(For official use only)

CENSUS OF INDIA 1981

SERIES 17

PUNJAB

PART I

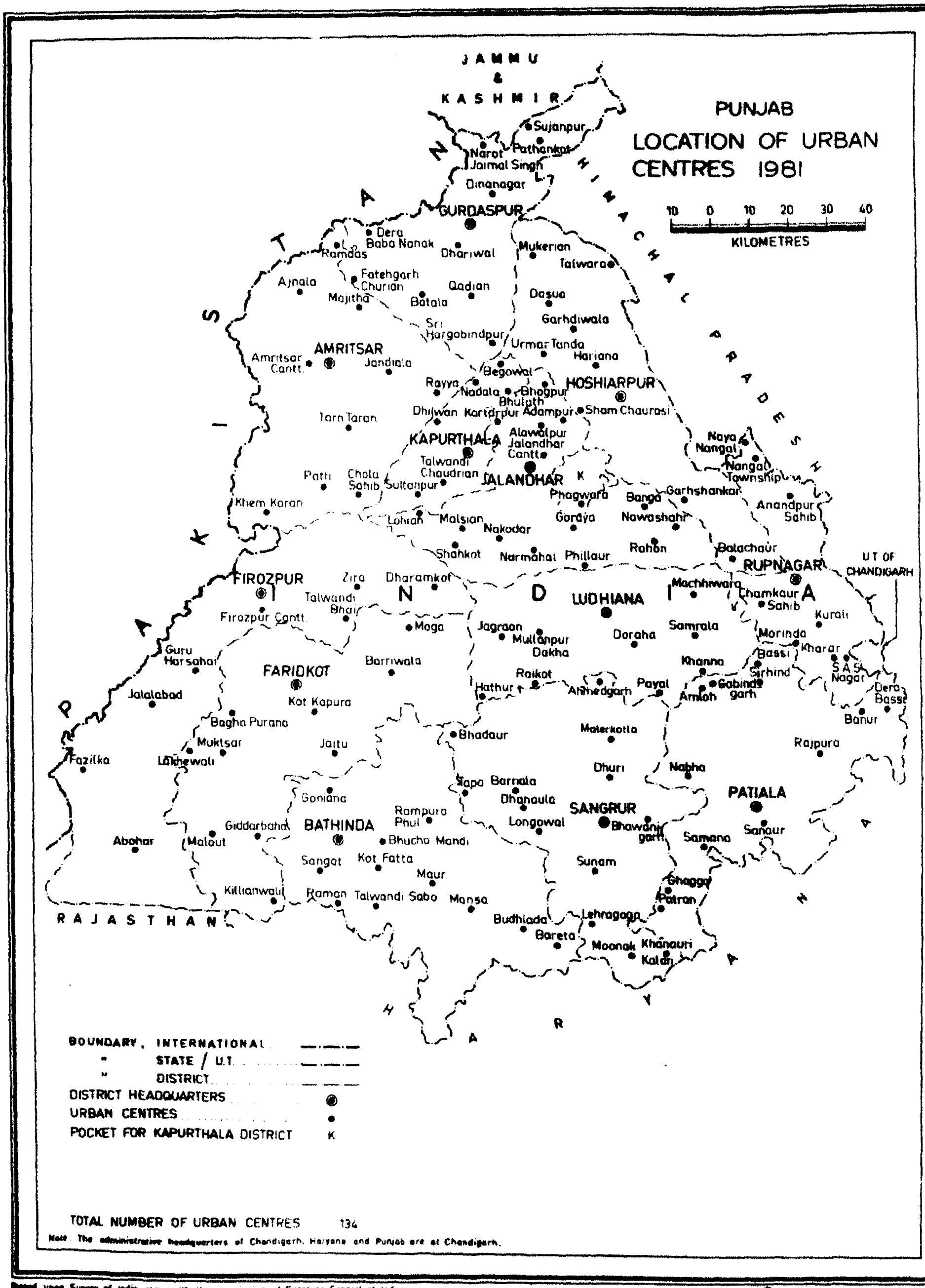
ADMINISTRATION REPORT

D. N. DHIR

of the Indian Administrative Service
Director of Census Operations
Punjab

PUNJAB

LOCATION OF URBAN CENTRES 1981



BOUNDARY, INTERNATIONAL		—·—·—
" STATE / U.T.		—·—·—
" DISTRICT		— — —
DISTRICT HEADQUARTERS		◉
URBAN CENTRES		•
POCKET FOR KAPURTHALA DISTRICT		K

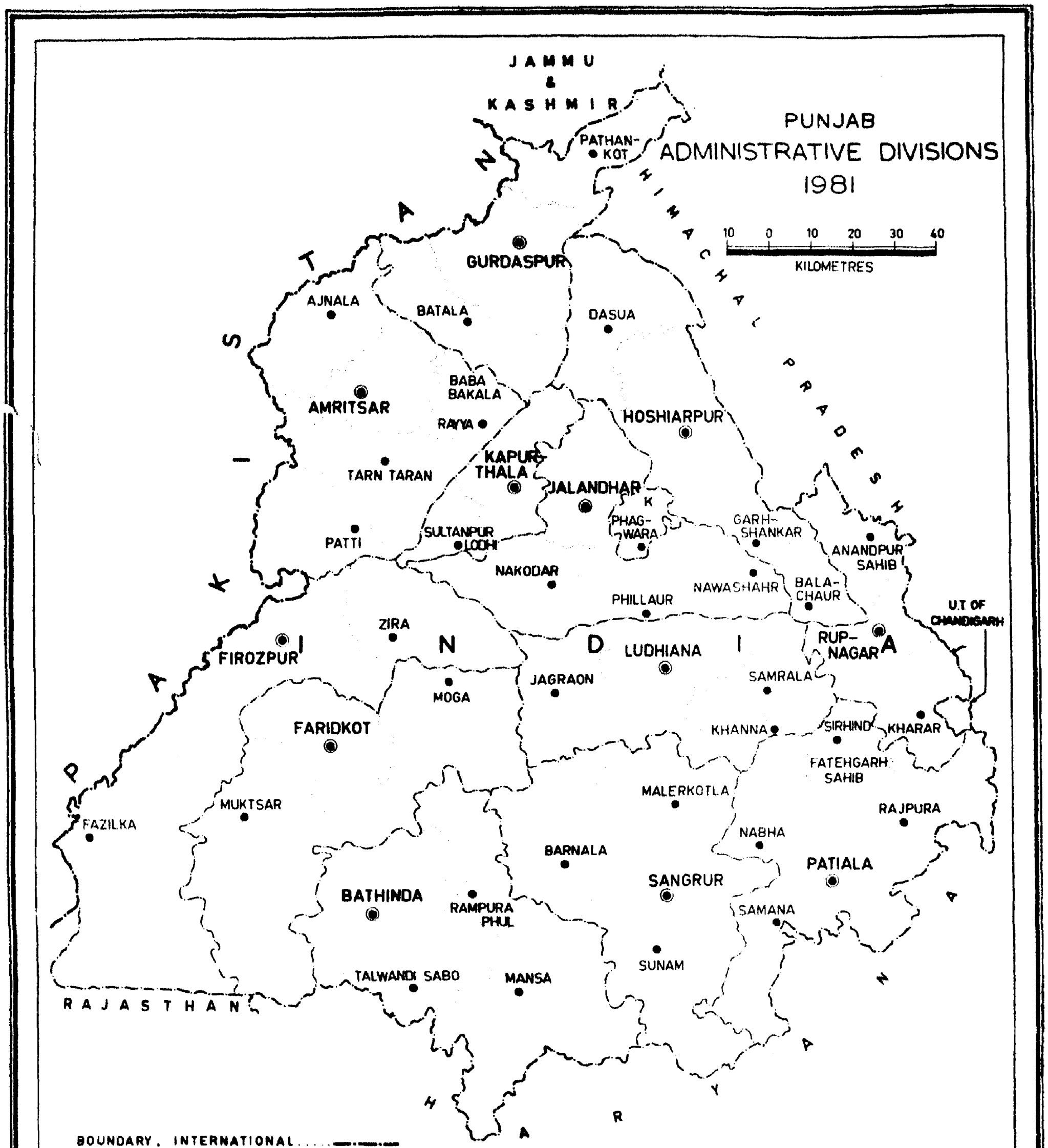
TOTAL NUMBER OF URBAN CENTRES 134

Note: The administrative headquarters of Chandigarh, Haryana and Punjab are at Chandigarh.

Based upon Survey of India map with the permission of Surveyor General of India.

© Government of India Copyright, 1988

PUNJAB
ADMINISTRATIVE DIVISIONS
1981



BOUNDARY, INTERNATIONAL .....
" STATE / U.T. .....
" DISTRICT .....
" TAHSIL .....
DISTRICT HEADQUARTERS ◉
TAHSIL HEADQUARTERS ●
DISTRICT KAPURTHALA K

Note: 1 The district headquarters are also tahsil headquarters.
2 The administrative headquarters of Chandigarh, Haryana and Punjab are at Chandigarh.

Based upon Survey of India map with the permission of Surveyor General of India.

© Government of India Copyright, 1983.

CENSUS OF INDIA 1981

A-CENTRAL GOVERNMENT PUBLICATIONS

The 1981 Census Reports on Punjab will bear uniformly Series No. 17 and will be published in the following parts :—

PART I-A	.. Administration Report (for official use only).	(Present Volume)
PART I-B	.. Administration Report Tabulation.	
PART II	.. General Population Tables.	
PART III	.. General Economic Tables.	
PART IV	.. Social and Cultural Tables.	
PART V	.. Migration Tables.	
PART VI	.. Fertility Tables.	
PART VII	.. Tables on houses and disabled population.	(Printed)
PART VIII	.. Household Tables.	
PART IX	.. Special Tables on Scheduled Castes and Scheduled Tribes.	
PART X-A	.. Town Directory.	
PART X-B	.. Survey Reports on Selected Towns.	
PART X-C	.. Survey Reports on Selected Villages.	
PART XI	.. Ethnographic notes on special studies on Scheduled Castes and Scheduled Tribes.	
PART XII	.. Census Atlas.	

B-PUNJAB STATE GOVERNMENT PUBLICATIONS

PART XIII	.. District Census Handbook. (for each district)	
PART XIII-A	.. Village and Town Directory.	One Volume
PART XIII-B	.. Village and Townwise Primary Census Abstract.	One Volume

PREFACE

Primarily intended for use by one's successor at the time of succeeding census and generally for perusal by such administrative agencies as may be engaged in similar field operations, this Administration Report is a faithful chronicle of the organisation of the census operations which constitute one of the largest administrative tasks in the state/country. It is a record of the multifarious and concerted efforts that had gone into organising this time-bound decennial exercise of great magnitude.

I have attempted to make this report as systematic and descriptive as I possibly could and hope that it will be useful to those for whom it is intended.

This report deals with the first phase of the operations, namely Houselisting and Enumeration; it shall be supplemented by a report on Tabulation (and Publications), which operations are currently in progress.

I express my gratitude to Shri P. Padmanabha, the Registrar General, India and Ex-Officio Census Commissioner, who was a source of constant inspiration and guidance to me at all times during this while. I thank him for having perused this report; he not only sent favourable comments but also added a 'flattering pat'.

In the stupendous task I have had the privilege of having a good set of officers and staff in the directorate of census operations, Punjab and to each one of them I record my thanks.

Shri Krishan Chand, single-handedly, bore the brunt of taking down my notes and helped me in tying up the numerous references and annexures. His assistance in production of this report is acknowledged.

Chandigarh :
October, 1982.

D. N. DHIR
Director, Census, Punjab.

CONTENTS

PREFACE iii

CHAPTER I—Introduction

My appointment—Study of administration reports and previous census books — Directorate in April 1979—Personnel—Work in hand—Backlog of 1971 census — An appraisal for speedy printing and publication — Need for continuity of Director, in whatever form — State Government's circulars. 1—5

Annexures :

1—A—Staff disposition as on 1st April, 1979. 6

1—B—Notification for DCO's appointment. 7

1—C—State Government's instructions for assessment of census work done by the district officials in their ACR's. 8

1—D—State Government's instruction for laying down the prime responsiblities of civil hierarchy for census operations. 9—10

CHAPTER II—Operational Planning—Census 1981

II-A Conferences & Meetings and Census Calendar

First Director's conference — Wide ranging discussions on heavy agenda — My impressions — Second Directors' conference — Other conferences — Meetings with Commissioners, DCs and SDOs (Civil) — Directorate's own men in the field during houselisting — Meeting at Divisional Headquarters with DCs and SDOs for enumeration — Meeting of District/City Census Officers — Census calendar. 11—19

II—B. Building up of the Census Operations : 20—23

Field Deputy Directors — Expansion of Directorate for census 1981 — Ministerial assistance in the districts—Staff in the field—Supplementary role of Economic & Statistical Organisation, Punjab, in the field — Officers' efforts.

II-C .Procurement of .Maps and .preparation of .Rural/Urban Frame; allotment of Code Nos. and Preparation of charge registers. 23—30

RGI's first letter — District/tahsil/town maps — Correspondence and efforts at procurement—City and Town maps — Strength of map section — My views — Preparation of rural and urban frame — Finalisation of list of villages —Determinations of urban frame urban agglomerations — urban areas — Jurisdictional changes — Freezing rural-urban frame — Location code system — Charge registers.

II—D Census Schedules—Translation, Printing and Distribution : 30—35

Early experience — Requirements of census schedules and instruction booklets — Printing assignments — Translation work — Printing work — Bundling and despatch — An unhappy event.

Annexures :

II—A. 1-RGI's circular No. 2, Organisation of Census of India 1981—General Instructions, II—A. 2—Minutes of meeting of DCs and and SDOs(C) at the Divisional Hqrs. in the state. II—A—3—Tour notice meetings of DCS & SDOs(C) at the Directorate HQRS. in the state. II-A. 4—Meeting of District/City Census Officers held at Chandigarh, II-A. 5—Census Calendar. 36—65

Annexures :

II-B. 1—Staff position in the office of DCO Punjab from pre-census period to October, 1981, II-B. 2—Clerical assistance to districts/sub-divisional/municipal corporations/committees in connection with 1981 census work. 66—71

Annexures :

II—D. 1—Documents pertaining to houselisting operation obtained from local printing and from ORG. II-D. 2—Total printing of schedules as obtained from ORG and printed locally for second field operation viz., enumeration. 72—77

CHAPTER III Preparations for Field Operations

III—A Prelude to Field Operations

First pretest — Special pretest — Experience from pretests. 78—79

III—B Touring

Set up of census hierarchy — set up of district teams and their tours — My first tour (s) in the state — Divisional level meeting — Second round of the state—car Mobility or Civil Census hierarchy — Difficult position for our own field officers — DA — disincentive to touring. 79—84

Annexures :

III—C Publicity

The approach — Planning for publicity — The measures adopted — Display advertisements — Posters and hand-bills—Cinema slides and documentary film —Census week by Public Relations, Punjab — AIR and Doordarshan — Language controversy and inadvertant publicity — No cost — In conclusion. 84—90

III-D Enumeration Agency

Composition of enumerators — Approach in deployment — more instructions for government staff at enumeration — Resistance by organied associations — Effective liaison, assistance and supervision by census officers. 90—93

III-A. 1—Extract from the report on first pretest for 1981 census for the state of Punjab, III-A. 2—Report on second pretest of census 1981. 94—'01

III-B. 1—Tour of districts, III-B-2—Districtwise distribution of the staff for houselisting operation, III-B. 3—Tour notes from 7-4-1980 to 18-4-1980, III-B. 4—Tour programme of DCO Punjab for ... 1981. 102—114

Annexures :

III-D. 1—Letter from Local Government Department, Punjab to all heads of departments for affording co-operation and assistance for census work. III-D. 2—Charge-wise list of enumeration blocks/supervisory circles. 115—134

CHAPTER IV—Field Operation

IV—A HOUSE LISTING OPERATION

Training for the operation — Centralized control and other alterations — Personal contacts — Circulars for houselisting and preliminary exercises — Training — House numbering — Enterprise listing — Publicity and meeting — collection of censused material — RGIs visit — Drawback in deployment — A view point. 135—'41

IV-B—Eunmeration

Carving out of enumeration blocks — Preparation of abridged houselists — Meetings with supervisory census officers — Selection of 20 per cent sample — Training classes of trainers — Training classes of enumerators and supervisions — supervisors' meetings — supervision — Public relations measures — Questionnaires and response — Enumeration of houseless — Compiling and communication of provisional tables — Publication of provisional population results (Paper I) and its Supplement. 141—'47

CHAPTER V—Circulars from ORG and the Directorate; Union/State Government Instructions and Directives.

Urban-Rural frame determination, RGI's first circular—General instructions for census 1981, RGI's circular No. 2 — ORG's/Union Home Minister's communications to Punjab Government — Notifying census hierarchy in the field — Census directorate's circulars — Basic considerations — Drafting the circulars First circular by this directorate and 'shubh arambh' — Directives issued by the state government — Instructions from state government — Instructions from Heads of departments. 148—'57

Annexures :

V-1—State Government's notification for taking census, V-2 (i-v) Gazette notifications, V-3—Census 1981—Punjab Set up for field organisation and tasks ahead (Circular 1), V-4—Formation of Special areas/charges (Circular 2), V-5—Census 1981—Houselisting operation (circular 3), V-6—Regarding forthcoming houselisting operation instruction

for deployment house-numbering publicity, supervision and review (circular 4), V-7—Houselisting operation--handling and processing of forms (circular 5), V-8—Action consequent upon houselisting operation—formation of enumeration blocks (circular 6). V-9—Census 1981—management of records relating to individual slips and household schedules, etc., at various levels, consequent upon conclusion of census (circular 8), V-10—Provisional population totals: communication of—regarding (circular 9), V-11—Instructions from state government (Local Government Department to Commissioners/ACs of Mpl. Corpns and EOs/Secretaries of MCs and NACs), V-12—Census Operation 1981—co-operation/assistance by school teachers. 158—196

CHAPTER VI—Post Enumeration Assignments

VI—A Honoraria

Arrangements — Expenditure and deployment. 197—198

Annexures :

VI—B Census Medals

The approach — Criteria for awards — Methods for screening—Intimation to all concerned. 198—201

Annexures :

VI-C Regional Tabulation Offices

Procurement of buildings — Decision about the furniture — Appointment of staff — Appointment of ministerial regular staff — Technical staff — RGI's visit — Winding up of RTOs — Disposal of furniture — In conclusion. 201—205

VI-D—Post Enumeration Checks/Census Evaluation Study

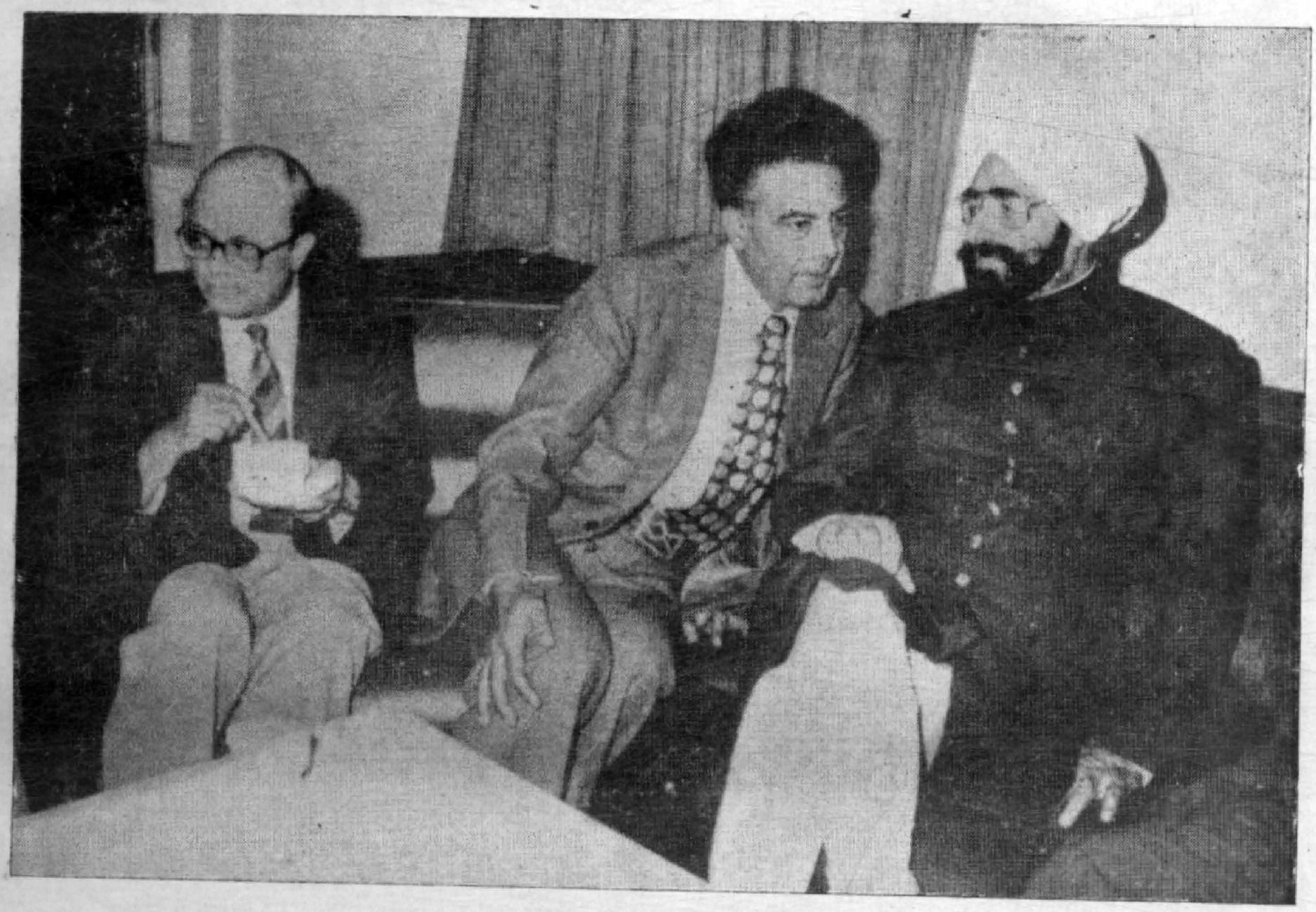
Objective of PEC — Types of errors —Selection of blocks/sample blocks for PEC — Stages of work — Census Evaluation Study (CES) — Objective of CES — Sample selection and stages of work — Preliminary training — Deployment of field personnel — training — Field operations — Honoraria — A view. 205—210

VI-A (i-iii)—Payment of honoraria to the enumeration staff in-connection with the 1981 census; houselisting/enterprise listing operation — procedure for payment — regarding. 211—220

VI-C. 1—Recruitment to posts of Compiler, Checker and Supervisor on consolidated salary for tabulation work at thee 1981 census, VI-C, 2—Service conditions of staff appointed on consolidated salary in connection with the 1981 census operations in the census directorate/regional tabulation offices in states/union territories, VI-C. 3—Letter from Punjab Government to all heads of departments for absorption of personnel of census organisation likely to be retrenched in January-February, 1982. 221—226

CHAPTER VII—Establishment, Financial and Miscellaneous Matters

Administrative/financial powers — Delegation of powers — Some handicaps — Maintenance of account registers — Payments for clerical assistance in the field — Stores and stationery — Travelling allowance — Telephones — Printing — Budgetary provisions — General. 227—230



D. N. Dhir, I.A.S., Director Census with Giani Zail Singh, the then Union Minister of Home Affairs at Vigyan Bhavan in Delhi during 3rd Conference of Directors in November, 1980.. Shri P. Padmanabha, Registrar General, India and Chief Census Commissioner is on the extreme left.

CHAPTER I

Introduction :

My Appointment :

My coming over to the census organisation was entirely voluntary; I had opted for it.

I was not an alien to the current style of "head count", having been connected with it as District Census Officer during 1961 census while posted as Sub-Divisional Officer (Civil) at Kulu (then treated as undeclared district of erstwhile Punjab), when I have had occasion not only to organise and supervise the census but had seen the challenging and fascinating aspect of the gigantic operations through meetings and discussions with Dr. A. Mitra, the then Registrar General, India and late Shri R. L. Anand, the then Superintendent (Director) of Census Operations, Punjab who came to Kulu fairly frequently.

In fact the uniqueness of the stupendous task was well summed up by Shri P. Padmanabha, Registrar General, India, in his first communication to me soon after I joined on 31st March, 1979. That communication can bear repetition :

> Let me first welcome you to the Census Organisation of India. We are all privileged to be members of this great Organisation and the years which you will spend in this work will be, I am confident, a period which you would look back upon with both pride and satisfaction. It is true that in your new assignment you may at times find that the comforts and privileges which one normally would have had are not available but this is a small price to pay for the extremely important task which has to be discharged. The work which will be done by you will be one of the most enduring and lasting value in the country and will be of para-mount importance to the state in which you are functioning.
>
> Much of the satisfaction that we can all draw from our participation in this great activity is related to the fact that the work is quite exacting and calls for an attention to detail which normal operations of the Government do not require. We function through agencies over which we have no direct control and we would have to win the confidence and co-operation of the State Government from the highest level to the field functionaries and in this process you would have to get to know and carry with you a vast host of State Government Officers, those of local bodies and various other individuals whom you would be able to command only by ensuring their goodwill so that one can get the best out of them. It has been a tradition of the census that it develops a dedicated band of workers who do not spare any effort to ensure the success of the operations and in this manner, the reputation built over the last century is added to in abundant measure.

As I returned from Hyderabad in the first week of October, 1978, while posted

as Chairman-cum-Managing Director, Punjab State Handloom & Textile Development Corporation Limited, from my fortnight's seminar-cum-training course, arranged by Indian Institute of Management, Ahmedabad there, I found a circular from the State Government inviting optees for the assignment. I signified my willingness and on my next visit to Delhi, shortly thereafter, paid a courtesy call on Shri P. Padmanabha. My very first meeting with him gave me an idea of having to work with a knowledgeable and straight-forward senior who was a gentleman to a fault and I have retained this impression ever since; with passage of time my respect and regards for him in fact increased.

For over a decade preceding my present job, I had been working as a Chief Executive in a number of public sector undertakings dealing with Electricity to Steel to Textiles. Towards the close of my career I wanted to be free from the day to day worries of public sector life and sought a different type of work in the variety of jobs that Civil Service offers and the option for the present assignment came handy.

Thirdly and finally, the unfortunate loss of benefit of 11 years 'approved' service in determination of my seniority due to vagaries of amendments in rules and their legalistic interpretation (for which I had till then unsuccessfully fought) had bred in me a desire for different kinds of assignments, away from the administrative mainstream, so that in my horizontal movement for the last over two decades without any possibility of a vertical movement, I could keep away from the embarrassment of having to work in the parent state under those who were my *de facto* juniors. I was continuously on deputation assignments in preceding five jobs. This was a personal factor.

It was the combined effect of all these circumstances that landed me in census organisation and I must confess that there was hardly any occasion when I regretted my decision.

Study of Administration Reports and previous census books :

The aforementioned communication dated 7th April, 1979 from Shri P. Padmanabha as I took over the present assignment (mention of which has been made at the commencement of this chapter) also laid down for me some guidelines for familiarising myself with the processes involved in this gigantic head count. I was advised that I may find it useful to refer to the Administration Reports of the state for the previous censuses, the information booklets relating to the census and the Tabulation Plan of 1971 census, and Part II(A)-General Population Tables of the state of the 1971 census which would give a full picture of the type of the data that is expected to be produced." Study of all the census circulars issued from the head office and by (my) predecessor in the state in 1971 census was also suggested. This set me on the proper course without having to wait for any feed from my junior colleagues and senior staff in the directorate.

Apart from reorganising the directorate, inclusive of getting the premises renovated and face-lifted, I recall with satisfaction at this point of time that all my leisure in the office was very usefully spent in studying the above material. In fact it was in itself satisfying because of my reading habit and "feeling like a student" in whatever course I took in my career.

Directorate in April, 1979 :

Personnel : ....

When I joined on 31st March, 1979 the directorate was headed by an Assistant Director; in fact there were two Assistant Directors in position with the senior acting as the head of office. The post of Deputy Director was lying vacant. Below the two

Assistant Directors were two group 'B' officers (Investigators) and five Tabulation Officers then in group 'C'; a coding and punching cell was functioning with a contigent of around two dozen Computors and Assistant Compilers; there was a map section under a Geographer with four incumbents; a couple of Statistical Assistants were engaged in prodding through pending publications; the establishment section had a dozen hands and 10 nos. were in group 'D' working as peons, frashes, daftries and the like. In all there were about a hundred incumbents on the pay-roll (Annexure I-A).

Work then in hand :

Preliminary work in connection with census 1981 had commenced in so far as that data users conferences had been held, first pretest of the schedules as then envisaged had been field checked and the first circular from ORG about urban-rural frame was under study.

The inter-censal period was coming to a close and the officers and staff were looking forward to a fresh lease of activity promising importance and limelight. All guidance and major sanctions flowed from the head office and the office upkeep and maintenance left a lot to be desired. I must confess in retrospect that the staff I found was not only helpful and responsive but in fact enthusiastic.

One of my first tasks was to reorganise the functioning of the directorate not only to deal with the work in hand but also to gear it up towards the census 1981 operations. After preliminary study of the situation and the tasks in hand and ahead and discussions with the officers and senior staff, the directorate was reorganised in early May 1979. Apart from preliminary planning work, the intervening period was also taken to give a thorough new look to the office making it more functional and efficiency-oriented. In the reorganisation, apart from specifying and defining administrative work and its disposal in committees and meetings, separate cells for census 1981 (planning) and census books publication in addition to the existing map, data processing and vital statistics sections were set up allocating necessary staff and laying down specific duties of the incumbents. This exercise of reorganising the various sections of the directorate continued periodically in view of the relative importance or otherwise of the tasks in hand.

Backlog of 1971 Census:

I was still in the process of settling down when I received a communication from Shri N. G. Nag, then Assistant Registrar General (Social Studies) within a fortnight of my joining the directorate, asking for thorough review of the backlog that consisted of publications of 1971 census which were still pending. Three printing presses namely Government of India Press, Simla, U.T. Press, Chandigarh and Punjab Government Printing Press at Patiala were engaged in bringing out these publications. At Simla the pending work consisted of Administrative Atlas, Batala Town Study, Social and Cultural Tables; at U.T., Press, the books under print were Khanna Town Study and Census Atlas while in the last mentioned press eleven District Census Handbooks Part C lay awaiting publication. The state of affairs was disturbing.

Alongside planning and completing preliminaries for census 1981, the clearance of the backlog was put on priority by me. Officers and senior staff were deputed to the presses and they chased up the various processes of composing, proof reading, printing, binding and issuance of these volumes. The review of progress in this respect was done every fortnight. In about three months' time I was in a position to report that the pending books would see the light of the day shortly except for the eleven volumnes

of District Census Handbooks Part C. Only three of them were under process and I advocated for withdrawal of the remaining eight as unpublished, to be kept in the directorate's library in manuscript in well bound jackets for purposes of reference. (These contained compilation of data already published in other volumes). This was ultimately agreed to, however, not before I had to make repeated attempts with the press for committing towards the likely time of publications and convincing the head office about appreciable delay involved and the exercise being not commensurate with efforts.

Except for the Census Atlas all the other pending publications were through before census 1981 and circulated to the concerned. Census Atlas, though out before the enumeration, had to be circulated (with apologies) afterwards (in March, 1981) since delay was caused by binding operations in the first instance and then for determining its price.

An appraisal for speedy printing and publication:

The oft-repeated excuse has been that the government printing presses which we have to approach for printing do not accord any priority to the census publications and the suggestions ranged from entrusting the total publication work to the private presses on the one hand to having printing press by the Registrar General, India for census publications on the other. Profiting by the experience that I gained through the case history of badly delayed publications, I make bold to add that a lot of negligence lies on our quarters also. The compilation of a book and its final manuscript takes fairly long and once the manuscript is entrusted to the press no chase up is afforded ordinarily. This may be apparently due to the inertia that creeps in during the intercensal period, more particularly the last couple of years preceding the preparatory work for the next census. Probably at that point of time this is the only assignment which is left in the hands of the staff of the directorate and if they were to work round the clock the way they did after I joined and brought the subject on priority, they will have little else to do in the directorate, Almost total absence of fresh work perpetuaties delay in disposal of pending work. In all fairness the publications concerning census must be through within 4 to 5 years of the conclusion of the census since on the wrong side of the half decade the relevance of decadal information loses its importance. The government presses are well equipped and fairly well-staffed to deal with out kind of publications expeditiously. Printing of average-sized 200 pages running into 300 to 500 copies would be a three/six months job at the longest end, making allowance for printing of forms with which compositors are not conversant. The sponsoring agency must be keen and over the nerves of the press managements in seeing the books out. If unfortunately at a given point of time the receipt of proofs and their corrections in itself forms a major work in the directorate, there is little by way of enthusiasm to speed up the process.

Need for continuity of Director, in whatever form :

Absence of a Director from the seat during a major part of the decade unfortunately results in a number of complications. The state directorates are then brought under centralised administration from the ORG and apart from expenses on petty contingencies or preliminary disciplinary action against group 'D' officials there is litle by way of administrative authority in the local head of the office. Contact with the state hierarchy is entirely cut out and it takes a bit of efforts to get back on the rails on the eve of fresh census. On the contrary if a Director were to continue as local head of the office throughout, there should apparently be

enough on the plate for his bite. Since not much activity can be envisaged it may be compensatory if a Director were to head a number of directorates in the region. Say, for example, a single Director during inter-censal period could look after the four states and two unions territories in the north, and then there would be continuity of liaison and sense of direction. He need not have a regional office but could only function as Director of various directorates dealing with each in a vertical pattern. Short of this, an attempt should be made to see that a Director is in position as soon as the first data users conference takes place. i.e., sometimes three years before the census and may continue for a similar period after the head count. There is then enough on the plate for him.

State Government's Circulars :

After sizing up the preliminaries in matters of staff, work distribution, preparatory action and the like, in my first breather I approached the State Government who notified my appointment—vide a circular (Annexure I-B) on 30th April, 1979 (after a month of my take over). It indicated that data more sophisticated and with wider coverage than before would be collected with the object of surveying the progress made in various directions in the country, analysing the various socio-economic problems and providing a sound and scientific base for prospective planning for development, and exhorted all heads of the departments, commissioners of the divisions and deputy commissoners in the State to afford necessary co-operation and assistance to me, alongside authorising for direct correspondence between this census directorate and the officers of the State Government on key positions.

So that necessary emphasis was laid upon the quality of work in connection with the gigantic census operations, one a second approach, the State Government circulated (Annexure I-C) on 1st August, 1979 that the work done in connection with census by the district officials would find a mention in the assessment of their overall performance in the annual confidential reports for the years 1979-80 and 1980'81. This provided the desirable teeth administratively.

The field hierarchy in the census was laid down by me in the beginning of July, 1979 and the preliminaries for first field operation (known as houselisting) were to commence in the later part of the year 1979. The State Governmen' on further request by me issued another circular (Annexure I-D) on 23rd November, 1979 specifically laying down the prime responsibilities for these operations with the Deputy Commissioner (Commissioners in case of Municipal Corporations) as Principal Census Officers within their jurisdiction and exhorting them to ensure that more than ordinary interest and energy was displayed by the Sub-Divisional Officers (Civil) as Sub-Divisional Census Officers and under them various officers constituted by the Tahsildars and Naib-Tahsildars, Executive Officers/Secretaries of municipal committees/notified area committees and cantonment boards as Census Charge Officers. They were to review the progress of census work in their monthly meetings and or summon special meetings for this purpose and all state officers in the hierarchy were to pay fullest attention to the instructions as issued from time to time from the census directorate.

These three circulars fairly established census directorate in the State for gearing it towards achieving the goal. The officers and the senior staff of the directorate simultaneously es'ablished liaison and working equation with the state officers at various levels in the field census hierarchy; they not only attended the monthly meetings but also projected an overall view of the proposition in the specially convened meetings in the field.

-:o:-

ANNEXURE 1-A

Staff position as on 1st April, 1979, in the office of Director, Census, Punjab.

CATEGORY-WISE WORKING AND SANCTIONED STRENGTH

S. No.	Category	Sanctioned	In position
CLASS I.			
1.	Director	1	1
2.	Deputy Director	1	..
3.	Assistant Director	2	2
CLASS II(N.G.)			
1.	Senior Geographer	1	..
2.	Investigator	2	2
CLASS III—			
1.	Tabulation Officer	5	5
2.	Geographer	1	1
3.	Cartographer	1	1
4.	Economic Investigator	2	2
5.	Statistical Assistant	5	4
6.	Computor	27	27
7.	Assistant Compiler	34	32
8.	Artist	1	1
9.	Draftsman	1	1
10.	Head Assistant	1	1
11.	Assistant	1	1
12.	Acco	1	1
13.	Senior Stenographer	2	1
14.	Junior Stenographer	..	1
15.	Hindi Translator	1	1
16.	U.D.C.	2	2
17.	L.D.C.	4	3
18.	Driver	1	1
CLASS IV—			
1.	Daftri	1	..
2.	Peon	6	4
3.	Mali	1	1
4.	Frash	1	2
5.	Sweeper	2	2
6.	Chowkidar	1	1
	Total	**109**	**101**

Notes.—1. Junior Stenographer appointed against the post of Senior Stenographer.
2. One frash appointed against the post of Daftri.

ANNEXURE I-B

1981 Census

Immediate

No. 16/57/79-IAS(7)/2165

GOVERNMENT OF PUNJAB

DEPARTMENTMENT OF PERSONNEL AND ADMINISTRATIVE REFORMS

To

All Heads of Departments,
The Registrar, Punjab & Haryana High Court,
Commissioners of Divisions and
Deputy Commissioners in the State.

Dated Chandigarh, the 30th April, 1979.

Subject:—The Census Operations — 1981.

.....

Sir,

I am directed to say that the work with regard to the next census of the population of India due in the year 1981, has started. The Government of India have established an organisation for census operation in Punjab State at S.C.O. 17, Sector 26 (Madhya Marg), Chandigarh, under the charge of Shri D. N. Dhir, I.A.S. as Director, Census Operations, Punjab.

2. Data more sophisticated and with wider coverage than before will be collected during this census with the object of surveying the progress made in various directions in the country during the previous years, analysing the various socio-economic problems facing the country and providing a sound and scientific base for perspective planning for development. This onerous task can, however, be performed successfully by the Census Organisation only with the assistance of all the State Government Departments and agencies in the field.

3. The State Government have authorised the Director, Census Operations, Punjab to correspond with you direct in matters relating to the census. I am directed to request that prompt attention should be paid to his request for help and co-operation.

Yours faithfully,
Sd/-
G. L. SHARMA,
Deputy Secretary to Government of Punjab.

Copies are forwarded to all Administrative Secretaries to the Government of Punjab, for information and necessary action.

JAGDISH SINGH,
Section Officer (IA.S., Branch)

To

All Administrative Secretaries to Government of Punjab.

U.O. No. 16/57/79-IAS(7), dated Chandigarh, the 30th April, 1979.

No. 16/57/79-IAS(7)/2166, dated Chandigarh, the 30th April, 1979.

A copy is forwarded to Shri D. N. Dhir, I.A.S., Director, Census Operations, Punjab, S.C.O. 17, Sector 26, (Madhya Marg) Chandigarh, for information with reference to his D.O. letter No. Census-Punjab-78/1/1889, dated 23rd April, 1979.

JAGDISH SINGH,
Section Officer, (I.A.S., Branch).

ANNEXURE 1-C

No. 16/57/79-IAS(7)/5/124.

GOVERNMENT OF PUNJAB
DEPARTMENT OF PERSONNEL AND ADMINISTRATIVE REFORMS

To

1. The Commissioners, Ferozepore, Jullundur and Patiala Divisions.

2. All the Deputy Commissioners in the State.

Dated, Chandigarh, the 1st August, **1979.**

Subject:—Census Operations, 1981.

Sir,

I am directed to invite a reference to this Department circular letter No. 16/57/79-IAS(7)/2165, dated the 30th April, 1979, on the subject noted above wherein it had been requested that all the State Government Departments and agencies in the field should afford the necessary assistance and co-operation in connection with the Census Operations, 1981. The Government feels that it would be in the fitness of things if the work done in this regard by the district officials finds a mention in the assessment of their overall performance. I am, accordingly, to request that while according your remarks in the annual confidential reports on the district officials for the year 1979-80 and 1980-81, you may *inter alia* assess their performance in the field of the work connected with the Census by consulting the Director, Census Operations, Punjab, Chandigarh, where considered necessary.

Yours faithfully,

K. RAJENDRAN NAIR,
Joint Secretary, Personnel,
for Chief Secretary to Government, Punjab.

A copy each is forwarded to all the Administrative Secretaries to the Government, Punjab, for information.

K. RAJENDRAN NAIR,

Joint Secretary, Personnel,
for Chief Secretary to Government, Punjab.

To

All the Administrative Secretaries to Government, Punjab, U.O. No. 16/57/79-IAS (7)/dated 1st August, 1979.
No. 16/57/79-IAS(7)/7128, dated 1st August, **1979.**

A copy is forwarded to Shri D. N. Dhir, IAS, Director, Census Operations, Punjab, Show Room No. 17, Sector 26, Chandigarh, for information, with reference to his D.O. letter No. A/11042/1/79/Pb./3982, dated the 17th/18th July, 1979.

K. RAJENDRAN NAIR,

Joint Secretary, Personnel,
for Chief Secretary to Government, Punjab.

ANNEXURE I-D

CENSUS OPERATION
IMPORTANT

No. 16/57/79-IAS(7)/11610

GOVERNMENT OF PUNJAB
DEPARTMENT OF PERSONNEL AND
ADMINISTRATIVE REFORMS

To

1. The Commissioners, Ferozepore, Jullundur and Patiala, Divisions.

2. All the Deputy Commissioners, in the State.

Dated Chandigarh, the 23rd November, 1979.

Subject:—The Census Operations, 1981.

Sir,

I am directed to invite a reference to this Department's circular letter No. 16/57/79-IAS(7)/2165, dated 30th April, 1979, and letter No. 16/57/79-IAS(7)/7127, dated the 1st August, 1979, on the subject cited above, wherein it was emphasised that the work relating to the Census, 1981, may be attended to with prompt attention and in this regard all sorts of co-operation be extended to the Director, Census Operations, Punjab. It was also emphasized that the work done with regard to the Census Operations 1981 will find a mention in the assessment of overall performance of the officers concerned.

2. As you are already aware the Government attaches great importance to the efficient conduct of the ensuing census operations. The prime responsibilities for these operations rest with the Deputy Commissioners (Commissioners in case of Municipal Corporations) as Principal Census Officeres within their jurisdiction, but this responsibility will only be adequately discharged if more than ordinary interest and energy are displayed by the Sub-Divisional Officers (Civil) as Sub-Divisional Census Officers, and under them, various Charge Officers constituted by the Tehsildars and Naib Tehsildars, Executive Officers/Secretaries of Municipal Committees/Notified Area Committees and C.Bs.

3. The Deputy Commissioners and Commissioners of Municipal Corporations shall be assisted by the General Assistants (as District Census Officers) and Assistant Commissioners (as City Census Officers) and the latter would attend to the census work in detail to relieve the respective Principal Census Officers from the formal and routine type of census work.

4. All Charge Officers in a Sub-Division whether in the urban, the rural or in the special areas shall carry out the census work under the guidance and control of the Sub-Divisional Officers (Civil). (The Charge Officers in the Municipal Corporations shall similarly function under Assistant Commissioners.)

5. The Sub-Divisional Officers (Civil) shall meet the Charge Officers within their

areas (Assis'ant Commissioners in case of Municipal Corporations) regularly and as frequently as is desirable by the exigencies of census work entrusted to them. They would review the progress of work on various aspects and send the report(s) as laid down by the Director, Census, from time to time, through the Deputy Commissioners (Principal Census Officers).

6. The Deputy Commissioners of Districts and the Commissioners of Municipal Corporations as Principal Census Officers should review the progress of census work, and for that purpose, may include it as an item on the agenda of the meeting wherein these officers usually participate in the monthly meetings. For this purpose, if necessary and required, a special meeting may even be called so as to ensure that the work progresses as per the census schedule indicated by the Director, Census, from time to time. It would be understood that census is a time bound assignment.

7. The Commissioners of Divisions are requested to keep in touch with the progress of the census work within their respective Divisions and to take suitable steps for areas where they find the progress is not satisfactory.

8. Detailed instructions, as hithertofore, regarding the arrangement for census work in its various stages will be issued by the Director, Census, from time to time. The Principal Census Officers, District Census Officers, City Census Officers and Sub-Divisional Census Officers may seek clarifications, where necessary, from the concerned quarters. Attention, in this connection, is also invited to circular letter No. A/11042/1/79/Pb. (Cr. 1-B), dated 18th October, 1979 from the Director, Census Operations Punjab — copies endorsed to you.

(Sd.) . . . . ,
Deputy Secretary, (Personnel),
for Chief Secretary to Government, Punjab.

No. 16/57/79-IAS(7)/11611, dated the 23rd November, 1979.

A copy is forwarded to all the Sub-Divisional Officers (Civil), in the State, for information and necessary action.

(Sd.) . . . . ,
Deputy Secretary, (Personnel),
for Chief Secretary to Government, Punjab.

No. 16/57/79-IAS(7)/11612, dated the 23rd November, 1979.

A copy is forwarded to the Commissioners, Municipal Corporations, Amritsar, Jullundur and Ludhiana, for necessary action.

(Sd.) . . . . ,
Deputy Secretary, (Personnel),
for Chief Secretary to Government, Punjab.

A copy each is forwarded to all the Administrative Secretaries to the Government, Punjab, for information.

(Sd.) . . . . ,
Deputy Secretary, (Personnel),
for Chief Secretary to Government, Punjab.

To

All the Administrative Secretaries to Government, Punjab.

U.O. No. 16/57/79-IAS(7), dated Chandigarh, the 23rd November, 1979.

Endst. No. 16/57/79-IAS(7)/11613, dated Chandigarh, the 23rd November, 1979.

A copy is forwarded to Shri D. N. Dhir, IAS, Director, Census Operations, Punjab, Show Room No. 17, Sector 26, Chandigarh fror infrormation, with reference to his letter No. A/11027/179/Pb./6195, dated 7th November, 1979.

(Sd.) . . . . ,
Deputy Secretary, (Personnel),
for Chief Secretary to Government, Punjab.

CHAPTER II

OPERATIONAL PLANNING—CENSUS 1981

II. A—Conferences & Meetings and Census Calendar

In his personal and intimate communtcation of 7th April, 1979, extracts from which have already been included in the first chapter, Shri P. Padmanabha, RGI (Registrar General, India) had concluded that "after most of the Directors were in position (he) intended to call a conference when we could get to know each other and finalise the operations ahead".

I had straightway got down to the reorganisation of the office and gearing up for the gigantic administrative operations. The circular No. 2 from ORG (office of Registrar General) giving total idea of the operations was in hand towards the end of June, 1979 (Annexure II.A-1) and I had perused it time and again along with glancing through the previous administration reports and relevant publications of 1971 census. I had the benefit of discussion with the RGI when he visited Chandigah sometimes later in connection with the posting of my counterpart in Haryana, but I still looked forward to meeting my colleagues in other States and also officers at the headquarters with whose communications I was becoming familar as the days passed by.

First Directors' Conference :

The practice of holding Directors' conferences periodically by the census organisation is a great feature. It affords full opportunity to discuss all apprehensions arising out of instuctions on the one hand and likely obstacles in their implementation on the other, of interacting with other colleagues and determining as to where one stood *vis-a-vis* others. In fact it affords a golden opportunity for self assessment.

So I looked forward to the first conference of the Directors and, even though situated close to the capital, did not visit it ealier both due to pre-occupations at my own directorate and the pleasure of reserving all contracts at one go in the bigger gathering.

It was held at India International Centre at Delhi from 24 –29th August, 1979, broadly to discuss the results of the second pretest, to finalise the instructions and procedures and to discuss the organisational matters relating to 1961 census operations. The then Minister of State, Ministry of Home Affairs presided.

The RGI, in his welcome address, struck the key note of the conference and detailed its objectives. It had a very heavy agenda. He emphasised that it would concentrate on the organisation of the census with particular reference to the preliminary steps and the organisation of the houselisting operations in 1980. Giving the history of how, through the data users conferences, the final schedules were evolved, he added that along with houselisting operations it was contemplated to hold Economic Census on behalf of the Central Statistical Organisation. About the new features of the census questionnaire he said :

> "Another noteworthy aspect of the census questionnaires would be the adoption of sampling for the first time during the enumeration with particular regard to fertility

and migration data, the generation of a household schedule which will provide a socio-economic profile of each household in the country including the characteristics of the housing unit and the expansion of the economic questions so as to derive data on secondary workers adequately. We are also including a question on 'seeking work' which we hope, would provide very valuable data to thoseconcerned with policies of employment. For the first time after 1931 we have agreed to attempt to gather data regarding certain categories of the handicapped, namely, the totally blind. the totally dumb and the totally crippled. We are also gathering data with regard to the availability of infrastructural facilities in every village and town through special forms. These data base are specifically being oriented towards helping the Government to formulate schemes under the revised minimum needs programme."

He concluded with reference to the fact that the operations were to be carried out through the machinery over which the Directors had no administrative control and to be operated mainly through the abundant goodwill that they might have from the State governments and what encouraged them was the fact that the Government of India was fully behind them. This assurance sustained them in that national task.

The house thereafter set to business session for the next three days. There was enough on the plate and there was enough to be talked of or listen to. One felt gratified that the points that needed elucidation or that were beset with difficulties by and large were common and cropped up simultaneously in the minds of other colleagues also.

Wide ranging discussions on heavy agendas:

Important items that were dicussed related to:

(i) General outline of the census operations, viz:

(a) setting up of the hierarchy

(b) rural and urban areas classification, collection and compilation of data

(c) preparation of notional maps and lay-out sketches

(d) reference data, enumeration period, revisional round, etc. ;

(ii) Main phases of the census operations, viz. :

(a) houselisting, choice of the suitable period ;

(b) enumeration preceding and simultaneous processes necessary.

Houselisting :

(a) preparation of lists of villages/urban areas/military and defence areas ;

(b) allotment of location code ;

(c) delineation of houselisting blocks, both in rural and urban areas ;

(d) preparation of charge registers;

(e) selection and appointment of enumerators and supervisors ;

(f) training of those deployed ;

(g) printing of forms and schedules; and

(h) system of supervision of operations.

(iii) Economic Census:

Here Dr. K. C. Seal, Director, Central Statistical Organisation, also joined and the exercise of running through the economic census schedules and instructions was gone through.

(iv) Setting up of regional offices:

These were to function as field offices during the operations and were to be converted into regional tabluation offices after the head-count.

(v) Enumeration:

Preparatory and organisational steps

(a) sample areas—sampling in the census ;

(b) post-enumeration check ;

(c) census evaluation study.

Only a brief review was held and detailed discussions were held over for the second Directors' conference.

(vi) Brief review of the results of second pretest relating to enumeration.

(vii) General indication of:

(a) Tabulation Plan.

(b) Publication programme.

(c) Special studies.

(d) Village and Town Directory.

(viii) Houselisting operations and a general review of houselisting instructions.

In fact the instructions were gone into word by word and the discussions that followed highlighted the various preparatory steps for houselisting, namely, appointment of enumeration agency, printing of schedules and forms, house-numbering and training of persons deployed.

(ix) Finally the administrative and organisational matters were considered with emphasis upon :

(a) adherence to rules in appointments, promotions and confirmations;

(b) financial control and adherence to rules;

(c) distribution of work amongst officers of the directorate;

(d) purchase of equipment and furniture;

(e) cadre review.

The conference was also attended by the Deputy Directors who by and large belonged to the organisation and were both technically qualified in statistics and data collection as also carried experience of previous census (es) Apparently they participated more solidly in the various items and the Directors (except those who belonged to the department) were on the listening end.

It was only on points having a bearing on administrative and organisational aspects during discussions of various items and particularly on the last item concerning administrative matters that the Directors participated with some sound background.

My impressions :

For most of us, but particularly for me, the whole conference was in fact a workshop for study and assimilation of what was census how was it to be organised and what was the state of expectancy from us

now that we were inducted into the organisation. As I have mentioned, both forenoons and afternoons went into business sessions, and it was a treat to see the RGI (who has years of experience in the organisation) monopolising the speaker's end almost entirely and carrying the conference, so to say, on his shoulders.

My last impression from the conference was that whatever the individual handicaps one faced, due to the socio-political frame-work in his part of the country, the job was time-oriented and had to be seen through. As I mentioned time and again later in my conferences with civil officers in the State, census would either be conducted or not conducted; it could not be partly conducted and there has been no occasion in the last 110 years in slipping upon it in any part of the country, and therefore, it had to be through notwithstanding anything by way of shortage in manpower or material that came up. I geared up the whole lot of civil authorities in the State to this single objective and added rather forcefully that I was not available for any consultations or reference once we were in the operations as per the calendar, though everything was welcome preceding it. On the conclusion I wanted only the results. I must record in satisfaction that this single track approach worked with our temperament both with the officers and senior staff in the directorate and amongst the scores of civil officers in the field and we were amongst the first states in the country to declare results and bring out our first two publications in record time. That was an achievement which gave a tremendous sense of satisfaction.

Second Directors' Conference :

The second Directors conference was held from 16th to 20th January, 1980 at Mysore. It was again a time for self-assessment vis-a-vis other directorates in the country. We had covered substantial ground for holding the first field operation viz., houselisting slated for April 1980. This conference was to review progress of preparatory measures taken towards houselisting operations and to finalize the instructions for filling up the abridged houselist, household schedule and individual slips, instructions for preparations of enumerators' working sheets and abstracts, i.e., to deliberate upon the second part of the operation, viz., enumeration.

In his key note address, the RGI indicated the appropriateness of the time for the Directors to get into the field to establish personal equation as also supervise the arrangements for the forthcoming field operation, viz., houselisting. He laid great emphasis on proper training of enumerators and effective supervision during the operation.

Instructions for filling up the abridged houselist were gone through and its preparation discussed. Thereafter the succeeding sessions were devoted to wade through, the instructions for filling up household schedules and individual slips and also practising some of them.

In the other matters, discussions centred around printing (of forms and schedules for houselisting), introduction of Direct Data Entry System, mapping programme for 1981 census and social studies.

The exercise of going through each word of the instructions and listening to relevant and infrequently irrelevant observations and queries by the participants during this study was at time rather hard. But in retrospect I can say that it was with a purpose. The whole objective was to hold training seminar so that we could in turn rehearse similarly with our officers and senior staff and others in the census hierarchy in the State, to carry everyone along. It may be that assimilation by and uptake

of an individual is different from others and to that extent one felt irriated but the lesson I learnt was that it was very necessary to carry 'every passenger on boat' to the destination. There was no go except for fingering through every page and reading every word and later in the training classes I found that this was a sound approach. Those who felt irked could be mentally absent but a point here or a discussion there caught up one's fancy and there was little left behind for any doubt later.

In so far as the planning of the census operations was concerned these two conferences sufficed.

Other Conferences :

The third conference of the Directors was held in middle of November, 1980 at Vigyan Bhavan at New Delhi, to generally review the organisation for enumeration in 1981, arrangement for reporting of provisional results, generation of PCA, selection of sample blocks, arrangement for post enumeration check and census evaluation study, tabulation precedure, organisation of editing and coding cells and tabulation offices, review of tabulation plan and quality control plan for 1981 census. These were all (except for the first two items) related to post-enumeration work but we were inducted into them well in time for continuity of action so that there was no gap when we concluded enumeration. Action had to flow for subsequent acts.

The fourth conference was held in end of May, 1981, at Nainital mainly to review PEC and CES operations, set up of coding and editing cells, preparation of records for data entry system, and arrangements for preparation of Administration Report. The main item, however, at this conference was review of census experience and suggestions for amendment of the Census Act, 1948.

The fifth and final conference of Directors was held at Srinagar from 23rd to 25th August, 1982. It was mainly to take a stock of post-enumeration assignments. The specific items of agenda were:

(i) Review of preparation of PCA, progress of preparation of A Series Tables for Part II-A, preparation of Part II-B, preparation of DCHB Parts A and B and State Town Directory, progress of preparation of maps for these publications. and for SUAs.

(ii) Preparation of Administration Report relating to Enumeration and Tabulation, and Part VII—Housing and Physically Handicapped Tables and Report, review of 20 per cent sample of individual slips, review of progress of SQC work and work relating to special tabulation of data on religion/language from household schedules.

(iii) Review of progress of editing and coding of 15 per cent/95 per cent individual slips and PCA/ Village Directory.

(iv) Review of installation of DDE systems, staffing issues relating thereto, progress of keying in of 5 per cent individual slips. and commencement of additional shift for DDE systems concerned for second phase and issues relating to record movement, management and storage.

(v) Review of projects relating to social studies, special studies; general review of storage of records and SRS work.

(vi) Discussions on staffing pattern and issues relating to intercensal work.

Our directorate was fairly well up in progress of various items of work and in fact quite at the top in the first two i'ems.

On the conclusion of the conference there were warm handshakes and thanks giving, and an atmosphere of farewell prevailed. It was understood that thereafter there would be no more joint reviews for census work. The RGI in his inaugural address had made that clear.

In addition to these All India conferences a regional conference was held at Goa in September, 1980 to review the progress of work. In the conference at Goa, issues connected with regional tabulation offices were sorted out and it helped in initiating timely action for setting up these field offices.

Besides, during July—September, 1981 five more regional conferences (with option for any one only by Director and DDs) were held at Shillong, Darjeeling, Kanyakumari, Jaipur and Goa of which Shillong conference was attended by me and two Deputy Directors while the second conference at Darjeeling and last at Goa were attended by my other two Deputy Directors,

SDOs (Civil) :

Meetings with Commissioners, DCs and SDO's (Civil) :

Back at the headquarters in January, 1980, I picked up the activities in light of latest instructions in the second Directors' conference. My first priority was to meet all the DCs and SDOs(C) in joint meetings with them to reiterate the tasks that had till then been conveyed to them in writing and make an appraisal of the progress.

The Commissioners of the three administrative divisions in the State called meetings for discussion of progress of work upon census on the following dates :

For Patiala Division :	at Nangal on 2nd February 1980
For Jalandhar Division	at Talwara on 8th February 1980
For Firozpur Dlvision	at Faridkot on 29th Febuary 1980

(Of these, the meeting at Nangal could not be held and along with the Commissioner later, these contacts were held at district levels).

This was the first time that the officers heard me on the importance of census and the requirements of the situation. I emphasised upon them the need for placing the census on priority and ensuring that the first operation viz. houselisting went through with adequate supervision.

After I concluded these mee'ings I found in my feed back that there were difficulties in deployment of staff in so far as that patwaris, lady teachers and certain other government staff had resisted duties. There was also an idea that the houselisting may be postponed due to the preoccupations of government staff with the revision of electoral rolls (at this point of time there was a discussion with the RGI at his initiative to postpone the field operation, but I resisted the change which proved to be a wiser step later) and this had to be dispelled.

While the processes were being completed with some draw-backs, I took an opportunity to address the DCs and GAs to DCs on 22nd March, 1980 in a meeting called by the Chief Electoral Officer, Punjab, my senior colleague. A resume of what was stated there, was circulated to all concerned quarters and this timely meeting helped me steer through any possible obstacles (Annexure II-A. 2).

Directorate's own men in the field during Houselisting:

My officers and senior staff, particularly those in the field, had by this time known their area and people thoroughly. So that the coverage was complete and adequate consciousness lay with the Census Charge Officers in the field, I took the unusual step of deputing the staff from the directorate to cover all the sub-divisions in the State as also the more important local bodies (municipal corporations of Amritsar. Jalandhar and Ludhiana and MCs of Patiala, Pathankot and Batala). Not only the technical staff consisting of Tabulation Officers, SAs and Computors (down to the ACs in certain cases) but also personnel from the map section were drawn to run to the field for the duration of the house-listing operations and they functioned under the control of respective district incharges consisting of the officers and senior staff of the directorate. Luckily my three Deputy Directors in the field were nominated by the ORG and joined me on the eve of commencement of houselisting and this added to my complement of officers for working as district incharges.

The staff from the directorate was charged with the total task of guiding and supervising the field operations and their assignment concluded only with the collection of censused documents.

I must add in all fairness that except for a slip here or there, this arrangement worked very successfully. It kept the initiative and hold with us and entirely dispensed with the unproductive activity of correspondence with the charge/supervisory officers in the field and ensured proper coverage during the first field operation.

I was myself in the field during the month covering all the districts and taking cognisance of the progress of work. My and my officers' liaison with the civil hierarchy left little to be desired.

Meetings at Divisional Headquarters with DCs and SDOs (Civil) for Enumeration:

After we had sized up the enumeration blocks (consequent upon houselisting operation) and commenced taking steps for deployment of adequate staff as enumerators and supervisors, as on the occasion preceding the houselisting operation (in February, 1980), I met once again all the Divisional Commissioners, DCs and SDOs (Civil) at the divisional level. These meetings were held respectively:

On 4th September, 1980 at Nangal for Patiala Division.

On 8th September, 1980 at Firozpur for Firozpur Division.

On 11th September, 1980, at Jalandhar for Jalandhar Division.

(In case of Firozpur Division I had also to hold a meeting for Bathinda district on 9th September, 1980 due to pre-occupation of the officers of this district when the meeting was called at Firozpur).

