

CENSUS OF INDIA, 1961

VOLUME IV--PART VIII-A

BIHAR

ADMINISTRATION REPORT

(Enumeration)

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THE 1961 CENSUS PUBLICATIONS

The Census Publications for Bihar relating to the 1961 Census will form part of the all-India series called "Census of India 1961". In this series each State or Union Territory will have a volume number and all publications relating to that State or Union Territory will be primarily denoted by the volume number. Bihar has been allotted Volume No. IV. All publications relating to Bihar will, therefore, be denoted in terms of Parts to Volume IV, and have uniform size, demy quarto $8\frac{3}{4}'' \times 11\frac{1}{2}''$.

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PART VIIIA—Administration Report on Enumeration
PART VIIIB—Administration Report on Tabulation
} Neither is for sale

PART IX—Maps

The present volume

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Chapter I

INTRODUCTION

1. *Census Legislation*—Census is taken in India under the provisions of the Indian Census Act (No. XXXVII of 1948) which is an enactment of the Central Legislature as Census is a Central subject. Section 3 of the Act vests the Central Government with the power to take Census, and section 4(1) authorises it to appoint a Census Commissioner for India and Superintendents of Census Operations for the States. Barring these two provisions, the other sections of the Act deal with the powers and functions of State Governments, and duties and responsibilities of citizens under the Act.

Though, according to the provisions of the Census Act, the Centre lays down the programme and policy in regard to the Census, its implementation is actually done through the agency of the State Government. This places the Census Superintendent in a rather unusual position. Though technically under the Central Government, he has to work almost entirely through the State agencies, at least upto the stage of Enumeration. The success of a Census Superintendent, therefore, depends largely on his ability to move the State Government and carry the district administration, particularly the District Officers and Subdivisional Officers, with him.

The Census Act has already seen the successful completion of two Censuses, and has thereby stood the crucial test of time. No doubt the provisions of the Act are quite comprehensive and adequate to meet all kinds of situation in an effective manner. Though the law gives wide powers, Census has always taken pride in using them most sparingly. This healthy tradition was maintained in this Census also. By and large, the persons appointed as enumerators and supervisors did not try to shirk their responsibility. Intensive publicity and increasing social consciousness among the people helped in getting the required co-operation from them. In the whole State, there were 759 cases in which notices had to be issued to show cause against prosecution under the Census Act. Happily, this did the trick, and there was only one case of actual prosecution in Singhbhum district ending in conviction.

As in 1951, powers were delegated to all District Magistrates under section 12 to sanction prosecution under the Census Act. This is essential and must be followed in the next Census as well. I tried to get the delegation of power extended to Subdivisional Officers also, but the State Government did not agree on the ground that the power was likely to be misused. One of the main purposes of delegation of powers is to cut out administrative delays. District Magistrates are over-busy these days. Ten years hence, the chances are that they will be more so. The Subdivisional Magistrates in Bihar shoulder very heavy responsibilities and Government have vested them with the powers of Collector under several Acts and executive orders. I do not, therefore, see any serious objection to their being trusted with the power under section 12 of the Census Act. However, my successor would do well to go through the notes and minutes in File No. EN-90/60 dealing with this subject and decide for himself.

According to the provisions of the Census Act, a number of notifications have to be issued by the State Government from time to time to provide the legal basis for the organisation and taking of Census. It is important that action for getting these notifications issued is taken timely by the Census Superintendent. A complete list of notifications issued this time will be found in Miscellaneous Schedule 1.

2. *Appointment of S.C.O.*—My predecessor took up his assignment as Superintendent of Census Operations in January, 1950, while I did so in April, 1959 itself. I was, therefore, in position about 8 months earlier. This proved to be of immense advantage. I utilised the time in familiarising myself with

the Census Code and Administration Report of as many censuses as I could lay my hands on. Those relating to Bihar and West Bengal were naturally of special interest to me. I also spent much time in studying the Census Reports of 1951 (all-India as well as State) and previous years. All this provided ample work, more than was possible within the available time. Any impression that early appointment meant easy time would be quite erroneous. If good use is not made of this period, there will be difficulty later. Delayed appointment may mean a small saving, but the risks involved are great. Sufficient time must be given to the S.C.O. to obtain a good background of the subject and plan his programme properly. Census tends to be technical and one has to wade through a considerable volume of literature and instructions before he is able to find his feet on the ground. Arrangements for enumeration involve the use of a large variety of complicated forms and registers. The Census Superintendent has to issue detailed instructions for the preparation of these. Unless he acquaints himself thoroughly with relevant details, he is likely to go wrong. Without deep study and sound appreciation of the intricacies of the system, it is also difficult for the Census Superintendent to make improvements or try innovations. An allowance of eight months or so for all these purposes is, therefore, by no means excessive. The usefulness of this period was greatly enhanced further this time by the conducting of the second pretest which enabled us to get a thorough insight into the intricacies of census work from the stage of houselisting and house-numbering to that of enumeration, including training of enumerators.

I cannot help mentioning here a grievance of personal nature. The Registrar General had been good enough to write to the State Government requesting that I should be given some leave, if I wanted to, before joining the census post, because I would not be allowed "leave of any kind" during my incumbency of the post. But the State Government did not grant me any leave. Till the day before I joined my present duties, I had to do my bit in the Industries Department. I did not realise the hardship at that time. But in retrospect now, I feel that it would have been good if I had been allowed even one or two months leave before coming to this job. Census has always been regarded as one of the most harassing and strenuous jobs. It is, therefore, not only fair but also desirable in the interest of work that the Officer selected for this job should be given time to recoup and revitalise himself adequately before coming to grip with one of the most exacting and arduous assignments of his career. To lend further weight to my argument, I would like to quote the following from the West Bengal Administrative Report of 1951 by the present Registrar General, Shri A. Mitra, who was then the Superintendent of Census Operations, West Bengal and Sikkim—

> "I would however leave one piece of advice if I were to do it at all that if my successor should receive warning of his appointment at least a few months ahead he should go on leave and undergo a thorough check-up in a hospital, because, if anything, the work of the census can be lonely, harassing, and exhausting as few other duties can be and he will have to summon up all his personal pride to keep him from breaking off halfway from a physical breakdown and from being beaten at his post."

I did not get a Deputy Superintendent for headquarters (Shri Bageshwari Prasad) until 16th June 1960. It was getting rather late and the intensification of the census operations had already begun. Training classes of Charge Superintendents were being held by this time in different districts and I was required to be out on tour frequently. Someone was, therefore, needed badly at headquarters. This time an officer of Additional Collector's rank was appointed as Dy. S.C.O. The idea was that such an officer would be able to co-ordinate more effectively with the Collectors and various departments of Government leaving the Census Superintendent free to devote more time and attention to the organisation and supervision of field operations.

It was an excellent idea to have sanctioned the appointment of Dy. S.C.Os. for tabulation offices from August, 1960 itself so that they

could assist the S.C.O. in the implementation of the intensive training programme and also in the perfection of enumeration arrangements. This arrangement also ensured the setting up of regional tabulation offices in time and in a most orderly manner. Eight posts of Dy. S.C.Os. were provided in Bihar for this purpose, but I could get only five from the Appointment Department till February, 1961 (Shri R.N. Misra on 17th August, 1960, Sri K.M. Sinha on 12th September, 1960, Sri U.P. Shrivastava on 11th October, 1960, Sri S. Sharan on 24th October, 1960 and Sri B.M. Prasad on 17th January, 1961). Though I managed the work even with this reduced strength, it would have certainly improved things if all the posts had been filled. I cannot, however, help expressing my gratefulness to the Appointment Department, and more particularly to Shri N. Nagamani, then Deputy and now Joint Secretary, for the co-operation and attention I always received from them. If a few things did not happen, as I would have liked them to, it was mainly because the circumstances were beyond their control or remedy and certainly not because of any lack of good-will or desire to help.

3. *The first letter*—Almost immediately after I joined, the State Government were moved to notify my appointment to all District Officers, Heads of Departments and Secretaries to Government. This was done in Revenue Department's letter no. CS-1/59-2825-R, dated the 13th April, 1959 (Appendix I). I may mention here that in previous censuses, such communication by the State Government had stated, *inter alia*, that orders and circulars issued by the Census Superintendent should be "treated as orders of Government and given prompt and careful attention". I had prepared the draft this time also on similar lines, but it was modified by the Revenue Department on the ground that the S.C.O. had no place in the hierarchy of the State Government and as such he was not competent to issue anything which had the semblance of Government orders. I pursued my point as best as I could, but to no avail. Ultimately, Shri S.J. Majumdar, the Chief Secretary kindly came to my rescue by agreeing to address separately a self-contained demi-official circular (Appendix II) to all District Officers emphasising the great importance of census and concluding with the following words—

> "Government desire that the instructions issued by the Superintendent of the Census Operations should receive the same care and attention from all concerned as a letter issued by Government. Kindly ensure that this is done. You should take serious notice of any slackness in this regard, take departmental action, without any hesitation, against any persons seriously at fault."

The Chief Secretary's circular no doubt had the desired effect and went a long way in solving my difficulty. But I still feel that the previous circulars on the subject were more forthright and emphatic, and hence wholly effective. The technical objection raised this time by the Revenue Department could have been met easily by giving the Census Superintendent some status (*e.g.* Joint or Deputy Secretary) in the State hierarchy. This would have been useful for other reasons as well. A formal proposal to this effect was also initiated, but it could not materialise. For obvious reasons, I could not evince more than usual interest in it. Anyway, the battle will now have to be fought by my successor, if he chooses to do so at all. A reference may be made to File No. CS-1/59 for full details on this subject.

4. *A suggestion*—At this place, it may be useful to refer to another topic which, though not very important by itself, does assume some significance in the general context. For some strange reason, the subject of Census is handled by the Revenue Department in the State Government. I have no grouse against this arrangement as such. In fact it was my good fortune to receive all co-operation and help from the Revenue Department whenever needed. But the fact remains that this arrangement is not conducive to an effective and expeditious despatch of business relating to census. After all, the main function of the State Government at Secretariat level in regard to census is that of co-ordination. A number of circulars and instructions have to be issued to various Departments of Government as well as District Officers The S.C.O. has to be helped with officers, clerks

accommodation, typewriters and so on. In all this, a Department directly under the Chief Secretary (such as Political or Appointment) is better placed to deliver the goods without any loss of time. I was quite often compelled to by-pass the Revenue Department and take up matters direct with the concerned Departments of Government. No one ever questioned this procedure, but it was so mainly because of personal relations. Even then, I did at times have the feeling of being forlorn. No one seemed to bother about the success of the census. I felt powerless to move the great wall of indifference and inaction. In such moments of despair, I had to turn to the Chief Secretary who generally came to my rescue. But how could I run to him every now and then for all odd jobs ? I also feared that if I made too much of a nuisance of myself, he might ask me to come through the Revenue Department, which truly happened to be the proper channel for me.

In view of these considerations, I am of the opinion that the subject of census, like elections, should be dealt in the Chief Secretary's Department. In most States, I believe, this is the arrangement. It will also have the great advantage of bringing census to the closer attention of the Chief Secretary. This fact alone will ensure much greater ease and efficiency in the conduct of the operation. Here, I cannot resist the temptation of quoting the following lines from the Administrative Report of 1941 by Mr. W.G. Archer, who held a similar view—

"Although the census is part of the Home Department of the Government of India, it is dealt with by the Revenue Department of the Government of Bihar. This is in some ways an anomalous position, since almost all the census matters with which the Bihar Government had to deal in 1940 were more political than economic and could quite properly have been dealt with by the Political and Appointment Departments. In addition, postings of District Census Officers had all to be negotiated with the Chief Secretary and it would have been extremely cumbrous to have done this through the Revenue Secretary. Fortunately, Mr. R.A.E. Williams who was Revenue Secretary readily agreed that I should correspond direct with all other Secretaries of Government subject only to the proviso that copies of the more important correspondence should be sent to him for information. This arrangement worked smoothly and if the census is still under the Revenue Department, in 1950 and not under the Political Department as would be better, I would recommend my successor to reach a similar working arrangement."

5. *Accommodation*—Before the 1951 Census, Hazaribagh used to be the census headquarters of the State. My predecessor shifted it to Patna which, apart from being the State capital, has a central location. There was no question of my reconsidering the change. All other States had their Census headquarters at the State capitals. Till enumeration at least, the census organisation functions mainly through the State machinery. So the location of census headquarters at a place other than the State capital cannot but be a source of great inconvenience and difficulty.

At Patna, however, the question of accommodation proved a great headache. My predecessor had managed to secure accommodation for the main office in the Secretariat hutments. Though I tried hard, I had no luck. Considerable expansion in most departments coupled with the creation of several new departments had no doubt led to acute shortage of accommodation in the Secretariat buildings. The inability of the State Government to accommodate the census office was, therefore, justified to some extent. But I was somehow left with a feeling that something was possible, and yet it was not done because census happened to be a department of the Central Government and there was no department at the State level to take up its case strongly enough. A few offices of the State Government were accommodated in the Secretariat or outlying buildings even after census had been given a refusal. After all, even 2,000 sq. feet could have done for census and this was by no means too large a demand on the resources of the State Government whose

generosity it was my great privilege to enjoy in such abundance in so many matters.

There was acute shortage of accommodation in those days at Patna, particularly of the kind required for office. I had the advantage of being a local man. Yet, it took me more than a month of hectic efforts and intensive search before I could locate a suitable place on the New Dak Bungalow Road on the 2nd floor of a big building. Though it was at a distance of about 1½ miles from the main Secretariat and the steep climb of two storeys made one almost breathless by the time he reached there, it was otherwise suitable and well located.

I hope my successor will not be faced with such situation. The chances are that the census office will continue, at least in a skeleton form, till the next census. Action has already been taken to get some provision made in the proposed third Secretariat building for accommodating the census office. However, if for any reason, the present plans fail to materialise, accommodation will no doubt be one of the major problems my successor will be required to tackle soon after his joining. There is hardly anything useful that I can suggest except that the matter should be taken up at the highest level, preferably by the Registrar General, much before the appointment of the Census Superintendent. Perhaps this was done in 1959 by the R.G., but it did not bring any tangible result.

6. *Appointment of office staff*—The census office of 1951 was closed for all practical purposes towards the beginning of 1958. There were, however, two persons (a Technical Assistant and a peon) whose services were borne on the census budget on the day I joined. They had continued uninterruptedly in the census office since 1951 and provided a happy link with the past. The presence of the Technical Assistant was of particular advantage to me in locating the old papers, files, furniture, equipments, etc. To start with, the following staff was sanctioned for the census office—

1. Head Assistant	.. ..	1
2. Accountant-Cashier	..	1
3. Statistical Assistants	..	2
4. Stenographer	.. ..	1
5. Clerks	.. ..	4
6. Peons	.. ..	3

It was, of course, made clear that all the posts need not be filled up immediately; this should be done as and when necessity arose. The main problem was how to select the right men. The Registrar General had rightly cautioned, "You should be very careful in choosing your men, as you cannot afford to go in for indifferent quality for your key men". Early enough, I decided—and I had no occasion to regret it later—that instead of making direct recruitment from the market, I would appoint all my staff on deputation from the departments of Government after proper selection.

One of the first steps taken by me, therefore, was to issue a circular (Appendix III) to all District Officers and Departments of Government indicating the nature of posts, number of vacancies, terms and conditions of appointment, etc., and asking them for suitable nominations. The response was quite good and within a month I had received a fair number of recommendations. But I did not consider it safe to rely only on the circular. I contacted several Departments personally and scrutinised their nominations in the light of personal discussion with the officers under whom the nominees had worked. I was in no hurry to fill the posts. This gave me plenty of time to make proper choice. In the beginning, office work including correspondence is not much and it is possible to manage with just few hands. It is wise to wait and go in for the best rather than fill up the posts in a hurry with persons of doubtful or indifferent ability. Frequent changes must also be avoided. It is, therefore, essential that the persons selected are those likely to stay for the entire period. A summary of the staff employed together with relevant details is given in Miscellaneous Schedule 2. Though I tried my best to appoint some persons with previous census experience, I had no luck except for the two persons mentioned before.

7. (*a*) *Furniture*—When the 1951 Census office was wound up, all its furniture were

given to the Revenue Department and the Kosi Project Department. Fortunately proper receipt had been taken, and I could salvage about 80 per cent of the articles for use in my office. The remaining 20 per cent were reported to have been either damaged and thrown away, or become untraceable. Even with the stock returned, I could manage very well for about a year. Purchase of new furniture became necessary only towards the end of March, 1960 when the staff increased. Even then the purchase was on a very modest scale. A list of furniture inherited from the last Census and those purchased in the present one is given in Miscellaneous Schedule 3.

(*b*) *Stationery articles*—Stationery articles were obtained in the beginning from the Revenue Department. Thanks to the arrangement made by the Office of the Registrar General, our own consignment of stationery articles from the Controller of Stationery, Calcutta was received within a month of the setting up of office. Though difficulty was experienced off and on due to inadequate or delayed supply of stationery articles from Calcutta, it never caused even a minor dislocation or crisis, thanks to the co-operation and help I always received from the Superintendent of the Stationery Stores of the State Government. The policy of 'beg, borrow or steal' had, of course, to be adopted liberally to tide over temporary difficulties. Every Census Superintendent becomes an adept in this art in no time.

On the whole, I think supplies of stationery articles were fairly adequate and timely. Fortified amply by stores of the State Government, I never had any serious difficulty. Local purchases were very few and far between. Even in cases where purchases had to be made, I found it convenient and economical to obtain supplies from the Superintendent, State Stationery Stores either on cash payment or through book adjustment. This was possible only because of the consideration and courtesy shown by Shri R. Ghosh, Superintendent of the Stationery Stores. I would commend similar arrangement for the next census also.

(*c*) *Paper*—To be successful, a Census Superintendent has to be something of a parasite. Not infrequently, when the supplies run short, he has to carry on by applying the dictum "beg, borrow or steal". Thanks to the excellent arrangements made by the Office of the Registrar General and the promptness shown by the Controller of Stationery, Calcutta, the census office seems to have been generally served much better this time than in the past. Even so, occasions arose, not infrequently, when the Superintendent had to go with a begging bowl to other Departments. It must be said that the help and co-operation received on all these occasions was not only spontaneous, but also generous beyond terms. I do not remember of a single occasion when any work suffered for want of paper or any other stationery article. Local purchase was also extremely limited.

(*d*) *Typewriters, duplicators, calculating machines and other equipments*—Soon after my joining I took steps to salvage the typewriters and duplicators of the last census. These had been made over to the Revenue Department on completion of the last census. Six typewriters and one duplicator were thus received, though in very bad condition. Estimates for repair were got prepared immediately and sanction of the Controller of Stationery, Government of India, Calcutta obtained. Two of the typewriters were damaged beyond repair. A total cost of Rs. 391.38 only was incurred over the repairing of the remaining four. Three new typewriters were supplied by the Controller of Stationery as part of the equipments for the 1961 Census. So, the office was in a very happy position in regard to typewriters. A portable typewriter was, however, badly needed for use during tours. A new one could not be obtained due to foreign exchange restrictions. I, therefore, managed to get a portable typewriter from the Industries Department in exchange of an old standard typewriter. For this, I am greatly indebted to Shri R.S. Mandal, the then Director of Industries, Bihar. Typing work tends to increase gradually, and during the tabulation stage, it assumes enormous proportions. It is, therefore, of immense advantage to be stocked with as many typewriters as can be arranged. In addition to the aforesaid typewriters, seven typewriters were borrowed from the State Government towards the end of February, 1961 for use in

the regional tabulation offices. These have been retained for use at the tabulation stage, thus bringing the total number of serviceable typewriters at our disposal to 14.

A hand-operated duplicator brought back as a legacy of the last census was really not of much use. An electrically operated Gestetner machine was supplied as part of the equipments for this census. The work could be managed very well with these two machines. I had also the advantage of indenting upon the services of the Central Duplicating Section of the State Government, whenever needed. This arrangement was of immense help. The Central Duplicating Section is very well-equipped, and whenever we had large bulk of duplicating work to be done, we farmed it out to them and they did it with great speed and excellence. Another advantage of this arrangement was that the paper for all the work done in the Central Duplicating Section generally came from the State Government. For all these favours, I am greatly indebted to the Finance Department.

Two Facit calculating machines were received from the Registrar General, India towards the beginning of September, 1960. One was electrically operated, and the other hand-operated. Though these were adequate upto the enumeration stage, they are proving hopelessly inadequate for the subsequent period. Our difficulty has been enhanced because the electrically operated machine has gone out of order. I understand this has been the experience of few other States also. The electrically operated machines are extremely delicate and suffer breakdown at even slight mishandling. The repair is not easy to carry out. It would have been much better if we had been supplied with 2 or 3 hand-operated machines in lieu of one electrically operated machine.

A large volume of arithmetical calculations has to be made for the tables. Machines are particularly useful in the preparation of subsidiary tables. Most of us, therefore, wished that these machines had been supplied on a more liberal scale say, 10—12 for a major State like Bihar. The price of a calculating machine is not much, and it is certainly worth many times more from the point of speed and accuracy. The difficulty of foreign exchange, however, stood in our way.

For the District Census Offices, no separate supply of typewriters or stationery equipments was made in the interest of economy. Some of the District Officers, of course, asked for these. They were requested to carry on with their normal supplies. Only a small sum of Rs. 25 per month was provided in the budget of District Census Offices for contingencies, including stationery. There was no particular difficulty in managing the work according to this arrangement.

Full details of stationery indents for the Office of the Superintendent of Census Operations and affiliated offices for the years 1959-60, 1960-61 and 1961-62 are given in Miscellaneous Schedule 4.

(*e*) *Library*—The nature of work requires that the Census Superintendent must have a good library of his own. Unfortunately, this has not been possible in the past owing to the temporary character of the Census Office. My predecessor had collected some books which were kept in the Secretariat Record Room after the winding up of the old Census Office. One of my first jobs on joining this post was to get back all these volumes to my office. I found that there were several gaps even in the collection of census publications. I started filling the gaps by correspondence with the Manager of Publications, the Deputy Registrar General and so on. I also borrowed a few volumes from the Collectorate libraries. Some new books were also purchased. A complete list will be found in Miscellaneous Schedule 5. The present collection can by no means be considered to be rich, or even adequate for some purposes. Even so, it is much better than what I started with. If the Census Office continues, as it is proposed to, I have no doubt that it will be possible to build up a good census library in due course.

8. *First and second pretests*—An innovation of this Census was the pretesting of draft census questionnaire and instructions. Not only did

it help in streamlining the forms and instructions, but it also enabled us to get a first hand knowledge of census operations. The first pretest was carried out by the State Statistical Bureau in the month of March, 1959. It was nearing completion by the time I joined. In this pretest, Junior Statistical Supervisors were generally employed as enumerators and District Statistical Officers as supervisors. The operation was, therefore, conducted through a more enlightened agency than is usually employed for actual census. Beyond seeing the final report of the Director of Statistics on this pretest, I did not have much to do with it.

