the purpose. Care should be taken to ensure that the boundaries of the adjoining villages are commonly described by both the villages and a firm line is drawn on the circle map to demarcate them. Whenever it is found that the village boundary is in the dispute and the claims of the rival villages cannot be reduced to a single natural object, the area commonly claimed by two villages may be defined and may be kept shaded in the circle map with the remark "disputed".

6. Care should also be taken to include such land of the villages as are utilised for hunting or grazing only within the village boundaries and in all possible cases area may be marked as hunting ground or pastureland etc. It has been our experience that hunting-ground and the pastureland remain adjacent to the cultivable land (area cleared for jhum periodically) of the village, and in very rare cases they form an isolated pocket amidst the land belonging to other villages. Therefore, whenever a piece of hunting ground or pastureland is found to be situated in this manner, a special enquiry should be made to confirm the position. It is needless to stress again that the village boundaries so compiled and plotted on a map should present the compact area of a circle and subsequently, the entire Agency. If any area is reported to be not included in a village or a forest area, then immediate report may be sent to this office.

7. A ward of caution need be uttered at this stage. Some tribes state that the traditional ownership of the land pertained to the clans which was later sub-divided into villages. It will be unnecessary to go very far back to accommodate such claims as our aim is to compile the areas of the villages as administrative units and nothing else. What is necessary is to find out the *dejure* and *defacto* boundaries of the villages as it exists now and as will be acceptable to the local administration. The test should be whether the area covered by the boundaries of village can be encroached upon by any person other than the inhabitants of the village. If the answer is negative then the village is defined as an administrative unit. It may be noted that and old family migrates sometimes from one village to another with the consent of a family residing in the second village and allowed to cultivate a part of the land 'belonging to that family' by mutual arrangement. Similarly, a family can also rent out his portion of the village land to an outsider for a temporary period. These evidences however, do not alter the identity of the village boundary.

8. We shall be requesting you in the next circular to compile a note on the details of customs regulating the ownership, holding and transfer of land for each tribe inhabiting your area. But the purpose of this circular is to initiate immediate work of determining the village boundaries with the help of the Circle Officers. You will appreciate that by doing this job, a Circle Officer will gain a greater insight into the affairs of his own territorial jurisdiction and provide you with a large amount of administrative intelligence.

9. The Circle Officers may, therefore, do the following :—

(i) Collect the descriptive note on the boundaries of each village falling under the territorial jurisdiction of a circle and compile the list of the natural objects that fall on the North, East, South and West boundaries of each village.

(ii) Tally the boundaries so compiled with the boundary descriptions of the adjoining villages.

(iii) Plot the boundary of each village on the circle map (drawn to a scale) as accurately as possible but in all cases writing down the names of the prominent objects that fall on the boundaries.

10. As soon as the above details are completed, we request you to send the same to us as early as possible and not later than the month of July, 1970. We appreciate that plotting of the village boundaries on a circle map will not be accurate as the Circle Officers are not provided with technical hands capable of doing such a job. But even a notional map drawn in the field will be of immense value and help to us to plot them over the Survey of India maps. If a Survey of India map is locally available then extensive use may please be made of the same and in the circle maps the boundaries of the villages may be further defined by map-references as the small streams, hill ranges and peaks may not always bear a name on the Survey of India sheets.

11. I request you to realise the importance of this work and take personal interest to ensure that the job is done thoroughly and speedily. It may be borne in mind that not

an inch of NEFA should remain unaccounted for. It is needles to mention that the area under reserved forest etc., should not form a part of the traditional villages and the areas of the village or villages which now form a well defined headquarters area of an administrative centre, should not be shown as parts of the old village but need be given a separate identity with the name of the headquarters area of the administrative centre.

12. Receipt of this letter may be acknowledged.

APPENDIX—V.M

**Census Circular No. 14**

(Copy of letter No. Cen—1971/8/69 dt. 13.6.70 from Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc.)

*Subject :*—**1971 Census-ownership, holding and transfer of land by the people of NEFA.**

I have the honour to say that in the Census Circular No. 13 dated 8.5.70, it was indicated that a request would be made to you for compilation of the details of customs and practices regulating the ownership, holding and transfer of land for each tribe inhabiting your area. The methodology of collecting these information was under examination for some time. It is now decided that for the sake of uniformity of the information to be collected, an illustrative questionnaire will be devised. Accordingly, I enclose an illustrative questionnaire for collecting the information with respect to each tribe inhabiting your area.

2. The questionnaire enclosed is only illustrative. If it is found that some additions or alterations are required to be made in the questions contained therein to suit the locally prevailing conditions, then the same may be done freely so that true picture of ownership, holding and transfer of land for each tribe is thrown out and assimilated in its correct perspective. You will agree with me that the information so collected, road with the area figures indicated by the boundary maps of the villages (as requested in our previous circular) and the demographic and economic data to be collected in the main census operations, would provide an invaluable source of information with respect to your area, for administrative as well as scientific purposes.

3. I am endorsing a copy of this circular and the illustrative questionnaire to all the Charge Superintendents with a quantity of blank white sheets and carbon papers. I hope you will kindly direct them to forward a copy of the report they will compile on your behalf to this office as soon as it is ready, so that we may scrutinise them and bring the requirement of additional or ancillary information to your notice before you have completed the compilation of information for your area as a whole. You will appreciate that most of the information to be collected in response to the illustrative questionnaire, should be readily available with the Circle Officers as they relate to very fundamental aspects of the lives of the people which need be understood by an officer responsible for day to day administration of the area.

## APPENDIX CENSUS CIRCULAR NO. 14

**Illustrative questionnaire for collection of information regarding ownership, holding and transfer of land by the people of NEFA.**

I—*Identification*

(1) Name of Tribe.....

(2) Name of Circle.....

(3) Name of District .....

(4) Name of Circle Officer.....

(5) Names and Addresses of informants.....

II—*Basic Concept of Ownership of land*

(a) How from the very beginning the land was acquired by the tribe? Please give in detail the story/myth connected with this. Where did they come from and why?

(b) How the land acquired by the tribe was further sub-divided into village land?

(c) Did the tribe first settle in one village and later spread out into different villages as the population increased?

(d) Did the tribe settle in harmony alongwith some other tribe from the very beginning?

(e) Did the different clans figure in the ownership of land by the tribe? If 'Yes', how?

(f) Did the households figure in the ownership of land by the tribe? If 'Yes', how?

III—*Operative Ownership of land*

(a) Are the boundaries of villages mainly inhabited by the tribe well defined? If 'Yes', do they consist of natural objects or artificial objects?

(b) In the villages where more than one tribe live together, is the village land further divided tribewise? If 'Yes', how such division is made? Also describe how the tribes came to live together in such villages and how the ownership of the land for the village as a whole was originally derived?

(c) Can the inhabitants of a village cultivate land belonging to another village mainly inhabited by the same or another tribe, as a matter of right?

(d) How the land within the village is owned?

*For Jhuming :*

(i) Is there any village common land for jhum cultivation? If 'Yes', describe the method by which the common ownership is exercised at the stages of (a) cutting and burning of jungle (b) clearing of the burnt fields (c) sowing (d) weeding (e) protection from wild birds/animals (f) harvesting. Is there any 'lottery' system to distribute common land to the families or do they have to get their allotment by an order of precedence-the Chiefs coming first and the rest later in a particular order? For how long a period such allotment is made?

(ii) Is there any ownership of jhum land by families ? If 'Yes', how the right was acquired ?

*For building house :*

(iii) Do the household sites belong to the village common land ? If 'Yes', how the common ownership is exercised ? (Describe the custom regulating distribution of house sites to individual families).

(iv) Do the household sites belong to individuals ? If 'Yes', how the ownership was originally acquired ?

*For collecting firewood and forest products :*

(v) Is there any common village forest land exclusively meant for extraction of firewood and other forest products ? If 'Yes', how the common ownership is exercised stating categorically if the inhabitants of any other villages can use such village forest land as a matter of right ?

(vi) Does any part of the village forest land belong to individuals for their extraction of firewood and other forest produce ? If 'Yes', how the individual ownership was originally acquired ?

*For hunting* :

(vii) Is there any common hunting ground for the village as a whole ? If 'Yes', how the common ownership is exercised stating categorically if the inhabitants of any other village can hunt in the common hunting ground as a matter of right ?

(viii) Does any part of the village hunting ground belong to an individual ? If 'Yes', how the individual right was originally acquired ?

*For fishing* :

(ix) Is there any common water area for the village as a whole ? If 'Yes', how the common right is exercised stating also categorically if the inhabitants of any other village can fish in the commonly owned water areas, as a matter of right ?

(x) Is there any water area that belongs to the individuals ? If 'Yes', how the right was originally acquired ?

*For grazing* :

(xii) Is there any grazing land that belongs to an individual ? If 'Yes', how the right was originally acquired ?

*For permanent cultivation :*

(xiii) Write a note on ownership and possession of permanently cultivated fields like W.R.C., T.R.C. or Orchards.

*Rights of the clans as against those of villages or individuals :*

(xiv) Is there any part of the village common jhum land, homestead area, hunting ground, grazing land or water area, that belong to a particular clan inhabiting in one or more villages exclusively or in admixture with other clans/tribes ? If 'Yes', how the clan rights are exercised vis a vis village rights and the rights of the individuals ? Write an exhaustive note on this very intriguing subject.

IV—*Holding of land :*

(a) Can a person from another village settle in the village ? If 'Yes', can he use the village common land and water areas alongwith the other villagers ? If 'Yes', what arrangements he has to make with the villagers prior to his shifting to the village ? Does he has to belong to the same tribe or can he belong to any other tribe or can he even be a non-tribal ?

(b) Can an individual possessing a household site, a jhum field, water areas etc. be ousted from his possession ? If 'Yes', what are the circumstances that may lead to termination of possession ?

(c) Can a villager possessing land individually rent out a part of his land to anybody not belonging to the village ? If 'Yes', what are the customs and usages that permit the renting out stating categorically whether he can rent out his land to a man belonging to his own tribe only or to any other tribe or even to a non-tribal ?

(d) Does possession of land leads to defacto ownership of land ? Is the concept of adverse possession operative ? Cite instances, if any.

V—*Transfer :*

(a) Can the land, houses, water areas and other real properties commonly used by the villagers be transferred to another village or individual ? If 'Yes', what are the customs and usages that control such transfer ?

(b) What are the customery laws of inheritance for land, houses and other real properties ? Please deal separately the results of exogamous marriages in an endogamous society with respect to inheritance ?

(c) Does woman inherit land ? If 'Yes', from whom and to what extent ? Can women possess land ? If 'Yes', how much and for how long ? Can women transfer land ? If 'Yes', to whom, to what extent and on what terms ?

(d) What is the effect of marriage of widows and unmarried women who are owners or possessors of land, house and other real property ?

(e) Can the land, house or other real property be transferred to a person belonging to another tribes or to a non-tribal ? If 'Yes', what are the customs and usages that control such transfer ?

(f) Does an 'adoption' (of an adopted son and also of an adopted daughter) affect the normal rules of inheritance ? If 'Yes', how ?

(g) Is mortgaging practised ? If 'Yes', please give details of the customs regulating mortgages, dealing separately with the customs, if any, and their effects on the usufructuary mortgages on land and livestock.

VI—*Ceremonies :*

Please write notes on the traditional ceremonies (including the traditional expectation of courtesies between the parties whenever applicable) on the following or other allied activities :

(i) Purchase of land,

(ii) Renting out or renting in of land,

(iii) Inheritance or relinquishment of right over land,

(iv) Selection of jhum fields for the year,

(v) Cutting of jhum fields,

(vi) Burning of jhum fields,

(vii) Clearing of jhum fields,

(viii) Distribution of jhum fields in smaller plots to families,

(ix) Sowing of jhum fields,

(x) Weeding of jhum fields,

(xi) Harvesting of jhum fields,

(xii) Carrying of harvest home from jhum fields,

(xiii) Customs specially coined to cover the stages of agricultural activities in a W.R.C./ T.R.C. field, orchard etc., in keeping with the customs regulating the agricultural activities of the jhum fields, or otherwise.

(xiv) Selection of housesite for the village as a whole,

(xv) Selection of a housesite for a village common house,

(xvi) Selection of a housesite for family,

(xvii) Erection of a village common house,

(xviii) Erection of a private house,

(xix) Common fishing/hunting by village as a whole,

(xx) Fishing/hunting by individuals (separately for dangerous or ordinary or valuable games etc.)

(xxi) Movement of grazing stock first time in the season to the grazing land from the village.

(xxii) Movement of grazing stock from the grazing land to the village.

APPENDIX—V.N

**Census Circular No. 15**

(Copy of letter No. Cen- 1971/1/67 dt. 4.7.70 from Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc.)

*Subject :*—**Scheduled Castes and Scheduled Tribes in North East Frontier Agency.**

I have the honour to inform you that constitutionally North East Frontier Agency is a part of the State of Assam. The Agency is directly administered by the President of India through the Governor of Assam, who acts as his agent.

*Scheduled Castes of NEFA* :

The castes which are scheduled in Assam under "The Schduled Castes and Scheduled Tribes lists (Modification) Order, 1956", (Part II of Schedule I) are to be treated as Scheduled Castes in NEFA. The following are the Scheduled Castes in Assam which are to be treated as Scheduled Castes in NEFA also.

(1) Bansphor
(2) Bhuinmali or Mali
(3) Brittial Bania or Bania
(4) Dhupi or Dhobi
(5) Dugla or Dholi
(6) Hira
(7) Jalkeot
(8) Jhalo, Malo or Jhalo-Malo
(9) Kaibarta or Jaliya
(10) Lalbegi
(11) Mahara
(12) Mehtar or Bhangi
(13) Muchi or Rishi
(14) Namasudra
(15) Patni
(16) Sutradhar

*Scheduled Tribes in NEFA* :

2. In the President Order of 1956 mentioned in the foregoing paragraph, it is said that in NEFA all the tribes of the Agency are to be treated as Scheduled Tribes. At paragraph 2 of Part II of Schedule III of the Order, an illustrative list of the tribes of the North East Frontier Agency is provided. The relevant portion of the Order at Schedule III—Assam, reads as below :

"In the tribal areas other than the Autonomous districts :—

All tribes of North East Frontier Agency including—

(1) Abor
(2) Aka
(3) Apatani
(4) Dafla
(5) Gallong
(6) Khampti
(7) Khowa
(8) Mishmi
(9) Momba
(10) Any Naga Tribes
(11) Sherdukpen
(12) Singpho"

3. No tribes other than the tribes of the North East Frontier Agency are to be treated as Scheduled Tribes in the North East Frontier Agency. It may be particularly noted that tribes scheduled in the Autonomous Districts of Assam (including present Nagaland) and in the State of Assam excluding the tribal area other than the Autonomous Districts of Assam are not to be treated as Scheduled Tribes in the North East Frontier Agency. As for example, a person belonging to the Khasi and Jaintia Tribe or Mizo Tribe or Garo Tribe etc., which are treated as Scheduled Tribes in the Autonomous Districts of Assam, or to the Boro Tribe or Kachari Tribe or Rabba Tribe etc., which are treated as Scheduled Tribes in the State of Assam excluding the tribal areas, will not be treated as a member of Scheduled Tribe in NEFA.

4. It has been mentioned that the Presidential Order is illustrative and not exhaustive with respect to the tribes of the North East Frontier Agency. During the last Census, the names of as many as 80 tribes and sub-tribes were returned in NEFA. The tribe names as returned in 1961 are given below :—

(1) Aka or Hrusso
(2) Apatani
(3) Ashing
(4) Bangni
(5) Bangro
(6) Bhutia
(7) Bogum
(8) Bokar
(9) Bori
(10) Bugun or Khowa
(11) But Monpa
(12) Dafla
(13) Dirang Monpa
(14) Gaji
(15) Gallong
(16) Havi Tangsa
(17) Hill Miri
(18) Idu Mishmi
(19) Karka
(20) Kemsing
(21) Khamba
(22) Khamiyang
(23) Khampti
(24) Khrodeng Bangni
(25) Komkar
(26) Kongbo
(27) Lish Monpa
(28) Lodung
(29) Longchang
(30) Longphi
(31) Longri
(32) Longsang
(33) Maimong
(34) Momba
(35) Miji or Dammai
(36) Miju or Kaman Mishmi
(37) Mikir
(38) Millang
(39) Minyong
(40) Miri
(41) Moglum
(42) Monpa
(43) Morang
(44) Mossang
(45) Nishang
(46) Nissi
(47) Nocte
(48) Noknan
(49) Padam
(50) Pailibo
(51) Pangi
(52) Pasi
(53) Ramo
(54) Rongrang
(55) Sherdukpen
(56) Simong
(57) Simsa Tangsa
(58) Singpho

(59) Southern Monpa
(60) Sulung
(61) Tagin
(62) Tagin Bangni
(63) Takam
(64) Tangam
(65) Tangsa
(66) Tangsa/Changwan
(67) Tangsa/Sanke
(68) Taraon or Digaru Mishmi
(69) Tawang or Brahmi Monpa
(70) Tibetan
(71) Teikam
(72) Tikhak
(73) Tonglum
(74) Tongsing
(75) Wancho
(76) Yankan
(77) Yanoo Bangni
(78) Yobin
(79) Yongkuk
(80) Yougli Tangsa

5. It may be noted that the above list is far from exhaustive. It might have so happened that the names of the tribes were wrongly recorded by the enumerators, or the respondent gave a mistaken identity of his tribe. Therefore, whereas the above list will provide a guidence to the enumerators to be engaged in the ensuing census, they may be specially warned not to leave out any of the genuine tribes of NEFA from being recorded with their correct tribe names even if the name of the tribe does not appear in the above list. It is possible that some of the tribe have since adopted new names and prefer to return themselves now under these new names. Some tribes like those of Bomi, Bong, Panibotia, Moya etc., which did not find a mention during the last census as they preferred to remain under the fold of one or the other major tribes, may now seek a separate identity. Some tribes that were shown as sub-tribes might not have a real linkage with the main tribe as the linkage of communities as tribes and sub-tribes in NEFA does not always follow a stable pattern. The pattern often consists of notional categories and the notions may vary from person to person. It will, therefore, be fair that the individuals are enumerated under whatever tribal names they return themselves without any attempt to group them.

6. I am taking steps to print this circular so that sufficient copies are made available to you for distribution to the enumerators and the supervisors for their guidance.

APPENDIX—V.O

**Census Circular No. 16**

(Copy of letter No. Cen- 1971/22/70/4791-4800 dt. 13.7.70 from Shri J.K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of deptts., NEFA etc.)

*Subject* :—**Training programme of supervisors and enumerators.**

I have the honour to say that the Census 1971 is just three months away and we are required to check up and strengthen the regions of weakness so as to be able to start the actual operation from 1.10.70. I am sure that you have already demarcated the census charges, supervisor's circles and enumerator's blocks and accordingly the staff have been appointed. The next important task ahead is to train the supervisors and the enumerators. It is very important that the staff engaged for the actual operation understand the various concepts involved in census taking very clearly and elicit correct replies from the respondents. In our case, the respondents' standard of education is low and consequently, the responsibiltiy of the supervisors and the enumerators will be very heavy. The success of census depends largely upon how the enumerating agency understands the concepts of census and applies itself in the field.

2. An intensive training of the supervisors and the enumerators should be carried out by the Charge Superintendents. It may not be always possible for you to call all the supervisors and the enumerators to the Charge Superintendents' headquarters to receive training due to various factors. Therefore, suitable centres may be selected nearer to the places of posting of the supervisors and the enumerators so that they may be able to attend the training courses conveniently.

3. You are aware that housenumbering, houselisting and enumeration is to be carried by the enumerators in the villages during a single visit. At the same time they will be required to identify the census frame firmly. The training programme for these operations should also be conducted at a time. Separate instruction booklets for each operation will be provided for each supervisor and enumerator. It should be the endeavour of the Charge Superintendents to explain the concepts involved in clear terms so that the supervisors and the enumerators may understand them easily and they may not find any difficulty at the time of conduct of the actual operation. When the Charge Superintendents are satisfied that the supervisors and the enumerators have understood the instructions clearly, a practical demonstration should be given to them in the field by conducting all the operations in a populated area. While giving field training, red forms specially prepared for the purpose should be used. When the Charge Superintendents have imparted both the theoretical and the practical

training, the supervisors and the enumerators should be allotted with a definite area for trial census coverage under the direct supervision of the Charge Superintendents. For this purpose also, the red forms will be used. On completion of the trial census coverage by the supervisors and the enumerators, the slips should be collected and checked by the Charge Superintendents and mistakes committed should be explained to them. The training classes should be continued for at least three days (six lectures in two shifts for 3 days) and the Charge Superintendents should be satisfied that the supervisors and the enumerators are in a position to fill up the forms correctly. The filled in red slips and forms that have been used by the trainees and corrected by the Charge Superintendents should be sent to this office for further action.

4. The schedules, both for trial and actual operations, are likely to be received soon from the Registrar General's Office and arrangement is a foot to despatch them. The red forms will be sent in one bundle to be redistributed by yourself as per as the training programme, you have chalked out. The other forms will be packed separately for each charge to be opened by the Charge Superintendents on receipt and checked for adequacy and reporting of shortage, if any. A quantity of extra forms will be sent to you to meet such shortages. The forms for your area will be sent to the places mentioned in the following table. Please keep transport and staff in readiness to lift them from these places within the shortest possible time. The despatch of forms to the following places from this office will be intimated telegraphically.

**The plan of distribution of Census Forms etc.**

| Sl. No. | District | Please where to forms will be sent by Director of Census Operations | REMARKS |
|---|---|---|---|
| 1 | | 2 | 3 |
| 1. | *Kameng* | | |
| | (a) Bomdila<br>(b) Tawang<br>(c) Sepla | Security Commissioner Tezpur. | The packets for Bomdila and Tawang may be collected by the Deputy Commissioner, Bomdila. The Additional Deputy Commissioner, Tawang may collect his packets from the Deputy Commissioner, Bomdila. Additional Deputy Commissioner, Sepla may send a representative to the Office of the Security Commissioner, Tezpur to collect the forms for his sub-division. |

**The plan of distribution of Census Forms etc.**—*Contd.*

| Sl. No. | District | Please where to forms will be sent by Director of Census Operations | REMARKS |
|---|---|---|---|
| 1 | | 2 | 3 |
| 2. | *Subansiri* | Deputy Director, Supply & Transport, North Lakhimpur. | The Deputy Commissioner, Ziro may collect the packets for Koloriang and Ziro Sub-divisions. The Charge Superintendent, Doimukh may collect the packets for Doimukh & Sagalee from Deputy Director of Supply & Transport and send the Sagalee packets to Extra Assistant Commissioner, Sagalee from Doimukh. (All the red forms and slips will be sent to Deputy Commissioner, Ziro). |
| 3. | *Siang* | | |
| | (a) For all except places in Tuting & Mechuka Sub-divisions | Deputy Director of Supply and Transport, N. Lakhimpur. | The Deputy Commissioner, Along may arrange to collect the packets. |
| | (b) For Tuting & Mechuka Sub-divisions | Deputy Director of Supply and Transport, Mohanbari, Dibrugarh. | The Deputy Director, Supply and Transport, Mohanbari may airlift the packets directly to Tuting and Mechuka. |
| | (c) Pasighat | Deputy Director of Supply and Transport, North Lakhimpur. | The Additional Deputy Commissioner, Pasighat may arrange to collect the packets from Deputy Director of Supply & Transport, North Lakhimpur. |
| | (d) Daporijo | Deputy Director of Supply and Transport, North Lakhimpur. | The Addl. Deputy Commissioner, Daporijo may arrange to collect the packets from Deputy Director, Supply & Transport, North Lakhimpur. |
| 4. | *Lohit* | | |
| | (a) Anini | Deputy Director of Supply and Transport, Mohanbari. | (1) Deputy Director of Supply & Transport, Mohanbari may airlift the packets for Anini, Hunli, Angolin and Adane to Anini. |

**The plan of distribution of Census Forms etc.**—*Contd.*

| Sl. No. | District | Please where to forms will be sent by Director of Census Operations | REMARKS |
|---|---|---|---|
| 1 | | 2 | 3 |
| | | | (2) Extra Assistant Commissioner, Roing may arrange to collect the packets for Roing & Dambuk from Deputy Director, Supply & Transport, Mohanbari. |
| | (b) Tezu | Deputy Director, of Supply & Transport. Mohanbari. | (1) The packets for Walong and Kibithoo may be airlifted by Deputy Director, Supply & Transport, Mohanbari. |
| | | | (2) The Deputy Commissioner, Tezu may arrange to collect other packets from Deputy Director, Supply & Transport, Mohanbari. |
| 5. | *Tirap* | Deputy Director of Supply & Transport, Mohanbari. | (1) The Extra Asstt. Commissioner, Changlang may arrange to collect the packets for the circles under him. |
| | | | (2) The Deputy Director of Supply & Transport, Mohanbari may airlift the packets for Vijoynagar. |
| | | | (3) The Deputy Commissioner, Khonsa may collect the packets for other circles. |

*(Concluded)*

# APPENDIX VI

## IMPORTANT FORMS AND SCHEDULES FOR 1971 CENSUS

# APPENDIX—VI

## Important Forms and Schedules For 1971 Census

Appendix—VI. A : Census of India 1971 (Houselist)

Appendix—VI. B : Census of India 1971 (Establishment Schedule)

Appendix—VI. C : Census of India 1971 (Houselist Abstract)

Appendix—VI. D : Houselist Abstract for charge

Appendix—VI. E : Census of India 1971 (Individual Slip)

Appendix—VI. F : Population Record

Appendix—VI. G : Enumerators daily posting statement (Form. M)

Appendix—VI. H : Enumerators daily posting statement (Form. F)

Appendix—VI. I : Enumerator's Abstract (Form. T)

Appendix—VI. J : Simplified Schedule of 1961

APPENDIX

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 |
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Note : Please do not write in the spaces enclosed by dotted lines in Cols. 4, 5, 6, 10 & 12. These are meant for use in the Tabulation Offices for coding.

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

VI. A

ENGLISH

INDIA 1971

LIST

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

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

| Household No. | Name of the Head of Household | If S.C. or S.T. write name of Caste/Tribe | If used wholly or partly as a residence: No. of living rooms in the occupation of Census Household | If used wholly or partly as a residence: 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: Males | Females | Total | Does the household cultivate land ? (Yes or No) | Remarks |
|---|---|---|---|---|---|---|---|---|---|
| 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 |
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APPENDIX—VI. B

**CENSUS OF INDIA 1971** ENGLISH

# 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 Govt. Office, School, Hospital, Railway Station, Barber's saloon, Cinema, theatre, Hotel, Tea shop, etc. |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | Is it (a) Household Industry (b) Registered Factory (c) Unregistered 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 |
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Note—Please do not write in the spaces enclosed by dotted lines in cols. 4, 6, 7, 8, 9, 10 and 11. These are meant for use in the Tabulation Offices for coding.

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

APPENDIX—VI. C

**FORM—I**

**CENSUS OF INDIA 1971**

# HOUSELIST ABSTRACT

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

Name of Circle..... Name or number of Ward/Mohalla/

Island..... Code No..... Enumerator's Block.....

| Page No. of Houselist | Number of Census Houses | | | | | | Number of Households | | Total Population | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Occupied residential Census Houses | | | Vacant Census Houses | Census Houses put to other uses | Total of Columns 4, 5 and 6 | Total Households including Institutional Households | Institutional Households | Males | Females | Total |
| | Wholly residential | Partly residential | Total | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
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Checked and found correct.

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

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

APPENDIX—VI. D

ORIGINAL
DUPLICATE
TRIPLICATE

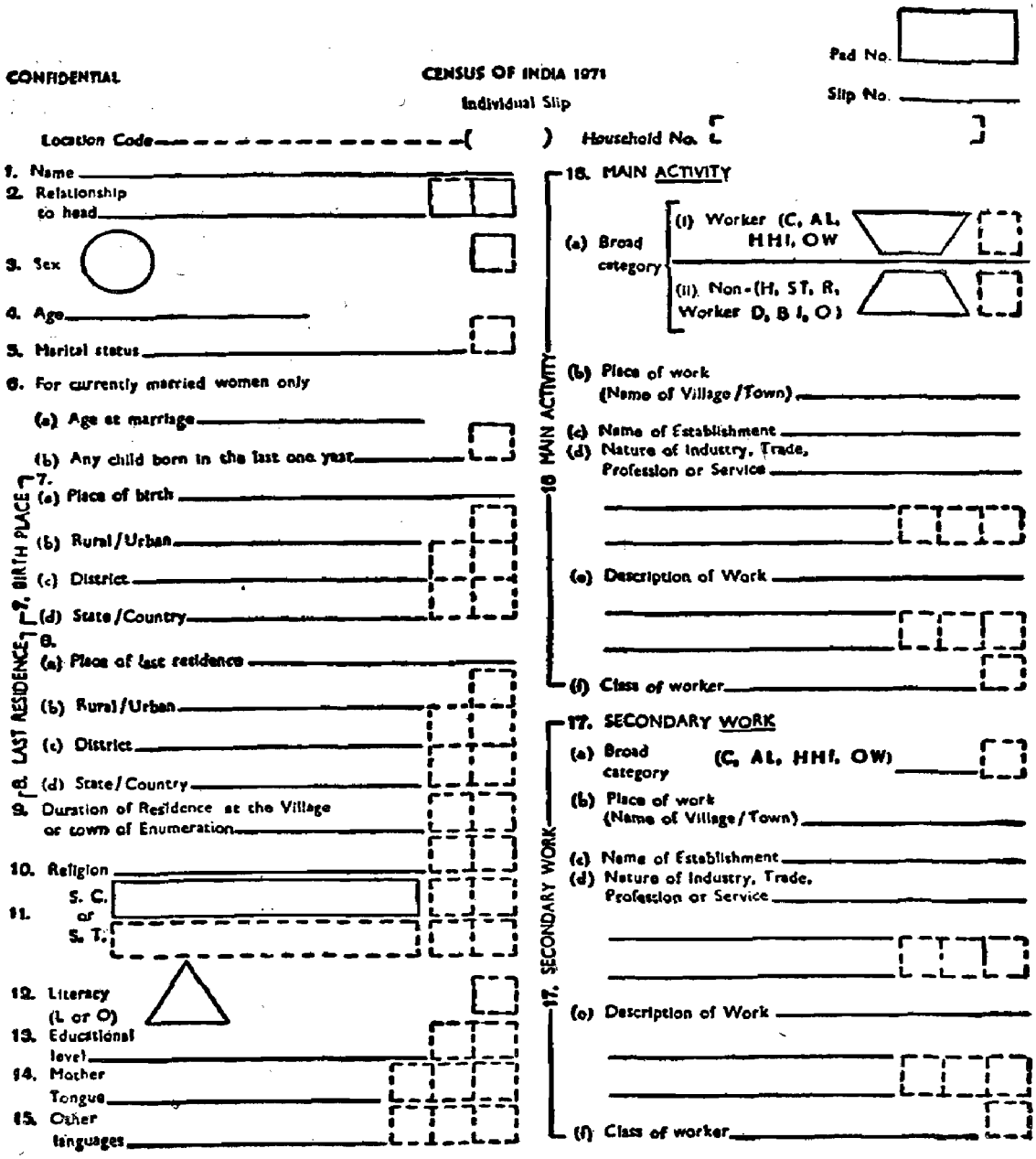
## FORM III

## HOUSELIST ABSTRACT FOR CHARGE

District.....Code.....Charge.....Circle.....Town/Village.....Code.....

| Name of Village/ Town & Code No. | Code No. of enumerator's Block | Number of Census Houses | | | | | Total of cols. 4, 5 & 6 | Number of Houses / Total Population | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Occupied residential C. Hs. | | | Vacant C. Hs. | C. Hs. put to other uses | | Total households including institutional | Institutional households | Males | Females | Total |
| | | Wholly residential | Partly residential | Total | | | | | | | | |
| 1A | 1B | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| | | | | | | | | | | | | |

# APPENDIX—VI.E



APPENDIX—VI.F

## POPULATION RECORD

CONFIDENTIAL (To be compiled from Individual Slips) Census 1971

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

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

## APPENDIX—VI.G

## ENUMERATOR'S DAILY POSTING STATEMENT

(Form M)

Location Code .....  Enumerator's No.....