At these meetings I had given a review of the preliminary steps necessary for enumeration and emphasised upon the participants to ensure fullest deployment and thorough training which were the corner stones for successful enumeration. The minutes are at Annexure II-A. 3. I also touched upon the important columns contained in the questionnaire that had to be canvassed and the honorarium that was payable to the enumerators and supervisors. My solid emphasis was on enjoining upon the officers to hold meetings at all levels periodically to review the progress of census work and ensure compliance to the instructions as were issued from time to time by the directorate.

These were very useful meetings and as I monitored the effects through my Deputy

Directors in the field (who had by then settled down in field offices) the personal equation that I built up and caused to be built up between my officers and these civil functionaries started yielding results. Census came to be placed on priority by all the functionaries and the DCs under the supervision and guidance of their Divisional Commissioners took personal interest.

In case of Commissioners of the Municipal Corporations (since the Municipal Corporation constituted a separate census unit equivalent to a district) I met the Commissioners, Assistant Commissioners/Executive Officers and Census Charge Officers at their headquarters and apparently for more than once since these Corporations had offered the biggest obstacles of finding out adequate government employees for the very high number of enumerators and supervisors they needed and their thorough training.

With this pioneering approach, the holding of meetings of Census Charge Officers almost every month was adopted as a feature at the level of the SDOs (Civil) where the Deputy Directors (Field), Census participated. These personal contacts obviated the need for unnecessary and unproductive correspondence on the one hand and on the other kept the whole field hierarchy well geared up.

Meeting of District/City Census Officers:

After the first operation was over and preliminary steps had been completed for the second and final field operation namely enumeration (and in fact after the training of Census Charge Officers had been held) I called a meeting of District/City Census Officers on 3rd November, 1980 at Chandigarh.

The SDOs (Civil) had been given direct control of the area under their jurisdiction and so District Census Officers during that while were only assisting their Principal Census Officers. It was now that their role had attained relevant importance and hence this meeting. The progress of work was reviewed and the other items as discussed were:

(i) Payment of honoraria for house-listing operations.

(ii) Receipt of training material by the Census Charge Officers;

(iii) Effective supervision of training of enumerators and supervisors; and

(iv) Publicity.

The two most important items to impress upon their responsibility in that respect that figured at this meeting were:

(a) Organisation of adequate machinery for communication of provisioned results; and

(b) Organisation of adequate machinery for carriage of censused material.

Yet another two items that were of considerable importance at that point of time to which the participants were initiated, consisted of:

(a) Award of Medals for Census 1981; and

(b) Paymen of TA/DA to enumerators and contingent expendnture.

The District/City Census Officers voiced unanimously the need for some advance with them but with my regrets I clarified that in all such transactions the State Government had to incur expenses in the first instance to be reimbursed by the Central Government later as per the procedure evolved.

This conference proved very beneficial since the GAs to DCs/ACs of Municipal Corporations had till then felt slightly upset due to their role in the census not having been taken notice of, contrary to what happened at the time of 1971 census (Minutes at Annexure II-A. 4). Their success lay in compiling and communicating the provisional totals soon after the enumeration concluded and all of them rose to the occasion with a latent sense of competition and it was due to their efforts that our state was amongst the first states in the country to convey the results.

Apart form these two sets of divisional level meetings (in February and September 1980) with the DCs and SDOs (Civil) under the chairmanship of the Divisional Commissioners concerned, the chance meeting with DCs and GAs to DCs in March 1980 at Chandigarh and finally the meeting of the District/City Census Officers in November 1980 at the directorate at Chandigarh, I did not disturb the key functionaries in the civil hierarchy for rushing to any joint meeting. Partly it was not necessary and partly it was to spare them for their extreme pre-occupations with their administrative work. (In fact in 1980 with the change of governments, with short spell of President's rule in between, there were frequent transfers of these functionaries and during March itself, about ten out of twelve DCs and twenty two out of 44 SDOs (Civil) had been replaced thereafter my contact with the DCs, Commissioners of Corporations, SDOs (Civil), GAs to DCs and ACs particularly, and the Census Charge Officers like Tahsildars, Naib-Tahsildars, EOs of MCs etc., generally had been at district levels. During April 1980 and January, 1981 I had covered the whole state in single hours and these district level meetings were well attended by the supervisory officrs when I projected the requirements, squarely removing any apprehensions in these quarters.

Census Calendar:

Apparently for the success of these operations it was necessary to lay down a time schedule of working and drill it home all along the line. In my first communication (Circular No. 1) dated 14th July 1979 which I had addressed to the implementing officers in the field, I indicated this working schedule for the first phase (after working it backwards).

The various steps for enumeration were also indicated in the schedule but indication for its timing was deferred.

There was, however, a departure from the schedule in so far as that actual house-listing operation was carried out in April, 1980 because of the pre-occupations of enumeration agency comprising of teacrers and patwaris with school examination and revenue inspection work respectively, Consequently the training schdule was amended.

As far the second field operation viz., actual head count termed as enumeration, the schedule was circulated vide Circular No. 6 on 31st May, 1980 (on conclusion of the first phase).

The total census calender is consolidated at Annexure II-A. 5.

In retrospect I may record that at times it appeared that we were laying down a rigorous and tight schedule. There were occasions when the officers had to look to an unhappy face or two amongst the staff. Particularly when the staff was sent to the field, there were sometimes the usual excuses of ailment and family pre-occupations and attempt by the concerned to evoke human sympathy, but I and my officers throughout the period, maintained, as a matter of fact, a rigorous posture and proceeded as schedule. Probably, we looked harsh in a case here or there but there was no alternative. Any leniency on a single occasion would have bred citation of precedent, and so we worked with uniform treatment. The end achievement was pre-ensured with this approach.

II.B-Building up of the Census Organisation

At the time of my joining the organisation (on 31st March 1979 afternoon) contrary to my expectations (since I had an idea of 1961 census only when census hierarchy rose like a phoenix every ten years and then disappeared after the event) I found a fairly well set up office with over 100 employees on rolls, including two Class I officers and eight number of senior staff consisting of Investigators and Tabulation Officers and a Cartographer and a Geographer (Annexure II-B.1).

The staff in position was then engaged in the following assignments :

(a) Pushing through the pending publications of 1971 census.

(b) Taking preliminary steps for determining rural-urban frame of the state as instructed by ORG.

(c) Field survey connected with Infant and Child Mortality as sponsored by WHO and entrusted by the ORG.

(d) Coding and punching of individual slips pertaining to Jammu & Kashmir, and

(e) Preparation for seoond pretest that had been styled for June. 1979.

But one and all were looking forward to preparations for 1981 census on full steam and as I have stated earlier I found them enthusiastic to the last man. Their cooperation was forthcoming ungrudgingly and in ample measure. Even those amongst them who have had no field experience of 1971 census (and this included the two Class I officers) were found to be up to contributing substantially during regular staff discussions, apparently after doing heavy home task. The work for planning for 1981 census, keeping in view the instructions from the ORG on the one hand and the actualities of the situation in the state on the other, was initiated with a big push and the tempo was kept up to the conclusion of the operations.

Shortly afterwards the Deputy Director (HQ) joined and he has had experience of 1971 census in J&K and had managed the directorate of census, Bihar during intercensal period

My Senior Stenographer (later raised to Class II Non-Gazetted) had experience of 1961 and 1971 censuses and had adequate memory of the facts and processes so as to afford me a ready-reference.

Field Deputy Directors :

3 posts of Deputy Directors in the field were sanctioned by the ORG as early as in May, 1979 and therefrom I started correspondence with the State Government for sending on deputation three officers of State Civil Service, as had been the practice so far. Drawing blank in the first hop, after discussions in the relevant quarters, even the qualifications in length of service were relaxed. But ultimately it was still a blank.

My predecessor in his Administration Report had made a mention of this problem. The State Government have of late been rather benevolent, in comparison to Central Government, to their officers in matters of allowances and special pay. Everyone runs the unwelcome prospect of fairly sizeable financial loss if he opts out to the Government of India. The attraction of continuing at a particular place (I had allowed station of choice to the optees) hardly afforded adequate compensation. To be denied assistance from the State Civil Service Officers during the operations is in itself a handicap in so far as that the total load of effective liaison and equation built-up with the civil heirarchy in the initial stages fell on me.

While reporting my failure to the ORG, I simultaneously toyed with the idea of clubbing the 12 districts of state into six regions and appointing my officers and senior staff thereto as Regional Officers. The jurisdiction was purposely kept smaller than the boundaries of an administrative division, so that the departmental hands could have enough time for running about and building up effective liaison. In fact for the first field operation viz. houselisting I had distributed the jurisdiction accordingly and the officers and senior staff were already in the field advising deployment of enumerators and supervisors, imparting and supervising training and ensuring proper distribution of census material They were in touch with Census charge and the supervisory officers in the field hierarchy. Just on the eve of houselisting (31st March 1980) the ORG appointed 3 Deputy Directors to assist me from out of the departmental Assistant Directors available. One of them was already Assistant Director with me (Shri R. K. Singh) and was conversant with the day to day planning and functions. The other (Shri S. P. Grover) had left Punjab directorate a year earlier but had knowledge of the place and its people and the third (Shri R. P. Tomar) had worked earlier in the sister directorate of Haryana, stationed locally. So the three were not completely fresh in the strict sense of the term and had fairly good idea of my result-oriented and time-bound nature of approach. They were straightway pressed into the field without exposure to the nature of work and being experienced departmental hands delivered the goods to my satisfaction.

Expansion of Directorate for Census 1981 :

The posts, predominantly affording promotions connected with census 1981, came to be sanctioned by the ORG from October 1979 onwards in dribblets. (The lowest cadre consisting of Assistant Compilers was advised to be left unfilled in view of its proposed abolition). I was given to understand that these posts were considered necessary in light of the experience of previous censuses and were calculated on proportionate basis according to the population. Powers for filling them were also delegated to me. The staff, it so appeared, were waiting for these sanctions for the posts in promotion and the filling up became a formality. I own that I resisted filling up these posts in promotion with inadequately educated and or insufficiently experienced hands but was over-ruled not infrequently by my officers in the staff committee (which determined these cases) in light of the comparative position obtainable in the sister directorates of U.T., Chandigarh and Haryana, stationed locally. In certain cases it was just redesignating an incumbent in a higher position without even a consideration for his capacity to handle relatively more important assignment which needed an element of supervisory nature. By and large the promotions were *ad hoc* and therefore, strictly according to seniority. Mostly the feeder cadres were inadequate, more particularly in the administration and the SA categories. But probably the whole idea was that everyone should have some gain because they had waited far too long during the inter-censal period when the organisation shrank as of necessity.

The ORG did not associate the newly joined Directors in laying down the norms for various cadres of every office and probably correctly so because that exercise would have meant uncalled for and unaffordable delay. But I thought it might have been better if each Director had conducted the exercise locally, ran through the available hands and then built up case(s) for sanctions with the ORG, since existence of a post in absence of availability of suitable hand does give rise to the unmerited aspiring to it and bring avoidable pressure. I had to face that, but by and large we steered through it. In such circumstances it is not possible to ensure everyone's happiness either in awarding promotions or the point of time in affording them and if I or my colleagues in the directorate stood exposed to certain amount of

criticism for being conservative or miserly I take it that it was a part of the game as also due to temperamental built-up.

At the zenith of employment and promotion opportunities afforded in this directorate, the picture is indicated in Annexure II-B-1. The lowest technical cadre of Assistant Compilers was to be starved, and sanction for 29 Assistant Compilers just existed on papers. In course of time the addition of new faces in the cadres of SAs/ Computors etc. was slightly offset by the out flow of experienced hands to the DDI System in the sister UT Chandigarh directorate.

Ministerial assistance in the districts :

The ORG sanctioned 18 posts of Assistants, 67 of clerks and 12 of peons fo districts, municipal corporations, sub divisions and municipal committees having population (projected) of more than one lac with effect from 1st August, 1979. These personnel were to be recruited by the DCs and were to be paid from the district/State funds in the first instance. The reimbursement was arranged by the Central Government as per the procedure indicated by the ORG. It was steered after some efforts because this involved a new procedure and there was understandably some resistance. Most of this staff was in position within a month or two. Sanction/instructions are added at Annexure II-B.2. The DCs had to observe normal recruitment procedures as laid down by the State Government. This staff continued up to 31st May 1981 and was absorbed, by and large, except for a few cases, in the district establishments. Some of them went in for infructuous writ in the High Court for seeking direction for their absorption in regular appointments.

These assistants and clerks entrusted for whole-time census work at the various levels, in course of time, became well conversant with the planning and instructions and in fact the services of quite a number of them were utilised for assisting the Census Charge Officers in training classes and covering the operational aspects. In fact this set of staff was taken a special care of by the Deputy Directors (Field) and though recruited and functioning under the District/Sub-Divisional census hierarchy, they acted as if they were direct employees of the census department and effectively discharged their duties particularly connected with coordinating the progress of work at the various levels where they stood posted.

Staff in the Field :

The Deputy Directors were asked to establish camp offices at Jalandhar, Patiala and Bathinda, and were to be assisted in the first instance by an SA on the technical side, and skeleton ministerial staff consisting of one clerk and one peon each. Later as they converted these offices into Regional Tabulation Offices after hiring necessary suitable accommodation, this staff strength rose to :

Name of post	Total	*Regional Tabulation Office*		
		Jalandhar	Patiala	Bathinda
Investigators ..	3	1	1	1
SAs ..	10	3	3	4
Head Clerks ..	3	1	1	1
Junior Stenos ..	3	1	1	1
UDCs ..	3	1	1	1
LDCs ..	9	3	3	3
Chowkidars ..	3	1	1	1
Peons ..	3	1	1	1

Suitable ministerial hands were not available. The fresh recruits from the employment exchange or those on daily wages could not discharge the duties efficiently and there was none in the feeder line at the directorate to be sent to the field. In fact this was a real bottleneck. Apart from maintaining administrative records what worried me was the financial matters. For quite some time the bills were prepared by Deputy Directors and passed at the directorate, but with passage of time the Deputy Directors in the field had trained (apart from their own training) certain fresh recruits whether on regular grades or from out of the purely *ad hoc* staff of the tabulators, and later the experienced hands from this directorate were sent to the field periodically to extend necessary assistance and guidance when the work was decentralised. The whole process was seen through with "kid gloves" for obvious reasons. The amount of work could be gauged from the fact that when the RTOs started functioning on full steam each one of them had to deal with 168 tabulators, 28 rheckers and 9 supervisors in addition to the aforementioned regular staff of a dozen. I had to be myself around every RTO regularly to take spot decisions so that unnecessary and avoidable correspondence did not delay matters.

Supplementary role of Economic & Statistical Organisations, Punjab in the Field

The District Statistical Officers and their staff consisting of technical and field assistants were associated fully with the field operations through personal coordination with the Economic Adviser to the Government, Punjab. This staff consisting of over three dozen hands, comprising of technical personnel with knowledge of akin survey activities, rendered complete assistance and cooperation to the Deputy Directors Census in the field. The District Statistical Officers had been notified as Additional District Census Officers and were to be *inter alia*, responsible for imparting/ ensuring thorough training to the enumerators and supervisors. This department provided a good set of supplementary staff to the census organisation in the State during the operations.

Officers' Efforts :

All this built-up of the organisation to meet the phenomenal challenges of the gigantic field operations would by itself had not succeeded unless the officers and most of the senior staff from the directorate had provided an effective leadership and in this respect I may add that all of them from the directorate as deputed to the field from time to time and those stationed in the field stood to the call of the hour and, at the cost of their convenience not infrequently, came upto the expectations. That substantially contributed to the successful conclusion of the field operations as planned and envisaged at the directorate.

II-C : Procurement of Maps and preparation of Rural/Urban Frame; Allotment of Code Nos. and preparation of Charge Registers :

To ensure complete coverage of all the individuals, which is the objective of census, it is absolutely necessary to correlate them with the inhabitations. It, therefore, follows that the pre-requisite for organising a complete census is to have updated jurisdictional maps for each state down to the lowest administrative unit. This involves building up a map library for the districts, the tahsils (showing villages) and the towns and cities located in the State.

RGI's First Letter :

RGI, as early as on 11th January 1978, had indicated need for taking up this part of the assignment and detailed necessary guidelines,— vide his letter No. 1|24|77-RG(P) (in a way it can be stated that the field census work for 1981 census commenced from the issuance of this communication). Inter-alia, he had desired obtaining and preparation of upto-date maps for all the above administrative units, indicating the changes during the intercensal period.

District/Tahsil/Town Maps :

For the districts and tahsils, indicating the villages, the map bank with the State is Directorate of Land Records but for the map and sketches of the local bodies each one of them has to be approached. Some of these bigger local bodies have well equipped map sections but by and large the state of affairs in these local bodies leaves much to be desired. In so far as verification and certification of the lists of villages and the maps of tahsils/districts was concerned, the revenue agency headed by the Tahsildar had little to contribute, beyond what was contained in DLR's documents.

The then Director, Census, during 1971 census, had mentioned about these and allied handicaps, about the State Government making jurisdictional alterations as frequently as it suited them, in his report, and in all fairness I could reproduce the same almost verbatim, for the simple reason, that the matters did not improve in these respects even now.

Correspondence and efforts at procurement :

Consequent upon the receipt of aforementioned communication of 11th January, 1978 my predecessor in office issued the communication to all the DCs requiring therefrom :

(i) Details of jurisdictional changes in the territorial boundaries since 1971 and copies of notifications that made these changes.

(ii) Tahsil maps adopted after indicating changes as in (i) above.

(iii) Complete list of villages districtwise showing Hadbast Nos. and area, and

(iv) List of local bodies, their areas in square kilometres alongwith changes since 1971.

He caused its follow up through the office of Secretary to Government, Punjab, Local Government Department,—*vide* letter dated 30th March, 1978, which issued a circular in addition to the DCs, to the Commissioners of the Divisions and SDOs (Civil) and all Heads of the Departments. Incidentally, response to such requirements from most of the addressees was not as expected. It was too early to imagine that any priority could be accorded to 1981 census by the civil authorities in the district, when the event was over three years away. Thereafter the Deputy Director heading the office and Assistant Director, incharge map section, established personel contacts with the office of DLR at Jalandhar and started obtaining the updated maps of the tahsils in dribblets as these were prepared there from time to time.

Response from the local bodies was sporadic. Apart from the Director, Local Government Department, the field Deputy Directors of the Local Government were also brought into picture and the map record started pouring in from there.

When I joined in April 1979, I tied up with my colleague who headed the Land Record Directorate in Jalandhar and the procurement of tahsil|district maps was speeded up. In fact time-bound programme was lad by the DLR for issuance of the unfinished maps and it was only a few months later that the final of the tahsil maps was received.

City and Town Maps

The process of obtaining town and city maps took much longer. Not only there had been jurisdictional changes in a number of local bodies, by way of expansion in the area, but also a number of new bodies had come into existence. Some of them did not even have an office much less a map section to draw even a preliminary sketch. Nonetheless these were notified as Notified Area Committees and, therefore, had to be in urban frame. One could fill up a volume indicating persistent patience in obtaining updated maps of various local bodies in the State but it suffices to say that apart from consistent correspondence it

was also personal contacts at various levels and even assistance at some places by our map section hands and other senior staff that we succeeded in building up our library of the local body maps by about the time we went in for houselisting in April 1980. The happy position was that in majority of these places we had base maps prepared in 1971 census and had to update them.

In determining the jurisdictional changes, in light of government notifications, once again the set of notifications had to be obtained from the issuing authorities viz. Revenue Department and the Local Government Department at the headquarters. As for state of records with some of the local bodies themselves, the less said the better. In retrospect I can only say that it was very much worthwhile to have commenced the exercise as early as in the beginning of 1978 initiated by the RGI's circular, for it took well over one-and-half years to complete our records of maps and have the details therein verified and authenticated from the concerned quarters.

In this respect one need not put much blame on the State agency for the broad reason that whereas for decennial census this is an important pre-requisite, the sense of priority by other departments is not dictated by the exigencies of census. For them it is a normal routine to prepare and circulate and utilise these maps as these are finalised from time to time.

Strength of Map Section

When I joined, the map section consisted of a Cartographer, Geographer and two draftsmen (one draftsman was working on *ad hoc* basis against the post of an Artist who had proceeded on study leave). In July, 1979 the Cartographer was promoted to the post of Senior Geographer in grade 'B' and the resultant vacancy could only be filled up after a gap of 15 months since the incumbent had to come through the Staff Selection Commission. In between, the post of Geographer also fell vacant as the incumbent opted for transfer to sister UT Chandigarh directorate.

The available strength in the map section was not sufficient and it was strengthened by Tabulation Officers for finalisation of allotment of location codes. In fact that hardly needed much technical background). I may mention here that I found the map section working in isolation when I joined and had to persuade my officers and senior staff to see to my point of view of inter-mixing of senior staff in such a way as that no cell or section in the directorate functioned as a water-tight compartment on the eve of gigantic decennial exercise. The experience of Tabulation Officers' awarding code numbers in the map section was not only exciting but also rewarding.

In course of time the staff was reinforced by another draftsman (but then one of its own draftsmen was away from work for over three months) and later by filling up the vacancies created for 1981 census which consisted of three draftsmen. The post of Senior Geographer was created for the scheme 'Regional Divisions of India to study and evaluate the Census Data 1971—a cartographic analysis' under Plan but that scheme had still to be put into operation. For assistance in the map section, experienced computors were deputed, so that those who drew lines did not have to wade through the numbers.

My Views:

The map section of a census directorate works on secondary data viz. it improves upon or compiles the maps prepared by and procured from other agencies. It does not prepare maps in original. The artists in the map section come into play only when charts have to be drawn and get-up of a book is finalised consequent upon the compilation of data after the census. For practical purposes I wolud have preferred a Map Officer (an incumbent with a better status) assisted by a couple of draftsmen only during the

intercensal period and the final mapping work could also be done by *ad hoc* and temporary employees as draftsmen and artists. Probably the sporadic nature of work in the map section seems to be the main reason for its functioning in isolation and once the total inter-mixing took place I found that I could draw upon even the Senior Geographer and the Geographer for taking up training classes during houselisting or entrusting a particular sub-division to them for field operation. I may have been unconventional in my approach, but if the merit of the pudding is in tasting then I found that the output of Senior Geographer and his staff had been a shade better after they had something to do in the field operations.

Preparation of Rural and Urban Frame:

As mentioned earlier in this chapter, the procurement of the maps in addition to ensuring totality of coverage of head count in the jurisdiction of the State was also aimed at preparing maps for rural and urban areas, since the census data as of tradition has to be presented by these two major classifications.

Finalisation of Lists of Villages:

The lists of villages were finalised in the first instance in the census directorate itself with the help of:

(a) 1971 census District Census Handbook concerned

(b) set of notifications issued from time to time during the period from 1971 upwards by the State Government making alterations: and

(c) comparison and reconciliation of these lists of villages comprised in a tahsil with the lists contained in the village directory prepared and published by the Directorate of Land Records of the State Government.

After evolving what appeared to us to be a complete list of copies thereof with tahsil maps were sent to the Tahsildars for verification and authentication. The process was completed by the end of September 1979 through personal efforts (an incumbent from this directorate approached the concerned Tahsildar, ran through the exercise with him and obtained his authentication). This procedure meant expeditious finalisation of these lists and left little scope for any slip.

Determination of Urban Frame:

In so far as urban frame was concerned all places with Municipal Corporations, Municipal Committees, Cantonment Boards and Notified Area Committees (in fact any statutory local body notified by the Government) had to be included therein and the latest list was obtained from the Directorate of Local Government that maintained these updated lists. Under my discretion only two towns, namely, Mohali (SAS Nagar) in Rupnagar district and Talwara Township in Hoshiarpur district were added. In the case of the former the State Government has still to give a local body status to this modern industrial sprawling township in the immediate neighbourhood of Chandigarh and in case of latter there was an NAC at the time of 1971 census and though abolished since, it has all the characteristics of the urban areas.

In 1971 there were 108 towns in the State. Of them three, namely Chheharta, Takanwali and Rajpura Township merged respectively in Amritsar Corporation, Firozpur M.C. and Rajpura M.C. The total number of towns in the urban frame in 1981 census was 134 comprising of three Municipal Corporations, 97 MCs. and 29 NACs, three CBs and two census towns.

The State Government as late as on 7th October, 1980,—*vide* a set of notification abolished sixteen NACs but after the conclusion of houselisting operation, carving out of new enumeration blocks and initiating training for the deployed staff therein, this

directorate froze the urban-rural frame as on 30th September 1980. (Though according to the Central Government's communications to the State Government the fixity was to be ensured from 1st January, 1980).

Regarding the changes in jurisdiction of districts and tahsils the Directorate of Land Records, Punjab kept updated record and counter-check was effected by obtaining these notifications as issued after 1971 census by the State Government from the Revenue Department. In fact the State has well demarcated boundaries of tahsils and districts because of its being a single tract plain territory with total surveyed area and, therefore, little could be left out from cognizance. The proposition of identifying unreserved areas, reserved forests, etc. did not arise in the State and consequently little action was needed in this respect.

There was a continuity in the criteria adopted for urban frame in 1981 census from the previous census and I would say without hesitation that the criteria appeared to be absolutely sound though one could see that in speed the State Government sometimes notified urban areas for a collection of villages for considerations other than administrative expediency but then one has to go by the notifications and any parallel enquiry as to whether such a newly created NAC could fit in the urban characteristics would not only be far fetched and time-consuming but also ill designed from the State's point of view.

Urban Agglomerations:

The finalisation of the lists of urban agglomerations was little problem in view of RGI's circular No. 7. It placed almost an embargo on creation of new UAs but as of historical interest continued with what remained of the UAs determined in 1971 census. In fact this circular made the first scientific approach towards determination of UAs but the exercise was more towards keeping up what was evolved from out of 1971 exercise. Unfortunately for us the determination of UAs in 1971 was in a hurry and apparently on decentralised basis. In the vast list of 37 UAs one found a number of outgrowths having little bearing with the core included therein and conversely even important towns lying in neighbourhood were left out. I learnt that the exercise was done by the then District Census Officers shortly before the results were out and, therefore, lack of any coordination preceding it. We had to live with it. No additions were made. The number was reduced to nineteen in view of the merger of certain areas constituted by the outgrowths to the core towns or because of indirect results of the expansion of jurisdiction of core towns.

On the conclusion of the census, a couple of glaring omissions came into notice, which were:

(i) Firozpur MC and Firozpur Cantt could form a UA instead of being shown as two separate components since the town lay cheek by jowl.

(ii) Punjabi University, Patiala could form a part of Patiala UA since it was situated on outskirts of the extended jurisdiction of Patiala MC.

(iii) Jalandhar Cantt. should be outgrowth of Jalandhar Municipal Corporation since, though a separate statutory body, it lay enclosed therein.

(iv) Similarly Amritsar Cantt, was alongside the Municipal Corporation, though shown outside.

However, any alteration in the determination of UAs at that point had been out of question, though it was gratifying to see that main data users, the State Government utilised these figures for increasing the Government employees' allowances considering that the towns had exceeded the lower limits of population entitling them for change in House Rent Allowance.

Standard Urban Areas:

Similar was the case of SUAs. RGI's circular No. 15 desired the continuance of SUAs as evolved in 1971 and directed that additions could only be made if the concerned departments of the State like Town Planning and Urban Development had initiated any proposals. Resultantly the number of SUAs were the same as in 1971 i.e. twelve.

Jurisdictional Changes :

Of utmost importance for presentation of data jurisdiction-wise is the issue of fixity of jurisdiction in various administrative units in the State. Government of India, Ministry of Home Affairs had issued as early as on 10th May, 1979, a circular to the Chief Secretaries requesting them that any changes should be concluded by 31st December, 1979 and the emerging position should be left unaltered from 1st January, 1980 to 30th June, 1981 viz. the period involved in the census field operations. This circular was, in turn, forwarded in July 1979 to all field officers in the civil hierarchy and the Executive Officers of local bodies for necessary action (?) by the State Local Government Department (that dealt with the subject of cersus in the State). But probably little was intended by this circular since simultaneously or at about the same time the State Government decided to constitute a committee for jurisdictional reorganisation in the State.

I met the Chief Secretary to Government, Punjab as also the Financial Commissioner (Revenue) and brought the contents of the Central Government's circular to their notice but then State Government did not accept the position and moved up with the proposal of reorganisation of the districts in the State, with the Revenue Minister heading the panel. It was given limited lease for speeding up their work so that the reorganisation could be effected before the end of December 1979, but as usual in such cases the term kept on being extended. However, in view of the differences in the proposals and the likely difficulties the recommendation could raise, the plan was shelved taking up the national census as a 'welcome' pretext and the exercise only resulted in creation of eleven more sub-tahsils which involved changes of villages *inter se* in six tahsils and sub-tahsils, addition and substraction of one to the other in two cases and inter-district changes in other three cases, apart from creation of sixteen new sub-tahsils. We took cognisance of these changes and altered the jurisdiction and appointment of Census Charge Officers accordingly.

The Local Government Department that had stood still came into energy in September 1980, after the arrival of another State Government, and despite my contacting the concerned quarters well in time and forcefully, abolished sixteen NACs by set of notifications issued on 7th October 1980, and disturbed the urban frame (though we kept the same intact for operational convenience).

Freezinug Rural-Urban Frame :

This was after our houselisting operations when we had finalised the frame for enumeration blocks. In consultation with the ORG I froze the rural-urban frame as derived on 30th September 1980, reserving to mention the factum of abolition of NACs and consequent conversion to rural areas from urban frame in the fly-leaf of the concerned publications.

Creation and abolition of local bodies and reorganisation of boundaries of revenue units like sub-tahsils, tahsils and districts that should have been the result of administrative expediency and removal of unnecessary administrative bottlenecks, have unfortunately sometimes of late become the handiwork of political expediency. Even currently there is a big exercise for reorganisation of the State in offing and may be by the time our District Census Handbooks are out these become outdated so far as that jurisdictions are concerned and the data users may have to consult more than one District Census Handbook to derive the data relevant to a particular district or tahsil.

It may be too much to ask for but the only way that freezing of jurisdiction can be

effected, in the ever changing political pressures particularly these days, would be to curtail the time lag between the two field operations to the minimum and that even by an act of the Parliament to declare the jurisdiction frozen for the interim period. No amount of circulars or personal contacts would achieve the results for the simple reason that the compulsions for these changes are multiple and pressing far superseding the need for presentation of census data in exactitude.

Location Code System:

For the allotment of location codes RGI had circulated (vide circular No. 5) detailed instructions which were also discussed in the Directors' conference earlier. This exercise was done in the map section on assistance from the senior staff that had at that time been made incharge of districts from the directorate (their knowledge of the districts concerned was kept in mind). Instead of giving code numbers to villages tahsilwise, for a change, in view of the compulsion of situation (since we had decided the charges to be co-terminus with the jurisdiction of Tahsildars and Naib-Tahsildars holding the charge of Kanungoe Circles) we had allotted the code numbers kanungoe circle-wise. These kanungoe circles were adjoining each other and the total picture as it emerged could either be read kanungoe-wise allocation of numbers or tahsilwise allocation of numbers. Movement was from one patwar circle to another in a serpentive manner. Except for two cases there was no break in kanungoe circles and there was no break for any patwar circle. The code numbering was shown to the RGI on one of his visits to Chandigarh and was found to be unexceptionable.

Luckily for us in the State the majority of the revenue agency, starting from a Patwari to a Tahsildar, had experience of various census(es) and to them acceptance of code numbers was no problem. The other component of enumeration agency viz. school teachers was intelligent and well educated and they understood and adopted it without difficulty.

When we had sent the lists of villages alongwith the tahsilwise maps to the Tahsildars we had also indicated the code numbers as allocated by us and these were also got authenticated by them. The code numbers read as follows:

For rural areas : State/District/Tahsil/Village/(EB)

For urban areas : State/District/Town/Ward/(EB)

In figures for example this will respectively be :

For rural areas : 17/2/4/129/(25)

For urban areas : 17/2/II/6(12).

Charge Registers :

After the exercise involving :

(i) Demarcation of charges by preparation of separate maps for each charge carefully so as to ensure that the total area was fully accounted for under the jurisdiction of various Census Charge Officers and nothing was left out.

(ii) Breaking up of charges into houselisting blocks,

(iii) Deployment of suitable personnel as enumerators according to the houselisting blocks,

(iv) Delineating supervisory circles; and

(v) Appointment of supervisors,

had been carried out, the details were filled in the charge registers maintained at the

charge level by the Census Charge Officer. These showed that all the areas and the Census Charge Officers' jurisdiction had been fully covered.

It is herein that important innovation of entrusting each sub-division to a staff member of the directorate came in very handy. In fact if I say that it was the directorate man, say a Senior Investigator, Tabulation Officer or SA or even a Competent Computor, who filled up these charge registers for houselisting in consultation with the Census Charge Officer concerned on the spot, I would not be much off the mark. Despite best of training some of the Census Charge Officers would have made a mess of it. Since I had enough men and they were enthusiastic and well assisted by the census clerks then in position in the districts and sub-divisions, they could do this assignment which ensured firstly that the total area was accounted for and secondly that the total deployment was effected, which were the basic requirements for a charge register. In a small state like Punjab with a single tract territory and with the permanent regluar staff in the directorate this direct approach was possible and I had no difficulty on the score of any charge register having not been properly maintained.

The exercise was repeated at the time of second field operation, namely enumeration though by that time the Census Charge Officers and the census staff in the sub-divisions/districts had become conversant with proper maintenance of this key document, which indicated the full control.

II—D. Census Schedules—Translation Printing and Distribution.

Punjab being unilingual state and the official language being Punjabi, on every step this directorate had to take to translation as also the painting work. Apart from the prescribed census schedules, forms and instructions for the field operations, the number of other ancillary items like enumerators'/supervisors' identity-cum-appointment cards, attendance rolls, registers, training charts for houselisting and enumeration, inventory forms and the like constituted the printing assignments undertaken on our initiative. To the extent action was not needed by the enumerators and supervisors, this material was only got printed in English.

Early Experience :

Shortly after I joined, second pretest was scheduled for June, 1979, and on the eve of it, I received enumerators' instructions booklets in English. The voluminous intructions were to be translated into Punjabi, since these were for use by the enumeration staff, from out of State Government employees, then sought to be deployed for the pretest. The volume of the work for this translation and printing vis-a-vis the time available for seeing it through and the optimum utilization thereof by the concerned, dictated me to rest content with seeing through a rather perfunctory translation by the Hindi Cell in the directorate (Punjabi language in literary form derived important words from Hindi) and getting the same carbon copied in adequate number (we needed only about 10 copies). The major work at that point of time was the translation of houselist form and individual slip into Punjabi that had to be canvassed during the pretest and its printing. This was seen through with the Local UT Press. But the rush job resulted in the press adopting a print size which was too small to be properly legible on the one hand, and on the other, unfortunately printing of reverse side of individual slip in upside down direction.

These slips were strong indicators of the fact as to how strenuous efforts would be required to the details when we were beset with translation and printing work of the gigantic field operations of house-listing and enumeration in course of time.

Requirements of Census Schedules and Instruction Booklets :

The requirement of various schedules and forms was worked out in the first instance at the ORG itself with necessary allowance made for the increase in population (as per the projected estimates) as also the 10 per cent reserve. These figures were received by us for certification, and, by and large, were found to be in order except that we revised the figures of the number we required in Punjabi. In retrospect I must record that our idea of enumerators' choice of language in corporation towns for copies of instruction booklets was proved to be wrong and in the ultimate only Punjabi instruction booklets had been in demand and we had a surplus of English and Hindi booklets. Of course the possession of Hindi and English booklets was a must because in quite a few places some enumerators (more out of personal interests) asked for booklets other than in Punjabi.

The exercise for replacement was done wherever necessary keeping in view the local need. The whole idea had been that we did not obtain or print far in excess to our requirements; and at the same time our anxiety was that no shortage occured.

Printing Assignments :

At the time of houselisting, the printing locally was as below :—

Details of material		Quantity	Source of supply
Houselist Schedule (Punjabi)	Red	70,000	Government of India Text-book Press, Industrial Area, Chandigarh.
	Black	7,50,000	
Houselist Abstract (Punjabi)	Red	35,000	Government of India Text-book Press, Industrial Area, Chandigarh.
	Black	65,000	
Instruction Booklets (Punjabi)		20,000	Union Territory Press, Chandigarh
Appointment Order-cum-Identity Cards			Union Territory Press, Chandigarh
	Supervisors	8,600	
	Enumerators	17,500	

Details of material	Quantity	Source of supply
Attendance sheet-cum-record of distribution of material to enumerators/supervisors	1,000	Union Territory Press, Chandigarh
Charge Registers	1,000	Private Press, Chandigarh
Supervisor's Manual Punjabi	6,000	Private Press, Chandigarh
Enumerator's Envelopes	12,000	Union Territory Press, Chandigarh

The total documents as obtained from local printing and from the ORG are indicated at Annexure II. D-1.

The total printed material as obtained at the time of second field operation viz. enumeration is detailed in Annexure II. D-2.

The items which were got locally printed read as below:—

Details of material	Quantity	Source of supply
Individual Slip Pads—Black (Punjabi) 50 Slip	222,400	Government of India Text-book Printing Press, Chandigarh.
25 ,,	111,200	
Individual Slip Pads—Blue (Punjabi) 50 Slip	42,600	Government of India Text-book Printing Press, Chandigarh
25 ,,	28,800	
Household Schedule—Black (Punjabi) 25 Form	112,000	Governmrnt of India Text-book Printing Prers, Chandigarh
10 ,,	57,000	
Instruction Books (Punjabi)	35,000	Government of India Text-book Printing Press, Chandigarh
Enumerators Brief Instructions (Punjabi)	35,000	Union Territory Press, Chandigarh.
Supervisor Manual (Punjabi)	7,000	Union Territory Press, Chandigarh.
Inventory for Enumerator (English)	80,000	Union Territory Press, Chandigarh.
Inventory for Supervisor	15,000	Union Territory Press, Chandigarh.
Inventory for Charge Officer	12,500	Union Territory Press, Chandigarh.
Appointment Order-cum-Identity Card (English)		
Enumerator	30,000	Union Territory Press, Chandigarh.
Supervisor	7,000	Union Territory Press, Chandigarh.
Training Charts (Punjabi)	740	Private Press, Jalandhar.

As a scrutiny of Annexure II. D-2 will show, with imaginative planning we were successful in our attempt in ensuring that there was no wanton wastage either in local printing or in the supplies obtained from ORG. This was an achievement.

This would indicate that printing formed quite a sizeable assignment and at times almost all remaining at the directorate were busy with the printing. The Assistant Directors, Senior Geographer, Investigators and Tabulation Officers were all frequenting the presses. For days on and, for some, it was a compulsory visit a day and not infrequently a few kept late hours hovering over the heads of compositors and to impart necessary sense of urgency and importance. That paid dividends. The presses did not let us down and mainly that was due to the consistent efforts put in by the officers and the senior staff of the directorate.

Translation work:

Regarding translation into Punjabi in the first instance I toyed with the idea of getting assistance from the Language Department of the State Government since that was the practice in 1971 census. But soon I found that they usually relied in what we presented to them for vetting, and just put in a word or two here or there.

I had been conscious of two primary factors all along viz.:

(a) ordinarily a government employee is not much interested in reading through a bulky set of instructions and always sought ready reckoners, and

(b) whatever had to be stated to him was to be couched in direct language in day to day Punjabi idiom instead of initiating him to a difficult word howsoever more correct it may be.

The spoken Punjabi in the State is a fair mixture of Hindi and Urdu not infrequently absorbing English words also. It did not derive words from Hindi or Sanskrit exclusively, contrary to the belief of translation cells. The work for translation was very substantial. The time available was rather short and what an ordinary well-staffed section was to do in months had to be done by us in weeks.

I, therefore, evolved a three tier system:

(i) In the first instance the translation was to be done by three or four teams of two to three computors or ACs or SAs, each to get through pagewise or subjectwise material.

(ii) What they produced then fell to the officers or senior staff who were constituted into a couple of teams and went through the whole exercise afresh.

(iii) The final draft would be before me along with other officers and read out word by word so that we got at the meaning of what we wanted to say effortlessly.

The portion(s) which were not relevant to State were not included in these instructions. The illustrations were reoriented to local conditions.

This exercise was fruitful even though irksome at places.

Our satisfaction lay in the fact that the instruction booklets and other material was very well received (even there were compliments); in any event there was nothing left for clarification after the users (enumerators, supervisors and Census Charge Officers) went through these documents/ booklets during the training classes.

(The translation of the household schedule and individual slip was carried out with utmost care and submitted for check up to the ORG, since uniform pattern had to be kept in the entire country and all regional language translations were ultimately approved by ORG).

Printing Work :

Bulk of the printing was got done at the Union Territory Press except for minor printing work concerning preparation of charge registers for houselisting and training charts for enumeration. The Government of India Text-book Press could only be yoked in after I agitated the matter with the ORG and implored for projection of a 'take it or leave it' proposition, with alternate arrangements with private presses in hand. It is understood that the RGI had a meeting with the Director General of Printing, Government of India (Ministry of Housing and Works) wherein the Text-book Press was given adequate instructions not only to handle the job but to accord it necessary priority. The Union Territory Press at Chandigarh and Government of India Text-book Press also locally stationed undertook the jobs seriously. There was active liaison with the officers of these two presses and no difficulty was allowed to come in the way both as regards timeliness of printing as also for binding and despatch.

As I stated earlier the whole arrangement depended upon the extent of mobility and personal chase up exhibited by my officers and senior staff.

The operation of enterprise listing by the Central Statistical Organisation was bracketted with the houselsting operation. The instruction books for enterprise listing and the schedules that had to be canvassed were arranged by the Economic Adviser, Economic and Statistical Organisation, Punjab.

Bundling and Despatch :

At the time of houselisting, since the operation was organised with effective and direct supervision by the personnel from the directorate, all material was sent to the Sub-Divisional headquarters (from thence to Charge level) per the staff so deputed. They had by and large utilized the passenger carriers for transporting the material.

At the time of despatch of material for the second field operation, namely, enumeration, the transportation was effected through goods carriers. A successful attempt was made in booking a sister department's truck on payment of POL on two occasions and on four others the private transport was utilised. There is no difficulty of this type in the State. To ensure proper despatch, transportation and receipt of material at the other end, directorate staff was deputed and nothing was left unescorted. It was very gratifying to observe that there was no mishap or loss of any lot on the way, The costs were also kept fairly low in so far as that full truckloads commenced from the starting point proceeding in (single) distinct direction and covering

as many stations as possible thereupon. After the houselisting and establishment of my Deputy Directors' camp offices in the field this aspect of the work became easier.

The reserve was built up at the Sub-Divisional and district levels. Some surplus was kept at Deputy Directors (Field) offices also.

The test of proper despatch depended upon whether shortage of any particular item was felt at any quarters or excessive/ unutilised material was received from any charge. As for the latter, I have already mentioned above that the surplus was below normal and as for the former there were only three last minute calls in 372 odd Census Charges and the requirement was satisfactorily met from the neighbouring charges, district headquarters or the Deputy Directors' offices. Even this would not have occurred if my officers and senior staff at the directorate had not at that point of time worked with the apathy of other census employees in the directorate.

An unhappy event :

Very unfortunately, it was at that point of time — end of October and beginning of November 1980 — when most of the members of the Punjab Census Directorate Employees' Association chose to put pressure about certain grievances (?) and extended non-co-operation for about a week to ten days. I can recall in retrospect that my officers and senior staff had at times to personally load and unload the material and ensured despatch of vehicles. I must say they had worked with single minded zeal and devotion. As it came out later not only this directorate but some others in the country were also affected with this attitude by the association(s), who had, it so appeared, unfortunately geared up on the eve of enumeration to pressurise for promotions and or expansion. Luckily, it was very short lived and in all fairness I add that most of the members of the staff, but for this short term apathy, returned to the same enthusiasm and zeal to conclude the 1981 census successfully, which I found in them when I joined in March, 1979.

— : o : —

ANNEXURE II-A-I.

1981—CENSUS

IMMEDIATE

D.O. No. 9/22/79-CD(CEN)

P. PADMANABHA

GOVERNMENT OF INDIA,
MINISTRY OF HOME AFFAIRS,
THE REGISTRAR GENERAL, INDIA
2-A, Mansingh Road,
New Delhi-110011.
June 1979.

CENSUS OF INDIA 1981 — Circular No. 2

Subject:—Organisation of Census of India 1981 — general instructions.

My dear,

I trust by now you have settled down and have familiarised yourself by and large with the work. I am now writing in some detail so that we may all be aware of the organisational task ahead of us and the framework in which we would have to operate. As and when specific issues are decided, detailed circulars will be issued from this office and I would like to emphasise that these circulars or instructions must be gone into in great detail since, in the census, it would scarcely be possible to catch up later if time is lost.

The census seeks to create an inventory of the country's manpower resources and demographic characteristics at a given point of time. As has been the tradition of the Indian census this opportunity is taken to collect particulars of housing and other characteristics also, including that on economic units such as enterprises. The Indian census has the distinction of being among the few unbroken series for over the last hundred years and we can look back with pride on the fact that we are now involved in continuing this tradition. Even though the census is taken once in ten years, is a part of a continuing statistical system and the data it provides is of basic importance, which I need not emphasise here.

The population census and the houselisting operations which generate housing data are major administrative exercises with strong statistical content and involve a considerable investment in terms of time and money. It is essential, therefore, that the objectives of the census are completely met in terms of total coverage, accuracy and timeliness. This is where all of us have a special responsibility. In this connection, one of the major intentions of the 1981 census would be to provide data for small areas for local planning purposes. We have agreed that an important objective of this census would be to provide specific tabulations and aggregations for small areas such as the village itself, the city block, etc., which would mean that in terms of accuracy, the operations have to be beyond question. It is also essential for us to remember that the census provides frames for surveys and other statistical programmes also. The data generated and the forms which would ultimately be available would, therefore, be of abiding interest and utility.

In order to give you an idea of the organisation of our own hierarchy, I am enclosing two organisational charts which explain the organisation of my office and that in the States. Unlike a couple of decades ago, we have the advantage of having among our colleagues in this department today well qualified statisticians, demographers and sociologists who together

constitute a pool of expertise which our predecessors did not have to the same extent. I would suggest that you should constantly consult the Deputy Directors and Assistant Directors and others at the appropriate level in your office and generally involve all of them in major decisions through staff meetings because, as you will find later, the census operations can only be conducted with the total involvement of all your staff, specially in the training programmes and in the supervision of the operations themselves. I am sure you will draw the best out of our colleagues so that you are able to get all the assistance you require from them.

At this point, I must mention that the Director of Census Operations in the State is almost the sole driving force for the successful conduct of the census since you would have to energise the State hierarchies which are not under your administrative control and through them you will have to get a mammoth task completed. We cannot and should not underestimate both the responsibilities and the difficulties that this situation entails. Obviously, the success of the census would depend on your ability to carry along senior officers and others in your State with you and get things done through a system of personal intervention and contact which I am confident you will do. It is essential that attention is paid to every single detail in the preparation of the census leaving nothing to chance. In fact, you would have to not merely issue clear cut circulars and instructions but also set up an efficient progress reporting system for yourself.

In the census it has been the tradition to operate through the State departments. The basic and essential functionary is the enumerator who is, by and large, a primary school teacher, and in urban areas municipal staff. Usually, 5 enumerators have a supervisor who would be generally of the rank of a Revenue Inspector or the equivalent level while for each taluk/police station/development block or similar area there would be a charge superintendent who would be the Tehsildar or Mamalatdar/BDO, etc. At the district level, the usual practice is to appoint the officer who is equivalent to the Collector or Deputy Commissioner as the District Census Officer. The Collector or the Deputy Commissioner would, of course, be the Census Officer for the district while for the areas which are municipal corporations, the municipal commissioners would function as such. This is broadly the system, but I would suggest that you study in great detail the administrative reports of your predecessor which will mention any variations that may exist in your State.

We propose to continue to operate in a similar manner and the census will be taken in the classic manner by household visits by enumerators who will collect particulars of every individual in the prescribed forms.

Obviously, in a system such as this, it would be essential for you to keep the awareness of the census constantly alive and, to put it frankly, to keep the pressure on always. This can only be done through circulars and by intensive touring when you should meet the Collectors/Deputy Commissioners, attend their district coordination meetings and talk about the census. Sometimes, after we have had our first Directors' conference, I would suggest, you should request the State Government to call a conference of Collectors/Deputy Commissioners for a full discussion on census operations. Alternatively, you may request the Chief Secretary for specific allocation of time at the next Collectors' Conference.

We are not making any basic change in the system of census taking so far as the 1981 census is concerned. The basic phases of the census would be:—

(a) Houselisting operations in mid-1980.

(b) The actual census enumeration commencing from about mid-February, 1981 to 1st March, 1981,

followed by a revisional round till about 3rd of March, 1981.

(c) The post-enumeration check which would follow the actual census.

(d) The tabulation of the data.

I shall be writing in detail on these various aspects but I may mention that prior to houselisting operations or the enumeration, there is another major task relating to choosing of enumerators and training them and distributing the material. This involves a tremendous degree of planning and I would suggest you should commence thinking on these aspects right now.

You would have seen the formats which have been canvassed in the second protest and these would have given you some idea of the content of the questionnaires. At the houselisting operations, we would be canvassing the houselist itself and probably the economic census schedule also. The latter is being discussed with the Central Statistical Organisation and Planning Commission and I shall be writing to you later on this. The houselist itself has been considerably modified in relation to the formats of the previous census and is a basic document because it is on the basis of the houselist that you will have to carve out the enumeration blocks for the census itself. On this also separate instructions will follow.

The forms which will be canvassed in the actual census would be the individual slip and the household form with an associated population record and enumerators' abstract. The individual slip is of course, the basic census document on which the entire statistical edifice is built. I would like to study this carefully along with the instructions because we intend discussing this at our conference soon.

The household form is a complete departure from the previous formats, and is based on our thinking that essential housing data and other socio-economic data is more meaningful in relation to the household than in relation to the structure or the individual. We have also deliberately introduced certain questions in the household form relating to language spoken in the household which is an innovation. These forms also, I would suggest, should be studied with their instructions in great detail.

Another feature of the 1981 census will be that, for the first time, we are canvassing questions on a sample basis as you would have noticed. The questions relating to place of birth and migration and fertility are being canvassed on a sample basis all over the country. For operational reasons and taking into consideration the level of our enumerators, the workload and the need to keep our control systems easy, we have decided to adopt area sampling. This would mean that a 20 per cent sample of the enumeration blocks, will ultimately be selected in which this slip will be canvassed.

There should be no confusion about the universal and the sample slip. The universal slip will be canvassed and filled up for every person all over the country. The sample slip will be filled up for every person in the sample blocks in addition to the universal slip so far as that particular person is concerned.

I must share with you our initial thinking regarding the tabulation system. In order to ensure that data are not merely tabulated quickly but that the tabulation permits cross-tabulation as well as easy retrieval stations with direct data entry devices are being established where we will be able to put the data from the individual slip or the household forms directly on to tape. Our forms and our tabulation system would ultimately depend on the establishment of the direct data entry systems. Therefore, the tabulation plan and how we intend going about it is something I shall

write to you about only later. To the extent that this will influence the establishment of regional tabulation offices, we hope to be able to cut down the large offices which we had to establish last time for tabulation purposes.

The immediate tasks which call for your attention would be the following:—

(a) The finalisation of the lists of villages for which instructions have been issued earlier.

(b) Finalisation of the lists of towns and cities for which also instructions have been issued.

(c) Issue of notifications appointing the census officers at various levels on which I shall be writing to you shortly. However, you may like to see the ones issued last time, which are in your office.

(d) The preparation of village directory and town directory, instructions on which will follow shortly.

We have written to the State Governments separately requesting that all jurisdictional changes be completed by first of October this year and copies of these letters have also been forwarded to your office. I would suggest that you should also take this up with the State Government and meet the Chief Secretary and the concerned Secretaries of the Government to ensure that there are no jurisdictional changes after October this year.

As I mentioned earlier and as you would have noticed, many aspects would call for detailed circulars and instructions at various points of time. I would suggest that in order to ensure that nothing is lost sight of, a personal circular file should be developed and maintained for your use and preferably for each of the senior officers under you. Personally, I found this always useful and I would suggest your doing the same.

Now that the pretest in your State is coming to a close, I would be happy if you could study the instructions which were issued along with the forms so that you have a complete background regarding the operations and its technical content.

I have repeatedly mentioned how the census operations would call for meticulous attention to detail and constant follow up. At every point of time and with regard to every single aspect the entire organisation has to be keyed up and kept at a complete state of readiness. There are various phases which just cannot be avoided or overlooked. For this I would suggest that you should draw up a census calendar indicating the various dates by which each of the preparatory measures would be completed and for this purpose you may find the previous census calendar, which was prepared for the 1971 census of some guidance. I would like you to prepare the census calendar of your State and forward it to me as soon as possible.

I hope to write to you in detail on each individual aspect of these operations but do trust that this letter gives you a general back ground. As I mentioned earlier, it would certainly be useful for you to go through the administrative report of your predecessor and to glance through the volumes already brought out which will give you an idea of not merely the nature of the work but also its importance. We have already taken action regarding publicity for the 1981 census but I would certainly not prevent you from giving talks to local institutions, etc., regarding the census. However, except for general issues regarding the operations, I would suggest that press interviews as such should be very carefully handled.

There is one aspect which I think will bear emphasis and this is that the success of

the census enormously depends on the efficiency of the enumeration agency and this in turn depends on the manner in which we have been able to train them for the job. Training is of vital importance and should be intense and clear. However, these aspects can only be achieved if we ourselves are clear in our mind as to what we want to get done and what we mean by every word in our instructions. You will notice that when training classes commence, the enumerators and others have some specific doubts and at no stage should we be unable to answer them. Obviously, we can only do this if we train ourselves well and, therefore, I would like to repeatedly emphasise the need for all of us being fully familiar with the formats and the instructions. At the appropriate time, it would be desirable that you handle the training of the district census officers and as many groups of charge superintendents as possible and a few of the training classes for the functional levels while your officers and others must, of course, get completely involved in the training at the functional level to the maximum extent.

Please acknowledge receipt of this letter.

Yours sincerely,

(P. Padmanabha),

Encl: Organisational charts.

ANNEXURE II-A-2

Resume of the Director, Census, Punjab's address to all the Deputy Commissioners and GAs in the meeting held on 22nd March, 1980 at 3.00 P.M. in Civil Secretariat, Punjab.

With courtesy and kindness of Shri N. Khosla, Chief Electoral Officer, Punjab, who had called a meeting of all DCs alongwith their GAs to review the progress of work in connection with the publication of electoral rolls, I spoke to the participants regarding first field operation of census 1981 viz., houselisting operation scheduled for April, 1980 and *inter-alia*, made the following points :

(i) The houselisting operation shall be held as scheduled in April, 1980. The time schedule has to be adhered to. Keeping the exigencies of local problems and situations in view viz. preoccupation of staff with the revision/publication of electoral rolls, the work may commence 2 or 3 days later than commencing on 1st of April but by and large the simultaneity and togetherness of the operation has to be ensured. At best it could be spread to a week after the close of April depending upon whatever decision the DCs as Principal Census Officers may take.

(ii) Deployment of the staff as enumerators and supervisors is entirely the responsibility of the charge officers as supervised by the SDOs (C) as Sub-Divisional Census Officers and coordinated in the districts by the GAs as District Census Officers. Though by and large, the deployment has proceeded satisfactorily and final deployment has also been effected of the personnel who had been trained, there have appeared certain bottlenecks in some small areas in the State as indicated below :

(a) In some pockets the patwaris had resisted from taking the material in the third and final round despite having obtained training in the earlier two rounds. The Government in the Revenue Deptt. had already issued distinct instructions envisaging that census is a valid duty of the patwaris (vide No. 25|21|80-CH-3 dt. 29th February, 1980). Any disobedience thereto could expose the inculment to disciplinary action. Whereas it may be desirable in certain cases to take action, the charge officers|Sub-Divisional Census Officers may ensure that the work of account of these disciplinary proceedings is not allowed to suffer. This envisages alternate deployment of the 10% reserve who had already been created in every charge, as also where deficiency exists from the reserves, to make fresh appointments.

(b) In case of lady teachers some resistence had appeared, particularly in some areas predominantly inhabited by industrial workers. If substitute deployment becomes necessary the same may be resorted to immediately.

(c) The field staff of certain offices like Food & Supplies, Excise & Taxation who had been deployed have now tried to reverse their deployment in

the last and final round. This has appeared in extremely limited cases. They should not be allowed to leave the work unless there are very strong reasons and the DCs as Principal Census Officers may take decision as may be necessary, keeping, however, in view the need for immediate alternate deployment.

(iii) For those who are deployed afresh in inescapable circumstances as mentioned above, the office of the Distt. Statistical Officer and representatives of this directorate would be available for imparting crash training in a sitting or two so that they are in a position to take up the deployment without any further loss of time.

(iv) Meeting of the GAs (Distt Census Officers) would be called sometimes in the second fortnight of April to *inter-alia* indicate further instructions regarding action in post-houselisting operation, the brunt of which would lie on the charge officers/Sub-Divisional census officers. Meantime the representatives from this directorate shall be explaining this action during their spell of supervision in April to the concerned officers in census heirarchy in the districts.

(v) DCs were requested that the progress of census work connected with the field operation of houselisting may be exhaustively reviewed in the coordination meetings with SDOs (C) usually held at the district headquarters on 5th or 6th of April. During this review each aspect of the proposition particularly proper and complete deployment of trained staff may be ensured so that there is no slip in the coverage.

The second review meeting as requested for,—*vide* circular No. 4, dated 11th March, 1980 would be necessary by about the 20th April so as to see that if there is any slip it could be taken care of before the conclusion of the operation viz. end-April.

(vi) The Distt. Statistical Officers as Addl. Distt. Census Officers and the representatives of this directorate as hithertofore shall be available to the census officers in the district hierarchy viz. Sub-Divisional Census Officers, Distt. Census Officers etc. for assistance for fresh training on one hand and on the other to bring to their notice any lapse in operation in any part of the area in the jurisdiction of charge officers so that remedial action is taken. The DCs were requested to extend as hithertofore, through their subordinate census officers, due facilities to these incumbents working on behalf of the census directorate so that both the wings could supplement each other for successful conclusion of the field operation.

22nd March, 1980.

(Sd.) . . . . .

D. N. DHIR, IAS,
Director.

——:0:——

Gms. : PUNJCENSUS

Tel. : 24095
CENSUS, 1981
Immediate

Government of India
Ministry of Home Affairs
Office of Director, Census, Punjab
SCO 17, Sector 26 (Madhya Marg),
Chandigarh-160026.

No. I/19037/1/79/Pb. Dated : 23.3.1980

*(by name)

Copy forwarded to all Deputy Commissioner/GAs* to DCs in the State for information and necessary action.

(Sd.)

Director, Census, Punjab.

No. I/19037/1/79/Pb. Dated : 23.3.1980

*(by name)

Copy forwarded to District Statistical Officers (as Addl. District Census Officers)* in the State for similar action.

(Sd.)

Director, Census, Punjab.

No. I/19037/1/79/Pb. Dated : 23.3.1980

*(by name)

Copy forwarded to Sub-Divisional Officers (C) (as Sub-Divisional, Census Officers)* in the State for information and necessary action.

(Sd.)

Director, Census, Punjab.

No. I/19037/1/79/Pb. Dated : 23.3.1980

Copy forwarded to Commissioners/ Assistant Commissioners (as Principal, Census Officers/City Census Officers) of Municipal Corporations, Amritsar, Ludhiana and Jullundur, for information and necessary action.

(Sd.)

Director, Census, Punjab.

No. 1/19037/1/79/Pb. Dated : 23-3-1980

Copy forwarded to Commissioners, Ferozepur, Jullundur and Patiala Divisions, for favour of information.

(Sd.)

Director, Census, Punjab.

Copy with a spare copy to the officers and senior staff of this directorate as deputed to the districts for information. They should tie up for necessary action with the Charge Officers/Sub-Divisional Census Officers accordingly.

No. I/19037/1/79/Pb/ Dated : 23.3.1980

(Sd.)

Director, Census, Punjab.

—:o:—

ANNEXURE II-A-3

Gms : PUNJCENSUS

Tel : 24095(O)
: 25942 (Res)

CENSUS 1981
IMMEDIATE

Government of India
Ministry of Home Affairs
Office of Director, Census, Punjab
SCO 17, Sector 26 (Madhya Marg),
Chandigarh - 160026.

D. N. DHIR, IAS
DIRECTOR

September 16, 1980

Tour Notes - Meetings of DCs and SDOs (C) at the Divisional Hqrs. in the State.

On the dates indicated below I addressed the meetings of DCs and SDOs (C) as called by the Commissioners of the Divisions :

4th September, 1980 at Nangal

DCs and SDOs (C) of Patiala Division.

8th September, 1980 at Ferozepur

DC, Ferozepur and SDOs (C) Ferozepur and Faridkot districts. (Shri Bhagat Singh, DC, Faridkot, who was at that time not in position has been addressed separately).

(On way to Ferozepur on 7th September, 1980 I also met Commissioner and Assistant Commissioner of Ludhiana Corporation).

9th September, 1980 at Bathinda

DC and SDOs (C). (This became necessary becuase divisional level meeting clashed with the Public Grievance Committee meeting at Bathinda).