The second pretest was carried out in accordance with R. G.'s letter no. 6 7 59-RG., dated the 6th June, 1959. Ten places were selected in five districts, rural and urban areas having equal share. An attempt was made to make the sample fully representative of different regions of the State from social, demographic and geographical points of views. Enumerators were drawn mostly from village school teachers, and supervisors from non-gazetted Anchal staff. This agency was precisely the same as was employed subsequently for actual census. The draft instructions and forms sent by the Registrar General were in English. These were translated into Hindi by me personally and got printed at the Secretariat Press. The operations were organised and conducted with the same seriousness and thoroughness as in actual census. I took the opportunity of doing enumeration of several households myself. This experience was undoubtedly of immense value to me and to those colleagues who participated in it. Several doubts and difficulties, which would have otherwise remained obscure, came to the surface and got clarified during the pretest. It was easily the most useful and practical training that could have been imparted to Census Superintendents. The experiences of the second pretest were discussed in great detail at the first Census Conference held in August, 1959, and many significant changes were made in the schedules and instructions as a result of it. A copy of the report submitted by me to the Registrar General on the second pretest is given in Appendix IV. For further details in this connection, a reference may be made to File no. EN-5/59 (Pretesting of draft enumeration schedules).

9. *Appointment of Statistical Staff*—Two posts of Statistical Assistants were provided in the main office from the very beginning. This proved to be of great advantage. One of the posts was filled in by Shri R. B. Singh, who had continued as Technical Assistant from the last census. For the other post, I got a selected hand on deputation from the Statistics Department. They were both sent to Delhi for a period of 6 weeks to undergo training in sorting and tabulation. This helped in undertaking trial sorting and tabulation of schedules and slips filled in during the second pretest. Considering that several kinds of statistical work have to be done in the main office, it is advantageous to have some S. As. from the very beginning.

10. *Lessons learnt in co-ordination with State Government and District Offices*—I have already spoken about the special position of the Census Superintendent who, though a functionary of the Central Government, has to depend almost entirely on the State Government for the successful execution of his programme. His success is, therefore, related closely to the confidence he enjoys of the State Government, and depends greatly on his ability to move the State Government and to carry the district administration, particularly the District Officers and Subdivisional Officers, with him. This is one of the first lessons every S. C. O. must learn at the very commencement of his work. It is all the more true in the present set-up. The impact of almost all our developmental activities and multilateral expansion in Governmental functions has been ultimately on the district administration. There is no gainsaying the fact that the district administration today carries a load which is many times heavier than it ever did in the past. Naturally everyone in the district is over-pressed for time. All departments are competing with one another in seeking the attention of the District Officer. The interest which subordinate officials in a district take in any matter varies directly in proportion to the interest shown in it by the District Officer. It is a matter of everyday experience for any one who has

anything to do with the district administration. One of the foremost tasks of the Census Superintendent, therefore, is to focus the interest and attention of the District Officer on census, and to keep him always on his right side. My experience is that nothing ensures these objectives better than frequent personal contacts and constant goading. In absence of such approach, census is likely to be relegated to a second or third place in the priority of things which every District Officer must necessarily fix for himself when there are so many rival and competing claims for his attention. The S. C. O. must assiduously guard against a catastrophe of this nature. Census is a jealous mistress, and can never brook a second place. The success of the operation is seriously endangered the moment census ceases to be at the centre of attention.

11. *Census Conference*—A Census Conference was held in Delhi from the 24th September to the 1st October 1959 to discuss the census questionnaire and enumeration arrangements. This was of immense benefit to all of us, coming as it did about six months after we had been in saddle and had the advantage of having conducted the second pretest. The interval of 6 months also gave us adequate time to familiarise ourselves with the intricacies of census operations. The discussions at the conference naturally covered almost the entire ground upto enumeration. We emerged out of the conference with full confidence as most of our doubts and difficulties had been resolved by the thorough and illuminating, though at times tiring and apparently unceasing, discussions. The timing of the conference could not have been better—a little earlier would have been premature because the second pretest could not have been held, and a little later would have meant the issuing of follow-up instructions to local officers either belatedly or in great hurry.

12. *The first round of visit to districts*—Soon after my return from the conference, I undertook a programme of visit to all the District headquarters mainly with a view to bringing census in the picture and setting up a census office at the district level. I availed of this opportunity also to finalise the selection of District Census Officers in consultation with the District Officers. I have no doubt that this matter would have dragged on for a long time if it were to be settled by correspondence. Personal contact helped me also in persuading the District Officers to spare their best officers for census work. Of course, in some cases, difficulty arose on account of acute shortage of officers at District level.

The complaint about shortage of officers was almost universal and not a few District Officers refused in the beginning to earmark any officer for census work as their hands were already more than full. No amount of coaxing or cajoling seemed to have any effect on them. Their game was obvious. They wanted to use census as a handle to secure more officers for their districts. This is not to say that their grievance about shortage of officers was not genuine. In some cases, I did bring the matter to the notice of the Appointment Department, but they had their own story to tell. However, I managed to get District Census Officers appointed in as many as 14 districts in the beginning of January 1960 itself. In the remaining three districts, *ad hoc* arrangements were made to carry on the work and the final selections came later. Against this background, I am perhaps justified in thinking that anything short of a personal approach to the District Officers would have failed to achieve the result.

This initial round of visit to districts proved useful for another reason. I had introduced a major departure in this Census from the earlier ones by adopting Anchal-*cum*-Development Blocks as census charges instead of Police Stations. I was given to understand that in no case Anchal boundaries cut across Police Station boundaries. But to my great shock and dismay, I discovered several instances of contravention of this principle during my discussions with District Officers. Several other points were also discussed and settled during this visit. A copy of my letter to District Officers together with a list of points discussed with them is given in Appendix V.

13. *Code versus Circular*—Bihar has the tradition of issuing census instructions for the use

of officers of and above the rank of Charge Superintendents in the form of a Code. There are good arguments both for and against this system. Mr. W. G. Archer, the Census Superintendent of 1941, has succinctly put forward the case for a Code in the following words—

> "For constant reference, a Code is more useful than a Circular. It is less easily lost. It is read more easily. And what is of even greater importance, it carries more prestige. A Circular looks like a letter and is treated like one. A Code looks like an act of the legislature and commands respect."

On the other hand, critics of this system aver that a Code is seldom read from cover to cover. The bulk frightens. Only persons imbued with great application and determination ever manage to wade through the whole of it. Besides, a Code does not admit of modifications in a convenient manner.

On weighing all the pros and cons, I felt that the system of issuing a Code had, on the whole, more advantages than disadvantages. If a Code cannot be read simply because of its size, this would be equally true of a long circular, which cannot be helped in the alternative. Therefore, I struck upon a system which meant an admixture of the two. To start with, a Code was issued in two parts—Part I dealing with preliminary arrangements upto the stage of houselisting and house-numbering, and Part II dealing with the subsequent stages upto actual enumeration, provisional population totals and despatch of pads, etc. The two parts taken together contained detailed and complete instructions on all stages of enumeration work. In addition to the Code, I adopted also the system of issuing circulars to elucidate or modify the instructions contained in the Code. These Census Circulars were given a separate serial of their own and all officers were requested to maintain them properly in a guard file for easy reference. At least two copies of each Circular were sent to each officer—one for his personal use and the other for his office use. In all, 45 Census Circulars were issued, vide list given in Miscellaneous Schedule 6, betwen 20th November, 1959 and 24th April, 1961. Most of these were got roneoed in no time in my office itself. Copies of these should be easily available at the next Census in guard files deposited in the District and Subdivisional Record Rooms. For convenience, two guard files containing all the circulars have also been preserved in the main census office.

The system of supplementing the Census Code with Census Circulars worked extremely well. It enabled quick and easy elucidation or modification of instructions, whenever necessary. It was also used at times to highlight the importance of an approaching stage in the Census Calendar, and to give further detailed instructions thereon. The two volumes of Census Code coupled with the guard file of Census Circulars provided a complete set of instructions for Charge Superintendents and above. Reference was thus made easy and convenient.

14. *Preparation of the Code*—Though I got busy with the task of drafting the Census Code soon after my return from the Census Conference, Part I could be brought out only towards the end of February, 1960. The Chief Secretary was good enough to write a foreword. This had the desired effect, and greatly enhanced the value of the Code. Part II was issued towards the middle of August, 1960. 2,500 copies of each were printed. The timing was found to be appropriate and the number adequate.

15. *Instructions for subordinate staff*—Instructions for (*i*) Houselisting and House-numbering and (*ii*) Enumeration were prepared centrally in English and supplied in the form of two booklets issued under the authority of the Registrar General. They were called "Instructions for Houselisting and House-numbering" and "Instructions to Enumerators". These were meant primarily for the use of enumerators and supervisors, and had to be translated into Hindi for Bihar.

The preparation of basic instructions centrally was of immense help and value. These

were drafted in clear and simple language. Though brief, they contained all that was essential. Several illustrations were also given, particularly in regard to economic questions. These booklets served as very good base on which local adaptations or variations could be easily worked out, wherever necessary, at the time of preparing the Hindi translation. Centralisation meant no rigidity. In the Hindi version, I retained almost all that was given in the English booklets, and added a few sections to give a general outline of the census work, and the duties and responsibilities of enumerators. The inclusion of a sample household schedule and individual slips containing specimen entries relating to an imaginary household was of great use. Certain appendices were also given to help the enumerators in their work.

On the analogy of the Census Code, instructions for enumerators in Hindi were brought out in two parts of the Enumerator's Handbook. These were contained in small booklets of pocket size. An earnest endeavour was made to keep the size to the minimum by including only the most essential points. Part I related to houselisting and house-numbering, and Part II to enumeration. Each part was complete by itself. Part I was brought out towards the beginning of June, 1960, and Part II towards the middle of October, 1960. 1,25,000 copies of each were got printed. This was found to be much in excess of the actual number required. Parhaps 1 lakh copies would have served our requirements well. The actual number of enumerators appointed this time was much less than estimated, and this was mainly responsible for the excess in the number of copies printed.

Though the Enumerator's Handbooks were meant to be read by supervisors also, it was decided to bring out a separate booklet, called "Supervisor's Handbook," towards the end of October, 1960 to indicate briefly the duties and responsibilities of supervisors, and the main points of check to be exercised by them.

The system of issuing instructions, as described above, proved very satisfactory and may do for the next Census also. Of course, a code or a handbook can go only upto a limited extent. If it is not followed up by a carefully planned and intensively executed training programme, full benefit cannot be derived out of it. In this Census, the training programme was conceived on a very elaborate scale, and implemented with great vigour. It was a first principle in all these training classes, whether of officers or of enumerators, to insist upon line-to-line recitation of the printed instructions. This helped greatly in ensuring that the Code and the Handbooks had been read and understood.

16. *The Census Schedules*—The term "census schedule" refers to those forms which are canvassed in census for collecting information on the basis of which census tables are prepared. Three kinds of schedules were used in this Census These are discussed below—

(*i*) *Houselist*—The primary object of this schedule was to prepare a complete list of houses and households within an enumerator's block, together with the names of heads of households as well as an estimate of the number of members in each household. It was used at the time of the houselisting, i. e., about four months before the census enumeration.

Unlike previous censuses, the houselist form was designed this time on a uniform basis for the whole country and printed centrally. Advantage was also taken of this operation to collect certain essential data on industries and housing. Of course, it resulted in making the houselist form rather elaborate, and consequently the houselisting operation became far more complicated than in earlier censuses. But the effort was well worth it, and there is no doubt that the presentation of industrial and housing data will be one of the important achievements of the 1961 Census.

(*ii*) *Household Schedule*—This was an innovation of the 1961 Census. It was intended for collecting information on the behaviour of household as an economic entity. One schedule was required to be filled in for every household. Activities in economic field cover a wide range and variety. Obviously, it would have been difficult for the census to attempt any

comprehensive survey of the entire field. The magnitude of the operation and the type of enumeration agency are great limiting factors. The attempt was, therefore, confined to the collection of basic information, and that too relating only to two sectors of economic life, *viz.*, cultivation and household industry, which are easily the most important sectors of our country's economy. Questions on cultivation related to the area of the land under cultivation, and the nature of right under which the land is held. The enumerators had strict instructions not to test the veracity of answers given by the people. In doubtful cases, they were expected to explain the object of the enquiry, its confidential nature, and the fact that a wrong return by them would not benefit them in any manner or cause harm to any one except to the extent of frustrating the purpose of our enquiry. Beyond this, they had no power, no obligation. They were to accept whatever the respondent returned. Most people expressed grave doubts whether we would get correct returns. Only the results of household economic tables would show to what extent such misgivings were justified.

The back side of the household schedule was meant for the Census Population Record. A simpler form for it could not have been devised. It worked extremely well, and I have no suggestions to make for its improvement. It may be mentioned here that the C. P. R. prepared at this Census replaces the N. R. C. (National Register of Citizens) prepared at the last one and should be available for consultation during the inter-censal period either in the main Census Office (if it continues) or in the Subdivisional Record Rooms.

(*iii*) *Individual Slip*—For every individual enumerated, one individual slip was required to be filled in. It contained as many as 24 questions (as against 16 in 1951) dealing with the demographic, social and economic characteristics of the individual. In 1951, the individual slip contained only the question numbers, and not the text of the questions. This must have caused considerable difficulty, not to speak of the chances of error likely to occur in such system. It was, therefore, a definite improvement this time to print the questions briefly on the slip itself. The size of each slip was $6\frac{5}{8}'' \times 5''$, which was found to be most convenient for handling. Its design and get-up were also immensely attractive. The slips printed in English were very neat and clear. Perhaps, due to technical difficulties and the construction of Devnagri alphabets, the slips printed in Hindi did not come out so well. Some of the questions were not quite legible. Of course, after some practice, the enumerators got the questions by heart, and there was no serious difficulty on account of this. But, on the whole, the Hindi slips left something to be desired in the matter of printing excellence.

Another innovation in the design of the slip this time was the introduction of geometrical diagrams, e.g., circle, triangle, rectangle, parallelogram, within which answers were to be written. The idea was to facilitate the work of sorting. Attention could be easily rivetted to the diagram within which answer to a particular question was expected to be found. In the beginning, these diagrams aroused considerable curiosity. Some persons even doubted their efficacy. But as time went by, the enumerators familiarised themselves fully with these contraptions. That it facilitated the task of sorting is indisputable. On the whole, the innovation worked very well, and may be continued with advantage at the next Census.

17. *Translation of Schedules and Instructions*—The translation of the main census schedules viz., the houselist, the household schedule and the individual slip, into regional languages was done in the first instance by the Census Superintendents who sent their drafts to the Registrar General for approval. Since these schedules were printed centrally, a common translation had to be evolved for States having the same regional language(s). For Hindi version, Bihar was tagged on with Uttar Pradesh, Madhya Pradesh and Rajasthan. This was obviously desirable from one point of view. The printing of forms in the same language differently for different States would have meant too much bother and inconvenience.

On the whole, the arrangement worked nicely, and the Hindi version of the schedules was almost

as good as the original in English. Great care had been taken by every one to verify the nuances so as to leave no scope for any misunderstanding or confusion. But regional differences in the understanding or usage of certain words in the same language cannot be helped. This is more true of Hindi which is spoken over vast areas. The Hindi of Western U. P. is appreciably different from the Hindi spoken in Bihar or Madhya Pradesh. An attempt to evolve a common translation for this entire area, though convenient from practical point of view, resulted in certain unavoidable difficulties. For example, the word "*Kashtakar*" is not commonly used in Bihar to mean a cultivator. A layman's understanding of the word "*Kashtakar*" varies in Bihar from place to place. To some, its application is restricted to well-to-do cultivators. That a *Bataidar* (share-cropper) is also a *Kashtakar* (cultivator), according to the census concept, caused a certain amount of dismay. The words, "*Kisan*" or "*Khetihar* (खेतिहर)" would have perhaps done better for Bihar. Greater difficulty was experienced at some places in getting the acceptance of Hindi equivalents of the terms, "building" "house", and "household". These were translated as *Bhawan* (भवन), *Makan* (मकान), and *Pariwar* (परिवार) respectively. In common parlance, *Pariwar* means "family", which is a social unit comprising of members bound together in some form of relationship by birth or marriage. A census household is just a commensal group. Its members need not necessarily be related to one another. Thus, a domestic servant or a private tutor living in the same house and eating from the same kitchen is a member of the household, but not of the family. On the other hand, a son or brother studying outside and not living with other members of the family, is not a member of the household, though he does not cease to be a member of the family. In the Hindi equivalents used at this Census, it became difficult to bring out this distinction. The confusion was made worse by the use of the term "पारिवारिक कामकर्ता" for "family worker" in the household schedule. Here *Pariwar* seemed to carry the same connotation as "family" which was not quite correct. It seems to me that the following equivalents would have done better, at least in Bihar—for building, *Makan* (मकान); for house, *Ghar* (घर); for household, *Gharbar* (घरबार); for family, *Pariwar* (परिवार); and for household industry, *Ghareloo Udyog* (घरेलू उद्योग).

There was no centralisation in the translation of instructions to enumerators. It was left entirely in the hands of Census Superintendents. I did not consider it advisable to entrust this work to the Hindi (Translation) Department or to any other agency, as they were not likely to be fully conversant with the nuances and implications of census terms. The risk of certain ideas being miscarried or misconstrued is great if someone not acquainted with the intricacies of census terminology and technique handles this job. Besides, the instructions have to be couched in as simple, clear and colloquial language as is possible. No literary flair is needed; in fact it is a taboo. So I did the entire work of translation myself, and the result was quite re-assuring. There was not a single occasion of any enumerator or supervisor complaining of difficulty in understanding the instructions owing to the language used. I found this self-imposed task of translation highly rewarding and useful for another reason. It induced in me better understanding of the instructions and also helped in revealing and clarifying several obscure points which would have gone unnoticed otherwise.

18. (*a*) *Printing of Census Schedules, their storage and distribution*—All the three census schedules, viz., the houselist, the household schedule and the individual slip, in Hindi were printed this time in the Central Government Press at Aligarh.

In the last Census, the schedules were sent direct to District Officers by the Aligarh Press. Though this procedure absolved the Census Superintendent from a good deal of botheration, it was not considered quite safe. If a consignment got delayed or went astray, it is the Census Superintendent who has to pass sleepless nights. It was, therefore, decided this time that all the Census schedules would be sent direct to the Census Superintendent who would make arrangements for their storage and further distribution. The Office of the Registrar General and the Central Government Press deserve all the credit for having accomplished the stupendous task of getting the schedules printed and despatched to Census Superintendents in very good time. The

details in Miscellaneous Schedule 7 would show when and how the consignments were received.

It will be seen that the main bulk of the consignments was sent from Aligarh by road instead of by rail. This innovation worked exceedingly well, and avoided much of the trouble in tracing out missing or delayed packages, and saved much of the demurrage and wharfage charges, etc. In all, nineteen truck-loads were received involving payment of Rs. 11,334.31 as hire charges. If the cost saved on loading, unloading, cooly and conveyance charges is taken into account, it will be found that this mode of transport was not only more prompt and efficient, but also considerably cheaper.

The storage of such large quantities of schedules presented a serious problem made worse by the fact that our office was located this time on the second floor of a huge mansion. The lifting of packages, generally biggish in size, to such height involved the employment of a large number of labourers and consequently, heavy cost. Apart from the cost, another consideration became important. Paper is known to be very weighty. When the landlord saw the large stacks of houselists lying in our office and more coming in, he hastened to make a written objection saying that the ceiling of his building had been designed to take only a certain load per square foot which was much exceeded by the packages stored by us and thus there was grave danger to the safety of his house as well as of the occupants below. This led to a re-arrangement of the stacks so as to reduce the concentration and to provide a more equitable and balanced distribution of the load. Up to the stage of storing houselist forms, we managed somehow without any extra accommodation. But it was obvious that this could not do when the household schedules and individual slips started coming in. Luckily, I managed to get some shop-stalls in Rajendra Nagar belonging to the Patna Improvement Trust on rent. To begin with, only one stall, having a floor area of 392 sq. ft. was taken. Later, we increased the number to two stalls comprising a total area of 711 sq. ft. The rent charged by the Patna Improvement Trust was exorbitant, but it could not be helped. In all, we had to pay a sum of Rs. 953.73. An advantage with these stalls was that the trucks could be taken almost to their doors. So, what we lost on rent, we saved on cooly charges. We saw to it that the stalls were not engaged a day longer than was absolutely necessary.

The distribution of the main bulk of Census Schedules and forms was arranged in two instalments. In the first, houselist forms were sent to all Subdivisional Officers by passenger train. To avoid delay, the District Census Clerks were asked to come to Patna and accompany the consignments meant for their districts. This arrangement was intended to be a safeguard against any package losing its way. A small extra expenditure incurred over T. A. on this account was well worth it. In the second instalment, the household schedules and individual slips were sent. The District Census Clerks were not called this time (except in the case of some North Bihar districts) as the consignments were sent by road.

Miscellaneous Schedules 8-A and 8-B indicate the number of Census Schedules supplied and used in different languages. Some schedules in Bengali and Oriya were supplied for use in border areas, mainly with a view to satisfying linguistic chauvinism. It will be useful to quote here the following extract from the Administrative Report of 1951—

> "It was also not considered necessary to have any booklets or forms in the Oriya language. Mr. Archer has noted in the Administrative Report of 1941 that the Oriya versions were used mainly in the Gangpur Estate (which has merged in Orissa) and only to a slight extent in Singhbhum where they were not strictly necessary. In 1931, a substantial number of forms in Oriya were sent to the Singhbhum district, but great difficulty was felt in making use of them. On the eve of the 1951 enumeration, a representation was filed, but not pressed, by certain persons of Seraikella for supply of forms in the Oriya script. I visited Seraikella and found that there was no real difficulty in managing the work without any Oriya forms."

The small number of Oriya forms actually used this time even though supplied lends further

support to this conclusion. In fact, Oriya forms were used only in Seraikella town where all the enumerators were employees of the local municipality which was entirely under the influence of the protagonists of the political agitation for the merger of Seraikella and Kharsawan with Orissa. I still hold the view that the use of Oriya forms was not strictly necessary. Even Oriya enumerators have picked up so much proficiency in Hindi that they can be relied upon to use Hindi forms without much difficulty. This will be more true a decade later. Somehow, the demand of forms in another language is linked up with the false notion that their use raises certain presumptions in favour of the linguistic character of the place. This is, of course, unwarranted. Besides, use of forms in many languages creates problems for the tabulation office. In our case, the slips of Seraikella town remained unsorted for a very long time as no Oriya sorter could be found easily at Patna. Ultimately we got hold of a professor who had to be persuaded considerably to undertake this work. The slips had to be transcribed first to Hindi, and then sorted. All this increased the cost of the operation quite unnecessarily.

Only in Jamshedpur City, there was demand for enumeration schedules in English. It was stated that most enumerators there could use English forms with greater felicity.