Name of Village.....  Name of Enumerator.....

MALES

| Pad No. | Slip No. | Sex | S.C. or S.T. Q. 11 | | Literacy Q. 12 | | Main Activity Q. 16(a) (i) | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | S. C. | S. T. | Literate | Illiterate | Cultivator | Agricultural labourer | Household Industry | Other worker | Non-workers |
| | | Q. 3 | | | L | O | C | AL | HHI | OW | X |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |

Signature of Enumerator ——————————

Date——————

Note : Make sure that total of col. 3=total of cols. 6+7 =total of cols. 8+9+10+11+12

Verified 100% with Schedules and found correct.

Signature of the Supervisor ——————————

Date——————

## APPENDIX—VI·H

## ENUMERATORS DAILY POSTING STATEMENT

(Form F)

Location Code .....

Enumerator's No.....

Name of Village.....

Name of Enumerator.....

FEMALES

| Pad No. | Slip No. | Sex | S.C. or S.T. Q. 11 | | Literacy Q. 12 | | Main Activity Q. 16(a) (i) | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | S. C. | S. T. | Literate | Illiterate | Cultivator | Agricultural labourer | Household Industry | Other worker | Non-workers |
| | | Q. 3 | | | L | O | C | AL | HHI | OW | X |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |

Signature of Enumerator ——————————

Verified 100% with Schedules and found correct.

Signature of the Supervisor ——————————

Date——————

Date——————

# APPENDIX—V.I

## ENUMERATOR'S ABSTRACT

( Form T)

Location Code.....  Enumerator's No.....

Name of Village/Town.....  Name of Enumerator.....

No. of occupied residential houses

Total No. of Households  No. of Institutional Households  No. of Houseless households

| Sex | Population | S. C. | S. T. | Literate | Illiterate | MAIN ACTIVITY | | | | | Houseless population | Institutional population |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | | | | Cultivator | Agricultural labourer | Household Industry | Other worker | Non-workers | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 |
| M | | | | | | | | | | | | |
| F | | | | | | | | | | | | |
| Total | | | | | | | | | | | | |

Signature of the Enumerator———  Signature of the Supervisor———

Date———  Date———

Note : The information on the occupied residential houses, households, institutional households and houseless households will have to be provided with reference to entries in the Population Record. Make sure that you have counted the households correctly. See paras 24—29 of the instruction for filling up the Individual Slip.

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 columns 12 & 13 will be obtained by counting the population in houseless households (household number noted 'O') and institutional households (household number with 'INST' indicated) respectively in the Population Record.

APPENDIX

**CENSUS**

NORTH-EAST

Location Code :

Name of the Village :

| Serial No. | Date of Enumeration | Name of the Head of the House-hold | Name of the tribe | Name of the dialect/ Language | Duration of Residence | Total Family members | 0—4 years | |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | M | F |
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| 1 | | | | | | | | |
| 2 | | | | | | | | |
| 3 | | | | | | | | |
| 4 | | | | | | | | |
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| 18 | | | | | | | | |
| 19 | | | | | | | | |
| 20 | | | | | | | | |
| | | | | | Total ... | | | |

Enumerated by :—

Signature of the Enumerator.

Scrutinised & Forwarded to P.O. by :—

Signature of the Administrative Centre In-charge.

VI. J

**1961**

FRONTIER AGENCY

| POPULATION | | | | | | | | Land under parmanent cultivation (in acres) | | Main crop under Jhum cultivation |
|---|---|---|---|---|---|---|---|---|---|---|
| 5—14 years | | | | 15 years and above | | | | | | |
| Persons | | Literates | | Persons | | Literates | | | | |
| M | F | M | F | M | F | M | F | WRC | TRC | |
| 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 |
| | | | | | | | | | | |

Signature of the Political Officer.

# APPENDIX VII

## INSTRUCTIONS TO ENUMERATORS ETC.

# APPENDIX—VII

**Instructions to Enumerators etc.**

Appendix—VII.A : Instructions to enumerators for filling up the Houselist and Establishments Schedule

Appendix—VII. B : Instructions to enumerators for filling up in Houselist Abstract

Appendix—VII.C : Instructions to enumerators for filling up the Individual Slip

## APPENDIX—VIII.A

## 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, *nallahs*, *etc.* Clear demarcation lines of blocks are important so that any to define at the foot of the map 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 lay-out sketches is purely to facilitate identification. Also, as *Kachha* houses are not likely to be long-lasting, any one referring 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 lay-out 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 all right. 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

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

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 a 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 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 a 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, 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.*

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 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 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 building or part of a building having a separate main entrance from the road or common court-yard or stair-case *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 stair-case or a common court-yard 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 court-yard, or a stair-case. In terms of the definition of a census house each of these rooms having entrances from the common stair-case *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 stair-case 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 cases.

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 prevented 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, 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 form of the Houselist Schedule to be so canvassed is given at pages 344 & 345 of this book.

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/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 village 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

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NOTE : Please do not write anything in spaces enclosed by dotted lines in column Nos. 4, 5, 6, 10 and 12. These are meant for writing code numbers in the tabulation offices.

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.

**Col. 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, tiles, *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 pluster, 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, work-shop-*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 of Appendix VII.A) 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 Col. 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 domestic 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 woollen garments, embroidery work, loinloom 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 prevented 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 decisions 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 un-related 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 S.C/S.T then write S.C/S.T 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 S.C/S.T but any other member of the household does belong to S.C./S.T. ; 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 door way with a roof over head 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 its own house, notwithstanding that all instalments have not been paid.

55. If 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'.

**Cols. 13 to 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 page 346 of this book).

62. The term "Establishment" has been defined in para 40 under Appendix VII.A of this publication. 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 Number**

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 confectionaries, 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 o ly 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. *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 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. *Column 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 House, 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.

APPENDIX—VII.B

## INSTRUCTIONS TO ENUMERATORS FOR FILLING IN HOUSELIST ABSTRACT

*Importance of "Houselist Abstract".*

After completing the listing of houses and establishments each Enumerator will have to fill in a separate form known as 'Houselist Abstract' in triplicate for each block separately. Due importance should for accurate compilation of the 'Houselist Abstract' so that 'control figures' of the number of 'Census Houses' and 'Households' could be obtained, because the Houselist data would be tabulated on a sample basis. On the top of the Abstract, the particulars in respect of District, Village/Town, Circle, Enumerator's Block and their code nos. have to be recorded. These information are to be called out with special care from the 'Houselist'.

There are 12 columns in the 'Houselist Abstract'.

*Column 1 :* Column 1 of the Abstract relates to 'page number' of the Houselist. Every Enumerator will fill in 10 to 15 Houselists depending upon the number of houses in his block. The Enumerator will have to assign page number to the Houselists serially (both pages) for the entire block. He is to enter 'totals' of 'each page' of the Houselist in each line of the Abstract and strike grand total of each column in the last line of the Abstract. If there are more pages than the lines in the Abstract, then the entries should be carried to the next page (to be numbered and page totals as well as a grand total struck at the end.

*Column 2 to 7 :* In column 2, only such occupied census houses should be entered which are used 'wholly' for the purpose of 'residence', that is to say, such of the census houses which are partly used as residence and partly as shops, workshops etc., (like shop-cum-residence, workshop-cum-residence etc,) will not be entered in column 2 but will be entered in column 3 and the total of these will be shown in column 4. The number of vacant houses will be entered in column 5. In column 6 the number of census houses which are neither (1) used as residence partly or wholly, nor (1) lying vacant, but used exclusively as shops, workshops, offices, places of entertainment, places of workshops etc., should be entered. In other words, all the census houses that are not included in column 2 to 5 of the Abstract, should be entered in column 6. The column No. 7 will give the total number of census houses (total of columns 4, 5 and 6).

*Column : 8 & 9 :* Column 8 relates to total number of households including 'Institutional Households' (such as boarding houses, hostels, residential hotels, orphanages, rescue house, ashrams etc.). The total of the number of households appearing in column 8 of the Houselist will be entered here. In order to facilitate for the convenience of filling in of this column, the enumerator should write boldly 'INSTRUCTION' after the name of the head of

the household at the time of filling the Houselist. If this is done, the enumerator can easily count the 'INSTRUCTIONS' in column 9 of the Houselist and give its total in column 9 of the Abstract.

*Column 10 To 12 :* These are to be filled up by the totals of columns 13, 14 and 15 of the Houselist and thus will give the population figure with sex break-up.

*Note to the supervisor* : The Supervisors should check the Abstract with reference to the entries made in the Houselist and countersign the Abstract in token of having done so. He should ensure that the Enumerator had signed the Abstract and that the Abstract is stitched with the filled in Houselists and Establishment Schedules with respect to the Enumerator's Blocks.

## INSTRUCTIONS FOR FILLING UP HOUSELIST
## ABSTRACT FOR CHARGE

On the basis of the Houselist Abstract furnished by the Enumerators for each block, another Abstract will have to be prepared by the Charge Superintendent for his charge (*i.e.*, the Circle). This is also to be prepared in triplicate. The grand total of each of the Block Abstract prepared by the Enumerator will have to be entered in the order of the location code of the blocks under his Charge/Circle and a grand total for the entire Charge/Circle will have to be given at the bottom. It will be noticed that the entries in column 2 to 12 in both the Abstracts are identical. Columns 1 (A) and 1 (B) of the Abstract for Charge Superintendents are self explanatory.

## APPENDIX—VII. C

## 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 *March, 1971, *i.e.*, the census is expected to provide a picture of the population of the country as it exists at sunrise of **1st *March, 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 **February, 1971 and end it on †28th February, 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 ††19 days. But in order to bring the picture upto-date as at sunrise of 1st *March, 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 *March, 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 *March, 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 *March, 1971. Births or deaths and arrivals of visitors that had taken place after the sunrise of 1st *March, 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

* later changed to April ** later changed to March † later changed to 31st March †† later changed to 22 days
To be followed in the cases where the above asterics are used

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 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 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 jurisdictions 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 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 dwellers or nomads living. Those houseless persons should all be censused on the night of †28th February, 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.*, 10th **February till †28th February, 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 **February to †28th February ; (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-†28th February) 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 *March, 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.

CONFIDENTIAL

CENSUS OF INDIA 1971

Individual Slip

Psd No. ____

Slip No. ____

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
   (a) Place of birth ____
   (b) Rural/Urban ____
   (c) District ____
   (d) State/Country ____

8. LAST RESIDENCE
   (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
   (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
   (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 ____

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 on opposite page.

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 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 as 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 indentified by enumerator's block number and this has to be entered in your Daily Posting Statement. (The enumerators' 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 House-numbering 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 house-numbering 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 has 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 house-numbering 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, chummery, 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 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 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.

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 *March, 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 abbreviations :

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 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 calender 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 occured 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 *March, 1971 that a child is born to a married woman in a household after your last visit but before the sunrise of 1st *March, 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 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 townships 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 'X' 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 were 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 'O'.

**Question 10 : Religion**

62. In answering this question use the following abbreviations :

H : Hinduism
I : Islam
C : Christianity
S : Sikhism
B : Budhism
J : Jainism

For others 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 the 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 the 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 periods*: 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 poperly 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 sugarcane factory labourer or as a road coolie. 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 sugarcane, 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.

H.H.I. : HOUSEHOLD INDUSTRY

92. For a person who returns his main activity as engaged in some production, processing, servicing or repair of articles of 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.*, *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 detilas 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 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 which 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 fulltime 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 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 econmically 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 neeessarily 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-section (b) to (f) will not apply and a 'X' may be put right across all these questions.

**Q. 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 rick-shaw 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.

**Q. 16(c) : Name of Establishment**

111. This question and the subsequent subsections 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'.

**Q. 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.

**Q. 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.* 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 sample answers furnished in the specimens ( Appendix VI ) at the end of this book, the Industrial and Occupational lists in Appendices 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).

**Q. 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

(iii) 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

(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'.

Some illustrations for filling the questions 16 or 17 are given in Appendix VI.

**Q. 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 activity 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 fulltime 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 work undes 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.

128. A few slips showing specimen entries appear as Appendix VII and some illustrations for recording answers against Q. 16 are given in Appendix VI. You are advised to study these specimen entries and illustrations before starting actual enumeration and also consult these and the instructions whenever you are in doubt in recording any answer during field operation.

## POPULATION RECORD

129. 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 X. 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 paragraph 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 right hand side below the 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**

130. You must complete the enumeration of all the persons in all the households in your jurisdiction between 10th **February and †28th February, 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 †28th February, 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 enumerators 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 †28th February. You should of course make sure that they have not been enumerated elsewhere. As par instructions in para 28 you should record 'O' in bold letters for houseless persons in the space provided for household number.

## REVISIONAL ROUND

131. In the next three days, *i.e.* from 1st *March to 3rd *March, 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 *March, 1971 and any visitors(s) that had moved into the household and who had been away from his/their place of normal residence throughtout the enumeration period *i.e.*, from 10th **February to 1st *March, 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 *March, 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' 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 that household.

**Enumerators Daily Posting Statement**

132. Each day you will have to carefully post the information on certain items of eaeh 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.

133. 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).

134. 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 Col. 1 (Final Serial No.) at the first instance. This col. will be filled after the revisional round i.e. after you have brought the count up-to-date with reference to sunrise of 1st *March 1971 (see para 131) and also after you have struck the grand total of cols. 4 to 13. In cols. 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.

135. Cols. 5 and 6 are to be posted with reference to the entries against Q. 11 of the Individual step. If a person is noted as belonging to a Scheduled Caste put a tick under Col. 5 and a dash in Col. 6. If a Scheduled Tribe, put the tick in col. 6 and dash in col. 5. If the person is neither a Scheduled Caste nor Scheduled Tribe put a dash under cols. 5 and 6 of the Posting Statement.

136. Cols. 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.

137. Cols. 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 col. 9 and dash (—) under cols. 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 col. 10 or 11 or 12 or 13 respectively and dash (—) under remaining cols. from 9—13. You may please note that where a tick is put in col. 13 it means the person is a non-worker and there must be a dash in cols. 9 to 12. For your guidance specimen entries have been made in enumerator's Posting Statement appearing as Appendix VIII. 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 col. 1 in a continuous manner starting with the first entry in the posting statement, while assigning serial number in col. 1, you should ignore scored-out lines. Thus the grand total of column. 4 will be the last serial number in col. 1.

## ENUMERATOR'S ABSTRACT

138. After striking the grand totals in Enumerator's daily posting statement you have to fill in another form given at Appendix IX (Form T). Specimen entries have been made in this form to give you and 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 result of the census. In the past census the enumerator's had given very accurate abstracts and there was hardly any difference between the finally tabulated figures and those furnished in the abstract. You should post this 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**

## PROVISIONS 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 there under 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.

× × ×

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 establishments such as shops, workshops, factories, *etc.*, or as godowns, store, cattle sheds, *etc.*, or in combination with any of these such as, shop-*cum*-residence or workshop-*cum*-residence, *etc.*

2. Sometime 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 particularly 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 Number**

5. A census house is a building or part of a building having a separate main entrance from the road or common courtyard or stair-case, *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 stair-case 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 four rooms or so and all the rooms may have direct entrance from a common courtyard, or a stair-case. In terms of the definition of a census house each of these rooms having entrances from the common stair-case *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 stair-case 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 household. 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 Number**

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 prevented 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 employers 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 household 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 sweetmeats 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 material 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 chicks 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, paper 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**

Flaying 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 fittings, 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 Metals 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 implements 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, betal 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 ; backery 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 textiles mills ; printing, dyeing and bleaching of cotton textiles ; cotton spinning other than in mills (charkha) ; khadi production ; weaving, *etc.*, in handlooms and powerlooms; *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 textiles 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**

Training, currying, *etc.*, of leather ; footwear (excluding repair) ; coats, gloves, 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, crokery, *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-ready made), 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 coastal 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, READ 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 OCCUPATIONS *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 of 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. Saleman 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 institutional), cooks, waiters, bartenders and related workers (domestic and institutional), maids and related house-keeping 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, Fisherman, 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 jointers, 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 cigar makers, snuff or zarda makers, tyre builders, crane or hoist operators, loaders and unloaders, *etc.*

## Appendix VI

**Some illustrations for filling the economic characteristics falling under Q. 16 or Q. 17 are given below :**

| Q. 16(a) (i) Broad Category | Q. 16(a) (ii) Non-worker | Q. 16(b) Place of Work | Q. 16(c) Name of Establishment | Q. 16(d) Nature of Industry, Trade, Profession or Service | Q. 16(e) Description of Work | Q. 16 (f) Class of Worker |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1 C | X | X | X | X | X | X |
| 2 AL | X | X | X | X | X | X |
| 3 HHI | X | PL | No particular name | Spinning yarn in Ambar Charkha | Spinning yarn | FW |
| 4 HHI | X | PL | No particular name | Cotton Handloom Weaving | Dyeing and Spinning yarn | FW |
| 5 HHI | X | PL | No particular name | Flour making chakki | Winnowing and cleaning grains | EE |
| 6 HHI | X | PL | No particular name | Oil ghani | Running oil ghani | SW |
| 7 HHI | X | PL | No particular name | Blacksmithy (making Agricultural implements) | Tempering and polishing implements | FW |
| 8 HHI | X | PL | No particular name | Earthenware pottery | Making pottery on the wheel | FW |
| 9 HHI | X | PL | No particular name | Earthenware pottery | Making and firing kiln | EE |
| 10 HHI | X | PL | No particular name | Carpentry-manufacturing of wooden doors and windows | Carpenter | FW |
| 11 HHI | X | PL | Sarafa-di-Hatti | Goldsmithy | Filling gold ornaments with lac | FW |
| 12 HHI | X | New Delhi | Gupta Hosiery Works | Production of Hosiery goods | Operator, Hosiery Machine | EE |
| 13 OW | X | New Delhi | Verma Hosiery Works | Production of Hosiery goods | Account Clerk | EE |
| 14 HHI | X | PL | No particular name | Electroplating | Scraping and polishing metal | FW |
| 15 HHI | X | PL | No particular name | Production of Cart wheel rings | Putting Iron hoop on Cart wheels | EE |
| 16 OW | X | PL | No particular name | Hair cutting | Barber | SW |
| 17 OW | X | PL | No particular name | Production of honey | Bee-keeping | SW |
| 18 OW | X | PL | No particular name | Livestock raising | Tending cattle | FW |
| 19 OW | X | Gir Forest | Govt. Forest Department | Logging in forest | Cutting trees in forest | EE |

*(Continued)*

## Appendix VI—*Contd.*

**Some illustrations for filling the economic characteristics falling under Q. 16 or Q. 17 are given below :**

| Q. 16(a) (i) Broad Category | Q. 16(a) (ii) Non-worker | Q. 16(b) Place of Work | Q. 16(c) Name of Establishment | Q. 16(d) Nature of Industry, Trade, Profession or Service | Q. 16(e) Description of Work | Q. 16(f) Class of Worker |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 20 OW | X | PL | No particular name | Private tuition | Tutor | SW |
| 21 OW | X | PL | No particular name | Fruit growing | Gardener in mango orchard | EE |
| 22 OW | X | PL | Muthuswamy Coffee Estate | Coffee Plantation | Farm labourer | EE |
| 23 OW | X | New Delhi | Northern Railway | Rail Transport | Travelling Ticket Inspector | EE |
| 24 OW | X | PL | Indian Ceramic Institute | Research in manufacturing of ceramic products | Senior Scientific Officer (Ceramic Research) | EE |
| 25 OW | X | PL | Office of the Registrar General, India | Central Govt. Service | Senior Research Officer (Vital Statistics) | EE |
| 26 OW | X | PL | Gypsum Supply Co. | Supplying Gypsum on Orders | Contractor supplying Gypsum to Sindri Fertilizer Factory | ER |
| 27 OW | X | PL | Chittaranjan Locomotive | Locomotive Factory | Accountant | EE |
| 28 OW | X | PL | Delhi Railway Station | Railway Station Porter | Goods Shed Porter | EE |
| 29 OW | X | Rampur village | C.P.W.D. | Road Construction | Manual Labourer (on muster roll) digging earth | EE |
| 30 OW | X | PL | No particular name | House Construction | Labourer brick laying | SW |
| 31 OW | X | PL | No particular name | Vegetable market labourer carrying goods | General Labourer | SW |
| 32 OW | X | PL | Delhi Electric Supply Corporation Sub-Station | Transmission of electricity with the help of transformer | Machine Operator Electricity | EE |
| 33 OW | X | PL | Madan Brothers | Retail shop in stationery stores | Shop Assistant | FW |
| 34 OW | X | PL | Sahu and Co. | Wholesale Store for grains and cereals | Proprietor, wholesale trade | ER |
| 35 OW | X | PL | Dayanand and Sons | Retail shop of ready-made garments and hosiery | Salesman | FW |

(*Continued*)

## Appendix VI—*Contd.*

**Some illustrations for filling the economic characteristics falling under Q. 16 or Q. 17 are given below :**

| Q. 16(a) (i) Broad Category | Q. 16(a) (ii) Non-worker | Q. 16(b) Place of Work | Q. 16(c) Name of Establishment | Q. 16(d) Nature of Industry, Trade, Profession or Service | Q. 16(e) Description of Work | Q. 16(f) Class of Worker |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 36 OW | X | PL | Kaka Agrico | Dealing in Hardware | Sales Manager | EE |
| 37 OW | X | PL | Indian Iron and Steel Company, Burnpur | Manufacturer of iron and steel structurals | Boiler Room Foreman | EE |
| 38 OW | X | New Delhi | Indian Airlines Corporation | Air Transport | Air Pilot | EE |
| 39 OW | X | Chandigarh | State Motor Transport Undertaking | Motor Transport Service | Bus Driver | EE |
| 40 OW | X | PL | Prakash Transport Service | Goods Transport by Motor Truck | Working Proprietor | ER |
| 41 OW | X | PL | Medical College, Calcutta, Radiology Deptt. | Medical and Health Service of State | Radiologist | EE |
| 42 OW | X | PL | I.C.A.R., Pusa, Delhi | Plant Protection Research | Plant Nutritionist | EE |
| 43 OW | X | PL | Bimbla Sugar Factory | Sugar Factory | Chemist | EE |
| 44 OW | X | PL | Akash Chemical and Pharmaceutical factory | Manufacture of antibiotics | Chemist | EE |
| 45 OW | X | PL | L. I. C., Delhi | Life Insurance Business | Secretary Administration | EE |
| 46 OW | X | PL | Govt. of Tamil Nadu (Commerce and Industry Department) | State Government service | Assistant Secretary | EE |
| 47 OW | X | PL | Ditto | Ditto | U.D.C. | EE |
| 48 OW | X | PL | Kundan Brothers, Jewellers, Jaipur | Jewellery Works | Supervisor | FW |
| 49 OW | X | PL | No particular name | Domestic Service | Cook | EE |
| 50 OW | X | PL | Asoka Hotel, New Delhi | Residential Hotel | Cook | EE |
| 51 OW | X | Bangalore | XYZ Club | Recreation Club | Bearer | EE |
| 52 OW | X | PL | No particular name | Retail trade in grocery | Working proprietor | SW |
| 53 OW | X | PL | Bhilai Steel Plant | Steel Production | Chartered Accountant | EE |
| 54 OW | X | Howrah | Howrah Jute Mill | Jute Mill | Accountant | EE |
| 55 OW | X | PL | ABC Film Studios | Production of feature films | Cinema Actor | SW |

(*Continued*)

*Appendix VI—*Contd.*

**Some illustrations for filling the economic characteristics falling under Q. 16 or Q. 17 are given below :**

| Q. 16(a) (i) Broad Category | Q. 16(a) (ii) Non-worker | Q. 16(b) Place of Work | Q. 16(c) Name of Establishment | Q. 16(d) Nature of Industry, Trade, Profession or Service | Q. 16(e) Description of Work | Q. 16(f) Class of Worker |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 56 OW | X | PL | Ruparekha Company | Commercial Sign painting | Sign painter | EE |
| 57 OW | X | PL | Portland Cement Co. | Cement manufacturing | Canvas bag maker | EE |
| 58 OW | X | PL | ABC Stock Exchange | Share broker | Share broker in tea and jute | SW |
| 59 OW | X | PL | ABC Business House Ltd. | Discounting of bills of business firms | Managing Director | ER |
| 60 OW | X | PL | Ramachandra Engineering Co. | General Engineering Works | Die Caster | EE |
| 61 OW | X | PL | ABC Paint Factory | Manufacture of paints | Ochre Grinder | EE |
| 62 OW | X | PL | Solan Breweries | Brewery Factory | Distillation Plant Operator | EE |
| 63 OW | X | PL | ABC Chemical Factory | Manufacture of Hydrochloric Acid | Grinder | EE |
| 64 OW | X | PL | ABC Rerolling Mills | Steel Rerolling Works | Cleaner | EE |
| 65 OW | X | PL | ABC Cinema | Cinema House | Gate keeper | EE |
| 66 OW | X | PL | ABC Engineering Works | Iron and Steel Foundry | Moulder | EE |
| 67 OW | X | PL | ABC Oil Mill | Manufacture of mustard oil | Foreman, Packing Department | EE |
| 68 OW | X | PL | ABC Company | Motor body building Factory | Foreman, Saw Mill | EE |
| 69 OW | X | Shahdara | ABC Aluminium Company | Aluminium Factory | Foundry Caster | EE |
| 70 OW | X | Tata Nagar | ABC Iron Factory | Iron Foundry Works | Furnaceman Boiler shop | EE |
| 71 OW | X | New Delhi | Govt. Printing Press | Printing Works | Mono Operator | EE |
| 72 OW | X | PL | ABC Small Tool Company | Small Tools Production | Brass Turner | EE |
| 73 OW | X | PL | State Social Welfare Board | Social Welfare Organisation | Honorary Social Worker | SW |
| 74 OW | X | New Delhi | Parliament, Delhi | Parliamentary Work | Member of Parliament | SW |
| 75 OW | X | PL | No particular journal | Writing for newspapers and periodicals | Freelance journalist | SW |
| 76 OW | X | PL | ABC Party | Promotion of party's Political Work | Political Worker | SW |

*Other Appendixes are not reproduced.

(*Concluded*)

# APPENDIX VIII

## CORRESPONDENCE ON FIXITY OF BOUNDARIES OF THE ADMINISTRATIVE UNITS

# APPENDIX—VIII

**Correspondence on fixity of boundaries of the administrative units**

Appendix-VIII.A : Correspondence from the Government of India in the Ministry of Home Affairs.

Appendix-VIII.B : Correspondence from the Registrar General, India.

Appendix-VIII.C : Correspondence from the NEFA Administration.

Appendix-VIII.D : Correspondence from the Superintendent of Census Operations, NEFA.

APPENDIX-VIII.A

No. 28/66/68-Pub. I

GOVERNMENT OF INDIA,

MINISTRY OF HOME AFFAIRS.

Dated New Delhi-1, the 15th April, 1968/26 Chaitra.

To

The Chief Secretaries of all States and Union Territories.

*Subject* :--Boundaries of Administrative Units-
Fixity during 1971 Census Operations.

Sir,

I am directed to say that the next decennial population Census would be conducted under the direction of the Registrar General and *Ex-officio* Census Commissioner for India, in February-March, 1971. To ensure complete converage at the Census, the entire country will be divided into small enumerator's blocks within the frame work of the administrative units in the States and Union Territories. The process of determining the blocks will start much in advance of the actual Census and they will be got marked on the Census maps to obviate overlapping or omission of areas. For the efficient conduct of the Census Operations it is necessary to ensure that the boundaries of the administrative units are not disturbed after the blocks have been determined and until the Census Enumeration and Tabulation of data are completed. It is expected that the demarcation of blocks would be taken in hand from the 1st July, 1969.

2. If the area of the administrative units on the basis of which the Census data are collected are altered thereafter the usefulness of the data would be considerably reduced. It is therefore, desirable to ensure that as far as possible the boundaries of administrative units remain undisturbed throughout the major part of the next decade. Hence wherever any changes in the jurisdiction of the present administrative units are found necessary it would be desirable to effect the changes well before the enumerator's blocks are demarcated.

3. In the circumstances, Government of India would appreciate if all proposals for reconstituting or making adjustments in the jurisdiction of Municipalities, Revenue villages/ Tehsils/Police Stations/Anchals, Districts etc., which may be pending or which may be taken up in the near future are finalised and given effect to before the 1st July, 1969. All such changes may please be intimated to the State Census Superintendent concerned. In any cases, the State Government may kindly ensure that no changes whatsoever are made in the boundaries of these units during the period from 1st January, 1970 to the 30th June, 1971.

4. Further correspondence in regard to this matter, if any, may kindly be addressed to the Additional Registrar General, India, 2/A, Mansingh Road, New Delhi-11.

*Yours faithfully,*
Sd/-
( K. R. PRABHU )
Joint Secretary to the Govt. of India.

No. 28/66/68-Pub. I

Dated New Delhi-1, the 15th April, 1968/26 Chaitra, 1890.

Copy, with 30 spare copies, to the Registrar General, India, New Delhi, for transmission to all Superintendents of Census Operations, for information and necessary action.

Sd/-
( K. R. PRABHU )
Joint Secretary to the Govt. of India.

APPENDIX-VIII.B

No. 19/14/68-CTU

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

OFFICE OF THE REGISTRAR GENERAL, INDIA

Kotah House Annexe,
2/A, Mansingh Road,
*New Delhi-11.*
Dated the 26th Oct., 1968.

To

The Chief Secretaries of all States and Union Territories.

*Subject* : —Boundaries of Administrative Units-
Fixity during 1971 Census Operations.

Sir,

I have the honour to invite a reference to the Ministry of Home Affairs letter No. 28/66/68-Pub. I, dated the 15th April, 1968 on the above subject and to say that while the State Governments have been requested to ensure that no changes whatsoever are made in the boundaries of administrative Units during the period from 1st January, 1970 to the 30th June, 1971, it is desirable to finalise all changes as early as possible preferably before 1st July, 1969 and not to put off the cases till December, 1969.

*Yours faithfully,*
Sd/-
( A. Chandra Sekhar )
Registrar General, India.

Copy to all Superintendents of Census Operations in continuation of this office letter of even number dated the 22nd April, 1968.

Sd/-
( A. Chandra Sekhar )
Registrar General, India.

APPENDIX—VIII.C

GOVERNMENT OF INDIA
NORTH EAST FRONTIER AGENCY

No. GA-171/66 Dt. Shillong, the 6th August, 1968.

To

The Superintendents of Census Operations, NEFA, Shillong.

*Subject* :—Boundaries of Administrative Units-
Fixity during 1971 Census Operations.

Sir,

In enclosing herewith a copy of the letter No. 28/66/68-Pub. I, dated the 15th April, 1968 from the Ministry of Home Affairs together with the minutes recorded by S.C.O. thereon, I am directed to say that in so far as NEFA is concerned, no major change in the boundaries of the Administrative Units is in contemplation of the Administration. However, some minor realignments of the circle boundaries may be necessary. Efforts will be made to get the realignment done without disturbing the census work.

*Yours faithfully,*
Sd/-
( J. M. SYIOM )
Under Secretary (R & W),
NEFA Secretariate, Shillong-1.

*Enclo:- As stated.*

APPENDIX—VIII.D

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
NORTH EAST FRONTIER AGENCY
OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS

No. Cen-1971/2/68/761 Dated Shillong, the 31st Dec., '68.

From : The Superintendent of Census Operations,
North East Frontier Agency,
Shillong.

To : The Registrar General, India,
Ministry of Home Affairs,
Office of the Registrar General, India,
Kotah House Annexe,
2/A Mansingh Road,
*New Delhi-11.*

*Subject* :—Boundaries of Administrative Units-
Fixity During 1971 Census Operations.

Ref : Your letter No. 19/14/68-CTU dated the 26.9.1968.