11th September, 1980 at Jalandhar

DCs and SDOs (C) of Jalandhar Division.

(While at Jalandhar on 11th, held a similar meeting with Commissioner and E.O. of Jalandhar Corporation).

DD, Patiala attended the meeting at Nangal while DD, Jalandhar attended the same at Jalandhar. DD, Ferozepur (in view of Public Grievance Committee meetings held simultaneously in other districts in the Division, arranged a meeting of COs at Faridkot and later attended the meeting of DC and SDOs (C) at Bathinda).

II. At these meetings the following points were made by me :

Review of preliminary steps :

1. The carving out of enumeration blocks, consequent upon the provisional population totals during houselisting, had been completed in all the charges. These were now uniform and presented almost equal workload. The only addition could be possible by way of unaccounted for special charge(s) created for head count of civilians in military or paramilitary formations. DCs/SDOs (C) were requested to ascertain if the information received by the DDs from the defence and

other concerned quarters was complete. The idea was to ensure that there was total coverage of civilian population.

2. Copying out of abridged house-lists was reported to be complete in all the charges. However, the DDs were touring all the sub-divisions under their charge (with a stay of one day in each sub-division) during this month, wherein, *inter alia*, they were expected to check up the copying out work. To the extent corrections or additions became necessary, the same should be ensured urgently, so that this basic document to be entrusted to the enumerator was correct and complete.

SDOs (C) were requested to ensure that all COs under their control were present in such meetings.

3. The selection of sample blocks had been completed under the direct supervision of the DDs. This was being given a second look so that the sampling was absolutely correct, for incorrect sampling would have far reaching effects on the results.

Since in a "sample" block the individual slip to be canvassed shall be longer, and also (as per the latest instructions) Degree Holders and Technical Personnel questionnaires will be distributed only in sample blocks, SDOs (C) were requested to ensure deployment of better qualified personnel as enumerators in these blocks, to the extent possible.

It was brought to their notice that enumerators in sample blocks would be getting around Rs. 100 as against Rs. 70 in the other blocks. So there was necessary incentive also.

4. Proper deployment of enumerators and supervisors was impressed upon at length in these meetings. In this connection following points were particularly brounght to the notice of the SDOs (C) :

(a) Due prudence and diligence should be afforded at the time of deployment so that there was no slip, drop out, protest or grievance at a later stage. Where necessary the spokesmen of the unions of staff should be carried with them by the COs during deployment. Their valid points of view may be looked into well in time.

(b) To the extent possible, the parent department should deploy its own employees in bulk; for example, patwaris in rural charges and local bodies employees in MCs/ NACs.

These should be supplemented by teachers from Education Department.

Personnel, to the extent necessary, may be drawn from other departments bearing in view that no official in direct public dealings was ordinarily drawn nor was any single department drawn upon heavily in disproportion to other departments.

(c) Enumerators as deployed should, to the extent possible, be from within the area

in which they had to function so that they were familiar with the blocks.

(d) Lady teachers (and for that matter of fact lady employees) should be deployed keeping in view their convenience in matters of choice of area, and only to the extent necessary.

(e) One block was to be entrusted to each enumerator and this should be borne in mind so that deployment is effected in full.

(f) In addition to this actual deployment, there should be 10% reserve who should also receive training so that at short notice they could be pressed into service, if need be.

(g) Supervisors (20% of the enumerators) should be of comparative seniority since they had to look into the work of the enumerators and draw obedience from them.

(h) All deployment had to be approved by the SDOs (C) and appointment letters issued by the COs.

In the first instance, appointment letters may be issued provisionally, and only after the conclusion of the training and at the time of distribution of material should official appointment letters-cum-identity cards be issued.

(i) In matter of filling up of charge registers, due care should be taken to see that the addresses of the enumerators and supervisors were given in full and their areas demarcated distinctly. With advantage, the charge registers could be filled up roughly in the beginning and finalised as the deployment was finalised towards the conclusion of training so that there was little cutting or overwriting.

IV. Training :

5. It was made clear that the training to the batches of enumerators and snupervisors shall be given by the COs.

In the first instance, all the COs in a district will be called for a two-day training at the district headquarters depending on the convenience of the DCs who were requested to inaugurate the training classes. This shall be in October. To the extent possible, I shall also be attending these training classes. Two days' duration was necessary to read through the important instructions for the enumerators / supervisors, to give practical training on 'training forms' and to clarify any doubts.

In turn, the COs were to hold classes of enumerators and supervisors, which shall be three in numbers commencing from November. In the first, instruction books will be distributed and perused. The enumerators / supervisors will be given training schedule / slips for practical work.

In the second training class, to be held after a month, the enumerators and supervisors would raise questions and seek clarifications, where necessary. The trainers

will ensure that the enumerators/ supervisors understood the various concepts.

In the last and final training there shall be some further exercise to the extent necessary and material shall be distributed to the enumerators / supervisors. That would be in January, 1981.

Training programme for the enumerators and supervisors shall be carefully drawn by the COs and intimated to the DDs.

DDs, their staff, District Statistical Officers and their staff shall make it possible to attend these training classes to assist the COs in imparting thorough training.

The census staff employed in the districts / sub-divisions / corpns / MCs could be drawn upon with advantage by the COs to assist in the training.

The emphasis on thorough training was laid squarely during these meetings.

V. Misc. / Administrative :

Important columns

6. Copies of instruction books for enumerators (in English) were circulated to the DCs and SDOs (C). Their attention was drawn to important items on household schedule and individual slip. Distinction between universal individual slip and sample slip was indicated. Necessary tact and prudence by the enumerators was necessary in canvassing questions upon religion, caste, language and family welfare, it was pointed out.

Honorarium :

7. It was impressed upon the SDOs (C) to ensure that honoraria for houselisting was disbursed at the earliest so that when fresh deployment took place for enumeration there was no need for the census organisation being in defensive for such non-payment. It is understood that all those engaged in the first field operation of houselisting will be re deployed for the second operation.

Meeting at all levels :

8. The simultaneity and togetherness of the operation was emphasised in unmistakable terms. No area could be afforded to be slipped and no results could be awaited. It was, therefore, necessary that :

(a) DCs reviewed the progress of census work in every monthly meeting and ascertained the progress as they toured the districts from the concerned officers ;

(b) SDOs (C) held fortnightly meetings of the COs (it could be made weekly during February onwards) to monitor the progress ;

(c) the Supervisors should hold periodical meetings with enumerators and particularly every day during the enumeration period to see that the enumerators did their work every day and brought their record uptodate.

It was only through personal and consistent efforts that the progress could be maintained and monitored.

Communication of results :

9. The enumeration schedule from 9th to 28th February, reference date as on 1st of March and revisional round from 1st to 5th March, was explained.

The feverish activity that was to follow after 1st March was indicated at length.

It was intimated that District Census Officers / City Census Officers were expected to send provisional totals on 9th March both to the Census Commissioner of India and Director, Census, Punjab. So that there was time to catch up with any slip it was emphasised that the revisional round could be completed in a day or two, and passage of filled up forms and schedules from enumerators and supervisors to COs, to District / City Census Officers and to Director, Census, could be speeded up accordingly. In fact, it should be possible to convey the results as early as on 5th of March.

Liaison

10. DDs in the field were to meet the DCs as frequently as possible and convey to them the progress as monitored by them from the field; particularly pointing out where they felt that the progress was not upto the mark. They were also to see the Divisional Commissioners and apprise them of the progress.

Conversely the DCs and SDOs (C) were requested to get into touch with the DDs concerned for any clarifications or assistance that they needed to ensure that the work progresses according to schedule.

(Sd.)

Director
17.9.1980.

No. I/19090/1/80/Pb/16th September, 1980.

Two copies to :

Shri R. P. Tomar, Deputy Director, Census, Govt. of India, B-6, Garha Road, (near Rupra Building), Jalandhar City;

Shri R. K. Singh, Deputy Director, Census, Govt. of India, Near Old Baghi Khana, Rajbha Road, Patiala; and

Shri S. P. Grover, Deputy Director, Census, Govt. of India, Sainik Rest House, Civil Lines, Bathinda; for information.

Action may be taken in light of the above.

(Sd.) . . . ,

Director, Census, Punjab.

No. I/19090/1/80/Pb/ September 16, 1980.

Copy to General Assistant to DC, ——————— (by name) for information.

ii) Progress of work at the district level should be reviewed in light of the above.

iii) Constant liaison should be kept with the concerned Divisional Deputy Director ;

iv) It is proposed to call a meeting of all GAs (as District Census Officers) at Chandigarh on 3rd November, 1980 to :

(a) review the progress of work and to ascertain if the same had proceded according to the schedule ;

(b) organise adequate machinery for communication of provisional results soon after the enumeration;

(c) to take stock of any bottlenecks that may be envisaged in the smooth conduct of field operations and find out solutions thereto.

Formal communication for the meeting shall follow.

(Sd.) . . . ,

Director, Census, Punjab.

No. I/19090/1/80/Pb/ September 16, 1980.

Copy to Assistant Commissioner Executive Officer, Municipal Corporation of Amritsar/Ludhiana/Jalandhar (by name) as City Census Officer, for information and necessary review of progress in light of the above.

They are also expected to join the meeting of District Census Officers proposed for 3rd November at Chandigarh.

(Sd.) . . . ,

Director, Census, Punjab.

No. I/19090/1/80/Pb/ September 16, 1980.

Copy to District Statistical Officer, _____ (by name) (as Additional District Census Officer) for information and action. They were present in the various divisional level meetings.

They are requested to be associated with the training and field operation as hithertofore. It is understood that they shall be comparatively free from the present survey on weaker sections by November.

(Sd.) . . . ,

Director, Census, Punjab.

Copy to DDH/AD/SIs/TOs/SAs at the HO.

(Sd.) . . . ,

Director, Census, Punjab.

ANNEXURE II-A-4

CENSUS 1981
IMMEDIATE

Tel : 24095
Gms : PUNJCENSUS

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF DIRECTOR, CENSUS,
PUNJAB
SCO 17, SECTOR 26 (Madhya Marg),
CHANDIGARH

No. I/19067/1/79/Pb/6699
November 6, 1980

From

Shri D. N. Dhir, IAS
Director, Census, Punjab.

To

(District / City Census Officer)

Subject: Meeting of District/City Census Officers held at Chandigarh on 3-11-1980 — Regarding.

Sir,

I am enclosing herewith a copy of my resume of the discussions in the above meeting for your perusal.

The instructions / decisions particularly mentioned in paras 4, 6, 8, 9(b) and (c), 10 and 11(b) should receive your immediate attention, for necessary action.

Monthly report as mentioned in para 7 should flow in the first weeks of next three months.

Yours faithfully,

D. N. DHIR,
Director, Census, Punjab.

Encls : As above.

No. I/19067/1/79/Pb/6700

Dated 6th November, 1980.

Copy to all SDOs (C) (as Sub-Divisional Census Officers) (by name) in continuation of this endorsement No. I/19090/1/80/Pb, dated 15th October, 1980, for perusal and necessary action to the extent expected from them, particularly in the paras mentioned above.

They may kindly keep the GA (Distt. Census Officer) in picture about the meetings of the charge officers and progress of census work connected with (i) training of the enumerators and supervisors, and (ii) receipt/distribution of census material.

(Sd.) . . . ,

Director, Census, Punjab.

No. I/19067/1/79/Pb/6701

Dated 6th November, 1980.

Copy to all Deputy Commissioners / Commissioners, Municipal Corpns. (as Principal Census Officers) (by name) for information.

The progress may kindly continue to be reviewed in monthly meetings, as hithertofore, in light of the contents of the enclosure.

(Sd.) . . . ,

Director, Census, Punjab.

No. I/19067/1/79/Pb/6702
Dated : 6th November, 1980.

Copy to Commissioners, Jalandhar/Firozpur/Patiala Divisions (by name) for favour of information.

(Sd.) . . . ,

Director, Census, Punjab.

No. I/19067/1/79/Pb/6703
Dated 6th November, 1980.

Copy to Deputy Directors, Census, Government of India, Jalandhar/Patiala/Firozpur Divisions, for information and necessary action.

(Sd.) . . . ,

Director, Census, Punjab.

No. I/19067/1/79/Pb/6704
Dated : 6th November, 1980.

Copy to Economic Adviser, Economic & Statistical Organisation, Punjab, SCO 35-36, Sector 17, Chandigarh, for information.

The continued assistance and co-operation of District Statistical Officers and their staff may kindly be ensured.

(Sd.) . . . ,

Director, Census, Punjab.

—:o:—

Resume of discussions/decisions, in the meeting of District/City Census Officers held in the Directorate of Census, Punjab, SCO 17, Sector 26 (Madhya Marg), Chandigart, on 3rd November, 1980

Those present, are included in the Annexure.

The meeting was chaired by Shri D. N. Dhir, IAS, Director, Census, Punjab.

2. The Chairman welcoming the participants, made general observations about the need for more vigorous involvement by by the District/City Census Officers in the census co-operations, slated for February-March, 1981. He thanked them for the co-operation and assistance extended so far by way of ensuring and monitoring (within their jurisdiction) progress upon the various items of preparatory work according to the schedule as indicated from time to time and desired that hereinafter, apart from this co-ordinating activity, they should establish, to the extent necessary and possible, direct link with the charge officers who have to implement the field operations connected with enumeration.

Agenda wise items were then discussed.

Item No. 1. Review of the progress of work till date.

3. (a) The District/City Census Officers delivered the progress reports indicating the work done regarding (a) recarving out of blocks. (b) copying of abridged house lists and (c) selection of sample blocks. The vouched that total work in these respects has since been completed.

(b) The training of charge officers in the various districts and corporations has since been completed by the Deputy Directors (Census) in the field, and the chairman expressed his satisfaction at the state of attendance and responsiveness by the charge officers, as seen by him during visit to half the districts in the State during this period. He was happy to record that District/City Census Officers had actively associated in these training classes.

(c) It was confirmed by all those present that rosters for training for enumerators and supervisors for the classes to be held in November. December and January have since been finalised and they have copies thereof.

(d) Finally the participants indicated that deployment of enumerators and supervisors has been finalised and they had been issued provisional appointment letters. (The formal appointment-letters-cum-identity cards shall be issued to them along with distribution of census material in the last round of training in January, 1981).

(e) The Director desired that adequate interest by those deployed for census work should be ensured from the very first session and where any change becomes necessary, it should be effected well in time, with the approval of the next higher authority by the charge officers as indicated in the instructions.

(f) It was further pointed out to the District/City Census Officers that

they should endeavour to attend the meetings of the charge officers as called by the SDOs (C) for occasional review and, where necessary, their meetings may be called at district level to ensure fullest state of preparedness.

4. So that the work does not suffer for want of any functionary in the census hierarchy, the Director laid down that:

(i) where a Sub-Divisional Officer (C) was not in position or was not able to attend to his functions due to some other reasons, the GA as District Census Officer should hold that supervisory position in addition; and

(ii) Where, similarly a vacancy of charge officer occurs, the tahsildar should be notified as charge officer for the same, in addition to his charge.

The above appointments can be affected by the concerned Deputy Commissioner as Principal Census Officer under Section 4 of Census Act (XXXVII of 1948) as per the powers notified in his favour.

GA, as District Census Officer, may also associate, with the permission of the D.C./ the Executive Magistrate at the headquarter so that there is a continuity in case of some obstacle in the way of the district Census Officer from discharging his duties. Similarly, the City Census Officer may associate his Secretary or some other important functionary at the Corporation.

It was clarified that for an additional charge there shall be the usual prescribed honorarium forthcoming in favour of the concerned incumbent.

Item No. 2 : Payment of Honoraria for Houselisting Operation:

5. It was gratifying to note that payment of honoraria has since been made in the entire State. This will go a good way to keep the enumerators and supervisors in good spirits for repeat deployment for enumeration.

Item No. 3 . Receipt of Training Material by the Charge Officers:

6. (a) The Director enjoyed upon the District/City Census Officers to ensure, soon after their return to their head-quarters, that all the charge officers have since received the required quantity of training material as despatched from the directorate. If there was any shortage the same should be got recouped from office of the concerned Deputy Director, Census, at whose quarters reserve stocks have been kept.

(b) It was further pointed out to the participants that actual census material (to be used during February-March 1981) was shortly being despatched to the charge officers. The participants should ensure that:

(i) there was proper and adequate space for storage of this material at the levels of SDOs(C) Charge Officers;

(ii) the receiving ends maintained proper inventory of receipts of material and their distribution later on; and

(iii) there was no mixing up between the material meant for training and the one designed for actual census.

For performing this part of the duty the services of clerical staff provided at the district/corporation/sub-divisional levels for census work should be utilised. These incumbents have since been adequately oriented to the census operations and they should be able to look after the material.

7. The Director further pointed out that whereas the Deputy Directors in the field

would be keeping in touch with the Sub-Divisional Census Officers and Charge Officers as hithertofore and monitor the progress, he would like to obtain from now onwards, district/corporation level monthly reports during next three months from the participants about the work done at various levels to ensure full preparedness for the field operation of enumeration. It was, therefore. necessary that they carried out the inter-district/corporation co-ordination more vigorously.

Item No. 4 : Effective Supervision of Training of Enumerators and Supervisors.

8. The Director emphasised that, as instructed, the training of enumerators and supervisors would be imparted by the Charge Officers and it was, therefore, necessary to ensure that this training was imparted properly and adequately. The officers and senior staff from census directorate would be going to these classes to the extent possible, with the co-operations and assistance from the district statisical organisation, but this effort was to be supplemented by supervision by the Sub-Divisional/District/City Census Officers.

It was to be ensured in these classes that the same were held as per schedule and the enumerators and supervisors came up in full number and showed responsive enthusiasm.

District/City Census Officer could contact the concerned Deputy Director, Census. in the field for attending to a particular class which was not found promising so that it could be directly covered. He further emphasised that the fixture once made should not be postponed so that firstly, the credibility was not lost and secondly, need for reaching out for the enumerators, and supervisors did not arise afresh. There could be additional class for imparting satisfactory training, if necessary.

The Director desired specific mention about the extent of supervision of these classes as conducted by the District/City Census Officers in co-ordination with the Sub-Divisional Census Officers, to be included in the monthly report mentioned at (7) above. for his information.

Item No. 5 : Effective Supervision of Enumeration during Census : Provision of Vehicles:

9. (a) The position of availability of government vehicles in each district vis-a-vis the requirement by various charge officers was reviewed districtwise. It was found that except in Patiala and Faridkot districts there were enough vehicles at other places.

(b) It was clarified that it was not necessary to give a vehicle to each charge officer for the entire duration of enumeration. In fact, the Charge Officers in sizeable urban areas had their municipal vehicles and in the smaller charges could look after themselves. The Charge Officers for rural areas namely, tahsildars and naib-tahsildars, by and large, possessed their scooters and they could be paid for touring by their scooters as per their entitlement. This could hold good for all supervisory officers in the hierachy who were not provided with Government vehicles, the only constraint being that the touring was necessary, proper and with prior approval of the controlling officer of the incumbent concerned. There it was necessary to give a government vehicle, its use could be well planned in a pooled way among the charge officers since only a couple of visits to the supervisory circles/ enumeration blocks (where necessary) was envisaged to ensure proper and uniform progress of enumeration.

(c) Touring by Sub-Divisional Census Officers, District Census Officers and Deputy/ Asistant Directors, Census, Government of India, was necessary from now onwards, though it was ordinarily restricted for the charge officers for the duration of the enumeration period only. The Director

requested the participants to see that the officers from this directorate were provided with some vehicle when they went round the districts from now onwards so that their coverage could be bigger and speedier. In all such cases the provision of POL would be made by the Deputy/Assistant Directors, Census themselves.

Items No. 6 & 7 : Organisation of adequate machinery for communication of provisional results and carriage of census material.

10. (a) The post-enumeration schedule as laid down at all-India level and circulated with agenda notes was gone through.

The concensus of discussions was that it could be made possible by the District/City Census Officers to convey the provisional results by 5th/6th March (instead of 10th March) by curtailing upon the time allowed for revisional round. Since Punjab was fairly thickly populated State and was single-tract, it would be possible for an enumerator to do the revisional round in a day or so and hence the saving. All were expected to endeavour to that effect.

(b) For (i) communication of provisional results and (ii) carriage of censussed material, the meeting evolved the following mode:

(i) The enumerator would personally deliver the censussed papers and the abstract of totals to the supervisor on 2nd March or soon after.

(ii) The supervisor would deliver the material and consolidated results from the enumerators in his circle to the Charge Officer similarly, viz., in person.

(iii) The Charge Officer, on receipt of the material and results from the supervisors, would similarly, in a matter of a day or so, deliver the same to the quarters of the Sub-Divisional Census Officers.

(iv) The provisional results only as compiled at the Sub-Divisional level shall be transmitted through a courrier to the District Census Officer. who would take further action of transmitting the same to the Director, Census, Punjab and Census Commissioner of India in the form, as shall be prescribed in a separate circular.

The censussed material shall. as collected at sub-divisional level, shall be disbursed to: (a) Directorate, (b) regional tabulation offices and (c) retained in the sub-divisional office, as shall be prescribed separately.

The above was decided to be conveyed to all concerned by the participating District/City Census Officers.

Item No. 8: Publicity:

11. (a) The Director informed the participants about the coverage so faras accorded by AIR and Doordarshan and the press and added that the knowledge of the forthcoming census was now fairly well established in the length and breadth of the State. In fact the houselisting operation itself conducted in April this year had carried the message.

He indicated further lines of publiicty. There shall be TV and AIR spots, cinema slides and documentaries, in addition to posters and display advertisements in the newspapers. To keep the interest alive the AIR ad Door-darshan shall be coming out with regular programmes hereinafter.

(b) On the part of the participants the Director desired action on the following lines:

(i) all gram panchayats in the district should be suitably addressed to extend co-operation;

(ii) publicity avenues of District Public Relations Offices could be channelised;

(iii) all local officers could be addressed to carry the message into the interior as they went on four and came into contact with the people;

(iv) the posters, as sent to the SDOs (C) charge officers, should be got displayed at important and strategic places/buildings, etc.; and

(v) to the extent possible, local monadi should be got effected.

(c) The whole objective was to inform the people of what was expected of them during census. The Director emphasised that the people have to be made fully conscious on two scores, viz., that the total information given by them was absolutely confidential and could only be used for purposes of statistical data. and secondly that the record has to be of what a respondent stated and the enumerator or anyone else could not interfere with it.

Two new items were further introduced at the instance of a few District Census Officers to whom the Director had met during his tours in October.

Addl. Item (1) : Medals for Census 1981:

12. The present proposal was to give one silver and one bronze medal to each of the best and next best district census officer, charge officer, supervisor (in a district) and enumerator (in a charge). However. this was being given a second look so that the number of medals was sizeable on the one hand as also there was more equitable distribution between a big charge and a small charge. In addition, it was proposed to inrtoduce certificates of merit.

The participants were of the view that the government instructions for recording suitable remarks about the performance of census duty in the ACRs by the reporting officers may be got reiterated, and secondly, that the certificates or medals so awarded should find a mention in the ACRs. The Director promised to look into this aspect.

Meanwhile, he requested the participants to size up the charge officers, supervisors and enumerators from now onwards so that at the time of need the nominations were on adequate consideration and not in a hurry.

Addl. Item (2) : Payment of TA/DA to enumerators and contingent expenditure:

13. The Director pointed out that as per the existing instructions (copies distributed in the meeting) all such expenditure had to be made by the State Government in the first instance and later reimbursement sought from the Government of Inda as has been done in case of payment of staff for census work recruited at the district/corporation levels.

It was pointed out by some District Census Officers that the State of balance of funds under the 'contingency' and T.A. allotments at the districts is very bleak in February and, therefore, there should be some advance with them. The Director clarified that it was not possible to entertain any payment for advance but the Deputy Directors, Census in the field had their imprest with them and could spend on POL and other contingency in the first instance and get recoupment from the Directorate. This was, however, to be afforded in very acute circumstances during the enumeration period.

14. While concluding the meeting the Director added that it was proposed to call the next meeting of the District/City Census Officers either at divisional levels or preferably at Chandigarh (depending upon the circumstances then obtaining) around middle of January to finally ascertain the state of preparedness after deployment and training of field staff concluded and they were entrusted with the field duties.

The meeting concluded with a vote of thanks to the chair.

——:0:——

List of Participants

Special invitee,

1. Shri Jagjit Singh. Joint Director, Economic and Statistical Organisation, Punjab, Chandigarh..

GAs (District Census Officers):

2. Shri Kulbir Singh, PCS, Amritsar.

3. Shri Swarn Singh Ghuman, PCS, Jalandhar.

4. Shri Jung Bahadur Goyal, PCS, Kapurthala.

5. Shri Balbir Singh Sudan, PCS, Hoshiarpur:

6. Shri Amrik Singh, PCS, Sangrur.

7. Shri Baj Singh Bhullar, PCS, Rupnagar.

8. Shri Vir Bhan Singh, PCS, Bathinda.

9. Shri Phulwant Singh Sidhu, PCS, Faridkot.

10. Shri Jagjit Singh, PCS; Firozpur. (On behalf of GAs).

11. Shri Boota Ram Banga; PCS; Gurdaspur.

12. Kumari Usha Rani Sharma, PCS, Patiala.

(GA Ludhiana could not be present due to sudden preoccupations; programme report was brought by Deputy Director (Census).

Asstt. Commissioners/Executive Officer (City Census Officers).

13. Shri Jawahar Lal Malhotra. PCS, Ludhiana.

14. Shri I. S. Bhardwaj, E.O., Jalandhar. (On behalf of Assistant Commissioner).

15. Shri P. N. Sethi. E.O., Amritsar.

From the Directorate:

16. Shri J. C. Kalra, Deputy Director (Hqrs.).

17. Shri R. P. Tomar, Deputy Director, Jalandhar Division.

18. Shri R. K. Singh, Deputy Director, Patiala Division.

19. Shri S. P. Grover, Deputy Director, Firozpur Division.

20. Shri G. S. Pabla, Assistant Director.

21. Shri G. S. Gill, Assistant Director.

22. Shri Madhav Shyam, Sr. Geographer.

23. Shri D. P. Jain, Senior Investigator.

24. Shri A. S. Dhillon, Tabulation Officer.

25, Shri N. S. Bhadauria, Tabulation Officer.

—:o:—

CENSUS 1981
IMMEDIATE

Tele. : 24095
Gms: PUNJ CENSUS

Government of India
Ministry of Home Affairs
Office of Director, Census, Punjab.
SCO 17, Sector 26, (Madhya Marg),
Chandigarh-160026.

D. N. DHIR, IAS,
DIRECTOR.

DO No. I/19090/1/80/Pb.
Dated October 15, 1982.

Subject : Meeting of District/City Census Officers.

Dear Shri

I had, inter-alia, indicated in my meetings with you at the divisional levels, in early September, that a stage has come for the District Census Officers to be involved more vigorously in the census operations. As a consequence thereto, I am calling them for a meeting at Chandigarh on Monday, the 3rd November at 10.30 A.M. in my office. I am enclosing herewith a copy of the agenda items (with brief notes) which would engage our attention.

I am sure your District/City Census Officer will come fully prepared on the various points to vouch for the progress according to our time-schedule. I trust you would accord necessary instructions to your District/City Census Officer, where necessary, about the stand which he might have to take in the meeting.

I shall be grateful for your allowing the District/City Census Officer to attend this vital conference on the said date.

With best wishes,

Yours sincerely,

(Sd.) . . . .,
Director, Census, Punjab.

Shri ————————————
Deputy Commissioner/Commissioner,
Municipal Corporation,
(Principal Census Officer)

No 1/19090/1/80/Pb.

dated the 15th October, 1980.

Copy, with enclosure, is forwarded to Commissioner, Jalandhar/Patiala/Firozpur Division, (by name) for information.

Sd. . . . .,
Director, Census, Punjab.

No. I/19090/1/80/Pb/

dated the 15th October, 1980.

Copy, with enclosure, is forwarded to District/City Census Officer, ————————— (by name)*, in continuation of this end No. I/19090/1/80/Pb., dated 16th September, 1980, conveying gist of observations/decision in divisional level meetings of DCs/SDOs (C), held by the Director in beginning of September.

If they have any other item of common interest for discussion, it may please be intimated for inclusion in the agenda.

Census staff at district headquarters may be utilized to collect up-to-date information from the field where necessary, for various items.

(Sd.) . . . .,

Director, Census, Punjab.

*GA to DC/AC, Mpl. Corpn.

No. I/19090/1/80/Pb

dated the 15th October, 1980.

Copy, with enclosure, is forwarded to all the SDOs (C) as Sub-Divisional Census Officers in the State (by name) for information.

The enclosure indicating post-enumeration schedule may kindly be taken note of.

(Sd.) . . . .,
Director, Census, Punjab.

No. I/19090/1/80/Pb/

dated the 15th October, 1980.

Copy, with enclosure, to Deputy Directors (Census) (by name), Jalandhar, Patiala and Firozpur Divisions, for information.

They shall attend the meeting and come prepared with latest monitoring of progress on the points as indicated.

(Sd.) . . . .,
Director, Census, Punjab.

No. I/19090/1/80/Pb/

dated the 15th October, 1980.

Copy to Director, Local Government Department & Ex-officio Joint Secretary to Government, Punjab, Juneja Building, Sector 17, Chandigarh (by name), for information.

(Sd.) . . . .,
Director, Census, Punjab.

No. I/19090/1/80/Pb/

dated the 15th October, 1980.

Copy to Economic Advisor, Economic & Statistical Organisation, Punjab (by name), SCO 35-36, Sector 17, Chandigarh.

It is requested that Shri M. M. Bhardwaj may kindly be deputed to attend the meeting for communicating relevant instructions to DSOs where necessary.

(Sd.)

Director, Census, Punjab.
(D. N. Dhir).

-:o:-

Agenda items and brief notes, for the conference of District/City Census Officers to be held on 3rd November, 1980 (at 10-30 A.M.) at Chandigarh.

Item No. 1: Review of the progress of work till date:

In terms of our time schedule, by the end of October, the following work should have been entirely completed in all charges:

(i) (a) Recarving out of blocks, (b) copying of abridged houselists and (c) selection of sample blocks.

(ii) Completion of training of charge officers (who have in turn to hold the training classes for supervisors and enumerators) by Deputy Directors (Census).

(iii) Drawing up of rosters for training for enumerators and supervisors in such a way that the three classes are held respectively in November, December and January.

(iv) Issuance of provisional appointment letters to the enumerators and supervisors as appointed from the various government departments.

The progress under each item shall be reviewed charge/sub-division/district/municipal corpn-wise, to appreciate the state of preparedness all round.

It is suggested that it may be brought by the participants, in writing, in duplicate.

Item No. 2: Payment of Honoraria for Houselisting Operation.

District/City Census Officers are expected to bring the latest information regarding disbursement of honoraria to the enumerators and supervisors as were appointed on the former occasion of houselisting/enterprise listing. It is expected that total disbursement would have been done by the time we meet so that we are not on the defensive when deploying the staff for the second/final field operation, viz., enumeration.

Item No. 3: Receipt of Training Material by the Charge Officers:

The training material has since been despatched to charge officers through the SDOs(C) directly from this directorate. District/City Census Officers may ensure that each quarter has received the necessary training material and where any shortage has to be made up, necessary contact has been made with the concerned Deputy Director (Census). They are expected to report in the meeting about total and proper receipt in this respect from the concerned quarters.

Item No. 4: Effective supervision of training of enumerators and supervisor.

These classes shall be held by the charge officers.

Deputy Directors (Census) in the field with Assistant Directors and their staff, as also District Statistical Officers and their Technical Assistants, shall be visiting as many of the classes as possible to ensure thorough and proper training. It is necessary that SDOs(C) and District/City Census Officers should also go round supervising these classes, since training stage is of vital importance.

In this connection it is expected that at the district/municipal corporation level,

DCOs/CCOs shall be in a position to maintain training rosters, as evolved by the charge officers in consultations with the DDs (Census) in the field and they would chalk out scheduled programme for covering as many classes as possible in addition to SDOs(C) for affording effective supervision.

It is suggested that DCOs/CCOs may bring copies of these training rosters in the meeting to determine where emphasis has to be laid.

Item No. 5: Effective Supervision of Enumeration during Census:

In terms of Chief Secretary to Government, Punjab's letter, dated 30th June, 1980, it was envisaged that adequate transport shall be arranged for DDs (Census) in the field and the rural charge officers to ensure their mobility for better supervision, so that the whole process records simultaneity.

DCOs/CCOs are expected to come to the meeting after taking stock of the vehicles so available and their deployment amongst the concerned, for the entire period commencing from 9th February to 15th March (collection of material) against payment of P.L.O. by this organisation.

Item No. 6: Organisation of adequate machinery for communication of provisional results:

The post-enumeration schedule is added, which has to be at neck-break speed In fact, in the divisional level meetings with DCs and SDOs(C) in early September, it was envisaged that with promptness it should be possible for our State to convey the results by 5th/6th of March—by curtailing revisional round which ordinarily should not take more than a day in the single-tract State as we are located in.

The duty of conveying the district level provisional results squarely falls on the DCOs. under supervision of the Deputy Commissioners.

Each district will have to evolve the details itself, but it is expected that the supervisor will collect the provisional totals, in the abstract, from the enumerators at the earliest, on the one hand, and on the other after making the totals for the supervisory circle, hand over his abstract to the charge officer concerned without loss of time. On his turn the charge officer shall total up from the supervisory circles and transmit the same to the SDO(C). The sub-divisional totals, after being struck there, shall in turn be sent to the district office from where on consolidaion, the district total will be transmitted both to the Census Commissioner of India and Director, Census, Punjab by wireless/telegram/telephone. DCOs/CCOs will indicate the arrangements as envisaged by them.

Item No. 7 : Organisation of adequate machinery for carriage of Census Material :

Smultaneously (and shortly thereafter, where indicated) the census material at the charge level shall be collected. Basically the supervisor would bring the material from the enumerators thereto. From the charge level the collection shall be at the sub-divisional level. From there the material shall be transported to Regional Tabulation office concerned. DCOs/CCOs are expected to come prepared on this item for discussion/decision.

Item No. 8 : Publicity:

In addition to the advertisements in the press, speeches, interviews, etc., through AIR, Doordarshan; pasting of posters; showing of slides and documentary shorts in the cinema houses, there are certain other modes by which message for census can be transmitted to far away places. Panchayats will have to be involved to extend necessary facilities and courtesies to the enumerators and supervisors and the inhabitants may have to be made knowledgeable by local monadi, etc. This has to be particularly

ensured for relatively backward and distant rural areas on the one hand and sensitive areas of the State on the other. This may also have to be tied through the District Public Relations Offices locally.

DCOs/CCOs are expected to come prepared as to what was done in 1971 census, and what is proposed to be done at the district level now.

Any other item by permission of Chair.

(Sd.) . . . .,

Director, Censsu, Punjab.

-:o:-

POST-ENUMERATION CALENDAR FOR 1981 CENSUS

1. Census Count: 9th to 28th February, 1971.

2. Revisional Round. 1st to 5th March, 1981.

3. Submission of Enumerators' Abstract and other records by enumerators to supervisors : 6th March, 1981

4. Submission of Supervisors' Abstract and all records pertaining to supervisors' jurisdiction to Charge Officers ; 7th March, 1981.

5. Preparation of Charge Abstract for provisional results by Charge Officers and submission of charge figures to SDO(C) concerned and thence communication of Sub-divisional figures to District Census Officer in standard message form : 8th March, 1981.

6. Submission of all records relating to the charge with proper inventory by Charge Officers to SDOs(C) and thence to concerned RTO. : 9th March, 1981.

7. *Preparation and communication of District Abstract for provisional results by the District Census Officers to the Director, Census, Punjab and simultaneously to office of Registrar General, India, New Delhi : 9th March, 1981.

8. Submission of provisional results to Registrar General, India, by Director, Census, Punjab, Chandigarh : 10th March, 1981.

* Is respect of Municipal Corporations, CCOs would prepare and communicate the provisional results to Director, Census, Punjab and RGI New Delhi on the same date, i.e., 9th March, 1981.

-:0:-

ANNEXURE II. A-5

CENSUS CALENDAR — ENUMERATION	..	1st June—15th June, 1980.
Carving out of enumeration blocks	..	16th June—14th August, 1980.
Copying out of abridged houselist; selection of sample blocks	..	16th August—15th September, 1980.
Deployment of staff as enumerators/supervisors by Census Charge Officers		
Preparation of charge registers	..	1st—30th September. 1980.
Drawing up of training rosters and finalising other preparations	..	1st—30th October. 1980.
1st, 2nd and 3rd round of training	..	November, December, 1980 and January, 1981.

(Distribution of material to the Census Charge Officers will be in December 1980 and to the enumerators at the time of 3rd and final round of training).

Canvassing of household schedules and individual slips	..	9th—28th February, 1981.
Reference date	..	Sun-rise of 1st March, 1981.
Revisional round	..	1st—5th March, 1981.
Collection of material	..	7th March, 1981.

Time schedule for internal working:

Alongside the circulation of the census calendar to all concerned and driving it home through personal contacts and periodic meetings, time schedule was also drawn up for internal use by the officers and senior staff of the directorate. This was necessary since all initiative lay at the directorate and initiation of various processes well within time and monitoring their progress and periodical review was extremely necessary.

For preparatory work for houselisting from December, 1979 to May. 1980 it read as follows:

Item	To be over by:
1. Printing	
(a) Printing of houselisting instruments in Punjabi being done at U.T. Press	.. 15th December, 1979.
(b) Procurement of instructions for filling up the enterprise list from Economic Advisor's office	.. 15th December, 1979.

(c) Procurement of houselisting forms and houselist abstracts from local printer for which orders have been placed by RGI	.. 31st December, 1979.
(d) Procurement of enterprise list forms and enterprise abstracts from Economic Advisors office.	.. 15th December, 1979.

——:0:——

ANNEXURE II—B-I

Staff position in the O/o The Director, Census Operations, Punjab, Chandigarh from pre-Census period to October, 1981

Sl. No.	Name of the Post	Total No. of Posts	No. of Posts		Break up of posts as per sanction	Sanction No. & date in case of post created for Census work	Purpose	In Position	Difference	Remarks
			Permanent	Temp.						
1	2	3	4	5	6	7	8	9	10	11
1	Director	1	..	1	1	Pre-Census		1	..	
2	Dy. Director	4		4	1	Pre-Census		4	..	
					2	2/4/79-Ad.I, dated 19-9-79	for R.T.O.			
					1	2/4/79-Ad.I, dated Nil	for R.T.O.			
3	Assistant Director	2	1	1	2	Pre-Census		2		
4	Sr. Geographer	1	..	1	1	6/5/78-Ad.I, dated 23-10-78		1		
5	Cartographer	1	1	..	1	Pre-Census		1		To be filled up by S.S.S. Commission
6	Geographer	1	1	..	1	Pre-Census		..	1	Kept vacant due to administrative reasons to record local provision
7	Investigator	11	..	11	1	Pre-Census		6	5	Remained vacant due to the non-availability of adequately experienced persons. None.—is eligible.
					1	6/4/75-RG(ADI), dated 7-10-77	Plan Scheme			
					3	1/70/79-Ad.I, dated 5-11-80	for R.T.O.			
					1	1/74/87-Ad.I, dated 30-1-81	E & C Cell			
					5	1/2/79-Ad.I, dated 6-2-81	5 posts of T.Os. converted into Investigator			
8	S.As.	20	6	14	6	Pre-Census		21		One against the post of Investigator
					1	6/1/78-Ad.I, dated 15-12-78	Plan			When an R.R joined from S.S.S. Commission
					2	1/70/79-Ad.I, dated 16-11-79	R.T.Os.			

ANNEXURE II—B-I—*contd*

Staff position in the O/o The Director, Census Operations, Punjab, Chandigarh from pre-Census period to October, 1981

Sl. No.	Name of the Post	Total No. of Posts	No. of Posts		Break up of posts as per sanction	Sanction No. & date in case of post created for Census work	Purpose	In Position	Difference	Remarks
			Permanent	Temp.						
1	2	3	4	5	6	7	8	9	10	11
					1	1/70/79-Ad.I, dated 24-12-79	R.T.Os.			
					7	1/70/79-Ad.I, dated 5-11-80	R.T.Os.			
					3	1/7/74/80-Ad.I, dated 30-1-81	E & C Cell			
9	Sr. Artist	1	..	1	1	6/12/81-Ad.I, dated 6-10-81		..	1	Remained vacant sometime for want of Recruitment Rules.
10	Artist	2	1	1	1	Pre-Census		1	1	Kept vacant due to administrative reasons.
					1	6/12/81-Ad.I, dated 6-10-81				The eligible incumbants conduct is under enquiry.
11	Draftsman	4	1	3	1	Pre-Census		4		
					3	1/61/79-Ad.I/ 25048, dated 27-11-79				
12	Compitor	27	25	2	25	Pre-Census		27		
					1	6/4/74-RG(Ad.I), dated 7-10-77	Plan			
13	A.Cs.	34	32	2	34	Pre-Census		5	29	Frozen by O.R.G.
14	C.A.	1	..	1	1	1/61/79-Ad.I, dated 16-6-80		1	..	
15	O.S.	1	..	1	1	1/61/79-Ad.I, dated 31-12-79		1	..	
16	H.A.	1	1	..	1	Pre-Census		1	..	
17	Assistant	2	1	1	1	Pre-Census		2	..	
					1	1/61/79-Ad.I/ 25048, dated 27-11-79				
18	Head Clerks	3	..	3	3	1/70/79-Ad.I, dated 17-12-80		3	..	
19	Accountant	1	1	..	1	Pre-Census		1	..	
20	Steno (Sr. Scale)	1	1	..	1	Pre-Census		..	1	Held in abeyance due to the creation of the post of C.A.
21	Steno (Jr. Scale)	4	..	4	1	1/16/79-Ad.I/ 20984, dated 11-10-79		4	..	
					2	1/70/79-Ad.I, dated 18-11-79	for R.T.Os.			

ANNEXURE II—B-I—*Concld*

Staff position in the O/o The Director, Census Operations, Punjab, Chandigarh from pre-Census period to October, 1981

Sl. No.	Name of the Post	Total No. of Posts	No. of Posts		Break up of posts as per sanction	Sanction No. & date in case of post created for Census work	Purpose	In Position	Difference	Remarks
			Permanent	Temp.						
1	2	3	4	5	6	7	8	9	10	11
					1	1/70/79-Ad.I, dated 24-12-79	for R.T.Os.			
22	Hindi Translator	1	..	1	1	5/1/77-Ad.I, dated 21-2-77		1	..	
23	U.D.Cs.	9	2	7	2	Pre-Census		9	..	
					4	1/61/79-Ad.I/ 25048, dated 27-11-79				
					3	1/70/79-Ad.I, dated 17-12-80	for R.T.Os.			
24	L.D.Cs.	16	3	13	4	Pre-Census		16	..	
					3	1/61/79/Ad.I/ 25048, dated 27-11-79				
					2	1/70/79/Ad.I, dated 16-11-79	for R.T.Os.			
					1	1/70/79-Ad.I, dated 24-12-79	for R.T.Os.			
					6	1/70/79-Ad.I, dated 17-12-80	for R.T.Os.			
25	Driver	1	1	..	1	Pre-Census		1	..	
26	G.O.	1	..	1	1	1/61/79-Ad.I/ 25048, dated 27-11-79		1	..	
1	Daftries	3	1	2	1	Pre-Census		3	..	
					2	1/61/79-Ad.I/ 25048, dated 27-11-79				
2	Peon	10	5	5	5	Pre-Census				
					2	1/61/79-Ad.I/ 25048, dated 27-11-79		10	..	
					2	1/70/79-Ad.I, dated 16-11-79	for R.T.O.			
					1	1/70/79-Ad.I, dated 24-12-79	for R.T.O.			
3	Chowkidar	1	1	..	1	Pre-Census		1	..	
4	Frash	3	1	2	1	Pre-Census		3	..	
					2	1/61/79-Ad.I/ 25048, dated 27-11-79				
5	Sweeper	3	2	1	2	Pre-Census		3	..	
					1	1/61/79-Ad.I/ 25048, dated 27-11-79				
6	Chowkidar	7	1	6	1	Pre-Census		7	..	
					3	1/61/79-Ad.I/ 25048, dated 27-11-79				
					3	1/70/79-Ad.I, dated 6-2-80	for R.T.O.			
	Total	178	89	89	178			141	38	

GROUP-WISE BREAK-UP

		Total	Imposition
Group 'A'	..	7	7
Group 'B' (N.G.)	..	14	9
Group 'C'	..	130	98
Group 'D'	..	27	27
Total	..	**178**	**141**

For reasons contained against each name.

ANNEXURE II-B-2

No. 7042/5DLG/79/31251—62, dated the 20th July, 1979.

From

The Secretary to Government, Punjab,
Local Government Department.

To

All the Deputy Commissoners in Punjab.

Subject: Clerical assistance to Districts/Sub-Divisions/Municipal Corporations/ Committees in connection with 1981 Census work.

Sir,

The Governor of Punjab is pleased to accord sanction to the creation of the following temporary posts in the offices of the Deputy Commissioners, Sub-Divisional Officers (Civil), Municipal Corporations and Municipal Committees (as mentioned below) in Punjab with effect from 1st August, 1979 to 31st May, 1981 for the work connected with 1981 Census:

(i) 18 Assistants in the scale of Rs. 160—400 subject to the revision of pay scale as recommended by the Punjab Pay Commission (one Assistant in the office of each Deputy Commissioner in Punjab and one each for Municipal Corporations, Amritsar, Jalandhar and Ludhiana and one each for Patiala, Batala and Pathankot Municipal Committees.

(ii) 66 clerks in the scale of Rs. 110—250 subject to the revision of pay-scales as recommended by the Punjab Pay Commission (12 clerks at the district headquarters, 44 clerks at the Sub-Divisional headquarters, 4 each in Municipal Corporation of Amritsar and Ludhiana and 2 in Municipal Corporation, Jalandhar).

(iii) 12 posts of peons, in the scale of Rs. 70—95 subject to the revision of pay scale as recommended by the Punjab Pay Commission (one for each district headquarters.)

2. The incumbents of these posts will be entitled to allowances at Punjab Government rates as sanctioned from time to time and will not be entitled to any deputation allowance or special pay. They would be appointed by the Deputy Commissioners from amongst the best available staff in their offices and would form part of their staff.

3. These posts have been created subject to the condition that the expenditure involved is reimbursed in full by the Government of India through the Director, Census Operations, Punjab.

4. This issues with the concurrence of the Finance Department, Punjab, received with their U.O. No. 3129-3FGII-79, dated 17th July, 1979.

Yours faithfully,
Sd.

Joint Secretary,
for Secretary to Govt., Punjab,
Local Govt., Department.

Endst. No. 7042/5DLG/79/31263, dated the 20th July, 1979.

A copy is forwarded to the Director of Census Operations, Punjab, S.C.O. 17, Sector 26, Chandigarh for information with reference to his letter No. A-11043/1/79/Pb./3630, dated 5th July, 1979.

Sd.

Deputy Secretary-II,
for Secretary to Govt., Punjab,
Department of Local Govt.
Housing & Urban Development.

Endst. No. 7042/5DLG-79/31264, dated Chandigarh the 20th July, 1979.

A copy is forwarded to the Accountant-General, Punjab, Chandigarh. for information.

Sd.

Deputy Secretary-II,
for Secretary to Govt., Punjab,
Department of Local Govt.
Housing & Urban Development.

Endst. No. 7042/5DLG-79/31265, dated Chandigarh, the 20th July, 1979.

A copy is forwarded to the Commissioner for Finance and Secretary to Government, Punjab, Finance Department, for information.

Sd.

Deputy Secretary-II,
for Secretary to Govt., Punjab,
Department of Local Govt..
Housing & Urban Development.

Endst. No. 7042-5DLG-79/31266-317, dated Chandigarh the 20th July, 1979.

A copy is forwarded to :—

(i) Commissioners, Jalandhar, Patiala and Firozpur Divisions;

(ii) Commissioner, Municipal Corporations, Amritsar, Jalandhar and Ludhiana;

(iii) All Sub-Divisional Officers (Civil) in Punjab;

(iv) Executive Officers/Secretaries, Municipal Committees, Patiala Batala and Pathankot.

Sd.

Deputy Secretary-II,
for Secretary to Govt., Punjab,
Department of Local Govt..
Housing & Urban Development.

Endst. No. 7042/5DLG/79/31318, dated Chandigarh the 20th July, 1979.

A copy is forwarded to Registrar General, India, Kotah House, Annexes 2/A, Mansingh Road; New Delhi—110011, with reference to his circular No. 1/34/79-Ad. 1, dated 26th June, 1979, addressed to Chief Secretary to Government, Punjab.

Sd.

Deputy Secretary-II,
for Secretary to Govt., Punjab,
Department of Local Govt..
Housing & Urban Development.

ANNEXURE II—D-1

Houselisting Operations—1981 Census

Details of material			Source of supply	Quantity
Houselist Schedule (Punjabi)—	Red	..	T.B.P. Industrial Area, Chandigarh	70,000
	Black	..	Ditto	7,50,000
Houselist Schedule (English)—	Red	..	Registrar-General of India, New Delhi	13,000
	Black	..	Registrar-General of India, New Delhi—D.C.O., Haryana	1,41,000
Houselist Abstract (Punjabi)—	Red	..	T.B.P. Industrial Area, Chandigarh	35,000
	Black	..	Ditto	65,000
Houselist Abstract (English)—	Red	..		
	Black	..	Registrar-General India, New Delhi	12,000
Houselist Abstract (Hindi)—	Red	..	Registrar-General, India, New Delhi	2,000
	Black	..	Ditto	2,000
Instruction Booklets (Punjabi)		..	U.T. Press, Chandigarh	16,000
	(English)	..	Registrar-General, India, New Delhi	8,000
Appointment Order-cum-Identity Cards	(Supervisors)		U.T. Press, Chandigarh	8,600
	(Enumerators)		Ditto	17,500
Attendance sheet-cum-record of distribution of material enumerators/supervisors			Ditto	1,000
Charge Registers		..	Private Press, Chandigarh	1.000
Sup. Manual (Punjabi)		..	Ditto	6,000
Enumerators' envelops		..	U.T. Press, Chandigarh	12,660
National Maps	(Red)	..	Registrar-General, India, New Delhi	1,46,500
	(Black)	..	Ditto	1,67,000
Charge Officer Abstract (English)		..	Ditto	2,500
Supervisory Circle Abstract (English)		..	Ditto	10,000
District Officer Abstract (English)		..	Ditto	500
Instructions for Enterpriselisting (English)		..	Ditto	1,200
	(Punjabi)	..	Economic & Statistical Org., Punjab	25,000
Enterpriselist) (English)	(Red)	..	Registrar-General, India, New Delhi	1,000
	(Black)	..	Ditto	23,000
Enterpriselist Abstract (English)	(Red)	..	Ditto	1,000
Enterpriselist (Punjabi)		..	Economic & Statistical Org., Punjab	1,50,000
Enterpriselist Abstract (Punjabi)		..	Ditto	70,000
Training Chart		..	Ferro Prints	100

Note.—In addition to material for houselisting and enumeration following items were printed :—

(1) Village Directory Questionatres	..	40,000	U.T. Press
(2) Meritorious Certificates for Enumeration		100	Private Press

ANNEXURE II-D-2

ANNEXURE

Details of material	Source of supply	Quantity received				Quantity supplied			
		Punjabi	English	Hindi	Total	Punjabi	English	Hindi	Total
Individual Slip pad black—									
50 Slip	(i) Individual slip pad in Punjabi language were got printed from Text Book Printing Press, Chandigarh	282,400	..	..	..	218,895	41,232	9,175	268,702
25 Slip		111,200	..	..	111,200	110,232	..	..	110,232
Individual Slip pad blue—									
50 Slip	(ii) Individual Slip pad in English	57,600	10,800	900	69,300	57,600	10,669	900	69,169
25 Slip	(iii) Hindi language were supplied by R.G's office, New Delhi	28,800	2,400	1,200	32,400	28,524	2,400	1,200	32,124
Individual Slip pad Red—									
50 Slip	..	64,000	14,000	2,500	80,500	61,850	10,950	1,200	74,000
Household Schedule Black—									
25 Forms	(i) Household Schedule in Punjabi language were got printed from	112,000	18,375	4,350	134,725	111,508	18,342	4,360	134,200
10 Forms	Text Book Printing Press, Chandigarh	57,000	13,950	..	70,950	56,852	13,556	..	70,408
Household Schedule Red—									
25 Forms	Household Schedule in English and Hindi	28,000	6,000	..	34,000	27,810	2,700	..	30,510
10 Forms	Language were supplied by R.G.'s Office, New Delhi	..	5,400	..	5,400	..	5,400	..	5,400
Abridged Houselist Red	Supplied by R.G.'s Office, New Delhi	..	31,000	..	31,000	..	28,950	..	28,950
Enumerator's Abstract Red	Supplied by R.G.'s office New Delhi	..	36,000	..	36,000	..	35,520	..	35,520
Instructions Book	In Punjabi language were got printed at T.B.P.P.,	..	..	..	..	33,828	5,650	1,700	41,178
Supervisor's manual	Chandigarh, in Eng. and Hindi were supplied by R.G.I., New Delhi								
Enumerator's brief Instructions	Printed at U.T., Government Printing Press, Chandigarh	7,000	..	..	7,000	6,298	..	..	6,298
		35,000	..	..	35,000	33,450	..	..	33,450

Notes.—

* Surplus (though not very significant was of pads in English/Hindi language. He, however, had

** As per general instructions English first the pads of 50 slips to be consumed and then of 25 slips.

*** It is mainly because of pads in English/Hindi.

@ At the time of training the enumerator (in more cases) demanded pads in Punjabi language. More so

\+ As per general instructions pads with 20 forms were first to be exhausted those with 10 forms are

† Surplus of books in English/Hindi language

‡These forms were required for recording change in houses. More seems to have been

II-D-2

Material received back from S.D.Os/R.T.Os.				Material lying at H.Q.				Total unused material				Percentage of unused material to total material received			
Pbi.	Eng.	Hindi	Total	Pbi.	Eng.	Hindi	Total	Pbi.	Eng.	Hindi	Total	Pbi.	Eng.	Hindi	Total
3,018	109	695	3,822	4,105	9,018	285	13,408	7 123	9,127	980	17,230	3	18	10	6*
								712 Kg.	913 Kg.	98 Kg.	1723 Kg.				
7,260	..	..	7,260	968	..	..	968	8,228	..	..	8,228	7	..	..	7**
								411 Kg.			411 Kg.				
668	160	60	888	..	131	..	131	668	291	60	1,019	1	3	7	1
								67 Kg.	29 Kg.	6 Kg.	102 Kg.				
1,405	220	480	2,105	276	..	..	276	1,681	220	480	2,381	6	9	40	7***
								84 Kg.	11 Kg.	24 Kg.	119 Kg.				
2.192	5,125	..	7,317	2,150	3,050	1,300	6,500	4,342	8,175	1,300	13,817	7	58	52	17@
								34 Kg.	817 Kg.	130 Kg.	1,381Kg.				
2,880	55,275	..	3,210	492	33	..	525	3,372	88	275	3,735	3	4	6	3
								674 Kg.	6 Kg.	55 Kg.					
6,250	1,157	..	7,407	148	394	..	542	6,398	1,551	..	7,949	11	11	..	11+
								639 Kg.	109 Kg.		738 Kg.				
270	..	..	270	190	3,300	..	3,490	460	3,300	..	3,760	2	55	..	12
								92 Kg.	660 Kg.		752 Kg.				
..	2,000	..	2,000	..	..	..	..	..	2,000	..	2,000	..	37	..	37
									200 Kg.		200 Kg.				
..	..	..	..	..	2,050	..	2,050	..	2,050	..	2,050	..	7	..	7
..	..	..	..	..	420	..	420	..	480	..	480	..	1	..	1
642	3,992	518	5,152	1,172	1,850	300	3,322	1,814	5,842	818	8,474	5	78	41	19+
								454 Kg.	1098 Kg.	266 Kg.	1820 Kg.				
..	..	..	..	702	..	..	702	702	..	..	702	1	..	..	1
..	..	..	..	1,550	..	..	1,550	1,550	..	..	1,550	4	..	..	4

to keep census stock of them to meet the demand, if any.

There appears to have been lesser need if these pads and hence record back.

the material in Engligh was received from H.O. after we were enough with the surplus of material to.

lying surplus.

anged and there the forms remained unused.

ANNEXURE

Details of material	Source of supply	Quantity Received				Quantity supplied			
		Punjabi	English	Hindi	Total	Punjabi	English	Hindi	Total
Working Sheets	Supplied by R.G.'s Office New Delhi	..	224,000	14,000	238,000	..	218,500	14,000	232,500
Abridged Houselist Section	Ditto	..	50,000	4,000	54,000	..	45,647	4,000	49,647
Enumerator's Abstract	Ditto	..	72,000	..	72,000	..	65,900	..	65,900
Degree Holder Card	Ditto	..	160,000	..	160,000	..	160,000	..	160,000
Inventory for Degree Holder	Ditto	..	8,000	..	8,000	..	8,000	..	8,000
Inventory for Enumerator	Printed at Government Printing Press, Chandigarh	..	80,000	..	80,000	..	80 000	..	80,000
Inventory for Supervisor	Ditto	..	15,000	..	15,000	..	15,000	..	15 000
Inventory for Charge Officer	Ditto	..	12,500	..	12,500	..	12,500	..	12,500
Notional Maps	Supplied by R.G.'s Office	..	167,000	..	167,000	..	132,900	..	132,900
Appointment order-cum-identity card (enumerator)	U.T. Press, Chandigarh	..	..	..	..	..	..	..	..
Appointment Order cum-identity card (Supervisor)	Ditto	..	7,000	..	7,000	..	7,000	..	7,000
Census Posters	Supplied by R.G.'s office, New Delhi	47,000	7,000	5,000	61,000	47,000	7,000	5,000	61,000
Training Charts	Private Press at Jalandhar	740	..	+2 000 Cards	740	700	..	.. +2,000	700

II-D-2

Material received back from S.D.Os./R.T.Os.				Material lying at H.Q.				Total unused material				Percentage of unused material to total material received			
Pbi.	Eng.	Hindi	Total	Pbi.	Eng.	Hindi	Total	Pbi.	Eng.	Hindi	Total	Pbi.	Eng.	Hindi	Total
..	4,500	..	4,500	..	5,500	..	5,500	5,500	10,000	..	10,000	..	4	..	4
..	6,000	..	6,000	..	4,353	..	4,353	..	10,353	..	10,353	..	21	..	19‡‡
..	..	..	..	..	6,100	..	6,100	..	6,100	..	6 100	..	8	..	8
..	3,000	..	3,000	..	..	..	..	..	3,000	..	3,000	..	2	..	2
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	3,000	..	3,000	..	34,100	..	34,100	..	37,100	..	37,100	..	22	..	22
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	40	..	..	40	40	..	..	40		..	..	..

CHAPTER III

PREPARATION FOR FIELD OPERATIONS

III. A—Prelude to Field Operations

First Pretest :

Consequent upon the formulation of various schedules after the deliberations of the first Data Users Conference held in the beginning of 1978 by the Registrar General, India, the first pretest for 1981 census had been conducted between 15th September and 1st October 1978 by my predecessor in office and he had submitted a detailed report thereupon (Extracts in Annexure III-A.1).

Second Pretest :

Second Data Users Conference was held at Delhi from 21st to 23rd December 1978 and the modified census schedules that had to be canvassed emerged therefrom for the second pretest. Within a week of my joining, the RGI had issued a communication to Chief Secretary to Government, Punjab placing the second pretest in the first fortnight of June 1979 and indicating that it was a sort of a full-dress rehearsal of the census in that the normal enumeration agency, namely the State hierarchy like teachers, patwaris etc. would be involved. (The first pretest was held by the departmental incumbents). It was slated for 5 urban and 5 rural blocks. Honorarium was also indicated for the enumerators, who had to undergo suitable training before conducting field work. I was asked to get into touch with the relevant quarters in the State Government and chase up the matter.

Census is a minor item of work in a State Government and in Punjab according to rules of business it lay allocated to the Secretary to Government, Punjab, Local Government Department (in certain other states it is with the Revenue Department or General Administration). That was welcome because I could incidentally cause issuance of fullest instructions to the local bodies since that formed a substantial component of the total head count in the State. I got in touch with my Senior Colleagues in the State Government for organising the second pretest.

The field for selection of blocks was restricted in view of the fact that local body elections were then being held in all the municipal committees in June, 1979 and we had just to be contended with only those places where elections were not held, and secondly the places selected had to admit comparatively of easy accessibility for supervisory visits. The concerned civil officers (DCs and SDOs (Civil), and Executive Officers of the MCs) were also brought into the picture for affording nominations of enumerators. Suitable level staff was deputed from the directorate.

My predecessor in office, in his report upon first pretest, had mainly dwelt on the technical aspects of the questionnaires and responses and had made many suggestions, but the issuance of schedules for second pretest indicated that not much alterations were possible, probably in view of the compulsions of data users' demands and the need for keeping an element of continuity in data from the previous censuses. I must record that almost the same was the fate of the recommendations that I made on the technical aspects of the questions after my experience of the second pretest.

The report is at Annexure III-A.2.