Early in October, 1960, a delegation met me on behalf of the Anjuman Taraqui-e-Urdu. One of the demands made by them was that Census forms and instructions in Urdu should also be brought out and distributed. I explained to them that the forms and instructions were meant primarily for the enumeration staff which in Bihar was well conversant with Hindi. I also pointed out to them that Urdu forms had not been used ever before in any census in Bihar. In case a similar demand is made again in the next Census the following extract from the Administrative Report of 1941 by Mr. W. G. Archer may be useful—

> "A point which was pressed with some vehemence in the last month of the operations was the right of Muhammadans to fill up the pads in Urdu. This had been preceded earlier in the Census by a demand that the forms should also be printed in Urdu. Neither of these demands was conceded but Urdu entries were permitted in the last few days of the Census in the few areas where a refusal might have provoked unduly violent reactions. As the issues will almost certainly rise again in 1950, I summarise below the considerations which weighed against the grant of the demands in 1940.
>
> An important factor in the first place was the fact that at no previous Censuses in Bihar had Urdu been used and there were no references in any administrative reports to suggest that the Muhammadan community in Bihar had been in any way prejudiced. To have adopted Urdu would therefore have been to have departed from all previous precedents.
>
> Secondly, Urdu as a language is not used to any appreciable extent in any official work in Bihar. It is true that it has been adopted as an optional court language but the only practical implication has been that petitions may now be filed in Urdu, if a party so wishes. No evidence is recorded in Urdu in Bihar. No vernacular registers are maintained in Urdu, and no record-of-rights has been prepared in Urdu. Similarly, the majority of Magistrates and clerks do not know Urdu. The fact, therefore, that Urdu petitions were accepted in Bihar courts did not give Urdu any indefeasible claim to be used in an administrative undertaking of Government.
>
> So far as practicability was concerned, the crucial point was that the Muhammadan population of Bihar is not concentrated in any one area and is not a large minority. In the 1931 Census, it formed only 12.8 per cent of the total population and possibly for this reason, the Bihar Government have hitherto not made the knowledge of Urdu script compulsory for gazetted officers in any areas of the province. This was of importance for the Census since it meant that Urdu was not known to the majority of the officers who were to do the work of

Census instruction and supervision and who were responsible for the substantial accuracy of the returns. If in these circumstances, Urdu entries had been permitted, there would have been no satisfactory means of checking the correctness of Urdu entries, and to this, all other communities might have taken serious and reasonable exception.

It was also common knowledge that throughout the greater part of the province many Muhammadans knew and used Nagri or Kaithi script while many Muhammadans also knew Roman. It was therefore considered that a refusal of Urdu would not prevent Muhammadans from co-operating in the Census or penalise them in any way as it was thought that sufficient Muhammadans would be forthcoming who knew both scripts. This anticipation was in fact justified.

Fourthly, it was considered that if Urdu was adopted as a script for Census forms and pads, there would be no logical ground for refusing the same status to Santali, Mundari, Uraon, Kharia and Ho. If the tribal languages had also come padding in to press their claims, there would have been no visible end to the possible confusion.

Finally, a fundamental consideration was the extreme financial stringency under which the present Census operated. To have printed forms in Urdu would have been to incur a new type of expenditure. Similarly, to accept Urdu entries was to expose the compilation offices to new and additional expenses. Apart from Muhammadans, the number of Urdu-knowing persons in the province is small and it would therefore not have been possible to ensure that all sorters knew Urdu. Had Urdu entries been accepted, therefore, it might have been necessary to engage a special supplementary Urdu knowing staff to sort Urdu entries as and when they occurred. These items of additional expense did not seem justified."

Supplies of Census Schedules were made by the Central Government Press, Aligarh, according to the formula indicated in the Census Code under section 38 of Chapter II, plus a 5 per cent reserve for the State. This basis was found to be more than adequate and no last minute printing had to be arranged. If anything, it is possible to make considerable saving in the quantum of enumeration schedules printed, provided the distribution is arranged in a proper and judicious manner. Miscellaneous Schedule 8-B indicates how large the savings were at almost all places. This was, of course, made possible to a great extent by the sound system we evolved for the distribution of schedules to the enumeration staff. (For details, *see* page 37.)

(*b*) *Printing of State forms, registers, instructions, etc.*—A large number of Census forms and instructions have to be printed at the State level. All this was done in the Secretariat Press at Patna. A complete list of such forms and circulars together with relevant details is given in Miscellaneous Schedule 9. I owe a deep gratitude to the Secretariat Press, particularly to its Superintendent, Shri S. N. Chatterji, for having put through all this work in spite of very great pressure of the work relating to other departments. The extent of co-operation received from him can be judged by the fact that there was not a single occasion when the printing of any Census form, instruction or brochure was done outside the Secretariat Press. Not only did this keep down the cost, but it also ensured a high degree of quality and promptness.

Posters, pamphlets and other publicity materials were received from the Directorate of Advertising and Publicity, Ministry of Information and Broadcasting. These were found to be quite adequate and no attempt was made to get any more publicity materials printed locally.

19. *Maps*—As suggested by the Registrar General, steps were taken in May, 1959 itself to obtain two copies of all thana maps from the Deputy Director of Surveys, Bihar. These have been stored in the Census library.

According to the instructions given in Chapter VII of the Code of Census Procedure (Part I), each District Census Officer was required to prepare a District map on 1"=4 miles scale

showing all the Census charges within the district. This was to be supplemented by 1"=1 mile thana maps or municipal survey maps on bigger scale, showing therein the enumerator's blocks, *mauzas* and circles. Two sets of all such maps were obtained from the District Census Officers. One set was forwarded to the Registrar General of India, and the other one retained in the main office. These maps were found to be very useful again at the time of checking villagewise Primary Census Abstracts in the Central Tabulation Office. They disclosed that in some charges, the preparation of Census registers had not received adequate attention and some names were missing or repeated. Fortunately, none of the missing entries related to an inhabited *mauza*. It is, however, essential that at the next Census, the District Census Officers and Charge Superintendents are made more alive to their responsibility in this regard. The general tendency is to leave such work entirely to the assistants. This is dangerous. The Charge Superintendent and the District Census Officer must personally go through the charge register and charge map, village by village, to ensure that there are no omissions or repetitions. It is hoped that the records of the present Census will provide valuable materials for carrying out such detailed checking in the next Census.

An important contribution of this Census is also the preparation of notional maps for each enumerator's block, showing roughly the lay-out and order of house-numbering. The notional map read with the houselist should enable a person to locate any house or household on the spot. Although the instructions were to prepare these maps as neatly as possible, according to a specimen diagram given in the Enumerator's Handbook, Part I, it has been reported that in few areas, the enumerators did not prepare the notional map at all or prepared it perfunctorily. I am trying to get fresh maps prepared for these areas. If some gaps still remain, these will have to be removed at the next Census.

20. (*a*) *Urban Classification*—In 1951, a town was defined so as to include—

(1) every municipality,

(2) all civil lines not included within the municipal limits,

(3) every cantonment,

(4) every place which was classified as town in 1931 Census, and

(5) every other continuous collection of houses inhabited by not less than 5,000 persons which the State Superintendent declared to be a town for Census purposes.

The above definition was precisely the same as the definition adopted in the 1941 Census. It follows that though municipalities (including notified area committees) and cantonments were treated as urban, irrespective of their size, no definite standard was laid down for the classification of other areas. The matter was left at the discretion of the Census Superintendent. Generally speaking, aggregations of 5,000 or more possessing distinctively urban characteristics were treated as towns. But what constituted "distinctively urban characteristics" was nowhere defined. This resulted in lack of uniformity in the classification of non-municipal urban areas in different States. A comparative study of urban development all over the country was, therefore, apt to be not only unrealistic but at times misleading. The following excerpt from Shri R. Prasad's Administrative Report on the 1951 Census shows how the classification of towns made at that time failed to work satisfactorily—

> "The tabulated results of the Census show that several places included in the list of towns have a predominantly agricultural economy and for this and other reasons it would have been more appropriate to treat them as villages. There are in fact more than 200 villages in Bihar with population exceeding 5,000 and it would therefore be wrong to attach too much importance to the population figure. The occupational distribution provides a much better guide but other factors, such as, historical association, build-up pattern, etc., should no doubt be also considered. I would recommend therefore that towns included in the 1951 list should not be automatically included in the list prepared for the 1961 Census."

With his previous experience of the West Bengal Census, no one was more aware of this

problem than the present Registrar General. At his instance, therefore, a thorough examination of the urban list was taken up in all States in consultation with the State Governments and the District Officers as early as in May, 1959. A more precise definition of town was indicated this time and, according to it, a town included—

(*i*) every municipality;

(*ii*) all civil lines not included within municipal limits;

(*iii*) every cantonment; and

(*iv*) every locality having a population of not less than 5,000 and density not less than 1,000 persons per square mile, in which at least three-fourth of the adult male population was engaged in non-agricultural livelihood.

After obtaining the general approval of the State Government to these principles, a circular (No. EN-1/59—224, dated the 18th August, 1959) was addressed to all District Officers enclosing therewith a list of towns within each district with their population figures at each Census since 1901. The District Officers were requested to scrutinise carefully the 1951 list with reference to the more precise criteria indicated above, and also to include new places which might have qualified in the last decade for being treated as town. Full justification for every place to be included in or excluded from the list of towns was required to be given. For non-municipal towns, the boundaries of the place were to be defined clearly. In doing so, the instruction was not to split up a revenue *mauza* (No. EN-53/60—162, dated the 28th January 1960). A whole *mauza* was to be included in or excluded from an urban area according as at least 75 per cent of its territory was urban or not.

A detailed examination of the urban list was simultaneously taken up in the S.C.O.'s office also, and a tentative list was prepared for each district. In course of my first round of visit to districts towards the end of 1959, I took the list and other relevant details with me, and finalised the matter after personal discussion with each District Officer.

As a result of these detailed investigations and the adoption of the aforesaid criteria, 5 places containing a total population of 33,282 and treated as towns in 1951 were dropped from the urban list, and 47 places containing a population of 451,453 in 1961 were included in the urban list. Generally the standards were rigidly adhered to in each case, barring a few exceptions. For fuller details in this connection, a reference should be made to File No. EN-159 dealing with the subject, "1961 Census—List of places to be treated as towns".

(*b*) *Organisation of Census in Urban Areas*—Each town was treated as a separate charge for Census purposes. As in the past, the Chairman or the Vice-Chairman was appointed as Charge Superintendent in municipalities having no executive officer. In the Patna Municipal Corporation, the Deputy Chief Executive Officer was appointed as Charge Superintendent. In actual effect, however, the work of Census within the Patna Municipal Corporation area was done by the three Assessment Officers, who were designated as Deputy Charge Superintendents. In non-municipal towns, the Sub-Registrar or the Headmaster of the local High School, or the Officer-in-charge of the police station was appointed as Charge Superintendent. Out of 71 non-municipal towns, the appointment of Charge Superintendents was distributed in the following manner—B. D. Os./C.Os.—19, Sub-Registrars—8, Headmasters of High Schools—8, Officers-in-charge of police stations—26, Others—10. Below the Charge Superintendent's level, the Census organisation in urban areas followed the same pattern as in rural areas. There were supervisors' circles divided into enumerators' blocks. Though all this sounds simple, the organisation of Census in urban areas presents much more complications than in rural areas. Greater care and attention is, therefore, needed in urban areas.

My experience of non-official Chairmen or Vice-Chairmen as Charge Superintendents is not quite happy. They are generally busy bodies in their own business or profession. They are also not well conversant with administrative practices nor so easily amenable to disciplinary control. Their appointment as Charge Superintendents has, therefore, little practical utility. There were,

of course, notable exceptions. But, by and large, this arrangement was not found to be satisfactory. In most of the bigger towns and cities, it became necessary to request the District Officers to put gazetted officers in *de facto* charge of the operation. The snag is that most Census workers in municipal areas are employees of the municipality. An officer drafted from outside is, therefore, likely to experience some difficulty in exercising proper control over the municipal staff without the support of the Chairman or the Vice-Chairman. The latter will have no interest unless given a place in the Census hierarchy. On consideration of all these factors, it seems to me that a workable arrangement would be to designate the Chairman or Vice-Chairman as the Charge Superintendent, and at the same time earmark an administrative officer in case of every municipal town having a population of 50,000 or more to look after the executive part of the work. He should be responsible for all arrangements including the training of enumeration staff. He may be given the designation of Census Officer or Deputy Charge Superintendent according to his rank. For municipal towns having less than 50,000 population, or other non-municipal towns, the existing system may continue subject to the modification that the local B. D. O. or the Anchal Adhikari should be made responsible for overall supervision and control of Census work in such areas as well.

21. (*a*) *Touring of Census Superintendent*—"The success of the Census depends to a very great extent on the amount of touring which the Census Superintendent can do before the Census is taken", wrote Shri A. Mitra in his Administrative Report on 1951 Census in West Bengal. I realised the importance of this statement and did as much of intensive touring as I was capable of. Miscellaneous Schedule 10 is a monthwise statement giving an abstract of touring during the years 1959-60 and 1960-61. The total distance covered by me during this period by different modes of conveyance came to 29,600 miles, which is considerably more than one complete round of the earth. It works out to an average of more than 1,200 miles per month. I spent 318 days on tour involving 174 night halts, giving an average of 13 days on tour every month involving 7 night halts. I had the satisfaction of having visited each one of the 58 subdivisions in Bihar at least once. All the district headquarters and several of the subdivisional headquarters were visited by me twice and more. The great advantage of all this touring lay in giving me a feel of the ground and in keeping Census fully in the picture. I can do no better than quote again the following sentences from Shri A. Mitra—

> "It is, therefore, necessary for the State Superintendent to plant himself on the district officer and make that very busy person part with some of his time, which he otherwise could not have, to attend to the business of the Census and to secure the necessary connection between him and the District Census Officer. Only a State Superintendent can pull the necessary weight with the district officer or subdivisional officer by personal contact and make them put forth that extra bit of energy and attention which is so necessary for success."

Here I must record my sense of deep gratitude and personal obligation to the District Officers and Subdivisional Officers who not only responded enthusiastically to the official part of the work, but also looked after me extremely well during all these tours, and loaded me with their kindness, hospitality and affection in several ways. This personal touch took away the rigours of almost incessant travelling, and made Census touring a very pleasant and invigorating experience, the memory of which I shall always cherish.

In one of his earliest letters in March, 1959, itself, the Registrar General put forward his idea of providing each Census Superintendent with a Government vehicle at Census cost, wherever necessary. In Bihar, I managed to secure certain special facilities in the matter of use of State Government vehicles for Census touring. The Finance Department very kindly agreed even to the use of State Government planes by me without payment and on par with officers of equal rank and status in the State Government. This was indeed an act of great favour and facilitated greatly my touring in North Bihar. For this, I have to express my most grateful thanks to Shri S. Dutt, Secretary

and Shri H. N. Prasad, Deputy Secretary, Finance Department. My thanks are also due to Shri H. P. Yadav, Accounts Officer, Finance Department, who did the booking of plane journeys and was always very helpful and accommodating.

The State Government were also good enough to agree to my using their staff cars or jeeps on the same terms and conditions as are applicable to State Government officials. Here, I may mention also the special facility granted by the Community Development Department which issued a circular to all District Officers permitting me as well as the Joint/Deputy Census Superintendents to "use Block vehicles in connection with the Census work on the same terms and conditions as are applicable to officers of Development Department of the State Government". (Joint Development Commissioner's letter no. 8695 D.C., dated the 10th September, 1959). This meant not only the benefit of using C.D. Block vehicles which are available in the remotest corners of the State, but also of doing so without any expenditure from the Census budget. In the same circular, the Block Development Officers were also permitted to use C. D. vehicles on Census work which was treated as part of other development work. For all this gesture of goodwill and co-operation, I am greatly indebted to Shri S. C. Mishra, the then Joint Development Commissioner. For further details in this connection, a reference may be made to our File no. GL-12/59.

Because of these facilities, I did not consider it necessary to ask for another vehicle in response to Registar General's letter. This meant some saving to Census budget. Census Superintendents in most other States, however, asked for and got a separate vehicle of their own. Though the absence of a vehicle did not in any way hamper my Census touring, at times later, I regretted my decision not to have a staff-car. The reason is that a lot of running about is required to be done in Census work at the State headquarters itself from one office to another. A staff-car is particularly useful and handy for such work. If a similar offer is made at the next Census, I would advise my successor to accept it.

(*b*) *Touring of other Officers*—The District Officers, Subdivisional Officers, District Census Officers, Charge Superintendents and others did all their touring on Census work at State Government cost. Census was treated as part of their normal duties. No separate T. A. was, therefore, required to be paid from the Census budget. The adoption of this procedure not only meant considerable relief to our Accounts Section, but also led to considerable saving in the Census budget. A similar procedure was followed in 1941 and 1951 Censuses. The State Government, however, received a lump sum subvention of Rs. 25,000 from the Government of India on account of expenditure incurred by them on this item. I have already moved the Government of India this time again not only for grant of a similar subvention but also for raising it to Rs. 50,000 considering the increase in T. A. rates as well as the larger number of officers and the more intensive scale on which Census touring had to be done this time. I am hoping that the proposal would be accepted by the Government of India. If this is not done, there is bound to be difficulty for my successor at the next Census.

22. *Accounts—Budget*—The budget estimates of 1959-60 were prepared in the office of the Registrar General, and found to be quite adequate. Not much expenditure was incurred during this year, and we had no difficulty in managing within the sanctioned estimates. The budget estimates of 1960-61 were prepared by me personally in September, 1959 at Delhi immediately after the Census Conference. These had to be handed over to the Deputy Registrar General there itself. There were three big items for which provision had to be made during this year—(*i*) Honorarium to enumerators and supervisors, (*ii*) District and Subdivisional Census staff, and (*iii*) Setting up of tabulation offices. I think I decided wisely to limit the budget provision under (*i*) during this year only to the amount of honorarium required to be paid for houselisting and house-numbering. There was some difficulty subsequently even in utilising this provision, because the expenditure was being incurred initially through the State budget—an arrangement which was found to be ideal otherwise—and the Accountant General did not agree

to make book adjustment between the Central and State Accounts except on the basis of reported figures of expenditure from the treasuries. There was always a considerable time-lag between the incurring of expenditure and reporting of figures to the Accountant General. The same was true of expenditure under item (*ii*), where the problem was made worse by the fact that much of the expenditure was of recurring nature and there were as many as 75 drawing and disbursing officers. Another mistake which I realised later was that no separate subhead had been opened in the State budget for expenditure under this item with the result that the Accountant General could not book them separately in his accounts. Fortunately, I had prescribed a detailed *pro forma* in letter no. A-16/60—1279, dated the 8th July 1960 (Appendix VI) for the reporting of monthly figures of expenditure by every drawing and disbursing officer. T. V. numbers were also called for. On the basis of these information, I got the statements of expenditure verified in Accountant General's office. After verification I submitted a detailed statement with relevant particulars to the Accountant General requesting him to make necessary adjustment between the Central and State Accounts. A further percentage check of the statement with vouchers was made in Accountant General's office and on being satisfied, the necessary adjustment was made.

The bulk of expenditure in Census is always incurred in the year following the enumeration (1961-62 in our case). The budget for this year has, therefore, to be prepared very carefully. In my estimates, I had made adequate provision for all the items, but there was a lump sum cut of a large amount in the Ministry. This resulted in the sanctioned estimates of 1961-62 being reduced considerably. The figures of actual expenditure under most of the units during this year exceeded the sanctioned appropriations by large amounts. All this was, of course, made good by supplementary demand which came towards the end of the financial year. The overall cut resulted in making the position particularly difficult under the unit C-3, (*c*) Travelling Allowances. Here, the expenditure was also heavier than expected, because almost the entire tabulation staff up to the level of Tabulation Assistants were appointed on deputation from the Statistics Department of the State Government, and they had to be paid considerable amounts by way of transfer T. A.

The Census Superintendent has no powers to sanction any re-appropriation from one unit to another. In every case, therefore, a reference had to be made to the Registrar General. In actual practice, I did not experience any particular difficulty in working out this arrangement. The Registrar General's office always took action with characteristic promptness and efficiency. But, I suppose, a certain amount of delegation to S. C. Os. would make for improvement and reduce unnecessary correspondence. I cannot see any reason why the power to make re-appropriation from one unit to another within his circle of account should not be delegated to the S. C. O.

Miscellaneous Schedule 11 gives the estimates and actuals of Census budget for the years 1959-60 to 1961-62.

23. *Accounts— Rules*—Much of the accounting difficulty was solved in Bihar by routing the major items of expenditure to be incurred by officers other than the S. C. O. or Dy. S. C. Os., through the State budget. This obviated not only the necessity of having a huge Account section and wasting long hours over accounts matters, but also enabled the State officials to incur necessary expenditure according to the delegation to financial powers made to them by the State Government. Another arrangement which greatly simplified my work was the incurring of expenditure over travelling allowance of State Government employees on Census work by the State Government. I am deeply grateful to the Finance Department for both these benefits. Of the latter, I may add that I considered it prudent not to raise the issue at all. I thought I would take it up with Government if any District Officer or S. D. O. raised the issue. Fortunately, none did. Past practice was also on my side.

Even though the expenditure on honorarium as well as District and Subdivisional Census establishments was being incurred initially through the State accounts, I kept full control over the situation by means of monthly reports of expenditure required to be submitted to me (vide letter in Appendix VI). All matters relating to sanction or allotment

of funds, etc., were actually handled in my office, though the orders were issued formally by the Revenue Department. This arrangement worked extremely well. My sincerest thanks are due to the Revenue Department, and particularly to Shri S. M. Naqavi and Shri V. Narain, Deputy Secretaries for having made this arrangement possible and for having worked it in a spirit of utmost co-operation and goodwill.

24. *Method of keeping Census Accounts*—In my own office, the accounts were of course kept according to the rules and procedure laid down by the Central Government. These were found to be quite adequate, and I experienced no difficulty. As the statement in Miscellaneous Schedule 2 would show, we had a rather small Accounts Section, but it was able to cope with the work properly and promptly. It was a good thing to have manned this Section entirely by permanent and experienced assistants on deputation from other departments of Government. The Dy. S. C. O. (Headquarters) was delegated with the power under Rule 142 of the Treasury Rules, Vol. I to sign and draw treasury bills on my behalf. He also used to sign the Cash Book daily. All this relieved me of a good deal of routine work relating to accounts.

25. *Financial Powers*—A redeeming feature of this Census was the large-scale delegation of financial powers to S. C. Os. This was made possible only because of the efforts of the present Registrar General who, as Census Superintendent in 1951, had known where the shoe pinched. Some of the important powers delegated to S. C. Os. were —

(*i*) creation of posts of Classes III and IV carrying pay less than Rs. 500;

(*ii*) sanctioning contingent expenditure of recurring nature to the extent of Rs. 1,000 per annum in each case;

(*iii*) sanctioning contingent expenditure of non-recurring nature to the extent of Rs. 5,000 in each case;

(*iv*) creation of temporary posts, not in the scale of pay approved by the Ministry of Finance, carrying pay not exceeding Rs. 160;

(*v*) sanctioning honorarium up to Rs. 100 in each case to Government officials other than those of S. C. O.'s office and to non-officials; and

(*vi*) drawal of 'on account' advances not exceeding Rs. 1,500 at a time to meet contingent expenditure.