Sir,

With reference to the letter cited above, I have the honour to inform you that it has been intimated by the State Government that no major change in the boundaries of the Administrative Units of NEFA is under contemplation before 1971 Census. But it may be mentioned that NEFA is an expanding and changing administration and therefore the regidity of other well-defined States may not apply in our case. However, every effort will be made to see that any changes made may not disturb the Census Blocks or Zones to any appreciable extent.

*Yours faithfully,*
Sd/-
( S. M. Krishnatry )
Secy. ( P & D ) & Ex-Officio
Superintendent of Census Operations,
North East Frontier Agency,
Shillong.

# APPENDIX IX

## AIRLIFT OF CENSUS OFFICERS STATIONED IN NORTH EAST FRONTIER AGENCY

## APPENDIX—IX

A Copy of D. O. Letter No. 10023/JSA/70 dated 7th August, 1970 from Shri M. P. Cariappa, Joint Secretary, Ministry of Defence (Department of Defence) addressed to Shri A. Chandra Sekhar, Registrar General of India, Ministry of Home Affairs, 2/A, Mansingh Road, New Delhi-11.

Kindly refer to your D. O. letter No. 9/29/70-CTU (CEN) dated the 10th June, 1970 regarding airlift facilities for census personnel to tour interior of NEFA.

2. Sanction has since been issued, vide the enclosed copy of this Ministry's letter No. F. 11(4)/70/D (A-II) dated 20th July 1970 for the airlift of Census Officers for conducting Census Operations in the interior areas in NEFA, which are not easily accessible in routine sorties of IAF Aircraft, as and when required, subject to availability of space and defence commitments. The indents for airlift may be placed with the Hqrs. Eastern Air Command direct by the Director of Census Operations, NEFA. I regret it has not been possible for us to issue a general sanction for provision of special flights to the Census Officers in NEFA for conducting the Census Operations. It is suggested that demands for special flights, when considered essential for meeting any pressing eventuality may be projected to the Defence Ministry when they will be considered on merits.

No. 9/29/70-CTU (CEN) New Delhi-11, the 22nd August, 1970.

Copy to Director of Census Operations, NEFA for information and necessary action.

Sd/- G. P. Sharma,
*Research Officer*
dt. 20.8.70

APPENDIX—IX (*enclosure*)

*IMMEDIATE*

No. F. 11 (4)/70/D (Air. II)

GOVERNMENT OF INDIA

MINISTRY OF DEFENCE, NEW DELHI.

The 20th July, 1970
Asadha 29, 1892 (Saka)

To

The Chief of the Air Staff,
(with 20 spare copies).

*Subject* : Airlift of Census Officers stationed in NEFA.

Sir,

In exercise of the powers delegated to Ministry of Defence *vide* Ministry of Finance (Defence) Office Memorandum convey the sanction of the Government of India to the airlift of the Census Officers for conducting Census Operations for their visit to interior areas in NEFA which are not easily accessible in routine sorties of IAF Aircraft as and when required subject to availability of space and defence commitment.

2. The indent for the airlift may be made direct to Headquarters EAC by the Director of Census, NEFA.

3. The individuals will travel at their own risk and will sign the usual 'Form of Undertaking' before emplaning the aircraft.

4. The cost of the airlift on seat basis will be debited to the Head 39-Misc. Social Service Organisation-A-Superintendence & A-3-other charges in Assam and Nagaland (NEFA). Circle of Accounts and credited to Major Head LXII of the Defence Services Estimates, Sub-Major Head III-IAF-Sub Head A (a)-Recoveries from the Civil Departments and other Governments for the services rendered.

*Yours faithfully,*
Sd/-
(R. B. Pathak)
Under Secretary to the Govt. of India

Copy to :—

CGDA, DADS, Dy. DADS, Dehra Dun : AAO, DS, Bangalore :
CDA (AF), Dehra Dun (5) (with one copy signed in ink)
DFA (AF)/(Bud GP) (2)
Air H. Qrs. (I & C) for recovery action.
Air H. Qrs. (Dte. of Accounts)
The Registrar General, India (Ministry of Home affairs), 2/A, Mansingh Road, New Delhi w. r. to his D. O. letter No. 9/29/70-CTU (CEN), dt. 10.6.70.

# APPENDIX X

## THE CENSUS ACT

APPENDIX—X

# THE CENSUS ACT *

ACT NO. XXXVII OF 1948

Amended by Acts XI of 1949, LI of 1950, the Adaptation of Laws Orders, 1950 and Act XXII of 1959

(*Passed by Dominion Legislature*)

Received the assent of the Governor-General on the 3rd, September 1948.

## 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 Officer 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.

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* *The amendments made from time to time have been incorporated in the text.*

(3) A declaration in writing, signed by any authority authorised by the State Government in this behalf, that 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 (XIV of 1860).

6. *Discharge of duties of Census Officers in certain 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 anybody of man belonging to the Naval, Military or Air Forces or of any vessel 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 lockup 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 of any commercial or industrial establishment, and

(f) every occupant of immovable property wherein at the time of the taking of the census persons are living,

(g) 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 bound to obey it and shall, while acting in pursuance of such order be deemed to be public servants within the meaning of the India 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.

(a) 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 household, 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.

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 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 person 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 or 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 diligence in performing any duty imposed upon him or in obeying any order issued to him in accordance with this Act or any rule 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 purposes of, 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 of 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 of 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 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 no 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.

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 constitutes 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 municipal 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 abstract* :—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 his 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.

# APPENDIX XI

## CONSTRUCTION OF REFERENCES TO STATE GOVT. REGULATION, 1965

APPENDIX—XI

## THE NORTH EAST FRONTIER AGENCY (Construction of References to State Government) Regulation, 1965.

**No. 4 of 1965 :**

Promulgated by the president in the sixteenth year of the Republic of India a regulation to provide for the construction of references to State Government in certain laws in force in the North East Frontier Agency.

In exercise of the powers conferred by article 240 of the constitution read with sub-paragraph (2) of paragraph 18 of the Sixth-Schedule to the constitution, the President is pleased to promulgate the following regulation made by him :—

*Short title, extent and commencement :*

1. (1) This regulation may be called the North East Frontier Agency (Construction of references to State Government) Regulation, 1965

(2) It extends to the whole of the North East Frontier Agency.

(3) It shall come into force at once.

*Definition :*

2. In this Regulation, unless the context otherwise requires,

(a) the expression "North East Frontier Agency" shall have the meaning assigned to it in the North East Frontier Area (Administration) Regulation, 1954 ;

(b) the expression "existing law" shall have the meaning assigned to it in clause (10) of article 366 of the constitution ;

(c) "law in force" shall mean—

(i) any existing law ;

(ii) any Act of Parliament ;

(iii) any Ordinance or Regulation made by the President ; and

(iv) any rule, order, bye-law, regulation or other instrument made under any such Act, Ordinance or Regulation.

*Construction of references to State Government in Acts of Parliaments, etc.*

3. In any law in force in the North East Frontier Agency references to the State Government shall, save as otherwise expressly provided by any other law for the time being in force be construed as references to the Governor of Assam acting as the agent of the President.

*Validation* :

4. Any thing done or any action taken before the commencement of this regulation by the Government of Assam in relation to the North-East Agency in the exercise of the powers or the discharge of the fuctions of the State Government under any law in force therein shall be deemed to have been done or taken by the Governor of Assam as the agent of the President and accordingly any such thing or any such action shall be deemed to have been validly and lawfully done or taken.

**S. Radhakrishnan,**
*President*
**R.G.S. Sarkar**
*Secretary to the Government of India.*

# APPENDIX XII

## NOTIFICATION UNDER CENSUS ACT, 1948

# APPENDIX—XII

## Notification Under Census Act, 1948

Appendix-XII.A : Central Government's Notification on taking of 1971 Census.

Appendix-XII.B : Central Government's Notification on appointment of Census Commissioner, India.

Appendix-XII.C : Central Government's Notification on appointment of the Superintendent of Census Operations for NEFA.

Appendix-XII.D : NEFA Administration's Notification of appointment of District Census Officers and Sub-divisional Census Officers.

Appendix-XII.E : NEFA Administration's Notification on delegation of power for appointment of Census Officers.

Appendix-XII.F : NEFA Administration's Notification of Deputy Commissioners and Additional Deputy Commissioners as authority to issue direction under Section 6 and Section 7 of Census Act, 1948.

Appendix-XII.G : NEFA Administration's Notification on questions to be asked during Census.

Appendix-XII.H : NEFA Administration's Notification on sanction for prosecution under Census Act, 1948.

APPENDIX—XII.A

**GOVERNMENT OF INDIA**
**MINISTRY OF HOME AFFAIRS**

New Delhi—1, the 3rd July, 1969/
12 Asadha, 1891.

**NOTIFICATION**

S.O.....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)

Sd/-K. R. Prabhu
Joint Secretary to the Govt. of India

No. F. 28/101/69-Pub. I

New Delhi-1, 3rd July, 1969/
12 Asadha, 1891.

Copy forwarded for information to all State Govts./Union Territories.

Sd/-(L. D. Hindi)
Under Secretary to the Govt. of India

No. F. 28/101/69-Pub.I

New Delhi-1, 3rd July, 1969/
12 Asadha, 1891.

Copy forwarded for information to the Registrar General of India, New Delhi.

Sd/-(L. D. Hindi)
Under Secretary to the Govt. of India.

15 copies for public I Section.

**Office of the Registrar General, India.**

No.9/30/69-CTU

New Delhi-11, 9th July, 1969.

A copy of M.H.A. Notification No. F.28/101/69-Pub.I dated the 3rd July, 1969 is endorsed to all Superintendents of Census Operations for information.

Sd/-K. K. Chakraborty
Central Tabulation Officer.
Dt. 9.7.69

APPENDIX—XII.B

**GOVERNMENT OF INDIA**
**MINISTRY OF HOME AFFAIRS**

New Delhi-1, the 24th April, 1970/
4 Vaisakha, 1892.

**NOTIFICATION**

S.O..... In exercise of the powers conferred by sub-section (1) of Section 4 of the Census Act, 1948 (37 of 1948), the Central Government hereby appoints Shri A. Chandra Sekhar, Registrar General, India, as the Census Commissioner.

(No. F. 1/6/69-Pub. 1)

Sd/- K. R. Prabhu.
Joint Secretary to the Government of India

No. F. 1/6/69-Pub. 1

Dated the 24th April, 1970/
4 Vaisakha, 1892

Copy forwarded for information to :—

1. Ministry of Law with reference to their, u.o. No. 4796/69/SRO dated 7th January, 1970.
2. Registrar General's Office, New Delhi.
3. All the Ministries etc., of the Government of India.
4. All the State Governments.
5. All Union Territories.

Sd/- L. D. Hindi.
Under Secretary to the Government of India.

Copy to Ad. I(A) Section
10 spare copies to Pub. I Section.

APPENDIX—XII.C

**(To be Published in the Gazette of India Part III Section I)**

No. 6/13/69-AD.I
Government of India
Ministry of Home Affairs
Office of the Registrar General, India.

2/A, Mansingh Road,
New Delhi-11, the 30th Oct., 1969.

**NOTIFICATION**

The President is pleased to appoint Shri J. K. Barthakur, an officer belonging to the I.F.A.S., as Director of Census Operations and Ex-officio Superintendent of Census Operations, North East Frontier Agency, on whole-time basis, with effect from the date he assumes charge of that office *vice* Shri S. M. Krishnatry, I.F.A.S., until further orders.

His headquarters will be at Shillong.

2. Shri S. M. Krishnatry, I.F.A.S., will relinquish charge as Director of Census Operations and Ex-officio Superintendent of Census Operations, North East Frontier Agency, with effect from the date Shri J. K. Barthakur assumes charge of that office.

Sd/- A. Chandra Sekhar.
Registrar General, India and
Ex-officio Joint Secretary to the
Govt. of India in the Ministry of Home Affairs.

To
The Manager,
Government of India Press,
Faridabad (Haryana)

No. 6/13/69-Ad.I — New Delhi-11.

Copy to :—

(1) Accountant General, Assam & Nagaland, Shillong. (2) Treasury Officer, Shillong. (3) Treasury Officer, Imphal. (4) The Adviser to the Governor of Assam, Shillong. (5) The

Chief Commissioner, Manipur, Imphal. (6) Joint Secretary (U.T.) Ministry of Home Affairs, New Delhi-1. (7) Shri J. K. Barthakur, Development Commissioner, Manipur, Imphal. He may please take over charge from Shri S. M. Krishnatry, I.F.A.S., the present incumbent of the post of Director of Census Operations and Ex-officio Supdt. of Census Operations, North East Frontier Agency, at Shillong immediately on relief from his present posting under the Government of Manipur, at Imphal. (8) Shri S. M. Krishnatry, I.F.A.S., Director of Census Operations, NEFA, Shillong with the request that he may please hand over charge to Shri J. K. Barthakur, I.F.A.S., whose whole-time appointment as Director of Census Operations, NEFA & Ex-officio Supdt. of Census Operations, NEFA, has been approved by the Ministry of Home Affairs. (9) Office of the Director of Census Operations & Ex-officio Supdt. of Census Operations, NEFA, Shillong. (10) P.A. to Registrar General. (11) P.A. to Deputy Registrar General (C). (12) Order File.

Sd/- K. D. Ballal,
Deputy Registrar General, India.
dt. 30. 10. 1969

APPENDIX—XII.D

**GOVERNMENT OF INDIA**
**NORTH EAST FRONTIER AGENCY**

**O R D E R**

Dated Shillong, the 2nd. January, 1970.

No. PD(A) 67/69 :—In pursuance of Sub-Section (2) of Section (4) of the Census Act No. XXXVII of 1948), the Governor of Assam and Nagaland hereby appoints the Deputy Commissioners and the Additional Deputy Commissioners as District Census Officers and Sub-divisional Census Officers respectively, within their administrative jurisdictions.

The above appointment does not confer on the officers concerned claim to any additional remuneration.

Sd/-Illigible
Adviser to the Governor of Assam,
*Shillong.*

Memo No. PD(A)67/69 Dated Shillong, the 2nd January, 1970.

Copy to :—

(1) The Director of Census Operations & Ex-officio Superintendent of Census Operations, NEFA, Shillong for information with reference to his D.O. letter No. Cen-1971/11/69/1644 dt. 10.12.69. (2) The Accountant General, Assam & Nagaland, Shillong. (3) All Deputy Commissioners, NEFA. (4) All Additional Deputy Commissioners, NEFA. (5) All Heads of Departments (Major & Minor), NEFA, Shillong. (6) All Secretaries, NEFA Secretariate, Shillong. (7) All Deputy Secretaries, NEFA Sectt., Shillong. (8) All Uuder Secretaries, NEFA Sectt., Shillong.

S. M. Krishnatry,
Secretary (Planning & Development),
NEFA Administration, Shillong.

APPENDIX—XII.E

**GOVERNMENT OF INDIA**
**NORTH EAST FRONTIER AGENCY**

**O R D E R**

Dated Shillong, the 8th January, 1970

No. PD(A) 67/69 :—In pursuance of Sub-section (4) of Section 4 of Census Act, 1948 (Act No. XXXVII of 1948), the Governor of Assam & Nagaland hereby delegates the power of appointing Census Officers (to work as Deputy District Census Officers, Assistant Sub-divisional Census Officers, Charge Superintendents, Supervisors and Enumerators) conferred upon him by Sub-section (2) of Section 4 of the said Act to the following Officers within their respective jurisdictions :—

(1) The District Census Officer of each district in the North East Frontier Agency (i.e., Deputy Commissioners, vide Notification No. PD(A) 67/69 dated 2.1.1970).

(2) The Sub-divisional Census Officer of each sub-division in the North East Agency (i.e., Additional Deputy Commissioner Vide No. PD(A) 67/69 dated 2.1.1970)

The forms of appointment are appended (A, B, C & D).

Sd/- K. A. A. Raja,
Adviser to the Governor of Assam,
Shillong.

Memo No. PD(A) 67/69 :— Dated Shillong, the 16th January, 1970.

Copy forworded to :

(1) The Director of Census Operations, NEFA, Shillong. (2) All Deputy Commissioners/Additional Deputy Commissioners, NEFA. (3) All Secretaries, NEFA Secretariate, Shillong. (4) All Deputy Secretaries, NEFA Secretariate, Shillong. (5) All Under Secretaries, NEFA Secretariate, Shillong. (6) All Heads of Departments (Major & Minor), NEFA, Shillong. (7) The Accountant General, Assam & Nagaland, Shillong.

S. M. Krishnatry,
Secretary (Planning & Development),
N. E. F. A, Shillong.

**FORM 'A'**

1971 CENSUS, NEFA — Original/Duplicate/Triplicate.

APPOINTMENT Deputy District Census Officer
ORDER FOR Assistant Sub-divisional Census Officer

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

In exercise of the powers conferred on me by order of the Governor of Assam & Nagaland vide NEFA Administration Notification No. PD(A) 67/69 dated the 8th. January, 1970 and in pursuance of Sub-section (1) of Section 4 of Census Act, 1948 (Act No. XXXVII of 1948) read with Sub-section (4) of Section 4 of the same Act, I hereby appoint you,

*Deputy District Census Officer*
Shri..... as .....
*Assistant Sub-divisional Census Officer*

*District*
for the..... You are to assist the District/Sub-divisional Census
*Sub-division*
Officer in discharging the duties and responsibilities of census work successfully. The Census Enumeration will start from the 1st day of October, 1970 to be concluded on the 28th day of February, 1971.

You are deemed, by virtue of this appointment, a public servant within the meaning of the Indian Penal Code (XLV of 1860). You will be guided by the official instructions issued
*Deputy Census Officer.*
from time to time regarding performance of your duties as a.....
*Assistant Sub-Divn. Census Officer.*

Your attention is also drawn to Section 11 of the Census Act, 1948, which is reproduced below.

Signature.....
Designation.....
Date.....

**FORM 'B'**

1971 CENSUS, NEFA Original/Duplicate/Triplicate

APPOINTMENT ORDER FOR CHARGE SUPERINTENDENT

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

Name of the Circle..... Code No.....

In exercise of the powers conferred on me by order of the Governor of Assam & Nagaland vide NEFA Administration Notification No. PD(A)67/69 dated the 2nd January, 1970 and in pursuance of Sub-section (2) of Section 4 of Census Act, 1948 (Act No. XXXVII of 1948) read with Sub-section 4 of the same Act.

I hereby appoint you,

Shri.....as Charge Superintendent for the.....Circle. You are to assist the District/Sub-divisional Census Officer in discharging the duties and responsibilities of census work successfully within the limits of your circle. You will be held responsible for any omission or commission, that will take place within your jurisdiction. The Census Enumeration will start from the lst day of October, 1970 to be concluded on the 28th day of February, 1971.

You are deemed, by virtue of this appointment, a public servant within the meaning of the Indian Penal Code (XLV of 1860). You will be guided by the official instructions issued from time to time regarding performance of your duties as a Charge Superintendent. Your attention is also drawn to Section 11 of the Census Act, 1948 which is reproduced below :

Signature.....

Designation.....

Date.....

**FORM 'C'**

1971 CENSUS, NEFA Original/Duplicate/Triplicate

APPOINTMENT ORDER OF SUPERVISOR

Name of District..... ... Code No.....
Name of Circle..... Code No..... ...
Name of the Town/Village..... Code No.....

In exercise of the powers conferred on me by order of the Governor of Assam & Nagaland vide NEFA Administration Notification No. PD(A) 67/69 dated 8th January, 1970 and in pursuance of sub-section (2) of Section 4 of the Census Act, 1948 (Act No. XXXVII of 1948) read with sub-section (4) of Section 4 of the same Act.

I hereby appoint you,

Shri..... ..... as Supervisor of Census Circle No.....in.....Charge.

Your jurisdiction will cover the Census Enumerator's Blocks, the particulars of which are given below :

| No. of the Census Enumerator | Name, designation and address of the enumerator | Village or Town in which the enumerator's block lies & its Code No. | House Nos. falling within the enumerator's block. |
|---|---|---|---|
| 1 | 2 | 3 | 4 |

You are deemed, by virtue of this appointment, a public servant within the meaning of the Indian Penal Code (XLV of 1860). You will be guided by the official instructions issued from time to time regarding peformance of your duties as Census Supervisor. Your attention is also drawn to Section 11 of the Census Act, 1948 which is reproduced below :

Place..... Signature.....

Date..... Designation.....

**FORM 'D'**

1971 CENSUS, NEFA

Original/Duplicate/Triplicate

APPOINTMENT ORDER OF ENUMERATOR

Name of the District..... Code No.....
Name of the Circle..... Code No.....
Name of the Town/Village..... Code No.....

In exercise of the powers conferred on me by order of the Governor of Assam & Nagaland vide NEFA Administration Notification No. PD(A) 67/69 dated 8th January, 1970, and in pursuance of Sub section (2) of Section 4 of the Census Act, 1948 (Act No. XXXVII of 1948) read with Sub-section (4) of Section 4 of the same Act,

I hereby appoint you,
Shri/Shrimati.....as enumerator in.....
Village/Town bearing Code No.....of.....Charge. Your serial number will be.....and your jurisdiction extends over the following in the aforesaid village/town :

| House Number | In Block No. | Circle No. |
|---|---|---|

You are attached to Census Supervisor's Circle No.....Your Supervisor is, (name, designation and address of the Supervisor).....
..... and your Charge Superintendent is, (name, designation and address of the Charge Superintendent).....
.....

You are deemed, by virtue of this appointment, a public servant within the meaning of the Indian Penal Code (XLV of 1860). You will be guided by the official instructions issued from time to time regarding performance of your duties as Census Enumerator. Your attention is also drawn to Section 11 of the Census Act, 1948 which is reproduced below :

Place..... Signature.....
Date..... Designation.....

*Note* : Provision of Section 11 of census act, 1948, reproduced with the forms A, B, C & D are not printed in this Volume.

APPENDIX—XII.F

**GOVERNMENT OF INDIA**

**NORTH EAST FRONTIER AGENCY**

**NOTIFICATION**

Dated Shillong, the 27th June, 1970.

No. PD(A) 67/69—In exercise of the powers conferred under Section 6 and Section 7 of the Census Act, 1948 (No.37 of 1948) read with Section 3 of the North East Frontier Agency (Construction of references to State Government) Regulation, 1965 (No. 4 of 1965), the Governor of Assam is pleased to appoint the Deputy Commissioners and the Additional Deputy Commissioners, North East Frontier Agency, as the authority within their respective jurisdictions, to issue directions to persons for performance of the duties of Census Officers under Section 6, and also to call upon persons to give assistance under Section 7, of the aforesaid Act.

Sd/- Illigible
Adviser to the Governor of Assam,
Shillong.

Memo No. PD(A) 67/69. Dated Shillong, the 27th June, 1970.

Copy forwarded to :

(1) The Publisher, Assam Government Press, with a request that the above notification be urgently published in three consecutive issues of Assam Gazette.

(2) All the Deputy Commissioners/Addl. Deputy Commissioners, NEFA.

(3) The Director of Census Operations, NEFA, Shillong.

(4) All Secretaries, Deputy Secretaries and Under Secretaries of the NEFA Secretariate, Shillong.

(5) All Heads of Departments (Major & Minor), NEFA, Shillong.

(6) All Sub-divisional Officers/ Circle Officers, NEFA.

S. M. Krishnatry
Secretary (P & D), NEFA, Shillong.

APPENDIX—XII.G

**GOVERNMENT OF INDIA**
**MINISTRY OF HOME AFFAIRS**
**NORTH EAST FRONTIER AGENCY**
**SHILLONG**

**O R D E R**

*Dated Shillong, the 3rd March, 1970.*

No.PD(A)67/69 :—In pursuance of the provision of Section 8(1) of the Census Act (XXXVII of 1948), the Governor of Assam is pleased to authorise the Census Officers of the North East Frontier Agency to ask all or any of the questions, mentioned in the schedule below to all persons within the limits of his jurisdiction and every person to whom any of these questions is asked shall be legally bound to answer such question or questions to the best of his knowledge and belief as required under the provision of Section 8(2) of the same Act. Provided that no person shall be bound to state the name of any female member of his household, 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.

*Schedule* :

(1) Name of the person, and the person's
(2) Relationship to the head of the household
(3) Sex
(4) Age
(5) Marital status
(6) (a) Age at marriage if the person is a currently married woman,
    (b) Whether any child was born to the person in the last one year if the person is a currently married woman
(7) (a) Place of birth
    (b) Whether the place of birth was rural or urban
    (c) Name of the district to which the place of birth belongs
    (d) Name of State/Country to which the place of birth belongs
(8) (a) Place of last residence
    (b) Whether the place of last residence was rural/urban
    (c) Name of the district to which the place of last residence belongs
    (d) The State or the Country to which the place of last residence belongs

(9) Duration of residence at the place of enumeration

(10) Religion

(11) Name of the Scheduled Caste or Scheduled Tribe to which the person belongs

(12) Literacy (whether literate or illiterate)

(13) Educational level (the examination passed)

(14) Mother Tongue

(15) Proficiency in other languages

(16) Main Activity

(a) The broad category of the main activity in order to determine whether the person is a,

(i) worker (and also to determine whether he is a cultivator, an agricultural labourer, engaged in household industry or other work), or

(ii) non-worker (and also to determine whether the person is a house wife, student, retired person, rentier, dependent because of youngness or old age or disability, beggar, inmate of an institution or other non-worker)

(b) Place of work (the name of the village or town where the main activity is pursued)

(c) Name of the establishment in which the person pursues his main activity

(d) Nature of industry, trade, profession or service to which the main activity of the person belongs

(e) Description of the work the person performs in pursuance of the main activity

(f) Class of worker (so as to determine whether the person is an employee, an employer, a family worker or a single worker)

(17) Secondary work

(a) Broad category of the secondary work a person performs in addition to the main activity and whether the person is a cultivator, an agricultural labourer, a worker in a household industry or other worker with respect to the secondary work

(b) Place of secondary work (name of village or the town)

(c) Name of the establishment where the secondary work is performed

(d) Nature of industry, trade, profession or service to which the secondary work belongs

(e) Description of the secondary work

(f) Class of worker so as to determine whether the person is an employee, an employer, a single worker or family worker with respect to the secondary work

Sd/- Illigible
Adviser to the Governor of Assam,
Shillong.

Memo. No. P.D.(A) 67/69/4747-866 Dated Shillong, the 24th March, 1970.

Copy forwarded to :—

(1) The Publisher, Assam Government Press, with a request that the above notification be urgently published in three consecutive issues of Assam Gazette. (2) All Deputy Commissioners/Additional Deputy Commissioners, NEFA. (3) The Director of Census Operations, NEFA, Shillong. (4) All Secretaries, Deputy Secretaries & Under Secretaries of the NEFA Secretariate, Shillong. (5) All Heads of Departments (Major & Minor), NEFA, Shillong. (6) All Sub-divisional Officers/Circle Officers, NEFA.

S. M. Krishnatry,
Secretary (Planning & Development)
NEFA, Shillong.

APPENDIX—XII.H

**GOVERNMENT OF INDIA**
**NORTH EAST FRONTIER AGENCY**

**ORDER**

Dated Shillong, the 8th January, 1970.

No. PD(A)67/69 :—In exercise of the powers conferred by Section 12 of the Census Act, 1948 (XXXVII of 1948), the Governor of Assam & Nagaland, is pleased to authorise all the Deputy Commissioners & Additional Deputy Commissioners of North East Frontier Agency, to accord sanction for any prosecution under the said Act within the limits of their respective jurisdictions.

Sd/- K. A. A. Raja,
Adviser to the Governor of Assam,
Shillong.

Memo. No. PD(A)67/69/267-725 Dated Shillong, the 16th January, 1970

Copy forwarded to :—(1) All Deputy Commissioners/Additional Deputy Commissioners, NEFA. (2) The Director of Census Operations, NEFA, Shillong. (3) All Secretaries, NEFA Sectt., Shillong. (4) All Deputy Secretaries, NEFA Sectt., Shillong. (5) All Under Secretaries, NEFA Sectt., Shillong. (6) All Heads of Departments NEFA, Shillong. (7) The Accountant General, Assam & Nagaland, Shillong.

S. M. Krishnatry,
Secretary (Planning & Development),
NEFA, Shillong.

# APPENDIX XIII

## PUBLICITY MATTERS

APPENDIX—XIII

**Publicity Matters**

Appendix—XIII. A : Minutes of discussion dated 16.4.79.

Appendix—XIII. B : Minutes of discussion dated 4.5.70.

Appendix—XIII. C : Minutes of Meeting dated 3.8.70.

Appendix—XIII. D : Talking points.

## APPENDIX—XIII.A

**Minutes of Discussion with Regional Publicity Officer (NEFA) Government of India, Ministry of Information and Broadcasting on 16.4.1970**

The Director of Census Operations initiated the discussion. He informed the Regional Publicity Officer that the importance of publicity on census was very great for an area like NEFA. The level of education in the Agency is law and reading of news papers is not popular. Number of radio listening sets are very few in the interior villages. The Regional Publicity Officer (NEFA) agreed that the audio-visual publicity will have to be resorted to extensively. The following points were discussed on this background.

*Films for exhibition in NEFA :*

1. The Regional Publicity Officer told that the films to be exhibited in the villages of NEFA should be procured immediately so as to start early publicity. He communicated that in addition to the projectors available with the Field Publicity Officers some mobile projection units belonging to the Directorate of Publicity were in existence in the interior of NEFA. It was decided that a joint conference of the Director of Census Operations, Director of Information and Public Relations, NEFA and Regional Publicity Officer will be held as early as possible.

*Superstitions and prejudices in the interior of NEFA :*

2. Some people of NEFA still suffer from some prejudices and superstitions against counting of heads. Special efforts will have to be made to dispel these prejudices and explain the purpose of census.

*D.Cs/A. D.Cs view points regarding publicity in the Districts :*

3. As the Deputy Commissioners and the Additional Deputy Commissioners are in constant touch with the people, the publicity efforts should be carried out under their direct supervision.

*Pamphlets and posters :*

4. The Regional Publicity Officer suggested that he had made some proposals to the Government of India regarding preparation of special pamphlets and posters for NEFA. The posters should exhibit tribal faces and background. All phases of census taking should be shown through the posters. Director of Census Operations appreciated the action already taken by Regional Publicity Officer and requested him to take up the matter vigorously with the Director of Audio-Visual Publicity who had been provided with necessary fund for the purpose. It was also decided that the possibility of putting up hoardings in the interior of NEFA would also be examined by Regional Publicity Officer immediately.

The Regional Publicity Officer wanted a copy of the Registrar General, India's letter in which the question of provision of fund had been dealt with. This was provided.

*Talking points* :

5. It was decided that audio-publicity will be carried out through micro-phones before and after the film shows. The Regional Publicity Officer suggested that the talking points should be communicated to him early for the purpose. Regional Publicity Officer agreed to the suggestion that talks and conversations on census matters amongst the NEFA students and villagers (to be organised by the Deputy Commissioners and the Additional Deputy Commissioners) will be recorded by the Field Publicity Officers in their tape recorders and replayed before or after the film shows. It was decided that the good pieces of tape-recording would be made available to the All India Radio for broadcasting.

Sd/- J. K. Barthakur,
Director of Census Operations,
NEFA, Shillong.

Memo. No. Cen—1971/14/69/1055-90 Dated Shillong, the 6th May, 1970.

Copy to :—

(1) The Regional Publicity Officer, NEFA, Shillong for information.

(2) The Director of Information and Public Relations, NEFA, Shillong.

(3) All Deputy Commissioners and Additional Deputy Commissioners, NEFA. They are requested to chalk out the publicity programme in consultation with the Field Publicity Officers and also organise talks and conversation on census matters by NEFA students and villagers to be tape recorded by the Field Publicity Officers.

(4) All Field Publicity Officers, NEFA, for similar action.

(5) The Adviser to the Governor of Assam, Shillong.

(6) The Security Commissioner, Tezpur.

(7) The Director of Audio-Visual Publicity, New Delhi.

(8) The Registrar General, India, New Delhi.