Experience from Pretest :

An attempt was made on publicising the pretest and a brief press note indicating the features and utility of census was issued but there was little bite at it by the press; except for local news bulletin of AIR, Chandigarh and a couple of vernacular papers the others ignored it. (This was contrary to the fabulous press coverage as we proceeded towards the goal later). The experience, as expected, also confirmed my apprehensions that the honorarium (even though an amount higher than what was given at the time of 1971 census) had by itself little attraction for Punjabi teachers, patwaris or other government staff and put me wiser that at the time of creation of huge enumeration machinery I would have to work through the State Government, by firstly associating the top completely and secondly causing a threat to be held to the employees for non-feasance or mal-feasance. It was also felt necessary that the meritorious should be recognised by award of President's medals in substantial numbers, since that 'sold' with the government employees. In subsequent planning the experience of pretest was also useful to me to appreciate that the huge booklet of instructions brought some sort of an allergy to an average Punjab Government employee and he insisted on ready reckoners. Though one could not help issuing a total reference book containing A to Z instructions for filling up of census schedules, one could nonetheless during the training of the enumerators and supervisors, evolve some thumb rules and ready reckoners.

III. B—Touring :

Census envisages field operation(s) and the success of any field operation depends upon the extent of mobility by the implementing and the supervisory staff. So that touring is productive and ensures a step forward, it has to be well-timed, pre-planned, systematic and after ensuring full preparedness by the concerned at the receiving end.

Led by me at the appropriate time, not only the officers and senior staff of the directorate but also the supervisory census officers upwards of Census Charge Officers were supposed to be touring with the twin objective of ensuring implementation of the field work on the one hand and on the other affording necessary counsel and advice on the spot.

For a fair part of the year after I joined, the desk received my undivided attention. Not only had I to orient myself with the assignment but more importantly I had also to intensively plan the operations to the minutest details imaginable and convey the set up and instructions for action to all engaged in the operations.

April and May 1979 were spent in re-organising the office laying down functions for each of the officers and senior staff and gearing up for action-oriented programmes that were to follow. During these months liaison was established with the state officers in various quarters dealing with census. June 1979 was devoted to the field operation of second pretest and availing of the opportunity by officers of the directorate to establish preliminary equation with civil officers in the field. They were sent round to cover all the districts and as many of the sub-divisions as came their way.

During these months, the backlog of census 1971 comprised in pending publications and removal of old audit objections also received consistent attention and staff had to be deputed to the presses for expediting publication work.

Set up of census hierarchy :

In July 1979, the field hierarchy was created after issuance of notifications by the State Government and the census calendar — a time bound schedule of work, was drawn up. From then onwards officers and senior staff commenced active association with field officers in the State. The

beginning was made with their attendance of monthly coordination committee meetings at the districts when census as subject was brought on the regular agenda.

August 1979 took me to Delhi for the first Directors' Conference while officers back in the directorate kept up with their exposure to the various parts of the State.

The next three months viz. the last quarter of 1979, were spent in round the clock work for completing preliminary steps for holding the first field operation, namely houselisting in the State (slated tentatively for February 1980 but actually conducted in April 1980).

Set up of District Teams and their Tours :.

A circular (No. 3) indicating various steps for action leading to houselisting was issued in September 1979. This was followed by despatch to the concerned quarters, of jurisdictional maps as prepared in map section in the directorate, lists of villages and towns as determined consequent upon the finalisation of rural-urban frame, communication of code numbers as allotted to various census units and blank charge registers. As earlier mentioned it was envisaged, with advantage, that the staff from the directorate should be made directly responsible for affording assistance and cooperation at every level in the field for houselisting, and accordingly in October the district incharges with their teams were nominated. For most of them it was a fresh exposure to civil administration and expectedly there were some pulls and pressures for being spared out (which was only accepted on compassionate grounds, if at all).

They were briefed at length. Annexure III-B.1 lays down objectives for the tour and III-B.2 distribution of personnel.

They fanned out into the field for ensuring correct appraisal of the circulars issued by us by the receiving ends, proper deployment of the manpower required and finalising training rounds. The three training rounds were laid down from February 1980 onwards.

This was yet another departure from the traditional approach adopted in earlier censuses. Then it was poor feed back, non-compliance here or there and adverse reporting. I thought of leaving no scope for it since I was to work with a vast hierarchy that was not directly under my control. Hence this direct approach through my staff.

In retrospect I must admit that the directorate staff (except for one here or there) rose to the occasion as one man and took to this challenging task ungrudgingly. They have in fact widened their outlook by this approach and with this experience could now size up admirably with any other field service in the State engaged in similar work.

In January 1980, my attention was focussed at the directorate for ensuring total printing and despatch of relevant documents of houselisting to the field and during the second fortnight I attended the second Directors' Conference at Mysore. The district incharges were to ensure meanwhile the transportation, proper receipt and distribution of census material within the districts (down to the level of a charge) and they acquitted themselves handsomely of this responsibility. This ensured not a single day's delay in despatch nor any mishap in transportation. We had acted according to our schedule which was extremely satisfying.

My first tour(s) in the State :

As mentioned earlier, in February 1980, I moved out myself. A meeting of the DCs and SDOs (Civil) of Jalandhar Division was held at Talwara Township on 7th February, and similar meeting of the DCs and SDOs (Civil) of Firozpur Division was held at Faridkot on 29th February. The meeting slated for civil officers of Patiala

Division at Nangal on 2nd February could not be held due to sudden pre-occupations with more pressing engagements by the field officers and in view of shortage of time, alongwith Divisional Commissioner concerned I visited the districts falling in this Division and met all the concerned civil officers. In all these meetings I sought fullest participation of the census hierarchy in the field.

After establishing this personal liaison (there was little problem since the three Commissioners of the Divisions were my erstwhile colleagues and even though I had been out of the State on various deputations through various quarters for over a decade, being one of the seniormost State Civil Officers was promoted to the Administrative Service much earlier and would have been senior to these serving Commissioners but for the loss of seniority, and these officers' knowledge about and familiarity with me was adequate enough to breed mutually a good and sound sense of comradeship), in the month of April 1980 I went round in one hop round the State covering all the districts. At these places I met my officers and senior staff as also the Principal Census Officers and other officers of the census hierarchy as were readily available. At these meetings the progress of houselisting was reviewed. The work was proceeding smoothly and there were hardly on any occasions for me to reconsider any arrangements, in personnel or otherwise. My notes are at Annexure III-B.3.

At the conclusion of the field operation the censused material was brought back by district incharges by 7th May 1980 when we could relax for successful conclusion of the field work in so far as houselisting was concerned.

Soon after the conclusion of houselisting our preparations for the second and final field operation viz. enumeration commenced. The three Deputy Directors in the field had joined me on or soon after 31st March 1980 and had supervised houselisting operation. They had returned to the headquarters after squaring up census material for houselisting but were later stationed in the respective headquarters from June 1980 after opening camp offices which were later converted into Regional Tabulation Offices on the conclusion of enumeration. May and June 1980 were dull months in so far as touring was concerned and I took the opportunity of visiting Simla for discussions with my counterpart relating to inter-border places (Punjab joined Himachal Pradesh on a number of points and there had been groups of inhabitations along the border) and Dehra Dun to spot study, at Survey of India Headquarters the maps for various parts in Punjab particularly those bordering other states.

In July 1980 I sized up the three municipal corporations in the State viz. Ludhiana, Amritsar and Jalandhar where the Commissioners were nominated as Principal Census Officers and where the requirement of enumerators was very heavy (as compared to other places) and consequently their deployment was posing or threatening to pose some problems. My intimate contact with them particularly with Ludhiana, continued repeatedly thereafter. It was these three big towns in the State which could present problems or criticism to the massive field operation and hence my personal attention to them.

Divisional Level Meetings :

After a visit to Delhi in August to discuss administrative issues, in September 1980 I sized up my divisional level meetings with the DCs, SDOs (Civil) under the auspices of the Divisional Commissioners for putting them fully into the picture for enumeration. These were very important meetings which laid down the corner stone of success of enumeration. The preliminary steps were reviewed, deployment of personnel was emphasised, the training of those deployed in the three rounds was impressed upon, and the need for meticulous monitoring of progress by the supervisory officers was stressed which only could

culminate in the proper communication of provisional results consequent upon the conclusion of the enumeration. Simultaneously during July-August the then Deputy Directors in the field alongwith their skelton staff were touring sub-divisional headquarters to help Census Charge Officers finalise (i) recarving out of enumeration blocks, (ii) preparing abridged houselists, (iii) ensuring deployment and (iv) filling up of charge registers.

The first round of training for the Census Charge Officers was scheduled in October 1980 and I saw these training classes at Ludhiana, Rupnagar, Patiala, Sangrur, Hoshiarpur and Jalandhar and in November 1980 I attended the classes held by the Census Charge Officers for training to the supervisors and enumerators at Ludhiana, Moga, Bathinda, Mansa etc. These were samples from out of the important places where I could manage to have the feel of the things for myself. By and large the position was up to the mark. There was little window dressing or attempt at it and I was satisfied to note that not only my officers and senior staff had been supervising these classes meticulously but civil officers, particularly SDOs (Civil) (as Sub-Divisional Census Officers) and GAs to DCs (as District Census Officers) were inspecting them at random.

Second round of the State :

As it was during the houselisting operation in April 1980, I went round the State in January 1981 (the month preceding the actual enumeration). During this marathon tour I reviewed the progress of work with the District Census Officers, Sub-Divisional Census Officers, Census Charge Officers and of course with my officers from the directorate. This was very beneficial because on the eve of gigantic operations whatever fears or apprehensions among the hierarchy developed, were thoroughly dispelled by me in personal meetings to ensure that all of them approached the operation enthusiastically. The intimation for this statewide tours is at Annexure III-B.4.

In February viz. during enumeration I only visited Patiala, Jalandhar and Bathinda, the proposed headquarters for regional tabulation offices with a view to monitoring the progress of the enumeration work, set at rest any controversy on account of language and religion that had cropped up in the State and to see to the arrangements for establishment of offices to receive the censused material after enumeration. Mostly I kept myself at the headquarters.

In the post-enumeration period from March 1981 onwards, my touring was circumscribed to the three RTOs for supervising the work there in addition to ensuring employment, procedures and disposing of allied administrative work.

Having been a field officer for over three decades I had sized up my touring in such a way as to draw the maximum advantage from it. I issued tour notes on return covering matters of interest also to quarters other than where these had cropped up to ensure that all work proceeded simultaneously and on proper keel. The Deputy Directors (Field) and their staff similarly systematically toured in their jurisdiction to ensure that contact with the field civil officers was consistent and the work progressed as scheduled. They had full discretion in their touring but had only to inform me.

Staff Car :

Unfortunately, the staff car had already run over one lac kms before I joined but had still to cover the prescribed one lac and 20 thousand kms before attempts could be made for its condemnation, and added to that was a fact that the office had spent sizeably (Rs. 3,000) for major repairs shortly before I came in. The car could not do long hops and was not safe for time-bound travelling.

However, I made a virtue of it and it was left at the disposal of the three Deputy

Directors in the field (and the officers at the directorate) to increase their mobility in their limited areas. It served a useful purpose for carrying them on their short visits when they went up for liaison work and later in affording them some mobility when they had to cover more than one meeting in a short radius the same day. I used my own car and indirectly that made two vehicles available to the organisation.

Mobility of Civil Census Hierarchy :

The Principal Census Officers (DCs and Commissioners of the Municipal Corporations), GAs to DCs/ACs of Municipal Corporations (as District/City Census Officers) and the SDOs (Civil) (as Sub-Divisional Census Officers) and most of the Census Charge Officers of urban bodies had their official vehicles and mobility to them was never a problem. They were assured of reimbursement of POL on census work. Tahsildars and Naib-Tahsildars made use of their two wheelers.

Difficult position for our own field officers :

The real bottleneck lay for the officers and senior staff of the directorate when they had to rush through in overloaded buses from one place to another. It was only their love of work that sustained them because they had to tour consistently with lot of inconvenience. Sometimes some officers succeeded in trying up a vehicle with the local civil officers but that was an exception and not the rule.

The Deputy Directors, except for the small periods, say two to five days in some of the months during the period preceding the field operations, when they were given the staff car in rotation, had to bear the brunt of inconvenience through public buses. (In this small single tract state one hardly uses the trains). At points here or there someone of them also felt the need for hiring a taxi (allowed by the ORG) but that was impracticable proposition in view of the taxi owners demanding fares far in excess to the prescribed rates.

It is desirable that each Deputy Director is provided with a vehicle particularly when the programme is time-bound for them and more particularly when the distances are small. But I wish they possessed at least two-wheelers of their own to ensure mobility rather than always landing in over-loaded buses.

The civil authorities at some places also marshalled other government vehicles in a pool but could not make use of them adequately for want of contingency to pay for POL in advance. May be, the organisation could have advanced some amount to them for this purpose but the procedures laid down were almost taking away by one hand what had been given by the other.

Punjab being a small state with short distances and very frequent public transport system, in retrospect I can record that the officers and senior staff toured both extensively and intensively as laid down for them by the controlling officers and as at hand, I do not see any way in mitigating the discomfort for want of vehicles that must have come their way during these tours.

D.A. — disincentive to touring :

If I have a word, it is only for extreme inadequacy of DA for the Central Government employees. The meagre allowance does not meet the needs and mostly a touring incumbent is out of pocket. His resistence to touring mainly comes from this fact. The State Government had of late risen to the costs and revised the DA rates adequately to cover the out of pocket expenses. It was distressing for my Deputy Directors to know that the census clerks recruited by the DCs and working at district and sub-divisional headquarters who were frequenting the Deputy Directors' offices in the field on various occasions got much more than even a Deputy Director

himself when he was in camp. Whereas the Deputy Director and his staff only toured when they must and it was inescapable, the temporary staff engaged for census work with the DCs hardly lost any opportunity in touring to regional offices for seeking clarifications or guidance. One could only hope that this glaring disparity goes.

III-C : PUBLICITY :

The success of gigantic decennial exercise and the total participation of population in the country depends as much on the performance of the administrative hierarchies as on the involvement of the people. Their cooperation has to be secured. They have to be educated regarding the aims and objectives of the census, which in succeeding years has become more than mere head-count. Through it we seek data for socio-economic conditions of the people as also their sectorwise projection in religion, caste, language and the like.

Consequently publicity, through all the available media, becomes an important component for the exercise.

The approach :

ORG had indicated in its circular as early as on 19th April, 1979, in details, the totality of the approach. Apart from the projection and exhibition of the documentary films and cinema slides, the talks through All India Radio and telecasts on Doordarshan, publicity had to be carried out by display of posters, distribution of folders and hand-bills, insertion of press advertisements, through public speeches by important persons and by beat of drums.

I brought the directorate of Information and Public Relations, Punjab and Press Information Bureau, Government of India, at Chandigarh and Jalandhar into the picture in the first available opportunity. The former was on personal equation, and for the latter, my (and my officers') representation on Inter-Area Media Publicity Coordination Committee sponsored by Ministry of Information and Broadcasting (Directorate of Field Publicity) commenced from May, 1979. Through this coordination committee apart from my getting along with Information Officers of PIBs, I picked up familiarity with the Station Directors of All India Radio, Chandigarh and Jalandhar which proved extremely beneficial as their cooperation was total. Similarly it was through this committee that my introduction with the Station Director, Doordarshan, Jalandhar, took place and we could project the whole purpose fairly frequently through the medium of Doordarshan. This approach was most effective because the whole State is fully covered by the AIR and TV. The latter now is a household word, both in rural and urban areas of this prosperous state.

The requirements of posters, folders and cinema slides (that had to be prepared centrally by the ORG) were worked out systematically and the following demand was raised:

	Number	Punjabi	Hindi	English	Urdu
(i) Posters	75,000	52,000	11,250	7,500	3,750
(ii) Folders	1,50,000	1,05,000	22,500	15,000	7,500
(iii) Cinema slides	200 (Bilingual, one of the languagues had to be Punjabi and the other English, Hindi or Urdu).				

Planning for Publicity

While I was still preparing for projection through the press the initiative was taken by the local and widely circulated English Daily — "The Tribune" and on 2nd January 1980 a fairly comprehensive write-up appeared under the heading "Census work starts in Punjab". Its representative had interviewed me and had brought forward as to what was done so far by way of preparations for 1981 census in the State and what was envisaged.

After reading it, the RGI, in his letter dated 7th January, 1980, mentioned as follows :

> "I am glad that the publicity aspect of the census is receiving due attention in Punjab. This kind of sustained effort will not only make the lay public aware of the importance of the census as a tool for measurement of the socio-economic progress of the country, but will make for active cooperation of the citizen as well as the State Government officials and other functionaries. Please keep it up."

This was heartening :

On 7th February, 1980 (in view of our approaching near the houselisting operation — slated for April, 1980) I chalked out a systematic programme with the Station Director, All India Radio and his counterpart at the TV Centre at Jalandhar City and sent them background material. I also indicated to the ORG, who were controlling display advertisements, the various newspapers that had wide circulation in the State and that should receive the paid ads, but the DAVP had its own list and I could not succeed entirely on this score.

The measures adopted :

I held my first press conference at Jalandhar (the home of vernacular press in the State) on 14th March 1980, through the Press Information Bureau there. The intimation issued by the Information Officer brought in a score of journalists including three founder-editors of widely read dailies. From their approach to the subject I could confirm my apprehensions that vernacular press will play up to its 'select' readers and may inadvertently twist on religion and language issue. (Unfortunately, as of historical origin, most of the people in the State led by some popular leaders do not distinguish between religion and language). The same evening I also recorded for the AIR and the television. The press coverage from Jalandhar was comprehensive, but not unexpectedly "purposeful".

To give clarity to the whole exercise and the processes involved in it, highlighting the aims and objectives of the census, I drew up an article and circulated it to the press. This appeared in the following papers (in April, 1980) :

(1) Hindi Milap, Jalandhar.

(2) Akali Times, Jalandhar (Punjabi).

(3) Nawa Zamana, Jalandhar (Punjabi).

(4) Akali Patrika, Jalandhar (Punjabi).

(5) Lok Lehar, Jalandhar (Punjabi).

(6) Rohjan, Ludhiana (Urdu).

(7) Milap. Jalandhar (Urdu).

(8) Partap, Jalandhar (Urdu).

(9) Ludhiana Post (Urdu).

(10) The Tribune, Chandigarh (Punjabi).

The English dailies, namely, "Indian Express" and "Times of India" brought out

comprehensive stories based upon this article, while the vernacular press at Jalandhar by and large published the whole of it in translation.

Display advertisements :

The display advertisements for houselisting started appearing in April 1980 in the various newspapers that are circulated in the State but these were too few with wide gap (probably the cost factor had curtailed this approach) and appeared in the following papers :—

(1) Indian Express, Chandigarh (English).

(2) Punjab Kesri, Jalandhar (Hindi).

(3) The Tribune, Chandigarh (English).

(4) Hind Samachar, Jalandhar (Urdu).

(5) Sunday Standard, Chandigarh (English).

(6) Charhdi Kala, Jalandhar (Punjabi).

(7) Nawa Zamana, Jalandhar (Punjabi).

I would have liked a bit of "feed", through paid ads, to the papers which took a bite to our signed articles. (Deputy Directors (Field) had also started contributing to the vernacular press). That is what happens in the world of journalism. But I could not succeed in this coordination because the centralised paid publicity was controlled by the ORG and the implementation lay with the DAVP and the latter agency has its own criteria.

After the houselisting operation, the preparations for the second phase were taken in hand and to keep up the interest of the readers and public alive, a press release was issued on 2nd July 1980. It was picked up by the English press — The Tribune under the heading "Punjab gears up census machinery", and the Indian Express under the heading "30,000 government staff for census work", apart from other papers issued from New Delhi. The press at Jalandhar had a full bite at it as released by the Information Officer, Press Information Bureau there.

Alongside radio talks and TV appearances continued.

Posters and hand-bills :

Census posters were received in the beginning of September 1980 and these were distributed to the field hierarchy of the Directorate of Information & Public Relations, Punjab. with a request that these be displayed on all important public places such as railway stations, hospitals, dispensaries, public libraries, courts, bus stands, colleges, schools, government offices etc. The posters were also sent to the Census Charge Officers through the SDCOs alongwith the census material at that point of time for similar display.

Hand-bills were received from ORG when the field operations were on i.e., in mid-February, 1981. However, these were sent to the camp offices of the Field Deputy Directors for distribution to the public through field enumeration staff and DPROs.

Cinema slides and documentary film :

105 cinema slides were received in December 1980 and these were in turn forwarded to the DPROs in the various districts. They tied up with the local cinema houses through the District Magistrate for free showing up these slides in circulation.

The prints of the documentary on census 1981 entitled "To meet your needs" had been received and the same were tied up to be exhibited through the office of the Public Relations Department in the interior of

the State. (A few prints were given to the Field Publicity Officers, Government of India, for similar purpose). One of the prints of 35 mm was taken over by Doordarshan, Jalandhar for periodic screening while the only other 35 mm print was circulated in the cinema houses in the Corporation towns and the bigger MCs.

Census Week by Public Relations, Punjab :

The RGI, vide his letter dated 27th December, 1980 sent specific instructions as to how to project the message for ensuring total coverage and indicating the various agencies. About that time I had a meeting with the Chief Secretary to Government, Punjab when I tied up the matter with the Director of Information and Public Relations in the State. Consequently, apart from ensuring messages by the Governor and Chief Minister of the State, a broadcast at the AIR and telecast at the Doordarshan by the Chief Minister was also decided upon. The Director, Public Relations, apart from assisting in organised publicity. also decided to observe "Census Week" from 2nd February, 1981 to 8th February, 1981, during which the department concentrated on census through their song and drama parties, public speeches through the important persons and the like. They also projected all these arrangements through a press release which was taken up by the press in the entire State — the premier English Daily — The Tribune headlining it as "All set for census in P unjab" The Deputy Directors in the field and their senior staff were also fully associated in supervising wide publicity for census by all quarters.

On 17th January, 1981, I held my second press conference at Jalandhar as arranged though the PIB. The reporting was fairly correct and comprehensive. As I reported all these measures to the RGI he observed in his letter of 20th January 1981 that he was happy to see that full coverage appeared to have been achieved and he was further sure that some of the more difficult problems with regard to language in Punjab would be taken care of by such publicity.

AIR and Doordarshan :

All along this time the AIR and Doordarshan continued with broadcasts and telecasts upon census. In fact the AIR was so flooded with our 'talks' that the Station Director, Chandigarh (where the talks were recorded) and his counterpart at Jalandhar (where these were broadcast) uninhabitedly exclaimed that they had still to see such a campaign for consistent and systematic publicity. Almost all my officers participated enthusiastically to keep the census projections alive in the mind of the listeners.

I appeared on the following programmes on Doordarshan, Jalandhar .

19-3-1980	..	Censns 1981	..	Jankari
9-8-1980	..	Census 1981	..	Aajkal
1-11-1980	..	Census 1981	..	Household schedule and individual slip—
				Samachar Te Vichar
17-1-1981	..	Census 1981	..	Samachar Te Vichar
16-4-1981	..	Census 1981	..	Provisional Results—
				Samachar Te Vichar

The documentary film "To meet your needs" was exhibited on 9th February, 1981 and again on 17th February, 1981 apart from its excerpts being shown on other occasions as 'fillers'. Chief Minister's telecast was on 8th February, 1981 on the eve of Census enumeration. Census news appeared on a few occasions during enumeration, when there were shots of actual enumeration also in between.

The talks and discussions on AIR flowed on regular intervals after 1 had been interviewed in 'Dehati Programme' on 14th March, 1980 and in 'Yuv Vani' on 16th March, 1980. All officers of the directorate went in for broadcasting. Rough list would be :

14-3-1980	Dehati Programme	Census Interview	D. N. Dhir
16-3-1980	Yuv Vani	Census Interview	D. N. Dhir
2-11-1980		The Coming Census Talk In English	D. N. Dhir
17-11-1980		Census why and how Talk in Hindi	D. N. Dhir
27-11-1980	Rural	Mardam shumari Ton Kam Karan Walyan di Ginti Tak	R. K. Singh
3-12-1980	Rural	Mardam Shumari Kiyon Zaroori Hai	R. P. Tomar
28-12-1980	Nari Sansar	Interview with Shri G. S. Pabla	G. S. Pabla
31-12-1980		1981 di Mardam Shumari	D. N. Dhir
4-1-1981	Nari Sansar	1981 di Mardam Shumari	Smt. Bim'a Seth
10-1-1981	Youth Programme	Interview with Shri R. P. Tomar	R. P. Tomar
14-1-1981	Rural	Mardam Shumari Te Desh Di Unnti	S. P. Grover
29-1-1981	Yuv Vani	1981 Di Mardam Shumari Te Praja Tantar :	
		Talk in Punjabi	G. S. Pabla
8-2-1981	Nari Sansar	Dialogue in Punjabi regarding filling up of Census Slip between Shri J. C. Kalra, Smt. Bimla Seth and Shri Gurdev Singh Pabla	

8-2-1981		Mardam Shumari Bare: Interview	Shri Darbara Singh, C. M. Punjab
11-2-1981		Mardam Shumari	
		Talk in Punjabi	Dr. Kewal Krishan Finance Minister Punjab
14-2-1981	Rural Programme	Mere Pind Mere Khet	G. S. Pabla
15-2-1981	Rural Programme	Vlont Bandi Vich Mardam Shumari Di Mehatta : Talk	G. S. Gill
20-2-1981		Mardam Shumari Bare : Dialogue	
22-2-1981	Rural Programme	Mardam Shumari Vich Lokan Da Sehyog	R. K. Singh
26-2-1981	Rural Programme	Mardam Shumari Bare :	G. S. Gill
16-4-1981	Rural Programme	Mardam Shumari De Rujhan	D. N. Dhir

Language controversy and inadvertent publicity :

During enumeration period day after day, apart from news items, long editorials appeared, predominantly in Hind Samachar (Urdu), Hind Kesri (Hindi), Ajit and Akali Patrika (Punjabi). The Punjab Assembly was also in session those days and the matter came up more than once for discussion there.

Deputy Director. Shri R. P. Tomar and Assistant Director, Shri G. S. Pabla, personally went round the owner-editors of the concerned newspapers at Jalandhar and I took an opportunity of briefing the Chief Minister about the 'distorted' headlines, as I met him at Jalandhar. With personal contacts the controversy died down and the Chief Minister also made resounding and reassuring statement in the Assembly, calling upon the people to answer fearlessly and made it abundantly clear to the government employees deployed as enumerators to discharge their duties honestly and diligently.

No cost .

It is very material to mention here that all the publicity campaign was conducted by the directorate without a single penny being spent for this purpose. Even the officers who had to go to Jalandhar to cover the press or other media were on normal census tours and none had undertaken any tour merely for projecting the census. Most of the recordings for the AIR were done at Chandigarh and I availed of my visits to Jalandhar to be available to Doordarshan.

In conclusion :

The directions on publicising census from the ORG were distinct and timely.

The action initiated by us was systematic and concentrated. The results were there for everyone to see because it was a great satisfaction that not only the language controversy died as soon as it raised its head but also there was hardly any complaint for non-coverage or wrong reporting. That was the measure of our success.

III-D. Enumeration Agency :

The state of discipline amongst services had been a fair measure of ups and downs during the preceding decade. Government employees in 1980, 1981 not only had to be given comprehensive instructions but also to be carried along for implementation of an assignment.

The other great disadvantage had been that whatever the quantum of honorarium it was raised from Rs. 25 in 1971, to Rs. 70 (Rs 100 in sample blocks, for enumeration per block in 1981) it always looked as a pittance to the prosperity — loving Punjabi who had a style of his own. Unless very substantial, it hardly attracted a government employee in Punjab, who in comparison is much better looked after by the State in matters of grades and allowances. In addition, most of them supplemented their income either from the free essential supplies possessing necessary rural background or did remunerative work as concealed secondary occupation.

The experience of 1971 census as narrated by my predecessor was on record before me and he had bemoaned the circumstances as obtainable then vis-a-vis what was available at the time of 1961. On my turn I sincerely thought that he was more lucky 10 years ago..

Composition of enumerators :

Our requirement of enumerators was a phenomenal 30,000 at the time of actual enumeration. The age-old revenue agency upon which earlier censuses depended could hardly give 3,000 to 4,000. Other Offices. though adequately staffed, were concentrated at the State or in the district headquarters, apart from the fact that there were a very few amongst the departments that had field hierarchies. Local bodies' staff could be deployed for the work (census is a valid function included in 'municipal' subjects) but had its limitations in numbers. The bulk lay with the teaching fraternity — over a lakh of primary, middle and high school teachers. That was the potential source. But the teaching community in Punjab has well-knit associations and apart from being better paid in comparison with other employees also made fairly good fortunes through tuition work, particularly preceding examinations, unfortunately falling near-about our time of field operations.

In nutshell as I switched on to take note of the enumeration agency I had all the facts and apprehensions before me.

Approach in deployment :

My approach, therefore, was composite — issuance of intructions from the Government and the Heads of Departments, timely and detailed communication of instructions to the concerned, contact at various levels with the local heads of the offices and finally persuasion, where necessary. The better payment through honoraria supplemented by concessions in normal duties for the duration of occupation with census work, appraisal in ACR's and more importantly award of medals did make an impact when this went through from the State Government to its functionaries.

After the State Government had circulated my appointment on 30th April 1979 and exhorted all Head of Departments etc., to extend assistance and cooperation to me (Annexure I-B), I got into touch with my counterparts in the departments of Education, Local Government. Panchayats and Economic and Statistics and caused further specific instructions to be issued by these

quarters to their district and local heads of offices. A further scanning of the list of the Heads of Departments indicated the following eleven departments that had district hierarchies :

Cooperative Societies; Social Welfare & Welfare of SC and Backward Classes; Industries; Labour and Employment; Consolidation of Holding and Colonizations, Food and Supplies; Forests; Health and Family Welfare; Soil Conservation; Agriculture and Animal Husbandry. With consistent prodding necessary instructions were got issued to the district/local heads of their offices.

I again got on with the State Government and caused instructions dated 1st August, 1979, issued (Annexure I-C) wherein the performance of census taking was to find a mention in the ACR of the official for the year 1979-80 and 1980-81. That put the subject on more firm grounds with the concerned.

In the case of primary and secondary school teachers (the main source of deployment) these instructions were caused to be repeated in Punjabi from respective Heads of the Departments.

Once again I talked to the State Government for issuance of instructions laying down specific duties of the various functionaries in the census hierarchy in the field and bring home to the supervisory officials their roles. These were issued on 23rd November, 1979 (Annexure I-D).

So that my force of teachers was well deployed I worked with the Education Department at Chandigarh for issuance of instructions to the district heads of offices impressing upon them that the staff discharged their duties faithfully and conscientiously, were not allowed any leave during the field operations, were posted to the area they were familiar with and exempted from their normal duties during field work so that they could discharge their duties to the census work faithfully.

Not only were these instructions caused to be issued but my greater preoccupation had been to ensure that these reached the concerned quarters and to that extent my directorate staff rendered necessary assistance when they went into the field for ensuring deployment of personnel and their training.

More instructions for Government staff at enumeration .

After houselisting operation and gaining experience therefrom I again went to the State Government and with their cooperation caused issuance of detailed instructions regarding deployment of government employees, concessions to their attendance and restrictions on their transfer etc., on 30th June. 1980. These specifically laid down to all Heads of Departments that the persons once deployed for census were allowed to be their normal work for 2 to 3 hours a day during the enumeration period and full off during the revisional round to enable them to discharge their work properly; they were allowed continuity to stay and no transfers were to be effected unless these involved promotions or disciplinary proceedings; leave was to be discouraged during the field operations or the period preceding it which was for training. It was enjoyed upon the Heads of the Departments to issue instructions to their local heads of offices that these empolyees attended their work faithfully. Conversely, any slackness in the discharge of their duties would expose them to disciplinary action and suitable entries were to be made in their ACRs towards good performance during the census or otherwise.

These are at Annexure III D-1 :

These were 'sitter' instructions, the like of which were never issued in any census and which were very effectively received in the field since no ambiguity lay for any incumbent drafted to the census. We took out extracts of this communication and supplied it to all heads of the local offices down

to the tahsil level, simultaneously pursuing with the various heads to issue them as desired in the master communication, to their local offices. The fact that their performance had to be reported in the ACRs was again got emphasised from the State Government in February 1981 during the enumeration time.

All along this time a threat for prosecution under the Census Act was held as the democles sword on the heads of the incumbents so drafted for census. In a stray case or two even notices for prosecution were issued by the local offices but it was extremely gratifying to note that things went through smoothly and no use of the penal sections of the Act was made for launching any prosecution. In fact that would have been a double-edged weapon if used and could misfire in breeding resistence instead. The Government instructions were clear and specific on all issues and the local heads of the offices were well cultivated by the officers and senior staff of the directorate. The Principal Census Officers supervised by the Divisonal Commissioners had realised the need for necessary priority to the census work.

Resistence by organised associations :

The revenue agency consisting of patwaris and kanungos, as early as in August 1979, passed a resolution for not associating in the census work. They had earlier successfully resisted the Agricultural Census initiated by the State Government. I got into touch with the Financial Commissioner (Revenue) and the farthest I could go was to get issuance of instructions on 29th February 1980 to all the DCs in the State in the following words :

> "You are already aware that census work in the country is under way and the Director, Census, Punjab, has already drawn up a schedule of operations connected with census. Since the work is of national importance, Patwaris should attend to this work. You are, therefore. requested to ensure that the census work does not suffer in any way and full cooperation is extended to the Director, Census, Punjab, and the scheme is made a success."

For obvious reasons the local officers used their discretion and allowed the revenue agency not to be associated with census work where substitutes were available (and they were available in fact in almost all the cases). The revenue agency may have its own list of woes and I would like to desist from making any comments. I only considered that even if they had put in their total mite they could only man one-tenth of the task force required for our enumeration.

Sparked off by this resistance by patwaris, the teachers' union also resisted but they had a genuine grievance against lady teachers' deployment in industrial areas and that could be locally sorted out. The municipal staff on deployment offered a mixed fair; there were those who really made an extremely good job of it and surely there were those who got things done on their behalf — wherever they could. (Annexure III-D. 2) indicates the total number of enumeration blocks and supervisory circles as carved out for each census charge.)

Effective liasion, assistance and supervision by census officers:

In retrospect I can recall the difficulties in deployment at SAS Nagar (Mohali), Ludhiana Corporation, Muktsar and Moga towns and another case or two in the whole State. I must add that my DDs in the field (who were in position during houselisting operation) alongwith officers and senior staff from the directorate did a fine job of assisting the local census officers for ensuring full deployment and providing efficient link between the Census Charge/Sub-Divisional Census Officers and the local heads of

offices. In fact if I say that they indirectly effected all these deployments it would not be much wrong because the Census Charge Officers and other staff by and large relied on the census clerks and assistants and could not have the patience to go through the exercise of deployment more prudenty. Our watchwords for deployment were that no discrimination was to be allowed and once deployed release or change could only be effected with the consent of the next senior viz., Sub-Divisional Census Officer or by mutual consent and that once trained the question of change could never arise. Despite pressures, my Deputy Directors, Census Charge Officers and Sub-Divisional Census Officers held the fort and that was well worth it. Absolute fairplay at that stage was called for.

Once on the job the incumbents took it seriously though the trainers had their fair experience of awkward questionings by the enumerators/supervisors.

I could only conclude by adding that if the job has to continue on hithertofore on "voluntary" basis (voluntary coupled with compulsory) in the past fashion and the state of loosening discipline is not arrested, such deployment in future censuses would only be possible with effective penal provisions (not in the present way of filing complaint with the State permission) or the alternate will lie in complete census by sample in selected areas, and simple head count of all, instead of going through the detailed questionnaires with every respondent. that entails the large deployment of fairly reluctant government employees.

—:o:—

ANNEXURE III-A-1

Extract from the report on First Pre-test for 1981 Census for the State of Punjab.

General :

* * * * *

Thus the 1st pretest was successfully conducted between 15th and 29th September with a revisional round on 30th September and 1st October, 1978.

It was decided to pretest the 1981 schedules in 10 urban blocks and 10 rural blocks of 1971 spread over in one or two districts in the state. We decided to take five urban blocks in Amritsar city and five rural blocks in Amritsar district and five urban blocks in Ludhiana city and five rural blocks in Ludhiana district.

In the beginning of the month (3rd, 4th and 5th September) I paid personal visit to Amritsar and Ludhiana and called upon the Deputy Commissioners of the districts, the concerned Tahsildars and concerned Assistant Commissioners of Municipal Corporations apprising them about the Pretest to be conducted within their jurisdiction and requested them to extend all help and cooperation in this work. I also called upon all Sarpanchs of 10 villages and requested them to help our enumerators when they visit the villages for conducting the pretest This pre-visit and courtesy call upon these officers paid rich dividends.

* * * * *

Staffing :

The field work of pretest was proposed to be done by our own agency. Bulk of the burden of enumeration work fell on our Assistant Compilers and Computors. 20 enumerators were assigned one block each and five enumerators were kept in reserve.

* * * * *

Ten supervisors were assigned the supervision work out of which one supervisor could not do field work as he was to undergo a surgical operation during those days. The two Assistant Directors were incharge of one district each separately and the entire team did commendable work.

* * * * *

I myself visited every block once before the pretest and more than once during the pretest. I feel it was too much of supervison and this may not be practicable at the time of actual census. Yet the quality of work is definitely bound to be corelated with the quantity and quality of supervision.

* * * * *

The entire team of enumerators and supervisors were given an intensive training between 26th August, 1978 to 2nd September, 1978 and they were busy discussing concepts and clarifying the concepts with practical training even after these dates.

* * * * *

Time consumed in canvassing of Schedules:

* * * * *

We thought it desirable to send people in the field two days in advance. The block identification, the layout sketch, the numbering of houses and buildings and preparation of notional maps proved to be quite a formidable task in some cases. In urban areas the permanent house numbering plates were not always found although they were available in most of the cases. Also in some cases numbering was found to be defective or against rules of census numbering. In such cases since we had decided to respect the permanent house numbering already available we adopted them as they were. In rural areas the numbering had to be done afresh and it was slightly more time consuming for our enumerators because they did not have any local knowledge of the village.

* * * * *

House numbering and Houselisting :

* * * *

With the experience of pretest, I feel we cannot adopt the 1971 census house numbers as our base for 1981 census although the permanent plates do exist in most of the cases. There are practical difficulties. In rural areas house numbering does not pose any problem.

Houselist .

* * * * *

Our houselisting schedule contains too many columns and in case of some columns (cols. 4, 5 and 6) space available for writing the material of wall. roof, floor etc., is insufficient. We think it proper if we can give abbreviations of most commonly used material which can be recorded in these columns. Similarly we may also think of dropping the information sought to be collected through column 8, 9, 10 and 11 (electricity, drinking water supply and toilet facilities) if we can alternatively get this information through a village schedule/town schedule as in 1971. However, if it may not be possible to drop these columns, then column 10 should be made 'independent' of col. 9. Grouping of both the columns 9 and 10 unnecessarily corelates column 10 with the availability of these facilities within the compound of the houses whereas actually column 10 wants to collect information of the actual availablity of water supply from anywhere (even outside the house or the village). Similarly the heading of col. 11 should also be changed from 'facilities in the house' to 'facilities available to the household'. We came across cases where actually the toilet facilities exist in the house but one of the tenant (household) is not entitled to use it. In case of such tenants (households) facility as stated is not available although it exists in that house. Hence, as far as this household is concerned it should be treated as 'not available'.

The information regarding handicapped persons is not being collected sex-wise. This column (col. 17) has space enough to be sub-divided into two — 17A and 17B — males and females. The feasibility and the advisability of sex-wise classification of handicapped persons may be considered.

In some cases it was experienced that the house owner, if available in the house, was reluctant to give information about the existance of other tenants in the house. This was perhaps because of a lurking fear in their minds regarding enhancement of property tax which is a natural outcome of this information regarding existance of tenants is known to total authorities. It was quite a job for our enumerators to convince the house owners that our inquiry had nothing to do with it and that it was of confidential nature not to be given to any department.

* * * * *

We may consider whether deleting column 19 i.e., information regarding 'owned' or 'not owned' may help enumerators in this case or not.

It may also kindly be considered whether a change of heading of column 23 as suggested below will be an improvement over the existing form or not: Col. 23: 'Does the household cultivate land?'

No	= 1
Yes	= Owned 2.
,,	= Rented 3.
,,	= Owned and Rented 4.

On page 15 of the Houselisting Instructions the examples of un-related households have been enumerated which are of institutions recognised as such where on Slip page 20 of instructions for filling up individual Slip (para 45) it has been stated that even friends living together are also to be treated as institutional households. In my opinion two such unrelated friends living together should not be treated as institutional households. They should only be treated as an ordinary household if they are eating together and as two single member households if they are not eating together. Large number of such cases are met

with on the actual field. I feel the instructions on page 20 of the instructions of individual slip should be suitably amended to clarify the situation.

In this pretest houselist operation took about 3 to 4 working days of the enumerators. In actual census this operation (houselisting) has to be completed well before the training of enumerators starts. In 1960 it was scheduled to be completed by the end of June 1960 but dragged on to October 1960 whereas in 1970 it was started in early 1970 and proposed to be completed by March 1970. This period of February-March apparently is a busy period for the teaching profession and we cannot make use of this agency for this purpose. Of course, mostly we make use of the Patwar agency and the municipal staff for this purpose and it should not create any difficulty. If somehow the teaching community is to be involved into this operation this aspect of examinatoins during the period has to be kept in mind.

Household Establishment Schedule :

The number of establishments as found on the field has been rather small. This is perhaps because of smaller number of household establishments in the villages and because of the limitation of concept limiting the establishment within the house itself in the urban areas. To this extent it is correct. Yet the information on two points -- finances and average daily number of worfers — was more of a guess work of the respondents.

In column 7 of Establishment Schedule the column heading itself should indicate that it relates to industries and not to trading concerns.

* * * * *

Individual Slip:

In general there was not much difficulty in obtaining information for the individual slip. Questions relating to workers did require a lot of hammering into the heads of enumerators, but, once they picked up, it was a smooth sailing except minor difficulties here and there.

* * * * *

As regards questions 10 and 11. common experience was that when the enumerator asked about literacy of a child aged 6, 7 or 8 years the respondent gave the reply that the child was studying in class I or II. In such cases some of the less efficient enumerators did not make any further probing and recorded him as literate. Just as we have given further probing for birth during last year on page 29 similar illustrating question for further probing may be added to instructions for question 10 on page 28, particularly in cases where the reply regarding literacy of the child is that he is studying in class I or II.

* * * * *

Question 14A has a reference to Question 12 and 14B has a reference to question 14A. This means question 14B is not applicable if there is 'no' in question 12. In two cases our two enumerators asked this question 14B to persons who had given a no reply in Q. 12 and the reply given to 14B was different than the reply given in Q. 13C. The respondents pointed out that they had been seeking job and making best efforts for it in the early part of the year and during years prior to that. But of late they had decided not to seek any job. The reason given was that one wanted to devote intensively to agriculture whereas the other was planning to start his own business. In such cases this part of the information of 14B is missing if we corelate it to 14A. Hence question 14B should be an independent question.

On page 64 it has been provided that question 13C should be asked from all persons shown as non-workers. This some times creator a ridiculous situation when the enumerator not of that 'intelligent calibre' asks this question for infants or very aged persons. There appears to be no way out

because we cannot put any age constraints and sex constraints for this question but this aspect does need some consideration.

Sample Slip :

* * * * *

Question 5 of the sample slip posed certain problems. We can make some improvement if we put the question relating to living children first and number of children ever-born after that. So this part (b) and (c) of question 5 should be inter-changed. In case we switch over to Area Sampling instead of Household Sampling perhaps it may be possible to get the assistance of some lady enumerator which may be more helpful for this question.

Similarly question 6(b) also posed certain difficulties. In many cases the households have no information whether a birth has been registered or not.

——:0:——

ANNEXURE III-A-2

REPORT ON SECOND PRETEST OF CENSUS 1981

GENERAL :

Soon after I joined the organisation and got busy with reorganizing the Directorate with a view to gearing it up to face the gigantic task of Census 1981, Head Office announced the second protest placing it in the first fortnight of June, 1979.

2. **Selection of Blocks.**—Apart from the fact that June was not very suitable month for field operations (as conceded in the HO communication itself) we had further constraints in our choice of books in view of the facts :

(i) that elections were being held in almost all the municipal bodies in June and this envisaged fullest preoccupation of their staff ;

(ii) that instead of actually having a fair mixture of various types of rural and urban areas that could be representative of the State we had to select such place as admitted of easy accessibility for benefit of supervising agency ;

(iii) that there was little time to personally visit the urban and rural blocks as selected for the exercise and, therefore, reliance had to be placed in the data in hand with us (as it turned out latter, certain selections were not in the shape in which we had projected them from 1971 figures before us).

Within the above constraints we finalized 5 urban and 5 rural blocks as listed out in the enclosure (as announced to Annexure I).

3. **Involvement of State agencies and nomination of enumerators.**—Secretary to Government Punjab, Local Government Department (who dealt with Census as subject in the State) was suitably addressed and field officers concerned, namely Deputy Commissioners, SDOs (Civil), Executive Officers/Secretaries of Municipal Committees/ Notified Area Committees were brought into picture. They were requested to depute two enumerators per block (one to be a standby) who preferably were adequately qualified and experienced.

Since it was the first communication on the subject and there was little built up for census campaign, as such response thereto had, in certain cases, to be obtained on personal contact.

Four TOs and one SA who had experience of 1971 Census were deputed to the field to cover the operations. They had to keep continuously in camp and frequently employed both the enumerators, since the day temperature did not permit work on long and regular hours.

4. **Honorarium for Enumerators.**—The expected problem was posed by the enumerators. They wanted to ascertain the honorarium and in turn assess its adequacy. Since it was one census official facing up four government employees posted as enumerators, a personal equation was struck and they were prevailed upon to work for "love of labour" predominantly.

The impression gathered on this score is that at the time of Census not only we have to announce remuneration but that has to be really adequate. Taking into consideration the consistently rising prices and salaries of these incumbents, I would place the minimum at Rs. 100 to be somewhat attractive to get work from them with their heart in it. In this affluent State they may look at Rs. 25/- (plus minus) as a pittance.

5. **Publicity.**—An attempt at publicising the pretest was made and a press note

accordingly was issued, as added at Annexure II. It was gratifying to note that its use was made by the All-India Radio Chandigarh in its local news broadcast to Punjab and a couple of vernacular papers also carried the news item. However, English papers ignored it.

Herein lies another impression that to have press notes seen in print, it would entail necessarily certain investment in the newspapers by way of paid advertisements.

During the actual operations, however, it was a pleasing impresson to see that the people and the enumeration knew this 10 year exercise and were not in any way, taken aback when approached.

6. **Pretest Progrmame.**—The following programme was observed :

(i) 4th June to 6th June. : Preparation of notional maps, house-numbering and houselisting.

(ii) 7th June to 18th June: Canvassing of household schedules and individual slips.

(iii) Night of 18th June : Coverage of houseless and floating population.

(iv) Sun-rise of 19th June : Reference point.

(v) 19th and 20th June : Revisional round.

7. **Translation of Forms/Schedules.**—Punjabi being the official language of the State, this Directorate had to translate the forms/schedules. To be sure about what had been done, these translated schedules were got approved from the Punjabi Translation Cell in the State Language Department. (In fact, this is a "must" to avoid criticism for wrong translation in such schedules, which could be easily picked up for controversy by vernacular press in the State).

The rather bulky instructions for the enumerators were also translated into Punjabi but could not be got vetted from the Language Department because of lack of time and the volume of work involved. These copies were hand-scripted and made available for use in the field where needed. However, enumerators could follow the instructions from English booklets.

8. **Enumerator's Instructions.**—While on the subject of instructions for enumerators, a major observation is that the instructions as compiled in a big volume, could not and would not attract a "volunteer" employee to pursue them. These instructions are comprehensive and all inclusive for the total operations from A to Z and conveniently form a reference book. Principally, that is the idea. But when an enumerator has to operate in the field he would need simplified and direct instructions. These ready-recknors have been unofficially drawn by the office and it was found that enumerators mostly relied in them.

It is understood that the instructions are issued topic-wise at the time of Census but even that volume also becomes bulky.

If the enumerator has at any point of time not to pursue more than 4 to 5 closely printed sheets on any one aspect of census and could get at them without having to finger through a big volume, I believe, the change would be welcome.

Principally this can be achieved by excluding examples and illustrations and even the objective for a particular schedule or form or a question and surely the copies of various forms and schedules that are attached in these volumes. This is for consideration.

9. **Supervision.**—The TOs and SAs as deputed got through with their men on 26th and 27th May and trained them. They reported at the block(s) on 3rd June onwards for supervising the operations and

enabling the enumerators to bring their records uptodate.

Two ADCOs (Tech) went round all the 10 blocks not only to supervise the operations but also to boost up the morale of the staff engaged in the pretest operations.

II. Observations in Forms and Schedules :

By and large the forms and schedules were found to be operation-worthy. Where a question appeared to be sensitive or provocative (like asking for handicapped in a house), I am given to understand that the proposition had been considered at length in the Data Users Conference after the First pretest. Therefore, I would not touch this part of the proposition. It would be out of time to suggest any major alterations in the schedules and forms and the questions contained thereupon. They have been the product of thorough deliberations and real requirements by data users and have been test checked in light of the practicabilities on the spot.

10. **Preparatory work in the field.**—Identification of the blocks, preparation of lay-out sketches and notional maps and numbering of every house in a systematic way, as expected, proved slightly difficult for the enumerators. Those who were thoroughly familiar with the topography of the block, could proceed with some idea but others had to be trained. This part of the training during our programme would need proper emphasis.

11. **House numbering.**—During house-numbering operations the enumerator usually proceeds on the assumption that he had only to net the compact village habitations and could ignore houses built in the farms and near the tubewells in the rural areas. This would need proper hammering in at the relevant time.

Even though some exercise for permanent house-numbering was done in the towns in 1971 census, the metallic house-numbering plates could not be made use of due to the local authorities having fixed new plates. and or the rapid changes in the shape of new constructions. In the rural areas very few permanent plates were found intact.

The process of numbering had to be done afresh in Geru/chalk. This will have to be kept in mind.

Considering the time gap between the houselisting and actual enumeration that may be around 9 months to one year, use of paint or some such quasi-permanent material shall have to be envisaged at the time of regular census.

12. **Houselisting.**—The definition of "building" and "Census house" as expected, continues to baffle the enumerators for want of its conceptual understanding and flexibility of its application from place to place and use to use.

Household Schedule :

13. **Household Particulars.**—(Part I): In the case of "houseless households" columns 1 to 8 of phase II of Part I become automatically redundant. May we not have a separate household schedule for this category ?

Questions No. 1 and 2 regarding the ownership of the house and additional ownership of houses outside, disturbs the individual and not infrequently he gives a motivated answer. The affluent thinks of taxation while the poor imagines possible allotment. The results, therefore, have to be viewed in this element of uncertainty.

Question No. 5. What should be shown if a single room is occupied by more than one households ? Shall it be 1/2, 1/3, and so on ?

Question No. 6 . Married couples on first impulse are thought of couples of reproductive age group and so there is likelihood

of the enumerator not catching up with the grand-parents. This would need to be impressed upon.

Part II : Population Record :

For abbreviations used for 'marital status' we might as well spell them out in the space available in the column itself.

In the columns Nos. 14, 15, 20, 21, 28, 29, 34 and 35 where answers to Questions No. 14 (b) and 16 in the Individual Slip have to be reproduced, it is suggested that we may continue with the Code Nos. This will facilitate the easy flow of the enumerators.

14. **Individual Slip.**—Serial numbering of the enumerators' pads should end within an enumeration block and not run for the entire charge. The latter will make the numbering unwieldy and its repetition can result in digital mistakes.

Question No. 3 : Sex should come after question No. 1 and in fact in the same line, since it is more workable to classify the sex just after one's name.

In Questions Nos. 5 and 9, the abbreviations for marital status and religion respectively, may be spelt out on the vacant space on the slip so that the enumerator has not to look into the instruction book every time.

In Question No. 11, it will be more workable and natural if Code No. 1 is given for literates and 2 for illiterates. Correspondingly, we may give Code I for those who attend schools and colleges.

Question 14 : Unless it is a final decision that major part of the year has to mean 183 days as a minimum it is felt that a large chunk of regular workers may not be enumerated correctly. Firstly, it is not easy to maintain a record of actual preoccupation in agricutlure. labour, business or trade and secondly this would even show a "real" regular employee with less than 183 days, as a marginal worker. Some further thought is necessary in this respect.

Question 15(b) Secondary Work: People in this part of the country are not vocal about the secondary work. Hundreds of women at Amritsar and Ludhiana, apart from household duties, are engaged in making a handsome earning by embroidery on woollen garments and finishing of hosiery goods but they are not inclined to disclose it. Similar is the case of low paid government servants engaged in sellng magazines or imparting tuitions, etc. The picture which is obtained consequently, and particularly without any sufficient probe on the mere statement of the individual, is bound to be misleading. This needs a second look.

Question 16 : It should not be universal. It needs to be restricted to the workable age, say 15 to 59 years or so.

Individual Slip (Sample) :

In Question No. 3, two more reasons need to be added in code viz. (i) due to partition of the country and (ii) migration of the child after birth. . This is relevant in this State where people still have an idea of partition and where certain customs still exist for the woman to deliver the first child at her parents' house. These two sets of specific migration reasons are not of the general type mentioned therein.

In the lay out of the format, the questions concerning migration may be in one row on the left half and for fertility on the right half.

Before I conclude I may add a word of appreciation for the co-operation and assistance I have received from my colleague officers consisting of Deputy Director and two Assistant Directors as also the four Tabulation officers and Statistical Assistants who covered the operational aspect and later gave me the benefit of discussions to formulate this report.

D. N. DHIR,
IAS,
Director, Census, Punjab.

July 14, 1979.

ANNEXURE III-B-1

Re: Tour of districts

Objectives: Objectives for the tour are to ensure :

(i) that the various census officers in the field have, consequent upon our despatch of circulars and other communications till date, commenced action;

(ii) that the nucleus census offices have been set up, wherever sanctioned;

(iii) that the co-operaton from other departments, who have to supply personnel, is forthcoming in adequate measure;

(iv) that the key offices in the State hierarchy commence transmitting compliance report; and

(v) that the charge registers for house-listing are completed with tentative allocation of personnel by the 15th of November at the latest.

2. **Essential Papers.**—The officers and senior staff so deputed to the districts shall move out with :

(i) complete set of circulars and other communications so far issued by the Directorate (with adequate number of spare copies for supply where the receipt had been defaulting);

(ii) jurisdictional maps of the tahsils as compiled in the Map Section so that identification and coverage of area is ascertained ;

(iii) copy of DCH of the district concerned; and

(iv) list of villages in Sub. DS.

3. **Arrival and action for inter-district touring.**—Information about the arrival has been sent to the DCOs concerned. From thereafter the touring officers will :—

(i) *inform the next officer* (on call through telephone or local messenger) about visit and stay, where necessary;

(ii) arrange through district officers for short notice meetings of local charge officers, where they could be so collected; and

(iii) request for transport, if and when available, with the visiting officers on courtesy for internal movement.

4. **Meetings/Visits.**—Apart from meeting the DCOs (GAs), CCOs (ACs of Corpns) and ADCOs (DSOs) at their offices, visits to the SDCOs (where the local charge officers may be called) and any EOs/Secys. of sizeable municipal committees should also be made. Attempts should also be made to cover the NTs of independent sub-tahsils.

The PCOs (DCs and Commrs of Corpns) should be paid courtesy call and briefed about the action expected or taken by the various officers in the hierarchy.

Important.—The names, addresses and telephone Nos. of all the officers as physically conferred with (or as ascertained) may also be collected for future reference).

All are advised to have a fair measure of patience in case the receiving end is busy with alternate urgent work. One could even repeat a visit after a pre-fixture so that some preliminaries are through with the receiving officers and the discussions

are fruitful. The objectives mentioned above should never be lost sight of.

Since there will be difficulty in local transport, there should be little hurry in speeding up coverage and all are advised to go slow, but always to ensure that the purpose is achieved.

In the meetings which should have to be action-oriented, it should be ensured that the work is taken up in hand and where it is already in hand that it proceeds without any bottlenecks and is accomplished as per the target.

5. In particular, various items for spot consideration, would be as follows :

Circular No. 1, dated 14th July, 1979 :

Whether the hierarchy has been fully understood.

Whether the census schedule is intelligible to the various key officers, particularly the charge officers.

Circular No. 1A, dated 28th July, 1979 :

Whether the Census Act has been perused and responsibilities understood by the officers.

Letter dated 4th August, 1979 :

Whether data for Town Directory has been sent. (Defaulters may be listed to the DCOs and SDCOs. Mention may be made about work connected with Village Directories).

Letters dated 4th August and 18th September, 1979 :

Whether nucleus census offices have been established at the district and sub-divisional Headquarters, Corporations and the three MCs of Batala, Pathankot and Patiala (Defaulters should be pointed out).

Circular No. 2, dated 8th August, 1979 :

Whether "Special Areas" have been identified and charges created. Whether appointment letters for special charge officers have been issued. This may be ensured.

Letter, dated 5th September, 1979 ;

Whether the NTs incharge sub-tahsils have started functioning as charge officer as per our instructions.

Letter, dated 10th August, 1979 :

Whether the Corporations and bigger MCs have created sub-charges and appointed charge officers thereupon.

Circular No. 3, dated 19th September, 1979 :

Whether the jurisdictional maps as received by SDCOs have been corrected and further drawn up in fragments as per the charges.

Important :

Whether a copy of the corrected map has been returned to the HO.

Whether the SDCOs/Charge Officers are clear about the houselisting blocks. (It should be explained at length).

Whether the lists of employees of other departments meant for appointment as supervisors and enumerators have been prepared. (Any bottleneck therein should be sorted out).

Whether the charge officers are clear about the appointment of enumerators for 2 blocks in urban and 3 blocks in rural areas while keeping the identity of blocks separate and intact.

Whether the supervisory officials are of sufficient seniority in comparison to enumerators whose work they are to supervise.

Whether provision has been made for 10 per cent 'reserve' in both the categories of supervisors and enumerators.

Whether the proposed period of March through April would suit the supervisor/enumerators for houselisting operations.

Whether in addition to Punjabi, any quarters would like instructions/forms/schedules in English/Hindi. (If so, rough idea; though we have not to encourage it).

Circular No. 3A, dated 26th September, 1979 :

Whether DCOs and SDCOs have obtained copies of DCH Books for reference.

Whether any idea can be collected about the number of supervisors and enumerators proposed to be engaged in every Sub-Division at this stage. (Collect Number).

Whether the SDCOs are clear about drawing predominantly on patwaris in the rural areas and Local Govt. employees in urban areas for the houselisting operations, to be assisted to the extent necessary by Gram Sewaks from the Development Department and Teachers from the Education Department.

Circular No. 3-B, dated 15th/25th October, 1979 :

Whether the SDCOs have tallied the list of villages with the villages indicated on the map and whether distribution amongst the charge officers has left out nothing and nothing has been duplicated (This should be scrupulously ensured).

Circular No. 3C, dated 13th October. 1979 :

Whether the charge registers as received by the SDCOs and CCOs, have been further distributed to the charge officers.

Whether the number of registers is sufficient for the local needs or there is shortage or surplus. (Either side, it should be ascertained).

Whether the charge officers are clear about the instructions in Circular 3C in filling up the charge registers. (These should be explained).

Important :

Whether they have realised the importance of the certificates they have to give on the charge registers for proper deployment and fullest coverage.

Letter dated 12th October, 1979.

Whether the concerned MCs have taken notice of our requirements for determining urban agglomerations and sent suitable and correct reply to our communication.

Whether the local SDCOs, CCOs and Charge Officers have any idea of proposing new urban agglomerations. (If so, details therefor, if

possible the place may also be visited).

The above is indicative and could be further supplemented in light of the points that we have indicated in our communications.

6. During this intensive touring a frame for training schedule may also be drawn up in consultation with the concerned officers, and idea may be gathered as to the trainers with the officers of DSOs and our own Directorate.

Training and Meetings :

Tentatively, I am inclined to :

(i) call a meeting of the DCOs towards the end of November, by which time houselisting registers shall be ready;

(ii) hold meetngs of DCOs. ADCOs and SDCOs at the Divisional Headquarters towards the middle of January, 1980 ; and

(iii) commence training for houselisting from mid-January to mid-March.

The touring officers shall ascertain suitability of the above dates and venues of meetings while in discussion with various census officers in the field.

7. An idea may also be formed about the field officers as to who could deliver the goods in the normal course and who would need consistent prodding. (It is adviseable that a touring officer draws up his impression of people and problems at the end of each day, for reference during discussions later at HO).

It is emphasised that with only information about commencement of tour and the first officers to be contacted, it is an open tour for its duration and permissible expenses for local journeys etc. Where necessary I could be contacted on telephone for any guidance or clarification. Two to four days in each district. to my mind. should be adequate in ensuring compliance to the multiple assignments. But the major consideration is accomplishment of the works entrusted.

(Sd.)

Director.
17th October, 1979.

* * * * *

ANNEXURE III-B-2

Districtwise distribution of the staff for Houselisting Operation

FIROZPUR DIVISION:

1. Firozpur District

1. Shri D. P. Jain, SI.
2. Shri Pawan Kumar, Computor.
3. Shri Narinder Singh, Computor.
4. Shri J. S. Negi, Computor (SRS).
5. Shri R. K. Gupta, Assistant Compiler.
6. Shri Jagat Bhushan Sharma, AC.