For further details, reference may be made to File no. AS-18/59.

26. *Permanent Advance*—The amount of permanent advance sanctioned for the Census Superintendent's Office was Rs. 200 only (Registrar General's letter no. 3/2/59—R. G., dated the 6th April, 1959). When the receipt and despatch of Census forms and schedules were at their peak, this amount proved to be grossly inadequate. I made an abortive attempt to get the amount of permanent advance increased to Rs. 500. The details of correspondence on the subject may be seen in File no. AS-1 59. On failure, we adopted two measures to get over the difficulty—(*i*) payment of freight by railway credit note, and (*ii*) drawal of bills in advance of actual expenditure whenever large sums of money were required. Both the measures were found to be extremely useful, and we never had any serious difficulty because of the permanent advance being inadequate. I may, however, mention here two snags about the system of payment by railway credit note. The authorisation of the concerned Railway administration and the concurrence of the Accountant General are necessary before any Government department can operate through this system. Somehow, no one raised this issue in our case until at a very late stage when almost all our work had been accomplished. But it will be desirable to move the Railway authorities well in time before the next Census and obtain necessary authorisation in this behalf. The second snag is that the adjustment of expenditure on account of payments made through railway credit notes usually takes years and upsets sometimes the actual provision made for the purpose in the annual budget.

27. *Miscellaneous*—(*i*) The designation, "Superintendent of Census Operations", sounds rather common place and not in keeping with the status and dignity of the post. These are the days of Directors and Director-Generals. The Census

Superintendent is sometimes placed in rather embarrassing, if not altogether irritating, position because of his archaic designation. Only a few persons in the higher echelons of Government or in academic circles really know the importance of the post of Census Superintendent. To most others, the post means very little. For some strange reason, they are often prone to confuse Census with elections. (It would be interesting to analyse the psychological reasons or associations in the sub-conscious mind which result in such confusion.) In any case, people are apt to determine the value of a post by the amount of power wielded in it. Absence of power must be made up by at least a grandiose designation. Unfortunately, the post of "Census Superintendent" seemed to lack both these attributes. So, most people felt convinced that it was one of those insignificant, unimportant jobs to which unwanted officers are conveniently "shunted". Of course, I knew very well that all this was bunkum and far from the reality. Yet, it pinched at times and made me feel that there is something in a name that matters. Fortunately, the Registrar General seemed to be aware of this problem, and, therefore, set the ball rolling by inviting the views of the State Governments and S. C. Os. in his D. O. letter no. 1,1,58-R. G., dated the 15th May, 1959 (Appendix VII). The Bihar Government agreed that a change was desirable and suggested the designation, "Director of Census" in the alternative. Similar views were expressed, I believe, by most other States. But the fear expressed in paragraph 5 of my reply (Appendix VII) to the Registrar General turned out to be true, and the Government of India decided to wait for an opportune moment to bring about the change through legislative measure. I only hope that the efforts made at this Census will bear fruit before the next one so that my successor is spared the trouble of passing through similar experiences which were sometimes comical, sometimes painful.

(*ii*) For ensuring smooth operations, it is desirable that the transfer of all categories of Census personnel is stayed during the period, October to March. I am glad that the State Government accepted this view, and the Chief Secretary in his letter no. A-14/54, dated the 13th October, 1960 (File no. EN-4 59) communicated orders to this effect to all Departments of Government. The Education Department were good enough to issue a separate circular (letter no. 7-C8-048/60/Shi—4912, dated the 5th October 1960, vide File no. EN-4/59) on similar lines. By and large, transfers were held in abeyance everywhere during this period. Whenever cases of violation of these instructions were brought to my notice by local officers, I used to take up the matter with concerned Departments, generally with satisfactory results.

(*iii*) In their letter no. B/C-40/60-101-R, dated the 6th January, 1961 (File no. EN-4/49), the Revenue Department agreed to a temporary reduction of inspection of revenue work by the Deputy Collectors and superior officers by 25 per cent during January to March, 1961 in view of the Census. Similarly, the Chief Electoral Officer, Bihar agreed to extend his programme of Annual Revision of Electoral Rolls (letter no. ER-1-103 60-Elec.-376, dated the 3rd February, 1961). The Board of Revenue had issued instructions for an intensive drive for realisation of overdue loans just on the eve of enumeration. I was greatly perturbed by this news and got in touch with the Chief Secretary who was good enough to write demiofficially to all Collectors emphasising the great importance of Census work, asking them to give it top priority and making it quite clear that everything else came afterwards.

(*iv*) As in 1951, "Censbihar" was used as the telegraphic address. It worked satisfactorily and meant considerable economy.

(*v*) Arrangement should be made from before to enumerate the Governor, the Chief Minister and other dignitaries at the State headquarters on the very first day of enumeration, before any one else is counted. Preferably, the S. C. O. should do it personally. It provides good publicity for Census, which is very essential during this period.

28. *Census Publicity*—"It takes two to make a Census—the citizen and the enumerator and of the two, the former is the more important." The great significance of this statement was fully realised at this Census, and one of its most

distinguishing features was the large and varied scale on which publicity was organised. Much of it was, of course, done centrally under the guidance of the Registrar General. I give below details of the activities under different media of publicity.

(*a*) *Press*—The coverage of Census news by the press in Bihar was, by all standards, excellent. Right from the beginning of 1960 till the middle of 1961, anything relating to Census made "news". The houselist and provisional population figures attracted particular attention, and there was hardly a day during this period when some items relating to these were not published in the dailies. The controversy about linguistic returns also helped in keeping Census in the news. It was difficult to keep track of all the news items published. But thanks to the Public Relations Department—particularly to its Deputy Director, Shri Umanath—I used to get almost every day a good number of press clippings relating to Census. All these have been kept at one place, as far as possible, in File no. EN-29/59. I must take the opportunity of expressing my thankfulness to the press in Bihar for all the co-operation and goodwill received from them. Their approach throughout the Census was always most helpful and constructive. Here I must also thank Shri J. N. Sinha, Assistant Information Officer, Government of India, who took very keen interest in Census publicity and helped in maintaining proper liaison with the press.

(*b*) *Posters*—Four kinds of posters were prepared by the Directorate of Advertising and Visual Publicity, Ministry of Information and Broadcasting, Government of India, New Delhi. 18,400 copies of each in English and 57,500 copies of each in Hindi were received between the period, 21st July, 1960 and 6th September, 1960. The work of distribution and utilisation of such large numbers of posters presented a stupendous task which would have been impossible to achieve with the high pitch of regular Census work. Fortunately, the Public Relations Department came to my help and undertook to carry out this part of the work through their vast field staff. The District Officers, S. D. Os. and also the enumeration staff were fully brought into the picture. Detailed instructions were issued in D. P. R.'s letter no. 8071-PRD, dated the 8th September, 1960 (File no. EN—124/60). During my tours, I made it a point to check up how far the posters had been properly utilised. By and large, the arrangements worked smoothly and satisfactorily. For this as well as several other acts (indicated in the following paragraphs) of co-operation and help, I am greatly indebted to the Public Relations Department—specially to its Director, Shri K. P. Ojha, but for whom it would have been difficult to ensure success on the publicity front.

(*c*) *Press Conference*—Occasional meets with the press lead to mutual understanding and goodwill. A step which helped greatly in organising such meets was the delegation of powers made in Government of India's, Ministry of Finance, letter no. F. 2 (12) EII(A)/59, dated the 4th September, 1959, permitting the S. C. Os. to incur expenditure up to Re. 1 per head on such occasions. Five Press Conferences in all were held on the 16th April, 1960, 28th August, 1960, 19th December, 1960, 23rd January, 1961 and 13th March, 1961. The first two were presided over by the Chief Secretary, the third by the S. C. O., the fourth by the Census Commissioner, and the fifth by the Chief Minister.

(*d*) *Special articles*—Three articles on Census written by me in Hindi, were published in important dailies of Bihar in September-October, 1960 and January, 1961.

(*e*) *Meetings and lecture tours*—I addressed a meeting of the Planning Forum of the B. N. College at Patna on the 9th March, 1960. Apart from this, I did not hold any separate meetings or lecture tours for Census. However, our training classes—whose total number must have run into thousands—were held in almost every corner of the State, and these provided very useful local publicity to Census.

(*f*) *Film*—At the instance of the Registrar General, a film on Census was produced by the Films Division. Prints were made both on 35 mm. and 16 mm. The 35 mm. prints were exhibited in cinema houses all over the State

during the months of January and February, 1961. Twelve prints of the 16 mm. film were obtained by me from the Controller, Films Division, Bombay, and handed over to the Director of Public Relations, Bihar for screening through their mobile cinema vans. These were fully exploited and proved extremely useful. I had also obtained two prints with silent tracks so as to get these filled with commentaries in Santali and Oraon. The Directorate of Public Relations, Bihar, spent some money in getting it done, but as the prints were received rather late, the efforts did not prove successful. Cinema is a very useful mode of publicity, particularly in rural areas, where publicity on Census is most needed. Other modes of publicity are not quite so effective in these areas. It is, therefore, essential that maximum use is made of this medium at the Census. I have three suggestions to make in this connection. First, the film should be got ready at least six months before the Census, so that it can be fully exploited and its benefit can also be derived at the time of houselisting and house-numbering. Second, the number of prints made should be large enough to provide at least one print for every mobile projector unit. The system of circulation of the same print among a number of units does not work satisfactorily and keeps the print idle for some time during transit. Third, the treatment of the subject should be more human and less matter-of-fact. The film would have greater impact on the minds of people if the various items of information could be woven round a story of human interest.

(*g*) *Leaflets, brochures, pamphlets*—Here again the Director of Advertising and Visual Publicity, Ministry of Information and Broadcasting, did an excellent job and brought out three folders entitled "What is a Census and why should we have one", "How a Census is taken" and "Growing Importance of Population Census". The get-up and design of all these were very attractive. 100 copies of each in English, 1,69,000 copies in Hindi, and 5,000 copies in Urdu were obtained and distributed among large number of agencies such as Schools, Gram Panchayats, Village Information Centres, Libraries, etc., vide D. P. R.'s letter no. PB (D) 2-44/60-9237, dated the 18th October, 1960 (File no. EN-124/60). The good offices of the Director of Public Relations, Gram Panchayat Department, Education Department, Universities and Bharat Sewak Samaj were used for ensuring full and proper utilisation of these folders.

(*h*) *Lantern slides*—The Directorate of Advertising and Visual Publicity, Ministry of Information and Broadcasting helped us in this work also. Forty slides in English and seventy in Hindi were obtained towards the middle of January, 1961 and screened in cinema houses all over the State, free of cost, through the good offices of District Officers and S. D. Os. (Reference may be made to File no. GL-37/60).

(*i*) *Publicity for houselisting and enumeration*—Detailed instructions on this subject were issued by the Director of Public Relations, Bihar in his letter no. 8182-PRD, dated the 11th September 1960 (File no. EN-9/60). All Government agencies of publicity from the State level down to the V. L. W. and *Karmachari* were used for the purpose. A note explaining the salient features of the 1961 Census as well as a list of talking points were circulated widely among the staff concerned. The Director of Public Relations was good enough to direct all his District Public Relations Officers and their assistants to launch intensive campaigns on Census publicity through mobile loudspeaker vans in all parts of the State.

(*j*) *Census advertisements*—A series of advertisements on the 1961 Census was published in all important dailies, weeklies and monthlies during the months of September, 1960 to February, 1961. These were released through the good offices of the Registrar General of India, and were quite useful.

(*k*) *Messages*—As in the past, this Census also had the privilege of obtaining messages of the President, the Prime Minister, the Home Minister and other important persons emphasising the importance of Census and calling upon people to co-operate in it. In Bihar, the Governor and the Chief Minister were kind enough to give messages which were widely circulated. I would like to place on record my sense of

deep gratitude for these messages which helped immensely and provided great encouragement to all Census workers.

(*l*) *All-India Radio*—In accordance with the arrangements arrived at between the Registrar General of India and the Director General of the A. I. R., the coverage of the 1961 Census by the All-India Radio was very adequate. I gave three talks on the Radio on the 15th September, 1960, 27th October, 1960 and 3rd January, 1961. In addition to this, the All-India Radio, Patna, broadcast a number of other programmes, e. g., talks by eminent persons, features, short stories, etc., highlighting the importance of the 1961 Census and its salient features. I was interviewed on three occasions by the A. I. R. correspondent for the weekly Radio Newsreel. For all this, I must express my thankfulness to the A. I. R.

The above account would clearly indicate how great and varied the efforts this time were on publicity front. There was not a medium of publicity which was not touched. I can hardly suggest anything new. I have, however, a feeling that most of our efforts were confined to educated classes who did not, perhaps, stand in very great need of such publicity. The vast masses in this country dwell in villages and are illiterate. Much of what has been described above must have failed to influence or reach them. Only publicity through the film, the radio and the loudspeaker can produce results with them. It would be better if more attention is paid to these at the next Census.

Chapter III

ENUMERATION

29. *Introduction*—Towards the end of March, 1959, that is a few days before I took up my present assignment, I received from the Registrar General a "longish" letter together with certain other papers and literature to give me a background of the subject. This was most useful. There could not have been a better and more succint introduction to the subject of Census for a beginner. While explaining briefly the various aspects and stages of Census work, the letter also drew attention to the main problems for consideration and the essential points requiring immediate examination in the light of local conditions. But for this letter, I would have groped in the dark for a long time to find my way. I took extracts from this letter and started immediately a number of files to ensure adequate action on each point. This helped to set the pace of work initially in the Census Office on very firm and sound lines, and prepared me well for the Census Conference which was held a few months later. Considering the great usefulness of this letter, I have thought it advisable to reproduce it in its entirety in Appendix VIII of this Report. I have no doubt that even ten years later, my successor will find a thorough study of this letter equally rewarding.

30. (*a*) *Census Programme*—An operation of the magnitude of Census cannot be managed without a carefully planned programme and, what is more important, strict adherence to it. The entire Census operation can be conceived of as consisting of 5 main stages. These are—

(1) the preparation of Census registers for rural and urban areas;

(2) the formation of Census divisions, preparation of Census maps and appointment of Census officers;

(3) houselisting and house-numbering;

(4) actual enumeration; and

(5) final check.

The time-table for the first two stages was fixed and intimated to District Officers towards the end of November, 1959 itself so that preliminary arrangements were started at least three months before the Census Code, Part I could be brought out. The drafting of the Census Code takes time. It is not advisable, therefore, to delay the commencement of preliminary arrangements until the Code is out. The earlier the operations begin, the better. It takes time for the local officers to become aware of the approaching Census. It takes still more time for them to warm up. An early start has, therefore, several advantages; not the least important among them is that it heralds the advent of the Census.

A complete time-table (Appendix IX) was finalised by the time the Census Code, Part I went to the Press. In 1951, the time-table was prepared piecemeal. To my mind, it is advantageous to finalise the entire programme at a fairly early stage of the operations. It helps the local officers in comprehending the work-load in its entirety. Of course, care must be taken to keep adequate cushion in the time-table at several points. This helps the defaulters to catch up before the next stage. It is good to hustle while one waits. This maxim justifies its usefulness in preparing the Census time-table. The aim should always be, "to hasten slowly". A comparison with the 1951 Census time-table will show that though the preliminary arrangements were started at least two months earlier, the gap was closed in by the time the stage of house-numbering was reached. The main reason for this was that house-numbering cannot be done in Bihar earlier than Diwali; if done, there is grave danger of the house-numbers being obliterated partially or completely during the Diwali clean-up.

The sanctity of the Census time-table must be brought home to all categories of workers. I am glad to say that in this Census, all stages of the operation were completed almost everywhere at

the prescribed points of time. This not only speaks eloquently of the great zeal and enthusiasm with which the Census was conducted throughout the State, but also establishes the fact that the time-table was, by and large, realistic and sound. I should think that with some minor changes here and there, it would also do for the next Census. A few minor modifications necessitated in the time-table in the course of actual operations are indicated below—

(1) After the stage relating to the compilation of charge registers (Serial no. 5 of the time-table), another stage had to be inserted for "Submission of abstracts of Charge Registers". This was to be completed by 15th May, 1960.

(2) According to the original programme, the distribution of pads by S. D. Os. to Charge Superintendents (Serial no. 18) should have begun on 15th November, 1960 and ended on 25th November, 1960. During my visit to one of the subdivisions, I discovered that the calculation of distribution of pads was not being done correctly. Though the instructions were there, they could be misconstrued. I had, therefore, to issue further instructions, vide Census Circular no. 33, dated the 7th November, 1960 (Appendix X) explaining the procedure in more detail. The period of this stage of the work had to be extended consequently to 15th December, 1960 to 25th December, 1960.

(3) The above-mentioned change affected the period of the next stages too. An omission was also detected in the time-table in the sense that no stage had been prescribed for the distribution of pads by Charge Superintendents to Supervisors. The modified time-table stood as follows—

19. (*i*) Distribution of pads by Charge Superintendents to Supervisors	Begins	15th January, 1961
	Ends	22nd January, 1961
(*ii*) Distribution of pads by Supervisors to Enumerators		1st February, 1961

(4) The last date for completion of the revisional round by enumerators (Serial no. 24) was extended on account of Holi from 3rd March, 1961 to 5th March, 1961.

(*b*) *The first circulars and tours*—During the first few months, I preferred to keep silent, busy as I was with the study of old files, codes, instructions, administration reports, Census reports, etc. Very few circulars were issued during this period. I did not also tour much, except for the purpose of conducting the second pretest. Some letters were, of course, sent to District Officers, but these were generally of an exploratory nature seeking information or views on certain topics. It was only towards the end of November, 1959 that I sent the first two circulars giving a broad indication of the Census time-table and asking for the preparation of Census registers in all subdivisional offices. The instructions contained in these two circulars were incorporated subsequently in the Census Code, Part I.

At a fairly early stage of the operation, I decided, in consultation with the State Government and the Registrar General, to adopt Anchal-*cum*-Development Blocks as Census units both for enumeration and tabulation purposes. Bihar is the only State in India to have done so. Though I did not fully realise it then, this decision has meant tremendous increase in our work-load during tabulation as well as printing. The absence of any authentic and detailed list of villages comprised within each Anchal made my task still more difficult. But I have never regretted the decision. Anchals have come to stay. They are now fully recognised as the unit for all administrative, revenue and development activities. The presentation of Census data by Anchals is therefore bound to be more useful than any other system. I cannot speak of local conditions in other States. But I have no doubt that if I had not taken this decision for the 1961 Census, my successor would have been compelled to do so in 1971. An earlier start has its advantage. Besides, Bihar has no *tahsils* or *taluqs*. A comparable unit here is the revenue thana which, for all practical purposes, is now obsolete. In previous Censuses in Bihar, police stations were used as the lowest unit for some of the tables. But there is not much to choose between

a police station and an Anchal. Both are generally co-extensive. Anchals number more than police stations by a little over 100. Even this difference will be made up sooner rather than later, as the boundaries of police stations are being re-adjusted to conform with the boundaries of Anchals.

The adoption of Anchal-*cum*-Development Blocks as Census charges in place of police stations made it necessary to determine the inter-relationship between Anchals and other administrative units. This was sought to be done in my letter no. EN-14/59-385, dated the 12th November, 1959 to all District Officers. I had been given to understand earlier that there were no cases of Anchal boundaries cutting across police stations. When I went into the matter, it was revealed that there were quite a few such cases. The line of enquiry initiated in the aforesaid letter helped me greatly in locating all such cases. Had this not been done, there would have been great confusion.

Another important subject taken up in the very beginning related to the finalisation of list of towns for the 1961 Census. A copy of the instructions issued on the subject is reproduced in Appendix XI (Letter nos.EN-1/59-224, dated the 18th August, 1959 and EN-1/59-411, dated the 19th November, 1959).

All these points were discussed with the District Officers personally during the first round of my visit to districts. This was very helpful, because they would have taken months to decide by correspondence. Among the important items which should be settled by personal discussion with District Officers during the early stages, I may mention the following—

(1) Anomalies and changes in territorial units ;

(2) List of towns ;

(3) Selection of District Census Officers ; and

(4) Setting up of District and Subdivisional Census Offices.

31. *Preparation of Census Registers*—The first essential step in the organisation of Census operations is the preparation of a Census Register for every Census charge. Separate forms are used for rural and urban areas. The main purpose of this operation is to compile a complete list of all *mauzas,* inhabited or uninhabited, together with the names of hamlets in each *mauza*. In case of urban areas, the register indicates the ward numbers as well as the names of *Mohallas,* streets, etc. in each ward. Columns are provided in the register to indicate the number of houses in each hamlet and the names of persons suitable for appointment as supervisor or enumerator.

A *mauza* means a parcel of land with a definite position and area, the boundaries of which were defined at the time of the cadastral survey or the revenue survey. It consists of portion or portions which may be inhabited, and others which are cultivated, cultivable and/or waste land. The inhabited portion of the *mauza* may comprise of hamlets locally known as *tola* or *basti*.

The basis of preparation of the Census Register is the corresponding register of the previous Census. According to the instructions issued by my predecessor, the Census Registers were supposed to have been deposited in the Subdivisional Record Room in mufassil subdivisions, and in the District Record Room in sadar subdivisions. Unfortunately, these instructions were not properly carried out and only in few cases, the registers of the last Census could be made available. This caused serious difficulty, but there was no way out. The Census Register had to be prepared this time at most places, more or less, *de novo* with the help of the Thana Jurisdiction List, Chaukidari Register, Electoral Roll, and such other materials as were available in subdivisional offices. For this reason, I was all the time worried about the quality and reliability of these registers. Instructions were issued requiring the District Census Officers and S.D.Os. to check up personally with the Thana List, the total number of *mauzas* accounted for in the Census Registers of different charges within the Revenue Thana. During my tours, I made it a point to investigate this matter personally. All these efforts, no doubt, went a long way towards detecting the errors that were bound to creep in as a result of *de novo* compilation. Not satisfied with these

measures, I got a further thorough checking and comparison of the Census Charge Registers made with the thana lists and maps in the Central Tabulation Office. Several omissions, and few duplications also, were detected but fortunately these related to uninhabited *mauzas* only.

This time again, instructions to deposit the Census Register along with other records in the Record Room have been issued, vide Census Circular no. 45, dated the 24th April, 1961 (Appendix XII). I only hope that my successor will have better luck and be able to locate these registers. As an additional safeguard, I propose to preserve one copy of all the Charge Registers in the Central Tabulation Office. These should be available at the next Census. Since necessary corrections have been noted in these copies, it would be better if the Census Registers of 1971 are got compared with them before being finalised.

The *pro forma* of the Census Register admits of certain improvements. The following suggestions may be useful for the next Census—

(1) In column 4 of the Register for rural area, the name of Panchayat and/or Halka number was to be indicated. This resulted in some of the registers containing Halka numbers only or names of Panchayats only, but not both. Panchayats and Halkas are not mutually exclusive or concurrent units. Generally, Panchayats are integral units of Halkas. The words "and/or" should, therefore, be replaced by "and" only.