(9) All the Economic Investigators (Census), NEFA.

Sd/- J. K. Barthakur,
Director of Census Operations,
NEFA, Shillong.

APPENDIX—XIII.B

**Minutes of Discussion held in the Office of the Director of Census Operations, NEFA, Shillong with the Director of Information and Public Relation, NEFA and the Regional Publicity Officer, NEFA, Government of India on 4. 5. 1970 at 11.00 Hrs.**

Present : (1) Shri J. K. Barthakur— Director of Census Operations, NEFA, Shillong.

(2) Shri T. P. Khound— Director of Information and Public Relation, NEFA, Shillong.

(3) Shri S. Chopra — Regional Field Publicity Officer, NEFA, Government of India.

*Fund for Publicity* :

1. It was brought to the notice of the officers that the fund for carrying out publicity on census was put centrally at the disposal of the Directorate of Audio-Visal Publicity, Government of India, New Delhi. It was opined that the Director of Audio-Visual Publicity should be requested to note that the requirements of NEFA Census Publicity required special attention. Firstly, the Census Operations in NEFA has to start by the first day of October, 1970, as against the 10th February, 1971, for the rest of the country. Secondly, the publicity material has to be prepared specially to suit the conditions prevailing in NEFA. As for example the pamphlets must be designed to be understood by the junior students of NEFA who will be instructed to explain the contents to their parents and other villagers when they visit their villages. Similarly, the posters must contain simple slogans on a typical NEFA packground. It was decided that the Regional Publicity Officer would take up the case of NEFA Vigorously with the Directorate of Audio-Visual Publicity.

*Community listening Sets* :

2. It was brought out in the meeting by the Director of Information and Public Relation, NEFA, that about 1300 community listening sets were operating in NEFA out of which about half would be in the interior village. He communicated that a radio broadcast in Assamese and local dialects would be listened by a good part of the NEFA population. It was decided that the All India Radio would be requested to carry out and intensive radio-publicity programme.

*Field Publicity* :

3. The Director of Information and Public Relation, NEFA, communicated that he had no Publicity Officer in the districts. It was decided that the Field Publicity Officers would co-ordinate the publicity works at the district level under the guidance and supervision of the Deputy Commissioners and the Additional Deputy Commissioners.

The Director of Information and Public Relation was of the opinion that some publicity materials should be mailed directly to the officials posted in the interior such as teachers and V.L.Ws, so that the time of transit is out to a minimum. This was agreed to. The Director of Census Operations was of the opinion that in all cases the Deputy Commissioners and Additional Deputy Commissioners must be kept inferred of all developments.

The question of eliciting help from the panchayat Samities and the Anchal Samities for Census Publicity was raised. The Director of Census Operations pointed out that earlier the NEFA Administration did not like to make use of the members of the Agency Council for Census publicity and as such the matter might be left entirely to the discretion of the Deputy Commissioners and the Additional Deputy Commissioners.

*Film News :*

4. The Regional Publicity Officer communicated that he had 10 projectors in different parts of NEFA all located in the Districts and Sub-divisional Headquarters. The Director of Information and Public Relation communicated that he had 16 projectors mostly located in the interior Circle and Sub-divisional Headquarters. It was generally agreed that with so many mobile projection units it will be possible to cover all the villages of NEFA for publicity through film shows. It will be possible to cover some villages even more than once. The Director of Census Operations pointed out that before and after the film shows audio publicity could be carried out through the help of micro-phones in the local language. It was decided that talking points would be provided to the Field Publicity Officers who would co-ordinate the programme of publicity at the District and Sub-divisional level under the guidance and supervision of the Deputy Commissioners and the Additional Deputy Commissioners. It was decided that the Deputy Commissioners and the Additional Deputy Commissioners would be requested to prepare the talking-points with respect to their own districts keeping in view the local requirements.

The Regional Publicity Officer pointed out that the Hindi films should be useful in the Tawang area of the Agency whereas in the remaining areas Assamese films would be better understood. It was decided that Regional Publicity Officer would prepare a plan of distribution of the films to different regions. Regional Publicity Officer also pointed out that the films must be procured immediately so that the same could be sent to the mobile projection units as soon as possible and the film shows could be organised in good time. It was decided that the Director of Audio-Visual Publicity and the Registrar General, India, would be requested to send the films to be exhibited in NEFA as early as possible. Director of Information and Public Relation and Regional Publicity Officer said that the demand for films may be revised so that all the mobile projection units could start the publicity work simulteneously. The Director of Census Operations pointed out that the Central Tabulation Officer of the Registrar General, India's office who visited Shillong recently, communicated that the procurement of films might be delayed. He, therefore, requested that the audio-publicity through loud-speakers might be carried out for census work and the film shows could be organised with the existing films. This was agreed to and the Director of Information and

Public Relation and Regional Publicity Officer agreed to issue necessary instructions to the film units for this purpose.

The Director of Information and Public Relation pointed out that many army units located in different parts of NEFA possessed projection units and sometimes the local people were allowed to witness the cinema shows. Most of these units possess 35 mm. projectors. He was of the opinion that if adequate number of slides were provided to those units then the army authority could be requested to exhibit the same during their film shows. It was decided that the Director of Audio-Visual Publicity would be requested to prepare slides both for 16 mm. and 35 mm. projectors so that the same could be used by the army cinema projection units and the mobile projection units of the Regional Publicity Officer and Director of Information and Public Relation. Regional Publicity Officer agreed to take this up with the Directorate of Audio-Visual Publicity.

The Director of Census Operations said that earlier Regional Publicity Officer had agreed to use the tape recording units available with the Field Publicity Officers for the purpose of recording talks and conversations of the NEFA students and the villagers on census matters as a part of census publicity. These tapes could be played at the time of exhibiting films. The good pieces of tape recordings could also be sent to All India Radio for broadcasting. The Director of Census Operations communicated that he had already discussed the matter with a number of Deputy Commissioners and Additional Deputy Commissioners who had agreed to organise tape-recording of such talks and conversations. Regional Publicity Officer agreed to issue necessary instruction to the Field Publicity Officers to render technical assistant to the Deputy Commissioners and Additional Deputy Commissioners in this matter.

*Pamphlets and posters :*

5. The Director of Information and Public Relation agreed to extend his co-operation in the matter of drafting pamphlets and posters for NEFA. He was in agreement to utilise the services of his staff artists to prepare the typical faces and background of NEFA to be used in posters and also design some slogans to be used on the posters. The pamphlets used during 1961 Census were examined and Director of Information and Public Relation was of the opinion that both the contents and the illustrations of these pamphlets would hardly be intelligible to the ordinary people of NEFA. It was agreed to that the Regional Publicity Officer would keep close liaison with the Director of Information and Public Relation and keep him informed of any communication received from the Directorate of Audio-Visual Publicity on the subject. It was agreed to that the draft pamphlets and posters would be prepared within a course of one month and sent to the Director of Audio-Visual Publicity after review by the Director of Census Operations, the Director of Information and Public Relation and the Regional Publicity Officer. The Director of Census Operations agreed to provide all the available materials to the Director of Information and Public Relation so that the pamphlets and the posters could be prepared speedily.

*Hoardings :*

6. It was generally agreed to that the hoardings would be of immense value in NEFA as an effective media of visual publicity. Director of Information and Public Relation related his experience regarding putting up hoardings in the interior of NEFA and suggested that the job could be done satisfactorily only through the Agency of some reputed commercial firms. He was of the opinion that the sizes of hoardings should not exceed 8′×6′ in the Districts and Sub-divisional Headquarters connected by motorable roads and 4′×4′ for the other places. It was agreed to that Regional Publicity Officer would examine the cost factor of putting up these hoardings and take up the matter immediately with the Director of Audio-Visual Publicity.

*Photographs :*

7. The Director of Census Operations pointed out that for the post-census publicity and record, a number of photographs will have to be taken at the circle level mainly to cover two aspects. Firstly, to cover the operational aspects of the 1971 Census such as enumerators and supervisors undergoing training, enumerators carrying out census work in the interior villages, supervisors carrying out post-enumerations checks etc. Secondly, photographs of the people belonging to different tribes, their dresses, ornaments, their habitats etc., need be collected and included in the census reports so that the census figures could be understood in their correct perspective by the readers, and did not give the look of an accumulated lump of tables. Director of Information and Public Relation was of the opinion that many photographs of typical facts of NEFA were already available in his album and these could be used by the Census Department. This would eliminate unnecessary duplication of efforts and enable more complete coverage of the areas and people not adequately photographed before. He was of the opinion that the District Research Officers who were being issued with good cameras within a short time, would be able to help considerably in this respect, if sufficient number of films were provided to them. He also opined that for coverage of the operational parts of census, the Circle Officers could be provided with some films with the request that they could use their private cameras to take up the necessary photographs. The Director of Census Operations agreed that a number of roll films would be procured and sent to District Research Officers and Circle Officers if some funds for this purpose could be located. The Director of Information and Public Relation suggested that after the fund was located and requirement of films was worked out, it would be possible for him to procure the roll films at Director General of Supplies and disposal, rates from the dealers who are already supplying roll films to the NEFA Administration.

Sd/- J. K. Barthakur,
Director of Census Operations,
NEFA, Shillong.

Memo. No. Cen–1971/14/69/1325 –1525 Dated Shillong, the 8th May, '70.

Copy to :

(1) The Director of Information and Public Relation for information and necessary action.

(2) The Regional Publicity Officer, NEFA, Shillong, for information and necessary action.

(3) The Deputy Commissioners and the Additional Deputy Commissioners, NEFA, for information and necessary action.

(4) The Field Publicity Officers, NEFA, for information and necessary action.

(5) The Adviser to the Governor of Assam, Shillong, for favour of information.

(6) The Security Commissioner, Tezpur, for favour of information.

(7) The Director of Audio-Visual Publicity for favour of information & necessary action.

(8) The Director of Programmes, New Delhi, for favour of information & necessary action.

(9) The Registrar General, India, for favour of information and necessary action.

(10) The Assistant Director of Census Operations for necessary action (two copies).

(11) The Charge Superintendents (Senior), NEFA.

(12) The Charge Superintendents, NEFA.

(13) The Economic Investigators, Census, NEFA.

Sd/- J. K. Barthakur
Director of Census Operations,
NEFA, Shillong.

## APPENDIX—XIII. C

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE DIRECTOR OF CENSUS OPERATIONS, NEFA, SHILLONG

The minutes of the meeting of the Stations Director/Assistant Station Directors, All India Radio, and the Press Information Officer held on 3.8.70 at 10.00 hours in the office room of the Director of Census Operations, NEFA.

*Present* :

(1) Shri Das—Station Director, All India Radio, Gauhati.

(2) Shri Roy Choudhury—Assistant Director, Shillong.

(3) Shri H. Chakravorty – Press Information Officer.

(4) Shri Hazarika—Deputy Director, Information and Public Relations, NEFA.

(5) Shri M. B. Rai—Assistant Director of Census Operations, NEFA.

(6) Shrl A. M. Chanda—Assistant Director of Census Operations, NEFA.

(7) Shri J. K. Barthakur—Director of Census Operations, NEFA.

The meeting was convened to discuss the problems faced by the Directorate of Census Operations, NEFA regarding census publicity. The Director of Census Operations informed that though the Directorate of Advertisement and Visual Publicity was approached for preparing pamphlets, posters, hoardings etc., for census taking in NEFA, nothing had resulted so far. As the Census Operations in NEFA have to start by October, 1970, it was necessary now that adequate help was extended by other publicity organs of the Central Government.

The members present in the meeting appreciated the difficulties and promised to render all possible help.

The Station Director, All India Radio, Gauhati, informed that arrangement for broadcasting in Apatani, some dialects of Adi group, Nissi and Tangsa already existed and any talk in these dialects could be broadcasted through the Dibrugarh AIR Station. Arrangement for starting broadcast in Wancho, Idu-Mishmi, Nocte and Monpa dialects were at hand and the advantage of publicity through these dialects might be availed. He informed that the Kameng District was covered by radio broadcast from the Gauhati Station and the programme being relayed to Gauhati by the Shillong AIR Station. He intimated that if any

talk in Monpa, Sherdukpen, Miji, Khowa and other dialects spoken in the Kameng District could be arranged to be recorded at Shillong, then the same could be broadcasted towards Kameng from the Gauhati Radio Station. Shri Hazarika, Deputy Director, Information & Public Relations, NEFA, informed that some Monpa students were studying in Shillong and they could be used for the purpose. He agreed to contact these students and liaison with the Station Director of Shillong AIR Station.

The Director of Census Operations communicated that the Field Publicity Officers were recording talks etc., regarding census in the district and sub-divisional headquarters and they were advised to send the good pieces of recordings to AIR for broadcasting. The Station Director, Gauhati expressed that there would be no difficulty in broadcasting these and suggested that the AIR stations at Pasighat and Tezu could also be utilized for the purpose of recording of talks etc. As for example, the students of the G. T. C. and Jawharlal Nehru College, Pasighat who represent a cross-section of the NEFA intelligential, could be requested to give some talks on census from the Pasighat AIR Station. These talks etc., could be broadcasted later from Dibrugarh and Gauhati AIR Stations. It was also suggested that some influential men of NEFA could also be requested to give talks through the Radio.

The Director of Census Operations suggested that some slogans could be interjected in between the regular programmes of Gauhati and Dibrugarh AIR Stations regarding census in NEFA. The Station Director, All India Radio, Gauhati suggested that in the initial stage some talklets might be broadcasted to prepare the field and at a later stage slogans might be interjected in between the programmes for a more intensive propaganda. He also pointed out that there were some areas such as Monpa area, where the publicity on any subject was best carried out immediately after some religious programme. The Station Director, AIR, Shillong, said that he would take a note of this suggestion.

The 'Fauzi Programme, is very popular all over NEFA. Though the programme is mainly directed towards the army personnel posted in the interior of NEFA, publicity for census through this programme, specially suggestive information at the time of replying the letters may be very suitable for providing talking points to the army personnel as well as educating the others who listened the programme. The Station Director, AIR, Gauhati said the programme was prepared at Gauhati and he would examine what could be done about the suggestion. He mentioned that the 'Vividh Bharati' programme was prepared centrally and there might be difficulty in including propaganda on NEFA Census through this programme. He, however, assured that the proposal would be examined further.

The Station Director, AIR, Gauhati suggested that regular flow of material must be maintained to enable the AIR to keep up a regular publicity programme on Census.

The Director of Census Operations said that the Additional Deputy Commissioner, Sepla had requested to send a AIR mobile recording unit to Sepla for recording some

talks of villagers and requested the Station Director, Gauhati, to send a team to Sepla if possible. The Station Director said that the team would have to be guided to Sepla to which the Director of Census Operations agreed. The Station Director said that he would shortly correspond on the subject.

The Press Information Officer was requested to pay attention to NEFA Census Publicity who promised to render all possible help. He said that he would require information regarding progress of work from time to time to be able to utilize his office for census publicity. He also requested for an article to be published in the coming Independence Day number in the local papers.

The Deputy Director, Information & Public Relations, NEFA was requested to intensify the Audio-Visual Programme as agreed to earlier, in the interior of NEFA and also send assessment of the progress made to the Director of Census Operations, NEFA, from time to time.

Sd/-
( J. K. Barthakur ),
Director of Census Operations,
NEFA, Shillong.

Memo. No. Cen-1971/14/69/5644-5793 Dated Shillong, 7th August, 1970.

Copy to :—

(1) All participants.

(2) All Deputy Commissioners/Additional Deputy Commissioners NEFA. They are requested to communicate progress of publicity work through the Field Publicity Officers and the NEFA mobile cinema units.

(3) The Regional Publicity Officer, NEFA. He is requested to communicate progress of publicity work done through the Field Publicity Officers and also the position of preparation of posters, hoardings etc.

(4) The Adviser to the Governor of Assam, Shillong.

(5) The Registrar General, India, Ministry of Home Affairs, 2/A, Mansingh Road, Kotah House Annexe, New Delhi-11.

Sd/-
( J. K. Barthakur ),
Director of Census Operations,
NEFA, Shillong.

APPENDIX—XIII.D

*SECRET*
*CENSUS IMDT*

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE DIRECTOR OF CENSUS OPERATIONS, NEFA, SHILLONG.

No. Cen-1971/14/69/ Dated Shillong, the 8th May, 1970.

To
All the Deputy Commissioners and
All the Additional Deputy Commissioners, NEFA.
The Regional Publicity Officer, Shillong.

*Subject* :—1971 Census—Taking—Points

Sir,

I have the honour to enclose herewith a compilation of talking-points to be used as publicity material for the conduct of 1971 Census in NEFA. The compilation is far from exhaustive and it will be necessary to work out similar talking-points to suit the requirement of the districts and sub-divisions. I request you kindly to make extensive use of the enclosure in the best possible manner if they are found to be in keeping with the local requirements. The compilation includes a column of explanation as to why a particular talking-point has been suggested and a column for remarks which also includes some of the cautions to be noted while using the talking-points. I shall request you to treat the explanations and the remarks as secret materials.

2. A districtwise compilation of talking-points may please be done as soon as possible and communicated to this office prior to using them as publicity materials.

*Yours faithfully,*
Sd/-
( J. K. Barthakur )
Director of Census Operations,
NEFA, Shillong.

Memo.No. Cen-1971/14/69/ Dated Shillong, the 8th May, 1970.
Copy with a copy of the enclosures to :—

(1) All Charge Superintendents (Senior) for favour of information and necessary action.

(2) All Charge Superintendents for information & necessary action.

(3) All Field Publicity Officers, NEFA, for information and necessary action.

(4) All Economic Investigators (Census), for information and necessary action.

(5) The Director of Information and Field Publicity NEFA, for information and necessary action.

(6) The Security Commissioner, Tezpur, for favour of information only.

(7) The Adviser to the Governor of Assam, Shillong, for favour of information only.

(8) The Registrar General, India, for favour of information only.

(9) The Station Director, All India Radio, Dibrugarh, for favour of using the content of the first column of the enclosure for broadcasting.

(10) The Station Director, All India Radio, Gauhati, for using the content of the first column of the enclosure for broadcasting.

(11) The Assistant Station Director, All India Radio, Pasighat, for favour of using the content of the first column of the enclosure for broadcasting.

(12) The Asstt. Station Director, All India Radio, Tezu, for favour of using the content of the 1st. column of the enclosure for broadcasting.

(13) The Director of Audio-Visual Publicity for favour of information and necessary action.

(14) The Regional Publicity Officer, NEFA, Shillong.

(15) The Statistician, NEFA, Shillong.

Sd/-
( J. K. Barthakur ),
Director of Census Operations,
NEFA, Shillong.

*SECRET*

| Sl. No. | Talking-Point | Explanation | Remarks |
|---|---|---|---|
| 0 | 1 | 2 | 3 |
| 1. | India has a long tradition of taking census. The first census of India took place in the year 1881. Since then, the census is being taken in the country once in every ten years. In 1971, India will complete the 100th year of the proud tradition of census taking.<br><br>The Census may be said to be the process of counting the people. However, in the context of planned development & administrative requirements of deeper probe into the cross-sections of people, the census has long since ceased to be merely a process of counting of the heads. During census various information relating to the different socio-economic aspects of the country, such as the level of literacy, the pressure of population on land resources, social structure etc., are required to be collected. | It is presumed that the people of the North East Frontier Agency are not much acquainted with the underlying ideas of taking census. It is necessary, that these are communicated to the people as elaborately and effectively as possible. The talking-point is to be elaborated whenever necessary. | The reaction of the public to the concept of census be carefully observed and communicated to Director of Census Operations, NEFA. |
| 2. | The Census figures have to relate to a particular date of reference. The sunrise of the first day of March, 1971 will be the reference date for census. As it is not possible to count all the people on this day, the Census Operation will start in the rest of the country on the 10th day of February, 1971 to conclude on the sunrise of the first day of March, 1971. But in view of the difficulties in communication and other geographical factors, it has been decided that the census work in NEFA will start as early as on the first day of October, 1970 to be concluded on the sunrise of the 1st day of March, 1971. | -do- | The geographical conditions of NEFA may be explained in detail to the public. It may be mentioned that some parts of NEFA remain snow-covered during the winter months. In some parts, the population is sparse and villages are far between. In order to cover these areas it is necessary that the Census Operation should start early in NEFA. |

*(Continued)*

*SECRET*

| Sl. No. | Talking-Point | Explanation | Remarks |
|---|---|---|---|
| 0 | 1 | 2 | 3 |
| 3. | In 1891 the population of the India was 23·59 crores. During 1961, the population of India was 43.92 crores, which has shown about a two fold increase in population has taken place in a course of 70 years. | In some parts of NEFA, there is a superstition that counting of mithuns leads to death of mithuns and counting of men leads to death of persons. Efforts should be made to counteract this superstition by stating that by counting the population no decrease in population had resulted. On the other hand the population has increased about two fold in a course of 70 years. | The explanations need not be communicated unless the villagers raise this point of superstition directly. In most parts of NEFA, such superstition does not exist. |
| 4. | Counting of population is essential to determine the quantum of help an area must receive for developmental activities, such as, establishment of schools, hospitals, co-operative societies, small-scale industries etc. It is necessary that the population figures are presented region-wise so that adequate help can be extended to the people inhabiting a region. | In some parts of NEFA, people suspect that counting of people will eventually lead to taxation. This apprehension need be removed once and for all. It may be mentioned that the taxation policy of the Government does not necessarily follow the population criterion, on the other hand, it normally follows the resources position of a region which is not collected in a population census. | The explanation need not be communicated to the villagers unless the point of taxation is directly raised. In most parts of NEFA, people are aware that taxation does not follow census taking. |

(*Continued*)

*SECRET*

| Sl. No. | Talking-Point | Explanation | Remarks |
|---|---|---|---|
| 0 | 1 | 2 | 3 |
| 5. | In other parts of the country, work of actual census enumeration will be preceded by the operation of housenumbering and houselisting. In most States this operation has already been concluded, but, because of difficult situations prevailing in NEFA, it is agreed that operation of housenumbering and houselisting will be conducted by the Enumerators alongwith census enumeration during a single visit. This is an improvement over the modus-operandi of the past censuses taken in NEFA. During 1961 all the Census Schedules were not canvassed in NEFA except in 69 prominent places. In other places a simplified schedule was canvassed. The developmental activity carried out in NEFA during the last 10 years, specially in the field of education and development of communication, has enabled canvassing of all the census schedules in NEFA over an extended period of enumeration in the ensuing census. It is expected that in the next census (in 1981) it will be possible to stick to the All India time schedule of census enumeration. | A sense of pride is required to be inculeated in the minds of the people so that they may own up the census operation in the present form, as a result of their own development. | The developmental activities that have been going on in different parts of NEFA, may be dealt with in detail. It may be pointed out that all the district headquarters and most of the sub-divisional headquarters are now connected with motorable roads; the circle headquarters and many villages are connected with good porter tracks ; medical facilities have reached the door steps of NEFA people, a large number of NEFA children are attending school, many NEFA boys are occupying high public offices and there is a general awareness of the development facilities extended by the Government to the villagers. |

*(Continued)*

*SECRET*

| Sl. No. | Talking-Point | Explanation | Remarks |
|---|---|---|---|
| 0 | 1 | 2 | 3 |
| 6. | The numbering and listing of houses is not new in NEFA. Already the Medical Department of NEFA has numbered and listed the houses for the purpose of spraying D. D. T. as a part of the National Malaria Eradication Programme. Numbering and listing of houses and subsequent spraying of D. D. T. had brought many benefits to the people. | In some parts of NEFA there is a belief that putting a mark on the house may act as an evil charm against the interests of the householders. This superstition must be counteracted effectively. | The explanation need not be communicated unless directly mentioned by the villagers. Numbering of houses has already become a routine procedure in most parts of NEFA and people eagerly look forward to D. D. T. spraying that skilled any vermins residing in the bamboo floored houses in addition to sterilising the mosquitos. The members put on the houses have, thus, brought good luck. |
| 7. | The Deputy Commissioners and the Additional Deputy Commissioners will be in charge of census taking in their respective areas. The Circle Officers have been appointed as Charge Superintendents and therefore will be directly responsible for taking census within the boundaries of their respective circles. A number of enumerators will be appointed to take census whose work will be supervised by the Supervisors. All Census Officers including the Enumerators and the Supervisors are being trained extensively so that census can be taken accurately | It is necessary to emphasise the need of accurate census taking. It should be mentioned clearly that every person must be counted once and none must be counted more than once and that the entire administrative set-up for taking census is aimed at achieving this goal. | The provisions of the Census Act, 1948, may be briefly explained and it may be communicated to the public that giving of false information may lead to prosecution. However, this should be done tactfully and all care should be taken not to provocate the people. |

*(Continued)*

*SECRET*

| Sl. No. | Talking-Point | Explanation | Remarks |
|---|---|---|---|
| 0 | 1 | 2 | 3 |
| | In spite of all the efforts made by the NEFA administration and the Govt. of India, taking census will not succeed unless the people co-operate with the enumerators and the supervisors. It is necessary that people give correct reply to all the questions asked by the Enumerators. It should be realised that taking of census is a national programme and every Indian citizen has a responsibility to see that he is counted in the census operation once but not more than once, and his house is numbered and listed once but not more than once.<br><br>The people should realise that the enumerators will have to canvass a number of schedules within a very short time. The public should co-operate with him and have the patience to answer all the questions and querries. | | |
| 8. | We invite the people of NEFA to get acquainted with the census work. They may contact the Circle Officers if they require any information regarding the census matters. The Senior students of the NEFA Schools will be employed in the ensuing census as interpreters. The students are requested to extend very active co-operation to the enumerators and the district authorities, in carrying out the census works successfully. | There is a positive requirement of public participation in census work. | |

*(Concluded)*

# APPENDIX XIV

## DELEGATION OF FINANCIAL POWERS TO SUPERINTENDENTS OF CENSUS OPERATIONS

# APPENDIX—XIV

## Delegation of Financial Powers

Appendix—XIV.A : Delegation of Financial Powers to Superintendents of Census Operations.

Appendix—XIV.B : Census Superintendents of Census Operations-Delegation of Powers-Enhancement of.

APPENDIX—XIV-A

No. 4/36/58-RG
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

Kotah House Annexe,
2/A, Mansingh Road,
New Delhi-11.
Dated the 20th November, 1959/
Kartika, 1881.

To

The Superintendent of Census Operations, NEFA.

*Subject* :—Delegation of Financial Powers to Superintendents of Census Operations.

Sir,

The Ministry of Home Affairs have sent you a copy of their letter No. 2/16/59-Pub. I(I), dated the 13th November, 1959, delegating financial powers to the Superintendents of Census Operations. I am also enclosing a copy of the same in case you have not received it direct from the Ministry of Home Affairs.

2. In addition to the powers specifically mentioned in the letter of the Ministry of Home Affairs, the following old powers are also in force :

*Para 2 (ii) :*

Powers to sanction the grant of recurring and non-recurring honoraria, up to a limit of Rs. 100/- in each case, to clerks other than those in their own office for work done in connection with the forthcoming Census Operations.

*Para 2 (iv) :*

Controlling officers for their own and their establishment's travelling allowance.

3. A copy of the delegation of Financial Powers Rules, 1958, referred to in the Ministry of Home Affairs letter cited above is also enclosed for your information and guidance.

4. A copy of the instructions issued by the Ministry of Finance in regard to the expenditure on light refreshments (para 4 of the Ministry of Home Affairs letter) is also enclosed.

5. As regards item 2 of the powers, will you kindly send to this office a list of non-official books and publications including newspapers that you wish to purchase, for approval ?

*Yours faithfully,*
Sd/-
D. Natarajan,
Deputy Registrar General, India.

*Enclo* : as above.

COPY *IMMEDIATE*

No. F. 2/16/59-Pub. I(I)
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS

From :

Shri R. K. Shastri, I. A. S.
Under Secretary to the Government of India.

To :

The Registrar General and Ex-officio
Census Commissioner,
Ministry of Home Affairs,
*New Delhi-11.*

Dated the 13th November, 1959/
22nd Kartika, 1881.

*Subject :—* Delegation of Financial Powers to the Superintendents of Census Operations.

Sir,

In exercise of the powers conferred by Rule 10(3) of the Delegation of Financial Powers Rules, 1958, I am directed to say that the President is pleased to delegate the following financial powers to the Superintendents of Census Operations, subject to the conditions or limits, if any, specified in each case.

2. (1) *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.

(2) *Purchase of Books and other Newspapers :* Full powers to purchase for use of their offices, books, newspapers and other publications subject to the condition mentioned in the Delegation of Financial Powers Rules, 1958,—Schedule V, and also subject to the further condition that in respect of non-official publications the purchases will be made from the list of such publications as may be prescribed by the Registrar General and Ex-officio Census Commissioner.

(3) *Contingent Expenditure :* Powers to incur contingent expenditure upto Rs. 1,000/- 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 afore said Rules.

(4) *Miscellaneous Expenditure :* The powers to incur expenditure on entertainment (light refreshments) upto Rs. 200/- p.a. subject to the general instructions issued by the Ministry of Finance.

3. The powers delegated in paras 2(i), 2(iii), 2(v) and 2(vi) of this Ministry's letter No. 2/12/49—Public dated 1st November 1949, as amended from time to time, are here by cancelled.

*Yours faithfully,*
Sd/- R. K. Shastri,
Under Secretary to the Government of India.

No. F. 2/16/59-Pub. I (I) Dated the 13th November, 1959/
22nd Kartika, 1881.

Copy forwarded to the Accountant General in all the States.

Sd/- R. S. Bahl,
Deputy Financial Adviser.

No. F. 2/16/59/ Pub. I (I) Dated the 13th November, 1959/
22nd Kartika, 1881.

Copy forwarded to the Superintendents of Census Operarions, in all the States.

Sd/- R. K. Shastri,
Under Secretary to the Government of India.

Copy to Finance Section/Accounts I Section.

50 spare copies to Public I Section.

APPENDIX—XIV.B

No. 3/25/66/-RG

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA.

2/A, Mansingh Road,
*New Delhi-11,*
Dated the 12th June, 1971.

To

The Director of Census Operations and
Ex-officio Superintendents of Census Operations in all
States/Union Territories and NEFA.

*Subject* :—Census—Superintendent of Census Operations—
Delegation of powers—Enhancement of.

Sir,

I am directed to say that, in supersession of the Ministry of Home Affairs' letter No. 2/150/60-Pub.I dated the 7th November, 1960/16th Kartika, 1882, on the subject noted above, the President is pleased to enhance the powers delegated to the Superintendents of Census Operations (re-designated as Directors of Census Operations and Ex-officio Superintendents of Census Operations with effect from the 1st September, 1969) in paragraph 2(i) of the Ministry of Home Affairs' letter No. 2/16/59-Pub. I dated the 22nd December, 1959, to create temporary posts, subject to the condition that the pay of the appointments to such posts does not exceed Rs. 200/- (Rupees two hundred) only per month, and to fix the pay of the posts, for the period from the 1st January, 1970 to the 31st December, 1973.

2. Paragraph 2(i) of the Ministry of Home Affairs' letter No. 2/16/59-Pub.I dated 22nd December, 1959, May, therefore be substituted by the following :—

"(i) Powers to create temporary posts subject to the condition that the pay of the appointments to such posts does not exceed Rs. 200/- (Rupees two hundred) only, per month, and to fix the pay of the posts. These powers will be operative during the period from 1st January, 1970 to 31st December, 1973 and will be applicable in cases where the posts carry fixed pay or scales of pay which have not been approved by the Ministry of Finance"

3. This has the concurrence of the Ministry of Finance accorded *vide* their U. O. No. 3994-HF/70, dated the 27th May, 1970.

*Yours faithfully,*
Sd/-
(K. D. Ballal)
Deputy Registrar General, India and
Ex-officio Deputy Secretary to the Govt. of India
in the Ministry of Home Affairs

No. 3/25/66-RG

New Delhi-11, the 11.9.1970

Copy, with 51 spare copies, forwarded to the Ministry of Finance, for onward transmission to the Accountants General in all States (except Gujarat and West Bengal) ; Senior Deputy Accountant General, Gujarat, Rajkot, Branch, Rajkot ; Accountant General, Central, Calcutta ; Accountant General, Central Revenues, New Delhi ; the pay and Accounts Officer, Pondicherry ; and the Director of Accounts, Goa, Daman & Diu, Panaji.