2. Bathinda District :

1. Shri A. S. Dhillon, TO.
2. Shri Raghbir Singh, SA.
3. Shri S. K. Joshi, Computor (SRS).
4. Shri Varinder Singh, AC.
5. Shri Jaswant Rai. AC.

3. Faridkot District :

1. Shri Pars Ram, TO.
2. Shri Major Ram, Computor.
3. Shri Himmat Rai, AC.
4. Shri Meeka Singh, AC.

JALANDHAR DIVISION :

4. Jalandhar District :

1. Shri J. C. Kalra. Deputy Director.
2. Shri N. S. Bhadauria, TO.
3. Shri Bireshwar Chander, SA.
4. Shri H. S. Sudan, Computor.
5. Shri Vidhu Ram, Computor (SRS).
6. Shri Santokh Singh. Computor (SRS).
7. Shri S. P. Goel, Computor (SRS).
8. Shri Laik Singh. AC.

5. Kapurthala District :

1. Shri J. C. Kalra, Deputy Director.
2. Shri H. S. Dhingra, SA.
3. Shri Prem Chand, Computor.

6. Amritsar District :

1. Shri G. S. Pabla, Assistant Director.
2. Shri K. P. Sharma. SA.
3. Shri S. C. Bassi, Computor (SRS).
4. Shri Mohinder Paul, AC.
5. Shri L. S. Panchhi, AC.

7. Gurdaspur District :

1. Shri G. S. Pabla, Assistant Director.
2. Shri Vishwa Mittar. TO.
3. Shri Azad Kumar, Computor.
4. Shri Mansha Ram, Computor.
5. Shri I. C. Garg, AC (SRS).
6. Shri Ram Pal. AC.

8. Hoshiarpur District :

1. Shri G. S. Gill, SI.
2. Shri Balbir Singh, Computor.
3. Shri Jai Dev, Computor (SRS).
4. Shri Parkash Singh Saini, AC.
5. Shri Harcharan Singh. AC.

PATIALA DIVISION :

9. Patiala District :

1. Shri R. K. Singh. Assistant Director.
2. Shri G. S. Bhatia, SA.
3. Shri Malkit Singh, SA.
4. Shri Parkash Sharma, Computor.
5. Shri T. L. Garg. Computor (SRS).
6. Shri Sardha Ram, AC.

10. Rup Nagar District :

1. Shri R. K. Singh, Assistant Director.
2. Shri Charan Singh, TO.
3. Shri P. S. Jangu, Computor (SRS).
4. Shri Harbans Singh, AC.

11. Sangrur District :

1. Shri R. K. Singh, Assistant Director.
2. Shri Vinod Mammik, Computor.
3. Shri A. K. Jindal. Computor (SRS).
4. Shri Rajpal Pathak, AC.
5. Shri R. K. John, AC.

12. Ludhiana District :

1. Shri J. C. Kalra, Deputy Director.
2. Shri A. K. Mongia, Hindi Translator.
3. Shri Munishwar Sharma, Computor.
4. Shri Nasib Singh, Computor (SRS).
5. Shri Sham Sunder Saini, AC.
6. Shri R. P. Singh. AC.

List of reserve members who can be called upon in the field in emergency at any time by the above district incharges.

1. Shri Surinderjit Singh, Geographer.
2. Shri Jiwan Singh Gill, Artist.
3. Shri Madhav Shyam, Senior Geographer, Joining course at Delhi.
4. Shri K. C. Sethi, Computor.
5. Shri Joginder Singh, Computor.
6. Shri Harjeet Singh, AC. (joined on 18-2-80).
7. Shri V. K. Mehta, AC.
8. Shri Gurmukh Singh, AC.
9. Shri H. P. Sharma, AC.
10. Shri Ram Parkash, LDC.

ANNEXURE III-B-3

Tour notes from 7th April, 1980 to 18th April, 1980.

To supervise the field operation of houselisting/enterprise listing, I visited all the district Headquarters during this span (except Rupnagar which has been fixed for 23rd).

My objective for the statewide tour was to review the progress of the work with our teams posted in the districts as supervised by the Deputy/Assistant Directors, the GAs (as District Census Officers) and District Statistical Officers (as Additional District Census Officers). After reviewing the progress of each charge/sub-division at length with them, I also met the DCs (as Principal Census Officers) and the Commers. of the Divisions. There were very few bottlenecks which were attended to. The concerned were also briefed about the action that had to commence soon after the completion of the field operation.

By and large, the progress has been as per our schedule and the staff has put in admirable efforts. Some of them were spoken of well by the district census hierarchies which was very heartening.

Brief notes are given below for action, where necessary :

(1) **7th April, 1980: Patiala: 3.30 P.M. :**

Shri R. K. Singh, DD explained the progress. Present in the meeting were DC, GA, DSO and EOs MCs Patiala and Samana. Meetings at charge level by COs with the supervisors are being held every week wherein enumerators' work was also scrutinised and guidance afforded, where necessary. In the meeting with the SDMs and other revenue officers on 10th April, 1980, DC had emphasised upon the work according to schedule for census. Next review meeting was fixed for 21st April, 1980 which shall be attended by the DD, who will brief the DC earlier about his assessment of the work.

The work of EO, MC. Patiala needed particular attention and DC was requested to see that SDM Patiala ensured adequate progress there.

(2) **8th April, 1980 : Sangrur : 10.00 A.M. :**

In the review meeting Shri Singh, DD explained the progress in presence of DC, GA and DSO.

DC had in the monthly meetings earlier, emphasised the need for maintaining the schedule of progress for census work in the district, upon SDMs and revenue officers. Patwaris had to commence the work on conclusion of Girdawari after 10th April and the DC had bid them to do it consistently for a week thereafter so as to conclude the work at the earliest. The review meetings are being held by the COs with the supervisors and by the SDMs with the COs. DC had fixed next review meeting with SDMs on 19th which will be attended by the DD, who will also brief the DC about his information of progress.

MC Malerkotla was slightly behind the schedule because of incompletion of some block maps and the DC had called EO over that evening for emphasising upon him the need for adequate and speedy action.

(3) **9th April, 1980 : Bathinda :**

A. S. Dhillon and other staff from the directorate explained the chargewise and sub-divisionwise progress. Later the progress was reviewed with Shri Tomar, DD, GA and DSO and finally with DC.

The deployment had been total and work was progressing in all the charges according to schedule. DC had fixed up

review meeting on 21st which DD would attend.

The work in the local MC had been admirable and they have been taking pains.

Some of the other points/decisions are as below :

(i) There is sizable military area round Bathinda town. None of it falls in the jurisdiction of Bhatinda town. The presence of civil population in the army area was also not there. What is understood is that the whole area was under military control. There was, however a mention about a regular Cantonment being declared shortly. If that happens and EO CB is appointed, we will have to take cognizance of it. DD and GA were asked to ascertain this at the earliest.

(ii) All the outgrowths shown in Bathinda Agglomeration in 1971 census have since been covered in the extended municipal limits except for Model Town. This is an area developed by the directorate of Urban Development, Punjab and is within the municipal limits. Papers for its amalgamation within the municipal area are under process. Till such time as this is merged, it shall form the only component of Bathinda agglomeration.

(iii) SDMs of Mansa and Rampura Phul have since been transferred and the new incumbents were not conversant with census work. DC was requested to address them demi-officially for immediate association with census work so that the tempo of progress in these sub-divisions is not retarded because of this change.

(iv) In those parts of the MCs where house numbering is being done afresh, the EOs should be able to affix permanent number plates. Such expenditure is valid as conveyed by the Director Local Bodies already. DC promised to issue suitable circular. (We should also issue such a circular from here to local bodies through Director Local Bodies).

(v) Shri Tomar, DD has set up camp office in Sainik rest house which is in the Civil Lines in the complex of district courts. As to whether an RTO has to be set up there, shall be discussed later in the meeting with DDs after the conclusion of the present field operation.

Bathinda may be recording a population of over 1 lakh consequent upon information collected in houselisting operation. If that comes about there is a valid case for appointment of wholetime census clerk in the MC. This action should be initiated by DD(F) at the appropriate time.

(4) 10th April, 1980 : Faridkot: 9.30 A.M. :

Progress was reviewed with DD, Shri Tomar, GA and DSO. It was found that by and large work has commenced satisfactorily in all the charges. The recalciterant patwaris at Muktsar had ultimately taken the documents and promised to commence work with the conclusion of Girdawar being done.

Luckily the visit coincided with the holding of revenue officers meeting by the DC and so I attended the same. A couple of tehsildars pointed out of repeated difficulties. The following points were made by me in my conversation with the revenue officers :

(i) The teachers who were deployed in vast number, would like to

return the material after house-listing/enterprise listing before they proceeded on summer vacation in the third week of April and, therefore, it was necessary that the charge officers should be geared up for receiving the duly filled up material.

(ii) At the time of such receipt the roster for payment should be updated so that there is little difficulty for calculating the honoraria and making the payments thereafter. It was explained that the quantum of work should be indicated against each enumerator's name since the payment is supposed to be made pro-rata.

(iii) Even though patwaris have started the work late, they should be able to complete it at the earliest because of their being conversant with the area. No extension should be allowed for this purpose.

(iv) The tehsildars and NTs and other COs should also supervise the field work, though the staff from this directorate and DSO office had been and will be supervising it to ensure proper quality in the work.

(v) COs should keep up weekly meetings with the supervisors associating census staff so that no sector lapses.

The DC fixed 22nd for review meeting with SDMs and DD would brief the DC well in time about slackness in any sector. (The above points were emphasised by me upon all concerned during this tour).

(5) **10th April, 1980 : Firozpur (AN) :**

Jain Investigator with the staff explained the progress in the district soon after my arrival. He had in fact just been coming out of a review meeting held by the SDM Firozpur with the COs there. (It was learnt that the staff from the DF & S Department had not commenced work and the SDM had taken upon himself to ginger up the defaulting men).

I reviewed, the position with Commissioner, Firozpur Division and later with DC. The next review meeting with SDMs by DC was fixed for 23rd which will be attended by DD.

Later in the day reviewed chargewise progress with DD, GA, DSO and SDM. The officers are hopeful for keeping up the schedule.

DD was requested to lay emphasis upon Mansa, Bathinda, Fazilka (Firozpur) and Muktsar (Faridkot) sub-divisions in the Division.

(6) **11th April, 1980 to 13th April, 1980 : Amritsar .**

On way to Amritsar, at Harike reviewed the position with Shri Pabla, AD who had been at Jullundur for 3 days and learnt that the things were on proper gear, which threatened to go astray for want of our representative(s), at Jullundur.

At Amritsar, reviewed the position of work in Municipal Corporation with AC (Shri Harbhajan Singh) and AD Shri Pabla. Things therein were found to be progressing according to schedule and being done in proper and systematic way. Meetings are being held regularly, apart from the AC supervising field operation in surprise checks. Deployment has been complete.

Later reviewed the position of the district with AD and staff and the GA. The DC had called the monthly review meeting on 15th when he would be emphasising upon SDMs and other revenue officers for work of census according to schedule.

AD had visited most of the places and had found the work progressing satisfactorily. All the sub-divisions were covered by the representatives from this directorate as also from DSO office. In review with DSO on 14th impressed upon the need for thorough supervision of enterprise listing in the Corporation area.

Discussed the progress with DC (on 13th) and made the various points mentioned above emphasising the need for close supervision of the field operations and their conclusion within the schedule.

DC has fixed up final review meeting with SDMs for 25th when he hoped to conclude the work. AD will attend the meeting and will apprise the DC well in time about his information of progress of work.

(7) **14th April, 1980 : Gurdaspur (FN)**

In the meeting attended by DSO, GA and EO, local MC and census staff reviewed the position as detailed by Shri Pabla, AD who had visited the various sub-divisions/ charges in the district. It was found to be progressing satisfactorily. Emphasised the various points for receiving the papers in time, updating the payment rosters, supervising the operations particularly enterprise listing, holding of regular meetings, etc., upon those present and asked the GA to issue instructions to all COs accordingly.

DC was unavoidably away but the next review meeting with SDMs was fixed for 28th when the district officers are supposed to conclude the work. AD would attend it.

(8) Jalandhar : 15th April, 1980 :

Reviewed the progress with EO Municipal Corporation and GA. Shri Grover, DD also joined.

The work in the Corporation was in progress satisfactorily. Meetings of enumerators and supervisors of each charge had been called every day to scrutinise their work and to review if there were any bottlenecks. In deployment the workload to supervisors was found to be rather high but keeping in view the fact that most of the supervisors are Corporation's employees, it was appreciated that the supervision would be good and thorough, though time-consuming.

(The progress again came up for review on 15th with EO when DSO was also present. Need for careful economic listing was emphasised and EO municipal corporation was requested to extend all co-operation to the staff of SDO office). Later discussed the progress with DC who assured that the work would be completed well in time. Next review meeting was fixed for 25th by him with SDMs which would be attended by the DD. GA was asked to issue instructions to the SDMs to ensure that weekly review meetings were held regularly by the SDMs with the COs. Particular attention needed to be paid to Nakodar and Nawanshahr where fresh deployment to replace the patwaris had to be made.

Later discussed the progress with the Commissioner, Jalandhar Division.

(9) **16th April, 1980 : Kapurthala (FN) :**

Review was held in the meeting with DC, newly appointed GA, DSO and staff from this directorate. Shri Grover, DD and Shri Pabla. AD also participated.

The progress was reported to be satisfactory in all the sectors. In fact the DSO had brought the whole thing on systematic lines and was monitoring progress carefully.

EO Phagwara was reported to have proceeded on leave and DC was requested to ensure appointment in favour of Superintendent as CO. Later DD and AD, after visiting Kapurthala, reported that things were moving satisfactorily there.

DC had called the next review meeting on 21st AN which the DD would attend. They will be well on their way to conclude the work by them.

(10) 17th April, 1980 : Hoshiarpur :

In review meeting at Hoshiarpur with the newly appointed DSO, GA and our officers, Shri Gill, investigator detailed the progess. (DC was unavoidably away).

It was appreciated that the work was progressing alround satisfactorily.

GA was asked to issue the instructions as mentioned above to the COs for gearing up the machinery to receive the documents as also updating the roster etc. etc. It was particularly emphasised upon the new DSO to ensure his fuller scrutiny of enterprise listing as possible which was fairly well extended.

It was projected that the population of Hoshiarpur MC may cross 1 lakh mark in which case as in favour of Bathinda above, the post of a wholetime clerk in the MC needs to be created. DD would move for action in time.

(Since Shri Grover had joined afresh it was considered expedient to circumscribe his jurisdiction in Jalandhar Division to Jalandhar, Kapurthala and Hoshiarpur districts and leave Amritsar and Gurdaspur districts for supervisions with Shri Pabla, AD. The final shape of things shall be determined on the conclusion of the current operation. Shri Grover had visited all except one or two sub-divisions in these three districts during my stay there, in company with Shri Pabla and other representatives of this directorate in various districts.

He felt handicapped for want of any staff member at Jalandhar and DD(H) was requested to see that at least two such experienced officials reported to him for deployment in the sub-divisions to help conclude the operation satisfactorily).

(11) 18th April, 1980 : Ludhiana :

Progress in the corporation was reviewed with DD, Shri Singh as assisted by Shri Bhadauria, TO, in presence of Shri Gurdarshan Singh, AC. (Commer. of the Corporation has still to join). DSO was also present. Chargewise progress was seen.

Unfortunately, in this town the magnitude of work could not be projected correctly at any stage. Even now the house-listing blooks are reporting phenomenal increase in certain parts. Deployment difficulty that commenced at the beginning was still persisting. However, it was made clear to the participants that no fresh deployment shall be solicited at this stage and recourse should be had to increase the workload with the enumerators/supervisors. A very small number (72 out of 535) enumerators were still awaiting deployment and this shortage shall be made good by adjustment of enumerators with the neighbouring wards under other charge officers.

The District I/C and DD have been working with fullest zeal and considering the problems of this biggest town in Punjab which might cross one million mark the progress was good and it is hoped that we will keep up the schedule.

The meeting was also attended by Shri Grover, DD and Shri Pabla, AD, and a comparative comparison of progress in other parts of the State was also made possible.

Later discussed the progress of the remaining district with these officers. It was gratifying to note that the things have been moving according to the schedule.

Thereafter the progress was discussed with DC, Ludhiana in presence of SDMs, Samrala and Khanna and officiating GA. In view of the progress as reported it was not considered necessary to call the SDMs for another review meeting but the DC would obtain the progress on 22nd. DD. Shri

Singh was asked to discuss the progress as monitored by him with the DC on 23rd or so.

In the case of Municipal Corporation, the DC (who was holding the officiating charge of Commer. of the Corporation) was requested to call a meeting with the AC and COs so that any bottleneck that may appear, may be removed. Shri Singh, DD shall get that fixed up and attend it. Even though he has to look into the other districts and charges in the Division, he was advised to put maximum attention to Ludhiana Municipal Corporation, where DSO was also requested to see to the maximum scrutiny of the enterprise listing during the operation to the extent possible.

The Deputy Directors (Field) and the representatives of the directorate in the various districts were asked to keep up the supervision and contacts with the census officers in the district hierarchies and ensure conclusion of the operation within the schedule.

We could take stock of things on 2nd and 3rd May. Till then their activities would lie in the field.

Sd.
22-4-1980.

ANNEXURE III-B-4

Tour Programme of Shri D. N. Dhir, IAS, Director, Census Punjab. for January, 1981.

I leave Chandigarh on Wednesday, the 14th.

In the first hop I will stop at Rupnagar (FN) for discussions with GA and DC. G. S. Gill, AD, will precede me for the spade work.

I will stay at Nangal on 14th night and while there, study the inhabitation on HP border.

On 15th (Forenoon) I proceed from Nangal to Hoshiarpur and hold similar discussions with GA/DC. Gill will also cover me there since he has knowledge of Hoshiarpur district. (He may return to Ludhiana thereafter).

I reach Jalandhar on 15th (AN) and on 16th (FN) visit Kapurthala and in the afternoon hold similar discussions at Jalandhar DDJ would attend to me there.

I would stay at Jalandhar on 17th. On 18th, I proceed to G. N.

On 19th (FN) I hold similar discussions at Gurdaspur with GA and DC. Pabla AD should precede me for the spade work and necessary appraisal. I reach Amritsar on 19th (AN) and on 20th I hold discussions for Amritsar Corporation and the district with the concerned officers. Pabla AD will attend to me.

On 21st I proceed to Firozpur and hold discussions with GA and DC there. Dhillon CTO may adjust his programme suitably so that he is available to me there. (In fact with assistance from Narinder Singh Computor and J. S. Negi under orders for appointment as S. A. Dhillon, will be incharge for total Firozpur district.

On 22nd (FN) I propose to be at Faridkot for similar discussions and DDB may adjust his programme to be there. Therefrom I proceed to Bathinda and hold similar discussions on 23rd.

On 24th (Saturday) on my way from Bathinda to Patiala I propose to have discussions with GA and DC at Sangrur. DDP should make it possible to be there. In the extension similar exercise will be carried out with the officers at Patiala. I stay at Patiala on 24th.

At the headquarters of the DDs I will attend to administrative and financial work at RTOs. All cases should be kept ready at hand.

I will also hold a review of compliance of instructions recently issued from HO with the DDs.

NONE OTHER THAN THOSE MENTIONED ABOVE SHOULD DISTURB THEIR PROGRAMME OF THIRD ROUND TRAINING AND DISTRIBUTION OF MATERIAL, EXCEPT THAT WHEN I AM STAYING FOR THE EVENING AT A PARTICULAR PLACE AND THE CONCERNED CTO/TO/SA/COMPUTOR / AC HAPPENS TO BE THERE HE SHOULD COME UP AND BRIEF ME ABOUT THE WORK DONE BY HIM AND THE PROBLEMS THAT HAVE CROPPED UP.

Sd.

9-1-1981

DDsF
DDH
ADs

ANNEXURE III-D-1

No. 8/15/80-6PP/7285,

GOVERNMENT OF PUNJAB
DEPARTMENT OF PERSONNEL AND
ADMINISTRATIVE REFORMS

(Personnel Policies Branch)

Chandigarh, the 30th June, 1980.

All Heads of Departments,
Commissioners of Divisions,
All Deputy Commissioners and
Sub-Divisional Officers (Civil) in the
State.

Subject. Census 1981—deployment of Punjab Government employees for Census: concessions in office attendance and restrictions on transfers: provision of vehicles.

Sir.

I am directed to refer to Punjab Government circular No. 16/57/79-IAS(7)/2165, dated 30th April. 1979, wherein you were asked to extend all assistance and co-operation in work connected with Census 1981 to the Director, Census Operations. Punjab, Chandigarh, as set up by Government of India. Ministry of Home Affairs.

2. In this connection on the specific request of Shri D. N. Dhir, IAS, Director, Census, Punjab, the State departments of Revenue, Local Government, Public Instruction (Schools and Primary Education), Economic & Statistical Organisation, Co-operative Societies, Social Welfare & Welfare of Schedule Castes and Backward Classes, Panchayats, Industries, Labour and Employment, Food & Civil Supplies, Health and Family Welfare, Agriculture, Animal Husbandry, Consolidation of Holdings and Colonization and Forests had further issued adequate and necessary instructions to the heads of their local offices to extend active assistance in deployment of their personnel in the field as enumerators and supervisors.

3. The first phase of 1981 Census that consisted of houselisting/enterprise listing has since been successfully concluded in April, 1980.

The second and final field operation, viz., enumeration (actual head count) is slated for 9th February to 28th February, 1981, with revisional round from 1st March to 5th March, 1981. Around 30,000 employees are proposed to be drafted for this purpose as enumerators and supervisors. Each enumerator shall be canvassing household schedules and individual slips during the said period, for a population of plus minus 700. Prior to actual associated with enumeration, the personnel so drafted, will be required to attend at least three training classes which will entail their absence from the offices.

Claim on their time will, therefore, be about 2 to 3 hours a day from 9th to 28th

February, 1981, almost the whole period from 1st to 5th March and the days required for attending training classes prior to enumeration.

Though the persons so appointed are generally expected to cover the areas allotted to them outside their office hours, in practice, an enumerator who attends to enumeration work in the morning may find it difficult to reach office in time. Similarly, those attending to the enumeration work in the afternoon have to leave their offices early.

4. In the second place and equally important is the need that once an incumbent is drafted for the Census duty, he is allowed continuity of stay at his place of posting. He may neither be transferred from his place nor entertained for long spells of leave.

5. In order that the full co-operation of the State Government employees is ensured for the efficient conduct of 1981 Census, the following instructions are laid down:

(i) The Heads of the departments (particularly those who have field hierachies and are mentioned above in para 2) should issue instructions to the local heads of the offices in the field to actively assist the census officers at the district/corporation, sub-division and charge levels to supply expeditiously up-dated lists of field personnel when asked for, for deployment as enumerators and supervisors for Census 1981.

(ii) When deployment is so effected by the relevant Census officers, the local heads of the offices should ensure that their staff attends to the work faithfully and conscientiously, and particularly receives the training connected with their assignment when asked for by the Census charge officers.

(iii) The employees so deployed in Census work should be considered as on duty and permitted to be away from their offices for half a day (in the forenoons or afternoons) from 9th February to 28th February, 1981, and are also allowed to be exclusively on Census work all the days from 1st March to 5th March, 1981.

(iv) Mid-term transfers of Punjab Government Employees, on reasons other than those specified in sub-para (ix) of para I of Punjab Government circular letter No. 2786-6PPJ-78/12136. dated 14th April, 1978, can be ordered by the Heads of the Departments only after obtaining the prior approval of Chief Minister, through this Department. These instructions should be meticulously followed to ensure that the employees so drafted are not transferred from their present stations of postings for the period September. 1980 to March, 1981, unless there are absolutely unavoidable circumstances like promotion or disciplinary poceedings, and further that they are not entertained for leave on long spells (unless there are compelling circumstances) during this period of training and deployment.

(v) The work assigned to the employees in connection with census and its proper compliance within scheduled time should be taken into consideration for suitable entry into their ACRs on account of merit shown. Conversely, any slackness in the discharge of their duties in this respect should expose them to departmental punishment in addition to the penal liability that they may incur under the Census Act, 1948.

6. The Divisional Deputy Director, Census Operations appointed by the Government of India and Census Charge Officers (who have not been provided with vehicles) need to be provided with vehicles during the period from 9th February to 5th March, 1981 so as to enable them to move fast in their respective jurisdiction to keep up the tempo of Census Operations and to ensure the good quality and full coverage. The Deputy Commissioners in their districts may draw upon the government vehicles under their control (or even with other heads of the local offices on mutual arrangements) for use by the Deputy Directors, Census and Census charge officers against payment of propulsion (P.O.L.) charges by the Census Department.

7. It is emphasised that State Government share with the Census organisation their anxiety to ensure that the Census operations, which are time bound, are carried out with total success both in terms of coverage and in quality in the State. Hence the need for meticulous observance of the above instructions and the instructions issued by the Director, Census, Punjab from time to time cannot be over-emphasised.

The receipt of this letter may be acknowledged.

Yours faithfully,

P. S. CHAWLA,

Under Secretary, Personnel,
for Chief Secretary to Government,
Punjab.

No. 8/15/80-6PP/7286, dated Chandigarh
the 30th June, 1980.

Copies are forwarded to all Financial Commissioners and Administrative Secretaries to Government, Punjab. for information and necessary action.

For Secretary Local Government Department only.

Suitable instructions on the above lines may please be issued to the Commissioners Municipal Corporation of Amritsar, Jalandhar and Ludhiana.

P. S. CHAWLA,

Under Secretary, Personnel,
for Chief Secretary to Government,
Punjab.

No. 8/15/80-6PP/7287, dated Chandigarh
the 30th June, 1980.

A copy is forwarded to Shri P. Padmanabha, Registrar General of India, Government of India, Ministry of Home Affairs, A-A, Mansingh oRad, New Delhi-110011, for information with reference to his communication noted in the margin.

P. S. CHAWLA.

Under Secretary, Personnel,
for Chief Secretary to Government,
Punjab.

No 8/15/80-6PP/7288, dated Chandigarh
the 30th June, 1980.

A copy is forwarded to Shri D. N. Dhir, I.A.S., Director, Census Operations, Punjab SCO No. 17, Sector 26, Madhya Marg, Chandigarh, with reference to his letter No. 1/19027/II/79/Pb/3716, dated 5th June. 1980 and D.O. Letter No. 2/19027/11/79/Pb/3960, dated the 19th June, 1980, for information.

P. S. CHAWLA;

Under Secretary, Personnel,
for Chief Secretary to Government,
Punjab.

ANNEXURE III D-2

Chargewise list of Enumeration Blocks/Supervisory Circles

DISTRICT : PATIALA

Sub-Division : Fatehgarh Sahib

	Enumeration Blocks	Supervisory Circles
1. Chanarthal Kalan KC	113	22
2. Kalaur KC	98	19
3. Sirhind KC	113	23
4. Bassi MC	26	5
5. Sirhind MC	35	7
Total for Sub- Division	**385**	**76**

Sub-Division : Rajpura

1. Rajpura and Banur KCs	190	33
2. Mardanpur and Ghanaur KCs	174	29
3. Dera Bassi and Lalru KCs	203	35
4. Dera Bassi MC	11	2
5. Banur MC	12	3
6. Rajpura MC	87	18
7. Special Charge —1	1	1
8. Special Charge—2	1	1
9. Special Charge—3	1	1
10. Special Charge—4	1	1
Total for Sub-Division	**681**	**124**

Sub-Division : Patiala

1. Patiala and Daikwala KCs	123	26
2. Rajpur KC and Dakala KC	178	34
3. Dudhana Saidan KC	133	27
4. Punjabi University Spl. Charge	4	1
5—8. Patiala MC	320	68
9. Sanaur MC	20	4
10. Special Charge	10	2
Total for Sub-Division	**788**	**162**

	Enumeration Blocks	Supervisory Circles
Sub-Division : Samana		
1. Samana and Shatrana KCs	82	17
2. Samana KC	71	14
3. Shatrana KC	91	18
4. Patran NAC	12	3
5. Ghagga NAC	8	2
6. Samana MC	42	8
Total for Sub-Division	**306**	**62**
Sub-Division : Nabha		
1. Nabha and Bhadson KCs	82	17
2. Bhadson and Nabha KCs	126	24
3. Amloh KC	113	23
4. Nabha KC	70	17
5. Amloh KC	11	2
6. Gobindgarh MC	34	7
7. Special Charge Nabha	2	1
Total for Sub-Division	**478**	**97**
Total for District Patiala	**2638**	**521**

DISTRICT : LUDHIANA

Sub-Division Jagraon		
1. Jagraon KC	161	33
2. Raikot KC	123	24
3. Jagraon (NT) KC	167	34
4. Jagraon MC	66	13
5. Raikot MC	26	5
6. Hathur NAC	7	2
7. Special Charge	1	1
Total for Sub-Division	**551**	**112**

	Enumeration Blocks	Supervisory Circles
Sub-Division : Ludhiana		
1. Ludhiana KC	70	13
2. Dakha KC	111	24
3. Malout and Pakhowal KCs	157	31
4. Kum Kalan KC	113	23
5. Quila Raipur and Gill KC	186	34
6. Mullanpur NAC	14	3
7. Special Charge—1	1	1
8. Special Charge —2	1	1
Total for Sub-Division	**653**	**130**
Sub-Division : Samrala		
1. Samrala and Machhiwara KCs	185	34
2. Khamano and Machhiwara KCs	157	29
3. Machhiwara MC	16	3
4. Samrala MC	15	3
Total for Sub-Division	**373**	**69**
Sub-Division : Khanna		
1. Payal KC	152	29
2. Khanna KC	127	25
3. Doraha MC	11	2
4. Payal MC	9	2
5. Khanna MC	75	15
Total for Sub-Division	**374**	**73**
Total for District Ludhiana	**1951**	**384**
DISTRICT : SANGRUR		
Sub-Division : Malerkotla		
1. Amargarh KC	107	19
2. Malerkotla KC	85	16
3. Ahmedgarh KC	99	18

		Enumeration Blocks	Supervisory Circles
4.	Dhuri and Atal (Part) KCs	99	28
5.	Sherpur and Atal (Part) KCs	114	22
6.	Ahmedgarh M. C.	26	6
7.	Malerkotla MC	94	19
8.	Dhuri MC	40	8
	Total for Sub-Division	**664**	**136**

Sub-Division : Sangrur

1.	Longowal KC	75	15
2.	Sangrur KC	77	15
3.	Bhawanigarh KC	109	21
4.	Bhawanigarh MC	14	3
5.	Sangrur MC	64	13
6.	Special Charge District Jail Sangrur	1	1
7.	Special Charge Police Lines Sangrur	1	1
8.	Longowal MC	24	5
9.	Special Charge	2	1
	Total for Sub-Division	**367**	**75**

Sub-Division : Sunam

1.	Sunam KC	98	20
2.	Lehragagga KC	100	20
3.	Dirba KC	103	21
4.	Munak KC	89	18
5.	Sunam MC	49	10
6.	Lehragagga MC	21	4
7.	Munak NAC	12	3
8.	Khanauri Kalan NAC	9	2
	Total for Sub-Division	**481**	**98**

	Enumeration Blocks	Supervisory Circles
Sub-Division : Barnala		
1. Barnala and Dhanaula KCs	174	36
2. Bhadaur and Mahal Kalan KCs	143	30
3. Tappa KC	83	17
4. Bhadaur MC	22	5
5. Barnala MC	66	12
6. Dhanaula MC	24	5
7. Tappa MC	19	4
8. Special Charge	2	1
Total for Sub-Division	**533**	**110**
Total for District Sangrur	**2045**	**419**
DISTRICT : RUPNAGAR		
Sub-Division : Anandpur Sahib		
1. Anandpur Sahib (Part) KC	83	17
2. Anandpur Sahib (NT) KC	89	18
3. Nurpur Bedi KC	125	24
4. Naya Nangal NAC	20	4
5. Nangal Township MC	49	10
6. Anandpur Sahib MC	11	2
Total for Sub-Division	**377**	**75**
Sub-Division : Rupnagar		
1. Rupnagar and Morinda KCs	153	31
2. Rupnagar and Ghanauli KCs	163	32
3. Chamkaur Sahib KC	132	26
4. Rupnagar MC	41	8
5. Chamkaur Sahib NAC	9	2
6. Morinda MC	23	5
Total for Sub-Division	**521**	**104**

	Enumeration Blocks	Supervisory Circles
Sub-Division : Kharar		
1. Kurali and Mullanpur KCs	189	36
2. Kharar and Manauli KCs	189	37
3. Kurali MC	22	5
4. Kharar MC	31	6
5. SAS Nagar (Mohali) CT	48	10
6. Special Charge Mullanpur	1	1
Total for Sub-Division	**480**	**95**
Total for District Rupnagar	**1378**	**274**
LUDHIANA MUNICIPAL CORPORATION		
1. Charge .. 1	129	24
2. Charge .. 2	99	19
3. Charge .. 3	145	28
4. Charge .. 4	122	24
5 Charge .. 5	92	17
6. Charge .. 6	152	30
7. Special Charge Northern Railway	13	3
8. Special Charge Punjab Agriculture University	6	23
Total for Corporation	**758**	**146**
DISTRICT FIROZPUR	FIROZPUR DIVISION	
Sub-Division : Zira		
1. Makhu KC	169	34
2. Zira KC	122	25
3. Kot Isekhan KC	109	22
4. Dharamkot KC	96	19
5. Dharamkot MC	14	3
6. Zira MC	25	6
Total for Sub-Division	**535**	**109**

	Enumeration Blocks	Supervisory Circles
Sub-Division : Firozpur		
1. Guru Harsahai KC	160	31
2. Mamdot KC	175	34
3. Firozpur KC	140	28
4. Firozshah KC	143	28
5. Talwandi Bhai MC	14	3
6. Firozpur and Tankanwali MC	84	17
7. Special Charge Central Jail	1	1
8. Special Charge Railway Colony CB	6	2
9. Special Charge Police Lines CB	2	1
10. Firozpur CB	60	12
11. Guru Harsahai MC	11	2
12. Special Charge .. 1	1	1
13. Special Charge .. 2	2	1
14. Special Charge .. 3	1	1
Total for Sub-Division	**800**	**162**
Sub-Division Fazilka		
1. Jalalabad KC	113	22
2. Fazilka (Shamali) KC	150	30
3. Fazilka (Janabi) KC	138	27
4. Abohar KC	240	47
5. Fazilka MC	60	12
6. Jalalabad MC	36	5
7. Abohar MC	116	23
8. Special Charge .. 1	1	1
9. Special Charge .. 2	1	1
10. Special Charge .. 3	1	1
Total for Sub-Division	**800**	**169**
Total for District Firozpur	**2181**	**440**

DISTRICT : BATHINDA	Enumeration Blocks	Supervisory Circles
Sub Division Rampura Phul		
1. Dialpura KC	122	27
2. Rampura Phul KC	125	26
3. Rampura Phul MC	45	9
Total for Sub-Division	**292**	**62**
Sub Division : Bathinda		
1. Nohianawala and Bathinda KCs	173	36
2. Nathana KC	110	23
3. Sangat Kalan KC	76	15
4. Goniana MC	12	2
5. Bathinda MC	185	37
6. Bhucho Mandi MC	13	2
7. Kot fatah MC	9	2
8. Sangat MC	9	2
9. Special Charge Model Town	4	1
10. Special Charge .. 8	3	2
11. Special Charge .. 2	2	1
Total for sub-division	**596**	**123**
Sub-Division : Talwandi Sabo		
1. Rama Mandi KC	89	18
2. Talwandi Sabi KC	147	32
3. Rama Mandi KC	20	4
4. Talwandi Sabo NAC	13	3
5. Maur Mandi MC	26	5
Total for Sub-Division	**295**	**62**
Sub-Division : Mansa		
1. Bhaini Baga and Mansa KCs	151	30
2. Bhikhi KC and Mansa KC	135	27

	Enumeration Blocks	Supervisory Circles
3. Budhlada KC	150	30
4. Sardulgarh KC	124	25
5. Mansa MC	63	13
6. Budhlada MC	27	5
7. Bareta MC	15	5
Total for Sub-Division	**665**	**133**
Total for Bathinda District	**1,848**	**380**
DISTRICT : FARIDKOT		
Sub-Division : Moga		
1. Moga rural-I	263	53
2. Moga rural-II	212	42
3. Nihalsinghwala KC	159	32
4. Moga MC	118	24
5. Bagha Purana NAC	21	4
Total for Sub-Division	**777**	**155**
Sub-Division : Faridkot		
1. Faridkot KC	101	20
2. Kotkapura KC	135	27
3. Jaitu KC	105	21
4. Faridkot MC	50	10
5. Kot Kapura MC	63	13
6. Jaitu MC	37	8
7. Special Charge... 1	3	1
8. Special Charge... 2	1	1
Total for Sub-Division	**495**	**101**
Sub-Division : Muktsar		
1. Muktsar KC I	88	18
2. Muktsar KC II	147	32
3. Giddarbaha KC	150	30

	Enumeration Blooks	Supervisory Circles
4. Malout KC	67	14
5. Lambi KC	102	21
6. Pariwal NAC	7	2
7. Muktsar MC	78	16
8. Lakhewali NAC	5	1
9. Malout MC	58	12
10. Giddarbaha MC	34	7
11. Killianwali NAC	8	2
Total for Sub-Division	**744**	**155**
Total for District Faridkot	**2,012**	**411**

DISTRICT : GURDASPUR — DIVISION JALANDHAR

Sub-Division : Pathankot

1. Pathankot KC	191	38
2. Narot Mehra KC	198	40
3. Dhar Kalan KC	52	10
4. Narot Jaimal Singh KC	80	16
5. Bamial KC	30	6
6. Sujanpur MC	25	5
7. Pathankot MC	155	31
8. Narot Jaimal Singh NAC	5	1
9. Special Charge.....1	12	2
10. Special Charge 2	8	1
11. Special Charge.....3	2	1
12. Special Charge.....4	1	1
Total for Sub-Division	**759**	**152**

Sub-Division : Gurdaspur

1. Gurdaspur KC	157	31
2. Kalanaur KC	140	28
3. Dhariwal KC	166	33

	Enumeration Blocks	Supervisory Circles
4. Dinanagar KC	179	35
5. Kahnuwan KC	170	34
6. Dorangla KC	159	31
7. Dinanagar MC	26	5
8. Gurdaspur MC	58	12
9. Dhariwal MC	24	5
10. Special Charge.....1	1	1
11. Special Charge.....2	1	1
Total for Sub-Division	**1,081**	**215**
Sub-Division : Batala		
1. Batala West KC	112	22
2. Sri Hargobindpur KC	118	23
3. Dera Baba Nanak KC	155	31
4. Fatehgarh Churian KC	81	16
5. Qadian KC	125	24
6. Batala East KC	117	23
7. Dera Baba Nanak MC	12	3
8. Fatehgarh Churian MC	16	4
9. Batala MC (UA)	152	31
10 Qadian MC (UA)	29	5
11. Shri Hargobindpur MC	4	1
12. Special Charge	1	1
Total for Sub-Division	**922**	**184**
Total for District Gurdaspur	**2,762**	**551**
DISTRICT : AMRITSAR		
Sub-Division : Ajnala		
1. Jastarwal KC	95	19
2. Lopoke KC	95	19
3. Ramdas/Ajnala KC	168	33
4. Raja Sansi/Ajnala KC	151	29
5. Ramdas MC	9	2
6. Ajnala NAC	15	3
7. Special Charge.....1	1	I
8. Special Charge.....2	1	1
Total for Sub-Division	**535**	**107**

	Enumeration Blocks	Supervisory Circles
Sub-Division : Amritsar		
1. Amritsar KC	7	2
2. Verka KC	112	23
3. Majitha KC	151	31
4. Jandiala KC	142	29
5. Attari KC	119	24
6. Amritsar Jail (Spl. Charge)	6	1
7. Majitha MC	16	4
8. Amritsar CE	16	6
9. Jandiala MC	31	7
10. Special Charge.....1	4	1
11. Special Charge.....2	2	1
12. Special Charge.....3	1	
Total for SubD-ivision	**607**	**129**
Sub-Division : Baba Bakala		
1. Beas KC	161	33
2. Tarsika KC	147	30
3. Rayya NAC	13	3
4. Special Charge	1	1
Total for Sub-Division	**322**	**67**
Sub-Division : Tarn Taran		
1. Jhabal Kalan KC	12	23
2. Tarn Taran KC	98	19
3. Lohke KC	102	20
4. Khadur Sahib KC	150	24
5. Naushera Panwan KC	120	20
6. Tarn Taran MC	64	13
7. Chola Sahib NAC	10	2
Total for Sub-Division	**668**	**121**

	Enumeration Blocks	Supervisory Circles
Sub-Division : Patti		
1. Pattl KC	124	25
2. Bhikhiwind KC	141	28
3. Khemkaran KC	84	17
4. Patti MC	32	6
5. Khemkaran NAC	15	3
6. Special Charge.....1	7	2
7. Special Charge.....2	6	2
Total for Sub-Division	**409**	**83**
Total for District Amritsar	**2,541**	**507**
DISTRICT : JALANDHAR		
Sub-Division : Nawan Shahr		
1. Nawan Shahr KC	99	20
2. Aur and Rahon KCs	168	34
3. Banga KC	182	36
4. Nawan Shahr MC	24	5
5. Rahon MC	13	3
Total for Sub-Division	**516**	**104**
Sub-Division : Phillaur		
1. Goraya KC	140	30
2. Nurmahal KC	163	32
3. N. T. Phillaur	131	30
4. Goraya NAC	17	3
5. Phillaur MC	32	6
6. Nurmahal MC	21	4
Total for Sub-Division	**504**	**105**
Sub-Division : Nakodar		
1. Nakodar I KC	130	24
2. Shahkot KC	160	30
3. Nakodar II KC	117	22

	Enumeration Blocks	Supervisory Circles
4. Nakodar MC	30	6
5. Malsian NAC	5	1
6. Shahkot NAC	6	1
7. Lohian NAC	8	2
Total for Sub-Division	**456**	**86**
Sub-Division : Jalandhar		
1. Jalandhar KC	178	35
2. Jamsher KC	129	26
3. Bhogpur KC	133	26
4. Kartarpur KC	152	30
5. Jalandhar CB	11	2
6. Adampur MC	9	2
7. Alowalpur MC	31	6
8. Kartarpur MC	10	2
9. Bhogpur NAC	3	1
10. Special Charge 1	3	1
11. Special Charge 2	5	2
12. Special Charge 3	10	2
13. Special Charge 4	8	2
Total for Sub-Division	**724**	**145**
Total for Jalandhar District	**2,200**	**440**
DISTRICT HOSHIARPUR		
Sub-Division : Dasua		
1. Dasua KC	166	34
2. Miani KC	91	19
3. Tanda KC	113	23
4. Mukerian KC	265	53

	Enumeration Blocks	Supervisory Circles
5. Talwara KC	145	29
6. Mukerian MC	25	5
7. Talwara Township	44	9
8. Dasua MC	28	6
9. Urmar Tanda MC	30	6
10. Special Charge	1	1
Total for Sub-Division	**908**	**185**
Sub Division : Hoshiarpur		
1. Hoshiarpur KC	105	21
2. Mehalanwali KC	122	25
3. Sham Chaurasi KC	78	16
4. Khanaura KC	78	16
5. Hariana KC	145	29
6. Garhdiwala KC	122	25
7. PRTC Jahan Khelan (Spl. Charge)	2	1
8. Garhdiwala MC	9	2
9. Hariana M.C.	9	2
10. Hoshiarpur MC	129	26
11. Sham Chaurasi MC	9	2
12. Special-Charge Police Lines	1	1
13. Special Charge	1	1
Total for Sub-Division	**810**	**167**
Sub Division : Garhshankar		
1. Garhshankar KC	129	25
2. Tutomajra	103	20
3. Mahalpur and Sarhala KC's	206	41
4. Garhshankar KC	18	4
Total for Sub-Division	**456**	**90**

	Enumeration Blocks	Supervisory Circles
Sub-Division : Balachaur		
1. **Balachaur KC**	97	20
2. **Sahiba KC**	146	28
3. **Balachaur NAC**	10	2
Total for Sub-Division	**247**	**50**
Total for District Hoshiarpur	**2,421**	**492**

DISTRICT : KAPURTHALA

Sub-Division : Kapurathla		
1. Kapurthala-I KC	143	22
2. Kapurthala-II KC	96	15
3. Bhulath KC	130	23
4. Dhilwan KC	86	17
5. Begowal NAC	8	2
6. Bhulath NAC	6	1
7. Nadala NAC	6	1
8. Dhilwan NAC	9	2
9. Kapurthala MC	70	14
10. Special Charge	1	1
Total for Sub-Division	**555**	**98**
Sub-Division : Sultanpur Lodhi		
1. Sultanpur Lodhi-I KC	122	24
2. Sultanpur Lodhi-II KC	116	24
3. Talwandi Chaudhrian NAC	5	1
4. Sultanpur Lodhi MC	23	4
Total for Sub-Division	**266**	**52**
Sub-Division Phagwara		
1. Phagwara-I KC	90	17
2. Phagwara-II KC	92	18
3. Phagwara MC	116	23
Total for Sub-Division	**298**	**58**
Total for District Kapurthala	**1,119**	**208**

	Enumeration Blocks	Supervisory Circles
AMRITSAR MUNICIPAL CORPORATION		
1. Charge No. I	62	12
2. Charge No. II	85	16
3. Charge No. III	78	15
4. Charge No. IV	42	8
5. Charge No. V	80	15
6. Charge No. VI	126	24
7. Charge No. VII	74	14
8. Charge No. VIII	73	14
9. Charge No. IX	94	18
SPECIAL CHARGES		
1 'B' Block Rly. Estate Colony	7	1
2. Railway Station Estate Colony	6	1
3. B.S.F.	1	1
4. Police Lines	1	1
5. Medical Unit	9	2
6. Guru Nanak Dev University	2	2
Total for Municipal Corporation Amritsar	**740**	**143**
JALANDHAR MUNICIPAL CORPORATION		
1. Charge....I	128	25
2. Charge....2	129	25
3. Charge....3	118	23
4. Charge....4	168	34
5. PAP Special Charge	3	1
6. Railway Colony	5	1
Total for Municipal Corporation Jalandhar	**551**	**109**

CHAPTER-IV

FIELD OPERATION

Chapter IV-A : Houselisting Operation

'Houselisting' forms the first field operation leading to the second and final operation of 'enumeration'. It serves as a necessary frame for the final head count.

Training for the Operation :

Though first thought of being conducted in February, 1980, it was (keeping in view the pre-occupations of the teachers with examinations and patwaris with 'girdawari' and revenue collection) finally slated for April (upto 30th) 1980. Unfortunately the exercise of revision of electoral rolls came about the same time for Assembly elections in 1980, but we in Punjab stuck on to these dates (with most of the other states altering their schedule) and we proved to be in a happier position for the post — houselisting processes which demanded quite a lot of time, and we had it in plenty after conclusion of the houselisting operation.

Centralized Control and other alterations :

Whereas there was need to conduct the first field operation by about 10 months ahead of the actual head count of 1981, the fact that so early in the day the census hierarchy would not be geared to accord priority to the work stared us in the face. In light of experience of my predecessor recorded in the Administration Report and discussions with those of the officers and senior staff who were in position in previous censuses, we took a conscious decision of centralising the 'push-bottons' at the headquarters to the maximum, and with a view to achieving that objective, pressed into services all available staff in the directorate for field work. Again we were proved right in this approach since not only could we see through proper and meticulous houselisting operation but also ensured its timely conclusion and expeditious collection of forms and schedules with this direct approach. Since our own people were assisting the Census Charge Officers in the field consistently. We achieved the targets within the schedule laid down without any need for second reference or extension in time. This direct control was possible because of there being enough hands in the directorate and the topography of the small state, which is a single tract territory, possessing excellent road transport system. Reaching any corner of the state was only a matter of few hours. If one could, one would even touch the farthest corner of the state in a matter of the same day and return to the directorate after having three to four hours' clear work at the other end.

Another departure from the usual practice, adopted by me here, was in ensuring that important circulars containing full instructions reached all concerned quarters directly from the directorate instead of their having to be duplicated at the intermediary stages thus causing uncertainties in transmission and receipts down below. It, of course, meant additional work at the directorate level, but it always ensured that a set of instructions reached not only the district and sub-divisional supervisory officers but also the census charge officers (numbering about 372 in the state) who had to implement the instructions. Looking back I can say with satisfaction that it was well worth it.

The third innovation as introduced was not only to transmit circulars and instruc-

tions and rest content there but also to follow the same up with personal contact through officers and senior staff of the directorate at the other end so that these papers were read through, understood and acted upon. My own little experience of 1961 census and recent study of the circulars issued at the time of 1971 census gave me an idea that, as usual, in the heavily preoccupied civil hierarchy these will be ordinarily left for perusal by the lower staff like Ahlkars and clerks and might lose importance when transmitted to the concerned officers by such a functionary. Hence the need for cultivating personal approach consistently with all the implementing officers constituted by the Census Charge Officers in addition to the supervisory officers, consisting of SDCOs. District/City Census Officers.

Personal Contacts :

Before the issuance of circulars for field operation I had deputed my officers and senior staff soon after I joined to go round and attend the monthly district level meetings called by the DCs wherein they could introduce the subject and give an overall idea of what was expected from the officers as nominated in the census hierarchy. Not only did my representatives attend these monthly meetings where revenue officers participated but they also succeeded in getting special meetings convened in the case of the EOs of the local bodies who were to be Census Charge Officers in the urban areas.

So by the time it was ripe for issuing my first circular on houselising (September, 1979) there had been full knowledge about census and the directorate's functionaries with all the field officers. This proved to be an asset throughout the process.

Circulars for houselisting and preliminary exercises :

Circular No. 3, dated 19th September, 1979 addressed to the SDCOs and endorsed to all the Census Charge Officers laid down the total exercise for houselisting namely, preparation of jurisdictional maps, carving out of houselisting blocks, creation of supervisory circles, requirement/deployment of staff and preparation of Charge Registers. The maps as prepared at the census directorate were forwarded to them under another part-circular (Circular 3A) and so were the lists of villages as finalised (Circular 3B) and detailed instructions for preparation of charge registers which formed semi-permanent records (Circular 3C).

In middle of October, 1979, a number of teams of the directorate staff were formed to cover all the districts and sub-divisions in the State. They were to meet the District/City/Additional and Sub-Divisional Census Officers and all the local Census Charge Officers constituted by the Tahsildars, Naib-Tahsildars and EOs of the local bodies to ensure that action on our communications had commenced. The Principal Census Officers were to be kept informed.

This was the first experience of most of the staff at the directorate and most of them looked upto these duties enthusiastically. All along they were conscious that I was available for putting the receiving end(s) in proper frame of reception (which I did) and that helped them fairly well.

The third exercise that we commenced at the directorate was to size up the houselisting blocks in light of 1971 added to by the projected increase of 20 per cent and thus arrived at the requirement of manpower. So as to keep our requirements low (with the objective of tackling as few persons as possible in the field) I allowed three rural blocks and two urban bocks with each enumerator for houselisting. This had the added advantage of getting them more honorarium since the honorarium was decided to be paid pro-rata. The venues for these meetings were also decided at this preliminary stage at the directorate. after scrutinising the lists of venues of training classes held dur-

ing 1971 Census. In fact, contrary to earlier practice, we had attempted to size up our total requirement of manpower and training paraphernalia at the directorate itself; earlier it used to be left to the District Census Officers and the results were not happy.

Fourthly, and more importantly, I had succeeded in yoking in the total organisation of Economic and Statistical Organisation of Government of Punjab into the assignment. I had an idea that this organisation was well-placed in surveys and elucidating responses to questionnaires frequently and its head in 1981 Census was my remote predecessor in office. They lent me not only all the District Statistical Officers but also two three field and technical assistants in each of the district offices. This also provided me with nucleus hierarchy for the census work in the districts in those early stages. Luckily for us, Enterprise Listing (which was to be the exclusive work of Economic and Statistical Organisation) was amalgamated with houselisting by the Central Statistical Organisation and so their co-operation became more firm, sound and positive.

In October, 1979 and January, 1980, officers and senior staff of the directorate were made incharge for various districts for houselisting operations and inducted into the field to review the progress of creation of houselisting and supervisory blocks; deployment of staff as enumerators and supervisors and preparation of charge registers ascertaining the requirements of houselisting and enterprise listing material in each charge; imparting training to the Census Charge Officers for the twin operations of hosuelisting and enterprise listing and finalising the training programme of enumerators and supervisors in three rounds. This contact was extremely beneficial. He had not required any feed back from the Census Charge Officers and SDCOs and not wasted time on reminding them and receiving their replies. Instead our own officers and senior staff provided the link, and acted as the necessary bridge between the directorate and district census hierarchy in the field.

Training :

The commencement of training was laid down from 11th February. consequent upon the feed back brought by these officers and senior staff after thorough discussions with the Census Charge Officers/SDCOs and this training programmes was projected to the concerned in end-January. The Census Charge Officers were asked to issue intimation and ensure service upon all the concerned enumerators and supervisors, make necessary and proper seating arrangements for the participants for the training and preside over the training classes for the entire duration to ensure fullest attendance of the trainees. That was for the first round. The subsequent two rounds were to be decided therefrom depending upon the convenience of all concerned.

The schedule was prepared in such a way as that ordinarily the first round of training was imparted by an officer or senior staff from the directorate and was also attended by the trainers including the staff of District Statistical Officers.

The trainers training programme was launched at the headquarters (directorate) and as many as 73 personnel were drawn from the total strength about a 100 in the staff (leaving out the administration, category 'D' staff and a few here or there only). They were thoroughly trained as trainers for houselisting and enterprise listing. The District Statistical Officers and their technical staff co-opted for field as trainers were similarly given intensive training for the two operations in batches at Patiala and Jalandhar in January, 1980. The schedule for training in the field was laid in such a way as that one of the two (amongst our and DSOs staff) was to be present and train the enumerators and supervisors; the presence of Census Charge Officer was to ensure full and proper attendance by the participants.

Size of each training class was ordinarily from sixty to seventy-five. That provided a good hold.

The first round of training commenced simultaneously in all the districts on 11th February. After imparting instructions, the participants were given training material (in red). The second round was laid down on their convenience but before the conclusion of February. Since they had been carried through properly and squarely in the first round of training, reports in second round indicated their better association with the tasks entrusted to them and their keenness to see the same through.

That was heartening. The third round was slated (again on the convenience of the participant) in the second fortnight of March when necessary material including appointment-cum-identity cards were issued to them.

The training chart for houselisting, as locally evolve, proved to be very beneficial. One could glance at it and go through the drill mentally, since it was composite presentation at one glance of all the schedules that were to be canvassed during houselisting. The DRG(C&T) had commented upon it as under. "The chart is excellent. I am arranging to take it to Mysore for display during the conference. In my D.O. of even number dated 9th January. 1980. I have talked of columns/questions being reproduced in adequate quantity on ferro-print and using the same on black boards available locally, after affixing the column/question concerned with the help of board pins."

House-Numbering :

An important item that had to precede houselisting was house-numbering. Vigorous efforts had been made in 1961 and 1971 censuses to adopt systematic house-numbering scheme by affixing metallic plates under the Permanent House-Numbering Scheme introduced by the RGI's Office. The State Government in preparation of 1971 census had fully co-operated and the local Government Department in the case of urban areas and Development and Panchayats Department in the rural areas were charged with the task of getting permanent house-number ing plates affixed. A Co-ordination Committee with my predecessor upon it deliberated and monitored the progress of the scheme. It was fairly successful.

For the present census the instructions were to adopt these existing house-numbers or any other house numbers that might have been allotted by the local bodies or the panchayats and in case of absence of either, to allot house number and scribble the same in quasi-permanent way by 'Gheru' or by indelible ink. In the wake of local Government Department's instructions issued on the subject earlier making expenditure upon house-numbering a valid charge on the municipal funds, our senior staff in the field succeeded in getting permanent house-numbering done in a number of local bodies (in some cases, with metallic plates), to our satisfaction.

I may add here that my emphasis was that there was to be a house number for every census house. As to whether it was given by local body or panchayat or by our enumerators was immaterial. That was the spirit for the instructions for 1981 Census, and implementation was fully secured.

Enterprise Listing :

The integration of 'enterprise listing' with the 'houselisting' appeared, in the begin ning, to be slightly far-fetched. "This would not only increase the workload on the enumerator but also entail requirements of a little better understanding, for enterprise-listing was slightly more technical'. we thought. But it had to be done and as I mentioned earlier we covered it into an asset by getting the best of assistance and co-operation from the Economic and statistical Organisation in the state. The training

classes for District Statistical Officers and their staff and our own senior staff temporarily deputed to the districts were held jointly (at Jalandhar and Patiala) in January 1980 and excellent rapport was established between the two wings which proved very beneficial for the entirety of the census operations. Where our staff lacked local knowledge and contact, the officers of Statistical Organisation supplemented it. As it is, the two schedules for houselisting and enterprise listing were simple, both in content and length, and there was little difficulty in getting across the combined job to be done by the enumerators and supervisors in the field. The training and canvassing material for enterprise listing was made available by the Economic and Statistical Organisation, Punjab, well in time.

Publicity and Meetings :

Shortly before the commencement of field operations, I sized up for a meeting of District/City Census Officers (consisting of GAs to DCs and ACs of Municipal Corporations) to ensure that the total houselisting operation with the district/municipal corporations were well co-ordinated. These meetings were to be held at Jalandhar and Sangrur—convenient central places where the participants could make a day long visit without the botheration of lodging arrangements. But unfortunately there was a sizeable shake up in administration in March 1980 and many District/City Census Officers had been transferred. In addition quite a number of Principal Census Officers were brought under transfer. I took to establishing contacts with them and putting them into the picture on individual visits.

I held the first press conference on 14th March, 1980 at Jalandhar through the auspices of the Press Information Bureau and gave my first appearance on the TV for introducing census to the audience on 9th March and the first broadcast was made on 16th March. The press conference in which many editors themselves were present confirmed my apprehensions about the subject being sensitive in the hands of the press there, out of the historical background of Punjabi and Hindi controversy in the state, as also the idea, unfortunately, of mixing up language with religion. The All-India Radio and Doordarshan, as mentioned earlier, consistantly carried our message(s) to the interior for success of the operation.

As I have mentioned earlier my address to the DCs and GAs to DCs on 23rd March in Punjab Civil Secretariat by the courtesy of Chief Electoral Officer to put those in position to the effective control of the ensuing field operation was very rewarding. Many of them were new faces because of rather large scale transfers in early march, 1980.

Collection of Censused Material :

Circular No. 5 was issued on 3rd April, 1980 for collection and transmission of various documents consequent upon houselisting. It was addressed to all the Census Charge Officers and the endorsement thereupon for SDCOs indicated the steps at their level.

The filled-in schedules were collected along with the abstracts of each charge (again as assisted by staff members of this directorate or from the office of District Statistical Office concerned) and deposited with the SDCOs office from where those concerning enterprise listing were collected by the District Statistical Officers or his staff and concerning houselisting by the directorate's representatives. As I look back it was extremely gratifying to see that the last of the records was in within a fortnight of the conclusion of the houselisting operation. Ordinarily our arrangement was to have it within a matter of days but then there was a bottleneck at the Municipal Corporation, particularly at Ludhiana which took another 4-5 days. The Census Charge Officers were allowed to retain copies of the houselists, charge register and notional maps

and layout sketches for purposes of carrying out actual enumeration blocks and preparing Abridged Houselists for use at the time of actual head count.

RGI's Visit :

The field operation was through as scheduled. On 20th May, 1980, RGI paid a visit to two urban house-listing blocks in Ludhiana Town and another in rural area en route Chandigarh. He was satisfied with the house-numbering and canvassing of schedules. I gave him provisional totals of houses/persons which appeared to be very near the mark of actuals as compiled and transmitted after a month. This was satisfying.

As mentioned, I was on tour during the month of April and covered the entire state in one hop. The senior supervisory officers in the census hierarchy in the field from the state government, I am happy to record, had been putting in their best, despite the fact that quite a number of them had only in the preceding few days/weeks assumed these responsibilities on transfers. It may be too much to ask the state government to freeze these transfers of officers but one wished that there was some such rule as that even if transferred the handing over should take place only on completion of the field operation.

Draw-back in Deployment .

As not unexpected, the deployment of enumerators and supervisors left something more to be done. The Census Charge Officers consisting of Tahsildars and Naib Tahsildars filled up the blanks in appointment letters in certain cases without due prudence; instructions were that only those familiar with the areas were to be posted and none had to be put to inconvenience of travelling. Where these came to the notice of our staff the misplacements were got rectified. Patwaris were associated with houselisting in some parts of the state but by and large the agency was left out. In a place or two in the state the Patwaris backed out after getting trained and we had to arrange for a crash programme for fresh nominees at these places. Similar was the case of lady teachers in some charges.

The agency of supervisors at the time of houselisting appeared to be superfluous since they did not involve themselves in the work to the extent expected of them. Preparation of abstracts on conclusion of the work was found to be unattractive with the enumerators. Ludhiana Municipal Corporation proved a real bottleneck for ensuring fuller deployment. The bulk of Government employees there consisted of lady teachers and also partly because the consciousness of census and its importance at that point of time was not enough.