(2) It should be made clear in the instructions that the serial number of hamlets should be given in column 5 in one continuous order for the entire register.

(3) Column 6 is meant to indicate the number of houses. A house means a structure or part of a structure on the ground with a separate entrance. It has no demographic significance. Besides, information about the number of houses could not be obtained hamletwise, or even *mauzawise*, for the 1951 Census. The number of households in each *mauza* was, however, given in the Village Statistics portion of each District Census Handbook of 1951. The object of collecting such information in the Census Register is to obtain a basis for the formation of enumerator's blocks and supervisor's circles. This purpose can be served better if the information relates to the number of households instead of houses. Lack of precise information on this point resulted in some blocks of unusually large size being formed at this Census. It can be guarded against at the next Census by substituting the word "household" for "house" in the heading of column 6.

(4) In each of the columns 7 and 8, names of three persons suitable for appointment as supervisors and enumerators were to be filled in. This instruction was based on previous censuses, when most enumerators and supervisors were drawn from among non-officials whose acceptance of the census work readily could not always be depended upon. In this Census, the main bulk of census workers was composed of Government servants or of those who were under the direct or indirect control of Government. Their acceptance of census duties could be reasonably ensured. This position will continue, if not improve, at the next Census. There is thus no need to ask for three names under columns 7 and 8. For enumerators, it will do if there is one name for every 150 households, and two additional names to serve as reserve for every group of 750–800 households corresponding to a Panchayat or the area likely to be carved out into a census circle. For supervisors, two names should be adequate for every circle. In urban areas, the aforesaid proportions will apply to every 120 households for enumerators, and 600—650 households for supervisors.

(5) Columns 9 to 14 were provided this time in the Census Register on the basis of a suggestion contained in the Administrative Report of 1951. They were intended to facilitate the work of striking provisional population totals quickly. But these columns were never used actually. A separate set of

abstracts and summaries was prescribed for reporting provisional totals at different levels. The provision of these columns in the Census Register was, therefore, useless, and may be dropped at the next Census.

(6) The preparation of Census Registers for urban areas presents greater difficulty. This is because *Mohallas* are not always clearly defined, and the making of entries on the basis of streets and lanes is not quite easy. Fortunately, the National Sample Survey prepared, for their Urban Survey Frame, blocks of approximately 150 houses bounded on all sides by well-defined roads, lanes, drains, etc., together with ward maps and schedules showing the details in respect of all towns in Bihar having population of 50,000 or more. This greatly facilitated our work and the N.S.S. orgnaisation deserve all our thanks and credit for having achieved the difficult task. In consequence of this step, the *pro forma* of the Census Registers as well as the Charge Registers had to be modified vide my letter no.741, dated the 25th April, 1960. For fuller details, a reference may be made to File no. EN-20/59.

32. *Formation of Census Divisions*—As soon as the Census Registers have been prepared, the stage is set for the formation of Census Divisions. Detailed instructions on the subject will be found in Chapter V of the Census Code, Part I. These were found to be adequate and I have hardly anything to suggest by way of improvement. There is just one point which deserves mention. In most States, lower Census Divisions, viz., blocks and circles, are formed after the completion of houselisting and house-numbering. The advantage is that a more accurate and up-to-date estimate of the population and number of households is then available. The formation of Census Divisions, as done in Bihar, is based on figures of households at the previous Census. Some allowance is, no doubt, made for the increase during the decade, but it may not always be dependable, particularly in areas recording accelerated growth for reasons such as industrial or commercial development. The difficulty pointed out above does not, however, admit of an easy remedy. House-numbering operation has to wait in Bihar till Diwali. It will be dangerous to put off the work relating to formation of blocks and circles beyond Diwali. Besides, unlike U. P. or Madras where house-numbering is done by the permanent revenue agency at the village level, Bihar has to depend upon the *ad hoc* agency of enumerators and supervisors for this work as well. In the circumstances, the present system has to continue. I can only think of one improvement. As soon as the houselists have been prepared, there should be a thorough and complete re-check of Census Divisions. For this purpose, it will be useful to provide columns in the Census Register to incorporate the numbers of households and persons from the houselist. Each Charge Superintendent must be made to scrutinise carefully the Census Register in the light of houselist figures and make sure that no enumerator is likely to have more than the maximum load. In cases where the houselist figures disclose a heavy charge, Assistant Enumerators or Assistant Supervisors, as the case may be, should be appointed. The splitting up of blocks or circles formed earlier at this stage is not advisable, as this would lead to changes in the location code adopted for houselisting and house-numbering. The same location code should continue at the time of enumeration also.

The size of an enumerator's block is more or less defined. In rural area, it can consist, on an average, of 750 persons or 150 households; and in urban area, 600 persons or 120 households. Each *mauza* is, however, required to be treated as a separate block, no matter how small its size. In other words, a *mauza* can consist of several blocks, but no block can consist of more than one *mauza*. Thus, while there is not much scope for variation in the upper limit (fixed at 1,000 persons) of the size of an enumerator's block, the lower limit can be anything except zero. A supervisor's circle consists generally of 5 or 6 blocks. This means a population of nearly 3,000 in every census circle. The instruction, therefore, was that a census circle should as far as possible coincide with the Gram Panchayat. The identification of the census circle with a well-recognised local unit was found to be very

convenient and in conformity with the basic principle of formation of Census Divisions.

33. *Census maps*—As soon as the Census Divisions have been formed (on the basis of entries in the Census Register), it is necessary to mark them on 1″ = 1 mile thana maps in rural areas or on municipal survey maps in urban areas. This will ensure that no area has been omitted or included twice in any block, circle or charge. The danger of omission or duplication is particularly great in urban areas. The importance of this check must be fully explained to Charge Superintendents, and they should be asked to do it personally. There is a tendency to entrust the work to assistants who are not always fully alive to its significance. Detailed instructions on the subject will be found in Chapter VII of the Census Code, Part I.

Since the thana maps do not give the layout of roads, lanes, etc., within a *mauza*, some difficulty was experienced in showing the boundaries of enumerator's blocks where these had to be carved out of a single *maaza*. Instructions were given to indicate the blocks on notional maps, but these were not always complied with. Greater attention will have to be paid to this matter at the next Census.

34. *Compilation of Charge and Circle Registers*—After the formation of Census Divisions and preparation of Census maps, the work of territorial delimitation of the area is complete. The final picture is presented in Charge Registers. Printed forms are used separately for rural and urban areas. Columns 1 to 7 of the Charge Register are the same as those of the Census Register. The suggestions made in regard to the Census Register, therefore, apply to the Charge Register as well. A column was provided for writing the location code of the enumerator's block. This was done to ensure better understanding of the location code. I think the innovation proved useful.

Columns 10 to 16 of the register are meant for recording the progress of work. In 1941, Mr. W. G. Archer found that they were seldom filled in. In my experience, this was not so. If properly filled in, these columns give a good picture of the progress of census work in each circle of a Charge. I would, therefore, recommend the retention of these columns. Of course, it has to be seen that they are made full use of.

After the Charge Registers have been completed, an abstract is required to be sent to the Census Superintendent in the form given at page 33 of the Census Code, Part I. This form was not really quite useful. I would suggest the following modified form—

Name of Revenue Thana	Name of Charge (i.e. of Anchal or Town)	Code no. of Charge	Number in each charge of				Average number of households per block	Required number of		Remarks
			Mauzas/ Wards	House-holds	Enumerator's blocks	Circles		Enumerators	Supervisors	
1	2	3	4	5	6	7	8	9	10	11

35. *The Location Code*—The object of having a location code is to help in proper identification of the enumeration schedule in a simple, concise and unambiguous manner. The location code of a dwelling consisted this time of four elements referring to (*i*) District, (*ii*) Anchal or Town (*iii*) *Mauza* or Ward, and (*iv*) Household. Each element was required to be kept separate from

the other by an oblique stroke. Code numbers were allotted to each district, Anchal and town in the very beginning, and communicated to District Officers for scrutiny and confirmation (D.O. letter no.EN-38/59-15, dated the 2nd January 1960). A complete districtwise list of towns and Anchals with their code numbers was also printed in the Census Code, Part I so that discrepancies, if any, would be brought to light. A few changes were, in fact, necessitated as a result of these enquiries. A revised and final list of code numbers was given in the Census Code, Part II. Anchals were used as a census unit for the first time in this Census. Such procedure was, therefore, essential in order to prevent the possibility of any confusion.

An attempt was made to allot code numbers to districts and Anchals in a continuous order according to their geographical location, starting from the north-west corner of the map. A departure had, however, to be made from this general principle in some districts to maintain continuity with previous censuses.

Care was taken to allot alphabetical sub-numbers, e.g., 19A, 19B, and so on, for Anchals comprising villages lying in two or more Revenue Thanas. This was necessary to avoid the chances of the location code becoming identical for villages lying in different revenue thanas but having the same Thana number—a possibility which was rare but not altogether remote.

The Thana number of the *mauza* was adopted as its code number. This proved most convenient. Only in Santal Parganas, there was some difficulty in following the method in Damin area where a different system exists. Fortunately, the matter came to my notice during one of my early tours to Rajmahal subdivision. I reproduce below the special instructions given by me on this subject (Memo. no. EN-75/60-660, dated the 15th April 1960)—

> "It seems that there are no regular revenue thanas in this subdivision. The entire area can be broadly divided into two divisions, Damin and non-Damin. The non-Damin area has three police stations Barharwa, Rajmahal and Sahebganj. The Damin area consists of two police stations, Barhait and Borio. There are 7 Anchal-*cum*-Development Blocks, none of which cuts across police station boundaries. In non-Damin area, the jurisdiction list gives separate serial for villages in each police station. In the Damin area, each police station is broken up into several bungalows. The bungalows are further sub-divided into two parts, one for Paharia hill tracts and the other for non-Paharia tracts. It follows that the system of the thana number of the village being adopted as its code number for the purpose of Location Code, as applicable in other parts of the State, will require modification in Damin area.
>
> Several possible ways of making the modifications were discussed with the S.D.O. Finally it was considered that the most convenient method would be to add a sub-number to the Anchal Code number (second element of the Location Code) to indicate the particular bungalow. This sub-number will correspond to the serial number in column 1 of the index to bungalows given at the beginning of the jurisdiction list for Damin area. For example, the second element of the Location Code, i.e., the Anchal Code number for the two Sakrogarh Hills bungalows will be 34-13(*a*) and 34-13(*b*). The entire Location Code for villages in the first bungalow will be written thus—
>
> 12/34-13(*a*)/Serial number of the village/Household no."

In Bhagalpur and Monghyr districts, some confusion was apprehended on account of a large number of villages having factional thana numbers. The difficulty was met by directing that such code numbers should be written in the Location Code as numerator and denominator, each separated distinctly from one another by means of a horizontal line. The code for the household was the same as its number appearing in column 11 of the houselist.

In urban area, Ward number was written in the third element of the Location Code. Generally,

a Ward consisted of several enumerators' blocks. So the instructions were that the enumerator's block number should be indicated in Roman numerals within brackets immediately after the Ward number. This practice was also followed in rural area for bigger villages having more than one enumerator's block. Had this not been done, there would have been not only confusion but also the difficulty that all the enumerators employed in a particular ward or village would have found it impossible to take up the work of houselisting simultaneously.

Great emphasis was laid from the very beginning in all training classes on the importance of filling in the location code before taking up any other part of the individual slip or household schedule. The result was entirely satisfactory and the number of slips in which the Location Code was not written was negligible. Another step which ensured this was the rubber-stamping of the first two elements of the location code on the first five or ten schedules before the pad-distribution. This did not entail much extra effort, but provided adequate safeguard against any lapse by an erring enumerator.

36. *Appointment of District Census Officers and Charge Superintendents*—"The District Census Officer is in many ways the key-man of the Census." The earlier he is appointed, the better. I took the opportunity of discussing the matter personally with each District Officer during my first round of visit to districts towards the end of 1959. This method of personal approach had the desired effect. As in most other matters, the response from District Officers was generally very helpful. Notwithstanding the acute shortage of officers then prevailing in most districts, Census got the pick of choice. A factor which helped me greatly in making the best selection was the decision to give a consolidated honorarium at the rate of Rs. 75 per month to every District Census Officer for 8 months from August, 1960. After the list had been finalised in consultation with District Officers, I put it up to the Appointment Department for approval and assurance that none of the selected officers will be disturbed till the Census was over.

A District Census Officer need not be a very senior officer. In fact, it is advantageous to have young and energetic officers with plenty of drive, capacity for hard work, and flair for going into details and checking them personally. An officer, who believes in doing things in a routine manner, is clearly a misfit. The greatest asset of a District Census Officer is his accessibility to the District Officer. A District Census Officer cannot obviously function independently of the District Officer. His effectiveness and success will, therefore, depend greatly on his capacity to bring the District Officer fully in the picture. The District Census Officer must, therefore, be a man of the choice of the District Officer, one who enjoys his full confidence, and is capable of associating him closely with census work without burdening him too much with matters of detail or routine. There need not be any bar against the appointment of Sub-Deputy Collectors as District Census Officers. We had three of them. In my experience, their performance was as good as that of any Deputy Collector.

All the District Census Officers were in position by the beginning of February, 1960. I consider it as one of my great achievements that I succeeded in getting very much in time a selected band of very capable and enthusiastic officers to work as District Census Officers. Of course for all this, I owe my deepest gratitude to the District Officers and the Appointment Department, who always did their best to help me.

Up to the stage of houselisting, the District Census Officers are only part-time officers so far as census is concerned. But after October, the work increases tremendously and it is very necessary that the District Census Officers are relieved completely of all their other duties. Any violation of this principle is bound to affect the quality of census work in the district. It is no exaggeration to say that the District Census Officer's work is almost limitless—even if he works whole-time, there will still remain something which he will not have done. In such situation, if his attention is diverted to something else even for a short while, great damage is necessarily done to census. Fortunately, the Chief Secretary appreciated this position and issued letter no. A15666, dated the 27th October, 1960 (Appendix XIII) to all District Officers directing them

to relieve the District Census Officers of all other work. Though a small discretion had to be left with the District Officers in view of the general shortage of officers in districts, the letter had the desired effect.

A great advantage of adopting the Anchal-*cum*-Development Block as a Census charge was that the Block Development Officer/Circle Officer/Anchal Adhikari in charge of the Block automatically became the Charge Superintendent. A formal letter of appointment was, however, issued in each case under the signature of the District Magistrate. This was done merely with a view to imparting in each Charge Superintendent a greater sense of responsibility and statutory obligation, both in individual and official sense. I am greatly indebted to the State Government, particularly to the Development Commissioner and the Revenue Department, for having agreed to the utilisation of Block Development Officers and Circle Officers for census work. This not only facilitated my task immensely, but also improved the quality of work very considerably. Though comparison is at times unfair, few will deny that the present agency was a very great improvement upon the past. By and large, the officers in charge of police stations, who functioned as Charge Superintendents till the 1951 Census, did an excellent job in so far as it lay within their capabilities and circumstances. But their prime concern was law and order, which often tends to be more than full-time job. They could not, therefore, find much time for census. Besides, Anchals ate in many cases a smaller unit than police stations. Therefore, the Block Development Officer/Census Officer could exercise much better control and supervision over the enumeration staff, most of whom were under his control in one capacity or another. If the present pattern of administration continues, I cannot conceive of a better agency even at the next Census.

One word about the designation, 'Charge Superintendent'. In most other States, it was changed this time to Charge Officer. I preferred to stick to the old designation for two reasons. Firstly, a mere change in name hardly signified anything. It is, perhaps, better to adhere to something which is sanctified by tradition and convention. A change is, of course, advisable where there are good grounds for doing so. Secondly, I felt that the Census "Charge Officer" would unnecessarily cause embarrassment to the Settlement "Charge Officer", who is a much senior officer.

37. (*a*) *Circulation of Census Instructions*—I have already explained in Chapter I (Sections 13—15) the system of issuing Census Instructions for different categories of personnel. But mere issuing of instructions does not go far. Steps have to be taken to ensure that the instructions are read, understood and acted upon. To achieve this, a series of training classes was organised in batches at different levels in a well-planned and systematic manner.

A beginning was made with a four-day training camp of all District Census Officers at Patna from the 22nd February, 1960. They were given a thorough grounding for two days in all stages of census work upto enumeration and reporting of provisional population figures. This was followed by practical houselisting, house-numbering and enumeration by every officer on the third and fourth days. In the second round of training between the 19th April and 21st May, 1960, all District Officers, Subdivisional Officers, and District Census Officers were called, Divisionwise, at a central place for a two-day programme on lines similar to those indicated above. An essential part of the training was the practical from which no one could be spared. There was some reluctance in the beginning to do it, but I insisted. Several District Officers confessed to me later how very useful these practical classes had been to them. It gave them a clear, first hand idea of the entire operation and stood them in good stead in exercising full control and supervision over the census work at every stage. The third round of training classes was held in each district at the district headquarters between the 28th May and 22nd August, 1960. It was attended by the District Officer, the District Census Officer, all Subdivisional Officers and Charge Superintendents. The three rounds taken together meant 22 classes in all covering a total number of 46 days. I made it a point to conduct all these classes personally. This was very useful. Apart from the valuable experience and confidence that I

gained, it also afforded me an opportunity to know personally all the Census Officers in the State upto the level of the Charge Superintendent. By example, perhaps, it also enthused the District Officers and Subdivisional Officers to take similar interest in the matter. There was a fourth round of training too at the subdivisional level. It was conducted by the Subdivisional Officer and the District Census Officer and attended by all the Charge Superintendents and Supervisors. I attended many of these classes also.

As a matter of general procedure, census circulars were sent to all Subdivisional Officers direct by the Superintendent of Census Operations' office. It was not considered advisable to deal with the 731 Charge Superintendents directly. That would have increased the despatch work tremendously and also made it difficult to keep track of the receipt of papers by the addressees. Adequate number of copies were, therefore, supplied to the Subdivisional Officers with the request to send them on to the Charge Superintendents. Sending these circulars direct to District Officers would have no doubt reduced the size of despatch work by about 3½ times, but it would have involved much greater delay in the instructions reaching the Charge Superintendents. Besides, 58 subdivisions and 17 districts do not constitute too heavy a burden for the Despatch Section to manage, though the strain was sometimes quite perceptible. On the whole, the system worked very satisfactorily, and I would commend it for adoption at the next Census as well.

(*b*) *Circulars about Scheduled Castes and Scheduled Tribes*—The enumeration of Scheduled Castes and Scheduled Tribes in census follows closely the list of castes and tribes specified for each State by the President under Articles 341(1) and 342(1) of the Constitution of India. These lists give only the names of the main Castes or Tribes. A caste may be known by a local name which may be either a generic name or a synonym of the main Caste, and a Tribe by the name of its sub-tribe or clan. It is not possible to include all these nomenclatures in the President's Order. While applying the lists to any area, therefore, these considerations have to be kept in view. At the instance of the Registrar General this time, a letter was addressed to all District Officers (EN-13/59-58, dated the 14th May, 1959) requesting them to examine the list of Scheduled Castes and Scheduled Tribes in so far as it related to their districts and to send lists of (*a*) generic names or synonyms in case of Scheduled Castes, and (*b*) names of sub-tribes or clans in case of Scheduled Tribes, by which they were known locally. Their replies were consolidated by me in the form of a statement and submitted to the State Government for approval. The State Government, however, thought it proper to refer the matter to the Scheduled Tribes Advisory Council and the Scheduled Castes Advisory Committee for eliciting their views. This was like disturbing a hornet's nest. All kinds of suggestions started pouring in. Some of these were obvioulsly calculated to bring altogether different and independent castes or tribes within the fold of Scheduled Castes or Scheduled Tribes. After a good deal of consideration and discussion, which took time, it was decided that the suggestions of the members should be referred again to District Officers for further enquiries and action should be taken thereafter in accordance with the reports received from them. By the time the District Officers reported again, it was too late in the day to make much use of these materials so far as enumeration was concerned. On further consideration, I did not also think it prudent to hand over a list of generic or synonymous names to enumerators as that would complicate rather than simplify matters. The State Government seemed to agree with this view. Instructions were, therefore, issued asking the enumerators to follow the list of Scheduled Castes and Scheduled tribes carefully. In cases where a particular caste or tribe claimed to belong to the scheduled category but was known locally by some other name, the enumerator was required to write the name of the caste or tribe exactly as returned, and indicate within brackets the name of the Scheduled Caste or Tribe (as per list) to which that caste or tribe was supposed to belong. Futher examination of the matter was left to be done in the tabulation office. This procedure seemed to work satisfactorily.

(*c*) *Circulars about mother-tongue*—No question raised greater controversy at this Census than the question on mother-tongue. The instructions

on the point were, however, quite clear and emphatic. The enumerator was required to record the answer as returned by the person enumerated. He was not supposed to go into the validity or accuracy of the answer given. This took the sail out of the wind but did not silence it completely. So great was the interest in linguistic returns that almost in all training classes this question cropped up in one form or another. The correct position was explained to the enumerators in as clear and unambiguous a manner as was possible. No attempt was made—and, I think, wisely so—to elaborate on this contentious subject any further.

38. *Distribution and despatch of forms, schedules, etc.*—The Census Registers for rural and urban areas were prepared in manuscript forms. Copies of the Code of Census Procedure, Part I in required numbers were delivered to District Census Officers at their first training camp. At that very time, the following forms were also given to them according to the estimates indicated below—

Description of form	Form no.	Basis of estimate
1. Charge Register for rural areas	1	(Rural population in 1951+25 per cent for increase by 1961) ×2 / 3,500
2. Charge Register for urban areas	2	(Urban population in 1951+25 per cent increase by 1961)×2 / 3,000
3. Circle Register ..	3	Total of the figures for Form nos. 1 and 2
4. Appointment of Charge Superintendents.	4	Two forms for each charge plus some extra.

The denominators 3,500 and 3,000 represent the average population of a Circle in rural and urban areas respectively. The multiplier '2' was necessary as the registers were required to be prepared in duplicate.

In Census Circular no. 9, dated the 22nd April, 1960, the basis for estimating the requirement of census schedules and certain other forms was laid down as follows—

(*a*) *Individual Slips*—Population of 1951 Census, plus 25 per cent for anticipated increase in population plus 15 per cent of the estimate for Anchal reserve plus 5 per cent for subdivisional reserve.

(*b*) *Household Schedules*—One-fifth of the estimate of (*a*) above.

(*c*) *Houselist Forms*—One-tenth of the estimate of (*b*) above.

(*d*) *Houselist Abstract*—Two copies for each enumerator plus 20 per cent for wastage.

(*e*) *Mauzawar Note*—One copy for each village plus 20 per cent for wastage.

(*f*) *Note on Cottage and Small-scale Industries in certain areas*—One copy for each enumerator in urban area, plus 20 per cent for wastage.