Copy to Ministry of Home Affairs' File No. 28/199/68-Pub.I.

Sd/- K. D. Ballal,
Deputy Registrar General, India and
Ex-officio Deputy Secretary to the Govt. of India
in the Ministry of Home Affairs

# APPENDIX XV

## ADDITIONAL FOLDERS ISSUED TO ENUMERATORS, SUPERVISORS AND CHARGE SUPERINTENDENTS

APPENDIX—XV

**Additional Folders issued to Enumerators, Supervisors and Charge Superintendents.**

Appendix-XV.A : 1971 Census—Abbreviated instructions to fill in Individual Slip.

Appendix-XV.B : 1971 Census—A guide for Census Enumerators.

Appendix-XV.C : 1971 Census—A brief for the Census Supervisors.

Appendix-XV.D : 1971 Census—Charge Superintendent's desk card.

APPENDIX—XV-A

## 1971 CENSUS

### Abbreviated Instructions to fill in Individual Slip

*(These instructions cannot replace reading of the instruction booklet. These are only for quick reference in the field by the enumerator).*

*Question No. 1 :* **Name**—Write name in full. For newly born babies yet to be named, write 'baby' and name of father/mother in bracket.

*Question No. 2 :* **Relationship to Head**—In case of head of household write 'Head', for others write the exact relationship to the 'Head' in full. Do not use ambiguous words like 'Nephew' or 'Uncle'. For unrelated persons write unrelated'.

*Question No. 3* : **Sex**—For 'Females' write 'F', for Males, eunuchs and hermaphrodites write 'M'.

*Question No. 4 :* **Age**—Record age in *completed* years, (last birth day). For infants less than one year old, write 'O' (infant).

*Question No. 5 :* **Write**—

NM—for never married ; M—for married ;
W—for widow, widower, S—for separated or divorced.

*Question No. 6 :* **for currently Married Females only**—This question relates to *currently married females* only, i.e. all women whose marital status is shown as 'M' against question No. 5. For others put 'X' in answer to questions 6(a) and 6(b).

(a) Age at the marriage—Record the age at which the currently married woman was married *for the first time.*

(b) Any child born in the last one year :—Did the currently married female give birth to a child during last year prior to the date of enumeration ? If yes, write 'Yes', even if the child had died soon after birth, but write 'No', if the child was born dead (still birth). For twins or multiple births, write 2, 3 etc., within round brackets ( ) after the entry 'Yes'.

*Question No. 7 :* **Place of Birth**—(a) For a person born in the place where he is enumerated write 'PL' and put 'X' against sub-items (b), (c) and (d). For others write the actual name of the place of his birth.

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(b) Rural/Urban—Put 'X' if the entry against (a) is 'PL', for others ascertain if the place of birth was a village or town at the time of his birth. If it was rural write 'R', if urban write 'U' if not known write 'Not known'. If the place of birth was a foreign country write 'X'.

(c) District :—Put 'X' if entry in (a) is 'PL', write 'D' if the place of birth was within district of enumeration, for others write the name of the district where the person was born, if not known write 'Non known'.

(d) State/Country :—Put 'X' if entry in (a) is 'PL' for others write the name of the State/Union Territory where the person was born. If the person was born in a foreign country write the name of the foreign country.

*Question No. 8* : **Place of last Residence**—(a) Place of last residence, write 'PL' for a person who had been in the village or town of enumeration continuously since birth (except for a purely temporary outside stay) and put 'X' against sub-items (b), (c) and (d).

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

(b) Rural/Urban—Follow instruction given for item No. (7)b.

(c) District—Follow instructions given for item No. 7(c).

(d) State/Country—Follow instructions given for item No. 7(d).

*Question No. 9* : **Duration of Residence at the village or town of Enumeration**—Put 'X' if entry in 8(a) is 'PL', for others record the period of the existing continuous residence in the place of enumeration in years.

*Question No. 10* : **Religion—**

| | | | |
|---|---|---|---|
| For Hinduism write | —H | For Islam write | —I |
| For Christianity write | —C | For Sikhism write | —S |
| For Budhism write | —B | For Jainism write | —J |

For others record the religion as returned.

*Question No. 11* : **Scheduled Caste, Scheduled Tribe**—If the person belongs to a Scheduled Caste or Scheduled Tribe and this Caste or Tribe *finds place in the list furnished to you,* then record the name of the Scheduled Caste in the *top rectangle* or of the Scheduled Tribe in the *bottom rectangle,* For others write 'X' in *both the rectangles.*

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*Question No. 12 :* **Literacy (L or O)**—For a person who can both read and write, record 'L' *inside* the triangle. For a person who can neither read nor write or merely read out but cannot write in any language write 'O' *inside* the triangle. All children of 4 years or less should be treated as illiterate and write 'O' *even if a child goes to school*

*Question No. 13 :* **Educational Level**—Put 'X' if entry in question No. 12 is 'O'. For others record *highest educational level* (e.g. highest class passed) attained by the person.

*Question No. 14 :* **Mother Tongue**—Record the mother tongue of the person. (*Read paragraph 74 and 75 of the instruction booklet*).

*Question No. 15 :* **Other Languages known**—Record the name (s) of the language (s) the person knows in addition to his mother tongue. The proficiency in *not more than two languages* need be recorded. Put 'X' if the person knows no language other than the mother tongue.

*Question No. 16 :* **Main Activity**—16(a)(i) If the individual is a worker, then classify him with the following abbreviations to be put inside the top box. Also put 'X' in the bottom box. (*Read paragraphs 78 to 98 of the instruction booklet*).

C—For Cultivator (*Those engaged in cultivation and not merely owning cultivated land. Does not include those who grow vegetables or fruits, keep orchards or groves, work in plantations).*

AL— For Agricultural Labourer (*One who merely works in others' land for wages having no risk in the cultivation, right of lease or contract on the land he works*).

HHI— for Household Industry (*An industry participated and conducted by one or more members of the household, within the village in case of rural areas and within the household premises in case of urban areas*).

OW— For Other Workers (*Government servants, factory workers, teachers, growers of fruits and vegetables, keepers of orchards and groves, workers in plantations etc., will be included in this category i.e., OW will be applicable to all workers who are not C, AL or HHI*).

16(a) (ii) If the person is a non-worker, then put 'X' on the top box and classify him with the following abbreviations to be put inside the *bottom box.* (*Read paragraphs 99 to 109 of the instruction booklet*).

H— For household duties (*Engaged in unpaid house duties*).

(ASK SUPERVISOR OR CHARGE SUPERINTENDENT FOR CLARIFICATION OF ANY DOUBT YOU MAY HAVE BEFORE, DURING OR IMMEDIATELY AFTER THE ACTUAL ENUMERATION WORK. DO NOT HARBOUR DOUBT.)

**ST—** For students.

R— For retired persons or rentiers.

D— For dependents (*Young children who do not attend school and those who are permanently disabled due to illness or old age*).

B— For beggars.

I— For institutions (*Will include convicts in jail, inmates of a penal, mental or charitable institutions, but will not include undertrial prisoners in jail or quarter-guard*).

O— For other non-workers.

**16(b), 16(c), 16(d), 16(e), 16(f)**—If the person is a Non-worker or Cultivator (C) or an Agricultural Labourer (AL), then put 'X' covering the questions 16(b) to 16(f). For the workers returned as HHI and OW against 16(a) (ii) fill in the columns 16(b) to 16(f). (*Read paragraph* 110 *to* 124 *of the instruction booklet*).

For question No. 16(f) the following abbreviations will be used.

ER—for employer
EE—for employee
SW—for single worker
FW—for family workers

*Question No. 17 :* **Secondary Work**—The instructions given for question No. 16 will generally apply to this question also. Note that the person returned as a non-worker in question No. 16(a) may be engaged in secondary work and the details of the same will be recorded in reply to this question. (*Read paragraphs* 125 *to* 128 *of the instruction booklet*).

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APPENDIX—XV.B

**1971 CENSUS**

**A GUIDE FOR CENSUS ENUMERATORS**

As a census enumerator, you are performing a duty which is of great national importance. The data you provide through the census, will form the basis of national planning. 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.

***Before you proceed to the village*** :

You are to equip yourself with necessary training and materials. Prior to proceeding to the village you may ask yourself the following eleven questions :—

(i) **Had you been trained ?**

Your training will consist of explanation of the basic ideas underlying the census operations, instruction to understand the forms, and schedules and also practical training in the field. If you have not been trained, please ask the Charge Superintendent when the training course would be held and make it a point to attend the same. If you have missed the training course already conducted by the Charge Superintendent, then request him to hold another training course.

(ii) **Have you thoroughly understood the meaning of each item of the forms and schedules you are required to fill in and each sentence of the instruction booklets issued to you ?**

If you have any doubt left, please ask the Charge Superintendent to clarify them. Do not harbour any doubt. Accuracy of census depends upon your fully understanding the forms and the instructions.

(iii) **Have you received the following stationery articles ?**

| | | | |
|---|---|---|---|
| Pencil ordinary | 2 Nos. | Envelopes, Small | 6 Nos. |
| Pin | 2 Pkts. | Paper, Brown | 6 Sheets. |
| Tag | 1 Bundle. | Candle | 6 Nos. |
| Eraser | 2 Nos. | Match Box | 1 No. |
| Ball, twine | 1 No. | Paper, writing | 6 Sheets. |
| Envelopes, Big | 6 Nos. | Paper,drawing | 2 Sheets for each village. |

If not, please ask the Charge Superintendent to supply you with the full quota of the stationery. If, however, any item of stationery had been issued to you in excess through oversight, please return the same to the Charge Superintendent.

(iv) **Have you received the list of the village you are required to cover during the census operations and learnt about the shortest routes to be followed to reach them ? Have you, also, noted down the location code with respect to each of the villages you are required to enumerate ?**

If not, please collect the necessary information immediately from the Charge Superintendent.

(v) **Have you received the ferro-printed copy of the village layout map of all the villages/enumerator's blocks you are required to enumerate ?**

The ferro-printed copy will contain the name, location code, streets and other important landmarks of the inhabited areas of the village and the layout of the houses. The map will also contain the approximate population of the village at the time the layout plan was drawn.

In case you are to enumerate a part of the whole village, then the Charge Superintendent will clearly demarcate the extent of each Enumerator's Block on the village layout map and indicate which part you are to enumerate. Please examine if such demarcation exists on the maps supplied to you. If there is none, then please ask the Charge Superintendent to do the needful and explain the details to you. In all cases, ascertain whether you are to enumerate the whole village or a part of it marked on your map as an Enumerator's Block. If you are to enumerate only a part of the village, then find out who will be enumerating the other part. In most of the cases you will be the person to enumerate the other part or parts of the village too. Have you anyway, understood the difference between a village and an Enumerator's Block ? The Enumerator's Block is a part of the village or a whole village. An Enumerator's Block will never comprise of two villages.

(vi) **Have you received sufficient quantity of Individual slips, houselist forms, establishment schedules and the instruction booklets ?**

All these will be contained in a polythene bag bearing the name and the code of the village you are to enumerate, on an identity card. Please check up the number of houses and the person indicated in the village layout maps with the quantity of forms etc., supplied to you. In the Houselist Form one line will be used for one household. Therefore, you will require more lines than the number of houses indicated in the map. You will require one Individual Slip for one person. You are to carry a quantity of Individual Slips, Houselist Form and Establishment Schedules etc., in excess in order to meeting unforseen circumstances.

(vii) **Have you received sufficient quantity of ancillary forms ?**

After filling in the individual slips, you will be required to fill in the Population Record and the Enumerator's Daily Posting Statements (separately for males and females)

and the Enumerator's Abstract. After filling in the Houselist Form and the Establishment Schedule, you are to prepare a Houselist Abstract (Form-I) in four copies. Please be sure that you have received sufficient copies of the following forms :—

(1) Individual Slip
(2) Degree holders and technical personnel card
(3) Population Record
(4) Enumerator's Daily Posting Statement (Males)
(5) Enumerator's Daily Posting Statement (Females)
(6) Enumerator's Abstract
(7) Houselist Form
(8) Establishment Schedule
(9) Houselist Abstract (Form—1)

*NOTE :* The Individual Slips will be supplied in pads of 100 and 25. One or more whole pads are to be used for one Enumerator's Block and a single pad must not be used for two blocks even if lots of blank slips remain unused in the last pad. If you are entrusted with the work of enumeration in more than one block of the same village, please check up if you have received separate lots of pads for each Enumerator's Block. Similarly, Houselist and Establishment Schedules are to be filled in separately for each Enumerator's Block. Please check up if you have received sufficient number of these and the ancillary forms.

(viii) **Have you received or procured the material for numbering the houses ? You are to use coal-tar to number the houses.**

(ix) **Have you received the list of the Scheduled Castes and Scheduled Tribes of NEFA ?**

(x) **Have you received large paper sheets to draw the map of the village ?**

(xi) **Have you submitted your movement programme to the supervisor and the charge superintendent ? Do you know them ?**

*In the village :*

On arriving at the village an after meeting the village Chiefs and the elders and explaining to them the purpose of your visit, please take the following steps.

*Houselisting :*

(i) Ascertain the identity of the village. If the name of the village is incorrectly written then write down the correct spelling on the village layout map (in bracket after the ferro-printed name of the village.)

(ii) Go round the village or the Enumerator's Block with the ferro-printed copy of the village layout map and check up if all the houses are correctly marked on the map.

If you find that a house shown in the map has since been dismantled then put a circle around the symbol of the house appearing in the map and write down "Dismantled" on the side. If you find that a new house has come up in the intervening period, mark the portion of the new house on the map with the appropriate symbol (non-residential pucca ▥ residential pucca ▱ non-residential kutcha ◬ residential kutcha △).

(iii) Pick up your housenumbering materials and start numbering the houses from a convenient place. You are to mark the Building and the Census House numbers on or near the entrance of the houses after notifying the householders about your intention. It will be convenient if you make the village Chief or elders accompany with you during this operation. After a house is numbered, write down the number on the Village Layout Map against the symbol of the house so numbered. By reading entries on the map, one should be able to say how you had numbered the houses. The granaries are not to be numbered.

(iv) After numbering the last house of the village, you are to fill in the Houselist Form and a simultaneously, the Establishment Schedule, starting from the first house you have just numbered.

(v) After filling in the Houselist Forms and the Establishment Schedule, please fill in the Houselist Abstract (Form—I). This completes the first phase of your work.

*Enumeration :*

(vi) Visit again the first house and record the particulars with respect to each member of the households living in the house, in the Individual Slips. If you find a member of the household to be a graduate or a technical diploma or certificate holder then you are to hand over a blank, 'Degree holders' and 'technical personnel cards' to him and get the form filled in by him. As soon as the particulars of all the members of the household had been taken down in the Individual Slips, copy out the relevant information regarding the household in the Population Record Form. After you have filled in the Population Record Form, start collecting the particulars about each member of the next household living in the house. If the house is inhabited by only one household then move on to the next house.

In this manner carry on collection of the particulars about all the persons of the village in the Individual Slips and about all the households in the Population Record Forms. When you stop your work for the day, please see that you have collected the particulars about all the individuals and the households of the last house you have visited so that you may start your work in a new house next morning. It is needles to stress that you must ascertain that the persons you have enumerated in the village had not already been enumerated in another village.

(vii) After the day's work of collecting the particulars about the individuals and the households is over, you are required to fill in Enumerator's Daily Posting Statement

(for male) and Enumerator's Daily Posting Statement (for female) in your 'Camp'. Please ensure that you do not keep this work pending and fill the forms before you retire.

(viii) Continue the above operations every day till you have collected the particulars regarding each individual in the village/Enumerator's Block.

(ix) Having satisfied yourself that particulars regarding everybody in the village have been collected, go round the village/Enumerator's Block once more and check up with the householders that all the persons of the household have been enumerated. It will be good if you can persuade the village Chief and the elders to accompany with you on this round. During this visit, ask every householder if any member of the household had been camping somewhere outside (say in the field-huts or hunting platforms ) or any member had gone temporarily out to another village for any purpose. For the purpose of this census, such temporary absence will not disqualify a person to be enumerated in the household where he normally resides. But if anybody is living in the field huts or any other isolated house more or less permanently and as a result you have not enumerated the person in the village, then you will have to walk down to the field hut or house and collect the particulars of the person after numbering and listing the house he usually resides in, and treating the person as the member of a separate household.

(x) After you have satisfied yourself that the particulars regarding all the individuals belonging to the village/Enumerator's Block had been collected, please fill in the Enumerators Abstract. The entries in this abstract are to be culled out of the Enumerator's Daily Posting Statement (for male) and the Enumerator's Daily Posting Statement (for female), and for two additional columns pertaining to "institutional" and "houseless" population, out of the Population Record.

(xi) Finally, please check up if the entries you have made in different forms are consistent with what you have recorded in the Individual Slips, the Houselist Forms and the Establishment Schedules. This part of your work is very important as otherwise you may have to answer awkward questions put by your Supervisor and Charge Superintendent. This completes the second phase of your work.

*Census Frame* :

(xii) Before you leave the village, please ascertain the boundaries of the village in consultation with the Chief and the village elders. You should realise that the village sketch map supplied to you related to only the inhabited areas of the village. The definition of the village that we have adopted relates to the traditional boundaries of the village and therefore, to be sure that geographical coverage of the village and consequently, of the entire Agency is complete under the census operations, it is necessary to collect the boundary particulars of the village. Each village in NEFA has a definite boundary. Collect the names of the natural objects such as streams, hill-peaks etc., that form the nothern, eastern, southern and western boundaries of the village. On the blank sheet provided to you, draw the rough sketch of the village and write down the names of the natural objects that fall on the boundary of the

village. Mark the location of the inhabited areas you have just enumerated on this map. If there is any other hamlet (camp, single hut, group of houses) at a distance, whether or not enumerated by you, mark the position of the same on the map. Write down the names of the village that fall beyond the boundaries of the village. Work out the rough area of the village in terms of square miles. Mark the important landmarks, such as, roads and tracks passing through the village area and also indicate the location of the cultivated areas inside the village land and work out the acreage under cultivation roughly. If there is any permanent cultivation like terraced field, orchards etc., indicate the same on the map giving the acreage as accurately as possible. Ascertain that you have included the homestead land, jhum land, water-areas, hunting ground, grazing ground and all other types of land over which the villagers have traditional right and which form the compact identity of the village. The information is to be collected from the Chiefs and village elders as stated by them. Do not forget to put the North, South, East and West directions on the maps so that it may be linked up with the map drawn by the enumerator in the next village. This map is to be prepared with respect to the village as a whole even if you have enumerated just a part of it.

(xiii) After you have drawn the village map, you have completed the last phase of your work. Please stitch the filled in Houselist Forms, Establishment Schedules and the Houselist Abstract (Form-I) together. Make a bundle of these and all other forms you have filled in checking up if you have put your signature on all the forms and statements. Put the bundle inside the polythene bag supplied to you and close the mouth of the bag securely so that the contents are not spoiled by rains. Hand over the bundle to the Supervisor if he happens to be present in the village or in the Circle Headquarters as per arranged programme, otherwise, hand it over personally to the Charge Superintendent in the Circle Headquarters.

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APPENDIX—XV.C

**1971 CENSUS**

**A BRIEF FOR THE CENSUS SUPERVISORS :**

The Supervisor forms an important link in the chain of Census Officers. He alone is in a position to supervise the work of the enumerators in the field closely and guide them in their day-to-day work. He should take pains to learn all about the census work from the Charge Superintendents concerned. His particular attention is drawn to the following points :—

(i) He should acquaint himself with the Supervisor's Circle for which he is appointed. He should know the names and the location codes of the villages falling under his circle. He should know if any of the villages is to be split into more than one Enumerator's Block and whether such a splitting has already been done by the Charge Superintendent concerned. He should also know how to reach the villages and conduct supervision with least possible trouble and shortest possible time.

(ii) He should be familiar with the enumerators appointed under him. The names of the enumerators and the Enumerators' Blocks they are to enumerate should be known to him by heart. He should also know the movement programme of the enumerators. He should know thoroughly the Job the enumerators are expected to perform.

(iii) He should be well-versed in the instructions to fill in various forms and schedules and be in a position to remove doubts and difficulties of the enumerators placed under him. He should read all the census circulars available with the Charge Superintendent.

*During Training* :

(iv) He should help the Charge Superintendent in correcting the trial slips filled in by the enumerators. He should ascertain that the enumerators have received the required number of schedules and instructions booklet, the stationery articles and the material for house-numbering.

*During Enumeration* :

(v) He must visit the Enumerator's Blocks placed under him and see whether the forms have been correctly filled in by the enumerators by interrogating the householders once more.

He should check all the forms filled in by the enumerators and correct the internal inconsistencies and common mistakes. The following forms will be possessed by the enumerators in the field.

| **Operation** | **Main Schedule** | **Ancillary documents :** |
|---|---|---|
| Enumeration | 1. Individual Slip | 1. Enumerator's Daily Posting Statement for Males. |
| | 2. Degree holders' and Technical personnel cards. | 2. Enumerator's Daily Posting Statement for Females. |
| | | 3. Enumerator's Abstract. |
| | | 4. Population Record. |

| | | |
|---|---|---|
| Houselisting. | 1. Houselist Form,<br>2. Establishment Schedule. | 1. Houselist Abstract Form—I. |
| Identification of Census Frame. | ,,, | 1. Ferro-printed copy of the Village Layout Map to be corrected and marked by the enumerator in the village.<br>2. Two sheets of the Village Maps showing the traditional boundaries etc., drawn by the enumerator in the village. |

(vi) He should verify both the 'Enumerator's Daily Posting Statement' (Males) and 'Enumerator's Daily Posting Statement' (Females) and 'Population Record' with the 'Individual Slips'. The 'Enumerator's Abstract' is to be verified with the 'Enumerators Daily Posting Statement' (Males) and 'Enumerators Daily Posting Statement' (Females) for all except the entries to be made for the 'houseless' 'households and institutional' households for which the verification is to be carried out with the Population Record. After verifying all the forms etc., he should certify that 100% verification has been made and put his signature in the space provided for the purpose in the forms and schedules. Similarly, 'Houselist Forms' and the 'Establishment Schedules' are to be checked and verified with each other and then with the filled in 'Houselist Abstract (Form—I)'. He should ensure that the Houselist Abstract (Form—I) is stitched with filled in Houselist and Establishment Schedules with respect to the "Enumerator's Block".

(vii) He should assist the enumerators in preparing the village boundary map and locating the inhabited and other areas on this map. He should ensure that the residential areas, existing Jhum fields, permanently cultivated areas, jungle grown areas normally used for jhuming, hunting ground, grazing ground, water areas etc., have been shown in the map with approximate areas in acres. He should also ascertain that the boundaries of the villages have been defined with natural objects and the names of the villages lying beyond the boundaries have been recorded. He should make an eye estimation of the village area himself in square miles and record the same on the side of the area figure estimated and recorded by the enumerator. He should verify this map with the map drawn by the enumerators of the neighbouring villages and point out the inconsistencies, if any, to the Charge Superintendents.

(viii) He should collect all the papers from the Enumerators at the time and place fixed in advance and also prepare his own report and then handover all the papers to the Charge Superintendent.

(ix) He should help the Charge Superintendent to prepare the provisional population total and filling in the 'Houselist Abstract (Form—III)' with respect to the work done by the enumerators placed under him, and clarify to the Charge Superintendent any particular point the latter may raise regarding the work of the enumerators or the schedules they had filled in.

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APPENDIX—XV.D

## 1971 CENSUS

## CHARGE SUPERINTENDENT'S DESK CARD

A Census Charge is under you and your responsibility is very great. You are under the full way of the Indian Census Act 1948 (Act No. XXXVII of 1948) and wholly responsible for taking of Census within your charge. Your duties may be summed up by the slogan—"every person must be enumerated once and not more than once ; every house must be numbered and listed once and not more than once". But do remember that this has to be done within a specific time and in a specified manner. The country cannot accommodate failure—whatever be its cause. To be successful, sufficient power has been vested upon the Deputy Commissioners and the Additional Deputy Commissioners who can, if required, take recourse to the penal provisions of the Indian Census Act, 1948 or any other law in force in NEFA.

**Preparatory work :**

(1) You must read all the Census Circulars. Each circular unfolds the meaning and the method of implementation of a particular phase or aspect of the census work. Because of the peculiar circumstances prevailing in NEFA, each circular directs you to collect certain information and perform certain acts. Have you done these ? If not, read through the circulars once more, understand them thoroughly and act immediately as required.

(2) You must understand the meanings of each item of the forms and schedules and the instruction booklets for the enumerators. You are to train the Supervisors and the Enumerators. Unless you are clear in your mind about what these Census Officers are required to do, you may face difficulty from time to time.

(3) You must check up if you have completed the circle maps and the Village Layout Maps with respect to all the villages under your administrative jurisdiction and send them to the Director of Census Operations, NEFA for the purpose of taking out ferro-printed copies and re-issuing the same to you.

(4) You must be sure that a location code has been given to all census villages of your 'Charge'. If you find that any census village has not been given a code number then you are to report about it to the District Census Officer immediately. Check up if the 'Forest areas' have been sub-divided into 'Census villages' and given location codes.

(5) You must sub-divide the big census village and the census villages with hamlets into Enumerator's Blocks and assign necessary code numbers to such blocks.

(6) You must check up the list of Enumerators/Supervisors appointed at the district/sub-division level and ensure that an Emumerator and a Supervisor have been appointed for each of the Enumerator's Block within your charge and you have trained them to carry out census work. You must know the list of the reserved Enumerators and the Supervisors to be drawn upon on an emergency, who must be trained along with the other Enumerators and Supervisors. The student interpreters and the other interpreters must also be given adequate training so that they may understand what the job at hand would demand of them.

(7) You must work out the requirement of forms, schedules and the instruction booklets independently and report the same to your next Superior Officer.

(8) The Emumerators and the Supervisors must receive their quota of forms, schedules, instruction booklets, stationery, ferro-printed copies of village layout maps, houselisting materials etc. Please ensure that the marking of the pad numbers and the slip numbers have been done. All the materials issued to the Enumerators are to be packed inside a polythene bag (supplied with the forms etc.) for protection against the rains. You must maintain an Issue Register of forms etc.

(9) The programme of enumeration must be drawn by the Enumerator, approved by the Supervisor and accepted by yourself. You must make administrative arrangements to implement the programme.

(10) The plan of supervision must be prepared by the Supervisors and you must approve it. The administrative arrangements must be made to implement the plan of supervision.

(11) You must draw up your own plan of surprise checks and your immediate superior must approve it.

**During the operation**

(12) You must satisfy yourself all the time that the census work is progressing according to Schedule. You must devise remedial measure as soon as any weakness comes to notice.

**After the operation**

(13) You must receive back the properly filled in and signed forms and schedules from the Enumerators through the Supervisors, for each Enumerator's Block separately. Each packet should contain the following filled in forms etc.

| Operation | Main Schedule | Ancillary Documents |
|---|---|---|
| A. Enumeration. | 1. Individual Slip. | 1. Enumerator's Daily Posting Statement for males. |
| | 2. Degree holders' and technical personnel cards. | 2. Enumerator's Daily Posting Statement for females.<br>3. Enumerator's Abstract.<br>4. Population Record. |
| B. Houselisting. | 1. Houselist Form.<br>2. Establishment Schedule. | 1. Houselist Abstract. (Form—I) |
| C. Identification of Census Frame. | | 1. Copy of village Layout Map corrected and marked by the Enumerator and Supervisor.<br>2. The village boundary Map drawn by the Enumerator and checked by the Supervisor. |

(14) You must receive back from the Enumerator the marked copy of village layout map used by the Enumerator in the field for each Enumerator's Block and the village boundary map drawn in the village by the Enumerator for each village, through the Supervisor. You must understand these maps before you discharge the Enumerator or the Supervisor.

(15) As soon as you receive the filled in Individual Slips along with the ancillary documents for all the Enumerator's Blocks under your charge, you must prepare a "provisional total" for the charge from the "Enumerator's Abstract" and send it immediately by "Crash/Flash/Most Immediate" message to the Deputy Commissioner or the Additional Deputy Commissioner to enable him to prepare provisional totals for the district or sub-division. You must repeat a copy of this message or telegram to the Director of Census Operations, NEFA, Shillong, ( SCONEFA, Shillong-3 )

(16) You must fill in the form called 'Houselist Abstract for Charge, Form III' separately for Rural and Urban areas triplicate, for your Charge, on the basis of the information received from the 'Houselist Abstract, (Form—I) submitted by the Enumerators.

(17) You must pack all the documents under your personal supervision and ensure that sufficient precaution has been taken to protect them from rains. You must return the unused forms etc., also. You are to engage a special messenger to deliver the packets to the Deputy Commissioner or the Additional Deputy Commissioner and inform the Director of Census Operations, NEFA, Shillong, telegraphically or by wireless message about the despatch of the packet from your headquarters.

(18) You must work out the amount of honorarium to be paid to the Enumerators, Supervisors, student interpreters etc., and communicate the same to your next higher officer.

# APPENDIX XVI

## 1971 CENSUS—INDENT FOR CENSUS FORMS

APPENDIX—XVI

No. 9/1/69-CTU

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

New Delhi-11, the 4th February, 1969.

To

All Superintendents of Census Operations, NEFA.

*Subject* : 1971 Census—Indent for Census Forms.

Sir,

As you are aware, printing of Census Schedules is itself a massive operation. Recently this was discussed with the Chief Controller of Printing and Stationery in all its details. It was felt that as the Houselisting Operation will start in February, 1970, it is necessary to take immediate steps for acquiring the required quantity of paper and make appropriate arrangement for the printing of the schedules. For this purpose, estimates of various forms and other literature connected with 1971 Census Operation have been made in this office.

2. The method for estimation of total form requirement for 1971 Census is spelt out in the enclosed note. We have also estimated the requirement of forms in various regional languages. The basis for this estimate was the proportion of schedules in different languages allocated to the various States *vide* this office circular letter No. 13/8/59-RG dated the 8th December, 1959. The requirement of various forms for 1971 Census Operation and also for training purposes pertaining to your State is given in the enclosed statement. You are requested to get these estimates scrutinized and give your requirement by the middle of this month at the latest.

3. Estimates for Enumerator's Daily Posting Statement for males and females separately and Enumerator's Abstract have been worked out on a consolidated basis. The language break-up may kindly be worked out at your end and intimated to this office.

4. The favour of very early action in the matter is requested.

*Yours faithfully,*

Sd/-
(K. K. Chakravorty)
Central Tabulation Officer

Encl : As above

**Method for estimation of total form requirement for 1971 Census.**

GENERAL CENSUS REQUIREMENTS :

*(a) Individual Slip* : It has been based on projected population estimates which have been further increased by 10% to cover wastage and emergency requirements.

*(b) Household Form* : Total estimated population for 1971 Census has been divided by 5 (average size of a household) which has been further divided by 10 to arrive at Sample Households. This estimated number of Sample Households has been inflated by 10% to cover wastage and for meeting emergency requirements.

*(c) Houselist Forms* : Total estimated population has been divided by 5 to get estimated number of Households. 1961 Census houses used as non-dwellings and vacant has been inflated by 25% and added to estimated number of households to give total number of entries for houselisting. Total number of entries have been divided by 40 (Number of lines) to get estimated number of forms which has been inflated by 10% to cover wastage and emergency requirements. In order to safe guard against blank entries in some forms, this estimate has been enhanced by number of enumerators. As Houselist Forms are to be prepared in duplicate, estimates thus worked out have been doubled.

*(d) Establishment Schedule* : We have provided four forms per enumerator as we require two copies of this schedule. According to estimated number of entries number of forms required for one copy come to less than 1 form per enumerator but to cover cases of business and industrial centres, two forms per enumerator have been provided which will be issued to each enumerator at the first instance and more forms will be issued to such enumerators who actually require more forms.