A view-point :

I had been seriously considering the feasibility of amalgamating the two operations of house-listing and enumeration at least abrogating the time lag between the two operations. This could be possible if the broad approach in census is reoriented and we do not go by the practices in the past. in the fast moving world today. Things are not stationary and the speed with which they are advancing is fairly high. In urban areas one could not keep pace with the new developments and constructions after a lapse of about a year, which occurs between these two operations. After all houselisting is a frame work to the enumeration. May be it is feasible to entrust the exercise to the local Principal Census Officers and leave it to them as how best each one could draw up the frame. If updating of lists of houses by the local body in the urban areas and panchayats in the rural areas becomes regular periodical feature (which is not beyond expectations with the present state of development) the census organisation can conveniently draw upon the same and embark on carving out enumeration blocks straight away. In fact I was confronted (as I went round the state in a hop during the

houselisting) frequently with the question as to where was the hurry when the head count was to be in February, 1981, and this query was not only from the laymen but some responsible senior officers notified in census hierarchy itself. Fresh thinking in that respect is called for, to my mind.

IV-B : Enumeration

On successful conclusion of the first field operation the time schedule for second and final aspect of census 1981 was laid down as indicated earlier in Annexure II-A5. The various items for preparatory action were indicated in the census calendar.

The Deputy Directors had simultaneously started functioning in camp offices in the field as assisted by the core staff of an SA and an LDC.

Carving out of Enumeration Blocks :

The next immediate task was to carve out enumeration blocks and also size up the requirements of enumerators and supervisors since for purposes of enumeration it was to be one person per block. This was indicated in Circular No. 6 issued on 31st May, 1980 to all the Census Charge Officers and the Sub-Divisional/City Census Officers were requested to supervise the subsequent actions leading to enumeration. The Deputy Directors were to thereafter frequently hold meetings of the Census Charge Officers at the sub-divisional and city levels and it was enjoined upon these supervisory officers to ensure attendance in such meetings. The staff posted in the districts by the DCs had by this time "come of age" and were instructed to be continually in touch with the Deputy Directors in the field. The fact of adequacy of deployment was emphasised.

In this process, or in earlier and subsequent processes, while passing on instructions I had never asked for a feed back because I knew that the same had to be obtained by my own officers in the field. That in course of time paid dividends.

Preparation of Abridged Houselists : ..

The second step was to ensure preparation of Abridged Houselist. This was to be prepared by responsible staff. The task force of census clerks in the various parts of the State was supplemented by the personal staff of the Census Charge Officers and the progress had to be supervised by the Deputy Directors in the field as temporarily assisted by senior staff from the headquarters. Since the success of head count by enumerators depended upon this basic document all emphasis was laid upon it and the work was completed well within the scheduled time. (Much later a nominal honorarium was announced for the copying out of Abridged Houselist but we did not carry it to the field since no account had earlier been kept about the work done by each eligible incumbent and secondly and more importantly the quantum was too low).

Meetings with Supervisory Census Officers:

As mentioned earlier, during September 1980, I held regional level meetings with the DCs and SDCOs and also personal meetings with the Commissioners of the Municipal Corporations and the City Census Officers. They were made conscious of the tasks that lay ahead. The Principal Census Officers reviewed the progress of work invariably in their monthly meetings and the SDCOs had fortnightly meetings with the Census Charge Officers (as the process matured the supervisors commenced holding meetings with the enumerators frequently, and almost daily during the enumeration period). This personal and timely contact proved very beneficial. I learnt from the Divisional Commissioners in my tours, how they meticulously discussed about the progress of census work when they were on tour to the districts. The DCs and SDCOs accorded priority hearing to my DDs in the field whenever they went up to brief them about the progres and took immediate steps when any slacknes or bottleneck was pointed out.

It was by this time that the District Census Officers were also brought into the

picture more actively, because during the enumeration and particularly thereafter they had to play a vital role for compiling and communication the district results, apart from actively co-ordinating the activities of the Census Charge Officers. They had to gear up their offices and the meeting was held on 3rd November, 1980 as mentioned earlier.

Selection of 20% Sample :

Soon after the completion of the Abridged Houselist the process in hand was selection of 20 % sample blocks. The census clerks posted in the field were thoroughly trained for it by the DDs and they were supplemented by our own staff. The random numbers were provided by the directorate and the selection of sample blocks was effected by the DDs in the field on assistance from their SAs.

Training Classes of Trainers :

Unlike at the time of houselisting, the training to enumerators and supervisors was now to be imparted by the Census Charge Officers themselves. In October, 1980 the Census Charge Officers were trained at the district level by the DDs in the field as assisted by senior staff from the directorate. These training classes were of two days' duration. The Census Charge Officers also took this opportunity for updating their work, particularly concerning the carving out of the enumeration blocks, deployment of staff thereupon, preparation of Abridged Houselist, etc.

I attended these training classes of the Census Charge Officers at Ludhiana, Rupnagar, Patiala, Sangrur, Hoshiarpur and Jalandhar.

Training Classes of Enumerators and Supervisors :

The training to the enumerators and supervisors was to be provided in three rounds slated from November 1980 through January, 1981. These rosters were decided (both regarding the dates as also the venues of training) in these training classes of the Census Charge Officers in October. In certain cases the dates for subsequent training were fixed in the preceding training class. But once a fixture was made no departure was allowed. The rosters, as these emerged, worked through smoothly except for unexpected holiday(s) here or there for which alternate arrangements had to be made. The DDs in the field as assisted by the staff from the directorate were to supervise these training classes of enumerators and supervisors. To have a feel of the quality of training I visited a few of these classes in the state, but I found that howsoever deep be the conscientiousness of the Census Charge Officer, he felt the need to incline heavily on the Deputy Director's representative present there to assist him. His holding the class nonetheless had the desired effect which I wanted viz.. to ensure that all those deployed by him understood the significance of the assignment and accorded necessary priority to it. A couple of my colleagues in civil administration desired that it could perhaps be better if someone from my organisation could impart the training as was done on the former occasion of houselisting. Since that was not possible even though desirable, I took a decision to ensure that atleast one of the remaining two training classes was held by a staff member from this directorate or an equally experienced incumbent from the District Statistical Office. That halfway arrangement worked and we, in the directorate, were satisfied for imparting all the instructions carefully to the enumerators and supervisors but the Census Charge Officers on their part had better satisfaction that they had for a while utilised "technical" hands suitably.

As on the occasion of houselisting only a training chart was drawn up as training aid. It was also well received. And RGI commented upon it :

> "I have just seen your D.O. letter No. I/19036/1/79/Pb/5622. dated September 20, 1980, addressed to Shri Chakravorty with which you have

sent a set of your training charts. I must congratulate you on getting these done and I am sure they will be of great use in putting across our ideas to the enumerators and others. The formats have come out neat and handy and this is very good job indeed. I am sure these efforts will go a long way in assuring us with regard to the quality of the census in your state."

As on the former occasion the first round was for introducing the subject and generally going through the instructions with the enumerators and supervisors. The second round, apart from the repeat of what was said in the first round, consisted in giving them practical training on red forms and in the final round all that was raised by the enumerators and supervisors in doubts was clarified and the material was distributed to them. The training went through smoothly. Though one is never satisfied with the quantum of training and would always like to know the extent of assimilation of all the instructions by the respondents. I had a general feeling that the 30,000 odd government employees who had to get into the field as enumerators and supervisors had well understood their work before they ventured into it and this feeling was shared not only by my own officers but also my colleagues in the State hierarchy.

Supervisors meetings :

After the three rounds of training for enumerators and supervisors were over and before the enumeration commenced I wanted the supervisors to be put into the proper frame of responsibility. As it is the position of supervisor in the census hierarchy stands somewhat undefined and his quality and quantity of work entirely depends on one's own initiative, grasp and energy. A very effective supervisor would ensure meticulous canvassing of schedules and forms and desk work by the enumerators well within time, whereas another lousy hand would only wait for appending his signatures when everything was prepared at whatever level of efficiency by the enumerators. Since the charge was not co-terminus with a tahsil but each tahsil had two to four rural charges comprised in the jurisdiction of kanungoe circles of each revenue officer under a Naib-Tahsildar or a Tahsildar. I thought it would be more convenient for the Census Charge Officer to get regular feed from his supervisors, who ordinarily in a normal charge numbered plus minus ten, each controlling a group of five enumerators. The supervisors were therefore, called in special meetings and addressed by my Deputy Directors and the senior staff in the field. Their duties were specifically laid down in a circular issued by us in Punjabi.

Specific meetings were laid down for them with the Census Charge Officers on the one hand and with the enumerators on the other. This extra indulgence in the superviors, as aimed at paid some dividends because 'psychologically' they felt important when dealt with as a distinct class. As my monitoring showed during the enumeration and thereafter a sizeable portion of supervisors rose up to the occasion and delivered the goods for which they were meant viz., to ensure that the total team of enumerators under them worked efficiently and simultaneously.

Supervision :

The training rosters were maintained by the Deputy Directors in the field and the progress thereupon was monitored by them. They and their staff moved almost continously during these three months and got first hand information both through supervising the training classes and holding discussions with the various functionaries in the census hierarchy. Interestingly some of the temporary census clerks employed in the State were found to be quite efficient in holding training classes, in addition to being the progress of census work and ensure prompt in monitoring progress.

As mentioned earlier I had myself, during January 1981, gone round the state in one hop from district to district to review the progerss of census work and ensure fullest state of preparedness. As on the former occasion of houselisting, the statewide tour was of great help. To say the least it was a moral booster both for my own staff and my colleagues in the civil administration.

Public Relations Measures :

As for publicity the AIR and Doordarshan were our main forums and there were record number of recordings by all the officers of the directorate in all sorts of programmes broadcast by AIR; I had appeared five times on the TV explaining the programme. Our thrust had been upon the total confidentiality of the records and the legal obligation on the part of the respondents to answer, even though generally we all indicated the significance and importance of the census for planning and development.

I met the state press (again) on 17th January 1981 at Jalandhar through the auspices of Press Information Bureau and explained the various procedures. The press carried the proceedings of the conference fairly correctly though I had kept my fingers crossed at the slant which the vernacular press might give.

The English press catering in the state from Chandigarh viz. "The Tribune" and "Indian Express" was responsive and as a matter of fact we had built up with them systematically as the headlines in the Daily Tribune indicated: 'Census work starts in Punjab' (January 2, 1980); 'Punjab gears up census machinery' (July 3, 1980); 'All set for census in Punjab' (Jan. 9, 1981) and in Indian Express (Census data may yield interesting facts' (March 27. 1980) and '30,000 government staff for census work' (July 3, 1980).

But the 'real publicity' appeared to have been reserved during the enumeration period itself. The language press in the state at Jalandhar came out not unexpectedly on self-apparent lines — the bone of contention being the attempt of the Hindi protagonists in the state not to own Punjabi as mother tongue and the counter charge by the Hindi press that the Sikh enumerators insisted on wrong entries in the columns of religion and mother tongue. This is unfortunate part of the state's history where religion and language are unfortunately mixed up. The Punjab Assembly was in session and after my briefing the Chief Minister a statement was made on the floor of the House — that government employees should discharge their duties according to the rules or suffer disciplinary action and that the residents of the state could make any voluntary statement in answer to the questionnairs without any pressure.

The controversy at times acrimonious was attempted to be thwarted by us in the following two ways:—

(a) by establishing personal and direct contact with the editors of the language press and explaining various processes to them ; and

(b) by projecting the whole set up of process and questionnaire through the Directorate of Information and Publicity of the state Government in addition to Doordarshan and AIR.

The Directorate of Information and Public Relations celebrated a special "census week" on the eve of enumeration.

Supervision during enumeration had become more rigorous after the eruption of this controversy in so far as the SDCOs, City Census Officers and Principal Census Officers were to work round the clock to ensure successful conduct of the census. They made surprise visits in addition to

monitoring the progress as frequently as possible. On their part the public at large in one organised way or the other saw to it that hardly anyone was left unsolicited during the operation.

Questionnaires and Response :

There was no reluctance as much to answer the questions. worthy of a mention. A reluctant incumbent here or there always appeared but that is the part of the game. There was no need for taking recourse to the provisions of the Census Act in so far as the respondents were concerned; in case of enumerators only the threat of using the penal provisions was necessary in a stray case here or there.

As for the questionnaire that was canvassed the economic questions in urban areas were slightly beyond the comprehension of enumerators in hurry, but more particularly did not solicit really correct replies in the aspects of 'secondary occupation' or, 'availability for job'. In fact the complications arose when the enumerator tried to explain the definition of the work and then main work but did not go to the thinking behind the evolution of these questions. However, one need not dwell on it. Otherwise the questionnaires were well sized and easily understood.

Total coverage, no doubt, was a foregone conclusion. The public in the whole state was absolutely conscious. There were only three complaints of unsatisfactory or non-coverage, but, on probe these were not found to be correct. Of course a couple of towns like Kapurthala and Moga did come up with complaints for non-coverage after the enumeration and knowledge of provisional population totals but this is another story — the representationists consisted of employees who wanted better status for their city to have better allowances which would only come if they crossed a certain mark in population.

Enumeration of Houseless :

The problem of houseless in the state was extremely limited. Only the railway platforms ordinarily provided such asylums and they were covered on the last day of the enumeration. By and large in rural areas the people have their houses, howsoever small or dingy they may be, and in the urban areas they managed a roof. There was no metropolitan place in the state to have a substantial number of the houseless.

The largest city in the state was Ludhiana and it returned a population of 6.06 lacs. Deployment of enumerators therein posed a problem and one of the Assistant Directors from the directorate was made specially incharge for it under the overall supervision of Deputy Director in the field concerned.

Compiling and Communication of Provisional Tables :

The procedure for compiling and reporting the provisional results was detailed by me in my circular No. 9. Apart from the each sub-divisional level was covered by a representative of this directorate or one of the functionaries at the level of the Deputy Directors in the field during the crucial period. He went through all the charges and got the results to the sub-divisional level from where transmission to the district level was ordinarily by a special messenger. All proformae were kept ready and all that needed was filling up of the figures.

Most of the Census Charge Officers and SDCOs had experience of 1971 census and were conversant with the sense of urgency and expediency on the conclusion of the enumeration. The staff of Census and Statistical Organisations posted to the sub-divisions was keen to speed up with 'one up' on the other. On their part the Deputy Directors in the field had an unconscious sense of competition to achieve the speed and on top of it all as mentioned earlier

also, Punjab now a small state with a single tract territory, had a very efficient transport system.

The revisional round could be completed by an enumerator within a matter of few hours — in a day at the maximum and he could file in the results on the very first day of the revisional round itself for which as many as five days were allowed at all India level.

As expected the results started flowing in on the first March and Sangrur and Rupnagar districts were amongst the first to convey the provisional totals and the state, as in 1971, was again one of the first to convey total results by 5th March to the ORG. It was gratifying to note that the provisional totals did not materially differ from the final population figures in these categories which are indicated below:—

State/ Distt	Houselisting Population as obtained in April, 1980	Provisional Population	PCA Population as received from R.T.Os.	Final PCA Population sent to R. G. I.
Punjab	**16,449,220**	**16,669,755**	**16,791,000**	**16,788,915**
1. Gurdaspur	1,478,879	1,502,366	1,513,435	1,513,435
2. Amritsar	2,161,076	2,167,071	2,190,871	2,188,490
3. Firozpur	1,267,498	1,300,778	1,307,804	1,307,804
4. Ludhiana	1,771,077	1,804,420	1,819,012	1,818,912
5. Jalandhar	1,682,927	1,723,699	1,734,574	1,734,574
6. Kapurthala	532,943	537,156	544,853	545,249
7. Hoshiarpur	1,230,129	1,230,848	1 ,243,807	1,243,807
8. Rupnagar	712,875	712,411	716,662	716,662
9. Patiala	1,525,992	1,561,547	1,568,898	1,568,898
10. Sangrur	1,390,989	1,405,320	1,410,250	1,410,250
11. Bathinda	1,282,493	1,294,957	1,304,606	1,304,607
12. Faridkot	1,412,342	1,429,182	1,436,228	1,436,228

After the communication of provisional results we had to just wait for another few days till all the census documents were retrieved and received at the RTOs at Jalandhar. Patiala and Bathinda where these had been established. It was only on receipt of censused material intact from all parts of the state that I and my officers and staff in the Directorate temporarily called it a day realising that the gigantic field operation was over.

It passed off peacefully and absolutely as planned. That was an achievement.

Publication of Provisional Population Results (Paper 1) and its Supplement

Immediately after the conclusion of the revisional round the results of each district

regarding its provisional population and literates were communicated to the directorate by the District/City Census Officers Deputy Directors (Field). On the basis of these results Paper 1 of 1981 Census for the State was compiled at the directorate and released on 23rd March, 1981. It contained basic data showing districtwise distribution of population, literates, sex ratio, growth rate, density of population and decadal variation of population in 1901.

After receipt of censused material from sub-divisions at the RTOs the Deputy Director (Field) and their staff worked round the clock for scrutinizing the charge and other abstracts for compiling necessary data required for supplement to Paper 1 of 1981 Census for transmission to the directorate. The supplement (containing urban-rural break up and provisional Primary Census Abstract) was brought out and released to the press in record time on 27th May, 1981.

* * * * *

CHAPTER V

CIRCULARS FROM ORG AND THIS DIRECTORATE UNION STATE GOVERNMENT INSTRUCTIONS AND DIRECTIVES

Urban-Rural frame determination

RGI's Ist Circular :

Specifically concerned with 1981 census till then (March 1979) was Circular No. 1 (from Office*) of Registrar General, India on the subject of 'classification of rural and urban units' keeping up the tradition of Indian censuses to present census data for rural and urban areas for which the frame had to be determined. The level of infrastructural development or availability of amenities formed an important consideration for an area to be recognised as urban. The criteria adopted in 1971 census was stuck to according to which the definition of an urban unit was :

(a) all places served by a local body;

(b) all places with a minimum population of 5,000 of whom at least 75 per cent were engaged in non-agricultural pursuits and density was at least 400 per square kilometre.

For implementation a close liaison was established with the State Local Government Department and the receipt of circulars creating Corporations, municipal committees of various classes and notified area committees were updated both in the matters of new conversions as also in any extension or alteration of existing jurisdiction. Contrary to expectations, the exercise became fairly time-consuming for a variety of reasons including the unhappy state of record in the Directorate of Local Government in the state and in its field offices of the Deputy Directors, and in prodding for response from the various municipal authorities for finalising the end-product. At that point of time, without having introduced census consciousness in the state, the exercise appeared to be premature but the volume of work entailed justified its having been taken up in the very first instance as the preliminary step. The final picture emerged long after we were entrenched in the state for the head count. It may be relevant here to mention that the State Government despite requests from us pointing out practical difficulties, kept on altering urban-rural frame till we took upon ourselves to declare the final shape and seal the frame as it existed on 30th September, 1980, with whatever consequences ensuing therefrom. One could appreciate the compulsions of the successive State Governments in 'politicalising' even formation and revision in status of a local body, and the data issued by the census organisation on its frame would apparently have to be segregated and compiled at relevant quarters afresh by the concerned data users. This is an unhappy fact with which one has to live despite best attempts to present the statistics in jurisdictional exactitude.

General instructions for census 1981

RGI's Circular No. 2 :

It was in June, 1979 that general instructions for census 1981 were received from the Registrar General, India in the shape of Circular No. 2 (Annexure II-A.1). This provided the base material for consideration of all the processes that followed. The objectives of census were to be completely

met in terms of total coverage in time bound schedule and it became our anchor-sheet. Frequent discussions and consultations with Deputy and Assistant Directors and senior staff so as to ensure their total involvement in the operations became an accepted norm for our functioning and every step for action came to be evolved after joint deliberative sessions. Simultaneously it was necessary to carry officers and others in the state with every step. It was important to evolve a schedule of working (to be termed as census calendar) and stick on to it as one does not a 'pert chart' in a project. Very effective liaison with all the levels of hierarchy in the field apparently promised to hold the key for success of the operations. I referred to this basic circular as frequently as necessary and test-checked often that I was on the right side of the instructions.

ORG's|Union Home Minister's communications to Punjab Government :

(i) The first communication on census 1981 was regarding the notification concerning the conduct of census 1981. It was received from the ORG on 13th June, 1979 and in its wake the State Government notified, in the Gazette Extra-Ordinary, 'the taking of census'—*vide* its Notification No. 7041-5 DLG-79|19804 dated 6th July, 1979 (Annexure V-1).

(ii) The next occasion when the RGI wrote to Chief Secretary to Government, Punjab, was on 12th July, 1979 regarding the extension of facilities of tele-communication. These facilities already existed and no specific further action was called for.

(iii) The next communication from ORG to the State Government was dated 14th December, 1979 which entreated the State Government to consider the issuance of a general circular (in view of approaching houselisting operations) to the Commissioners of Divisions, DCs and Commissoiners of Municipal Corporations, SDOs (Civil), Tahsildars and other district authorities emphasising upon them that the work relating to Census of India 1981 called for total attention and prompt action. The State Government had already, on my initiation, issued the instructions laying down specifically the functions of each incumbent in the field census hierarchy,—*vide* its circular dated 23rd November, 1979 (Annexure I-D), and no further action was called for.

(iv) The Union Home Minister,—*vide* his letter dated 10th March, 1980 addressed the then Governor of Punjab (the State was under President Rule then) in regard to the holding back of transfers, to the extent possible, for officers and particularly teachers involved in census till March 1981. For issuance of the instructions I did not agitate the matter with the State Government, because in view of my experience as also borne out of fate of similar instructions on former occasion (of 1971 census), I felt that the State Government's instructions issued as early as in March 1980 may not be worth attempting. In fact there had been large number of transfers during March-April 1980 (shortly before the houselisting) and as many as ten out of twelve DCs and twenty-two SDOs (Civil) out of forty-five in the State were transferred. The bulk of the staff deployed as enumerators was constituted by the teachers. Specific instructions in their case

were got issued and circulated (Annexure V. 3). I begged off to the move for freeze in the transfers about six months before the commencement of census.

(v) RGI had also moved the various ministries in the Government of India regarding deployment of Central Government employees for 1981 census and certain concessions in their office attendance etc. to them and desired similar action at our level. Again I wanted to go slow at this and the instructions issued for the houselisting operations in favour of teachers (Annexure V. 4) sufficed since the Heads of the District Officers of other departmental employees had adjusted accordingly on personal contact.

(vi) The next occasion the RGI addressed to the Chief Secretary was to ensure facilities for vehicles to those engaged in the field operations. He had forwarded the communication issued by the State of Tamil Nadu on the subject as a precedent.

I took it up further with the State Government and this item was included in the comprehensive instructions issued on 30th June 1980 (annexed as III-D.I).

(vii) So as to stall any local body elections disturbing the census programme and to ensure that duly trained staff was not transferred to jeopardise the census operations, the Union Home Minister addressed a communication on 18th August, 1980 to the Chief Minister. This was brought home to the Local Government Department in the state by me.

(viii) In his letter dated 26th December, 1980 the RGI made the following two suggestions to the State Government through the Chief Secretary to Government :

(i) that it may consider the desirability of issuing commendation certificates for very good services rendered, to those of the merited who could not be accommodated to award of medals; and

(ii) the performance of an incumbent deployed on census duty may find mention in his ACRs.

Regarding the first proposal, in view of unfavourable precedent in the State Government, it fell through but we managed not only to award a record number of over 750 medals but also issued 100 merit certificates.

Regarding the second proposal the State Government,—*vide* its No. 8/15/80-6PP/1768 dated 16th February, 1981, reiterated the instructions issued on 30th June, 1980, and re-emphasised that the performance should be recorded in the ACR in the following words:

"I am directed to refer to Punjab Government circular letter No. 8|15|80-6PP|7285, dated 30th June, 1980 and to say that,—*vide* sub-para (v) of these instructions, it was impressed upon them that the work assigned to the employees in connection with census 1981 and its proper compliance within scheduled time, should be taken into consideration for suitable entry into their ACRs. It was further impressed that any slackness in the discharge of their duties in this respect should expose them to departmental punishment in addition to penal liability that they may incur under the Census Act, 1948. I may accordingly to request you again to kindly keep the performance in the census work in view at the time of writing of the ACRs of the employees concerned. These instructions may please be

brought to the notice of all reporting authorities under your control for strict compliance."

(ix) On 1st January 1981, RGI sent (to the Chief Secretary) a copy of the circular addressed by Prime Minister of India to Chief Ministers which was in the following words :

"The decennial census is being conducted from 9th February 1981 to the 5th March 1981. Between now and the commencement of the census a vast organisation has to be built up and geared for the task. It is obvious that the census operations should be conducted with maximum smoothness and precision. I suggest, therefore, that instructions be issued to ensure that nothing is allowed to come in the way of the successful conduct of the census. In particular, it may be necessary to see that elections to local bodies and transfers of officials are put off until after the census is over. School and college examinations may also have to be suitably adjusted."

(x) On 2nd January through another communication the RGI requested the Chief Secretary to impress upon the supervisory census hierarchy to ensure the training of the enumerators and supervisors, by themselves attending these classes while on tour.

By and large I ensured the issuance of instructions well in time and to the point, keeping the precedents of 1971 census in view and projecting the requirements for 1981 census. In fact the circular of 30th June (Annexure III-D.1) was so helpful and sound that after its issuance my officers and senior staff could say with one voice that our deployment would be substantially through with the concessions and facilities contained in the circular. The RGI was so happy on these instructions that he thanked the then Chief Secretary, Punjab, demi-officially in the following words :

"I have just received the orders issued by the Government of Punjab under their letter No. 8/15/80-6PP/7285, dated 30th June, 1980 relating to deployment of employees of the Punjab Government for census work, concessions in attending offices and provision of vehicles. I must thank you very much indeed for these orders which would certainly help us to organise the census in full measure in Punjab State. It is only your active interest that has resulted in the issue of these very helpful orders. May I, through you also thank the State Government for these orders ?"

Notifying census hierarchy in the field :

Within a week of the receipt of circular No. 2, RGI issued Circular No. 3 on the subject of appointment of census officers calling upon this directorate to take action accordingly.

I had made two specific deviations from the procedure adopted by my predecessor(s) in laying down the hierarchy.

All the tahsils in the State of Punjab stood converted into Sub-Divisions and were headed by Sub-Divisional Officers (Civil) belonging to the Indian Administrative/State Civil Service. They functioned in the style of a Sub-Deputy Commissioner. It was necessary to squarely rope them in for they headed all the revenue and local bodies staff in their Sub-Divisions.

In the second place the tahsils (known as Sub-Divisions now) were much too big and the revenue kanungoe *halqas* were

distributed between the Tahsildars and Naib-Tahsildars whether stationed at the headquarters or heading independent sub-tahsils within the tahsils. It was necessary to involve all the Tahsildars and Naib-Tahsildars as Census Charge Officers for respective jurisdiction instead of making the Tahsildars exclusively as Census Charge Officers, and tahsil a unit.

As a necessary cororollary from the above the District Census Officers' functions and powers were to be restricted to :

(a) affording assistance to the Deputy Commissioners during the preliminary work, and

(b) coming into the picture more actively when the head count took place, for compilation and communication of results and transmission of censused material.

Short of that the Sub-Divisional Officers (Civil) had to function effectively and totally in their respective Sub-Divisions. Functionaries of local bodies were brought under the SDOs (Civil) in their jurisdiction instead of putting them on vartical subordination of Deputy Directors and Director Local Bodies.

After envisaging the above set up I rushed draft notifications to the relevant quarters in the State Government, prodded action thereupon and caused issuance of these notifications as early as on 6th July, 1979 (Annexure V-2(i—v). My anxiety of laynig down (and succeeding in so doing) the field hierarchy expeditiously perplexed my officers and senior staff in the directorate, but I had my reasons to project census work as expeditiously as possible to the State Government Officers in the very first opportunity available so that the course of things were brought on proper stream. The Punjabis understand and appreciate authority.

Census directorate's circulars :

The field operations connected with the gigantic decennial exercise are conducted under comprehensively evolved and time-tested instructions and the initiative lies with the Registrar General and Ex-officio Census Commissioner of India. All acts have to be performed according to a time schedule since the whole exercise is time-bound.

These instructions have to be transmitted to the field hierarchy in turn, and not infrequently have to percolate to the lowest but the most important functionary in the hierarchy, namely, the enumerator in course of time.

Basic considerations :

As of experience borne out of my knowledge of the state and its people I evolved a particular pattern from the very first issue. Broadly it was as follows :

(i) A circular was to be in direct language specifically laying down the points of action. The objective or a particular approach was to be indicated as briefly as necessary.

(ii) The instructions were to be para-numbered with heading —indications in the margin, for facility of referencing.

(iii) Brevity was to be as much ensured as readability was to be consciously incorporated.

(iv) All concerned who had to take action or had to supervise action were to be transmitted copies directly without involving any intermediary to remake and forward copies.

(v) The receipt, perusal and action on the receiving end were to be

monitored by my officers and senior staff who were in the field preceding and during the operations.

I had known the preoccupations of various functionaries of civil administration and suddenness in their assignments and, therefore, had scrupulously resisted the temptation of obtaining any feed back from them. The fact that they had received the instructions, perused them and acted thereupon was taken over by my staff in the field who were encouraged to keep on the legs even at the cost of their own convenience and who contacted the concerned quarters fairly frequently. That proved to be sound and profitable basis.

Drafting the circulars :

The circulars as were received from the ORG or evolved by my officers in the directorate were predominantly in technical terms because most of the scribes were well-versed in statistics and data collection. These had to be simplified so that an incumbent with fair general education, mostly pre-occupied with his other daily work in the office, could grasp them effortlessly.

As for drafting/finalising the drafts and despatch of the circulars, I had a definite design evolved which could be summed up as follows :

(i) The first draft ordinarily used to be a handwork of the officers headed by Deputy Director (HQ). It was then discussed in a staff meeting, inter-alia, coopting not only the senior staff but also such of the staff as had field experience of previous censuses.

(ii) The final draft was then dictated by me and again circulated to be finalised in yet another meeting of the officers and senior staff.

(iii) The cyclostyling and despatch were the personal responsibility of Confidential Assistant and the Assistant Director incharge (Admn.).

The efforts that went behind this exercise were well rewarded when we received the feed-back that the circulars were by and large perused by the addressees themselves immediately on receipt and action had flowed, with little need for seeking any clarification. In fact it was a personal gratification to see even the Divisional Commissioners and D.Cs. mentioning to me the receipt of my latest circulars and the action they had till then taken, whenever I met them even without prior intimation. That showed the force and the right emphasis.

First circular by this directorate and 'shubh arambh' :

My first communication to the Divisional Commissioners, D.Cs., G.As. to D.Cs., Commissioners of Municipal Corporations, all Sub-Divisional Officers (Civil) in Punjab and all Tahsildars/Naib-Tahsildars and Executive Officers/Secretaries of Municipal committees/notified area committees' etc. was out on 14th July, 1979 (Annexure V. 3) shortly followed by circulation of Census Act. This laid the corner stone of census hierarchy in the state, and also mentioned the tasks that lay ahead of all these officers. It also laid down census calendar and the way I proposed to proceed for the operations.

It began :

"We in Punjab have been able to maintain a good reputation so far in the conduct of census. The stupendous preparatory work and actual count have hithertofore depended on co-operation extended by you, your staff and all those involved in this great endeavour.

Relying on this tradition, I trust to have your co-operation and entreat you to bear with me as I broach this subject with you."

It concluded

"Since the conduct of census was a time-bound work, it necessarily follows therefrom that all intermediary steps have to be carried out according to the strict calendar of events and time schedule as laid down for various stages of preparatory work from time to time, which you are requested to always keep in view.

At hand you may kindly ensure to gear up the concerned staff for according to priority to the census work so that as circulars/instructions are issued from this end in course of time, the same may be dealt with expeditiously, without there being any need for reminders.

Data, more sophisticated and with wider coverage than before, would be collected during this census with the object of surveying the progress made in various directions in the state during the previous years, highlighting various socio-economic problems facing the state and providing for a sound and reliable basis for prospective planning and development. This onerous task (as pointed out by the Chief Secretary to Government Punjab in his communication No. 16/57/79-IAS(7)/2165, dated 30th April 1979 on the subject of introducing the undersigned on his appointment and defining his functions) can only be performed successfully with your assistance and cooperation, which I am sure will be forthcoming in ample measure."

The Registrar General, India, on receipt of a copy, complimented us in the following words,—*vide* his letter dated 23rd July 1979.

"I must say I am extremely happy at the comprehensive circular you have issued and for your letter in which you have discussed all these aspects.

The right way to work out the census calendar is the manner in which you have proceeded, namely, working backwards. In fact, you may recall that I had said that having determined the month in which one should achieve some course of action, one should work further backwards and keep a note of preparatory steps in order to achieve these courses of action in the months concerned. I am glad you have done so."

We had now set on the operations

A supplement to this circular on 28th July carried the copies of the Census Act and the intimation about the creation of posts of Census Assistants and clerks at the district, sub-divisional, corporation and bigger municipal committees' headquarters.

The census charges had been created by us which consisted of revenue jurisdiction of the Tahsildars and Naib-Tahsildars in rural areas and local bodies in urban areas but the formation of special area charges consisting of project townships, railway colonies, police lines, universities, public sector residential colonies etc., were sought to be created,—*vide* circular No. 2 (Annexure V. 4) issued on 8th August, 1979.

With the completion of creation of census field hierarchy and the jurisdictions, circular No. 3 (Annexure V. 5) issued on 19th September, 1979 gave the total exercise connected with house-listing operations. It indicated

the preparation of jurisdictional maps, carving out of houselisting blocks, creation of supervisory circles, deployment of staff as enumerators and supervisors and preparation of charge registers.

The last act of maintaining charge registers as control points was highlighted by issuing detailed instructions (Circular No. 3C) for its filling up,—vide a supplement to this circular No. 3. Since certain common points had arisen, as reported by the officers and the senior staff who visited all parts of the state before the training commenced for houselisting operations, a set of important clarifications was issued by yet another supplement to Circular No. 3.

The functions expected of Sub-Divisional Census Officers, who held key positions in the field hierarchy as head of the revenue and urban charges in a Sub-Division were 12 hammered in a communication to them thereafter so that they were adequately involved in the first field operation which provided the base for second and final field operation, namely enumeration.

Circular No. 4 (Annexure V. 6) was regarding instructions for deployment, house-numbering, publicity supervision and review of houselisting operation and again was addressed to S.D.Os. with copies to all Census Charge Officers.

Circular No. 5 (Annexure V. 7), issued in April, 1980, during the progress of houselisting operation, indicated the handling and processing of censused material consequent upon houselisting operation and was appropriately addressed to the Census Charge Officers with endorsements to the S.D.C.Os. for the action needed at their level.

On 31st May, 1980, I had addressed,—*vide* circular No. 6 (Annexure V. 8) all the Census Charge Officers again to indicate action consequent upon the houselisting operation which consisted of formation of enumeration blocks and on 30th June, 1980 for preparation of abridged houselist circular No. 7 which were to be the basic action papers with enumerators, was issued.

After the material had been distributed and the training of enumerators and supervisors for enumeration was being conducted, my circular No. 8 (Annexure V. 9) on 16th December, 1980 indicated the management of records consequent upon conclusion of census and the final circular No. 9 (Annexure V. 10) of even dated was regarding the compilation and communication of provisional population totals For obvious reasons all the supervisory census hierarchy from Census Charge Officers upwards was brought into picture at this stage for meticulous action with D.Cs., Commissioners of Municipal Corporations and Divisional Commissioners to ensure necessary supervision.

As I have indicated earlier my dictum has been to only talk when I must and when I talked it should be brief and direct and the results flowed.

(Copies of all the circulars have been kept in the record in well bound files).

Directives issued by the State Government

The involvement of State Government had to be sought at every step for successful conduct of this gigantic decennial exercise, for the simple reason that the field operations have to be conducted through the State Government hierarchy.

On important events/occasions the Chief Secretary to the Government (and or more important issues the Chief Minister) was addressed by the Registrar General, India (or the Union Home Minister). That served the twin purpose of introducing the subject and the need for issuance of instructions and facilitated my approach at the appropriate time. Armed with receipt of such a circular on the top, and supported by issuance of similar circulars on the former censuses (with suggestions for such changes as were necessitated by the existing times), by and large, the issuance of the instructions from the State Government or the Heads of Departments was a smooth affair.

So that no unnecessary delay occured. I additionally took the step of attaching draft circulars (alongwith my proposals) and, where necessary (particularly at the level of Heads of Departments) made ministerial assistance for cyclostyling and despatch available.

Of course consistent contact from the day I made a proposal till the time the instructions were ultimately issued was meticulously and invariably maintained.

Instructions from State Government :

The following were the four important circulars issued by the State Government in the Department of Personnel and Administrative Reforms :

(i) No. 16/57-I.A.S.(7)/2165, dated 30th April, 1979 (Annexure 1-B).

(ii) No. 16/57/79-I.A.S.(7) · 7127, dated 1st August, 1979 (Annexure I-C)

(iii) No. 16/57/79-I.A.S. (8)/11610, dated 23rd November, 1979 (Annexure I-D).

(iv) No. 8/15/80-6 PP/7285, dated 30th June, 1980. (Annexure III-D. 1).

Mention has already been made of these circulars.

The other instructions from the State Government Departments were :

(v) By Local Government Department,—vide No 5 DLG-79/31319-422, dated 24th July, 1979 (Annexure V. 11).

It detailed the functions and duties of local bodies/their employees for census:

(vi) By Education Department,—vide No. 9528/EDI-80/2264, dated 28th February, 1980.

It called upon the Directors. Public Instruction, Colleges, Secondary and Primary Education to issue instructions in the wake of the Chief Secretary to Government, Punjab's instructions to all district officers/ teachers (Annexure V. 12) for functions in census operations.

These were the two most important nucleus departments that provided the substantial manpower for the field operations in the urban and rural areas.

Instructions of Heads of Departments :

In the wake of the aforementioned instructions from the State Government, I scrutinised the various departments in the

State hierarchy that the field services who could be deployed. These were :

(1) Financial Commissioner, Revenue.

(2) Director, Local Government.

(3) Director, Public Instruction (Secondary Education).

(4) Director, Public Instruction (Primary Education).

(5) Director, Panchayats & Rural Development.

(6) Economic Advisor, Economic & Statistical Organisation.

(7) Registrar, Co-operative Societies.

(8) Director, Social Welfare & Welfare of SC and Backward Classes.

(9) Director, Industries.

(10) Labour Commissioner & Director Employment.

(11) Director, Food and Supplies.

(12) Director, Health & Family Welfare.

(13) Director, Agriculture.

(14) Director, Animal Husbandry.

(15) Director, Consolidation of Holding and Colonisation.

(16) Chief Conservator of Forests.

All the Heads of these Departments were approached to issue specific instructions to their local heads of the offices. Of them my consistent pressure was on the Education Department and in their case instructions were duplicated even in Punjabi and sent to as lower a level as that of the Block Education Officer in the field.

All the Heads of the Departments in turn issued the instructions to their local heads of the offices for strict compliance of the instructions issued by the State Government—vide their letter No. 16/57/79-IAS(7)/11610, dated 23rd November, 1979 (Annexure I-D) and No. 8/15/80-6PP/7285, dated 30th June, 1980 (Annexure III-D 1).

(All these are contained in the permanent record of the census in the office).

Not content with simple issuance from the Heads of Departments, I also caused number of stencilised copies to be carried by my officers and senior staff in the field whenever they went out, to supply on the spot the set of instructions, where necessary. to ensure proper and complete obedience by the incumbents so deployed in the hierarchy.

To sum up, the co-operation of the State Government was through, adequate and complete for the issuance of instructions ensuring full association of the supervisory census hierarchy in the day-to-day issues connected with the census. In this respect single track consistent approach paid dividends.

—:o:—

ANNEXURE V-1

LOCAL GOVERNMENT DEPARTMENT

CENSUS

NOTIFICATION

The 6th July, 1979

No. 7041-5DLG-79/19804.—The Governor of Punjab is pleased to accord sanction to the republication of the following notification for its wide publicity :—

MINISTRY OF HOME AFFAIRS

(Office of the Registrar General India)

New Delhi, the 11th April, 1979.

S. O. No. 1377,—In exercise of the powers conferred by Section 3 of the Census Act, 1948 (37 of 1948), the Central Government hereby declare that Census of the population of India shall be taken during the year 1981. The reference date for the census shall be sunrise on 1st March, 1981.

[F. No. 9/11/79-CD(GEN)]

P. PADMANABHA,
Registrar General, India.

(Sd.)

Commissioner for Housing and
Secretary to Government, Punjab,
Department of Local Government,
Housing and Urban Development.

ANNEXURE V-2(i)

LOCAL GOVERNMENT DEPARTMENT

CENSUS

NOTIFICATION

The 6th July, 1979

No. 7041-5DLG-79/21294.—In exercise of the powers conferred by sub-section (2) of section 4 of the Census Act, 1948 (XXXVII of 1948), the Governor of Punjab is pleased to appoint the following officers as Principal Census Officers to take, aid in and supervise the taking of the Census within the respective areas as indicated against each :—

(i) All Deputy Commissioners in Punjab within the respective districts except that in the case of Deputy Commissioners, Amritsar Jalandhar and Ludhiana, the city areas comprised in the Municipal Corporations of Amritsar, Jalandhar and Ludhiana would be excluded.

(ii) Commissioners, Municipal Corporations, Amritsar, Jalandhar and Ludhiana within the area comprised in the respective Municipal Corporations.

Further in exercise of the powers conferred by sub-section (4) of section 4 of the Census Act, 1948 (XXXVII of 1948) the Governor of Punjab is pleased to direct that the power of appointing Census Officers, conferred by sub-section (2) of section 4 of the said Act shall also be exerciseable by the aforementioned Principal Census Officers within their respective areas.

Further in evercise of the powers conferred by sub-section (3) of section 4 of the Census Act, 1948 (XXXVII of 1948), the Governor of Punjab is pleased to authorise the aforementioned authorities to sign declarations under the aforesaid sub-section for any local areas within their respective jurisdiction.

(Sd.) . . . .,
Commissioner for Housing and
Secretary to Government, Punjab,
Department of Local Government,
Housing and Urban Development.

ANNEXURE V-2(ii)

LOCAL GOVERNMENT DEPARTMENT

CENSUS

NOTIFICATION

The 6th July, 1979

No. 7041-5DLG-79/20102.—In exercise of the powers conferred by sub-section (2) of section 4 of the Census Act, 1948 (XXXVII 1948), the Governor of Punjab is pleased to appoint the following Officers as Census Officers to take, aid in and supervise the taking of the Census within the respective areas as indicated against each :

(i) All General Assistants to the Deputy Commissioners in the state of Punjab, to the designated as District Census Officers, within their respective districts except that in the case of Amritsar, Jalandhar and Ludhiana, the jurisdiction of the Municipal Corporation shall be excluded.

(ii) Assistant Commissioners, Municipal Corporations, Amritsar, Jalandhar and Ludhiana to be designated as City Census Officers, within the respective jurisdiction of the Municipal Corporation of Amritsar, Jalandhar and Ludhiana.

(iii) All Sub-Divisional Officers (Civil) in the state to be designated as Sub-Divisional Census Officers, within the respective jurisdiction of their respective Sub-Division except that in case of Sub-Divisional Officers (Civil) of Amritsar, Jalandhar and Ludhiana, the area comprised in the respective Municipal Corporation shall stand excluded.

Further in exercise of the powers conferred by sub-section (3) of section 4 of the Census Act, 1948 (XXXVII of 1948), the Governor of Punjab is pleased to authorise the above-mentioned authorities to sign declarations under the aforesaid sub-section for any local areas within their respective jurisdiction.

(Sd.)

Commissioner for Housing and
Secretary to Government, Punjab,
Department of Local Government,
Housing and Urban Development.

—:o:—

ANNEXURE V-2(iii)

PUNJAB GOVERNMENT

LOCAL GOVERNMENT DEPARTMENT

CENSUS

NOTIFICATION

The 6th July, 1979

No. 7041/5DLG-79/20400.—In exercise of the powers conferred by sub-section (2) of section 4 of the Census Act, 1949 (XXXVII of 1948), the Governor of Punjab is pleased to appoint all Tahsildars and Naib-Tahsildars as Census Officers, to be designated as Charge Officers for the purposes of the said Act within the respective circles in the tahsils, excluding the areas that fall under urban local bodies.

Further in exercise of the powers conferred by sub-section (3) of section 4 of the Census Act, 1948 (XXXVII of 1948), the Governor of Punjab is pleased to authorise the aforementioned authorities to sign declarations under the aforesaid sub-section for any local areas within their respective jurisdiction.

(Sd.)

Commissioner for Housing and
Secretary to Government, Punjab,
Department of Local Government,
Housing and Urban Development.

ANNEXURE V-2 (iv)

PUNJAB GOVERNMENT

LOCAL GOVERNMENT DEPARTMENT

CENSUS

NOTIFICATION

The 6th July, 1979

No. 7041-5DLG-79/20698.—In exercise of the powers conferred by sub-section (2) of section 4 of the Census Act, 1948 (XXXVII 1948), the Governor of Punjab is pleased to appoint all Administrators/Executive Officers/Secretaries of the Municipal Committees, notified areas and cantonment Boards in the Punjab State as Census Officers to be designated as Charge Officers for the purposes of the said Act within the limits of their respective jurisdiction in towns.

Further in exercise of the powers conferred by sub-section (3) of section 4 of the Census Act, 1948 (XXXVII of 1948) the Governor of Punjab is pleased to authorise the aforementioned authorities to sign declarations under the aforesaid sub-section for any local areas within their respective jurisdiction.

(Sd.)

Commissioner for Housing and
Secretary to Government, Punjab,
Department of Local Government,
Housing and Urban Development.

ANNEXURE V-2(v)

PUNJAB GOVERNMENT

LOCAL GOVERNMENT DEPARTMENT

CENSUS

NOTIFICATION

The 6th July, 1979

No. 7041-5DLG-79/20996.—In exercise of the powers conferred by sub-section (4) of section 4 of the Census Act, 1948 (XXXVII of 1948), the Governor of Punjab is pleased to direct that the powers of appointing Census Officers conferred by sub-section (2) of the said section, shall also be exerciseable by the Director and/or Deputy Director and/or Assistant Directors. Census Operations, Punjab, within the State of Punjab.

(Sd.)

Commissioner for Housing and
Secretary to Government, Punjab,
Department of Local Government,
Housing and Urban Development.

All these notifications were endorsed to:

(1) The Commissioners of Divisions in Punjab;

(2) Commissioners, Municipal Corporation, Amritsar, Jalandhar and Ludhiana;

(3) All Deputy Commissioners in Punjab;

(4) All GAs to Deputy Commissioners in Punjab;

(5) All Sub-Divisional Officers (Civil) in Punjab;

(6) Assistant Commissioners, Municipal Corporations of Amritsar, Jalandhar and Ludhiana;

(7) All the Regional Deputy Directors Local Government in the state;

(8) All Executive Officers/Secretaries in Municipal Committees/Notified Area Committees / Cantonment Boards in the state;

(9) All Tahsildars in tahsil headquarters;

(10) All Naib/Tahsildars in tahsil headquarters in the state;

(11) Director of Census Operations, Punjab, Chandigarh; and

(12) Controller of Printing and Stationery, Punjab, Chandigarh, for publication in the Punjab Government Gazette, Part I-A.

ANNEXURE V-3

All Deputy Commissioners/G.As to DCs of Districts Commissioners/ACs Municipal Corporation, Amritsar, Janlandhar and Ludhiana.

All Sub-Divisional Officers Civil in Punjab. ———— (By name).

No. A-11042/1/79-Pb/(Circular I), dated the July 14, 1979.

Sub:- Census 1981—Punjab Set up for field organisation and tasks ahead.

Sir,

We in Punjab have been able to maintain a good reputation so far in the conduct of Census. The stupendous preparatory work and actual count have hither-to-fore depended on co-operaton extended by you, your staff and all those involved in this great endeavour.

Relying in this tradition, I trust to have your co-operation and entreat you to bear with me as I broach this subject.

2. Separately, vide a number of gazette notifications issued on 6th July, 1979 the state Government in the Local Government Department, have made the following appointments under Sub-Section (2) of Section 4 of the Census Act, 1948.

All DCs Commissioners. Municipal Corporations, Amritsar, Jalandhar and Ludhiana.	.. Principal Census Officer
All GAs to DC's Assistant Commissioners, Municipal Corporations	.. District Census Officer
All SDOs (Civil)	.. City Census Officer
All Tahsildars/Naib Tahsildars	.. Sub Divisional Census Officers
All Administrators/ Executive Officers/Secretaries of MCs/NACs	(Census) Charge Officers.
	.. Within their jurisdiction.

All the above officers have also been authorised under sub-section (3) of Section/ Act ibid to sign declaration for appointment of census staff for local areas.

Principal Census Officers, in addition. have also been afforded powers under Sub-section (4) of Section/Act ibid exercise the powers under Sub-Section (2) itself for appointing Census Officers.

I trust you would have received copies of these notifications by now.

Copies of the Census Act 1948 are being forwarded to you separately for reference and record.

3. The appointments so notified envisage the following hierarchical set up in the field:

In the districts, the Deputy Commissioners as Principal Census

Officers, would be overall incharge for; the Census operations; except in the jurisdiction of Municipal Corporation, where the Commissioners concerned will be so responsible.

Since the DCs and Commissioners of Municipal Corporations because of their multifarious pre-occupations, need suitable assistance at appropriate level, the General Assistants to DCs have been appointed as District Census Officers, except in the case of Municipal Corporations where Assistant Commissioners as City Census Officer of the Corporations would be their counterpart.

In the Sub-Divisions, SDOs (Civil), under the overall control and supervision of Deputy Commissioner, shall be totally responsible for the census operations, including in the areas that fall under the local bodies (except Corporations) situated within their jurisdiction.

The Tahsildars/Naib Tahsildars in the rural areas, and Administrators/ Executive Officers/Secretaries of the MCs and NACs, in urban areas, would be assisting the SDOs as Charge Officers.

GAs to DCs as District Census Officers (and Assistant Commissioners of Municipal Corporations, as City Census Officers would provide the vital link between this Directorate and field officers. They would take to ensure compliance of all instructions issued for conduct of the operations from time to time from this end and afford feed back periodically as prescribed in the course of time. In turn, they shall be in touch with and interalia, compile reports from the SDOs (Civil) in the districts. (These officers had been entitled to special pay or honorarium hithertofore, for the additional work of arduous nature they have had to put in for census, and as a decision is through it shall be communicated accordingly).

4. Separately and shortly, sanction shall be issued by the Local Government Department (in consultation with the Finance Department) for appointment of ministerial staff at various levels to enable establishment of census desks in the field at the offices of GAs to DCs, ACs for Municipal Corporations and Sub-Divisional Officers (Civil).

These posts are being created with effect from 1st August, 1979. The expenditure on this Ministerial staff shall be borne by the Government of India.

It is necessary that suitable appointments thereupon are made, preferably from out of personnel who have had experience on 1971 Census. These nucleus census offices may start functioning as early as practicable.

5. Enumeration all over the country has already been notified by the Central Government for 1981, with reference date as 1st March. This has to be preceded by and equally important operation of house numbering/listing about a year in advance. Spade work on various steps designed at ensuring accurate and total count has already commenced.

Inter alia, these steps consist of :

For House-listing Operation :

(July 1979 to March 1980) .. (Tentative Time Schedule).

Determination of Rural and Urban Areas, preparation of village and Town Lists and Jurisdictional Maps. and allocation of Location Codes .. (July—September, 1979).

Delineation of House-listing Blocks and preparation of charge and Circle Registers .. (September—October, 1979).

Selection and appointment of Enumerators and Supervisors .. (October—November, 1979).

Printing of forms and instructions and arrangement for their distribution .. (October—December, 1979).

Comprehensive training of Enumerators/ Supervisors .. (December 1979—January, 1980).

House-listing operations in the field under systematic supervision thereupon. .. (February, 1980).

Collection of forms and records .. (March, 1980).

For Enumeration :

(April 1980 to March 1981). .. (Time Schedule shall be laid down later).

Delineation of Enumerators' Blocks, selection of Sample Blocks—writing up of Charge Registers and preparation of Abridged Houselists.

Selection and appointment of Supervisors and Enumerators

Comprehensive training of Supervisors and Enumerators

Preparation of Household Schedules and Population Record.

Actual Count-filling up of Individual Slips (both universal and sample)

Systematic supervision of enumeration operations.

Collection of forms and provisional totals.

These operations obviously entail harnessing of thousands of government employees as Supervisors and Enumerators and affording them comprehensive training before they are deputed on field operations. That would be a major job.

As on earlier occasions, the bulk of staff for these positions shall be drawn from the Revenue/Local Bodies' officials under you, and supplemented by the field staff of Developments and Education Departments. (These two Departments have already passed necessary instructions to their field level officers,--vide their communications No. DPGI-79-30164-75, dated 12th July, 1979 and No. 6210-15/111-79-SII, dated 12th July, 1979, respectively).

6. Shortly, I and my officers in this Directorate shall be establishing personal contact with you and afford necessary guidance and assistance to the timely performance of assignments.

For appreciation of various issues involved and meaningful dialogue, the subject will form an item for discussion in the next conference of DCs at Chandigarh, as kindly agreed to by the Chief Secretary.

For Fuller appreciation of procedures and problems, I propose to call a meeting (at Chandigarh) of District/City Census

Officers after the nucleus census offices have been set up by them and other preliminaries are through.

7. Since the conduct of Census is a time-bound work, it necessarily follows therefrom that all intermediary steps have to be carried out according to the sirict calendar of events and time schedule as laid down for various stages of preparatory work from time to time, which you are requested to always keep in view.

At hand you kindly ensure to gear up the concerned staff for according top priority to the Census work so that as circulars/instructions are issued from this end in course of time, the same may be dealt with expeditiously, without there being any need for reminders.

Data, more sophisticated and with wider coverage than before, would be collected during this Census with the object of surveying the progress made in various directions in the state during the previous years, highlighting various socio-economic problems facing the state and providing for a sound and reliable basis for prospective planning and development. This onerous task (as pointed by the Chief Secretary to Government, Punjab, in his communication No. 16/57/79-IAS(7)/2165, dated 30th April, 1979 on the subject of introducing the undersigned on his appointment and defining his functions) can only be performed successfully with your assistance and co-operation, which I am sure will be forthcoming in ample measure.

Yours faithfully,

(Sd.)

(D. N. DHIR),
Director.

Endst. No. A/11042/1/79/Pb. (Circular 1), dated the 14th July, 1979.

Copy forwarded for information to:—

(i) Registrar General, India; New Delhi.

(ii) Chief Secretary to Government, Punjab.

(iii) Financial Commissioner (Revenue) Punjab.

(iv) Commissioner and Secretary to Government Punjab; Local Government Department.

(v to vii) Commissioners, Jalandhar/ Patiala/ Firozpur Divisions.

(viii) Director, Local Government Department & Ex-Officio, Joint Secretary to Government, Punjab.

(Sd.)

(D. N. DHIR),
Director.

Endst. No. A/11042/1/79/Pb. (Circular 1), dated the 14th July, 1979.

Copy forwarded to:

(i) All Tahsildars in the State (with a spare copy for use by Naib Tahsildars).

(ii) All Administrators / Executive Officers/Secretaries of Municipal Committess/NACs in the state.

(Sd.)

(J. C. KALRA);

Deputy Director.

ANNEXURE V-4

To

The Deputy Commissioners, in the State.

The Commissioners, Municipal Corporations, Amritsar, Jalandhar and Ludhiana.

(Principal Census Officers) by name.

No. I/19032/1/79/Pb (Cir. 2), dated the 8th August, 1979.

Subject : Formation of Special Areas/ Charges.

Sir,

Vide Circular No. 1 (No. A/11042/1/79/ Pb., dated 14th July, 1979), hierarchical set up in the field has been dealt with at length, indicating that Tahsildars and Taib Tahsildars as Charge Officers in rural areas and Administrators/EOs/Secretaries of MCs/ NACs/CBs as Charge Officers in urban areas would cover the entire state except in the jurisdiction of Municipal Corporatons, where Assistant Commissioners as City Census Officers will create such charge officers by demarcating suitably manageable areas and nominating proper-level Corporation officers thereupon under orders of the Municipal Commissioners.

2. Included in various urban and rural areas, there must be certain areas/establishments which have to be treated as special areas because of their nature. To illustrate railway colonies, project townships, police lines, universities, educational complexes, hospitals, jails, public sector residential colonies, etc., would be such areas as distinctly apart from military areas; defence establishments (of Army, Air Force and Navy), PAP, BSF, CRP and GREF lines, which would also qualify for being declared as special areas. The Charge Officers so far nominated in rural and urban areas may not, in certain special areas so determined, be able to create impact, due, inter alia, to want of status-equation with the officers administering the said special areas.

3. The guiding principle for recognition of such areas/establishments as special charges is not only their rather big size (which is ordinarily expected) but also their independent administrative machinery, not directly falling under the administrative control of the concerned local body or the revenue estate. Such an area should have a distinct identity with clearly defined boundaries and should be under the exclusive charge of the independent administrative authority. In addition to administrative/ operational premises, it must have residential colony to house a sizeable population.

4. For facility of proper canvassing of schedules in the special areas, special charges need to be created. In this connection you are requested to take action as indicated below :

(i) To draw up a fresh list keeping the above criteria in view. (The

list of such areas as determined during the 1971 census is enclosed as an indicator).

(ii) To establish liaison with the head of the establishment/area concerned and obtain recommendations for nominating a special charge officer (of adequate level in the hierarchy).

(iii) To exercise the powers delegated to you under sub-section 4 of Section 4 of Census Act 1948 and issue appointment in favour of the officer in the draft form as enclosed.

5. These special charge officers so appointed shall function, in addition to the other charge officers in your district or municipal Corporations, for the areas/establishments concerned, exactly in the same way as others do in their respective jurisdiction They will form a part of your census hierarchy and would be responsible for the conduct of the census operations, consisting inter alia, of delineation of enumeration blocks, appointment of enumerators and supervisors, etc., etc.

6. The heads of the departments in the State Government have already been requested,—vide Punjab Government Circular No. 16/57/79-IAS(7)/2165, dated 30th April, 1979 to assist and co-operate in the conduct of the census and there should be little difficulty in your acting as indicated above. In case of railways, I am enclosing herewith a copy of the communication issued by the Ministry of Railways authorising for such action. Regarding appointments in the areas controlled by the Army (including Air Force and Navy) and para-military forces like BSF, CRP and GREF, the authorisation when received from the relevant Ministries of Government of India, would be forwarded to you in due course. Meantime, the preliminary exercise for identifying these areas and obtaining nominations as charge officers, where possible, may commence. (No action, for the time being, is required for Defence areas on the International Border).

7. I shall be grateful for your conveying to this end the action taken in this respect by way of endorsing a copy of your orders as issued both for identification of these areas and appointment of charge officers within a month of the receipt of this communication (except for nominations in the areas for which authorisation may till then be awaited.)

Yours faithfully,

(Sd.)

(D. N. DHIR),
Director, Census, Punjab.

No. I/19032/1/79/Pb. (Cir. 2), dated the

8th August, 1979.

Copy alongwith copies of enclosures is forwarded to:

(i) GAs to Deputy Commissioners (District Census Officers) in the state.

(ii) Assistant Commissioners, Municipal Corporations, Amritsar, Jalandhar and Ludhiana (as City Census Officers).

(iii) SDOs (Civil) (as Sub-Divisional Census Officers) in the state.
(and EOs CBs Firozpur Cantt., Jalandhar Cantt., and Amritsar Cantt.)

They are requested to proceed in identification of areas and get the list finalized and appointments made from the DCs/Commissioners of Municipal Corporations concerned.

(D. N. DHIR),
Director, Census, Punjab.

ANNEXURE V-5

To

All the Sub-Divisional Officers (Civil)
in the State (as Sub-Divisional Census
Officers) —By name.

No I/19037/I/79/Pb/(Cir. 3), dated September 19, 1979.

Subject : Census 1981—Houselisting Operations.

Sir,

Houselisting operations constitute the first phase for Census 1981. In the Census, apart from the houseless, people are enumerated where they live (and not where they work or are found) and it is essential to determine where people live. This is the basic objective of houselisting operations.

These lists of houses are, in turn, used for delineation of basic units for census enumeration, called as enumeration blocks, which are to be carved out later.

These houselisting operations for Punjab State are scheduled for March through April 1980. The exact dates shall be determined and intimated later keeping in view the normal preoccupations of enumerators and supervisors to be deployed on these operations.

The houselist form, which is proposed to be canvassed during these operations, is given in Annexure I. It is simple and seeks to collect certain basic information.

These houselisting operations will also serve as necessary frame for canvassing separate "enterprise lists". Details about this aspect shall be conveyed later.

Jurisdictional Map :

2. Separately two copies of jurisdictional maps (as compiled from the record available at this end, material obtained from the office of Director, Land Records and assistance received from the Tahsildars and EOs/Secretaries of MCs/NACs concerned) are being sent. These maps show:

(i) The total No. of villages falling in your sub-division as at present, arranged in Kanungoe circles; and
(ii) The urban areas constituted by the towns, whether covered by recognised local bodies or created for purposes of census.

The villages and the towns have been given Code Nos. by which these shall be referred to in the various census papers hereafter.

Any mistake occuring in the maps by way of inadvertant inclusion or exclusion of any rural area or jurisdictional changes in the urban towns may be rectified by you on both the maps.