A statement was sent along with the aforesaid circular showing the requirement of census schedules and forms for each subdivision worked out on the basis indicated above. Comments, if any, were called for by the 15th May 1960. Not many comments were received, and the estimates made by the Superintendent of Census Operations' Office were treated as more or less final.

The despatch of houselist forms to S.D.Os. was begun on the 23rd April and completed by the 1st June 1960. For fuller details, a reference may be made to Census Circular no. 8, dated the 22nd April 1960 (File no. EN-73/60).

In the early part of July, 1960, the following papers were sent—

(1) Forms of *Mauzawar* Note;

(2) Forms of Note on Cottage and Small-scale Industries for Urban areas;

(3) Houselist Abstract forms;

(4) Enumerator's Handbook, Part I;

(5) Household Schedule pads (in red ink) for training; and

(6) Individual Slip pads (in red ink) for training.

In the next instalment between 10th September and 31st October 1960, the following papers were despatched by train to S.D.Os.—

(1) Code of Census Procedure, Part II;

(2) Instructions to Enumerators (Pink booklet in English);

(3) Reference card giving the list of abbreviations;

(4) Household Schedule Abstract;

(5) Enumerator's Final Abstract;

(6) Circle Summary; and

(7) Charge Summary.

Towards the middle of October, 1960, the District Census Officers were required again to send their clerks (vide Census Circular no. 25, dated the 17th October 1960) to receive the following booklets and forms—

(1) Enumerator's Handbook, Part II;

(2) Instructions to Supervisors ;

(3) Identity Card for Enumerators;

(4) Pad Issue Statement;

(5) Pad Receipt Statement; and

(6) Roll-up Blackboards.

The last and the heaviest despatch of forms consisted of pads of individual slips and household schedules. This was begun on the 29th July 1960 and completed on the 21st December 1960. The transport was made by road to 26 subdivisions in South Bihar. A detailed route-chart was prepared centrally so as to make the most economical and full use of the load-capacity of each truck. In all, six trucks had to be engaged at a total cost of Rs. 2,240 only. Comparative calculations made by us showed that this mode of despatch was considerably cheaper and better in every respect than rail-transport (for details, *see* File no. EN-109/60). To the remaining subdivisions, mostly in North Bihar, the consignments were sent by rail.

39. *Maintenance of reserve*—Instructions were contained in the Census Code, Part II about the manner in which pads of individual slips and household schedules were to be distributed to Charge Superintendents, and by them to lower levels. Two important points were to be noted in this connection—(*i*) no pad was to be broken, and (*ii*) the pads of individual slips were in two sizes of 100 and 25 each, and the proportion in which they were supplied was 3 : 1. On account of these considerations, there would have been serious difficulty at the time of enumeration if proper arrangements were not made from the very beginning to keep the right proportion between pads of 100 and 25 at successive levels down to the enumerator. According to prescribed procedure, an indent was required to be prepared by the Supervisor for each Circle. All such indents were to be consolidated for the Charge by the Charge Superintendent. If the right proportion between pads of 100 and 25 were not kept, it would inevitably result in greater wastage of forms. Fortunately, I realised this difficulty in time and issued elaborate instructions on the subject in Census Circular no. 33, dated the 7th November 1960 (Appendix X). The underlying principles were, (*i*) the enumerator should be given, as far as possible, pads of larger size; and (*ii*) the reserve at each level should, as far as possible, consist of pads of smaller denomination. I insisted on the reserve being composed of pads of 25 only, at the Supervisor's level. The first impact of shortage of forms is always at that level. If he is enabled to meet the demand as fully as possible, the number of cases when the reserve at the Charge level would have to be touched would be very few. The reserve was determined on percentage basis. The average population of a Charge varied between 70 and 80 thousand. The maintenance of a 5 per cent reserve at that level even in pads of 100 meant a good number. The same observation applied to the reserve at the Subdivisional, District and State levels. Thanks to these instructions, the arrangement worked so nicely that there was not a single instance of supplementary indent being received at the State level. I understand that the number of cases, when resort had to be made even to the Charge or Subdivisional reserve, was very few. There was no shortage of schedules anywhere, and the last minute requirements

of the enumerator were almost always met fully by the Supervisor. I feel that much economy can be effected in the printing of census schedules if a similar procedure is adopted everywhere at the next Census.

40. *Some important points about despatch of forms, etc.*—For variety as well as volume, the work relating to despatch of forms and schedules easily stands out as one of the most difficult tasks in census. Unless tackled methodically from the very beginning, it can be a source of great trouble and anxiety. I had taken the cue from my predecessor and set up a separate Despatch Section consisting of two assistants, one peon and four daftaries from July 1960. Whenever there was rush of work, this Section was augmented by deputing more hands from other Sections of the Office. There were occasions when the entire Office staff had to be mobilised on it, suspending all other work. The normal load of work in the Despatch Section is, however, not so much as to necessitate a very big section. If the work is commenced well in time—or better still, a little ahead of time—much of the last-minute rush and confusion can be avoided. It is, however, important that this work should receive the personal attention of the Census Superintendent himself from day to day.

Two more steps were taken by me in this regard. Firstly, all the census forms got printed by me for use within the State were given a running serial number at the printing stage itself. This made easy the task of keeping track of relevant forms by local officers. Secondly, the despatch of schedules and forms was made direct to S.D.Os. (as in the case of circulars and instructions) instead of routing them through the District Officers. A sizeable reserve was, of course, provided in each case at the district level. This meant, no doubt, a considerable increase in the number of destination-points (from 17 to 75) to be dealt by the headquarters' office, but the effort was well worth it. It ensured great promptness and convenience in the distribution of forms ultimately to Charge Superintendents, and through them, to lower levels. But for the great devotion and zeal shown by my Office staff, it could not have been possible to accomplish the heavy task so smoothly and efficiently. The system adopted this time also resulted in considerable saving to the census budget over the cost of transport, packing and forwarding charges, etc.

One of the early circulars required the opening of a register of census forms and papers in each Subdivisional and Charge Office. A suitable form was also prescribed for acknowledging the receipt of such papers by S.D.Os./Charge Superintendents. At headquarters, a register was maintained to keep track of the receipt against each despatch whether by train or otherwise. At times when the consignment was heavy or important, e.g., when the houselist forms or enumeration schedules were being sent, care was taken to call the District Census Clerks or to depute an assistant from the Superintendent of Census Operations' office to carry the consignment with him by passenger train as personal luggage. This meant some extra expenditure by way of railway freight. But it was not be grudged. A little economy gained in sending the consignments by goods train is not worth having because of the delay, uncertainty and the risk of loss or damage necessarily involved in such a course. I am glad to note that from the beginning till the end, our system of despatch of forms worked extremely well, and there was not a single instance of a consignment having been lost or delayed.

Another precaution which was always taken was the sending of a booking advice (Miscellaneous Schedule 12). This was done a few days before actual desptach. As soon as the consignment was actually booked, a despatch advice was sent in addition to the booking advice sent earlier in the printed form given in Miscellaneous Schedule 13, enclosing the railway receipt and furnishing full particulars of the forms/papers despatched. This was done in duplicate, the second copy being required to be returned immediately after receipt.

Unfortunately, the Census Code, Part I, did not include detailed instructions on despatch, receipt and storage of census forms and papers. This deficiency was sought to be remedied by Census Circulars no. 4, dated the 26th February 1960 and no. 8, dated the 22nd April 1960. I would suggest that instructions on the lines indicated in these circulars should be incorporated in the Census Code itself in future.

41. *Appointment of Census Enumeration Agency*— The power under section 4 of the Census Act to appoint supervisors and enumerators was delegated to all Block Development Officers, Circle Officers and Anchal Adhikaris. It was, however, considered desirable for obvious reasons to get the letters of appointment issued under the signature of Subdivisional Officers. The B.D.Os./C.Os./A.As. were supposed to exercise their power only in cases of emergency.

As in previous censuses, the S.D.Os. were required to draw up a programme of visit to every Charge and to distribute the appointment letters personally to each supervisor and enumerator at a meeting, which was to be utilised also for imparting initial training in houselisting as well as for distributing the schedules and instructions. This arrangement had the advantage not only of putting the necessary emphasis on census work, but also of cutting out a good deal of delay that is bound to occur if recourse is taken to any other method. A great bulk of the supervisors and enumerators happened to be Government servants who were required even otherwise to come to Anchal headquarters from time to time. There was, therefore, no particular difficulty or waste involved in the procedure outlined above. Of course, it meant no extra expenditure whatsoever to the census budget either.

Separate printed forms were supplied for the appointment of supervisors and enumerators. An innovation this time was the printing of relevant excerpts from the Census Act on the back of the appointment letter. The idea was good and useful, and it helped greatly in acquainting the supervisors and enumerators with the main provisions of the Census law in so far as they were concerned.

The following table gives the number of enumerators, supervisors and Charge Superintendents (including Deputy Charge Superintendents) at successive censuses since 1931—

Year	Enumerators	Supervisors	Charge Superintendents
1961 ..	60,336	11,426	757
1951 ..	101,728	7,231	648
1941 ..	101,856	8,450	700
1931 ..	158,746	12,387	N.A.

There was rather sharp decline in the number of enumerators employed at this Census. The average comes to 770 persons per enumerator which is well within the prescribed upper and lower limits of 1,000 and 500 respectively (vide page 17 of the Census Code, Part I) and yet quite high by the standards of previous censuses. The number of supervisors was, however, significantly higher, and the prescribed ratio of 5:1 was nearly maintained.

By and large, the census agency employed this time was definitely much better than in previous censuses. This was made possible mainly due to the extension of educational facilities and the expansion of Government agencies at all levels. The non-official element in the enumeration agency was considerably less this time. It made for better control and supervision. It also ensured a greater sense of cohesion, discipline and responsibility. For the first time, perhaps, minimum educational qualifications were prescribed for the appointment of supervisors and enumerators who were required to be at least matriculate in the case of former, and Middle-passed in the case of latter. In fact, quite many of the enumerators also were matriculates. The requirement of census is, however, so large that it is very difficult to lay down any minimum standard rigidly for all areas. However it can be reasonably asserted that generally speaking, the enumeration agency employed this time was the best that could be found in the present conditions. This is not to say that they were always up to the job. In several cases, I found the enumerator to be rather ill-equipped mentally to carry out satisfactorily the complicated task assigned to him. This is particularly true of the economic concepts and the economic questions on which great emphasis was laid in the present Census. But I do not see how this situation could have been helped. The employment of a more qualified agency raises some difficult issues. Firstly, such an agency is hard to find in requisite numbers, particularly in rural areas. Secondly, they will have to be paid considerably more. Even at the nominal rate of payment made this time, the enumeration cost in Bihar alone has gone up by more than Rs. 12 lakhs. For the country, the figure is more than a crore and half. Thirdly, good performance in census work does not

necessarily follow the educational attainment. The chances are that the complexities will grow with each successive census as the quest for more information is bound to increase. The census must, therefore, aim at drawing in the best material that can be made available for appointment as enumeration agency.

Mention must be made here of the unstinted help and co-operation received from almost all Departments of Government in appointing enumerators and supervisors. As in previous censuses, the main bulk of enumerators, of course, came from among school teachers, and the Education Department have to be specially thanked for this. Whenever I approached them for issuing any special instructions or circulars emphasising the importance of census duties and on allied matters, they responded readily and ungrudgingly to all my requests.

So far as recruitment is concerned, there was no special problem. The appointees did not always like the assignment, but in very few cases did they make an attempt to evade it. Generally, they seemed to be aware of its importance, and took it as an essential duty. The lure of honorarium, census medal and entry in the permanent character roll helped in no small way in getting over their usual feeling of reluctance. The training classes, however, presented some difficulty in the beginning and at places, the number of absentees was found to be rather high. The situation was met by usual administrative methods. In some bad cases, resort had also to be taken to threat of action under the Census Act. Failure to attend training classes was treated as amounting to neglect of census work, which made an enumerator or supervisor liable to action under the law.

42. *Houselisting and house-numbering—(a) Training*—Detailed instructions on the organisation of training for houselisting and house-numbering will be found in Chapter XV of the Code of Census Procedure, Part I. A minimum of three classes was prescribed for everyone. The first class was intended to acquaint the trainees with the theoretical part of the work. The second one was meant to be a practical class in which every trainee was required to prepare the houselist in respect of at least 40 households and chalk-number the houses. In the third class, the entire work was reviewed, common mistakes pointed out, and doubts or difficulties resolved. The instructions were that the Charge Superintendents must themselves conduct the first and third classes. In few cases, however, I found that the work had been passed on to someone else, usually the Junior Statistical Supervisor of the Block. I did not wholly approve of this practice and insisted on the Charge Superintendent taking personal interest in the work. This does not imply that the Junior Statistical Supervisors were not up to the job. In fact, in many cases they showed better understanding and grasp of the subject than Charge Superintendents.

The work of houselisting was somewhat complicated this time on account of the collection of data relating to industrial establishments and housing conditions. More intensive training was, therefore, necessary. Three classes would have ordinarily sufficed, had they been conducted seriously enough. To achieve the purpose, the first class should have taken at least 5-6 hours. No such indication was given in the instructions with the result that there was a tendency at some places to summarise the instructions and leave the rest to be read by the enumerators themselves. My own experience is that such directives did not generally work. It is essential that in the training class itself, the instructions are read, line by line, along with the trainees. Nothing should be left to be done at home.

The training programme was conceived this time on a vast and unprecedented scale. By and large, it was carried out with equal vigour and enthusiasm. This is particularly true of the training for enumeration. For houselisting and house-numbering, I wish the same thing could be said for all areas. The quality of work in few cases left something to be desired. Clearly the census organisation at these places had not fully warmed up to its responsibilities by the time houselisting was done. It shows that in future, greater emphasis should be laid from the very beginning on the training for houselisting as well.

(*b*) *Houselisting*—As stated earlier, houselisting is done in Bihar before house-numbering. This distinction has to be kept in mind always. Of course, the term "house-numbering" is used here in a restricted sense. It means only the actual painting of numbers on houses. As the houselist is being prepared, a separate number is no doubt allotted to each house in the houselist form. But these numbers are not painted then and there on the house. After the houselist has been prepared by the enumerator, it is checked thoroughly by the supervisor and other superior officers, wherever possible. Only after the houselist has been thus approved, the actual numbering begins. There may be cases in which the sequence of house-numbers or the manner of allotting them as done by the enumerator, is not satisfactory. It may even be that a house or two has been omitted through oversight. The rectification of such discrepancies is quite convenient so long as the numbers are simply noted in the houselist. Had they been painted on houses, the corrections would have led to a certain amount of disfigurement of the walls. In Bihar, houselisting and house-numbering is done by an *ad hoc* agency which cannot always be relied upon to do the work perfectly in the first instance. A great advantage of doing houselisting before house-numbering, therefore, lies in its admitting of easy rectification. Another advantage, which is even more important, is that in Bihar, house-numbering cannot be taken up earlier than Diwali. After Diwali, there is not much time left for finalising the census arrangements and training the enumeration agency. Therefore, if both houselisting and house-numbering are left to be done after Diwali, there is great risk of breakdown in census arrangements.

Notwithstanding the fact that houselisting was made more complicated and arduous this time by the inclusion of questions relating to industrial establishments and housing conditions, as also by the preparation of an elaborate *Mauzawar* Note, the general quality of work was of a high order. No sooner had the operation been completed, a tabulation office was set up at Patna to process the data relating to housing and industrial establishments. A very useful function which this office performed was the preparation of a chargewise list of discrepancies in the houselists. These were immediately sent, through proper channel, to the Charge Superintendents concerned. The introduction of this system caused a stir, and led to greater alertness and caution among the field staff, who became convinced that they could not get away with any quality of work in census. This resulted in significant improvement in the quality of subsequent work, particularly at the stage of enumeration. I would, therefore, commend this practice for adoption at the next Census also. To derive full benefit out of it, an attempt must be made to despatch all the reconciliation slips within a month or two of the completion of this stage. We could not do so in all cases as the typing section was not able to cope with the tremendous volume of work quickly enough.

(*c*) *Notional map*—In addition to the houselist, each enumerator was required to prepare a notional map of the block showing the mode of house-numbering, important landmarks, etc. By and large, these maps were prepared well but the quality was not of uniform standard everywhere. Some did not even understand fully the significance of such maps, and merely submitted a line-tracing of the *mauza* map. All the notional maps have been arranged and stitched together chargewise. They will be preserved in the Census Office till the next Census for whatever worth they are. Admittedly, there is scope for improvement in this work at the next Census.

(*d*) *Mauzawar Note*—A *Mauzawar* Note was required to be prepared this time by the enumerator for every *mauza* along with the houselist. In urban area, only a Note on cottage and small-scale industries was sought to be prepared. By and large, the form followed the 1951 pattern—of course, a number of new items were added in consultation with the District Officers and Departments of Government, vide my letter no. EN-12/59-59, dated the 14th May 1959. The idea of canvassing such a questionnaire with the village as the unit is good, and should be continued at the next Census. Of course, many changes may have to be made in the form of the Note, depending upon the conditions then prevailing. I do not, therefore, wish to give any elaborate list of suggestions here. On the basis of my experience

so far, I feel that the following items may be included with profit—

(1) Maternity and Chid Welfare Centres;

(2) Cropping pattern—dry and wet farming;

(3) Soil composition—by broad classifications;

(4) Electrification—whether power used for domestic and/or industrial purpose.

(*e*) *Honse-numbering*—As in the past, house-numbering was done immediately after the Diwali. After the houselist has been prepared and checked, the mere painting of numbers on houses is a very simple affair. An advance of Rs. 2 was given to each enumerator out of the lump sum honorarium of Rs. 5 payable for houselisting and house-numbering. Such payment was necessary to enable the enumerator to buy house-numbering materials such as red ochre or coal tar, brush, pot, etc.

On the whole, the house-numbering operation went off very smoothly, and was completed everywhere in time. The instructions laid down that house-numbers were to be painted in a prominent manner at the entrance of the house. It was, therefore, possible even from a distance to see whether every house had been numbered or not. I followed up this idea by issuing a letter to all District Officers requesting them to send out a circular to all touring officers within the district to keep a watchful eye on house-numbers during their tours. If they came across any case of omission, they were required to report it to the District Officer, S.D.O. or the Charge Superintendent according as was convenient. Though the number of omissions actually rectified as a result of the implementation of this instruction is not known to me, I am sure, not many cases were found. During the months following the house-numbering I was also on frequent tours. I made it a point to check the house-numbers at as many places as I could. I am glad to say that I discovered very few instances of omission. The mistakes that came to my notice generally were of purely technical nature.

(*f*) *Certain lacunae*—There is little chance of the houselist form being retained in its present form at the next Census. However, the following observations are made to indicate where and how the houselisting went wrong this time or failed to be satisfactory—

(1) Location details were to be entered on left side at the top. The third line read as, "Name of village/ward/*mohalla*/(Enumerator's Block).....(Code no.)". Strictly speaking, this implied that if the name of the village/ward/*mohalla* was written, enumerator's block need not be indicated. In urban areas and large-sized villages, enumerator's block number must necessarily be given, otherwise there are chances of confusion. It is, therefore, suggested that there should be a fourth line captioned "Enumerator's block no., if any.....".

(2) Numbers 1, 2, 3, 4, 5, 6, 7, 8, 9, 0 were printed in the first column of the houselist form. It was meant to reduce the enumerator's work, as he was not required to write the first digit of the line serial number. This apparently simple device, however, created considerable difficulty in actual practice. In most of the training classes, much time and energy had to be spent in explaining the system. The small advantage gained in saving a little labour was really not worth all the trouble it gave in explaining to enumerators. It would be better not to print any numbers at all under column 1.

(3) Column 2 of the houselist form was seldom used. In fact, it would have been better if this column had not been provided except in few big cities or towns having a regular system of house-numbering.

(4) A new term, "building", was introduced in the houselist form this time. It referred to "the entire structure on the ground". A census house was defined as "a structure or part of a structure inhabited or vacant, or a dwelling, a shop, a shop-*cum*-dwelling or a place of business, workshop, school, etc., with a separate entrance". From the sequence of column-headings in the houselist form as well as the trend of instruction

it appeared that a building was meant to consist of one or several census houses. In rural areas, however, particularly in certain districts in North Bihar such as Purnea and Saharsa, it is usual for a household to have a number of structures, independent of one another, though located in a cluster at short distances, and used for different purposes, e.g., *baithka* (sitting place), *bathan* (cow-shed), etc. Strictly according to the definition, each of these should have been treated as a separate building and consequently, a separate house, though in occupation of one and the same household. When this difficulty was brought to my notice, instructions were given that all such structures should be treated as one building and one house. But it is possible that in some areas, the houselisting was done differently.

In the housing tables now under compilation, no information is being presented for buildings and their relationship with census houses. It is, therefore, not clear why this concept was brought in. Perhaps, it will be better to drop it altogether at the next Census.

(5) Another significant departure from previous censuses was in the concept of a census house. In the past, the distinguishing feature of a census house was "a separate *main* entrance". The word "main" was dropped this time. The instructions said, "If a building has a number of flats or blocks which have separate entrances of their own and are independent of each other giving on the road or a common staircase or a common courtyard leading to a main gate, they will be considered as separate census houses". The result was that almost every house, unless confined within the four walls of one and the same room, qualified for being treated as a separate census house. This resulted in increasing the number of census houses unnecessarily and, to that extent, in concealing the true nature of dwelling conditions. To my mind, it would have been better to retain the old concept of census house with emphasis on "a separate *main* entrance".

(6) In the instructions on houselisting, only a general indication was given as to how entry was to be made in column 4 (Purpose for which the census house is used). When the forms of tables were devised, it became clear that the uses to which census houses could be put had been classified into as many as 13 categories. Supplementary instructions were issued immediately in Census Circular no. 20, dated the 24th August 1960, explaining the point. But my experience has been that supplementary instructions at the eleventh hour in a huge operation like census always leave blank spots. The results would have been much better if these categories had been indicated in the main booklet.

The classification of census houses by different purposes of use cannot be said to be altogether free from defects. One of the defects was the inclusion of workshops and factories under Categories III, VII and VIII. As a result of this, several registered and unregistered factories and workshops having dwelling alongwith, got included under Category III. The possibility of obtaining the number of registered and unregistered factories was thereby lost. There was also no clear indication as to how a school-*cum*-dwelling or office-*cum*-dwelling could be classified.