INSTRUCTION BOOKS FOR INDIVIDUAL SLIP :

It is based on total estimated number of enumerators and supervisors. Number of enumerators has been worked out by dividing Rural estimated population by 750 and Urban estimated population by 500 to which number of supervisors has been added by taking one supervisor for 5 enumerators. This estimate has further been enhanced by 25% to cover stand by enumerators, supervisors and other Census Officers.

INSTRUCTION BOOKS FOR HOUSELISTING :

This is also based on total estimated enumerators and supervisors. Roughly 200 entries have been taken per enumerator for Houselisting and one supervisor for five enumerators. Estimates thus arrived at have been enhanced by 25% to cover other Census Officers.

INSTRUCTION BOOKS FOR HOUSEHOLD FORM :

Taking 1961 Census 20% sample households as base, number of enumerators have been calculated by enhancing it by 25% and dividing it by 100. Taking 100 households

per enumerator which has been further increased by number of supervisors taking one supervisor for 5 enumerators. This total has further been enhanced by 25% to cover other Census Officers and divided by 2 to make it 10%.

ESTIMATED REQUIREMENT OF ENUMERATOR'S POSTING STATEMENT :

Estimated male and female population has been divided by 40 (No. of lines) to get number of posting statements which has been further inflated 10% to cover wastage.

ENUMERATOR'S ABSTRACT :

This is equivalent to Instructions to Enumerators.

## FORMS FOR TRAINING

There will be two training classes for practicals. Enumerator will use approximately half the forms supplied in first practical and the balance in second practical.

INDIVIDUAL SLIP :

50 forms have been provided for each enumerator.

HOUSELIST :

One form has been provided for each enumerator and supervisor. One side can be used for one practical and the other in second practical.

ESTABLISHMENT SCHEDULE : —do—

HOUSEHOLD FORM :

25 forms have been provided for each enumerator.

# APPENDIX XVII

## COMPILATION OF EVENTS AS THE AID TO THE ENUMERATORS FOR DETERMINING THE AGE OF RESPONDENTS

# APPENDIX–XVII

**Compilation of events as the aid to the enumerators for determining the age of respondents**

Appendix—XVII.A : Compilation of events for Kameng District.

Appendix—XVII.B : Compilation of events for Subansiri District.

Appendix—XVII.C : Compilation of events for Siang District.

Appendix—XVII.D : Compilation of events for Lohit District.

Appendix—XVII.E : Compilation of events for Tirap District.

APPENDIX—XVII.A

## COMPILATION OF EVENTS

## KAMENG DISTRICT

| | | | |
|---|---|---|---|
| 1940-41 | — | | A quarrel broke out between the Rupa and Shergaon people. |
| 1944 | — | | Assam Rifles outpost was established at Dirang. |
| 1945 | — | | The Adviser to the Governor of Assam Mr. Mills visited Dirang in May, 1945. |
| 1946 | — | (i) | Balipara Frontier Tract was divided into Sela Sub-Agency and Subansiri area. |
| | | (ii) | Assam Rifles outpost was opened at But. |
| 1947 | — | | India's Independence. |
| 1948 | — | | Smallpox in epidemic form broke out in Shergaon village in Kalaktang Circle. |
| 1950 | — | | The Great Earthquake. |
| 1951 | — | (i) | Major Khating went to Tawang. |
| | | (ii) | Lumla outpost was opened. |
| 1952 | — | | Opening of School and Hospital at Tawang. |
| 1953 | — | | Shifting of Headquarters of Sela Sub-Agency from Charduar to Bomdila. |
| 1954 | — | | Name of Sela Sub-Agency changed into Kameng Frontier Division. |
| 1955 | — | | Scarcity condition in the Pipu-Dipu area. |
| 1956 | — | | Mr. Katuk Lama, A. D. C. Tawang. |
| 1957 | — | | Mr. T. S. Murthy, A.D.C. Tawang. |
| 1958 | — | | Head Lama came to Tawang Gompa. |
| 1959 | — | | Flight of Dalai Lama from Tibet to India. Influx of Tibetan refugees. |
| 1960 | — | | Scarcity condition in the Pipu-Dipu Circle. Bamboo flowering known as "Talam Dree." |
| 1962 | — | | Chinese Aggression. |

| | | | |
|---|---|---|---|
| 1963 | — | | Chayengtajo incident. |
| 1964 | — | | Clash in the Jomo village of the Chayengtajo Circle. |
| 1965 | — | | Pakistani Aggression. |
| 1966 | — | | Opening of Administrative Centre at Pipu-Dipu. |
| 1967 | — | (i) | Mr. L. Tochhung, D. C., Bomdila. |
| | | (ii) | Mr. K. B. Gurung, D. C., Bomdila. |
| 1968 | — | | Mr. L. N. K. Dey, D. C., Bomdila. |
| 1969 | — | | Introduction of the Panchayat Raj. |

APPENDIX – XVII.B

## COMPILATION OF EVENTS

## SUBANSIRI DISTRICT

| | | | |
|---|---|---|---|
| 1940 | — | | A Dakata Plane crashed in Leedi Hills near Sagalee. |
| 1944-45 | — | (i) | Dr. Haimendorf, the Special Officer visited the Apatani area in 1944 (March and May). |
| | | (ii) | Dr. Haimendorf, visited the Dafla villages of Guba and Nilio lying to the North of the river Kamala and Sipi valley. |
| 1946 | — | | Division of Balipara Frontier Tract into Sela Sub-Agency and Subansiri area. |
| 1947 | — | | India's Independence. |
| 1948 | — | (i) | Opening of Sagalee Circle. |
| | | (ii) | Smallpox in epidemic form broke out in Sagalee area. |
| 1949 | — | (i) | Opening of Doimukh outpost. |
| | | (ii) | Headquarters of Political Officer shifted from North Lakhimpur to Kimin. |
| | | (iii) | Shri Gyatiyen, the great priest of Hari village died. |
| 1950 | — | | The great Earthquake. |
| 1951 | — | | Opening of Daporijo outpost. |
| 1952 | — | (i) | Prime Minister Late Jawahar Lal Nehru paid a visit to Subansiri area. |
| | | (ii) | The headquarters of Subansiri area shifted from Kimin to Ziro. |
| 1953 | — | | Achingmuri incident. |
| 1954 | — | (i) | The NEFA Area (Admn.) Regulation was enacted. The name of the division was changed from Subansiri area to Subansiri Frontier Division. |
| | | (ii) | Smti. Indira Gandhi paid a visit to Ziro. |
| 1955 | — | | Opening of Administrative Centre at Nyapin. |
| 1956 | — | | Opening of Administrative Centre at Limeking near northern border by Shri S. M. Krishnatry. |
| 1957 | — | (i) | Opening of Administrative Centre at Tali. |
| | | (ii) | Kimin – Ziro Road was opened. |
| 1958 | — | | An exploratory tour to Parl Valley of the Tali area. |

| | | | |
|---|---|---|---|
| 1959 | — | (i) | Opening of Administrative Centre at Huri. |
| | | (ii) | Opening of Administrative Centre at Sarli. |
| 1960 | — | (i) | A fire broke out in the Hija village under Ziro Circle and destroyed most of the houses. |
| | | (ii) | An IAC plane crashed at Taksing. |
| 1962 | — | | Chinese Aggression. |
| 1963 | — | | Chayengtajo incident. |
| 1964 | — | | Extra Asstt. Commissioner Shri S. Vanchawang at Sagalee. |
| 1965 | — | | The scarcity condition in the Sagalee area. |
| 1966 | — | (i) | E. A. C. Shri Jagir Singh at Sagalee. |
| | | (ii) | Opening of L. P. School at Sagalee. |
| | | (iii) | Opening of Laporiang L. P. School at Sagalee. |
| 1967 | — | | Shri R. S. Nag, Deputy Commissioner. |
| 1968-69 | — | | Shri B. S. Dougal, Deputy Commissioner. |
| 1970 | — | | Shri C. M. Chaturvedi, Deputy Commissioner. |

APPENDIX—XVII.C

## COMPILATION OF EVENTS
## SIANG DISTRICT

| | | | |
|---|---|---|---|
| 1940 | — | (i) | A. P. O. Shri I. H. F. Williamson at Pasighat. |
| | | (ii) | Tagins saw an Aeroplane for the first time. |
| 1941 | — | | Governor visited Pangin and met 370 representatives of 75 villages of the Padam, the Gallong, the Minyong and the Pangin Tribes. |
| 1942 | — | (i) | Tirap Frontier Tract was curved out of the Sadiya Frontier Tract and placed under a separate Political Officer. |
| | | (ii) | Shri P. L. S. James, Political Officer at Pasighat |
| 1944 | — | | Chutum family was driven out from the Karko village by the rest of the people of the village. |
| 1947 | — | | India's Independence. |
| 1948 | — | (i) | Sadiya Frontier Tract was divided into Abor Hills District and the Mishmi Hills District. |
| | | (ii) | Political Officer Shri P. L. S. James at Pasighat. |
| 1949 | | | First Bogum Bokang at Sibuk (Pasighat) was held. |
| 1950 | — | (i) | The great earthquake. |
| | | (ii) | Political Officer Shri P. L. S. James at Pasighat. |
| | | (iii) | Bogum Bokang was held at Ledum (Pasighat). |
| 1951 | — | (i) | Political Officer Shri B. C. Bhuyan at Pasighat. |
| | | (ii) | Bogum Bokang was held at Pangin (Pasighat). |
| 1952 | — | | Scarcity condition in the northern Subansiri. |
| 1953 | — | (i) | Achingmuri incident in October, 1953. |
| | | (ii) | Opening of Administrative Centre at Gusar. |
| | | (iii) | Opening of Along—Basar Road. |
| 1954 | — | (i) | Abor Hills District name was changed to Siang Frontier Division. |
| | | (ii) | Opening of Dinakoli and Taliha outpost. |
| | | (iii) | Opening of Along Craft Centre. |
| | | (iv) | A.P.O. Major Shri R. Wood (Pasighat) |
| | | (v) | Political Officer Shri R. Yusuf Ali at Along. |

1955 — (i) A.P.O. Shri K. C. Johory, Pasighat.
(ii) Dr. Verrier Elwin visited Singa area.

1956 — (i) Bogum Bokang was held at Along.
(ii) A.P.O. Shri L. Lungalang, Pasighat.
(iii) Pasighat was placed under an Additional Political Officer.
(iv) Opening of landing ground at Along.

1957 — (i) Opening of Oyramghat.
(ii) P. O. Shri R. N. Halidpur, Along

1958 — (i) A.D.C. Shri L. Lungalang, Pasighat
(ii) Opening of Taliha inter-village School in August.
(iii) P. O. Shri R. N. Halidpur, Along.
(iv) Base Superintendent Shri A. Sanapati at Dumporijo.
(v) Dr. Verrier Elwin, Adviser, Tribal Affairs, visited Tuting area.

1959 — (i) D. C. Shri R. N. Halidpur, Along.
(ii) A.D.C. Shri L. Lungalang, Pasighat.
(iii) Opening of Gelling Administrative Centre.
(iv) The Daporijo Sub-division was transferred to Siang Frontier Division.
(v) Flight of Dalai Lama of Tibet and influx of Tibetan refugees.

1960 — (i) A.D.C. Shri S. M. Krishnatry, Pasighat
(ii) Shri Nagesh, Governor of Assam & Nagaland visited Along.
(iii) Opening of Likabali-Along road by the Governor of Assam.
(iv) Visit of Gelling by Mr. Rustomji, Adviser to the Governor of Assam.

1961 — (i) Opening of Gompa at Gelling.
(ii) Electrification of Along Township.
(iii) D.C. Shri S. M. Krishnatry, Pasighat.

1962 — Chinese Aggression.

1963 — (i) D.C. Shri L. Tochhwang, Along.
(ii) A.D.C. Shri U. Chakma, Pasighat.

1965 — Pakistani Aggression.

| | | | |
|---|---|---|---|
| 1966 | — | (i) | Railway line was extended to Jonai (Murkongselek). |
| | | (ii) | D.C. Shri K. Banerjee, Along. |
| | | (iii) | A.D.C. Shri U. Chakma, Pasighat. |
| | | (iv) | First Bus Service between Along and Likabali. |
| 1967 | — | (i) | Prime Minister Shrimati Indira Gandhi visited NEFA. |
| | | (ii) | D. C. Shri G.C Talukdar, Along. |
| | | (iii) | A.D.C. Shri P. P. Shrivastava, Pasighat. |
| | | (iv) | Visit of Along by Smt. Indira Gandhi, Prime Minister of India. |
| 1968 | — | (i) | D. C. Shri L. N. K. Dey, Along. |
| | | (ii) | A.D.C. Shri P. P. Shrivastava, Pasighat. |
| | | (iii) | Shri B. K. Nehru, Governor of Assam and Nagaland visited Along. |
| 1969 | — | (i) | D.C. Shri L. N. K. Dey, Along. |
| | | (ii) | A.D.C. Shri R. K. Patir, Pasighat. |
| | | (iii) | Shri Y. V. Chavan, Union Home Minister visited Along and opened the Ram Krishna Mission. |
| 1970 | — | | Death of Shri Dying Ering, Union Deputy Minister. |

APPENDIX—XVII.D

## COMPLATION OF EVENTS

## LOHIT DISTRICT

| | | | |
|---|---|---|---|
| 1940 | — | | The Political Officer paid a visit to Rima. |
| 1941 | — | | Opening of Walong outpost. |
| 1944 | — | (i) | Opening of Hayuliang Circle. |
| | | (ii) | Opening of Walong Circle. |
| 1947 | — | | India's Independence. |
| 1948 | — | (i) | Sadiya Frontier Tract was divided into two Administrative Units known as the Abor Hills District and the Mishmi Hills District with headquarters at Pasighat and Sadiya respectively. |
| | | (ii) | Mr. Campbell A.P.O., Lohit Valley with his party were burried by a landslide at Minyutang village on the night of 7/8 September under Hayuliang Circle. |
| 1949 | — | (i) | Headquarters of Mishmi Hills District was shifted from Sadiya to Tezu. |
| 1950 | — | | The great earthquake. |
| 1951 | — | (i) | Political Officer Shri L. Sharma at Tezu. |
| | | (ii) | Shri C. Gohain nominated as first M.P. from NEFA of Chowkham area. |
| | | (iii) | Opening of L. P. School at Tezu. |
| | | (iv) | Opening of Kibithoo Circle. |
| 1952 | — | (i) | Political Officer Shri R. H. Saw. |
| | | (ii) | District Headquarters shifted from Sadiya to Tezu. |
| | | (iii) | Opening of Assam Saw Mill at Namsai. |
| 1953 | — | | Opening of Administrative Centre at Namsai. |
| 1954 | — | (i) | The title of Sadiya Frontier Tract was promulgated as the Lohit Frontier Division. |
| | | (ii) | The L. P. School at Tezu was upgraded to M.E. School. |
| 1956 | — | (i) | One Additional Political Officer was posted at Roing. |
| | | (ii) | Opening of Administrative Centre at Matengliang under Chowkham area. |
| | | (iii) | Administrative Centre at Anini was established. |

1957 — (i) Political Officer C. H. Nair, Tezu.
(ii) The M. E. School at Tezu was upgraded to High School.

1958 — (i) Political Officer Shri U. N. Sharma at Tezu.
(ii) Campbell Memorial Club was constructed by the Government Official.
(iii) Opening of Lohit Co-operative Store at Tezu.
(iv) 43 persons including one Assistant Engineer were burried alive under a heavy land slide.

1959 — (i) Opening of Administrative Centre at Chowkham.
(ii) Old Tezu Township was washed away by heavy flood.
(iii) Political Officer Shri U. N. Sharma visited Hayuliang.

1960 — Political Officer Shri R. K. Hranga.

1961 Opening of J. B. School at Changlongam.

1962 — (i) Political Officer Shri T. Haralu.
(ii) The Chinese Aggression
(iii) Opening of Community Development Block at Walong.
(iv) Administrative Headquarters of Hawai Circle shifted from Chingwingty to Hawai.
(v) Administrative Headquarters of Chaglongam Circle shifted from Matengliang to Chaglongam.

1964 — (i) Political Officer Shri B. S. Dougal.
(ii) L.P. School upgraded to M.E. School at Walong Circle.

1965 — (i) Deputy Commissioner Shri B. S. Dougal.
(ii) Walong C.D. Blocks Headquarters shifted from Walong to Hawai.
(iii) Opening of Administrative Centre at Wakro.
(iv) Buddhist Conference held at Chowkham for 3/4 days.
(v) The M.E. School at Namsai was upgraded to High School.

1966 — (i) Deputy Commissioner Shri S. D. Lahkjar
(ii) A.D.C. Shri I. P. Gupta.

1967 — (i) D.C. Tezu, Shri Kutuk Lama.
(ii) A.D.C. Anini, Shri I. P. Gupta.

1968 — (i) D.C. Shri Kutuk Lama.
(ii) A.D.C. Shri C. M. Chaturvedi.

1969 — (i) D.C. Shri Kutuk Lama.
(ii) A.D.C. Shri P. V. Jayakrishnan.

APPENDIX—XVII.E

## COMPILATION OF EVENTS

### TIRAP DISTRICT

| | | | |
|---|---|---|---|
| 1943-45 | — | | American Soldiers visited Laju village during the 2nd World War. |
| 1946 | — | | Nanringkhan festival celebrated by the Chief of Borduria. |
| 1947 | — | (i) | India's Independence |
| | | (ii) | Smallpox in epidemic form broke out in Wakka Circle. |
| 1948 | — | | Village fued between Chief of Borduria and the Chief of Khela. |
| 1949 | — | | Government declared that head hunting and inter clan war were illegal. |
| 1950 | — | | The great earthquake. |
| 1954 | — | (i) | Opening of Wakka Circle. |
| | | (ii) | Tirap Frontier Tract came to be known as the Tirap Frontier Division with Headquarters at Margherita. |
| | | (iii) | Opening of circle headquarters at Nampong. |
| 1955 | — | | Headquarters of Tirap Frontier Division was shifted from Margherita to Khela. |
| 1956 | — | (i) | Opening of Changlang-Khonsa Road at Khonsa. |
| | | (ii) | First introduction of tractor at Huladi village under Vijoynagar Circle. |
| | | (iii) | Heavy flood in Nampong area. |
| | | (iv) | Deputy Commissioner Col. K. A. A. Raja. |
| 1958 | — | | Opening of Longding—Khonsa road. |
| 1959 | — | (i) | Shifting of D. C.'s Headquarters from Khela to Khonsa. |
| | | (ii) | Opening of Changlang-Khela Road. |
| | | (iii) | Opening of Khonsa-Bagapani Road. |
| | | (iv) | Opening of Khonsa-Niausa Road. |
| | | (v) | Opening of Namsang-Soha Road. |
| 1960 | — | | Opening of Niausa Road. |
| 1961 | — | (i) | Starting of landing ground at Vijoynagar. |
| | | (ii) | Opening of Vijoynagar outpost. The first visit of Assam Rifles party at Gandhi Gram under Vijoynagar Circle. |

| | | | |
|---|---|---|---|
| 1962 | — | (i) | Chinese Aggression. |
| | | (ii) | First landing a aircraft at Vijoynagar. |
| | | (iii) | Deputy Commissioner Shri S. Loveraj. |
| | | (iv) | Closing of Rima School and Hospital under Nampong Circle. |
| 1964 | — | | Arrival/Departure of Burmese refugees from Nampong Circle. |
| 1965 | — | | Shri Patir visited Vijoynagar. |
| 1967 | — | | Shifting of Niausa Headquarters to Longding. |
| 1968 | — | | Deputy Commissioner, Shri K. B. Gurung. |
| 1969 | — | | Opening of Tissa bridge at Kanubari area. |

# APPENDIX XVIII

## PAYMENT OF A SMALL HONORARIUM TO THE ENUMERATION STAFF IN CONNECTION WITH THE 1971 CENSUS

# APPENDIX—XVIII

**Payment of a small honorarium to the enumeration staff in connection with the 1971 Census.**

Appendix—XVIII.A : Lump sum honorarium to all the enumeration staff engaged for 1971 Census

Appendix—XVIII.B : Payment of honorarium to additional functioning appointed in connection with 1971 Census.

APPENDIX—XVIII-A

NO. 8/17/69-AD.II

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A, Mansingh Road, *New Delhi-11.*
Dated the 24th January, 1970.

To

All Directors of Census Operations and
Ex-officio Superintendents of Census
Operations.

*Subject* : Payment of a small honorarium to the enumeration staff in connection with the 1971 Census.

Sir,

I am directed to convey the sanction of the President to the incurring of an expenditure not exceeding Rs. 4,09,05,650/-(Rupees four crores nine lakhs, five thousand six hundred and fifty) only on the payment of honorarium at the following rates to the Enumerators, Supervisors, Charge Superintendents and District Census Officers, appointed in connection with the 1971 Census in the various States, Union Territories/ Administrations :—

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 will consist of about 150 houses and an average block in urban areas of about 120 houses. Of this amount, Rs. 5/- is for the cost of housenumbering material, which may, if necessary be drawn in advance and paid to the Enumerator). | Rs. 15/- (Rupees fifteen only) |
| (ii) | Actual Census Enumeration of an enumerator's block. (An average block in rural areas will cover about 750 persons or 150 households, and in urban areas, it will cover about 600 persons or 120 households). | Rs. 25/- (Rupees twenty five only). |

2. *Supervision Charges* :

| | | |
|---|---|---|
| (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/- (Rupees fifteen only). |

| | |
|---|---|
| (ii) Actual Census Enumeration for a Supervisor's Circle consisting of 4 to 5 Enumerator's Blocks. | Rs. 25/- (Rupees twenty five only). |

3. *Charge Superintendent* :

Lump sum Honorarium of Rs. 150/- (Rupees one hundred and fifty only for the entire operation (*i.e.*, House-numbering & House-listing and actual Census Enumeration).

4. *District Census Officers* :

Lump sum Honorarium of Rs. 300/- (Rupees three hundred only for the enitre operation (*i.e.*, House-numbering and House-listing and actual Census Enumeration).

5. The honoraria for the Enumerators and Supervisors may be paid in suitable instalments, if necessary, according to the discretion of the Director of Census Operations and the honoraria to the Charge Superintendents and District Census Officers may be paid after the Census Operations are over.

6. The expenditure in this respect is debitable to the Head "39-Miscellaneous Social and Developmental Organisations-Census-B-Enumeration-B : 3-Honorarium to the Enumeration Staff" in the year 1969-70 in such States and Union Territories/Administrations, where the housenumbering and houselisting operations are expected to be completed within the financial year 1969-70 and to the financial years 1970-71 and 1971-72 subject to the voting of funds by the Parliament.

4. This issues with concurrence of the Ministry of Finance, *vide* their U. O. No. 467-H.F/70 dated 15.1.1970.

*Yours faithfully,*
Sd/- A. Chandra Sekhar,
Registrar General, India and Ex-officio
Joint Secretary to the Government of India,
(Ministry of Home Affairs)

No. 8/17/69-Ad.II

New Delhi-11, the January, 1970.

Copy forwarded to :—

1. All Accountants General.
2. Ministry of Finance (Home Finance) with reference to their U.O. cited.
3. Ministry of Home Affairs (Shri S. Samanta, under Secretary).

Sd/- A. Chandra Sekhar,
Registrar General, India and Ex-officio
Joint Secretary to the Government of India.
(Ministry of Home Affairs)

APPENDIX—XVIII.B

**C O P Y**

No. 8/7/71—Ad. II

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA.

2/A, Mansingh Road,
*New Delhi-11, the 16th July, 1971.*

To

All Directors of Census Operations.

*Subject* : Payment of honorarium to additional functionaries appointed in connection with the 1971 Census.

Sir,

With reference to this office sanction No.8/17/69. Ad. II dt. the 24th January, 1970 and D.O. letter No. 8/12/70—Ad. II (Pt III dt. 1st April, 1971, I am directed to convey the sanction of the President to the incurring of additional expenditure for payment of honorarium at the following rates to the additional functionaries viz, Dy. District Census Officers, Divisional Census Officers, Sub-divisional Census Officers (at District Level) and Additional Charge Superintendents, Dy. Charge Superintendents and Assistant Charge Officers/Superintendents deployed in connection with the 1971 Census.

| | |
|---|---|
| A (1) Dy. District Census Officers<br>(2) Divisional Census Officers<br>(3) Sub-divisional Census Officers | Lump sum Hon. of Rs.250/— (Rupees Two hundred Fifty) only for the entire operation viz ; housenumbering and houselisting and actual enumeration. |
| B (1) Additional Charge Supdts.<br>(2) Dy. Charge Supdts.<br>(3) Asstt. Charge Officers/Supdts. | Lump sum Hon. of Rs.125/—(Rupees one hundred twenty five) only for the entire operation viz ; houselisting & actual enumeration. |

The expenditure in this respect is debitable to the head " 39—Misc. Social & Developmental Organisation, B—Enumeration B—4 Hon. to Enumerators in the year 1971-72 in the respective State Circle of Accounts under Grant No. 42-Census.

This issues with the concurrence of the Ministry of Finance *vide* U. O. No. 467/H.F-71 dt. the 25th March, 1971.

*Yours faithfully*,
Sd/- A. Chandra Sekhar,
Registrar General, India and Ex-officio
Joint Secy. to the Government of India,
(Ministry of Home Affairs)

No. 8/7/71-Ad. II.
Copy forwarded to :-

(1) All Accountant Generals. (2) Ministry of Finance (Home Divn. with reference to their U. O. cited. Ministry of Home Affairs ( Shri S. Samanta, Under Secretary ).

Sd/- S. L. Dhani,
Administrative Officer.

# APPENDIX XIX

## AUDITOR GENERAL'S RULES FOR THE CLASSIFICATION AND RECORD OF RECEIPT AND EXPENDITURE IN CONNECTION WITH THE 1971 CENSUS

APPENDIX—XIX

**Auditor General's Rules for the Classification and record of receipt and expenditure in Connection with the 1971 Census.**

Auditor General's Rules for the classification and record of receipt and expenditure in connection with the Census to be held under Indian Census Act, 1948, conveyed under R.G.I's D.O. letter, dated 21st March, 1959.

1. All the Census Charges should be recorded under the Major Head "39-Miscellaneous, Social and Developmental Organisation under Demand No. 46-Census". The detailed classification in the accounts should follow the heads adopted in the Central Demands for Grants.

2. Only expenditure authorised by the Director should be billed for as a Centra-1 charge.

3. Pay and Allowances of wholetime officers and any remuneration authorised to others for census work should be drawn on separate bills and charged direct to the Census grant under "39-Miscellaneous Social and Developmental Organisation-under Demand No. 46 Census".

4. Travelling Allowances authorised by the Director for debit to Census Operations should be drawn on separate bills and taken to the census grant under "39-Miscellaneous, Social and Developmental Organisation under Demand No. 46- Census".

5. Postage and Telegraph charges on census business should be drawn on separate bills and debited against the Census Grant under "39-Miscellaneous, Social and Developmental Organisation under Demand No. 46-Census".

6. Receipts and Recoveries of expenditure in connection with the Census Operations, such as sums recovered from Indian States and Municipalities : sale proceeds of paper and realisations from the sale of articles bought for census purposes, should be credited as receipts under the minor head "Census" to be opened under Major-Head "XXXVI-Miscellaneous Social Service Organisation Census".

7. When charges for Printing and Stationery are incurred, they should be treated as census expenditure and should be taken under Grant No. "39-Miscellaneous, Social and Developmental Organisation under Demand No. 46-Census-D-Printing and Stationery".

8. All the bills for contingent expenditure census work must be countersigned by the Director.

9. The Heads in the Central Demands for grants will be as follows :-

A. Superintendence

AI. Pay of Officer.
Pay of Establishment,
D. A. & D. P.,

Other Allowances and Honoraria.

A2. Travelling Allowance.
A3. Other Charges
A4. Grants-in-Aid and Conts.
A5. Interim Relief

B. Enumeration

BI. Pay of Establishment
D. A. & D. P., Other Allowances and Honoraria
B2. Travelling Allowances.
B3. Honoraria to Enumerators.
B4. Other Charges.
B5. Interim Relief.

C. Abstration and Compilation.

CI. Pay of Officers.
D. A. & D. P.
Other Allowances and Honoraria.
C2. Travelling Allowances
C3. Other Charges.
C4. Interim Relief

D. Printing and Stationery.

L. Registration, Promotion, Research and Population Studies.

LI. Pay of Establishment.
D. A. & D. P., Other Allowances and Honoraria.
L2. Travelling Allowances.
L3. Other Charges.
L4. Kaira Project.
L5. Interim Relief.

# APPENDIX XX

## CIRCULARS ISSUED BY THE DEPARTMENTS OF CENTRAL GOVERNMENT AND NEFA ADMINISTRATION FOR SMOOTH CONDUCT OF CENSUS OPERATIONS

GOVERNMENT OF INDIA
MINISTRY OF RAILWAYS
(RAILWAY BOARD)

No. E (G)/69/CE-2/1 Dated New Delhi-1, the 30th April, 1969.

The General Managers,
All Indian Railways including
C.L.W., I.S.F. and D.L.W.

The Director General,
R.D.S.O., Lucknow.

*Subject* :—**Census of India, 1971.**

Please refer to this office letter NO. E (G)/59/CE-2/1 dated 22.8.1959 (copy enclosed) containing instructions issued in regard to census in 1961. It is proposed to take the census in February—March, 1971. The procedure will generally be the same as that adopted in 1961.

2. The plans for the census, general directions, objectives, method of training enumerators etc., will be laid down by the Census Superintendents/Deputy Superintendents but the Railway Officers appointed for the purpose will be responsible for carrying them out. A list of Census Superintendents/Deputy Superintendents is enclosed. It is desired that respective Census Superintendents/Deputy Superintendents should be contacted immediately and efforts made to maintain closest possible liaison with them.

The Railway Board trust that as on previous occasions, railways will co-operate with the civil authorities in the matter.

Sd/- (C. S. Parameswaran)
Secretary, Railway Board.

DA : *As above*

NO. E (G)/69/CE-2/1 New Delhi-1, dated 30.4.1969.

Copy forwarded to Shri A. Chandra Sekhar, Registrar General, India, Ministry of Home Affairs, New Delhi for information with reference to his D.O. NO. 9/27/69-CTU dated 19.4.1969 to Shri G. D. Khandelwal, Chairman, Railway Board.

Sd/- (C. S. Parameswaran)
Secretary, Railway Board.

DA : Nil

GOVERNMENT OF INDIA
MINISTRY OF RAILWAYS
(RAILWAY BOARD)

No. E(G)/69/CE-2/1 Dated New Delhi, the 26th August, 1969/
4 Bhadra, 1891 S.E.

The General Managers,
All Indian Railways including D.L.W., C.L.W. & I.C.F.

The Director General,
R. D. S. O., Lucknow.

*Subject* :—**Census of India, 1971.**

Reference Board's letter of even number dated 30.4.69. The Board have decided that the period or periods including journeys and halts which the railway servants may have to undertake in connection with Census work should be treated as duty and that such staff will be entitled to draw travelling allowance as on tour. The pay and allowances on this account should be borne by the Railways Administrations. Travelling Allowance will be admissible even when a railway servant has to travel beyond his jurisdiction in connection with census work.

2. Above has the sanction of the President.

This also disposes of S. E. Railway's letter No. E(R)177/10 dated 2.6.1969.

Sd/- (G. D. Sud)
Asstt. Director (Establishment),
Railway Board.

DA : Nil.

No. E(G)/69/CE-2/1 Dated New Delhi, the 26th August, 1969/
4 Bhadra, 1891 S.E.

Copy forwarded to Shri A. Chandra Sekhar, Registrar General, India, Ministry of Home Affairs, 2/A, Mansingh Road, New Delhi, for information with reference to his D.O. No. 9/27/69-CTU dated 2.8.69 to Shri C. S. Parameswaran, Secretary, Railway Board.