Maps showing Charge(s) :

For the rural areas the Tahsildars and Naib-Tahsildars at HQ and NTs incharge of sub-tahsils have been notified as Census Charge Officers and for the urban areas the EOs/Secretaries of the MCs/NACs/CBs have been so notified.

As a first step you are requested to demarcate the charges of various charge

officers in your sub-division, and from out of the map bring out their separate charge maps. This has to be done very carefully so as to ensure that the total area falling in your sub-division is fully accounted for under the jurisdiction of the various charge officers.

Particular attention in this respect will have to be paid to the areas on the periphery of urban local bodies and it may kindly be ensured that the visual overlapping that occurs on the periphery is distinctly demarcated into separate urban and rural areas on the maps showing the charge(s).

These maps shall, inter alia. indicate that the total area comprised in your sub-division has been taken care of and nothing is left out apart from being useful for record and control. (One of the maps of the sub-division as corrected and showing the various charges, may kindly be sent to this Directorate at the earliest).

Carying out of Houselisting Blocks :

3. Each charge officer thereafter may kindly be requested to demarcate houselisting blocks which shall bear continuous Serial Nos. in a charge.

Guidelines to be observed are as under:—

For Rural Areas

(i) Each block should ordinarily consist of 150 to 200 houses. The basic consideration is to ensure that the comparative workload for houselisting operations in each block does not have high degree of variation.

(ii) Each revenue, village must be recognised as a separate block irrespective of its size.

(iii) In a bigger village having more than 150 to 200 houses the number of blocks may be suitably increased.

In such cases it will have to be ensured meticulously that there is no overlapping. boundaries of each block will have to be clearly defined to ensure that no house is left out and none is included in more than one block.

(iv) Whenever there are separate hamlets in a village it is not necessary to treat each hamlet as a separate block but it is necessary to ensure that no hamlet is left out.

For Urban Areas :

(i) The town maps, as these exist, show the municipal wards with their boundaries. The houselisting blocks shall be framed within each ward and it has to be jealously observed that no houselisting block cuts across any ward's boundaries.

(ii) Each houselisting block shall consist of 100 to 150 houses, depending on the size of the families living therein.

(iii) In unplanned areas of the town the demarcation of each houselisting block shall depend on the location of roads, streets, paths, drains, pipelines, important buildings, etc., to define the boundaries.

The **abadi** falling on the periphery in the urban areas should be paid particular attention, Inhabitation not falling within the notified jurisdiction of the town but being in almost continuity there to may not be included in it. It shall be taken care of in the rural area in which the **abadi** falls though it may be nearer to the town.

Creation of Supervisory Circles :

4. For every six houselisting blocks, whether in rural area or in urban town,

there shall be constituted a supervisory circle. It shall consist of blocks falling catiguous to each other.

After carrying out the exercise for carving out houselisting blocks/supervisory circles as indicated above, the charge officers may be requested to indicate these blocks/ circles on the respective charge map(s). (In case the map for rural areas cannot hold of such delineation into blocks it may be blown up to suitable size for showing these houselisting blocks/supervisory circles. In urban areas, exising MCs/NACs/CBs maps, showing wards, may be used for this purpose).

Deployment of Staff :

5. Vide Circular 1A from this end you had been requested to prepare lists of enumerators and supervisors on obtaining nominations from the concerned departments. It is hoped that the same have since been compiled. About deployment of enumerators, we have deviated slightly as indicated below.

At the 1981 census houselisting was done by the local body staff in the towns and by the patwaris in the villages in the prescribed schedules. The area given to each enumerator then, whether in urban or rural comprised of 4 to 5 such houselisting blocks. In 1971 census, however, each houselisting block was given to one enumerator.

The size of a houselisting block as mentioned above has been with a view to ultimately carving out census enumerators' blocks. But in 10 years' time there might have been appreciable changes. We will only have a definite idea of population after the houselisting operations. Appreciable adjustment thereafter shall be necessary to re-carve out these census enumerators' blocks. At hand we are proceeding for preparing a frame for houselisting blocks only. Population in some of the houselisting blocks may be far in excess to a census enumerator's norm (750/1,000 persons in rural areas and 600/750 persons in urban areas).

It is, therefore, suggested that more than one houselisting blocks may be entrusted to each enumerator. The workload is minor and with averages, each of the enumerator will have almost equal load. Keeping this in view, in rural areas three blocks and in urban areas two blocks for houselisting may be entrusted to each enumerator. The duration of the operations would be about a month, and experience has shown that by devoting a couple of hours each day an individual can easily complete the exercise. This would also mean increased and sizeable honorarium to an enumerator because the honorarium is being proposed blockwise.

Upon every six houselisting blocks (for supervising the work of two enumerators in rural areas and three enumerators in urban areas) there shall be a circle supervisor. This category of personnel shall consist of senior hands to the enumerators. This may be ensured for smooth field operations.

Charge Registers :

6. After the exercise involving :

(i) breaking up of charge into houselisting blocks ;

(ii) deployment of suitable personnel as enumerators according to the norms indicated above ;

(iii) delineation of supervisory circles ; and

(iv) appointment of circle supervisors has been carried out, the details shall be filled up in charge registers.

A proforma thereof is enclosed. (Annexure II). The charge registers shall be sent separately. These registers shall be maintained at the level of the Census Change Officers. These shall show that all the area and the charge officers' jurisdiction has been fully covered for purposes of houselisting operations by deployment of personnel and

thereby ensuring proper control over the operations. A reference to these registers at any time would indicate the demarcation of houselisting blocks/supervisory circles and assignment of work to the individuals.

The appointment letters of block enumerators/circle supervisors shall be issued after deployment has been decided upon and the details filled in the register. These orders shall be in a specific form and blank printed copies of the orders shall be made available as you indicate the requirement.

7. The preoccupations of the officers and staff in the field, particularly of district administration and local bodies, with the current Lok Sabha elections are being kept in view and accordingly schedule for field operations is being suitably altered to time the training of personnel and actual field operations to a period when these elections are over. Some preparatory work, however, has to continue since 'census' itself is a time bound proposition.

It is suggested that you may call a meeting of all the charge officers in your subdivision, as notified already in rural and urban areas and as created by the DCs as Principal Census Officers for special charges as per Circular No. 2 from this end urgently, and entrust the work as indicated to them individually after clarifying if there are any doubts.

The whole process will have to be a coordinated activity by all the charge officers. So that the charge officers may, meantime, exercise their minds about creation of houselisting blocks/circles, I am endorsing a copy of these instructions to them individually. As experienced local officers and with assistance from the staff who have had experience of earlier censuses, they shall in fact be in a position to carve out these blocks/circles without much difficulty. Since the bulk of the staff for deployment would more suitably be drawn from the patwaris/kanungos in the rural areas and municipal staff in the urban areas, the deployment is not likely to pose any specific obstacle.

The whole exercise is contemplated to be completed within a period of about a month from the issue of this communication; hence need for your commencing action accordingly at the earliest.

Yours faithfully,

D. N. Dhir,

Director, Census, Punjab.

Encls: As above.

No. I/19037/1/79/Pb/(Cir. 3), dated the 19th September, 1979.

Copy, with 5 spare copies, forwarded to:

Assistant Commissioners (as City Census Officers), Municipal Corporations, Amritsar Jalandhar and Ludhiana for similar necessary action within the jurisdiction of their respective Corporations.

The current maps of the Corporations will form the basis of the jurisdiction. suitable charges as indicated in this endorsement No. A/11042/1/79/Pb/4700, dated 10th August, 1979, would have been created by now. Each charge officer may be briefed to proceed/along the aforementioned lines.

D. N. Dhir,

Director, Census, Punjab.

ANNEXURE V-6

Gms: PUNJCENSUS

Tel : 24095

CENSUS 1981
IMMEDIATE

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

Office of Director, Census Operations,
Punjab,

SCO 17, Sector 26, (Madhya Marg),
Chandigarh-160026.

From

Shri D. N. Dhir, IAS,
Director, Census, Punjab.

To

All the Sub-Divisional Officers (Civil),
in the State.

(as Sub-Divisional Census Officers).

No. I/19037/1/79/Pb (Cir. 4), dated the March 11, 1980.

Subject: Regarding forthcoming Houselisting Operation : Instruction for deployment, house numbering, publicity, supervision and review.

Sir,

Deployment of Enumerators/Supervisors

As per the information monitored at this end, staff from various departments has been drafted for appointment as supervisors and enumerators. They have been imparted training for the job in two rounds in the classes held under the Charge Officers, by the staff from this directorate and the District Statistical Offices. Their final deployment is understood to be in hand. Alongwith the final brush-up training they shall be shortly given the necessary material so as to enable them to commence the field operation of houselisting/enterprise listing during the month of April.

In this connection your attention is particularly invited to the following instructions :

(i) From Secretary to Government Punjab, Local Government Department No. 5DLG-79/31319-422, dated 24th July, 1979, desiring that the local bodies staff should bond all their energies towards making

the census very accurate and extend their full co-operation to enable the Government to complete the operations connected with census ;

(ii) Punjab Government Revenue Department No. 25/21/80-CH-3, dated 29th February, 1980 (addressed to all DCs) desiring that the patwaris should attend to this work of census operations; and

(iii-A) DPI Schools' No. 6210-15/111-79-SII dated 12th July, 1979, as reiterated by his No. 15/111-79-Services-1911, dated 3rd March. 1980;

(iii-B) DPI (Primary) No. 6/3-79-Services (J), dated 23rd July, 1979 as reiterated by No. Steno/A.D.P.E. III, dated 3rd March, 1980;
enjoying up the teachers to attend to the task of census faithfully and conscientiously.

2. I trust the deployment of enumerators and supervisors has been in such a way as that they are drafted from within the area of their work so that they are conversant with the same. However, it is necessary to emphasise upon them the need to make themselves rather fully conversant by taking rounds of the area(s) under their control, more particularly in places with which they are not familiar. This will facilitate the commencement of work in a systematic way.

..3...**Need for co-operation from local respectables.**—The enumerators and supervisors need fullest co-operation from the town/village respectables for facilitating their work. It is requested that you may address to municipal commissioners, surpanches/members of the panchayats, chairmen and secretaries of co-operative societies and office holders of such other non-official bodies in the area to extend their fullest co-operation to the enumerators/supervisors on duty in their areas.

4. **Publicity.**—The knowledge about the operation has already spread and with the proposed publicity in the press, radio and television the message shall be carried to every nook and corner of the state. However, these attempts at publicity may be supplemented by you by announcements by beat of drum or the like through the local bodies/gram panchayats under your control, calling upon the people to extend their fullest co-operation and assistance..

5. **House numbering.**—House-numbering has to precede houselisting. The local bodies under your control would be possessing some sort of numbering which could be made use of. Where in the new areas added to the local bodies or in the new local bodies itself. The numbering has still to be carried out. it may be so ordered. It is a valid charge upon them as conveyed by Secretary to Government Punjab, Local Government,—vide the communication mentioned above.

In the rural areas if there is no numbering of the houses at all, the numbers will have to be affixed/painted by the enumerators in the way as explained to them and contained in the instructions. This numbering may be done by any material any Gheru. The precaution to be taken shall consist of the fact that the number is affixed at such a place which is least exposed to sun and rain so that it sustains till the enumeration in February-March, 1981. (The inhabitants will have to be warned against tempering with these numbers in the intervening period. This point may be emphasised through the city and village respectables when you address them for extending their co-operation and assistance as indicated in para 3 above).

6. For house-numbering in urban areas, following need to be emphasised :

(a) Since we are concerned with the buildings, even totally sub-standard structures will also have to

be numbered and noted in the houselist as long as these have four walls and roof.

(b) Such numbering becomes critical in slum areas of towns and cities where particularly, in the older parts of these areas, streets would be small, narrow, twisted and would require special efforts. Supervision in those areas should be particularly necessary.

(c) Even temporary structure must also be numbered irrespective of their occupation or vacancy.

(d) In the enquiry regarding enterprises, particular care would be necessary to find out enterprises which are run in shopping areas where more than one enterprise may be run by different entrepreneurs.

7. **Supervision.**—As emphasised in the meetings, the coverage has to be total and simultaneous during the month of operation viz., April. It is, therefore, necessary for you :

(i) to call a meeting of the charge officers under you every week to monitor the progress;

(ii) to ensure that the charge officers visit these areas of operations as frequently as possible to ensure the progress.

To ensure the quality of work, the staff from this directorate as also the staff of the District Statistical Offices shall be checking up the operations to the extent possible so that any slip is detected in time and the work put on proper keel.

I trust any slip in the programme of total and correct coverage will be rectified within the period so that further work progresses as per schedule.

Yours faithfully,

D. N. DHIR,
Director, Census, Punjab.

No. I/19037/1/79/Pb. (Cir. 4),
dated the 11th March, 1980

Copy forwarded to all DCs in the state and Commissioners of Municipal Corporations of Amritsar, Jalandhar and Ludhiana (as Principal Census Officers).

It is requested that heads of the local offices may be addressed to supply necessary total number of persons working therein to the enumerator as he approaches the place during his round so that he may not have to go from section to section asking for such details. He has to note them this in the enterprise list. This will ensure operational convenience.

D. N. DHIR,
Director, Census, Punjab.

No. I/19069/1/80/Pb (Cir. 5).

dated the 11th March, 1980.

Copy to GAs to DCs (as District Census Officers) in the state.

It is requested that in the next review meeting of the SDMs with DCs the compliance of the instructions may also kindly be ensured.

Meetings of SDMs be arranged with DC at least twice (near 8th and 20th April) to monitor progress.

D. N. DHIR,
Director, Census, Punjab.

No. I/19037/1/79/Pb (Cir. 4),

dated the 11th March, 1980.

Copy to Assistant Commissioners/E.O. of Municipal Corporations of Amritsar, Ludhiana and Jalandhar (as City Census Officers), for information and similar necessary action.

D. N. DHIR,
Director, Census, Punjab.

No. I/19037/1/79/Pb (Cir. 4),

dated the 11th March, 1980.

Copy to all EOs/Secretaries of M.Cs, NACs and CBs and all Tahsildars/Naib-Tahsildars in tahsils/sub-tahsils (as Charge Officers) for necessary action.

It may kindly be ensured that the enumerators keep the records of each enumeration block separately and do not mix up with the other block that may also be under the same enumerator's control.

D. N. DHIR,
Director, Census, Punjab.

No. I/19037/1/79/Pb (Cir. 4),
dated the 11th March, 1980.

Copy to all DSOs (as Additional District Census Officers) in the state.

They shall supervise the filling up of houselist/enterprise lists during operations to ensure quality in co-ordination of staff from this directorate.

D. N. DHIR,

Director, Census, Punjab.

ANNEXURE V-7

To

All Tahsildars/Naib-Tahsildars I/c Rev. Circles in the State,

All Naib-Tahsildars I/c Sub-Tahsils in the State,

All EOs/Secretaries of MCs/NACs/CBs in the State,

—As Census Charge Officers.

Special Charge Officers through SDOs(C) (concerned)

Charge Officers in Municipal Corporation through ACs/EO (concerned).

No. I/19069/1/80/Pb (Cir. 5),
dated the April 3, 1980.

Subject : Houselisting Operations: Handling and processing of forms.

Sir,

On the conclusion of the houselisting operation, you shall be receiving through the supervisors, the following documents duly filled up :

(i) Notional map — one copy.

(ii) Lay-out sketch — one copy (Not necessary where it is the same as (i) above).

(iii) Houselist forms — two sets.

(iv) Houselist abstract — one set.

(v) Enterprise list — one set.

(vi) Enterprise list abstract — one set

(vii) Supervisor's circle houselist abstract — one set.

Following action, thereafter, is indicated:

(i) The houselist sheets may be arranged in ascending order of block numbers, separately, for the two sets.

One complete set of houselist sheets may be retained at the charge level, and the other transmitted to sub-divisional office, as indicated hereafter, alongwith Charge houselist abstract.

The houselist abstract should also be similarly arranged in ascending order of blocks.

(ii) The enterprise list sheets should be collected and arranged blockwise, separately, as also the enterprise

list abstract. The enterprise list sheets and the enterprise list abstract should be sent to the District Statistical Officer through SDO(C).

(iii) The notional maps and layout sketches may be arranged block-wise and retained in your office.

(iv) Before the despatch of bundles. these should be tagged by a plain sheet of paper which should give the name of the charge, the name of the tahsil and the name of the district, apart from the name of forms that it may contain.

(v) Different types of unused forms should be arranged separately, and passed on to Sub-Divisional offices.

(The account of the forms received by you, used by you and returned through the said officer may be given separately for each kind of forms.)

2. You will have to ensure before the despatch of the above to the Sub-Divisional officer that (a) both the filled in and unfilled forms have been received in respect of all the blocks and (b) all the supervisory circles' houselist abstracts have been prepared. All the documents shall be sent per **special messenger** to the Sub-Divisional office.

(The instructions for scrutiny of filled-in forms at the level of supervisors are contained in para 12 of the instructions for supervisors which were handed over to all of them at the time of first round of training. In your weekly meetings with supervisors during the houselisting operations the same may be impressed upon them for meticulous observance. You must ensure that all the supervisors check up at least 10 per cent of the entries on the spot).

Yours faithfully,

D. N. DHIR,
Director, Census, Punjab.

No. I/19069/1/80/Pb (Cir. 5),
dated the April 3, 1980.

1. Copy to all Sub-Divisional Officers (C) (as Sub-Divisional Census Officers) in the State. On receipt of the documents as indicated in the above letter, the census clerk of your office shall have to take the following steps, separately for each charge, under your control :—

(i) He shall test check to see that the total from houselist abstracts have been correctly carried over by the supervisors on the "supervisory circle houselist abstract." This test-check must be applied for at least 10 per cent of the total abstracts. (As a token of having checked a particular abstract in this behalf the clerk should be asked to append his signatures on the "Supervisory circle houselist abstract" which has been test-checked by him).

(ii) The census clerk will then check the totals from columns 3 to 16 of each of the supervisory circle houselist abstract.

(iii) Having checked up these totals he (clerk) shall post these figures in the relevant columns of the 'charge houselist abstract' which he has to prepare. It will be noticed that in this abstract one line is to be used for each supervisory circle.

(iv) Having filled up the forms for all supervisory circles in the charge he shall strike the totals of cols. 3 to 16 in this form.

It is reiterated that the 'charge houselist abstract' is to be prepared separately for each charge. If there are 3 rural charges and 4 urban charges in your sub-division you shall have to get 7 'charge houselist abstracts' prepared. After completing the charge houselist abstract the census clerk should prepare sub-divisional houselist abstract on the same form at except that the word 'charge' shall be replaced by 'sub-division' at the title. This may be prepared in duplicate so that one copy is retained at your end for any future reference. The supervising officer from this office shall collect from you the following material duly filled in.

(i) Bundles of houselists — one copy.

(ii) Bundle of houselist abstracts — one copy.

(iii) Bundle of supervisory circle abstract — one copy.

(iv) Charge houselist abstract prepared separately for reach charge.

(v) Sub-Divisional houselist abstract.

2. You would have also received the bundles of enterprise lists and enterprise list abstracts from your charge officers. These may be sent to the concerned DSO.

(ii) Copy forwarded to Assistant Commissioner/Executive Officer, Municipal Corporations of Amritsar/Ludhiana/Jalandhar for information. The work connected with the municipal corporation shall be got done by him according to the above details.

(D. N. DHIR),
Director, Census, Punjab.

No. I/19069/1/80/Pb (Cir. 5),

dated the April 3, 1980.

Copy to DSOs (as Additional District Census Officers) in the State. They are requested to remain in touch with the Sub-Divisional Officers (Civil) and ensure collection of enterprise lists and enterprise list abstracts.

(Sd.) . . . .,
Director, Census, Punjab.

Copy to:

(i) DDs Firozpur/Patiala and AD Jalandhar Division ;

(ii) Each member of senior staff deputed to the districts. They shall ensure distribution of this important circular to COs, SDO(C) and ACs, during their supervisory duties in the field. They should also ensure necessary training to census officers at various levels who have to take action. They should also distribute the required number of forms to the concerned.

(Sd.)
Director, Census, Punjab.

ANNEXURE V-8

To

All Tahsildars/Naib-Tahsildars I/c Revenue Circles in the State;

All Naib-Tahsildars I/c Sub-Tahsils in the State;

All EOs/Secretaries of MCs/NACs/ GOs in the State.

} As Census Charge Officers.

Special Charge Officers through SDOs (C) (concerned);

Charge Officers in Municipal Corpns. through ACs/EO (concerned).

No. 1/19058/1/79/Pb. (Cir. 6). **Dated : May 31, 1980.**

Subject : Action consequent upon houselisting operation---formation of enumeration blocks.

Sir,

Let me at the outset thank you so much for your co-operation and assistance in concluding the first field operation successfully in the State.

The time-schedule for second and final aspect of census 1981 reads as under :

(i) Carving out enumeration blocks : 1st June-15th June.

(ii) Copying out of Abridged House-list; selection of sample blocks : 16th June...14th August.

(iii) Deployment of staff as enumerators/supervisors by Charge Officers : 16th August-15th Sept.

(iv) Preparation of charge registers : 1st-30th September.

(v) Drawing up of training rosters and finalising other preparations: 1st-30th October.

(vi) 1st, 2nd and 3rd round of training :

Nov., Dec. 1980 and Jan. 1981.

(Distribution of material to the COs will be in December, 1980 and to the enumerators at the time of 3rd and final round of training).

(vii) Canvassing of household schedules and individual slips. 9th-28th Feb.

(viii) Reference date Sunrise of 1st March, 1981.

(ix) Revisional round. 1st-5th March.

(x) Collection of material 7th March, 1981.

I would apparently need your continued assistance and co-operation in the assignments.

2. It would have come to your notice by now that three Deputy Directors have commenced functioning from the beginning of April at Patiala, Jalandhar and Bathinda for the three divisions in the State. They (and their staff) shall be affording close supervision for the operations and impart

necessary training and guidance to facilitate proper and timely implementation of instructions as are issued from this end from time to time.

3. The next step now consists of carving out of enumeration blocks from out of the set of houselists retained by you for your charge.

The convenient method for carving out the blocks is to start from the first line of the houselist (arranged in ascending order of Block Nos. for your charge) and to draw a line in red ink or red pencil after the appropriate number of persons in the household have been counted. Well known landmarks should be taken into consideration so that identification of a block is absolutely clear.

It is suggested that in rural areas a workload of about 750 persons and in urban areas a workload of about 650 persons would be appropriate. These would roughly correspond to 150 households in the rural areas and about 130 households in the urban areas respectively. (The number may be slightly altered, if necessary, to achieve identifiable landmarks in a block).

As a consequence of the above exercise the ultimate number of enumeration blocks are expected to be larger than the number of houselisting blocks, since now we are working with actuals against the projected figures that we had taken earlier in drawing houselisting blocks on *ad-hoc* basis. The enumeration blocks as carved out will, therefore, be reserialised.

4. Other points to be kept in mind in forming the enumeration blocks are :

(i) the blocks must not cross the bounderies of wards of municipal divisions in urban areas;

(ii) in rural areas no block should include portions of two separate villages;

(iii) each village in the minimum shall be constituted into a separate block;

(iv) in the large--sized rural areas, which cross a norm of a block **(say 750 persons plus minus)** another block may be constituted **and so on** ;

(v) uninhabited villages (Bechirag) as hithertofore should receive a separate block number;

(vi) in urban areas large institutions like central jails, hospitals, educational institutes etc. may be constituted into separate blocks, if the population is large enough;

(vii) during houselisting operation identity of :

(a) outgrowths added to the core-towns for determining urban agglomerations: and (b) areas under sample registration scheme.

were kept separate in so far as that these were identified and constituted as separate blocks. This has to be maintained during enumeration.

5. This exercise of carying out of enumeration b'ocks shall be your personal responsibility.

The new charge registers that shall have to be written in course of time shall be sent to you later but meantime you are advised to prepared lists of these new blocks indicating the following details :

(i) Name of the village/ward (in urban areas) and location code No.

(ii) Block No. (as now assigned on re-carving) and population of the block as per houselisting.

(iii) Detailed boudaries of enumeration blocks to distinguish it clearly from the neighbouring blocks.

6. It is proposed to entrust one block only to each enumerator and to appoint one supervisor for every 5 blocks. The total requirement of enumerators and supervisors would, therefore, be forthcoming from this exercise..

During houselisting operation, at some places, the following difficulties appeared in final deployment:

(a) proper thought was not given to correct deployment in so far as that some of the enumerators had to cover areas with which they were not conversant and which were situated at great distance from their place(s) of duty/residence;

(b) at some places the convenience and facilities for lady staff deployed as enumerators was not adequately considered with the result that readjustments had to be made later;

(c) changes in deployment were allowed till the last day of deployment in certain cases and crash training programme had to be rushed through for newly appointed enumerators.

It should be understood that the responsibility of proper and adequate deployment entirely rests on your shoulders and this may kindly be realised.

You are advised to proceed with obtaining lists from the concerned departments right now so that no time is lost later.

The deployment as tentatively decided by you, should be submitted to the SDO(C)/AC concerned for his approval, since that would discourage any attempt by enumerators to seek last-minute changes.

7. Each enumerator shall also be supplied with an abridged houselist before he proceeds for enumeration. Instructions regarding this exercise shall be sent to you by the middle of June, by which time completion of enumeration blocks may please be reported.

Yours faithfully,
D. N. DHIR,
Director, Census, Punjab.

No. I/19058/1/79/Pb(Cir. 6), dated the 31st May, 1980.

Copy, by name, forwarded to all SDOs (C) (as Sub-Divisional Census Officers)/ GAs to DCs (as District Census Officers)/ ACs/EC (as City Census Officers), Municipal Corporation, Amritsar/Ludhiana and Jalandhar.

(ii) I may record my appreciation for their assistance and co-operation in making the first field operation successful.

(iii) The progress of work in connection with carving out of enumeration blocks (and further steps as indicated from this end from time to time) may please be regularly reviewed with charge officers, as hitherto-fore.

(iv) Meetings of the charge officers be called when requested by DDs (Census) concerned for scrutinising the work in this connection and affording guidance, where necessary.

(v) The staff posted exclusively for census work in the sub-divisions/districts should be instructed to keep in active contact with the DDs (Census) and their staff for ensuring smooth/regular progress.

(vi) It may be ensured that the exercise of deployment of enumerators and supervisors is carried out with diligence by the Charge Officers so that there is no short-fall or any representations for a change later on. The final approval of such deployment shall now lie with SDOs(C) and ACs/EO.

D. N. DHIR,
Director, Census, Punjab.

No. I/19058/1/79/Pb (Cir. 6), dated the 31st May, 1980.

Copy, by name, forwarded to all DCs and Commissioners, Municipal Corporations (as Principal Census Officers) for information.

(ii) Review of progress of census work may kindly be continued with subordinate officers, every month, as hithertofore, so that the work proceeds according to the schedule indicated above.

(iii) DD (Census) concerned will brief about the progress of work as monitored by him. He should be associated with these review meetings.

D. N. DHIR,
Director, Census, Punjab

ANNEXURE V-9

To

All the Sub-Divisional Officers (Civil) in the State (as Sub-Divisional Census Officers), Assistant Commissioners of Municipal Corporations, Amritsar and Ludhiana and Executive Officer, Municipal Corporation, Jalandhar (as City Census Officers);

All Tahsildars/Naib-Tahsildars I/c Revenue Circles in the State; All Naib-Tahsildars I/c Sub-Tahsils in the State; All EOs/Secretaries of MCs/ NACs/CBs in the State; Special Charge Officers (including/Military/ Para Military Areas) through SDOs (C) (concerned) Charge Officers in Municipal Corporations through ACs/ EO (concerned). } As Census Charge Officers.

No. I/19079/1/80/Pb (Cir. 8), dated December 16, 1980.

Subject : Census 1981—Management of Records relating to Individual Slips and Household Schedules etc., at various levels, consequent upon conclusion of census.

Sir,

As per the time schedule, the enumerators and supervisors after completing second round of training shall be reporting for the third and final round in January, 1981 when they would also be given the census material.

This circular deals with the management, at various levels, of records as received after the census and, therefore, its timely transmission to you to brief the concerned during the third round accordingly.

(Supervisors have to play a vital role herein and, if necessary, they may be adequately trained and briefed in a separate session).

2. At the end of enumeration (soon after 1st March but positively by 5th March) each enumerator will have with him the following record in respect of his enumeration block:

(i) Notional Map.

(ii) Lay-out Sketch.

(iii) Filled-in and up-dated Abridged Houselist.

(iv) Filled-in Household Schedule Books.

(v) Filled-in Individual Slip Pads.

(vi) Working Sheets for Enumerators.

(vii) Enumerator's Abstract.

(viii) Filled-in Degree Holder and Technical Personnel Schedules (only in respect of Sample Enumeration Blocks).

(ix) Statement showing the number of Degree Holder and Technical Personnel Schedules received, issued, filled-in schedules collected and blank schedules returned (only in respect of Sample Enumeration Blocks).

(x) Blank Household Schedule Books and Individual Slips Pads.

(xi) Blank Degree Holder and Technical Personnel Schedules (only in respect of Sample Enumeration Blocks).

Inventory to be prepared by the Enumerator

The enumerator is required to hand over all these documents with an inventory (form added as Annexure I, which is being distributed alongwith the material) to his supervisor. This shall be filled up by him **in triplicate**. One copy will be retained by him after taking signatures of his supervisor and the other two will be handed over alongwith the record to the supervisor.

These copies will enable the supervisor in turn to check, firstly, as to whether the records issued to all the enumerators under his control have been returned correctly, and secondly, to help him to prepare his own inventory for his circle.

Inventory to be prepared by the Supervisor

3. The supervisor will prepare his inventory, **in duplicate**, on the receipt of the records from the enumerators in the form indicated in Annexure II. He will have to consolidate the entries from the inventories of the enumerators and post them in his inventory. ,

He will retain one copy each of the inventories prepared by the enumerators under his control for his own record, and the remaining one will be handed over to the charge officer, alongwith a copy of the inventory prepared by him. While handling over the records of his circle, one copy of the inventory will be retained by him, after obtaining receipt from the dealing hand in the charge office.

Inventory to be prepared in the Charge Office

4. Before signing the inventory prepared by each supervisor, the concerned incumbent in the charge office will physically check the records relating to each enumeration block and should sign only after he has satisfied himself about the correctness of the inventory.

The charge officer, in turn, will prepare an inventory **in triplicate** in the form indicated in Annexure III. He shall pass on the material collected for his total charge to the sub-divisional office. (City census office in case of municipal corporations).

The census staff at these sub-divisional/city census offices will carefully check the records and in token of correctness thereof, return one copy of the inventory duly signed to the charge officer for his record, retaining the other two with the record.

Control at Sub-Divisional Level

5. The sub-divisional/city census officer will, at this point of receipt, exercise strict control and shall satisfy himself that the filled-in schedules and slips have been received in respect of all the enumeration blocks in rural and urban areas under the various charges under his control. These shall be kept arranged strictly separately for urban areas and rural areas.

These records will then be transferred to the regional tabulation offices concerned. (Deputy Directors, Census. Government of India, I/C regional tabulation offices are being suitably instructed to tie up for proper receipt and transportation in conjunction with the sub-divisional/city census officers).

(One copy of the inventory as prepared by the charge officers after being duly received and signed by the RTO shall be kept by sub-divisional/city census officer for his record, and the other shall be forwarded with the record).

Despatch of blank schedules and forms to Director's office and collection of filled-in censused record by RTOs.

6. The record received in the office of the sub-divisional/city census officer will be both for filled-in as well as blank schedules/ forms.

The blank schedules/forms should be sent directly to this office under an inventory prepared at that level.

The management of various filled-in record, all of which shall be passed on to RTOs, will be as indicated below:

(a) Notional Maps and Lay-out Sketeches :

All the notional maps and layout sketches, when received by the charge officers, will be arranged in ascending order of the enumeration block numbers for the entire change before delivery to the office of sub-divisional/city census officer.

At sub-divisional levels these shall be kept separate for different charges and also separate in respect of rural and urban areas.

(b) Abridged Houselists :

The abridged houselists shall be arranged in ascending order of enumeration block numbers within the charge by the charge officer. At the sub-divisional level these shall be kept separately by rural and urban areas and the identity of each charge shall be kept in tact.

(c) Filled-in Household Schedule Books and Individual Slip Pads :

The charge officer while handing over the filled-in household schedule books and filled-in individual slip pads, shall tie them up for the entire enumeration block separately in two bundles. Thus, there will be two bundles for each enumeration block :

(i) one for household schedule books; and

(ii) one for individual slip pads.

The records pertaining to sample blocks should also be kept separately. (In sample block the individual slips are in blue as against black used in non-sample blocks).

In short, in a charge there will be separate bundles for individual slip pads and household schedule books which in turn shall be separate for sample and non-sample blocks. These identities, alongwith those of urban and rural areas, shall be maintained strictly separately at the sub-divisional level.

(d) Working Sheets for Enumerator's Abstract and Enumerator's Abstract :

The supervisors will hand over the working sheets relating to each enumeration block as also the enumerator's abstract to the charge officer arranged in ascending order of the enumeration block numbers. The charge officers, in turn, would arrange them in ascending order

for the whole charge and they will thereafter pass on these to the sub-divisional/city census officer, wherein also the identity of the charge shall be kept intact.

(e) Statement showing the number of Degree Holder and Technical Personsel Schedules received, issued, filled-in schedules collected and blank schedules returned (in respect of Sample Enumeration Blocks only):

On receipt of the above statements from the enumerators of sample enumeration blocks in his circle, the supervisor would consolidate all the statements and hand over the same to the charge office. The charge officer in turn shall consolidate the statement in respect of supervisory circles in his charge and prepare statement for the whole charge which in turn shall be passed on to the sub-divisional/City census officer.

7. Before I conclude, I emphasise that contents of this important circular should be brought home to the enumerators and supervisors and the staff engaged at the charge level and at the levels of the sub-divisions or corporations.

The scrutiny of receipt at every level should be thorough and the arrangement of the record should meticulously be in the pattern shown above.

Encls : As above

(Detached).

Yours faithfully,

D. N. DHIR,

Director, Census, Punjab.

No. 1/19079/I/80/Pb. (Cir. 8) dated the 16th December, 1980.

Copy to all Deputy Commissioners in the State and Commissioners, Municipal Corporations, by name, (as Principal Census officers) for information.

Meticulous action on the lines indicated above may kindly be emphasised upon the concerned in the meetings held for reviewing the progress of census work.

D. N. DHIR,
Director, Census, Punjab.

No. I/19079/1/80/Pb (Cir. 8), dated 16th December, 1980.

Copy to Commissioners, Patiala, Firozpur and Jalandhar Divisions, by name, for favour of information.

D. N. DHIR,
Director, Census, Punjab.

No. I/19079/1/80/Pb (Cir. 8), dated the 16th December, 1980.

Copy to Deputy Directors, Census, Government of India, for Jalandhar, Patiala and Firozpur (at Bathinda) Divisions for information and necessary action, particularly with reference to para (5).

Suitable co-operation and assistance from District Statistical Officers may kindly be continued for ensuring fullest action on this subject.

D. N. DHIR,
Director, Census, Punjab.

No. I/19079/1/80/Pb (Cir. 8), dated the 16th December, 1980.

Copy to GAs to DCs in the State, by name, (as District Census Officers), for coordinating the activities in the districts with reference to minutes of their conference at Chandigarh (circulated,—vide this end. No. I/19067/1/79/Pb 6699, dated 6th November, 1980). The position shall be reviewed by me in the meeting(s) proposed in January, 1981.

D. N. DHIR),
Director, Census, Punjab.

ANNEXURE V-10

To

All Tahsildars/Naib-Tahsildars I/c Revenue Circles in the State;
All Naib-Tahsildars I/c Sub-Tahsils in the State;
All EOs/Secretaries of MCs/NACs/ CBs in the State;
} As Census Charge Officers

Special Charge Officers (including Charge Officers for Military and Para-Military areas) through SDOs (C) (concerned);

Charge Officers in Municipal Corporations through ACs/EO (concerned);
All the Sub-Divisinoal Officers (Civil) in the State (as Sub-Divisional, Census Officers);

Assistant Commissioners of Municipal Corpns, Amritsar and Ludhiana and Executive Officer, Municipal Corpn., Jalandhar (as City Census Officers);

GAs to DCs in the State (as District Census Officers).

No. I/19090/1/80/Pb (Cir. 9) dated: December 16, 1980.

Subject : Provisional Population Totals : Communication of—Reg.

Sir,

Immediately on the conclusion of census enumeration (scheduled from 9th February to 28th February 1981 with the revisional round from 1st to 5th March), provisional population totals have to be released as had been the practice so far.

The field census agency comprising of enumerators and supervisors, has to be briefed about the action to be taken by them in this respect, and with advantage, the contents of this important circular may be brought home to them at the time of final round of training in January, 1981 when they are also entrusted with the census material.

2. The calendar for reporting of provisional population results has been laid down as follows :

(i) Revisional Round : 1 to 5 March

It may be concluded as early as practicable.

(ii) Submission of enumerator's abstract and other census records by enumerators to supervisors ;	Soon after the conclusion of their work, but by 5th March on the outer limit.
(iii) Submission of supervisor's abstract and all records pertaining to supervisor's jurisdiction to the Charge Officer ;	Soon after the receipt and scrutiny of (ii) above, but by 6th March at the latest.
(iv) Preparation of charge abstract for provisional results by Charge Officers and communication of charge figures to the Sub-Divisional/City Census Officer, as the case may be ;	As early as possible, but positively by 7th March.
(v) Transmission of population totals (consisting of total population, male population, female population, literate males, literate females and total literates) by Sub-Divisional Census Officers to District Census Officers ;	At the earliest, but by 8th March positively.
(vi) Submission of all records and abstracts relating to charge(s) with inventories as received by Sub-Divisional / City Census Officers to the concerned Regional Tabulation Office ;	By 9th March
(vii) Preparation and communication of district abstract for provisional population results as mentioned in (v) above by District Census Officers to the Director, Census, Punjab and repeated to the Registrar General, India's office, New Delhi.	At the earliest, but by 9th March at the latest.

(District abstracts for Amritsar, Jalandhar and Ludhiana shall *exclude* the figures of municipal corporations of these places, which shall be communicated by respective City Census Officers to these quarters).

3. (i) Because of the tight time schedule, it needs to be appreciated that timely compilation and release of provisional population totals would entirely depend upon the timely receipt of the abstracts and censused material from the enumerators and supervisors. Thus, this calls for highly controlled system which you would have to develop for your charge.

(ii) Because of the short distances involved and the single-tract territory of Punjab, the abstracts and material should be personally delivered by the enumerators to the supervisors, and in the same way, by

the latter to the charge officers, who would further cause their carriage to the sub-divisional/city census offices through courrier.

(iii) The Sub-Divisional Census Officers would (as indicated below in para 6(d) take further action for transmitting the figures regarding the items as mentioned in 2(v) above to District Census Officers, and items mentioned in 2(vi) above to R.T.Os.

4. The District/City Census Officers would transmit the figures in 2(v) above directly, after due compilation, to this end and the Registrar General of India.

Transmission by the District/City Census Officers would be in the following form :

State/District Corporation
Males Females, Total Population
Literate, Males, Literate Females
Total Literates

These figures shall be conveyed to the Registrar General, India by express telegram (REGGENLIND, NEW DELHI), wireless message or over telephone (Nos. 383761, 383145, 383157 and 386583), whichever is deemed quickest.

In so far as this end is concerned the details are contained on the top of this circular.

(In wireless the form shall be the same as for the telegram. All messages, by whatever mode, shall be covered by copies by post). *

5. It may kindly be noted here that the provisional population totals for the country as a whole and each State/Union Territory will be released by the Registrar General, India, in the first instance, and the undersigned for the State of Punjab thereafter. No information has to be disseminated before these official releases, at any level.

6. Important instructions and procedures to be followed by enumerators, supervisors, charge officers and at sub-divisional level, which will help in the timely compilation and submission of abstracts and records are contained herein below :

(a) Enumerators :

The enumerator should fill the working sheet each day. When he fills in Part II of household schedule (population record) from the individual slips daily, he should also post the totals for the households from the population record in the working sheet the same day. He should not wait till the completion of the revisional round. During the revisional round he could make additions or substractions due to births and deaths in the population record as well as in the working sheet.

This would enable the enumerator to prepare the enmcrator's abstract as soon as the revisional round is over, and much before the last date viz. 5th March.

Since the revisional round is not likely to take more than a day or two, the enumerator should be able to deliver his record and abstract to the supervisor by 2nd of March or so. He need not wait for the concluding date of the revisional round.

This daily home task for him shall enable him to ensure conclusion of his part of the job as early as possible.

---

*Postal address of RGI
Registrar General, India
Kotah House Annexe
2/A, Mansingh Road,
New Delhi - 110011.

(b) Supervisors:

The supervisor, at the time of his field inspections, during the enumeration period must ensure that the enumerators attached with him are regularly preparing the working sheets daily. He should guard against their allowing the work to be accumulated in this respect.

On receipt of records and abstracts from the enumerators, the supervisor should match the entries of the abstracts and after reconciling the discrepancy, if any, should prepare his abstract and pass on the same alongwith the records to the charge officer.

He may not wait till the last day as indicated above but should be able to do his work on receipt of documents from the enumerators in a day's time.

In fact, supervisors would be well-advised to put in a high degree of liaison and responsibility in collecting the material from the enumerators under them, on the one hand, and passing on the same after proper scrutiny and compilation to the charge officer on the other, with as much speed as possible, after 1st March.

(c) Charge Officer :

The charge officer should have a register prepared adopting the form of enumerator's working sheet (except that in coulmn 2 instead of 'household' it should be noted as "enumerator's block number"). On receipt of records from the supervisors, necessary appropriate postings can be done in this register. Since these postings will be blockwise the total would give the figures for each of the characteristics for the entire charge.

This register should be written up in advance in so far as the block numbers are concerned, so that mere incorporation is done on receipt of enumerator's/supervisor's abstract.

The charge officer will prepare at his level the statement identical to that of enumerator's abstract.

(d) At the Sub-Divisional level:

On receipt of enumerators', supervisors' and charge level abstracts and after quick scrutiny of the data for detecting any discrepancy, the Sub-Divisional Census Officer shall also make necessary incorporations, chargewise, in the form of enumerator's working sheet, changing column 2 to read for "each charge".

At this stage there is a priority for the transmission of the following figures, namely, total population of the sub-division, total males, total females, literate males, literate females and total literates.

After striking the totals for the above, he shall cause its communication to the District Census Officer expeditiously as indicated above in para 3(iii).

The abstract indicating the other characteristics as prepared by him for the whole sub-division and the other records shall be transmitted to the RTO concerned, for preparing supplement to the provisional population totals. (This shall be almost simultaneous but the transmission and delivery shall be to different quarters as indicated above).

7. Before I conclude I may add that our state has an enviable record of having transmitted the provisional population totals, particularly for the items mentioned in para (4) above long before the last date viz. 9th March. I have to count upon you for keeping up the tradition.

My Deputy Directors in the field, as also other senior staff, shall be available for necessary guidance and assistance

Yours faithfully.

D. N. DHIR,
Director, Census, Punjab.

No. I/19090/1/80/Pb (Cir. 9)

December 16, 1980.

Copy to all Deputy Commissioners in the state and Commissioners, Municipal Corporations, Amritsar, Ludhiana and Jalandhar, by name, (as Principal Census Officers) for information and ensuring timely transmission of provisional population totals to the concerned quarters.

No. I/19090/1/80/Pb (Cir. 9)

December 16, 1980.

Copy to Deputy Directors, Census Government of India, for Jalandhar, Patiala and Firozpur (at Bathinda) Divisions, for information and necessary action.

(Sd) . . .,
Director, Census, Punjab.
December 16, 1980.

ANNEXURE V-II

From

The Secretary to Govt., Punjab,
Local Government Department.

To

The Commissioners / Assistant Commissioners
Amritsar, Jalandhar and Ludhiana.

The Executive Officers / Secretaries of all the
Municipal Committees and Notified Area Committees
in the State.

Memo No. 5DLG-79/31319—422,

dated, Chandigarh, the 24th July, 1979.

Subject : Census operation 1981.

The State Government,—*vide* No. 16/57-79--IAS(7)/2165, dated 30th April, 1979 have addressed to all Heads of the Departments on the above subject and asked them to extend full cooperation and assistance to make 1981 Census Count successful in the State. Shri D. N. Dhir, IAS, Director, Census Operations, Punjab under Ministry of Home Affairs, Govt. of India, has already commenced with the preparatory work. This onerous task can, however, be achieved only with the active participation of all government agencies in the field. There is hardly any need to emphasise that in urban areas, the local bodies' staff has to play a vital role to help and assist in this task of national importance, which provides a sound and scientific base for perspective planning and development.

2. Under the Census Act, 1948 census hierarchy has already been set up in the state through a number of notifications issued on 6th July, 1979 by this department designating you as Principal/City/Charge Officers for census at various levels in the urban areas.

To ensure that there is complete involvement in the preparatory measures and actual count for 1981 census necessary instructions are laid down as under:—

(i) The Local bodies' staff in the State should bend all their energies towards making the 1981 Census accurate and complete various phases of census within the time schedule as fixed by the Director, Census Operations, from time to time.

(ii) It is certified that the expenses in connection with the preparation of maps, house-numbering, house-listing and enumeration and expenditure on TA/DA by the officers and staff of the local bodies in connection with this census will be a legitimate charge on the funds of the local bodies concerned.

3. As census data, more sophisticated and with wider coverage than before will

be collected during the operations, with the objective of providing sound and scientific base, it is but essential that the work done in this regard by the officers/staff of local bodies should find special mention in the assessment of their overall performance.

It is, therefore, requested that while recording your observations in the Annual Confidential Reports of various Officers/ staff entrusted with census work, for the years 1979-80 and 1980-81, you may assess their performance in the census work in consultation with the Director, Census Operations, Punjab, where necessary.

(Sd)

Joint Secretary,

for Secretary to Government, Punjab,
Local Government Department.

No. 5 DLG-79/31423-555

Dated Chandigarh ,the 24th July, 1979.

Copy forwarded for information and necessary action to :-

(i) All Administrators / Presidents of Municipal Committees and

Notified Area Committees in the State ;

(ii) All Deputy Commissioners / Sub-Divisional Officers (Civil) in the State.

(Sd)

Deputy Secretary-II,

for Secretary to Government, Punjab,
Local Government Department.

ANNEXURE V-12

Copy of D.O. No. 1/19037/1/79/Pb/1005, dated 13th February, 1980 from Shri D. N. Dhir, IAS, Director, Census, Punjab, Chandigarh, addressed to Shri H. V. Krihsnamurthy, IAS, Joint Secretary to Government of Punjab, Education Deptt.

Subject : Census Operations 1981 — Cooperation / assistance by school teachers.

May I invite your kind attention to your endorsement No. 77/801-10ED1-79, dated 1st August, 1979, on the above subject as addressed to DPI, Punjab advising that all the District Education Officers and Heads of various schools in the state may be directed immediately to afford all possible cooperation / assistance in the census work to all concerned census officers in the field and they should discharge their duties faithfully and conscientiously under intimation to the Government.

I had also met you in this connection today.

Though, by and large, teachers have been coming forward for their deployment as enumerators / supervisors, yet in certain quarters there has been some resistence.

The first phase of census viz. house-listing/enterprise listing operation is scheduled for April, 1980 when the teachers are free from the school examinations. It is being ensured that they are posted to the areas to which they are familiar viz. in and around their present posting. It is further being ensured that lady teachers in deployment are on the last priority.

With a workload of around two hours a day for a fortnight to three weeks, in the present scheme about 300 to 500 houses and for this they would be adequately remunerated for about Rs. 75 to Rs. 100 (based on prorata performance).

So that those so deployed discharge their duties conscientiously and ungrudgingly, I shall be grateful if the instructions issued earlier are re-emphasised to the proper quarters. May be, in certain cases some teachers put in work during their holidays and they voice that they may be compensated alternatively or may be, in certain cases, some teachers have to work during the school hours in preference to taking it up in off hours, and the voice the need for such facilities. In fact, these and similar points are apparently borne out of an attempt to resist deployment and in the instructions that may be issued now these may be given a thought to, if necessary.

P.S. : Even though transfer season commences in April, those entrusted with census work may not move till the first week of May, after completion of the assignment in hand. This also needs to be added in those instructions.

GOVERNMENT OF PUNJAB
DEPARTMENT OF EEDUCATION
(EDUCATION I BRANCH)

Endst. No. 952-8 ED1-80

Dated Chandigarh, the

A copy in continuation of Punjab Government Education Department Endst. No. 77-801-10ED1-79/913, dated 1st August, 1979, is forwarded to the :—

1. The Director of Public Instructions (S), Punjab.

2. The Director of Public Instructions (Primary), Punjab, Chandigarh.

For information and immediate compliance.

2. They are also requested to issue necessary directions to all the District Education Officer(s) and Deputy District Education Officers (P), under intimation to Government.

(Sd.) . . . . .,
Superintendent Education-1.

No. 952-8ED1-80/2264
dated Chandigarh, the 28th February, 1980.

A copy is forwarded to Shri D. N. Dhir, IAS, Director of Census Operations, Punjab, 17, Sector 26, Chandigarh, with reference to his D.O. No. 1/19037/1/79/Pb./1005, dated 13th February, 1980, for information.

Prem Sagar,
Superintendent, Education.

CHAPTER VI

POST ENUMERATION ASSIGNMENTS

VI-A : Honoraria

The census enumeration continued to be a labour of love till census 1961 when a small amount (Rs 20 per block in rural and urban areas) by way of honorarium started being paid to the enumeration agency. In 1971 census the payment was for the two distinct processes of house-numbering/houselisting (Rs. 15) and census enumeration (Rs. 25/-) per block, and a similar amount was laid down for the supervisors. A lumpsum provision was made for the census charge and supervisory officers.

There was further revision for 1981 census and the prescribed rates were as follows :—

	Houselisting per block/circle	Enterprise listing per block/circle	Actual census per block	
			Non-Sample	Sample
Enumerators	Rs. 20/—	Rs. 15/—	Rs. 70/—	*Rs. 100/—
Supervisors	Rs. 20/—	Rs. 15/—	Rs. 70/—	—
		*Rs. 70/—for non-sample		
		Rs. 20/—for sample		
		Rs. 10/—for Degree Holders Cards		
Supervisory Officers	DCOs (GAs to DCs)	Rs. 500/—each		
	CCOs (ACs of Corpns)	Rs .500/—each		
	Addl. DCOs (DSOs)	Rs, 300/—each	Both for houselisting and actual	
	SDCOs (SDOs (Civil)	Rs. 300/—each	enumeration	
	Census Charge Officers	Rs. 300/—each		
	Special Census Charge Officers	Rs. 100/—each		

On the conclusion of 1971 census the disbursement was made by my predecessor in office. He was the Drawing and Disbursing Officer and payments were made by drawing cheques upon the Census Charge Officers/DCs. The record of disbursement i.e. APRs etc. were retained by the District Census Officers in respect of houselisting and by this directorate in respect of census enumeration.

However, in the current census the burden of disbursement was upon the State Government. This directorate only acted as prompting and coordinating authority for proper and immediate disbursements. Since the disbursement was by the supervisory officers belonging to the State Government in the field, the records were kept there.

Arrangements :

For both the operations viz. houselisting (with which enterprise listing on behalf of the Central Statistical Organisation was added) and enumeration, the funds

were placed by the Pay & Accounts Officer, Census (and Pay & Accounts Officer, Statistical Department in case of enterprise listing) at the disposal of the Accountant General, Punjab, who further authorised its drawal by the SDCOs and ACs/EOs in case of Corporations (who were nominated as Drawing Officers) as per the indication of amounts furnished by this directorate. For effective disbursement, the Census Charge Officers were got nominated, through the State Government, as Disbursing Officers.

Evolving this procedure meant quite a bit of hard work since AG Punjab, in the first instance, insisted that only Director Census Punjab should be the Drawing Officer. I had to carry the State Government (through the Local Government Department which administers census in the State) and the AG Punjab with me and indicated the total procedure at length.

For payment of lump sum honorarium to the Census Charge Officers and above, the authority was afforded to the DC of the district concerned and procedure was laid down for entitlement, since there had been changes in incumbents in both the operations.

So that the total proposition was tied up by the Drawing and Disbursing Officers without delay. I sent them detailed instructions and also copies of the communications as addressed to AG, Punjab and Local Government Department. All these communications would be of vital interest and are contained in the permanent record of the directorate Annexures VI-A(i) to (iii), as added, will show the procedures as evolved.

Expenditure and deployment :

The total expenditure on account of honoraria has been Rs. 30,79,270 with the following break-up :

For Houselisting	= Rs.	5,45,160.00
For Enumeration	= Rs.	24,39,110.00
Towards honoraria for Census Charge Officers and above	= Rs.	95,000.00

For total of 23,454 houselisting blocks as carved out, payment was made for 23,219 blocks (the remainder might have been 'zero' returns) and the deployment for houselisting was 11,222 enumerators and 4,448 supervisors. There was slight shortfall in the payment to the supervisors, may be due to claims not having been raised before or honoured by the Drawing & Disbursing Officers.

In houselisting we had allowed ordinarily one enumerator to work in three rural blocks or two urban blocks and a supervisor to hold between five to seven blocks.

On the occasion of enumeration each block was entrusted to one enumerator (except in very rare cases where we were short of manpower) and upon five enumeration blocks there was one supervisor.

Against the total number of 27,158 enumeration blocks as carved out in the State, 26,644 incumbents were deployed but payment flowed for 27,147 blocks; in case of supervisors the total deployed was 5,426 which was again the number in case of those paid.

A minor difficulty worth recording had been that the personnel of my accounts section had to work hard frequently to ensure that statements and expenditure flowed from the Drawing Officers to the AG, Punjab and were consolidated well in time there for timely communication to the Pay & Accounts Officer, Census, so that the figures there reconciled with the total drawals and unspent balance.

VI-B : Census Medals :

Recognition of outstanding zeal and high quality of services rendered during the census operations by award of a Sanad/ medal has a pride of its own. These awards date from very early times. Even though certificates and medals have come to be awarded for a variety of accomplishments

with the progress of multi-facet development activities by the State, there was a time when census medal was one of tne very few such awards which a civil government employee (as opposed to Army or Police services) could aspire for and it was quite with a sense of pride that one referred to his having received a medal for census work. Mention of this fact usually found a place in the performance reports of a government employee.

The only other way to compensate for arduous census work is payment of honorarium, but the quantum only sufficed for out of pocket expenses. It is hardly remunerative much less attractive. In this part of the country people are more keen for recognition than for obtaining a little mercenary benefit.

This was realised by me when the quantum of honorarium was made known at the time of second pretest soon after I joined the directorate.

The approach :

Though it was expedient to emphasise on the authoritarian approach through the State Government to those who were deployed for census to work for fear of suitable disciplinary action for misfeasance or mal-feasance, but on the positive side I got it circulated that their performance would find a mention in their confidential reports and the meritorious amongst them would be awarded medals — silver and bronze.

This was given a wide publicity during our deployment of enumerators and supervisors and drilled home to all levels in the census hierarchy. The impact that this made was apparent from the fact that the Punjab Chief Minister, in his broadcast and telecast on the eve of field operations on 8th February 1981, made a special mention of award of medals.

Criteria for awards :

The Registrar General had laid down a criteria according to which it was only the best District Census Officer in the State, the best Census Charge Officer in a district, the best supervisor in the district and the best enumerator in a charge who were entitled to silver medal each, with the second best in all these categories getting entitlement to bronze medals. Later the list was extended to include the best Principal Census Officer, the best Additional District Census Officer, the best Sub-Divisional Census Officer, the staff of the Directorate and staff of the Regional Tabulation Offices for award of a silver medal each. However, a good measure of discretion was left to the Director to evolve a criteria for award of medals in the State.

We had asked for as many as 724 medals (367 silver and 357 bronze) basing our requirements category-wise. Our number of charges in the census had been high since instead of making each tahsil a charge, each revenue officer's jurisdiction was made a charge — this meant ordinarily 2-3 charges per tahsil, in addition to each urban body constituting a separate charge, and the number was further added to by a score of special charges. On receipt of medals we found that some of the charges much too small while others were much too big. It was very necessary to prudently club the small charges or break the bigger charges so that awardees could be selected from a group of 75 to 100 enumerators' blocks. Along side it was felt desirable to recognise bigger number in the supervisory categories since the Sub-Divisional, Additional, District/City and Principal Census Officers in the State had by and large completely associated themselves with the field operations.

Method for screening :

The Census Charge Officers through Sub-Divisional Census Officers through District / City / Principal Census Officers sent up their recommendations for award of medals to the enumerators and supervisors. The Deputy Directors in the

field scrutinised these recommendations in view of the performance of these incumbents that could be ascertained from the censused records at the regional tabulation offices. The higher categories consisting of Tahsildars, Naib-Tahsildars, Executive Officers of MCs (Census Charge Officers), District Statistical Officers (Additional District Census Officers), GAs to DCs and ACs/EOs of Municipal Corporations (District and City Census Officers) and DCs and Commissioners of Municipal Corporations (Principal Census Officers) were considered by me in consultation with the Deputy Directors (Field) and other officers and senior staff deployed to the field operations. Ultimately the following list emerged for award.

Category	*No. of Medals*	
	Silver	Bronze
1. DCs/Commissioners of Municipal Corporations ..	15	..
2. GAs to DCs/ACs/EOs of Municipal Corporations ..	11	..
3. SDOs (Civil) ..	26	..
4. DSOs ..	5	5
5. Census Charge Officers ..	46	43
6. Supervisors ..	31	36
7. Enumerators ..	197	249
8. Census staff posted in the field ..	12	6
9. Fixed pay staff posted in three RTOs (5 each) ..	..	15
10. Reserve for census staff at Headquarters and for others and adjustment, where necessary, in the above number ..	24	3
Total ..	365	357

Intimation to all concerned :

On receipt of these medals and certificates the DCs. were addressed to ensure distribution of these medals preferably on a suitable public occasion in spirit of the awards and Republic Day on 26th January, 1982 was suggested. The four officers namely the Chief Secretary to Government, Punjab, Financial Commissioner (Revenue), Director, Local Government Department and Economic Adviser, Economic and Statistical Organisation, were intimated the names of awardees consisting of the higher categories, namely, DCs, Commissioners of Corporations, SDOs. (Civil), GAs. to DCs., DSOs., EOs., Tahsildars and Naib-Tahsildars. Each awardee was separately addressed conveying the fact of award. The heads of the local offices and the heads of the departments (the latter only in case of those who were themselves heads of the offices), were

also addressed indicating the names and particulars of the awardees so that suitable notice could be taken for the mention of this fact in their ACRs.

The DCs were requested to send compliance reports to the fact of public distribution of these medals.

The whole systematic and liberal approach was viewed with satisfaction when one read in the press about these awards having been made on public functions by dignatories and sporadic news about a recipient here or there finding its mention in the columns.

Over 700 medals awarded to over 30,000 employees meant one in 40 or 50 receiving the award which is quite sizeable, but I could have done better with one out of 25 since, as I mentioned earlier, the inhabitants of this part of the country care more for a recognition of permanent nature than honorarium which gives a mercenary approach to this rather missionary work to be done in addition to their normal functions.

VI-C : Regional Tabulation Offices :

Even though the sanctions for three Deputy Directors in the field had been received as early as in September, 1979, as mentioned in preceding narration, on having drawn a blank from the State Government for obtaining State Civil Service Officers on deputation, it was only on 31st March, 1980, that three departmental officers were promoted to man these positions. One of them (Shri R. K. Singh) working in this directorate as Assistant Director took over on the same day and so did Shri R. P. Tomar who had rushed with orders from ORG where he was then posted. The third officer, namely, Shri S. P. Grover joined on 14th April, 1980.

All the three were straightway on their legs since we were then conducting houselisting operations in the field.

On conclusion of houselisting operation and the consequential bits of work at the directorate, the three Deputy Directors were posted to the field and took over on 2nd June, 1980 to establish camp offices at Patiala for Patiala Division, Jalandhar for Jalandhar Division and Bathinda for Firozpur Division. In course of time, after supervising arrangements for field operation of enumeration, they had to establish RTOs. at these places.

Procurement of buildings :

At Patiala the directorate already possessed a huge rent-free accommodation comprised in two halls with a floor area of over 4,000 square feet. Our efforts there to prevail upon the Public Works Department for the renovation of the halls, in which, with consistent efforts of the Deputy Director there and my prodding the DC and the Chief Engineer, P.W.D., we succeeded well in time, causing a special expenditure of over Rs. 30,000 through P.W.D., Punjab.

At Jalandhar a small private house was rented for the camp office and efforts commenced for hiring suitable premises for establishment of R.T.O. The search was quite strenuous, partly because our requirements were for an area of 3,500 square feet and partly because the rents were high there and short-term tenancy was not welcome. However, ultimately we succeeded in renting a big independent house at Rs. 2,000 per month and supplemented it by renting the first floor of a house situated close by at Rs. 1,500 per month. The small independent house, where camp office was established, was given up on renting the later premises.

At Bathinda the local search was fruitfull and part from the offers of private parties, the Deputy Director succeeded in striking successfully with the civil administration to rent an area measuring about 4,000 square feet, comprised in a Hall and thirteen rooms of the newly constructed Working Women Hostel by the Red Cross authorities at a rental of Rs. 2,200 per month.