(7) There were four questions on industries, *viz*., (*i*) name of establishment or proprietor; (*ii*) name of product(s), repair or servicing undertaken; (*iii*) average number of persons employed daily last week (including proprietor or household members, if any); and (*iv*) kind of fuel or power, if machinery is used. The definition of "industry" was quite comprehensive—any activity involving some kind of production, processing, servicing or repairing came within its scope. Of course, the motive behind the activity had to be commercial as distinguished from mere domestic consumption. But this concept was not always easy to understand. It is possible that in several cases,

households which should have been treated as industrial establishments, were excluded. In some parts of the State, activities like handpounding of rice, *gur*-making or hand-spinning are widely prevalent. The produce is not entirely for home consumption. A part of it sometimes goes to the market to supplement the household income. All such activities should have found place in the houselist. The enumerators were clearly and repeatedly told about it. But I have a feeling that in not few cases, they failed to appreciate the significance. This might have resulted in a certain amount of under-enumeration of industries of this nature. On the other hand, purely trading activities such as buying and selling did not come within the concept of industry. The significance of this was again not fully understood by some enumerators. The confusion was made worse by the inclusion of the word "दूकान" wrongly in the main heading of columns 5—8 of the houselist form in Hindi. This mistake was not detected till a late stage. Though instructions were issued immediately after seeking to rectify the mistake, it is possible that this might have led to some wrong entries. I have also a feeling that some of the terms used in the Hindi translation failed to bring out clearly the meaning and scope of the enquiry. Some of the enumerators were misled into thinking that the enquiry was limited only to work-shops and large industrial establishments.

(8) The word "factory" was to be written in column 5 for a large factory if registered under the Factories Act, and "workshop" for a small unregistered workshop. The intention was to collect information regarding the number of factories registered under the Indian Factories Act. The instructions on this point were, however, not adequate. It was not clearly indicated as to when an industrial establishment was required to be registered under the Factories Act. I fear, therefore, that there may have been under-enumeration of factories in our enquiry. In the initial stages, most of us were under the impression that only those establishments needed registration under the Indian Factories Act in which the number of employees exceeded 20 if using power, and above 50 if without power. But subsequent enquiries revealed that the position was not so simple. The regulations under the Indian Factories Act envisage compulsory registration in certain cases even though the number of workers may not exceed 1, for example, in cases of printing press, electric works, flour mills, etc.

(9) In column 7 (average number of persons employed daily during the last week), the number of omissions in some areas was distressingly large.

(10) There was also some confusion about column 8 (kind of fuel used). It was found that where machine was not run by power such as coal, electricity, diesel or kerosene, the enumerator wrote "man-power". In some cases, where the industry was such that a machine must have been used, the kind of fuel was not mentioned at all.

(11) Columns 15—17 were meant for recording the number of males, females and persons residing in the census household on the day of enumerator's visit. Only persons living in the census house at that place were to be included. The instructions were clear, but a comparison of the houselist population figures with those of the provisional as well as final census figures disclose an appreciable gap. The possible reasons may be—(*i*) over-enumeration at the time of houselisting, (*ii*) under-enumeration at the time of actual enumeration, and (*iii*) seasonal migration of population, particularly of labourers to Assam and West Bengal, coinciding with the time of census enumeration. A detailed analysis of these factors will be done at the appropriate place. But it seems to me that during houselisting there was perhaps a tendency among the enumerators to ascertain the number of persons in the household without making it clear that only resident members were

to be included. In absence of such clarification, it is likely that the respondents included even non-resident members of the household. The use of the term "परिवार" for household, though it commonly implies family, might have also contributed to the making of this mistake. Besides, people are prone to inflate figures for certain obvious reasons. As no head-to-head counting is done at the time of houselisting, it is natural to expect a certain degree of inflation in houselist figures. On the experience of this Census, it would be advisable to forewarn the enumerators at the next Census, and to impress upon them more strongly the point that non-resident members of the family must be carefully excluded.

(12) The prescribed abbreviations for scheduled castes and scheduled tribes to be noted in column 18 of the houselist were अ० जा० and अ० ज० These were very nearly alike and, therefore, led to confusion in some cases.

43. *Training for enumeration*—A minimum of six training classes (three theoretical and three practical) in enumeration was prescribed for each supervisor and enumerator. Three clear months (November, December and January) were set apart for this purpose. The Subdivisional Officers were required to take at least one training class in each charge. Similarly, the District Census Officers were required to hold as many training classes as possible. The services of all District Statistical Officers (who were designated as Additional District Census Officers) were made available for supplementing the efforts of other officers in the training programme. For this, I am greatly indebted to Shri R. B. Lal, Director of Statistics, Bihar who has contributed in several other ways to the success of census operations this time in Bihar. But for his spirit of co-operation and goodwill, which hardly left anything to be desired, I would have experienced serious difficulties in several matters, particularly at the compilation and tabulation stage.

It was laid down in the Census Code (Chapter II, Part II) that the supervisors should be trained first, the idea being that they would help in the training of enumerators. But this idea did not work everywhere. A departure was, therefore, permitted. As a general rule, however, the enumerators and supervisors were formed into batches of not more than 40 each. This meant the formation of 4 or 5 batches in an Anchal of average size. Training centres were fixed at convenient points so that the enumerators and supervisors did not have to cover long distances to attend these classes. No separate T.A. was given to anyone for this purpose. The remuneration of Rs. 15 per block was supposed to be inclusive of all such expenses.

At the rate of 6 classes per batch, the total number of training classes in a charge of average size came to 24. Though it was not an impossible figure, it did mean considerable load of work for any Charge Superintendent who wanted to take all the classes himself. I am glad to say that, by and large, the training programme was implemented with great thoroughness and enthusiasm, and the Charge Superintendents generally did a splendid job. Yet there were cases in which the Charge Superintendent was found to have left things too much to his subordinates. Thanks to the supervision and intensive checking of the training programme by superior staff, such cases were generally detected in time and appropriate action taken. Another thing which helped greatly in checking the quality of training was the filling in of sample schedules in red ink during practical classes. Pads of household schedules and individual slips printed in red ink were supplied in large numbers for this purpose. Each enumerator was required to fill in at least 5 household schedules and 25 individual slips during a training sample census (ref. Census Circular no. 37). A certain percentage of these schedules was required to be checked by the Charge Superintendent and the Subdivisional Officer, after which the schedules were required to be sent to the Regional Tabulation Offices set up at four places by about this time. A great benefit of this procedure was that it inculcated a sense of seriousness among all the trainees, and they tried to do their practicals well.

For each batch, an attendance register was kept to show the number of classes attended by each person. The inspecting officers were required to make it a point to go through the attendance register and take action against those who had not attended sufficient number of training classes.

The use of roll-up blackboards having the form of the individual slip printed thereon, greatly facilitated the work of training. Even in theoretical classes, enumerators were picked out, called to the blackboard and asked to do enumeration of real or imaginary persons. This provided a very convenient method of testing their ability. While one person actually did the work of enumeration on the blackboard, others in the class participated in it and benefited greatly by his mistakes or achievements. Each Charge Superintendent was provided with one blackboard at a cost of Rs. 4.35 only. My regret is that I did not get a similar blackboard prepared for the household schedule. At the next Census, I think it will be immensely profitable to get roll-up blackboards prepared for the houselist form as well as the enumeration schedules. The cost on this account will not be much and should not be grudged.

A reserve of enumerators and supervisors was provided for each Charge at the rate of 20 per cent of the total number. The persons kept in reserve were also trained along with other enumerators and supervisors. Orders of the Education Department as well as other Departments had been obtained to enable the enumerators and supervisors to attend the training, which was treated as part of their census duties. No difficulty was encountered on this score. Some States declared the 28th February and/or 1st March as holiday to facilitate the work of census enumeration. This had never been done in Bihar in the past. I did not consider it necessary either.

44. *Enumeration*—(*a*) *General*—The period of actual enumeration was fixed this time from the 1cth February to 28th February, 1961, which meant a total of 19 days. It was to be followed by a revisional round between the 1st March and 3rd March, 1961. The latter date had to be extended subsequently to the 5th March, 1961 as Holi fell on the 3rd and 4th March, 1961. This was rather unfortunate. The extension of the period of revisional round did not really help much. Holi is a festival in which most people like to go home and be with their kith and kin. A great majority of the persons employed as enumerators and supervisors belonged to the category which generally stays outside home for earning bread. Whether we liked it or not, they were bound to go home during Holi. It is also true that on the main days of Holi, it would have been impossible for any enumerator to carry on with his work. To that extent, the extension had some meaning. But to think that the enumerators and supervisors would return to duty on the 5th March was hoping too much. In actual effect, therefore, the enumerators were required to complete the revisional round by the 2nd March at the latest and return their pads, etc., on that date if they wanted to leave station. Government orders had been issued prohibiting anyone from leaving station before the completion of census work and submission of necessary papers (Appointment Department's letter no. III M1-5049/60A-16461, dated the 14th November 1960 to all Secretaries and Heads of Departments, vide File No. EN-4/59). There were strict instructions enjoining upon the enumerators to do the revisional round faithfully and properly. But in the circumstances stated above, the extent to which they actually carried out this obligation is a matter of guess. It is, of course, best not to let such special festivals fall within the enumeration period or the revisional round.

The enumeration period including the revisional round extended over a period of more than 3 weeks. This is rather too long. A valid criticism often made is that the extended period of enumeration increases the chances of duplication as well as omission in the census count. But the justification for extended period of enumeration comes from two main considerations—

(*i*) The enumeration agency is made up of part-time workers engaged on this operation in addition to their normal duties in a more or less honorary capacity.

(*ii*) A longer period is necessary to canvass a detailed questionnaire which is becoming more and more complicated and elaborate from census to census.

On an average, a census enumerator has about 750—1,000 persons in his charge. Assuming

that a household schedule (excluding the Census Population Record) took 5 minutes and an individual slip 3 minutes, the work given to an enumerator would take at least 50 man-hours. In addition, he would need another 10 hours for filling up the Census Population Record, other forms and papers. It would be too much to expect 60 hours of extra labour in a period of 20 days or so. The principle of part-time work in census holds good in theory only. In actual practice, most census workers absent themselves more or less wholly from their normal duties during the entire period of enumeration. They have some genuine difficulties too. During daytime, it is not always easy to contact the householders. So the enumerators have to give their rounds either in the morning or in the evening till late at night. Quite a few of them have to cook their own meals and so on. These difficulties are genuine and real. It seems to me, therefore, that a better alternative would be to reduce the enumeration period to a week or ten days, during which all persons employed as enumerators or supervisors would be let off completely from their normal duties and asked to devote themselves entirely to census work. By putting in 8-9 hours daily, they should be able to complete the work within the reduced period, which may be called Census Week. This would improve considerably the quality of census enumeration and also reduce the amount of dislocation to other offices and institutions (particularly schools), which inevitably occurs in the present system.

(*b*) *Arrangement for special areas*—Special areas mean cantonments, railway colonies, jails, hospitals, etc., and the population dwelling in police lines, boats, forest tracts, etc. Detailed instructions on the subject were given in Chapter VI of the Census Code, Part I. These were found to be adequate and no modifications were necessitated except in the case of military personnel vide Census Circular No. 24.

(*c*) *Census of cities, large municipalities and cantonments*—The census of large urban areas such as cities is always complicated on account of the complex build-up of dwellings as well as the great variety of occupations and professions. I have already mentioned about the difficulties on account of the non-official Charge Superintendents. The District Officers were requested to earmark an executive officer from the District establishment to look after the work of census in cities and large municipalities. But this was done at a rather late stage, and even then the responsibility was not clearly apportioned. It will be better if in the next Census, a gazetted officer is appointed from the very beginning as Charge Superintendent for every urban area having a population of more than 50,000.

(*d*) *Census of houseless and mobile population*—In Bihar, this category of population does not present much problem except in cities such as Patna and Jamshedpur. Their enumeration was done on the night between the 28th February and 1st March, 1961. No special difficulty was encountered. In the fourth element (Household number) of the location code, the term "houseless" (बेघर) was written. The other three elements were written as usual. This facilitated the separation of slips relating to houseless persons in any enumeration block.

(*e*) *Difficulties about enumeration of mother-tongue*—A good deal of controversy raged this time on the recording of mother-tongue. In fact, this was the one issue which generated the maximum heat and heralded, as it were, the advent of the census. The agitation was conducted on the following four fronts—

(*i*) Hindi *versus* Maithili;
(*ii*) Hindi *versus* Urdu;
(*iii*) Hindi *versus* Oriya; and
(*iv*) Hindi *versus* Bengali.

Much before the enumeration began, or even houselisting was taken up, a systematic campaign was launched in one section of the local press regarding the recording of Maithili as mother-tongue. Some interested persons even went to the length of alleging that instructions had been issued not to record Maithili as mother-tongue. All this was patently false and absurd. I issued a detailed press note contradicting the reports and clarifying the position. The note stated most emphatically and clearly that every person had the freedom to return his mother-tongue

or religion in the manner he considered best. This note was given prominent display in almost all sections of the press in Bihar and even outside. It seemed to have allayed genuine misgivings and stemmed, at least for the time being, the mounting tide of the malicious campaign. Even so, complaints continued to be flashed occasionally alleging infringement of the instructions. The main object seemed to have been mere propaganda so that more persons got Maithili recorded as their mother-tongue. Another reason may have been the preparation of grounds in advance for discrediting census figures if, at a later stage, these fell short of their expectations.

Precisely for similar reasons, the Urdu press started a separate campaign in favour of recording Urdu as mother-tongue. They went a step or two further. Local agents were appointed by the Anjuman Taraqui-e-Urdu for almost every village having a pocket of Muslim population. Somehow, they seemed to work on the assumption that every person professing Islam as his religion must return Urdu as his mother-tongue. The enumerators were, however, asked in most strong terms to refrain from engaging themselves in any controversy. They were told to record mother-tongue exactly as returned by the person enumerated. Difficulty, however, arose in cases where the persons enumerated did not know what answer to give. It may sound strange, but the number of such persons was by no means small, specially in rural areas. In such cases, the enumerator had to use his discretion and record the language or dialect commonly spoken in the area, unless the respondent happened to be a migrant from outside. Perhaps, it would have been safer to instruct the enumerator to record in such cases "no language returned". There were minor incidents at few places threatening sometimes the law and order situation. Enquiries revealed that the main cause of these incidents was the threat and intimidation exercised by the local agents of the Anjuman Taraqui-e-Urdu to get certain entries made by the enumerators altered at a subsequent stage.

The controversy about Oriya was more trumpeted than real. It was confined to a coterie of persons. They believed in making written representation to high quarters expressing all kinds of apprehension. The Registrar General was good enough to pay a personal visit to Seraikella a few weeks before the enumeration. This had the desired effect, and the census passed off peacefully in this area without any difficulty. A fortuitous circumstance which seems to have contributed to this happy state in no small measure was the ministerial upheaval in Orissa at about this period. The distribution of enumerators in Seraikella subdivision by their mother-tongue is indicated in the statement below—

Mother-tongue	Number of Supervisors	Enumerators
Hindi	97	185
Oriya	25	239
Bengali	37	216
Others	11	64
Total	170	704

About Bengali, the agitation was rather lukewarm and confined only to the police stations which once formed part of Manbhum District. Houselist forms as well as enumeration schedules in Bengali were supplied for use in this area, but they were seldom used. It was generally found that the enumerators could use the Hindi forms and schedules with equal felicity.

(*f*) *Preliminary assessment of quality of enumeration*—(*i*) *Coverage*—Perfect coverage implies three things—(*a*) that no *mauza* or ward has been omitted, (*b*) that no census household has been omitted, and (*c*) that no member of a household has been missed or counted twice. The extent of success, therefore, depends on the quality of work done at each of the three stages, viz., preparation of charge registers, houselisting and enumeration. Great care was taken this time in the preparation of Census *mauza* registers,

which formed the basis of charge registers. We started with an initial disadvantage, because the *mauza* registers of the last census were generally not available in most districts. To add to this difficulty, no authentic list of villages comprised in each Anchal could be had. A serious drawback in the formation of Anchal-*cum*-Development Blocks in Bihar has, to my mind, been their creation without preparing a list of *mauzas* included in each. The printed list of Anchal-*cum* Development Blocks gives only the area and population of each unit, and even these are not always correct. I think, one of the precious gifts of the present Census will be the compilation of an authentic list of villages comprised in each Anchal. Notwithstanding the difficulties, or perhaps because of these, a good deal of attention was paid this time to the preparation of census registers and charge registers in as accurate and complete a manner as possible. As for houses and individuals, there is no method of assessing the coverage except by the results of the post-enumeration check, according to which there was an under-enumeration in rural and urban areas to the extent of 0.078 per cent and 0.09 per cent respectively. This would seem to be highly flattering. No doubt I encountered some important persons at Patna itself who complained to me that they had not been enumerated. Further probe into these cases almost invariably showed that the enumerator had censused them in their absence by making enquiries from their women-folk, orderlies or neighbours. Enumeration by proxy is permitted in Indian Census under certain circumstances. To my mind, this is a drawback of the system. But the fault lies not entirely with the enumerator. I have known of cases in which highly placed persons have refused to spare any time for the enumerator or have made him run several times without disposing of his business. With the rapid growth of literacy, particularly in urban areas, it should be possible to try in some places at least at the next Census the householder method of enumeration according to which the respondents themselves complete the census questionnaires and deliver them to the enumerator on the fixed date.

The post-enumeration check was confined only to household population. Here the coverage is adequate by any standard. Though I have no definite evidence, I have a feeling that the same is not true of institutional or houseless population. I have also a suspicion that in some areas, the revisional round may not have been faithfully carried out. But on the whole, the net effect of such deficiencies will be quite negligible so far as the main census results are concerned.

(ii) Response—By and large, the vast bulk of enumerators and supervisors carried out the task allotted to them with remarkable sincerity and enthusiasm. The payment of a small honorarium helped this time in warding off their traditional resistance to census work as an unwelcome imposition.

So far as the people in general are concerned, the response was as good as ever. Of course among ignorant people, or so-called "lower" classes, the asking of too many questions evoked at times a righteous indignation. They seemed to feel that the authorities were simply asking too many questions, but doing very little to solve their problems such as mounting prices, adulterated food, etc. I have already mentioned before about the special interest shown by certain sections of the people in linguistic returns.

(iii) Care in filling up demographic questions—Of all the demographic questions, the one that gave the greatest trouble was question no. 2 relating to age. There is very poor age-consciousness in the country, particularly among women in rural areas. This difficulty is as old as the census itself. During training, the instructors took a great deal of pains to explain how the age could be estimated with the help of important local events or personal events such as marriage, number and age of children, etc. A calendar of important local events was also got prepared and supplied to the enumerators almost everywhere. These helped in narrowing down the range of guess. Even so, the recording of age in most cases meant some sort of a guess. There is no doubt that the recording of age this time marked considerable improvement over previous censuses. Yet, it was by no means perfect. Perhaps, it will be

decades before we attain that stage. The big bulges at certain ages in Table C-IV (Single Year Age Returns) are eloquent enough.

Question no. 5 (*a*) was about nationality. Only a small number of slips related to nationality other than Indian. Even so, there were such cases, particularly in large urban areas. The instructions on this point were rather cryptic, and made no attempt to explain what nationality meant, how it differed from citizenship, and so on. Though a detailed knowledge of international law and usage is not required to be given to the enumerator, it would have been useful if some practical hints were incorporated in the instructions on this question.

Another question which created some difficulty related to scheduled castes and scheduled tribes [Question no. 5 (c)]. They are commonly known as *Harijan* and *Adivasi*. But some of the castes or tribes treated as *Harijan* or *Adivasi* do not find place in the authentic list. Then, there are certain sub-castes or sub-tribes or castes known by synonymous names not specifically mentioned in the list. I have already spoken about the efforts made to solve this problem and the results thereof.

Mention has also been made of difficulties in the enumeration of mother-tongue. The returns were naturally subject to different kinds of pulls and pressures. The principle that a citizen has the perfect freedom of returning his mother-tongue or religion in the manner he thinks best, was enforced rather too meticulously this time with the result that the picture that we would get may not necessarily be the correct one. It would be influenced by so many considerations. For example, the plain fact is that in Bihar, the mother-tongue of most people is, according to a strict application of the definition, one or other of the dialects of Hindi, and not Hindi as such. Yet, the returns show a considerable number of persons speaking Hindi as mother-tongue. They were presumably working under the impression that returning a dialect as mother-tongue would be something anti-Hindi and thereby against the national interests. A mention may be made here of the statements issued by some eminent Hindi scholars urging upon people to return Hindi as their mother-tongue instead of dialects such as Maithili, Magahi or Bhojpuri. Similarly, Urdu returns were generally tainted by communal considerations. However, I think I am justified in saying that the language returns of this Census give a far more correct and complete picture than any previous census.

At this place, it is necessary to say a word about Q. 7(*b*), bilingualism. In the instructions, it was stated as follows—

> "The number of languages recorded against this question should not be more than two. These languages should be other than his mother-tongue which he speaks and understands best and can use with felicity in communicating with others. Such language or languages will exclude dialects of the same language."

The last sentence was taken to mean, and perhaps rightly so, that if Hindi or Bhojpuri was returned as mother-tongue under Q. 7(*a*), Magahi or Maithili could not be returned as a subsidiary language under Q. 7 (*b*). By and large, this instruction was followed by the enumerators, but some made a mistake. At the tabulation stage, however, it was decided that sorting should be done strictly according to the entries made, right or wrong. In the table on bilinguism, therefore, figures will be found showing the number of persons having Bhojpuri as their mother-tongue and knowing Hindi as a subsidiary language. In the background explained just now, this information is apt to be erroneous and misleading. Firstly, the table is based on inadequate returns as only some of the "erring" enumerators made such entries. Secondly, there is not much sense in saying that of so many persons having Bhojpuri as their mother-tongue, only so many know Hindi. This is something quite contrary to our everyday experience. Maithili, Magahi, Bhojpuri, etc, are so allied to Hindi that there is hardly a person who speaks one without understanding Hindi in the sense the term is used in census.

(*iv*) *Economic questions*—These were admittedly much more complicated and difficult this time

than in any previous censuses. The two concepts which caused the greatest trouble were those of household industry and employment status. These were found at times to go much above the level of enumerator's understanding. The difficulty was resolved to a considerable extent by the examples given in the Enumerator's Handbook as well as by a sample list of household industries. But no list of examples could include all types of cases. I have, therefore, a feeling, which I have expressed earlier also in this Report, that there must have been a certain amount of under-enumeration in the field of household industries. Cases of wrong inclusion of a purely trading activity or of something which did not really constitute a household industry should be few. In the matter of recording employment status, the concepts of single worker and family worker did not always seem to go home. More difficult was it for some of them to understand why Q. 10(*c*) was captioned, "If employee". The contraction was done because in a household industry, the status of a worker could be either "employee" or "family worker".

Both the questions 10 and 11 of the individual slip were split up into three or four parts. This was also a source of misunderstanding in some cases, though their number was by no means large. The distinction between nature of work and nature of industry sought to be brought out in sub-parts (*a*) and (*b*) of these two questions for the purpose of determining the occupational and industrial classification of the person enumerated, was seldom clearly visualised by the enumerators. Only after a good deal of hammering could this be done. Fortunately, the enumerators were required to write out the replies to these questions in sufficient detail and this helped in making proper classification at the tabulation stage. The number of cases in which a slip had to be abandoned for want of sufficient details was almost negligible.

Question no. 12 related to the activity of non-workers. As worded in Hindi, this question aroused a certain amount of amusement, even ridicule, in the beginning. But after some training, the idea became clear and there was no special difficulty. I have, however, a feeling that the number of women put down in the category of housewives may be somewhat larger than it actually is. Generally, the respondents are men who have a tendency to undermine the value of work done by their women-folk. They also consider it below their dignity to acknowledge that their women-folk make some contribution towards the family earning. Only a very capable enumerator could discern the truth by intelligent probing, not always to the liking of the respondent.