Sd/- (G. D. Sud)
for Secretary, Railway Board.

DA : Nil.

OFFICE OF THE REGISTRAR GENERAL, INDIA

No. 9/27/69-CTU Dated New Delhi, the 3rd September, 1969.

Copy forwarded all Directors of Census Operations for their information and necessary action.

Sd/-
(S. C. Srivastava)
Asstt. Central Tabulation Officer.

Enclo : Nil.

Copy of letter No. 46/6/ADM/ML&C/69 dated 19.6.69 from the Director, Military Lands & Cantonments addressed to the Deputy Director, Military Lands & Cantonments Lucknow, Calcutta, Poona & Simla.

*Subject* :—Census of India 1971—Cantonment and Defence Services.

A copy of Govt. of India, Ministry of Defence Office Memorandum No. 32(23)-69/D (Coord) dated 30th May, 1969 on the above subject, is forwarded herewith for information and strict compliance.

Sd/- For Director
Military Lands and Cantonments.

No. 32 (23)-69/D (Coord)
Government of India
Ministry of Defence,
New Delhi, the 30th May, 1969.

OFFICE MEMORANDUM

*Subject* :—Census of India 1971—Cantonment and Defence Services

The preparation for the 1971 Population Census of India has already been started by the Registrar General of India, Ministry of Home Affairs. The Census will be taken in February-March 1971. In all the States/Union Territories preparatory work of Census Operations is in full swing under the direction of the Superintendent of Census Operations of the respective State/Union Territory. A list of Superintendents/Deputy Superintendents of Census Operations is enclosed.

Army Head-quarters etc., are requested to issue necessary instructions urgently to the authorities concerned to extend their fullest co-operation to the Census Superintendents and District Officers concerning the census in Defence Establishments etc. A copy of such instructions may kindly be endorsed to the Registrar General of India, Ministry of Home Affairs.

Sd/- (M. G. Gupta)
Under Secretary to the Government of India

No. 9/27/69-CTU

GOVERNMENT OF INDIA
MINISTY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A, Mansingh Road, New Delhi-11.
Dated the 26th July, 1969.

To

All Superintendents of Census Operations.

*Subject* :—Census of India 1971.

Sir,

I enclose herewith a copy of letter from the Director, Military lands & Cantonments, Ministry of Defence with its enclosures.

*Yours faithfully,*
Sd/-
( K. K. Chakravorty )
Central Tabulation Officer

4. A copy of the instructions issued in this behalf may please be endorsed to the Registrar General and Ex-officio Census Commissioner for India, 2/A, Mansingh Road, New Delhi, for his information and necessary action.

Sd/-
(A. Chandra Sekhar)
Registrar General, India and Ex-officio
Joint Secretary to the Government of India
Ministry of Home Affairs

To

All Ministries/Departments of Government of India.

Copy to all Directors of Census Operations for information and necessary action. The Directors of Census Operations are requested to make the fullest use of the usual Enumerating Agency i.e., Village Officials, School Teachers, Municipal Employees etc., and recourse to appointing Central and State Government Staff working in other offices be got to be absolutely minimum so that normal work of these offices is not disturbed.

GOVERNMENT OF INDIA
MINISTRY OF PETROLEUM & CHEMICALS & MINES & METALS
(DEPARTMENT OF MINES & METALS)

No. 4 (54)/70-G Dated New Delhi, the 7th April, 1970

To

All Subordinate Offices.

Geological Survey of India, Calcutta.

Indian Bureau of Mines, Nagpur.

Controller of Mining Leases, Goa.

Airborne Minerals Surveys & Exploration, New Delhi.

Coal Controller, Calcutta.

*Subject* :—Census of India to be held in February—March, 1971—Facilities to be extended.

Sir,

I am directed to forward herewith a copy of Memorandum No. 9/42/70-CTU (CEN) dated 26. 3. 70 from Registrar General, India, on the above subject and to request you to extend all reasonable facilities by deputing suitable staff for the co-ordination of Census, to the Director of Census Operations in the respective States. I am also to request you to issue suitable instructions in the regard to your subordinate formation.

Please acknowledge receipt.

Sd/- V. K. Haruray
Deputy Secretary to the Govt. of India

Copy to Estt. Section, Department of Mines, Metals for taking similar action in respect of the staff of the deptt. prefer.

Copy also forwarded to the Registrar General, India,
2/A, Mansingh Road, New Delhi, for intimation.

Sd/- V. K. Haruary
Deputy Secretary to the Govt. of India

No. 9/42/70-CTU (CEN)
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA.

2/A, Mansingh Road, New Delhi-11,
Dated the 2nd may, 1970.

To

All Directors of Census Operations

*Subject* :—Deputing staff for the Census—regarding

Sir,

I am directed to forward herewith a copy of the letter No. 4 (54)/70-G dated 7th April, 1970, issued by the Department of Mines & Metals to its Subordinate Offices for extending necessary facilities for 1971 Census for your information & guidence.

*Yours faithfully,*
Sd/-
( G. P. Sharma )
Research Officer

Shri J. K. Barthakur
Director of Census Operations,
North East Frontier Agency,
Shillong-3.

No. F. 25011/1/70—C & P

BHARAT SARKAR

SANCHAR VIBHAG

Sardar Patel Bhavan, Sardar Square,
Parliament Street, New Delhi-11,
Dated the 14th April, 1970/24 Chaitra, 1892.

A copy of the Registrar General of India, Ministry of Home Affairs Memo No. 9/42/70—CTU (CEN) dated the 20th March, 1970 is forwarded to the :—

1. Director General, Posts and Telegraphs,
   New Delhi.

2. Director General, Overseas Communications Service,
   Bombay.

3. Managing Director, Hindustan Teleprinters Ltd.,
   Madras.

4. Managing Director, Indian Telephone Industries Ltd.,
   Bangalore.

5. Wireless Adviser to the Govt. of India,
   New Delhi.

It is requested that all reasonable facilities may please be afforded by deputing suitable staff, as and when asked for by the Directors of Census Operations in the States.

Sd/- S. S. Pruthi
Under Secretary to the Govt. of India

Copy to Admn. Section.

Copy forwarded to the Registrar General and Ex-officio Census Commissioner for India, 2/A, Mansingh Road, New Delhi.

Sd/- R. M. Gupta
for Under Secretary to the Govt. of India.

No. 9/42/70—CTU(CEN)

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A, Mansingh Road, New Dslhi-11.
Dated the 2nd May, 1970.

To

The Director of Census Operations,
NEFA, Shillong-3

*Subject* :—Deputing Staff for 1971 Census—Regarding

Sir,

I am directed to forward herewith a copy of letter No. F.25011/1/70—C & P, dated the 14th April, 1970 issued by the Sanchar Vibhag for extending necessary facilities for the 1971 Census, for your information and guidance.

*Yours faithfully*,
Sd/-
(G.P. Sharma )
Research Officer

No. 15(1)-Admn. I/70
GOVERNMENT OF INDIA
MINISTRY OF FINANCE
DEPARTMENT OF ECONOMIC AFFAIRS

Dated New Delhi, the 16th April, 1970.

*ENDORSEMENT*

A copy of Memorandum No. 9/42/70-CTU (CEN) dated 31.3.70 received from the Ministry of Home Affairs is forwarded for information and necessary action to all the attached and subordinate offices and their Administrative Branches concerned.

Sd/-
(K. G. Moolwaney)
Under Secretary to the Govt. of India.

Copy to :—

1. S.O. (Ad.I)/S.O.(Ad. II)/S.O. (Ad. III). 2. The Registrar General & Ex-officio Census Commissioner for India, 2/A, Mansingh Road, New Delhi-11.

Copy of Memorandum No. 9/42/70-CTU(CEN) dated the 31st March, 1970 from Ministry of Home Affairs, Office of the Registrar General, India to all Ministries etc.

No. 9/42/70-CTU(CEN)

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A, Mansingh Road, New Delhi-11.
Dated the 2nd March, 1970.

To

The Director of Census Operations,
North East Frontier Agency,
Shillong-3

*Subject* :—Deputing Staff for 1971 Census—Regarding

Sir,

I am directed to forward herewith a copy of letter No. 15(1)-Admn. I/70 dated the 16th April, 1970 issued by the Ministry of Finance, Department of Economic Affairs, to its attached and subordinate offices for extending necessary facilities for the 1971 Census for your information and guidance.

*Yours faithfully,*
Sd/-
(G. P. Sharma)
Research Officer.

GOVERNMENT OF INDIA

MINISTRY OF PETROLEUM AND CHEMICALS AND MINES AND METALS

(DEPARTMENTS OF PETROLEUM & CHEMICALS)

No. I-25011/45/70-Gen.

Dated New Delhi, the 17th April, 1970.

To

1. Managing Director,
Indian Oil Corporation Ltd.,
(Marketing Division),
254-C, Dr. Annie Besant Road,
Prabhadevi, Worli,
Bombay-25.
2. Managing Director,
Indian Oil Corporation Ltd.,
(Refineries Division),
Indian Oil Bhavan,
Janpath, New Delhi.
3. Managing Director,
Cochin Refineries Ltd.,
Ambala Mugal,
Cochin-16 (Kerala).
4. Chairman,
Oil & Natural Gas Commission,
Tel Bhavan, Dehra Dun.
5. General Manager,
Hindustan Organic Chemicals Ltd.,
P.O. Rasayani, Maharashtra.
6. Managing Director,
Hindustan Antibiotics Ltd.,
Pimpri, Poona.
7. Managing Director,
Hindustan Insecticides Ltd.,
C-255, Defence Colony,
New Delhi-3.
8. Chairman & Managing Director,
Fertilizer Corporation of India Ltd.,
F-43, NDSE, Part-I, New Delhi-49.
9. Managing Director,
Fertilizers & Chemicals Travancore
Ltd., Alwaye, Kerala.
10. Chairman & Managing Director,
Indian Drugs & Pharmaceuticals
Ltd., N-12, NDSE, Pt-I, Ring Road,
New Delhi-49.
11. Managing Director,
Engineers India Ltd.,
Allahabad Bank Building,
17, Parliament Street,
New Delhi.
12. Managing Director,
Madras Refineries Ltd.,
122-D, Mount Road, Madras-6.
13. Managing Director,
Madras Fertilizers Ltd.,
Pagun Mansion,
19, Commander-in-Chief Road,
Madras-8.
14. Managing Director,
Lubri-zol India Ltd.,
Delstar, 9/A, Hughes Road,
Bombay-26.
15. Managing Director,
Indian Petro-Chemicals Corporation
Ltd., Jawaharnagar, Baroda.

*Subject* :—Census Enumeration 1971.

Sir,

I am directed to forward herewith a copy of office of the Registrar General, India, Ministry of Home Affairs O.M. No. 9/42/70-CTU (CEN) dated the 31st March, 1970 on the above subject and to say that you may please afford all reasonable facilities by deputing suitable staff, for conducting census in your area as and when required by the office of the Registrar General, India.

2. Please acknowledge receipt.

*Yours faithfully,*
Sd/-
(R. N. Chopra)
Under Secretary to the Government of India.

Copy to US(C) Admn. for similar action in respect of Sectt. of the Departments of Petroleum & Chemicals.

Copy for information to the Registrar General and Ex-officio Census Commissioner for India, 2/A, Mansingh Road, New Delhi, with reference to their Memorandum referred to above.

Sd/-
(R. N. Chopra)
Under Secretary to the Government of India.

GOVERNMENT OF INDIA
MINISTRY OF SHIPPING & TRANSPORT
(TRANSPORT WING)

No. 15-C(54)/70 Dated New Delhi, the 21st April, 1970.

*Subject* :—Preparation for the next Census of India to be held in February, 1971.

A copy of the Ministry of Home Affairs, Office of the Registrar General, Memorandum No. 9/42/70-CTU(CEN), dated the 26th March, 1970 is forwarded herewith for necessary action. It is requested that all reasonable help may please be extended to local officers of the Census Department.

Sd/- M. K. Ramaswamy
Section Officer

To

1. All attached/subordinate offices/Public sector undertakings/statutory organisations.

2. Estt./MA/ML/SY/T/TAG/PG/PE

Copy forwarded to :—

The Ministry of Home Affairs, Office of the Registrar General, India, 2/A, Mansingh Road, New Delhi-11.

Sd/- M. K. Ramaswamy
Section officer

No. 9/42/70-CTU(CEN)

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

OFFICE OF THE REGISTRAR GENERAL, INDIA.

2/A, Mansingh Road,
New Delhi-11,
Dated the 2nd May, 1970.

To

The Director of Census Operations,
NEFA, Shillong-3.

*Subject* :—Deputing of Staff for 1971 Census regarding

Sir,

I am directed to forward herewith a copy of letter No. 15-C(54)/70 dated the 21st April, 1970 issued by the ministry of Shipping & Transport (Transport wing), for extending necessary facilities for the 1971 Census for your information and guidance.

*Yours faithfully,*
Sd/-
( G. P. Sharma )
Research Officer

No. F-13016/2/70-Genl.

GOVERNMENT OF INDIA
CABINET SECRETARIAT
DEPARTMENT OF STATISTICS

Sardar Patel Bhavan, Parliament Street,
New Delhi-1, Dated the 19th June, 1970.

OFFICE MEMORANDUM

*Subject* :— Census of India 1971.

The undersigned is directed to invite a reference to the Registrar General, India, Memo. No. 9/42/70-CTU (CEN) dated the 26th March, 1970 on the above subject and to say that the Directorate of NSS a subordinate office of this department, were requested, *vide* this department U.O. No. F-13016/2/70-Genl., dated the 2nd May, 1970 (copy already endorsed to R. G's office) to render necessary facilities to the Directors of Census Operations by deputing suitable staff for conducting Census in their respective areas.

2. The Directorate of NSS have pointed out that their field staff have a definite time bound programme which has to be completed according to schedule.

3. Since diversion of the NSS field staff to census will upset the field work, which is a time bond programme, it is requested that the staff of the Dte. of NSS may be exempted from the Census work.

Sd/-
(J. P. VAISH)
Under Secretary to the Government of India.

The Registrar General of India,
(Ministry of Home Affairs),
New Delhi.

No.9/42/70-CTU (CEN)

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

MEMORANDUM

Copy to all Director of Census Operations for information and necessary action.

The Registrar General was been pleased to observe that the Directors of Census Operations will no doubt consider this when they appoint Census Enumeration Staff.

Shri J. K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
Shillong-3

Sd/-
(K. K. Chakravorty,
Central Tabulation Officer

A. CHANDRA SEKHAR
REGISTRAR GENERAL, INDIA

D. O. NO. 9/72/69-CTU(CEN)
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA
2/A, MANSINGH ROAD, NEW DELHI-11.
Dated the 19th September, 1970.

Dear Shri Mathew,

Your D.O. letter No. 3/5(3)-66/SE, dated 28th August, 1970. I regret that there has been slight delay on my part to reply you. There will be no objection to the NSS staff to copy out the census maps required by them for examining the suitability of census enumeration block maps for NSS. You may direct your field officers to get into touch with the State Directors of Census. I am marking a copy of this letter to the Directors of Census Operations.

Sd/-
(A. Chandra Sekhar)

Dr. N.T. Mathew,
Chief Director,
National Sample Survey,
West Block 8, Wing 6,
R. K. Puram,
New Delhi.

Copy together with a copy of the Chief Director, NSS's letter forwarded to all Directors of Census Operations for information and necessary action.

Sd/- ( K. D. Ballal )
Deputy Registrar General, India.

Encls : as above

Copy of D. O. letter No. 3/5(3)-66/SE dated the 28th August, 1970 from Dr. N. T. Mathew, Chief Director, Government of India, Department of Statistics, Directorate of National Sample Survey, West Block 8, Wing 6, R. K. Puram, New Delhi, addressed to Shri A. Chandra Sekhar, Registrar General, India, New Delhi.

Thank you for D. O. No. 9/72/69-CTU dated 19th August, 1970. We are at present interested in examining the suitability of census enumeration block maps for NSS purposes. For this, the NSS staff is required to examine on spot, the notional maps prepared by the census authorities in respect of one or two wards of a few representative towns of each State/Union Territory.

I shall be grateful if some notional maps prepared by the census authorities are made available to NSS staff for about a week or so. If, however, it is not at all possible to spare the maps in some exceptional cases, the NSS staff would be instructed to copy out the census maps, required by them for this study.

D. O. No. 9/80/69-CTU (CEN)

OFFICE OF THE REGISTRAR GENERAL, INDIA.

K. D. Ballal,
Deputy Registrar General,
India.

2/A, Mansingh Road,
New Delhi-11

Dated the 22nd September, 1970.

Dear Shri Barthakur,

In continuation of my D.O. letter No. 9/80/69-CTU (CEN) dated the 14th May 1970 forwarding therewith a copy of the Census Emblem for the 1971 Census, I enclose an extract of the U. O. note received from the Ministry of Home Affairs approving this symbol. You would kindly note that this symbol will not be used on office stationery or publications of the Organisation. In these cases, the State Emblem would continue to be used in accordance with paras IV and VIII of the Orders relating to the State Emblem of India. In other words, the symbol should not be used in substitution of the State Emblem.

*Yours sincerely,*
Sd/-
( K. D. Ballal )

Shri J .K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
Shillong-3

Extract of U. O. note No. 13/6/70-Pub. II dated 4.9.70 from the Ministry of Home Affairs ( Public II Section ).

"This Ministry have no objection to the proposed symbol being used by the Census Organisation purely for publicity purposes connected with the 1971 Census such as posters, stickers and newspaper advertisements, and pamphlets/booklets which have publicity value. It will not, however, be proper to use this symbol on office stationery or publications of the organisation. In such cases the State Emblem should continue to be used in accordance with paras IV and VIII of the Orders relating to the State Emblem of India. In other words, the symbol should not be used in substitution of the State Emblem."

No. 38/1/70-AD. II

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A, Mansingh Road, New Delhi-11
Dated the 28th October, 1970.

To

The Chief Secretaries of all State Governments.

*Subject* :—1971 Census—Postponement of examinations.

Sir,

I have the honour to refer to para 1 of this Office letter No. 38/1/70-AD.II dated the 24th September, 1970 and to say that the dates of various Census Operations indicated in para 1 may kindly be corrected as under :—

| | |
|---|---|
| Reference date : | Sunrise of 1st March, 1971. |
| Enumeration Period : | 10th February, 1971 to 28th February, 1971 |
| Revisional Round : | 1st March to 3rd March, 1971. |

For facility of action a copy of the above mentioned letter after incorporating the corrections is, however, enclosed.

The inconvenience caused is regretted.

*Yours faithfully,*
Sd/-
( K. D. Ballal )
Deputy Registrar General, India.
(Census)

No. 38/1/70-Ad. II New Delhi-11, the 28th October, 1970.

Copy with enclosure forwarded for information to all Ditectors of Census Operations.

Sd/-
( K. D. Ballal )
Deputy Registrar General, India
( Census )

No. 38/1/70-Ad.II
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA.

2/A, Mansingh Road, New Delhi-11
Dated the 24th September, 1970.

To

The Chief Secretaries of
all State Governments.

*Subject:*—1971 Census - Postponement of examination.

Sir,

As you are already aware the next decennial Census of population of India is scheduled to take place in 1971 with sunrise of 1st March 1971 as reference date. The actual Census Enumeration will commence on the 10th February, 1971 and end on 28th February, 1971. There will further be revisional round from 1st March to 3rd March, 1971.

2. The vast army of Census enumeration agency is drawn mostly from school teachers as part-time workers. It was the experience of the last Census in 1961 that often times the annual examinations in several teaching institutions were conducted about the Census Enumeration time or immediately thereafter and this did create considerable difficulty to the teaching staff put on Census duties. The date of Census itself, which comes once in ten years' cannot be changed as it has to be synchronous throughout the country and 1st March is the reference date fixed for this great National-Undertaking. We shall have to therefore adjust other programmes to ensure the success of the National Census in which the Central, State and Local Governments as indeed every citizen has a stake apart from the Worldwise interest it commands.

It should be our duty to create circumstances which are favourable to accurate and smooth Census-taking, I am, therefore, to request you to please ensure that the annual examinations of Schools and Collages for 1971 Commence only after about 20th March, 1971 so that the teachers and others belonging to education department who may be entrusted the duties as enumerator's etc., are in a position to whole heartedly devote themselves to Census work.

An early decision in the matter will be highly appreciated.

*Yours faithfully,*
Sd/-
(A. Chandra Sekhar)
Registrar General, India

No. 38/1/70-Ad. II

New Delhi-11, the 24th September, 1970.

Copy forwarded for information to all Directors of Census Operations and Ex-officio Superintendents of Census Operations.

Sd/- (S. L. Dhani,)
Administrative Officer

A. Chandra Sekhar

D.O.No.9/42/70-CTU (CEN)
MINISTRY OF HOME AFFAIRS
THE REGISTRAR GENERAL, INDIA
NEW DELHI
January 11, 1971.

Your D.O. letter No. F. 30/40/70-Coord., dated 5th January, 1971. In view of the tremendously increased population, the number of personnel required for conducting the census has shot up. Consequently, the State Directors of Census have to mobilise all available personnel for the census work. As you know, the Indian Census is a gigantic operation and nearly a million and a half enumeration personnel will be put on the job. These personnel have to be obviously found from amongst the staff of the Central and State Governments and the local bodies and also the school teachers who will form the bulk of the census enumerators. Care is also taken to see that the minimum interference is caused with the normal work of the staff. The Census Directors will certainly see that all the staff required for census work is not drawn from any single office or department. They have to necessarily choose the staff from the various local offices. While it may not be possible to exempt officials of any particular department completely, the Census Directors will no doubt ensure that the workload is fairly equitably distributed. I have no doubt that they will be drawing the minimum staff from the Customs and Central Excise Departments. I am marking a copy of your letter and my reply to the State Census Directors.

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

Shri M.L. Varma,
Deputy Secretary,
Department of Revenue & Insurance,
Ministry of Finance,
New Delhi

Copy with a copy of D.O. under reference forwarded to all D.C.Os for information and necessary action.

Sd/-
( K.D. Ballal )
Deputy Registrar General, India.

Encls : As above

D.O. F. No. 30/40/70-Coord.
MINISTRY OF FINANCE
DEPARTMENT OF REVENUE & INSURANCE

M. L. Varma
Deputy Secretary

New Delhi, the 5th January, 1971/
15 Pausa, 1892 (Saka)

Dear Shri Chandra Sekhar,

Kindly refer to your Memo No. 9/42/70-CTU(CEN.) dated the 26th March, 1970 regarding preparation of the next Census in February/March, 1971.

2. A number of Collectors of Central Excise, have pointed out that the Director of Census Operations are pressing for release of staff for the Census work. As they would be busy in budget work, it would be difficult for them to release the staff for census work. As similar difficulty was experienced by our field staff at the time of the last Census in 1960, then the Registrar General of India issued instructions, at our instance, to the Supdts. of Census Operations for drafting the minimum staff for census work from the Central Excise Department. In this connection, I am enclosing a copy of his D.O. No. 7/8/60-RG, dated 31.8.1960.

3. I would be grateful if this time also you write to the Supdts. of Census Operations re-iterating the earlier instructions for drawing the minimum staff from the Customs and Central Excise Departments.

*Yours sincerely,*
Sd/-
(M. D. Varma)

Shri A. Chandra Sekhar,
Registrar General, India and Ex-officio
Joint Secretary to the Government of
India, Ministry of Home Affairs,
New Delhi

Copy of the Registrar General, India, 2/A, Mansingh Road.
New Delhi, D.O. No. 7/8/60-RG, dated 31st, August, 1960
( From Shri A. Mitra, I. C. S. )

I am replying to your D.O. No. 30/116/60-Coord, dated 26th August. I greatly appreciate the reasons that you have been good enough to mention. I would, however, request you to consider my possible embarrassment. If I were to exempt any one Central office completely, for whatever exigencies, I would be flooded with similar requests from all other Ministries and departments and I could not see my way out of them. I would, therefore, suggest that I should circulate to all Superintendents of Census Operations to draw the minimum staff for census work from the Central Excise Departments in consultation with the Collectors of Central Excise of the State. I propose to send copies of your letter and mine which will put them in the picture so that the State Census Superintendents will make the minimum demand for the Central Excise staff. I hope you will approve of this procedure.

*(True copy)*

No. Apptt-1/70

GOVERNMENT OF INDIA
NORTH EAST FRONTIER AGENCY

Dated Shillong, the 6th April, 1970.

To

All Heads of Department, NEFA, Shillong.
The Director of Supply & Transport, NEFA,
Jorhat.

*Subject* : 1971 Census

Sir,

I am directed to invite a reference to this Admin's letter No. Apptt. 1/70 dt. 3rd January, 1970 on the above mentioned subject and to state that the district authorities under your department may be instructed to extend all co-operation to facilitate Census Operation in the districts and to provide necessary funds in the Budget Estimate for 1970—71 to meet expenses in connection with T. A. of the staff who may be engaged in Census Operation.

*Yours faithfully,*
Sd/-
(A. Sinha,)
Secretary, General Administration,
NEFA Secretariat, Shillong.

Memo No. Apptt.1/70 Dated Shillong, the 6th April, 1970.

Copy together with a copy of telegram No. Cen. 0969 dt. 18. 3. 70 from the Deputy Commissioner, Anini is forwarded to the Director of Census Operations, NEFA, Shillong. The matter be persued from his end.

(A. Sinha)
Secretary, General Administration,
NEFA Secretariat, Shillong.

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE DIRECTOR OF CENSUS OPERATIONS
NEFA, SHILLONG.

No. Cen-1971/1/66(Part-II)/1560-81 Dt. Shillong, the 11th May, 1970.

To

All Heads of Departments, NEFA, Shillong.

Subject :—1971 Census

Sir,

Kindly refer to the letter No. Apptt. 1/70 dated 6th April, 1970 of the NEFA Administration and the Director of Census Operations. NEFA, letter's No. Cen-1971/1/66 (Part II) dated 16th April, 1970 on the above mentioned subject and intimate this office whether the district authorities under your department are instructed to extend all reasonable facilities by deputing suitable staff for conducting census, when required by the Deputy Commissioners/ Additional Deputy Commissioners, NEFA, and the Director of Census Operations, NEFA, Shillong.

*Yours faithfully,*
for Director of Census Operations,
NEFA, Shillong.

Memo. No. Cen-1971/1/66(Part-II)/1560-81. Dt. Shillong, the 11th May, 1970.

Copy forwarded to all Deputy Commissioners/Additional Deputy Commissioners, NEFA, for information.

Sd/- Illegible
for Director of Census Operations,
NEFA, Shillong.

NORTH EAST FRONTIER AGENCY
DIRECTORATE OF AGRICULTURE AND COMMUNITY DEVELOPMENT

No. Agri/ST/1/69
Dated Shillong, the 14th May, 1970.

To

The Dist. Agril. Officers,
Along/Pasighat/Ziro/Tezu/Bomdila/Khonsa/
Daporijo/Anini/Sepla.

*Subject*:—1971-Census

Sir,

As you know all Government staff are required to render co-operation and assistance for carrying out the census work. I would therefore, request you to kindly instruct all the staff under you to render all necessary assistance in the matter of Census Operation without detriment to their own legitimate duties.

I am further to say to provide necessary funds in the Budget Estimate for 1970-71 to meet expences in connection with T.A. of the staff who may be engaged in census operation.

Kindly acknowledge receipt.

*Yours faithfully,*
(J. Symon) DAO
for Director of Agriculture and
Community Development, NEFA,
Shillong.

Memo. No. Agri /ST/8/69

Dt. Shillong, the 14th May, 1970.

Copy forwarded for information & similar action to :—

1. The Principal, Gramsevak Training Centre, Pasighat.
2. Dist. Animal Husbandry & Vety. Officer, Along/Bomdila.

3. The Director of Census Operations, NEFA, Shillong with a request to send a copy of his letter No. CEN-1971/1/1/66 (PART II) dated 16.4.70 which has not been received in this Directorate.

Sd/-
(J. Symon) DAO
for Director of Agriculture and
Community Development, NEFA,
Shillong.

GOVERNMENT OF INDIA
NORTH EAST FRONTIER AGENCY

No. IND.19/70/239 Dated Shillong, the 26th May, 1970.

To

All District Industries Officers,
North East Frontier Agency.

*Subject*:— 1971 Census.

Sir,

I am directed to request you to extend all reasonable facilities by deputing suitable staff for conducting Census Operations in NEFA when required by the Deputy Commissioner/Addl. Deputy Commissioners and the Director of Census Operations, NEFA, Shillong.

Kindly acknowledge receipt of this communication.

*Yours faithfully,*
Sd/-
Chief Industries Officer,
NEFA, Shillong.

Memo. No. IND. 19/70/239—A Dated Shillong, the 26th May, 1970

Copy forwarded to the Director of Census Operations, NEFA, Shillong for information. In this connection it is also pointed out here that the reference quoted in your letter No. Cen. 1971/1/66 (Pt—II) 1560-81 dated the 11th May, 1970 have not been received in this office.

Chief Industries Officer,
NEFA, Shillong.

OFFICE OF THE SUPERINTENDING ENGINEER : CPWD, NEFA

CIRCLE(I) : SHILLONG

No. SEI/EC-III/70/83/8522 Dated Shillong, the 29th May, 1970.

To

The Director of Census Operations,
NEFA, Shillong.

*Subject* :—1971 Census.

*Ref* :—Your letter No. CEN-1971/1/66 (Pt. II)/1560-81 dated 11th May, 1970.

Sir,

With reference to your letter No. quoted above I am to request you to send a copy of your letter No. CEN-1971/1/66(Pt. II) dated 16.4.70, which does not appear to have been received.

All Executive Engineers under this Circle have already been directed to extend co-operations to facilitate Census Operation in 1971 and to provide necessary funds in the Budget Estimate for 1970-71 to meet expenditure in connection with D.A. of the staff who may be engaged in Census Operation.

*Yours faithfully*,
Sd/-
( B. K. Dhar )
Registrar.
for Superintending Engineer, NEFA,
Circle (I) Shillong.

REGISTERED WITH A/D

NORTH EAST FRONTIER AGENCY

DIRECTORATE OF HEALTH SERVICES : SHILLONG

No. M/VS/69/14

Dated Shillong, the 24th September, 1970.

To

The Deputy Commissioner,
Subansiri District, Ziro.

*Subject* :—Census—1971—Appointment of Supervisors and Enumerators.

Sir,

With reference to your letter No. Cen/1971/3 dated 6.8.70, on the above subject, I am to say that engagement of Medical Staff for the ensuing 1971 Census for a short period is approved. It has also been ascertained from the Census Deptt., NEFA, that the staff engaged for Census work may have to spare only a few days say maximum period of one week as this period is considered sufficient to complete the work as per assignment. In this connection, it may also be pointed out that the NMEP & NSEP Field Staff who might be engaged for such works should syncronise their programme of work in such a way that they can carry out their usual duties side by side with the Census works but no surveillance staff ( i.e., S. I to D.H.V. ) should be disturbed in the discharge of their normal duties.

As regards payment of T.A/D.A for Census works, I am to state that such expenditure will be met from the medical budget under the relevant head of account but a separate account should be maintained by each office for adjustment, in future, to any other head of account, as may be decided subsequently by the Govt./Admn.

Please acknowledge receipt of this letter.

*Yours faithfully,*
Sd/-
( T. Mukherjee ),
Director of Health Services,
NEFA, Shillong.

Memo No. M/VS/69/14 (A) Dated Shillong, the 18th September, 1970.

Copy forwarded for information and similar necessary action to :—

1. The Deputy Commissioner, Along/Pasighat/Tezu/Khonsa.
2. The Addl. Deputy Commissioner, Pasighat/Tawang/Anini/Daporijo/Sepla.
3. District Medical Officer, Along/Tezu/Ziro/Khonsa/Bomdila/Pasighat.
4. Sub-divisional Medical Officer, Sepla/Daporijo/Anini.
5. Zonal Malaria Officer, Kimin/Along/Tezu/Tirap Forest.
6. D. C. O., NEFA, Shillong, for information.
7. Under Secretary (P & D), NEFA, Shillong for information. This refers to this Admn. No. PD (A) 61/70 dt. 20.8.70.
8. Budget/NMEP/Estt. Section of this Dte. for information and necessary action.