The whole exercise took a good part of two to three months. The slight bottleneck had been to ensure that we took over the buildings after assessment from appropriate authorities and the ORG had allowed certification by the Collector or Commissioner, Corporation in alternate to the CPWD or the State P.W.D.

From 1st January, 1981, the premises had been hired satisfactorily.

Decision about the furniture :

Even though in the earlier censuses the temporary staff recruited for tabulation worked on *durries* with *munshi desks,* in the current operations it was envisaged to provide them with tables and chairs. The guiding principle here was to strike such a proposition for seating arrangements that the chairs and tables could have resale values after use, which value was to be within the norms laid down for disposal for furniture.

The search was systematic, though time-consuming, and after working our various alternatives keeping the financial aspect in view, ultimately it was decided to go in for students tables (two seaters) and ordinary armless wrought iron chairs. The choice was both economical and space saving and it is relevant to point out here that the RGI in one of his visits in early December, 1980, approved of it and later cited it to the sister directorates.

The costing was worked out and procedural formalities taken a note of. Deputy Directors incharge RTOs were to function in a purchase committee co-opting an officer from the Directorate and a civil officer locally (GA to DC in case of Patiala and Bathinda and Assistant Commissioner, Municipal Corporation, in case of Jalandhar). The purchases were effected during the enumeration period. As for the tables and chairs for senior/regular staff in the RTOs we drew upon the furniture lying at the Central Office at Patiala and brought it into use after necessary repairs/renovation. The Deputy Directors were authorised to make purchases for their own office set-up to the extent suitable furniture could not be spared from the directorate.

A novel feature of the establishment of the RTOs was the set-up of rest camps in the premises of the RTOs where the directorate staff on posting and the touring staff from the directorate could stay. This was very useful since the inconvenience of finding a suitable shelter did not lie and the officers and senior staff of the directorate worked in the field a little more enthusiastically.

(After receipt of formal communication on establishment of RTOs in September, 1980, the subject came up for detailed discussions at the Directors' regional conference at Goa where I could sort out the details in discussions not only with other Directors but also in presence of the officers from ORG. It was only on my return therefrom that the various aspects of establishment of RTOs, namely renting the buildings, providing furniture and fixtures and recruitment of staff was taken up in the right earnest).

Appointment of staff :

The staffing pattern for the RTOs, was indicated in a circular from ORG in end-July, 1980. Each Deputy Director worked out his requirements of the staff. (The workload between the three RTOs was equalised by transfer of the record of Amritsar district excluding Corporation from RTO Jalandhar to RTO Bathinda). The ORG issued sanctions,—*vide* their No. 15/2/79-Ad. I, dated 22nd September, 1980 for the following staff for these RTOs. :

Supervisors	=	30
Checkers	=	89
Tabulators	=	535

The staff was distributed to each of the three RTOs as supervisors : nine; checkers : twenty-eight and tabulators 168 each.

The method for recruitment was indicated in ORG's No. 3/2/80-Ad. I, dated 23rd July, 1980 (Annexure VI-C. 1). Whereas it allowed the employment of retired persons it forbade direct recruitment other than through the agency of the employment exchange(s).

As in the case of purchase, similarly recruitment committees were created at each RTO consisting of Deputy Directors incharge, Investigator and one of the civil officers (GA to DC in case of Patiala and Bathinda and Assistant Commissioner, Municipal Corporation in case of Jalandhar).

The Deputy Directors notified in December, 1980 their requirements to the employment exchanges. A vast number of recommendations were received. These were screened and a uniform test was given in simple arithmatic to those who appeared for interview at all the centres. The candidates who were successful in the test were interviewed and those who were found suitable were brought on the panels.

This exercise was repeated since the outcome of the first attempt was not satisfactory. As against hundreds of names sponsored by employment exchange those who attended were say from 25 to 30 per cent only. The second attempt was a little more fruitful.

The picture is tabulated below

Regional Tabulation Office	Date of requisition	Date of test	No. of candidates Sponsored	Interviewed	Selected
Jalandhar	23-12-1980	16-3-1981	558	114	77
	Direct applicants	18-3-1981	140	140	52
	2-4-1981	15-4-81	486	67	37
	Direct applicants	16-4-1981	200	200	60
	10-6-1981	29-6-1981	471	53	8
	14-7-1981	12-8-1981	161	48	8
		Total :	2,016	622	242
Patiala	22-12-1980	11-12 and 13-3-1981	514	141	104
	3-4-1981	15 and 16-4-1981	730	162	153
		Total :	1,244	303	257
Bathinda	23-12-1980	11,12 and 13-1-1981	1,265	236	111
	—do—	3-4-1981	600	152	63
	Direct applicants	6-5-1981	200	87	42
	4-5-1981	20-5-1981	600	224	54
		Total :	2,665	699	270

(Apparently the positioning had to be augmented so that the RTOs functioned with full strength since preparation of PCA was time-bound. To that extent the DDs were allowed to entertain direct applicants and submit them to similar tests and offer them *ad hoc* appointments till replacements came through the employment exchanges).

The RTOs started functioning from May, 1981 on substantial strength which went to peak in July-August; after October drop-outs were not replaced under the instructions of the ORG (so that there was as little difficulty at the time of retrenchment which was inevitable). I may mention here that by and large the manning of fixed wage staff was satisfactory and was contrary to our expectations that in the affluent State of Punjab such low wages would not attract fresh candidates proved wrong.

Appointment of ministerial regular staff :

It was in this field that the RTOs were badly off. In each RTO, on administrative side, one Head Clerk, one UDC, one Junior Steno, three LDCs were to be posted and unfortunately all the three RTOs had to function without this assistance. The twin reason was that firstly we had none to send from the directorate in the higher posts of Head Clerks and UDCs since we were short of personnel in the feeder line here and secondly none could be prevailed upon locally to come on deputation from the State Government or from any sister central government organisation.

The DDs went on seeking recommendations from the employment exchanges and the fresh recruits were hardly upto the mark.

Under these circumstances the brunt of administrative work fell on the DDs. Added to that was the importance of the financial management. Periodic assistance was provided by the incumbents of accounts section from the directorate and simultaneously the DDs deployed regular SAs/ Computors to assist them in the administrative and financial matters. However, the positions as sanctioned were manned by fixed wage staff picked up from out of the staff recruited for the work of PCA, keeping their aptitude and efficiency in mind, where any incumbent directly from the employment exchange did not meet our requirements.

Technical staff :

In matter of technical staff the number of SAs, Computors and ACs was adequate and since these incumbents on transfer from the directorate were on their promotion, there was little difficulty in their joining at the RTOs and delivering the goods.

RGI's visit :

The RGI visited RTO Patiala on 19th September, 1981. He inspected the working at the RTO and lay-out of censused material. He glanced through the editing work being done by tabulators and was happy to see the working of the RTO both in respect of quantity and quality.

Winding up of RTOs :

The progress of work for compilation of PCA was regularly monitored and in November 1981 we could size up the requirement in continuity or otherwise of the fixed wage staff. Meantime instructions for discharge of fixed wage staff had also flowed in form ORG,—*vide* their letter No. 3/2/80-Ad. I(1), dated 28th October, 1981 (Annexure VI-C.2). (One wishes these instructions had been issued earlier). Nonetheless, we were quite in time and the notices were accordingly issued and the services of tabulators were dispensed with on 19th December, 1981. The senior staff of Checkers and Supervisors continued for another month and their services were dispensed with on 16th January, 1982.

The only and material precaution that we took at the time of retrenchment was that the total category of particular set of fixed wage staff was dispensed with on a single day in all the three RTOs without retaining anyone so that there could be no

grumbling or charge of favouritism. Alongside, long before actual dispensation, DDs encouraged the fixed wage staff to seek alternate employment and went out all their way to help getting them fixed up in regular scales in other government departments or organisations.

I succeeded with the State Government ultimately in getting a set of instructions issued for procuring preferential treatment to the retrenched staff though the State Government could not go beyond the treatment which they had offered to their own work-charged staff. The discharge certificate issued to each incumbent was in terms of the requirement of the State Government's instructions and it was pointed out to the State Government that all the staff had been on fixed wage.

These instructions are given at Annexure VI-C.3.

It is with some satisfaction that around 20 to 30 per cent of the fixed wage staff found their way to rehabilitation in other jobs as we got stray feed back here or there and as the DDs kept on rendering full assistance to them for re-employment.

Disposal of furniture :

A conscious decision was taken in consultation with the DDs and other officers at directorate for disposal of furniture. It was decided to keep all the desks for utilization for preparing racks since a table like school desk, one upon the other makes proper shelves. Of the chairs, it was decided to retain one hundred in the directorate and seventy-five in the Central Registration Office at Patiala. The remainder were to be disposed of. As at the time of purchase of furniture, committees were formed at the RTOs and they observed all the procedural formalities, particularly, the financial aspect of allowing only 10 per cent by way of depreciation. Ultimately the sale could only be effected to the regular and temporary staff at the RTOs or at the directorate. This approach was resisted in the beginning but with my persistence not only it was accepted by the ORG but the instructions were circulated. The disposal on the reserve price as adduced by the committee was not acceptable to private parties.

The rented buildings at Jalandhar were vacated on 31st December, 1981, and 22nd January, 1982 and the premises at Bathinda on 23rd January, 1982.

In conclusion :

In all matters regarding recruitment and winding up of RTOs, I must record that we worked with foresight and took extremely timely steps from the beginning to the end; the instructions from ORG sometimes followed later. The whole set of processes had been extremely smooth and at every step before action I carried the DDs (Field) with me and in turn they not only carried the regular staff posted under them but also the fixed wage staff. The contacts were kept smooth till the very end and if the taste of pudding is in eating, it was really heartening to see that the RTOs closed down with the farewell functions including group photographs to be retained by the staff, particularly temporary hands from out of nostalgia. Even during the existence of these RTOs, cultural and sports activities were kept alive by the DDs incharge of RTOs and there were regular functions at these RTOs around September through November 1981. We had attempted to inculcate a family and team spirit all the time keeping our fingers crossed for any untoward happening, but I must record that we sustained that spirit throughout.

VI.D. : Post Enumeration Check/Census Evaluation Study

In the agenda papers circulated at the first conference of Directors of Census Operations held at the India International Centre, New Delhi during 24—29 August, 1979, it had been indicated that the Post Enumeration Check (PEC) would be conducted immediately after the 1981 census

was over as on the former occasion of 1971 census.

Objective of PEC :

The objective of PEC was to quantify the likely omission or duplication in census enumeration. It also provided a check on the quality of information on items collected in the census like age, literacy, whether worked any time during last one year and main activity. The survey provided answers to the two questions, namely, (i) as to how accurately had every individual been enumerated in the census and (ii) as to how precisely had the particulars of an individual been recorded in the census.

Types of errors :

The survey tried to evaluate the coverage error and the content error. The coverage error could be either due to omission or duplication of persons on account of the said omission or duplication of households or simple omission or duplication of individuals in censused households. The content error arose from the way the enumerator put a particular question or from the way the respondent understood the question or both. These errors arose because the persons who answered the questions might not have known all the particulars of a person about whom the information had been collected. Specific forms had been prescribed for ascertaining these errors.

Selection of blocks / sample blocks for PEC :

To achieve the objective of PEC survey, a pattern was evolved by the ORG and resultantly 130 blocks were selected in the State from out of the various categories (based on population size) of urban and rural blocks spread over the entire State. The survey was to be conducted in all these 130 blocks (as per the procedure laid down) for the purpose of determining coverage error. For determining the content error a sub-sample of fifty blocks was drawn from these 130 blocks as indicated by the ORG. In these 50 blocks, selected for determining content error, further sub-sample of ten per cent households was taken out at the directorate level, for necessary field canvassing in the prescribed forms.

The blocks in which PEC survey was to be conducted were conveyed in the second fortnight of February, 1981 (When the enumeration was on) for apparent reasons.

Stages of work :

The three stages in PEC survey consisted of (i) listing and enumeration, (ii) desk match between the PEC and the corresponding census records and (iii) field reconciliation.

The workload had also been assessed and the number of personnel and duration of their work were indicated at length in the instructions from ORG. The schedule for field operation was intimated and the work was to commence from middle of March and after conclusion of the various processes, the edited schedules had to be despatched within a month therefrom to ORG.

Census Evaluation Study (CES) :

The intimation about conducting census evaluation study (CES) was also given in the first Directors' conference. This was a new type of work introduced at 1981 census, broadly to obtain comparability between the Sample Registration System (SRS) data for preceding five years and the census data collected during the enumeration. The basis was the SRS record.

Operationallly, it was proposed to integrate this survey with the PEC and, therefore, the calendar of operation was to be the same.

Objective of CES :

The objective of the CES was to quantify the extent of omission of children at

the younger ages and the ascertainment of the correctness of age-reporting of children, in the census with the help of births recorded in SRS.

The CES attempted to measure the coverage error and the content error in respect of children born to normal resident mothers in a sub-sample of SRS blocks.

From the SRS records, which had been maintained over a period of time, it was possible to make a list of children who were surviving upto the date of the census by eliminating those who were dead or those who had left, i.e., those who had out-migrated. This list could then be compared with the Population Record to obtain :

(i) an estimate of the extent of omission or duplication at the younger ages, and

(ii) the extent of age-mis-reporting in the census at these ages.

This would lead to the estimation of the extent of omission and duplication of children below five years in the census and accuracy of their age-returns.

Sample selection and stages of work :

The field operation was laid down in 50 SRS units in rural areas and 25 SRS units in urban areas. The units were, as in the case of PEC, selected by the ORG and communicated to this end.

The study involved three stages, namely:—

(i) copying out all the births occurring in the household in the unit from 1st January, 1976 to 28th February, 1981 (both days inclusive) ;

(ii) desk match of the SRS births with those of the Population Record; and

(iii) the field reconciliation.

As in the case of PEC, the ORG had also indicated the workload involved for CES and the requirement of personnel, and the lists of selected blocks were made available to the directorate eight months in advance.

Preliminary training :

Both these exercises of PEC and CES were highly technical. So as to make the officers from the directorate conversant with the various concepts and the totality of operations involved, Deputy Directors and Assistant Directors nominated from each directorate were given training from 23rd June, 1980 to 26th June, 1980 at Delhi. Apparently that was not considered sufficient, and the Senior Research Officer from ORG imparted training to the officers and senior staff for these operations at the regional level in a regional conference held at Chandigarh on 30th-31st December, 1980.

The important areas of action by the directorate consisted of :

(i) deployment of field personnel while ensuring independence of operations,

(ii) thorough training of field personnel, and

(iii) appropriate and effective supervision.

Deployment of field personnel :

To ensure that there was continuity in residential status of the inhabitants in a household and there was little chance for memory lapse by the respondent(s), the PEC and CES operations were laid down as nearest to the conclusion of enumeration as possible. For PEC, even though the ideal situation would have been one incumbent for each block, there was a discretion to entrust two blocks to an enumerator. In some exceptional cases it could be even slightly more. Similarly, in case of supervisors, the flexible norm was four enumerators under a supervisor. There was to be

ten per cent trained reserve also. For CES similar provision was laid down.

The suggested agency (by ORG) for enumerators was from out of the ACs and Computors and for supervisors, senior Computors and SAs and senior TOs and at each regional level an officer was to be totally incharge for supervision.

With a view to ensuring independence of operations of this nature, it was suggested that entirely different set of officials (from those engaged for enumeration earlier) were to be engaged for the relisting and re-enumeration operations on one hand and desk match and field reconciliation operations on the other. In between the processes one might interchange places with a colleague enumerator but they had to be different. This was to ensure that in the cases where differences existed in the two records these were brought out faithfully. It was emphasised that the two steps of operations were to be done by two different sets of persons. The instructions from ORG had also laid down the role of census hierarchy at various levels.

The above scheme of things had to be fitted into what was available in this directorate and unfortunately for me, there was inadequacy both in regular personnel as also trained and efficient staff. The silver lining in the otherwise cloudy position was that I had my three field Deputy Directors from within the department, who understood these concepts and had gathered for over a year, full knowledge of the places and the people where they had set up their field offices. The complications in the instructions were apparent to me when I attended one of the training sessions by the SRO of the ORG and my regular staff had quite a number of questions to raise. However, that training-seminar proved very beneficial and the officers and senior staff entrusted with PEC/CES work in the field later, could clarify their doubts and apprehensions. We had no occasion thereafter to seek any further guidance from the ORG.

The DDs in the field, on the conclusion of enumeration, while setting up the record rooms at the RTOs, were also simultaneously to commence action for PEC and CES field work. The total staff on the conclusion of enumeration as were posted in the RTOs with the DDs, or were on tour from the directorate during enumeration with these field offices, were to be involved into the PEC and CES work. They were to provide the nucleus and the other staff was drawn from the following categories in that order :

(i) Census Assistants and clerks on temporary positions in the district / sub-division / municipal headquarters who had been exclusively entrusted with census work for the preceding about twenty months ;

(ii) Field and Technical Assistants from the offices of DSOs who had been associated throughout in the houselisting and enumeration for census 1981 ;

(iii) Computors and a few part-time enumerators (teachers) working in SRS under the Director, Health Services; and

(iv) Those of the supervisors and enumerators who had been kept in reserve but had not actually conducted the field operations.

The DDs in the field had to divide the blocks amongst these persons in such a way as that they completed the work of their blocks within the prescribed period but had not to travel long distances. The supervision was to be entirely with the directorate staff.

In fact, for each district the DD (Field) concerned made one SA incharge and the area of supervision by him and senior Computor far exceeded the norm laid down by the ORG. We could not entrust the supervision to a lower employee or to one who

was an outsider, in all fairness to the operations. In fact these SAs were throughout familiar with the selected blocks and had assisted the DDs for supervision during enumeration.

The total deployment of various categories for PEC/CES work is indicated below:

	Directorate staff				Census clerks	DSO's staff			BDO's staff	Health Deptt.	Edn. Deptt.	Oth-ers
	Inv.	SA.	Comp.	AC		T.	A.	S. F. A.				
Jalandhar Division	1	7	4	1	33	4	—	1	4	—	—	—
Patiala Division	1	4	3	1	18	—	2	3	2	7	3	5
Bathinda Division	1	4	2	1	10	—	—	9	—	—	—	—
Total :	3	15	9	3	61	4	2	13	6	7	3	5

In all 131 incumbents were deployed in the operations.

Training :

After the selection of the staff, three rounds of training were imparted to them to ensure that they understood the concepts and the whole processes. They were made coversant about the aim of the surveys which was to be fact-finding and not fault-finding.

The three training classes were held in the field at divisional headquarters, around the last week of February (when the enumeration was concluding) and early second week of March (when the censused material had been collected at the RTOs) and on the eve of field operations, around the middle of March (when the practical training was given and material distributed). In fact it was the last round which was extremely intensive and gave us a sense of satisfaction of their having picked up the instructions which were rather technical. At that point of time the DDs were comparatively free from the receipt and stacking of censused records and the personnel deployed for these operations could be given enough practical training.

Field Operations :

The field survey for PEC started on 17th March, 1981. It was in a slow pace in the beginning but soon picked up. The work of enumerators was thoroughly supervised. It concluded as scheduled by mid-April 1981.

For CES the record as copied down from the office of Director Health Services and made available to the DDs in the field was put on desk matching from 12th March, 1981 to 17th March, 1981 and the field reconciliation was taken up from around 26th March, 1981 to conclude by 3rd April, 1981.

Honoraria :

The total honoraria paid on these surveys was Rs. 10,500/-. According to the instructions, the payment was to be made at Rs. 100/- per person for the entire work on the basis of two blocks per enumerator, and one supervisor for four enumerators. But in view of the situation here and in consultation with my DDs (Field) it was decided that a sum of Rs. 50/- per block per enumerator for the entire work with a maximum of Rs. 200/- was to be paid. The staff of the directorate, of course, was not eligible to this honoraria.

A view :

The PEC survey involved so much of technicalities that in my considered view it should be got done through census staff exclusively, and if that be not sufficient it may be augmented by fixed wage staff

recruited well in advance, who could later on continue for the PCA work at the RTOs.

In the CES work the actual position at site in quite a number of cases was not what was copied from the SRS registers both in the manner of house-numbering and the events copied down. Identification took quite a bit of efforts in most of the cases. In matter of children to expect that at the time of birth proper names would be forthcoming is surely not to appreciate the conditions in our country, for the incumbents engaged in CES often found "Baby" and "Babloo", etc., in registers and these common names had to be substituted with proper names after verification.

Of course there is no go but to be in this fact-finding field operation so soon after the gigantic task of universal enumeration is, to put it very mildly, not a welcome proposition. One would like to relax, but instead was called upon to put in his very best afresh. It was mainly due to the efforts I made to keep up the enthusiasm of the DDs drawn from the department that I could see the operations through well within the scheduled time and as I understand, leading to satisfactory conclusions.

ANNEXURE VI-A(i)

No. G/17011/1/80-Pb./4084,

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE DIRECTOR, CENSUS
OPERATIONS, PUNJAB,

SCO No. 17, Sector 26, Chandigarh-160026.

From

D. N. Dhir, IAS.
Director, Census, Punjab.

June 26, 1980

To

The Accountant-General, Punjab,
Chandigarh.

Attn. : Shri B. C. Malhotra,
Accounts Officer.

Subject : Payment of honoraria to the enumeration staff in connection with the 1981 census; houselisting/enterprise listing operations—Procedure for payment—Regarding.

Sir,

Kindly refer to Government of India, Ministry of Home Affairs, office of Registrar-General, India's No. G-18020/5/80-Budget Cell, dated 22nd May, 1980, on the above subject. A copy of relevant extracts is enclosed for ready reference. Para 3 therein details the procedure.

2. Vide No. G-18020/5/80-Budget Cell. dated 17th June, 1980, from the above quarters as addressed to the Pay and Accounts Officer (Census) (copy endorsed to you), an amount of Rs. 5,48,820 for the payment of honoraria to the enumerators/supervisors for houselisting is being placed at your disposal.

Similarly Government of India, Ministry of Planning, Department of Statistics, Central Statistical Organisation has—vide its order No. N-11012/10/80-ECO, dated 18th June, 1980, placed an amount of Rs. 4.11,615 at your disposal for the payment of honoraria to the enumeration staff for canvassing enterprise lists relating to the economic census connected with the houselisting operation.

Copies of relevant extracts of both these letters are also enclosed herewith.

3. As indicated in these communications the expenditure under two allocations shall be booked as follows :

(i) Under Major Head 265-A-Other Administrative Services, A-1-Census, A-1(2) Enumerations, A-1(2)(4) Honorarium to Enumerators (Non-Plan) ; and

(ii) Under Grant No. 72 'Statistics', Major Head 304-A-Other Economic Services, A-1-Economic Advice and Statistics, A-1(1) Central Statistical Organisation A-1(IV) Other Charges (Plan) ;

respectively, for the year 1980-81.

4. The payment of honoraria to enumerators/supervisors will be at the rate of Rs. 20/- per block/circle for houselisting operation and Rs. 15/- per block/circle for the enterprise listing in the blocks.

5. The mode of payment has been decided as under :

(i) The Census Charge Officer of a charge (constituted by the Tahsildars/Naib Tahsildars I/c Kanungoe Circles and Naib-Tahsildars of independent Sub-Tahsils in rural areas; Executive Officers/Secretaries of MCs/NACs/CBs in urban areas, and others as appointed by Principal Census Officers (DCs/ Commissioners of Municipal Corporations) in case of special charges and charges in the Corporations, shall draw up the acquittance rolls indicating therein the names of the supervisors and enumerators along with their jurisdiction comprised in blocks and the amount payable to each, as computed upon the above rates, with necessary certification that they had discharged the duties as entrusted to them for houselisting/enterprise listing connected with census 1981.

(ii) These acquittance rolls, as prepared and certified by the Charge Officers, shall be submitted to the Sub-Divisional Officers (Civil), as Sub-Divisional Census Offices, in case of all the Charges in the subdivision (other than in the jurisdiction of Municipal Corporation) and to the Assistant Commissioners for Municipal Corporations of Amritsar and Ludhiana and Executive Officer, Municipal Corporation, Jalandhar (gazetted as City Census Officers) in case of Municipal Corporations, for scrutiny and presentation for payment.

(iii) The officers in (ii) above viz., Sub-Divisional Census Officers and City Census Officers as SDOs(C) and ACs/EO Municipal Corporations would be the drawing officers and present the bills to the district/sub - divisional treasury officers for payment.

(iv) On receipt of payment through this channel, the Census Charge Officer shall disburse the amount to each of the enumerators/supervisors as had been included by him in the roll. The payment shall be direct to the recipient and not through his head of the office. It means that the responsibility for actual and physical disbursement shali be that of the Charge Officers.

(v) After the payments have been made and the rolls acquitted the same shall be returned to the Sub-Divsional Officers (Civil) and ACs/EO mentioned above for purposes of record and audit.

(vi) The SDOs(C) and ACs/EO shall in turn certify to the AG Punjab about the actual disbursement having been made. They would also indicate if there is any undrawn balance, for purposes of reconciliation at that level.

(vii) AG Punjab shall further correspond with the quarters, who have placed these amounts at his disposal, in terms of the relevant communications.

6. The allocation to be made district-wise/sub-division-wise, under the two items above, is indicated in the enclosure, to afford necessary guidance in placing the amounts further at the disposal of the district/sub-divisional treasuries. It is requested that amount may be allocated to the treasury/ sub-treasury where drawal has to be made.

7. The Government of Punjab in the Local Government Department is being requested separately to issue orders for appointing all the SDOs(C) in the state and ACs/EO in case of Municipal Corporations as drawing officers. and all Charge Officers in the state as disbursing officers.

Immediate action is requested, under intimation.

Yours faithfully,

D. N. DHIR,

Director, Census, Punjab.

Encls : As above.

No. G/17011/1/80/Pb./ dated the

26th June, 1980.

Copy (with enclosures) is forwarded to Secretary to Government, Punjab, Local Government Department (kind attention: Sardar J. S. Gill, IAS, Director Local Government Department and Ex-officio Joint Secretary to Government Punjab). with reference to Registrar-General, India's D.O. No. G-18020/5/80-Budget, dated 23rd May, 1980 and endorsement No. G-18020/5/80-Budget Cell, dated 22nd May, 1980, to Chief Secretary (copies enclosed for ready reference).

It is requested that government orders appointing all the SDOs(C) in the state and ACs, Municipal Corporations of Amritsar and Ludhiana and EO Municipal Corporation Jalandhar as drawing officers and all the Charge Officers (Census) in the state as disbursing officers may kindly be issued urgently so that the action for disbursement commences.

(Sd.)

Director, Census, Punjab.
26th June, 1980.

No. G/17011/1/80/Pb./ dated the

25th June, 1980.

Copy to Registrar-General, India, Kotah House Annexe, 2/A, Mansingh Road, New Delhi-110011, with reference to correspondence resting with his letter No. G-18020/5/80-Budget, dated 13th/16th June, 1980. Intimation to census officers in the field hierarchy, who have to take action, is being sent separately.

(Sd.)

Director, Census, Punjab.
26th June, 1980.

No. G/17011/1/80/Pb./ dated the
26th June, 1980.

Copy to Pay and Accounts Officer (Census), Ministry of Home Affairs, AGCR Building, New Delhi, with reference to Registrar-General India's No. G-18020/5/80, Budget Cell, dated 17th June, 1980, to his address.

Copy to Pay and Accounts Officer (Statistics), Department of Statistics, Ministry of Planning, New Delhi with reference to CSO's order No. N-11012/10/80-ECO, dated 18th June, 1980.

(Sd.) . . .

Director, Census, Punjab.
26th June, 1980.

ANNEXURE VI-A (ii)

No. G-17011/1/80/Pb/834

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE DIRECTOR, CENSUS OPERATIONS, PUNJAB,

S.C.O. 17, SECTOR-26, CHANDIGARH-1600 26.

February 9, 1981.

To

The Accountant General, Punjab,
Chandigarh.

Kind Attn. : Shri K. L. Abrol
Accounts Officer.

Subject : Payment of honorarium to the Enumeration Staff in connection with the 1981 Census (Actual Population Count etc.) — Placing of Funds in advance with the State Accountant General.

Sir,

Kindly refer to Government of India, Ministry of Home Affairs, RGI's letter No. G-18020/4/81-Budget Cell dated the 27th January, 1981 on the above subject, as addressed to Pay and Accounts Officer (Census) and copy endorsed to you. It pertains to the sanction order upto Rs. 24,57,000 to be placed at your disposal as advance on account of honoraria to the enumeration staff engaged for Actual Population Count in connection with 1981-Census. A copy is added for ready reference.

2. On the former similar occasion, at the time of disbursement of honoraria to the enumerators and Supervisors for house-listing / enterprise listing work in connection with 1981 Census, with reference to this end letter No. G/17011/1/80-Pb/4084, dated the 26th June, 1980, you were pleased to issue instructions,—*vide* your letter No. Dep Pb/848/Other Deposits / Hon. Census/382-419, dated 6th August, 1980 (Copy without enclosures is enclosed for ready reference).

Similar issuance of instructions is solicited expeditiously from your quarters with the necessary alterations indicated below.

3. As on the former occasion, the advance of Rs. 24,57,000 shall be treated as deposited in the books of the State Govt. and shall be credited by your office to the deposit head "848-Other deposits-Miscellaneous Deposits - Deposits for payment of Honoraria to the Enumerators in connection with 1981 Census". As indicated in the instant communication, expenditure shall be booked under major head "265-A-Other Administrative Service, A.1 Census, A.1(2)-Enumeration, A.1(2) (4)-Honorarium to enumerators (Non-Plan) during the financial year 1980-81".

4. This amount shall be utilised for payment of honoraria to the enumerators and supervisors only. (For the payments to the other staff namely Charge Officers, District/City/Addl. District Census Officers,

Sub-Divisional Census Officers, etc., further sanction/allocation would follow).

The rate of payment shall be as follows:

To the enumerators in non-sample blocks,	:	Rs. 70/-
To the enumerators in sample blocks	:	Rs. 100/-
To the supervisors in the supervisory circles	:	Rs. 70/-

5. As on the former occasion mentioned above at the time of houselisting/ enterprise listing operation, the mode of payment shall be as under :

(i) The Census Charge Officers of each charge shall draw up the acquittance roll indicating therein names of the enumerators and supervisors along with their jurisdiction(s) and the amount payable to each, as computed upon the above rates, with necessary certification that they had discharged the duties entrusted to them for actual census count connected with 1981 Census.

(ii) The acquittance rolls, as prepared and certified by the Census Charge Officers shall be submitted to the Sub-Divisional Census Officers (Sub-Divisional Officers-C), in case of all the charge officers in the Sub-Division.

In the case of Municipal Corporations of Ludhiana, Jalandhar and Amritsar, these shall be submitted to the Assistant Commissioner, Ludhiana and ACs of Municipal Corporations of Jalandhar and Amritsar, as City Census Officers, respectively.

(iii) The officers in (ii) above would be Drawing Officers and present the bills to the District/Sub-Divisional Treasury Officers.

(iv) On receipt of payment through this channel, each Census Charge Officer shall disburse the amount to each of the enumerators / Supervisors as had been included by him in the roll. The payment shall be direct to the recipient and not through his held of office.

It means that the responsibility for actual and physical disbursement shall be that of the Census Charge Officer.

(v) After the payments have been made and the rolls acquitted the same shall be returned to the Drawing Officers namely Sub-Divisional Officers, (C) and Assistant Commissioner / Executive Officers, mentioned above for purposes of record and audit.

(vi) The SDOs (C) and AC/EOs as mentioned above, shall in turn certify to the Accountant General, Punjab about the actual disbursement having been made. They would also indicate if there is any undrawn balance, for purposes of reconciliation of the above.

(vii) A.G. Punjab shall further correspond with the Pay and Accounts Officers (Census) who has placed this amount at his disposal in terms of relevant communication.

6. The Government of Punjab in the Local Government Department is being requested to issue orders for appointing all the the SDOs (C) in the state and AC/EOs in case of Municipal Corporations as Drawing Officers and all Census Charge Officers in the state as Disbursing Officers as was done in the former occasion.

7. The sub-divisionwise / corporationwise allocation under three categories (i.e. (i) honoraria for enumerators for non-sample areas, (ii) honoraria for enumerators

for sample areas and (iii) honoraria for supervisors) is indicated in the enclosure to afford necessary guidelines in placing this amount further at the disposal of the Sub-Divisional/District treasuries.

Since the drawal/disbursement is to be completed before 31st March, 1981, immediate action is requested.

Yours faithfully,

Sd/-
(D. N. Dhir), IAS,
Director, Census, Punjab.

No. G-17011/1/80/Pb/835

Dated : 9th February, 1981.

Copy (with enclosures) is forwarded to the Secretary to Government, Punjab, Local Government Department, (kind attention: Shri R. D. Joshi, IAS, Director, Local Govt. Deptt. and Ex-office Joint Secretary to Government, Punjab) with reference to RG's letter No. G-18020/4/81-Budget Cell dated the 27th January, 1981, as addressed to Chief Secretary (copy enclosed for ready reference).

It is requested that Government orders appointing all SDOs (C) in the state and A.C. Municipal Corporation, Ludhiana and E.Os. Municipal Corpns., Jalandhar and Amritsar as Drawing Officers and all Charge Officers (Census in the state as Disbursing Officers may kindly be issued urgently so that action for drawal of honoraria commences soon after the conclusion of enumeration in the 1st week of March and the actual disbursement takes places before the 31st March, 1981.

Similar orders were issued on the former occasion of payment of honoraria in connection with the houselisting and enterprise listing operations,—*vide* your Memo No. 5DLG-80/24615-24803, dated 8th July, 1980 (copy enclosed for ready reference).

Sd/-

Director, Census, Punjab.

No. G-170011/1/80/Pb/836

Dated : 9th February, 1981.

Copy (without enclosures) to Registrar General, India, Kotah House Annexe, 2/A, Mansingh Road, New Delhi-110011, with reference to letters No. G-18020/4/81-Budget Cell, dated 27th January, 1981, addressed to A.G., Punjab and copy to this office.

Sd/-
Director, Census, Punjab.

No. G-17011/1/80/Pb-837

Dated : 9th February, 1981.

Copy (without enclosures) to Pay and Accounts Officer (Census) Ministry of Home Affairs, A.G.C.R., Building, New Delhi, for information and necessary action. Transmission of cheque to A.G. Punjab may kindly be expedited.

Sd/-
Director, Census, Punjab.

ANNEXURE VI-A (iii)

No. G-17411/1/80/Pb./1749 .

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS
OFFICE OF DIRECTOR, CENSUS,
PUNJAB

S.C.O. 17, SECTOR 26 (MADHYA MARG)
CHANDIGARH - 160026.

From

March 16, 1981.

Shri D. N. Dhir, IAS,
Director, Census, Punjab.

To

The Accountant General, Punjab,
Sector 17, Chandigarh.

Kind Attn. : Shri K. L. Abrol,
Accounts Officer.

Subject : Payment of honorarium (to the enumeration staff) in connection with the 1981 Census — Placing of funds in advance with the State Accountant-General.

Sir,

Kindly refer to Government of India, Ministry of Home Affairs, Office of Registrar General, India's No. G-18020/4/81-BC, dated 9th March, 1981, on the above subject, as addressed to Pay & Accounts Officer (Census) and copy endorsed to you. It pertains to the sanction of Rs. 1,05,000 (Rupees one lakh and five thousand only) as advance with you on account of payment of honorarium to the Charge Officers/Sub-Divisional Census Officers, etc. in connection with census 1981 (a copy is added for ready reference).

2. The procedure for disbursement of honoraium will broadly be as per the procedure adopted for similar cases earlier (as issued already,—*vide* your Nos. Dep-Pb/848-other Deposits/Hon-Census/382-419/1—88 dated 6th August, 1980 and Dep-Pb/848—Other Deposits / Hon-Census / 2025, to 2119, dated 21st February, 1981), except for the alterations in the various categories entitled to the honorarium, quantum of honorarium and the Drawing and Disbursing Officers, as indicated hereinafter.

3. This advance of Rs. 1,05,000 shall be treated as deposit in the books of State Government and shall be credited by your office to Deposit Head "848—Other Deposits-Miscellaneous Deposits—Deposits of Payment of Honoraria to Enumerators, etc. in connection with 1981 Census".

This expenditure shall be booked under Major Head "265—Other Administration Services, A-1-Census-A-1(2) Enumeration-A-1(2)(4) Honorarium to Enumerators (Non-Plan) during the financial year 1980-81".

4. The amount shall be utilised for payment to the following categories of officers upon the rates indicated below :

(i) District Census Officers (GAs to Deputy Commissioners)	=	Rs. 500/- each
(ii) City Census Officers (Asstt. Commissioner(s)/EO(s) of Municipal Corpns. of Ludhiana, Jalandhar and Amritsar)	=	Rs. 500/- "
(iii) Additional District Census Officers (Distt. Statistical Officers)	=	Rs. 300/- "
(iv) Sub-Divisional Census Officers (Sub-Divisional Officers (Civil)	=	Rs. 300/- "
(v) Census Charge Officers (Tahsildars / Naib-Tahsildars in rural areas and EOs/Secretaries in local bodies) and Special Charge Officers appointed in institutions).	=	Rs. 200/- "
(vi) Charge Officers appointed for enumeration only, in the special areas constituted by military and BSF areas.	=	Rs. 100/- "

5. The honoraria in categories from 1 to 5 above for each position is for the total work connected with census viz. the two field operations of houselisting and enumeration. The *inter-se* eligibility would be decided by the Deputy Commissioners / Commissioners of Municipal Corporations.

6. The State Government in the Local Govt. Deptt. is being requested to declare the Deputy Commissioners / Commissioners of Municipal Corporations as Drawing and Disbursing Officers.

7. It is requested that the amount as indicated in the enclosure may be placed with the Treasury Officers concerned for necessary withdrawal by the Deputy Commissioner / Commissioner, Municipal Corporation for this purpose, immediately since the amount has to be drawn and disbursed before the closure of current financial year by 31st March, 1981.

Yours faithfully,
(D. N. Dhir),
Director, Census, Punjab.

Encls. : As above.

No. G-17011/1/80/Pb/1750

Dated : 16th March, 1981.

Copy, with enclosures, is forwarded to Secretary to Government, Punjab, Local Government Department (Kind Attn : Shri R. D. Joshi, IAS, Director, Local Government and Joint Secretary to Government), Chandigarh.

It is requested that orders for declaring Deputy Commissioners / Commissioners of Municipal Corporations as Drawing & Disbursing Officers may kindly be issued urgently so that amount is drawn and disbursed before 31st of March, 1981.

(Sd.)

Director, Census, Punjab.

No. G-17011/1/80/Pb/1751

Dated : 16th March, 1981.

Copy forwarded to all the Deputy Commissioners in the state and Commissioners of Municipal Corporations (by name) for advance information and necessary action.

While drawing the funds for disbursement to the various categories of officers mentioned above the following points may kindly be kept in view :

(i) The honorarium for each position is for the total census operations which included two field operations namely houselisting in April 1980 and enumeration in February-March 1981.

(ii) The total period for which an officer kept engaged in census work would ordinarily be from July, 1979 (when census hierarchy was notified) to middle of March 1981 (when the enumeration concluded and censused material was despatched).

(iii) Since there might have been changes in the incumbancy, the various present and past officers on a particular seat, may be entitled for sharing the honorarium for the proportionate work done by each of them.

It is entirely at the discretion of the Drawing and Disbursing Officer(s) as to whether the honorarium be distributed equally between the incumbents who conducted the two field operations or amongst the incumbents who held the charge of the post for varying spells. In fact, the Drawing & Disbursing Officer is the best judge for necessary decision about entitlement, and it is left to him.

(iv) The officers nominated as Charge Officers for military / paramilitary areas have been entitled to half of the honorarium (i.e. Rs. 100 each) since they conducted only the field operation of enumeration and were brought into picture in the last stage. (Houselisting operation was not conducted by them).

(v) The payment to the Charge Officers shall be chargewise, thus entitling an incumbent to draw for more than one charges if by exigency of work he had to bear the additional burden. This would be particularly true where NACs were abolished and additional charges for those urban areas were given to the Revenue Officers concerned and or where a seat fell vacant and was attended to by the Charge Officer of the neighbouring charge.

(vi) The amount as placed has been worked out on the data available at this end. If any additional funds are needed, necessary intimation may please be sent urgently so that steps are taken to place the amount further and its withdrawal and disbursement before closure of financial year is ensured.

(vii) After disbursement necessary certification may kindly be sent to Director, Local Government Department & Ex-Officio Joint Secretary to Government, Punjab, Chandigarh for consolidated report to the Accountant General, Punjab, Chandigarh under intimation to this end .

(Sd.) . . .,
Director, Census, Punjab.

No. G-17011/1/80/Pb/1752, dated 16th March, 1981.

Copy to GAs to DCs in the State/AC Municipal Corporation, Ludhiana and EOs, Municipal Corporations of Jalandhar and Amritsar (by name) for immediate consolidation of lists of Charge Officers / Sub-Divisional Census Officers etc. and preparing the case for entitlement of honorarium to each one of them.

(Sd.) . . .,
Director, Census, Punjab.

No. G-17011/1/80/Pb/1753

Dated : 16th March, 1981

Copy to Deputy Directors, Census, Government of India, Jalandhar, Patiala and Bathinda for information. They may please get into touch with the concerned for ensuring timely action.

(Sd.)

Director, Census, Punjab.

No. G-17011/1/80/Pb/1754

Dated : 16th March ,1981

Copy to the Pay and Accounts Officer (Census), Ministry of Home Affairs, AGCR Building, New Delhi, for information.

(Sd.) . . .,

Director, Census, Punjab.

No. G-17011/1/80/Pb/1755

Dated : 16th March, 1981

Copy to Registrar General, India, New Delhi, for favour of information.

(Sd.) . . .,

Director, Census, Punjab.

ANNEXURE VI-C-1

No. 2/2/80-Ad. I

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS

OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A, Mansingh Road,
New Delhi - 110011,
the 23rd July, 1980.

To

All Directors of Census Operations
in States / Union Territories.

Subject : Recruitment to posts of Compiler, Checker and Supervisor, on consolidated salary, for tabulation work at the 1981 Census.

Sir,

I have the honour to say that for the compilation of Table H-I from the House-lists, and the Primary Census Abstract, later, manually, it has been decided to engagees staff on consolidated salary, in keeping with the past practice. For this purpose it has been decided to create posts of Compiler, Checker and Supervisor on consolidated salary (inclusive of all allowances) of Rs. 280 per month, Rs. 330 per month, Rs. 380 per month respectively, in the Directorates of Census Operations and/ or in the Regional Tabulation Offices, as the case may be. For the compilation of Table H-I. these posts, in required numbers, are proposed to be created from 1st September, 1980 or later depending upon when the houselisting is completed in the States/ UTs. Irrespective of when the compilation of Table H-I is started, it will have to be completed by the end of February, 1981.

2. The compilation of PCA will be taken up later, in March or April, 1981. For this purpose, additional posts on consolidated salary, in the aforesaid three categories, as may be required, will be created then.

It has been decided to prescribe the following educational qualification for making direct recruitment through the Employment Exchanges to the aforesaid posts: -

Supervisor : A Degree of a recognised University or equivalent.

Checker : Intermediate / Pre-University / Higher Secondary examination.

Compiler : Matriculation / Secondary School Leaving Certificate or equivalent.

In the event of candidates possessing the educational qualifications prescribed above not being available to the required extent, the qualifications may be relaxed by you. But, under no circumstances, shall the qualifications be relaxed below the level of Matriculation / SSLC or equivalent which is the basic qualification prescribed for direct recruitment to Group 'C' posts under the Government of India.

3. The normal maximum age-limit prescribed for making direct recruitment to Group 'C' posts under the Government of India is 25 years. But, as in the past Censuses, it has been decided, with the approval of the Department of Personnel

and Administrative Reforms, to relax the maximum age-limit upto 50 years for making direct recruitment through the Employment Exchanges to these categories of posts on consolidated salary.

4. Again, with the approval of the Department of Personnel and Admn. Reforms, it has been decided to re-employ retired persons, upto the age of 58 years, against these posts on consolidated salary, to the extent necessary. The re-employment of retired persons up to the age of 58 years is subject to the condition that they are physically fit at the time of re-employment and are otherwise suitable. No re-employed persons shall, however, be kept in service beyond the age of 58 years. This relaxation will, of course, be available only in respect of states where the age of retirement on superannuation is 55 years and not 58 years. Orders regarding the manner in which the pay of the re-employed persons should be regulated will be issued separately.

5. It must be made clear to the candidates appointed against these posts on consolidated salary that their appointment is in the nature of casual employment and they would have no claim for absorption in the regular establishment of the Census Organisation or for any other concessions on this account.

6. Under no circumstances should direct recruitment be made otherwise than through the agency of the employment Exchanges.

Yours faithfully,
S. RAJAGOPALAN,
Deputy Director,
for Registrar General, India.

ANNEXURE VI-C-2

No. 3/2/80-Ad. I(1)

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A, Mansingh Road,
New Delhi - 110011, the 28 Oct., 1981.

To

All the Directors of Census Operations in States / Union Territories.

Subject : Service conditions of staff appointed on consolidated salary in connection with the 1981-Census Operations in the Census Directorates / Regional Tabulation Offices in States / Union Territories.

Sir,

I have the honour to say that the service conditions of staff appointed on consolidated salary in the Regional Tabulation Offices as well as in the Census Directorates, including the Editing and Coding Cells, in connection with the 1981—Census Operations, have been laid down in this office letters No. 3/2/81-Ad. I, dated 17 December, 1980 and 31 January, 1981, respectively.

2. In the Regional Conference held at Darjeeling, in September, 1981, clarification was sought by some of the participants as to whether the staff appointed on consolidated salary in the Regional Tabulation Offices would be entitled to the following benefits :—

(1) The grant of earned leave as a terminal benefit when their services are terminated; and

(2) Whether one month's notice or one month's salary in lieu thereof is required to be given to them, as provided under Rule 5(1) of the Central Civil Services (Temporary Service) Rules, 1965, before their services are terminated.

3. As regards the first point, viz., grant of earned leave as a terminal benefit, the Department of Personnel and Administrative Reforms, to whom it was referred for clarification, have advised that the provision of Rule 39(7) of the C.C.S. (Leave) Rules, 1972, is also applicable to the staff appointed on consolidated salary. In other words, the temporary staff appointed on consolidated salary are entitled to the benefit of terminal leave in terms of sub-rule (7) of Rule 39 of the Central Civil Services (Leave) Rules, 1972, as modified,—vide Ministry of Finance's O.M. No. F. 4025/7/77-Estt. IV(A), dated 23rd March, 1978.

4. As regards the second point, viz., one month's notice or one month's salary in lieu thereof, the Ministry of Home Affairs, to whom the matter was referred for clarification, have observed as under :—

> Normally, the staff on consolidated salary are to be appointed for a fixed period and their tenure would automatically end of the expiry of that period unless otherwise renewed. In such a

circumstances, there would be no question of notice. In case, where the staff on consolidated salary have been appointed not for a fixed period but until further orders or their tenure is proposed to be terminated before the expiry of that period, notice should be given. Such notice could well be anticipated taking into account the overall requirements. There should not be a case where pay is required to be paid for the notice period because this practice is resorted to only where continuance of a Government servant is not considered in public interest.

In view of the aforesaid observation, and keeping in view the consideration that the appointment of staff on consolidated salary is not in the nature of a tenure appointment the services of the employees on consolidated salary may be terminated by giving each of them one month's notice as provided in Rule 5(1) of the Central Civil Services (Temporary Service) Rules, 1965, the payment of one month's consolidated salary in lieu of one month's notice should *not* be resorted to, since it should be possible to determine in advance the date upto which the services of the temporary staff on consolidated salary will be required. Needless to say, this will apply equally to the temporary staff appointed on regular scales of pay in the Regional Tabulation Offices.

5. A proposal was received from one of the Directors of Census Operations that the staff appointed on consolidated salary should be allowed extra-ordinary leave upto the limit of 3 months as provided in Rule 32(2)(a) of the Central Civil Services (Leave) Rules ,1972, in case they apply for it due to illness or on other genuine grounds or under unavoidable circumstances ,if they could not be granted earned leave or half pay leave, as the case may be, either because such leave is not due and admissible to them or because such leave at their credit is not sufficient to cover the period of leave applied for by them. This was based on the consideration that if the staff appointed on consolidated salary could not be granted extra-ordinary leave for short spells, their services would have to be terminated resulting in a chain of retrenchment which was bound to affect the smooth progress of tabulation work. The Department of Personnel and Administrative Reforms, who were consulted in the matter, have advised that the provision of Rule 32(2)(a) of the Central Civil Services (Leave) Rules, 1972, is also applicable to the employees appointed on consolidated salary. Therefore, they may be granted extra-ordinary leave as provided in the aforesaid Rule provided you are satisfied about the genuineness of the request for the grant of such leave and earned leave and/or half pay leave, as the case may be, cannot be granted to them. Needless to say, each such case has to be decided on its own merit.

6. Kindly acknowledge the receipt of this letter.

Yours faithfully,

V. P. PANDEY,
Deputy Registrar General, India.

ANNEXURE VI-C-3

No. 15/1/81-3GE/16137

GOVERNMENT OF PUNJAB

DEPARTMENT OF PERSONNEL AND
ADMINISTRATIVE REFORMS

(GENERAL ESTABLISHMENT BRANCH)

To

All Heads of Departments,
Commissioners of Divisions,
Deputy Commissioners, and
Sub-Divisional Officers (Civil)
in the Punjab.

Dated Chandigarh, the 15th December, 1981.

Subject : Absorption of Personnel of Census Organisation likely to be retrenched in January-February, 1982.

Sir,

I am directed to address you on the above subject and to say that soon after the completion of the field operations, Regional Tabulation Offices were set up in the state or processing the data collected in the 1981 Census Schedules. These offices are to be wound up after the processing work is over, in January-February, 1982. As such a number of persons recruited in these offices are likely to be retrenched in January-February, 1982. With a view to avoiding hardship to the employees likely to be retrenched, it has been decided by the State Government that due consideration may be given to the experience gained by these personnel while working in the Census Organisation for their absorption in the State Class III and IV Services, if they are otherwise qualified and eligible for appointment against equivalent posts in the state. I am, therefore, directed to request you that the personnel of Census Organisation likely to be retrenched who were appointed on regular basis in the regular scale of pay, the list of which will be supplied to you by the Director, Census Punjab, may be considered for absorption on priority basis against equivalent Class III and IV posts in State Services by observing the policy instructions contained in Punjab Government letters No. 80(GOI)-SII-(3)-73/12092, dated 18th April, 1973 and No. 2679-6GS-77/10791, dated 21st/24th March, 1977.

These instructions, *inter alia*, provide the observance of the following conditions:—

(i) The basic educational and other qualifications and conditions of experience prescribed for respective posts shall have to be fulfilled;

(ii) Relaxation of age shall invariably be admissible upto the extent the employee has rendered continous Government service on regular basis.

The fact whether the employees likely to be retrenched were appointed on regular basis in regular scale of pay in the Census Organisation through the prescribed agency

viz Employment Exchanges or by direct advertisement may also be verified before offering appointment in the State Services.

Yours faithfully,

(Sd.) . . . .,

Section Officer, General Establishment
for Addl. Chief Secretary to Government,
Punjab.

No. 15/1/81-3GE/161381, dated Chandigarh, the 15th December, 1981.

A copy is forwarded to the Secretary, Punjab Subordinate Services Selection Board, Chandigarh, for information.

(Sd.) . . . .,

Section Officer, General Establishment
for Addl. Chief Secretary to Government,
Punjab.

No. 15/1/81-3GE/16139, dated Chandigarh, the 15th December, 1981.

A copy is forwarded to the Director, Census, Punjab, 17, Sector 26 (Madhya Marg), Chandigarh, with reference to his letter No. DCOPB/CA/81/7945, dated 19th November, 1981, for information.

2. He is requested to supply the necessary particulars of the employees likely to be retrenched to all the Departments and Public Sector Undertakings in the State, under intimation to State Government in the proforma given below:—

Serial No.	Name of the official	Whether SC/ST/BC or Ex-Serviceman	Date of Birth	Educational and other qualifications	Post held	Pay Scale	Date of appointment	Residential address	Source of recruitment
1	2	3	4	5	6	7	8	9	10

(Sd.) . . . .,

Section Officer, General Establishment
for Addl. Chief Secretary to Govt., Punjab.

No. 15/1/81-3GE/16140, dated Chandigarh, the 15th December, 1981.

A copy is forwarded to all the Managing Directors of the Punjab State Public Sector Undertakings / Boards, with the request that the staff being retrenched from the Census Organisation may be considered for appointment against the posts to be filled in the Undertakings and be given preferential treatment.

(Sd) . . . .,

Sectoin Officer, General Establishment
for Addl. Chief Secretary to Government,
Punjab

CHAPTER VII

ESTABLISHMENT, FINANCIAL AND MISCELLANEOUS MATTERS

Administrative / Financial powers :

During the inter-censal period when the office is headed by a Deputy Director of Census Operations (sometimes even by an Assistant Director of Census Operations) the powers of the Head of the Office are kept in low key in matters of appointment and discipline of staff and also expenditure. The powers are then concentrated in the staff officers in the office of RGI.

With a Director in position (and more particularly in view of the decennial gigantic operation) these powers were enhanced and in certain case made equal to those of the Head of the Department. This is a regular feature to ensure speed and spot decisions.

Delegation of powers :

For smooth office functioning on the one hand, and to spare time for attendance upon the field operations on the other, from day to day administrative / financial matters, I further delegated the powers to the Deputy Director (Headquarters) and one of the Assistant Directors, who was to assist the DD in administration in the following way :

DDCO (HQs) :

(i) Contingent expenditure upto Rs. 250.

(ii) Leave sanctioning authority for group B, C and D staff.

ADCO :

(i) Expenditure upto Rs. 50.

(ii) Attestation of entries in the record for group B, C and D staff.

At RTOs. :

On the creation of RTOs, the ORG in February, 1981 declared DDs posted there as Heads of Office. Consequently they were appointing authority for fixed-wage staff working under them. (They were advised to exercise these powers, particularly concerning purchase of stores and appointment and dismissal of staff, in a committee, co-opting a local civil officer).

The DDs in the field were authorised sizeable imprest as permanent advance to meet day to day expenses.

Salary bills and other bills concerning medical, travelling allowance and contingent expenses in respect of RTOs were prepared there and the amounts were drawn by the DD at the directorate. Remittances were made to the RTOs by bank drafts in dribblets.

Some handicaps :

The DDs in the field were handicapped for want of experienced accounts hands. None could be spared from the directorate and none could be obtained on deputation locally.

They were, however, provided with consistent guidance. To start with their bills were even prepared at the directorate and later their accounts were supervised periodically by the experienced hands from the Accounts Section at the directorate.

Maintenance of Account Registers :

A number of registers for cash disbursement, undisbursed pay and allowances, bills, pay bills, valuables, advances, service postage stamps, overtime allowance,

medical reimbursement, telephone / trunk calls, contingent charges, TA check and advance, GPF advance, cycle, festival etc. advances, water and electricity charges and newspapers were maintained at the RTOs. under the DDs and these were test-checked by staff from the directorate.

There were detailed instructions for receipt and encashment of drafts for salaries and the DDs were to observe all precautions in deputing responsible staff and ensuring proper mode of transportation for cash from the banks.

During my monthly visits to the RTOs I disposed of the cases in which my approval was necessary so that the pending cases/payments were kept completely under control.

Payments for clerical assistance in the field :

For the 18 posts of Assistants, 67 of clerks and 12 of peons created from 1st August, 1979 to 31st March, 1981 for the districts, sub-divisions and municipal bodies the expenses were to be initially made by the State Government from their own accounts (in actual practice they were treated as part of DC's establishment). The monthly expenditure statements were sent by the DCs to State Government in the Local Government Department (dealing with census). The compiled figures from State Local Government Department flowed to the AG, Punjab who then raised the debit for reimbursement from the Pay & Accounts Officer (Census), New Delhi. So that the allocations under this head were suitably spent within time, my office had to keep a constant chase up with the Local Government Department and AG, Punjab's office till 31st March, 1982 and the reconciled expenditure for appointment of this staff had been Rs. 8,00,589.65.

In this respect there was a departure from the practice of 1971 census when the staff was paid by the District Census Officers and the expenditure was booked directly to the Central Head.

Store and stationery :

In the wake of census 1981, as mentioned earlier, the Government of India enhanced the powers of the Directors towards contingent expenditure vide Annexure V of the Delegation of Financial Powers Rules, 1978 and delegated the same to them raising their status and delegated the same to them raising their status as Head of the Department upto December, 1982 (commencing from 30th October, 1979).

In the set up of the office, shortly after I joined, I made purchases for the immediate needs, and ensured supplies of steel almirahs, racks, chairs, office tables, ceiling fans and the like. A specially-designed table for committee room was also got manufactured. In machines and equipment I ensured their proper maintenance and functioning. Two electric calculators, four English and three Hindi typewriters and a small water cooled, were purchased through the ORG for use in the directorate.

In matters of stationery, when the demand went high, particularly with the opening of the RTOs, local purchase was resorted to after observing necessary procedural formalities.

Travelling Allowance :

In matter of travelling allowance the expenditure looked up from the preceding two years. In 1979-80 it was Rs. 79,112 but in 1980-81 it went up to Rs. 1,70,505. This was to ensure mobility for fuller planning and supervision of field operations.

Telephones :

In matter of telephones, three temporaray connections were obtained at the RTOs but under the Government instructions strict economy was utilized in this respect with the result that the expenditure rose from Rs. 8,573 in 1979-80 to Rs. 10,562 in the next year (1980-81) and Rs. 12,675 in 1981-82.

With some difficulty the STD facilities were got curtailed not only at the RTOs but also at the directorate's telephone and for the telephone at the residence of the Director. This was to steer out of inflated telephone bills caused by faulty metering and calendstine use of the telephones by others.

Printing :

All forms, schedules and instruction booklets were got printed from the Government of India Textbook and UT Government Presses at Chandigarh, except for very minor printing work which had to be got done through private presses extremely speedily and in that case the procedural formalities were observed.

Budgetary Provisions :

Budgetary expenses for the period from 1978-79 to 1981-82 had been as follows :

Head		1978-79	1979-80	1980-81	1981-82
NON-PLAN					
A-1(1) Superintendence	..	2,07,789	2,58,857	3,41,420	4,67,943
A-1(2) Enumeration	..	..	1,54,027	Centrally controlled by ORG	
A-1(3) Abstraction and Compilation	..	6,07,575	6,69,703	9,44,884	24,99,993
A-1(4) Publication	..	90,066	45,423	1,51,513	59,468
A-1(6) Registration and Promotion Methods	..	1,26,450	1,47,043	1,62,106	1,57,288
Total Non-Plan	..	10,31,880	12,75,053	15,99,923	31,84,962
PLAN					
A-1(6) Registration and Promotion Methods	..	40,897	57,561	56,819	44,579
A-1(8) Regional division of India to study and evaluation		..	10,881	19,655	25,308
Total Plan	..	40,897	68,442	76,474	69,887
Grand Total (Non-Plan + Plan)	..	10,72,777	14,41,894	16,76,397	32,54,579

Expenditure on account of miscellaneous contingencies/telephones/T.A./Printing/Rent, etc.

		1977-78	1978-79	1979-80	1980-81	1981-82
Misc. contingencies less telephone	..	28,538	46,533	84,403	1,82,078	1,14,797
Telephone	..	7,602	11,986	8,573	10,562	12,675
T.A.	..	25,244	27,786	79,112	1,70,505	80,033
Printing	..	15,818	89,383	5,477	1,51,513	59,468
Rent	..	42,013	84,855	84,345	1,02,937	1,53,952

If we analyse these figures and take a view of actual expenses for conducting the field operations of census including establishment of RTOs for PCA work, the expenses would be Rs. 42,43,285, and to this would be added the figures for payment of honoraria (Rs. 30,89,560). Thus, for making an idea the total expenditure for this decennial exercise had been Rs. 73,32,845 for a population of 16,788,915 giving per head expenditure Rs. 0.44 (approximate) only.

General :

The office work, both on the administrative as also on the financial side, had to be

carried out entirely with the staff as it existed during the inter-censal period. The only but substantial incentive to the staff had been temporary promotions during the census and by and large each hand was working on a step higher with a (remote) chance of continuity and that sustained them. Even though the posts in the RTOs were available on creation, but unfortunately suitable staff was not coming forth. The office workload (firstly on account of exercise of the powers of Head of the Department by the Director and later by the establishment of RTOs in the field and consequential arrangements for recruitment of around 750 hands and provision of furniture and equipment to them) had increased abundantly. To meet the situation some of the fixed-wage staffs were deployed for assistance, but the brunt fell on the existing hands and even at the cost of their personal convenience and holidays, they rose to the occasion to keep up the tempo that as was created to meet the stupendous task.

The office work, particularly in matters of finance and accounting, was consistently checked and kept thoroughly under control. In fact the procedure of taking a note of fresh receipts in officers' meetings; chalking out action points and dealing with them there and then proved an asset. For the rush period the officers were advised to keep their record (under action) with them. In fact, as envisaged by me when I joined the directorate, within the given ambit of problems and personnel, a succesful attempt was made to have an officers' oriented administration, cutting the levels of examination (and approvals) which were time-consuming and which we could ill-afford in the gigantic exercise. The watchword was promptness with due prudence.

——:0:——

7157 DCO—Govt. Press, U.T. Chd.