Sd/-
( T. Mukherjee ),
Director of Health Services,
NEFA, Shillong.

# APPENDIX XXI

## CIRCULARS ON CHANGE OF REFERENCE DATE FOR 1971 CENSUS DUE TO EXIGENCY CREATED BY THE MID-TERM POLL

A. Chandra Sekhar

D.O. No. 9/127/70-.CTU (CEN)
MINISTRY OF HOME AFFAIRS
THE REGISTRAR GENERAL, INDIA
2/A, MANSINGH ROAD
New Delhi-11
Dated the 29th December, 1970.

Dear Barthakur,

The mid-term elections will now take place in the country.

Earlier, we had the apprehension that the mid-term poll might upset the census training programme and consequently the enumeration. The last few weeks I had the opportunity to acquaint myself with the training of census enumeration in several States. I also had discussions with the District Officers and our colleagues in the Census Organisation about the possible clash of General Elections with the census. I was happy to note that the census training programme has advance so much that almost every enumerator is in a state of complete readiness to launch on the census enumeration work any time. It has taken us several months of preparation and hard work to build up the present momentum in census work. We can not afford to slacken this tempo. The avalanche of the census must roll on.

It was gratifying that the district officials as well as the enumerators, wherever I went, assured me that the enumeration will be completed according to schedule. It is likely that the supervision of field enumeration may get slightly affected as some of the Charge Officers are likely to be entrusted with electoral responsibilities. But I found the enumerators were so well trained that they would be able to complete the enumeration accurately with minimum of supervision.

There was a suggestion from some quarters that the census could be postponed. This will be preposterous as the undertaking of fresh training of a million enumerators will be impossible. It is with great difficulty we had kept the enumeration personnel undisturbed from their present posts till the census enumeration is completed. Several State Governments had already extended so many concessions to facilitate the census such as postponement of examinations etc. It will be extremely difficult to secure all these concessions over again. The teachers who form the bulk of census enumerators are likely to be transferred after the summer vacations. It will take several months to build up the tempo required to launch on a census enumeration. The Census Enumeration agency throughout the country is now keyed up and if this opportunity is allowed to go it will be impossible to enthuse it to take up this tremendous task again. Therefore the balance of advantage is definitely in getting through the census enumeration in February, 1971.

However, we shall have to make a small adjustment in the enumeration period and in the census reference date so that a clash with the polling dates may be avoided. I had a

discussion with the Chief Election Commissioner and it is understood that the polling dates have been fixed around 28th February and 1st March, 1971 and for various reasons it will not be possible to alter them. If so, it will be difficult to carry out the enumeration of the houseless on the 28th February and take up the revisional round from 1st March as originally programmed. I now propose that the reference date for the 1971 Census be had as the sunrise of 20th February, 1971. The census enumeration may commence on 1st of February. The enumeration of the houseless may be taken up on the night of the 19th February. The revisional round may be had on the 20th, 21st and 22nd February, 1971. The provisional totals of the District Census Officers to be communicated to the Directors of Census Operations and Registrar General by 25th February. Formal gazette notification fixing 20th February as the reference date will be issued shortly.

*Yours sincerely*,
Sd/-
( A. Chandra Sekhar )

Shri J. K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
Shillong.

P. S. : The above change may not affect you since you must have completed the correction in NEFA in advance.

Please acknowledge receipt by wire.

| STATE | EXPRESS | | TELEGRAM |
|---|---|---|---|
| In | Supersession | Of | Ourtel |
| Dated | Twentyeight | December | |
| 1971 | Census | Enumeration | Programme |
| Revised | As | Follows | Stop |
| Reference | Date | Sunrise | Of |
| First | April | Stop | Enumeration |
| To | Commence | Tenth | March |
| Stop | Enumeration | Of | Houseless |
| On | Night | Of | Thirtyfirst |
| March | Stop | Revisional | Round |
| On | First | To | Third |
| April | Stop | Kindly | Take |
| Further | Action | Accordingly | And |
| Acknowledge | Receipt | By | Wire |

Reggenlind

---

Not to be telegraphed

2/A, Mansingh Road,
New Delhi-11
the 11th January, 1971.

(K. K. Chakravorty)
Central Tabulation Officer
Registrar General's Office

No. 9/209/70-CTU(CEN)

New Delhi-11, the 11th January, 1971.

Copy by post in confirmation to all Directors of Census Operations. Detailed letter will follow shortly.

Copy to all Heads of the units.

Sd/-
(K. K. Chakravorty)
Central Tabulation Officer
Registrar General's Office

D. O. No. 9/127/70-CTU (CEN)

A. CHANDRA SEKHAR

MINISTRY OF HOME AFFAIRS
THE REGISTRAR GENERAL, INDIA
NEW DELHI.

15th January, 1971.

Dear Barthakur,

This is in continuation of our telegram dated the 11th January, 1971 communicating the revised dates for 1971 Census Enumeration which are as follows :

| | |
|---|---|
| Reference Date | —Sunrise of 1st April, 1971. |
| Enumeration Period | — March 10 to 31, 1971. |
| Count of Houseless Population | —Night of 31st March, 1971. |
| Revisional Round | —April 1 to 3, 1971. |

2. In my demi-official letter of even number dated the 29th December, 1970, reasons for change of dates were spelt out and it was decided to prepone the Census to avoid a clash with the mid-term elections. Subsequent to that there was a meeting with the Chief Election Commissioner, where the State Chief Electoral Officers were also present, and it was pointed out by several States that as all the administrative officials will have to be pre-occupied fully with General Elections work from now on till the polling is completed, the pre-ponement of Census enumeration will adversely affect the elections work, which risk they were not prepared to take. The consensus was in favour of postponement of the Census. The question of school examinations fixed in March was specifically discussed and it was agreed by the State Chief Electoral Officers that they would help in getting the school examination dates postponed to sometime in the middle of April, 1971.

3. In these circumstances, the Government of India decided on the postponement of the census to immediately after the General Elections. Accordingly, the revised dates of Census taking as indicated in para 1 above have been fixed. We do realise that this will upset your plans to a considerable extent but under extra-ordinary circumstances there is no alternative to the postponement of census enumeration to March, 1971. You will, however, be glad to know that the Prime Minister has kindly written to the Governor of West Bengal and all the Chief Ministers of States demi-officially communicating the revised reference date and also requesting them to consider the desirability of postponing the school examinations till after 4th April, 1971. A copy of Prime Minister's letter of 8th January, 1971 is enclosed for your information. With regard to Union Territories, the Lt. Governors/Chief Commissioners/ Administrators have been addressed separately by the Special Secretary in the Ministry of Home Affairs (copy of the Special Secretary's letter of 12th January, 1971 enclosed) communicating the decision of the Government of India to postpone all school examinations till after 4th April, 1971. The States/Union Territory Governments have also been requested in these letters to extend fullest co-operation for the taking of Census.

4. In the telegram referred to above communicating the revised dates, date for reporting of provisional population totals has not been communicated. I write to inform you that the provisional population totals should reach the Registrar General's Office by the 7th April, 1971. You may now kindly take suitable necessary action for the taking of the census having regard to the revised census calendar.

5. Formal gazette notification fixing 1st April, 1971 as the reference date will be issued shortly.

6. Kindly acknowledge receipt of this communication.

*Yours sincerely,*
Sd/-
( A. Chandra Sekhar )

Encls : As above

Shri J. K. Barthakur,
Director of Census Operations,
North East Frontier Agency,
Shillong

Copy of D.O. letter No. 22-PMO/71 dated the 8th January, 1971 from the Prime Minister to the Governor, West Bengal and Chief Ministers of the States.

It has been brought to my notice that there will be difficulties in conducting the census enumeration just before the polling dates. The census enumeration may, therefore, have to be held in March. The reference date will be 1st April, 1971.

I am told that in some States annual school examinations are held in March. In that case, teachers who form a bulk of the trained enumerators, will go on vacation soon after the examinations are over, and this will upset the census programme. Therefore, it appears advisable to hold the examinations in early April. I suggest that all examinations may be postponed to a date after about the 4th April so that the census enumeration is completed in all respects by then.

The Census Operations are a massive national programme and your fullest cooperation is essential.

Copy of D.O. letter No. 9/127/70-CTU (CEN) dated the 12th January, 1971 from Special Secretary to Lt. Governors Chief Commissioners/Administrators and Adviser to the Governor of Assam etc.

There will be difficulties in conducting the census enumeration just before the the polling dates. The census enumeration may, therefore, have to be held in March. The reference date will be 1st April, 1971.

2. We are told that in some territories annual school examinations are held in March. In that case, teachers, who form a bulk of the trained enumerators, will go on vacation soon after the examinations are over, and this will upset the census programme. Therefore, it appears advisable to hold the examinations in early April. It has been decided to postpone all the school examinations to a date after about the 4th of April so that the census enumeration is completed in all respects by then.

3. The Census Operations are a massive national programme and we hope it will be possible for you to take the action suggested.

With regards,

## REGISTRAR GENERAL'S PRESS CONFERENCE

16th January, 1971.

Under Section (3) of the Census Act 1948, the Government of India have now finally fixed the reference date for the 1971 Census of India as the sunrise of 1st April, 1972. The census enumeration will commence on 10th March 1971 and end on 31st March 1971. The houseless persons will be enumerated on the night of 31st March, 1971. There will be a revisional round from 1st April to 3rd April to bring the figures uptodate as at sunrise of 1st April, 1971.

The reference date was originally notified as 1st of March, 1971 but had to be changed to 1st April, 1971 on account of the mid-term General Elections this year. The field agency that conducts the elections and the census being the same, it was felt that this agency would not be in a position to handle these two mass operations simultaneously. Hence the need to put off the census enumeration till after the polling for the General Elections was completed.

The changed date does not affect the validity of the census figures as such. The decennial censuses in India are taken in the years ending in '1', i.e., 1881, 1891, 1901, ....., 1961 and so on and we are adhering to it in 1971. The enumeration period at a census is generally fixed at a time when most parts of the country are easily accessible and suiting the convenience of the census personnel to take up the work. The reference dates for the Indian censuses from 1872 to 1961 were as follows :

| | | |
|---|---|---|
| 1872 | ... | 21st February |
| 1881 | ... | 17th February |
| 1891 | ... | 26th February |
| 1901 | ... | 1st March |
| 1911 | ... | 10th March |
| 1921 | ... | 18th March |
| 1931 | ... | 26th February |
| 1941 | ... | 1st March |
| 1951 | ... | 1st March |
| 1961 | ... | 1st March |

In 1971, due to the extra-ordinary situation created by the mid-term elections in the country, there was no alternative to changing the reference date to 1st April. Since we have had regular decennial censuses for the last hundred years and the reference date has also been in fairly close proximity at each census year, the decennial census figures have always been comparable and valid.

The position in respect of other countries is that some countries take their decennial censuses in the year ending with 'O' and some others with '1' and quite a few in different

years. The reference date for the censuses in the U.S.A. had been the 1st of April. In the U.K., it was 23rd April while in the USSR the 15th of January. It may be stated that while the latest census in USSR was taken in 1970, the one immediately preceding it was in 1959.

Since school examinations are held in some States in the month of March, in order to help the teachers, who are mostly engaged as census enumerators, to attend to the census enumeration, the State Governments have been advised to postpone the examinations. Since the population census is an important national undertaking, it will be necessary for the State and Local Governments to afford all facilities for a successful census.

All preparatory steps for launching the census enumeration in February, as originally programmed, had been planned and executed in the last two years. All the stages such as mapping out the areas, fixation of location codes printing of schedules and instructions, housenumbering and houselisting, formation of enumeration blocks, appointment of enumeration personnel and most important of all, intensive training of nearly a million and a quarter enumeration personnel have been comleted and it should not prove a problem to complete the final census enumeration which has been postponed only by a month.

In the last few weeks, certain representations have been received in regard to the enumeration of certain characteristics at the coming census. The following clarifications are made.

1. *Enumeration of mother-tongues* :—For the purpose of the census, mother-tongue is defined as the language spoken in childhood by the person's mother to the person. If the mother had died in infancy, the language mainly spoken in the person's home in childhood is regarded as the mother-tongue. The enumerators have been instructed to record the mother-tongue in full, whatever be the name of the language so returned and he is not expected to determine if the language is a dialect of another major language and so on. He has also been asked not to be guided by religion in recording the mother-tongue but that he was bound to record the language as returned by the person as his mother-tongue and he should not enter into any argument with the respondent and not to record anything other than what is returned as mothe-tongue by the respondent.

In order to ensure that the respondent has the confidence that the enumerator had recorded the mothe-tongue as returned by the respondent, the enumerators have also been asked to show the filled in schedules of the household to the head of the household or any other responsible member of the household who furnished the answers on behalf of the household and get him to attest on the back of the census slip. It should, however, be brone in mind that the census record being confidential, ii will not be open for perusal by a third party. It has been impressed on the census officials that making any false return or disclosing the information collected of the individuals to unauthorised persons is punishable under the Census law.

2. *Enumeration of Scheduled Castes and Scheduled Tribes* :—Certain representations have been made to the effect that at the census not merely the communities notified in the

Presidential Order under the Constitution should be enumerated as Scheduled Caste or Scheduled Tribe, as the case may be, but also other communities that may be a sub-caste or synonym of the community notified in the Presidential Order should also be enumerated as a Scheduled Caste or Scheduled Tribe. It has also been represented that the area restriction for recognition of certain communities as a Scheduled Caste or Scheduled Tribe should be removed. By virtue of the ruling of the Supreme Court of India CA-401 of 1964 to the effect that it would not be open to any party to give evidence to the effect that caste A mentioned in the Presidential Order includes or was the same as caste B, it will be unconstitutional to enumerate any community or case not specifically included in the Order as a Scheduled Caste or Scheduled Tribe. Similarly, where the Presidential Order had already indicated areas where certain communities are regarded as Scheduled Castes and Scheduled Tribes, it will not be open to the Census Organisation to ignore the area restriction.

*3. Enumeration of Religions* :—In the recording of the religion of a person enumerated, single-letter abbreviations have been prescribed in the instructions to the enumerators for convenience in recording the religions such as Hinduism, Islam, Christianity, Sikhism, Buddhism and Jainism. For persons returning any other religion, the enumerator has been instructed to record the religion completely. Sub-sects of religions will not be generally enumerated or tabulated as such. The enumerator will record the religion of a person as actually returned.

No. 9/168/70-CTU(CEN)

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A, Mansingh Road, New Delhi-11.
Dated the 22nd January, 1971.

To

The Director of Census Operations,

*Subject* :— 1971 Census—Enumeration of floating population—Regarding.

Sir,

As you are aware, the reference date of the 1971 Census has now been finally fixed at 1st April, 1971. The dates for the enumeration of the floating population intimated to you vide this office circular letter of even number dated 26.10.70 have therefore to be revised accordingly. The new dates proposed for the enumeration of sea population are as follows :

| | | |
|---|---|---|
| 1. | Ocean liners coming from foreign countries and staying till the sunrise of 1st April, 1971. | 1st April, 1971 |
| 2. | Indian Merchantile Ships plying between Indian Ports and Foreign Ports. | 1st April, 1971 |
| 3. | Coasting vessels and miscellaneous types. | 31st March, 1971 or 1st April, 1971 |
| 4. | Vessels at sea. | Till 20th April, 1971 |

*Yours faithfully,*
Sd/-
(G. P. Sharma)
Research Officer

*IMMEDIATE*

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

Dated New Delhi-11, the 14th January, 1971.

S. O. 371—In pursuance of Section 3 of the Census Act, 1948 ( 37 of 1948) , the Central Government hereby takes 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 ]

Sd/-
( A. Chandra Sekhar )
Registrar General, India &
Ex-officio, Joint Secretary

No. 9/30/69-CTU (CEN) Dated New Delhi-11, the 1st March, 1971.

Copy forwarded for information to :—

(i) All State Governments/Union Territories
(ii) All Director of Census Operations

[ The above amendment has been published in the Gazette of India, Part II-Section 3—Sub-Section (ii) dated January 23, 1971. ]

Sd/-
( K. D. Ballal )
Deputy Registrar General, India &
Ex-officio, Deputy Secretary to the
Government of India.

# APPENDIX XXII

## INSTRUCTIONS TO FIELD WORKERS
## CENSUS (NEFA) 1961

# APPENDIX—XXII

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE EX-OFFICIO SUPERINTENDENT OF CENSUS OPERATIONS, N.E.F.A.

## Instructions to Field Workers—Census (NEFA) 1961

As Census Enumerator you are a very important person upon the accuracy and care with which you complete your task most of the future administrative and development planning of the NEFA will depend.

Please read the following instructions carefully. They will give you a clear understanding not only of how to fill the forms but also why these forms are required and how important is the work which you will do shortly.

Why do we require this data ? Most of you are directly or indirectly concerned with the development of the people and the area. The present age is an age of planning. Unless we know what we have and how much we have, we can not plan properly how much is required. Especially in the NEFA where there are few other reliable background statistics. The data you are going to collect will form the very basis on which our future plans will be formulated. In fact the data collected by you will be referred to for next ten (10) years on all administrative, social and economic questions. Even after 1971 the data now collected will not loose its value, but will be most valuable for future comparative studies, to show for example the increase or decline of a particular tribe or group.

1961 Census will be the tenth decennial census in India (first Census was taken in 1872) and it will be the First Census in the NEFA.

Unless you collect accurate figures unaffected by preconceived ideas, you will fail to help the administrators and the policy makers of future, towards a correct assessment of problems and hence to correct decisions. The accuracy of the data collected is as important as enumerating all the villages and all the population.

You are to enumerate all the villages falling under your jurisdiction. You have been provided with a list of villages for your guidance appendix 'A'. But you must not think that the list is exhaustive and no village, whether or not included in the list provided, should escape enumeration. Make repeated local enquiries about the villages and be satisfied that your coverage is complete. In certain cases due to some political or other difficulties it may be impossible to reach a village for some time. Take a note of this, and report the matter immediately to the Divisonal Statistical Officer (DSO) giving him the names of the village (s), name (s) of tribe (s) inhabiting the village (s) and the estimated population of the village (s). Make further attempts to enumerate the village (s) after a laps of time.

On reaching a village, explain carefully to the traditional village authority the purpose of your visit, and the necessity for collecting this data. Tell them that this is being done in every corner of India. You must gain the peoples confidence before you start your work.

The Enumeration Book, given to you consists of 50 Forms. There are 20 lines in each Form for recording the household particulars. Under this there is a line for totals. Fill in the Forms with a good lead pencil. Put crosses (X) in the columns where the information is nil. Do not keep any column blank. Record your remarks wherever you think they are necessary to an understanding of the entries you have made.

## INSTRUCTIONS FOR FILLING UP THE FORMS

**Location Code :**

At the top of the form you will find a place for recording the location code. The first code number (in Arabic numerals) will stand for your division, the second code number, after the oblique stroke (in Roman numericals) will stand for the Sub-division or Administrative Centre of which you are the incharge for completing the Census Enumeration. You should take care to write these two codes on every census form, separated by an oblique stroke like this : 2/III or 1/IV etc. The codes will be given to you by the Divisional Statistical Officer. If he has not given them to you, so far, ask for them before you leave the headquarters after training.

**Name of the Village**

After writing the location code in the form, write down the name of the village you are going to enumerate in the place provided in Block Capital letters. Be very careful in writing the name of the village. Check-up the list of villages provided to you by the D.S.O. for the correct spelling. In case the name of the village does not appear in the list, take special care to spell the name correctly and add the name to the list. Report about the village immediately to the Divisional Statistical Officer. Invariably consult your P.O./A.P.O./Base Superintendent if there is any doubt or change reported in the name of a village. People may try to get you to record such changes in name or recognition of new hamlets or settlements as villages from all sorts of motives ranging from clan or tribal rivalry to the aim of quoting this recognition later to obtain a red blanket. The P.O's decision on such village names will be final.

**Households**

Each line in the form will relate to one household. A Household means the entire group of persons who commonly live together in the same house and take meals from a common mess, unless the exigencies of the work prevent them from doing so. Some houses may be lived by more than one group of persons each group having a separate common mess. In such cases each group should be regarded as a separate household, and a separate line should be filled up for each such group.

**Col. No. 1 : The Date of Enumeration :**

Put down in this column the date on which you fill the household details in a line.

**Col. No. 2 : The Head of the Household :**

Record the name of the Head of the household in this column. The name is required for the identification of the household. The head of the household, for census

purposes is a person on whom falls the chief responsibility for the maintenance of the household. The Head of household need not necessarily be the eldest male member, but may even be a female member or younger members of the either sex. You need not however make any elaborate enquiry about this and should record as Head of household the name of the person who is actually acknowledge as such.

A boarding house, mess or any other organisation or institution where normally a group of non-related persons stay together and mess together be treated as one household for the purpose of this Census. It's Manager or the customary head of the institution/organisation will be considered as the Head of the household. In such cases write in brackets under the name of the head of the household (Boarding house or mess) etc. as the case may be, and circle the sl. number of the household. We have consulted our Research Staff and decided that in NEFA condition it will not be correct to enumerate young people who sleep in village dormitories such as due's and rushings at night under this Head of and Institution as they normally eat at home and recognise the parents as head of their household. On the other hand hostel inmates in a school have to be enumerated in the hostel as also hostel inmates in monaster institutions such as Gompas and Khampti temple-schools.

**Col No. 3 : Name of the Tribe :**

Write down the name of the tribe (and sub-tribe in bracket) after checking carefully the list of tribes attached at Appx. 'B'. If a sub-tribe is not in the list, make further enquiries and refer the matter to the P.O. through the D.S.O. Otherwise we shall be encouraging too much splitting up of tribes down to even village group.

**Col. No. 4 : Name of the Dialect/Language :**

Exactly the same procedure should be followed in regard to the recording of languages/ dialects of which an authentic list is given at Appx. 'C'. Take care to write the correct spelling of the name of the reported tribe/language/dialect. If the language/dialect which the individual insists he speaks is not given in the list again refer the matter to the Divisional Statistical Officer and Political Officer whose decision in consultation with his A.R.O. will be final.

**Col. No. 5 : Duration of Residence :**

Ascertain when the Head of the Household came to the village you are enumerating, with his family and enter the duration of residence in the village in number of completed years. In a large number of cases you will find that the Head of the household and his ancestors were born in the village. In such cases record 'X'. If the village as a whole has shifted from one location to another but retained its old name, record 'X' against the Head of the household who lived in the village for a long time (above 40 years for this purpose only) and for the Head of the household who does not remember the number of years he has settled in the village. Record 'O' if the duration of residence is less than one year.

**Col. No. 6 : Total Family Members :**

The total family members (including friends, relative and servants who commonly mess together in the household) should be recorded here. It should include all the members of the family. Make special enquiries about the babies.

The members who have temporarily gone some where else will be included. Similarly temporary guests in that household will be excluded and enumerated in their own homes. Family members who have gone out of the family permanently or for a sufficiently long period or have now formed a separate household should not however be counted with the parent family but separately in their new location. Members who are in Government service and those who are staying permanently at Political Officers' Headquarters should not be counted under this head as they will be enumerated on the All India Forms as Government servants. Gaonburas and their families should however be enumerated.

If a family member is at a Political Officer Head-quarters between February 1961 to 3rd March, 1961, do not count him in the household. It is expected that such cases will be very very rare, as the Census on this Simplified Forms will be completed much before that date.

I short all the normal family members relations, or friends or servants who commonly stay together in one household and mess together, should be counted in that household. Absence from home which is of temporary nature should not disqualify the person from being counted as a family member.

**Cols Nos. 7 & 8 : 0-4 years :**

Record in these two columns the number of children belonging to the household, below the age of 5 years. The completed number of years will be taken into account for this purpose. e. g. a child of 4 years 11 months or 4 years 1 day or 4 years 11 months 20 days will be included in the age group of 0-4 years. Record in column number 7 'M', the number of male children and in col. No. 8 'F' the number of female children belonging to the age group of 0-4 years. Assessment of age will obviously have to be done approximately on the basis of common sense enquiries and observation. The information is very important however for the scientific assessment of population trends.

**Cols. Nos. 9 to 12 : 5-14 years:**

Record in these columns the numbers of household members who have completed 5 years of age and have not completed the age of 15 years.

Record the number of male and female persons belonging to this age group separately in cols. Nos. 9 and 10.

In cols. Nos. 11 & 12 the break up for the number of persons belonging to age group 5 to 14 years is to be done according to literacy. Record in col. No. 11, how many of the males

recorded in col. No. 9 are literates and in col. No. 12 how many of the females recorded in col. No. 10 are literates.

A person who can read and write a simple letter in his own language or in any script is to be treated as literate.

**Cols. Nos. 13 to 16 : 15 years and above:**

The total number of the household members who have completed the age of 15 years are to be recorded in these columns. Record the number of males in col. 13 and females in col. 14.

In the col. 15 record how many of the males recorded in col. 13 are literates and record in col. 16 how many of the females recorded in col. 14 are literates

**Cols. Nos. 17 & 18 : Land under Permanent Cultivations.**

These two columns relate to household land (*Possessed*) and actually under permanent cultivation by way Wet Rice Cultivation (WRC, col. 17) and Terrace Rice Cultivation (TRC, col. 18). Enquire if the household practies the WRC, TRC methods of cultivation. If so, you must carefully record the exact are under cultivation. You should seek help from the field staff of the Agricultural Directorate, whenever you find one. In case the household does not practice WRC or TRC way of cultivation record 'X'.

**Col. No. 19 : Main Crop (s) under Jhum Cultivation :**

Enquire what main crops were grown in the previous crop season by the household and record the names of the main two crops in order of priority.

In the last line of the Form, you will find in col. 5 the word 'Total'. You are to work out the vertical totals of columns 6 to 18 and record them under the respective columns. Be specially careful to be accurate.

At the bottom of the Form, in the left most corner, you will find the phrase 'Enumerated by' here you write down your full name in Capital letters. Under that, in the place given for 'signature of the Enumerator' put your signature.

*Remember :*

1. You are not to enumerate more than one village on one Form.

2. If for a village the number of Households ars less than 20 cut out the unused sl. No. in col. No. '0'.

3. If in a village the number of households are more than 20, then write on the top of the Form *'continued to next page'* and in the next page be sure to record the location code and the name of the village.

4. Record the totals of each Form in the place provided for it.

**Enumerators' Abstract**

When you exhaust the Enumeration Form Book, fill up the Enumerators' abstract given on the cover page.

Fill up the location code as usual. In the next line record the total number of villages enumerated in the Form Book. Count the number of households enumerated in the Book and the number of forms used and record them in the next two lines.

Then you calculate the number of males, females and total persons enumerated in the Book, and record them in the col. 3 of the tabulator form provided. After that find out how many of males and females recorded in col. 3 are literates and record them in col. 2 and give the total in the 3rd line.

At the bottom of the Abstract, there is a place for date and signature of the Enumerator. Put your signature and the date on which you hand over the book to the Administrative Centre Incharge.

# APPENDIX XXIII

## SIMPLIFIED SCHEDULE CENSUS 1961 NORTH EAST FRONTIER AGENCY

APPENDIX
(Simplified
**CENSUS**
NORTH-EAST

Location Code :

Name of the Village :

| Serial No. | Date of Enumeration | Name of the Head of the House-hold | Name of the tribe | Name of the dialect/ Language | Duration of Residence | Total Family members | POPU 0—4 years | |
|---|---|---|---|---|---|---|---|---|
| | | | | | | | M | F |
| 0 | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| 1 | | | | | | | | |
| 2 | | | | | | | | |
| 3 | | | | | | | | |
| 4 | | | | | | | | |
| 5 | | | | | | | | |
| 6 | | | | | | | | |
| 7 | | | | | | | | |
| 8 | | | | | | | | |
| 9 | | | | | | | | |
| 10 | | | | | | | | |
| 11 | | | | | | | | |
| 12 | | | | | | | | |
| 13 | | | | | | | | |
| 14 | | | | | | | | |
| 15 | | | | | | | | |
| 16 | | | | | | | | |
| 17 | | | | | | | | |
| 18 | | | | | | | | |
| 19 | | | | | | | | |
| 20 | | | | | | | | |
| | | | | | Total ... | | | |

Enumerated by :—

Signature of the Enumerator.

Scrutinised & Forwarded to P.O. by :—

Signature of the Administrative Centre In-charge.

XXIII
Schedule)
**1961**

FRONTIER AGENCY

LATION

| 5—14 years | | | | 15 years and above | | | | Land under permanent cultivation (in acres) | | Main crops under Jhum cultivation |
|---|---|---|---|---|---|---|---|---|---|---|
| Persons | | Literates | | Persons | | Literates | | | | |
| M | F | M | F | M | F | M | F | WRC | TRC | |
| 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 |
| | | | | | | | | | | |

Signature of the Political Officer.

## ENUMERATOR'S ABSTRACT

Location Code :

No. of Villages enumerated in the Books :

Total No. of Households enumerated :

No. of forms filled up :

| Sex | Literate | Total persons |
|---|---|---|
| 1 | 2 | 3 |
| Males | | |
| Females | | |
| Total | | |

Date and Signature of the Enumerator

Signature of the Administrative Centre incharge testifying that the information contained in this book if correct

## APPENDIX—XXIV

## CENSUS OF INDIA 1971

## LIST OF PUBLICATIONS

| *Part No. and Subject Covered* | *Sub-part No. and the Subject Covered* |
|---|---|
| PART I<br>Census General Report | Part I-A : First Part of the General Report discussing the data yielded from the Primary Census Abstract and the broad religion and mother tongue distribution. It will cover distribution, growth and density of population, sex ratio, rural and urban differentials, broad literacy rates, population of Scheduled Castes and Scheduled Tribes, broad economic categories etc.<br>Part I-B : The second part covering the detailed analysis of the demographic, social, cultural and migration patterns after the completion of the full tabulation programme.<br>Part I-C : Subsidiary Tables.<br>Portrait of Population : A popular version of the General Report. |
| PART II<br>Census Tables on population | Part II-A : Union/State/UT-General Population Tables ('A' Series).<br>Part II-B : Economic Tables ('B' Series).<br>Part II-C(i) : Social & cultural Tables (Distribution of Population by Mother Tongue and Religion, Scheduled Castes and Scheduled Tribes).<br>Part II-C (ii) : Other Social & Cultural Tables and Fertility Tables—(Tables on Household Composition, single year age, marital status, educational levels, Scheduled Castes & Scheduled Tribes, etc., Bi-lingualism.)<br>Part II (Spl.) : All India Census Tables on 1% Sample Basis (Technical Note on Sampling will be incorporated). |
| PART III<br>Establishments Reports and Tables | Establishment Report and Tables of the 'E' Series. |
| PART IV<br>Housing Report and Tables | Part IV-A : Housing Report & Housing Subsidiary Tables.<br>Part IV-B : Housing Tables. |
| PART V<br>Special Studies | Spl. Tables and Ethnographic Notes on Scheduled Castes & Scheduled Tribes. |

| | |
|---|---|
| PART VI<br>Town Directory, Survey Reports on Towns & Villages | Part VI-A : Town Directory.<br>Part VI-B : Special Survey Reports on selected towns.<br>Part VI-C : Survey Reports of selected villages. |
| PART VII<br>Special Report | Special Report on Graduates and Technical Personnel. |
| PART VIII<br>Administration Report<br>( for official use only ) | Part VIII-A : Administration Report—Enumeration.<br>Part VIII-B : Administration Report—Tabulation. |
| PART IX<br>Census Atlas | Union and State/Union Territory Census Atlases. |
| PART X<br>District Census Handbook | Part X-A : Town and Village Directory.<br>Part X-B : Urban Block/Villagewise Primary Census Abstract.<br>Part X-C : Analytical Report and Administration Statements and District Census Tables. |

Preparation of some special monographs will be entrusted to interested scholars. The Programme of these monographs is yet to be finalised.