(*v*) *Household Schedules*—In Section A of the Schedule, details were to be entered about the local name of right on land and area of land under cultivation. A glossary of local names of right on land was circulated with Census Circular no. 32, dated the 7th November, 1960. A model conversion table was also sent with Census Circular no. 35, dated the 8th November, 1960 to help in the calculation of area in acres. All these must have contributed greatly towards the accuracy of entries in this section. However, a doubt often raised about this section was of a more fundamental character. Most people seemed to think that nobody would disclose correctly the extent of land given by him to private persons for cultivation on *Batai* (share-cropping). The enumerators were no doubt required to tell the respondents that the answers given by them would be kept strictly confidential and used for no other purpose. But the extent to which these efforts carried conviction with the respondents remains to be seen.

The next section dealt with household industry. A list of household industries was sent with Census Circular no. 30, dated the 5th November, 1960. This was perhaps more useful than all the harangues on the definition and implications of a household industry. I wish this list had been prepared earlier and included in the Enumerator's Handbook.

The concept of household industry was by no means simple. Not only was the definition somewhat technical and out-of-common, but also a trifle too difficult of understanding, particularly for the level from which most of the enumerators came. Much of the time in the training classes was taken up in explaining

what a household industry meant. And yet, I have a feeling that there must have been omissions to some extent in the enumeration of household industries. Not many cases of wrong inclusion, I believe.

Nobody can seriously question the usefulness of household economic data. These are certainly of great significance in any kind of socio-economic study, particularly in a country like ours in which a considerable portion of the economic activity never enters the money-market. This Census has no doubt done a pioneering job by collecting some data relating to this field. In all probability, this effort will be continued and improved upon at the next Census. It is, however, desirable that the enumerators required to put through such difficult concepts have better understanding and mental equipment. I should think that matriculation is the minimum educational level necessary for proper grasp of such concepts. By 1971, the general level of education in the State is bound to go up immensely. My successor may, therefore, find it possible to recruit, at least in some districts, most of his enumerators from among matriculates.

A blank column was provided in Section B between the column headings, "Nature of Industry" and "Number of months in the year during which conducted". This was meant for writing the code number of the industry. The enumerators were sometimes confused by it. It would have been simpler if this column were not there.

The third section related to workers in cultivation or household industry. This did not present any special difficulty except that there was a slight discrepancy between the English and Hindi translations of "members of a family working". It is obvious that in the English version, a distinction was sought to be made between a household and a family. This distinction was completely lost sight of in the Hindi version, as both the words were translated as परिवार.

45. *Provisional totals*—No sooner is the enumeration completed, there is the race for reporting provisional population totals. The processing of census slips in tabulation offices must necessarily be a laborious and time-consuming process. In every census, therefore, the system of reporting provisional population totals is adopted to meet the immediate requirements of administration and to satisfy the pressing curiosity of the people. The provisional figures are based on a a system of abstracts prepared at different levels with great care and speed. These are consolidated and communicated to the next higher level by a system of relays. The amount of information collected in this manner is naturally very limited. Their accuracy is also subject to confirmation by the tabulation offices where the slips are sorted and counted in several ways to eliminate any possible error.

A full idea of the system adopted this time for reporting provisional population figures can be had from the instructions given in Chapter IX of the Census Code, Part II. That the system worked satisfactorily can be judged from the admirable promptness with which the figures were actually reported. It is a matter of great satisfaction that the provisional totals were in almost all cases below a fraction of 1 per cent error over the final figures. The provisional total for the State was 46,457,042. The final population arrived at is 46,455,610 thus revealing an error of 1,432 persons, i.e., 0.003 per cent only. It is also a matter of no small pride that we could report the provisional figures on the evening of the 7th March itself. Bihar was the second State in India to have reported the provisional totals to the Registrar General—the figures of Andhra Pradesh had been telephoned to him only about half an hour earlier. Considering the serious handicap we had in this State on account of the Holi intervening during the period of revisional round, our performance must be considered to be extremely gratifying. For all this, the credit must go entirely and unreservedly to the District Officers, S.D.Os., Charge Superintendents and their vast enumeration staff, who must have worked extremely hard and dedicatedly to have achieved this distinction.

The totals could have been reported even earlier had it not been for one or two districts which were somehow misled into thinking that the provisional figures could not be reported

earlier than the 8th March, the last date indicated by me in the Census Code, Part II. I must admit that the fault lay partly in the language used by me. At the next census, it will be desirable to mention clearly in the instructions that provisional totals can be reported earlier also. The only imperative condition is that the revisional round must be carried out completely and faithfully. Over-anxiety to report the provisional totals quickly has one inherent danger. The enumerators may be tempted to forego the revisional round, or do it in a perfunctory manner. Such a tendency has to be guarded against at all cost. It matters little if the provisional totals are delayed by a few hours or even days. What is of paramount importance is the accuracy of census figures, and this must on no account be put in jeopardy.

On the 13th March 1961, the provisional figures of the census in Bihar were released officially at a crowded Press Conference in the Secretariat, Patna. The Chief Minister of Bihar was kind enough to preside. The function was also attended by few other Ministers, the Chief Secretary, and a number of Secretaries to Government and Heads of Departments. I had prepared a brief analysis of the provisional figures which was circulated at the meeting. So pressing was the demand for this note and the provisional figures that I had to bring out a printed brochure containing the analysis and the figures a few months later.

At this Census, the enumerator was required to prepare an abstract for each pad of individual slips in the form printed on the pad cover. This greatly facilitated the task of preparing enumerator's abstract. I have no doubt that this system will be found useful at the next Census also. There is some scope for minor improvements in the form of this abstract. These are indicated below—

(*i*) The form was wrongly called Enumerator's Abstract. This led to some confusion with the abstract which the enumerator had to prepare ultimately for his block as a whole. It would be better to call the form on the cover of individual slip pad, "Pad Abstract".

(*ii*) The column "household no..... to...." was really not of much use. The enumeration could not always proceed in a serial order according to household numbers. The particulars filled in against this column did not, therefore, yield any useful information. This column could be conveniently dropped.

(*iii*) Similarly, the last column relating to "number of household schedules filled up for this pad" was also not necessary.

The forms devised for enumerator's final abstract, circle summary and charge summary were found to be in order, and I do not think any significant changes in them will be called for at the next Census. There was, however, an omission in the form of telegram prescribed in Census Circular no. 40, dated the 2nd February 1961 for reporting the provisional totals. No mention was made in it of the number of households. This omission may be rectified. The Subdivisional Summary, required to be despatched on the same day as the telegram or telephone reporting the provisional totals, was also badly delayed in several cases. It is desirable to insist on strict compliance of this procedure at the next Census. It would perhaps be better to lay down that these summaries should be sent through a special messenger—this would, of course, be in addition to the telephonic or telegraphic message regarding the provisional total which has to be given at the earliest in any case.

46. *Post-enumeration Check*—As in 1951, a post-enumeration check was carried out this time also in selected blocks and houses to estimate the margin of error in the census count. Detailed instructions on the subject were issued in Census Circular no. 42, dated the 19th February 1961 (Appendix XIV). The size of the sample was half per cent of the blocks, i.e., one out of every 200 blocks in rural areas and 2 per cent of the blocks, i.e., one out of every 50 blocks in urban areas. In the sampled blocks, 10 per cent of the houses in rural areas and 5 per cent in urban areas were selected further for verification of errors in the enumeration of members of households. In order to ensure proper randomness, the sampling of blocks was done in the S. C. O.'s office. A list of all the charges was prepared in a serpentine order separately for rural and urban areas. Such an order

implied that it should be possible to draw on a notional map a continuous line connecting the location of the charges without the line cutting itself at any point. The entire State was required to be covered in such a serpentine manner. The charges so arranged were given a continuous serial number for the whole State, and this was called the P.E.C. Code number of the charge. A statement was then prepared showing the P.E.C. Code number of each charge, number of blocks contained therein and the cumulative total of number of blocks. The selection of sampled blocks was done thereafter according to random start numbers communicated by the Registrar General. The random start number for Bihar was 54 for rural areas. This meant that blocks with serial numbers 54, 254, 454 and so on were selected for rural area. 29 was the random start number for urban areas. The selection of blocks in urban areas was, therefore, confined to those bearing numbers 29, 79, 129 and so on.

The sampling of houses in selected blocks was left to be done by Charge Superintendents. A random start number was, however, communicated by the S. C. O.'s office for each block. This procedure ensured that the sampling was done correctly For fuller details, a reference may be made to file no. EN-127/60.

The post-enumeration check was carried out by Charge Superintendents under the supervision of Subdivisional Officers and District Census Officers, subject to the overall control of District Officers. My experience with non-official Charge Superintendents in urban charges had not been quite happy. I, therefore, requested the Subdivisional Officers to put gazetted officers incharge of post-enumeration check in those urban charges which had non-official Charge Superintendents at the time of census. The main burden of the post-enumeration check fell on Charge Superintendents. They were required to select suitable persons from among the Census Supervisors and appoint them as Verification Officers. One Verification Officer was appointed in every block selected for the post-enumeration check. Care was taken to see that a person was not appointed Verification Officer in respect of a block which was enumerated under his supervision. A statement giving the number of sampled blocks, districtwise, is given in Appendix XV.

The principle underlying the appointment of a Verification Officer from among Supervisors not associated with the census of the sampled block should apply in the case of Charge Superintendents as well. I have no particular reasons to suspect the genuineness of the work relating to post-enumeration check in any case. The Charge Superintendents were repeatedly told that the discovery of errors did not really mean an aspersion on the quality of their work. A certain amount of error was inescapable in an operation of such magnitude, and the object of post-enumeration check was to determine in a scientific manner the margin of such error. Notwithstanding all these precautions, there is apt to be a certain amount of lack of faith in the results when the post-enumeration check is carried out under the supervision of the same agency which was responsible for the enumeration. To leave no scope for such prejudice or doubt, it is obviously desirable to have a different agency. The question is, which other agency can take up this task. Perhaps, by the time the next Census is taken, the field staff of the Statistics Department would have expanded so considerably that they could be entrusted with this responsibility.

The actual mechanics of the post-enumeration check was far more elaborate and, if I may say so, complicated this time than at the last Census. What made the position worse was the receipt of instructions in instalments. Their bulk was also considerable. I was not sure if the Subdivisional Officers and Charge Superintendents would care to wade through all this material. I, therefore, prepared a synopsis of the instructions which was presented in the form of Census Circular no. 42 (Appendix XIV). This was followed by training camps for Charge Superintendents and Verification Officers at each district headquarters between the 10th and 15th March, 1961 and a second round of training at the subdivisional level. Even so, there were discrepancies in the post-enumeration check which showed that the instructions had not been fully understood. It would have been better if the procedure and

instructions on post-enumeration check were made simpler and issued earlier.

It is, of course, desirable that the post-enumeration check should be carried out as soon after the Census count as is possible. The greater the delay, the more difficult it becomes to ascertain the actual causes of discrepancies. From this point of view, the dates (22nd and 23rd March, 1961) fixed for the post-enumeration check this time were almost ideal. But I must mention about the enormous difficulty we had to experience in adhering to the time-schedule. Census work had kept the administration, particularly at the district level and below, heavily pre-occupied till the enumeration. After that, they were required to direct their attention and energies towards several other matters which become particularly pressing towards the close of the financial year. The post-enumeration check is by no means a small operation. To be useful and successful, it needs a good deal of attention from the Subdivisional Officers and Charge Superintendents. This cannot reasonably be expected from them towards the closing of the financial year. I should, therefore, think that the most suitable time of carrying out the post-enumeration check would be towards the middle of April.

Appendix XVI contains a statement showing districtwise the results of post-enumeration check. The following table summarises the position for the State as a whole, separately for rural and urban areas—

	Rural			Urban		
	Males	Females	Total	Males	Females	Total
1	2	3	4	5	6	7
1. Persons consused in sampled blocks ..	111,917	113,674	225,591	52,398	41,853	94,251
2. Persons consused in sampled houses ..	11,367	11,562	22,929	2,156	1,664	3,820
3. Persons found as having been—						
(*a*) missed—						
(*i*) below 15 years	32	29	61	15	17	32
(*ii*) above 15 years	10	29	39	18	19	37
(*b*) over-counted ..	9	10	19	4	4	8
(*c*) onumeration not known —						
(*i*) below 15 years	20	17	37	Nil	Nil	Nil
(*ii*) above 15 years	4	16	20	8	..	8

It will be seen that in rural areas, nearly 10 per cent of the persons censused in sampled blocks were covered by the post-enumeration check. Out of them, 100 persons were found as having been missed and of 57, the exact position regarding enumeration could not be known. 19 persons were over-counted. Thus, assuming that all persons in the category 'enumeration not known' were missed at the census, it would appear that there was an under-enumeration of 138 persons in a total population of 22,929. The percentage ot under-enumeration, therefore, comes to 0.061 for rural areas.

In urban areas, roughly 4 per cent of the population was covered. Among them, 69 were found as having been missed and about 8, the position was uncertain. Another 8 had been over-counted. The net effect was under-enumeration to the extent of 69. This gives the percentage of under-enumeration in urban areas as 0.073. These results compare very favourably with

the 1951 results when the extent of under-enumeration was determined to be of the order "of slightly over 1 per cent in all". This is very gratifying indeed. There is no doubt that with the expansion of administrative agencies at various levels, the present Census had the advantage of a more satisfactory and perfect set-up for enumeration than at any previous census.

47. (*a*) *District and Subdivisional Census establishments*—At the first conference of the Superintendents of Census Operations in September, 1959 itself, the Registrar General agreed to sanction a small establishment at the district and subdivisional levels out of the census budget. This decision was of immense help. In previous censuses also, some ministerial staff used to be sanctioned, but no uniform practice was adopted. With large-scale increase in work in almost all sections of the collectorate and subdivisional offices, it would have been impossible to get the census work managed by the normal contingent of their staff.

The posts of one U. D. clerk, one L. D. clerk and one peon were sanctioned for each District Census Office, and that of one U. D. clerk only for each Subdivisional Census Office. This staff was found to be quite adequate for the purpose, and though requests for some increase were received from few places, I saw no real justification for the same. On the strength of the Registrar General's decision, I moved the State Government to create the posts and sanction expenditure from the State budget, vide Appendix XVII (Revenue Department's letter no. B/C-36/59/9274-R, dated the 28th December 1959). A great advantage of this procedure was that the S. C. O.'s office was absolved of much of accounting work. The expenditure was re-imbursed to the State Government at the end of the year by means of book adjustment. Another advantage of this system was that experienced and selected assistants of the collectorate and subdivisional offices were appointed in the census offices. This point was in fact emphasised even in paragraph 4 of the State Government order. The appointment of such staff helped greatly in organising census work from the very beginning on sound lines without difficulty.

It would be relevant to make a mention here of the demand made by some Charge Superintendents for sanctioning ministerial staff for their offices. The argument was that the real impact of all census work was ultimately at their level. While it is true that the brunt of actual field operations had to be borne by the Charge Superintendents, there was not much clerical work to be done at their level. If the instructions had been properly followed, much of the preliminary work, e.g., preparation of Census *Mauza* Registers, Charge Registers, etc., should have been done by the census clerk in subdivisional offices. In fact, the preparation of these registers at Charge Superintendent's level must not be permitted for reasons already indicated. I did not, therefore, accept the aforesaid proposal, which was difficult to entertain also on the ground of the large number involved. More than 700 posts of assistants would have been required in that case.

(*b*) *Staff for cities, corporation and special charges* — In urban areas, the post of one U. D. clerk was sanctioned for cities with a population of one to two lakhs. In addition to this, one L. D. clerk could be appointed for every additional one lakh population. This staffing pattern also proved adequate and there was no difficulty. In Patna urban area, the Chief Executive Officer of the Municipal Corporation suggested a special arrangement according to which one U. D. assistant was appointed in their central office and one L. D. assistant in each of the two outlying offices.

48. *Honorarium to enumeration staff*—Divergent views have been expressed about the necessity of making payment to the enumeration staff in return of their labour which, by all standards, is quite arduous and prolonged. In this connection, it will be interesting to recall the following sentences from the Administrative Report of 1941 Census of Bihar by Mr. W. G. Archer—

"This absence of sabotage should not, however, be allowed to disguise the dull resentment which census work everywhere provoked nor to obscure the real grievances of enumerators as a class. These grievances were as follows. It was complained, firstly that in being compelled to undertake enumeration work, they were virtually being made to do 'forced labour', a method which is

both illegal and obsolete; secondly, that the processes of houselisting, training, enumeration and checking represented breaks in their ordinary work and involved an arduous expenditure of time and energy ; thirdly, that although much time and labour had to be put into the work, they received no pay and no concessions; and fourthly, that besides having to give their time and labour free, they had also to provide rough paper, pencils, pen and ink and also the tar or ochre with which house-numbering is done. A brief certificate at the end of the census, it was felt, was an insufficient reward for all this work and did nothing to remove the feeling that the census was a tax and an irritation, an imposed and unpopular duty. These grievances did not wreck the 1941 census but they were always unpleasantly near the surface and unless action is taken to remove them there is every risk that the dull resentment of 1940 may change to general defiance in 1950."

On the other hand, Shri R. Prasad, my predecessor, had the following to say of his experience in 1951—

"Grave doubts were expressed in the early stages of the 1951 census by several Districts and Subdivisional Officers about the feasibility of conducting the census operations through a wholly unpaid agency It was, however, clear that if paid staff was to be employed for enumeration work, the cost would go up enormously. It was also considered that the old principle that the census work is a public duty imposed in the interest of the community, had much to recommend it and it would be not only unwise but also retrograde to go back upon it and to have paid enumerators. There was also no reason to think that public response to the call of national duty would be less in 1951 than during previous censuses. To avoid a possible break-down of the system, however, it was provided that where necessary, District and Subdivisional Officers might make small payments to enumerators to cover the cost of stationery, etc., or by way of honorarium for the writing up of National Registers. Our fears proved to be largely exaggerated. On the whole there was no serious difficulty in securing a sufficient number of honorary supervisors and enumerators. Much depended on the Subdivisional Officer's capacity for leadership and initiative."

The pros and cons of this matter were again considered at great length this time, and it was ultimately decided on an all-India basis that, though the tradition of honorary work should be continued, a small payment of honorarium to enumerators and supervisors in order to cover a part of their pocket expenses on items such as cost of house-numbering materials and stationery for practice and on journeys to attend training classes, would be not only justified but also desirable to ensure the right quality of work. The following scale of payment was accordingly sanctioned—

(*i*) Honorarium for house-numbering and houselisting including cost of house-numbering material and carriage, cost of paint, pot, brushes and stencils (if used).	Rs. 5 per block
(*ii*) Enumeration charges to each enumerator for enumerating an average of 700 persons in each block on the basis of an average population of 750 persons or 150 households for a rural block and 600 persons or 120 households in an urban block. This charge included the enumerator's expenses for attending a minimum of six training classes and for equipping himself with stationery, ink, pen, etc.	Rs. 15 per block
(*iii*) Charges for supervision of enumeration.	Rs. 4 per block
Total of enumeration charges for each block of an average of 700 persons.	Rs. 24

The amount of honorarium was paid in three instalments. Initially, an advance of Rs. 2 was given to every enumerator at the time of houselisting and house-numbering to enable him to

purchase paints, brush, etc. After the completion of houselisting and house-numbering, and before the actual enumeration, final payment was made to enumerators on account of houselisting and house-numbering. The third instalment was for actual enumeration and formed the main bulk of the payment. Orders sanctioning this payment were issued towards the end of 1961, as detailed calculations were got made in the Tabulation Offices on the basis of actual number of slips filled in, which were subjected to further check in the S. C. O.'s office. For fuller details, a reference may be made to file no. EN-7/59 on the subject.

The adoption of the aforesaid procedure did cause some delay in the payment of the last instalment of honorarium to enumerators and supervisors. But it provided a great safeguard against any possible over-payment. The calculations were also subjected to a number of checks. We also introduced certain principles in the method of calculation to simplify accounting, which resulted in economy of more than Rs. 3 lakhs, although it did not cause hardship to any individual enumerator or supervisor. The delay of a few months in making payment of honorarium was, therefore, more than justified.

As in the case of expenditure on District and Subdivisional census staff, payments on account of honorarium to enumeration staff were also routed through the State budget. Initially, this procedure had to be adopted because the State Government were supposed to share 50 per cent of the expenditure. Subsequently, however, the Government of India agreed to meet the entire expenditure on this account. Even so, the procedure was not altered. One of its great advantages was that the census accounts were saved a good deal of botheration and complication. All that we were required to do was mere book transfer on the basis of actual figures of expenditure incurred by the State Government as entered in Accountant General's books of account. The adoption of any other system would have entailed considerable difficulty and complication.

Apart from the payment of honorarium to enumerators and supervisors, the three Assessment Officers of the Patna Municipal Corporation were also given a small consolidated honorarium of Rs. 100 each mainly in order to defray the expenses incurred by them over conveyance charges. The District Statistical Officers, who worked as Additional District Census Officers for augmenting the efforts of other officers in the intensive training programme of enumerators and supervisors, also received a consolidated honorarium of Rs. 100 each. Some of the Charge Superintendents and Subdivisional Officers made a grievance of the fact that though they had also worked quite hard in census, no monetary inducement had been given to them. This matter had been considered and discussed at length in the first Conference of Superintendents of Census Operations. It was not considered advisable to make such payment on the ground that the principle of honorary census work continued to hold good notwithstanding the payment of a small amount of honorarium to enumerators and supervisors which was only with a view to compensating them for their out-of-pocket expenses. The case for grant of special pay to District Census Officers was agreed to only as a very special case, and it could not possibly be extended to Charge Superintendents and Subdivisional Officers. While the grant of special pay or honorarium to Subdivisional Officers or Charge Superintendents cannot be questioned on grounds of actual efforts put in, it has to be realised that the acceptance of this principle will not only make a heavy dent on the already strained census budget but also expose all such operations to a rather unhealthy precedent. For any special work done, some sort of monetary inducement will become necessary. After all, census work is a part of the normal duties required to be done by the administration. There seems to be no reason why any extra payment should be considered necessary for carrying out this duty.

49. *Recognition of services of enumeration staff*— As in previous censuses, the practice of awarding census medals in recognition of census work "distinguished by outstanding zeal and quality" was continued at this Census. The medals were in silver and bronze. At a fairly early stage, a distribution chart was worked out and circulated, ear-marking a specified number of medals of both kinds for census workers of different categories. Special care was taken to allot a fair percentage of the medals to enumerators and supervisors.

In addition to the award of medals, the Chief Secretary was good enough to issue a circular (Appendix XVIII) to all Departments of Government communicating the decision of the State Government that an entry regarding the award of silver or bronze census medal would be made in the permanent character roll of every Government servant who received such medal. This circular was of very great help and enhanced considerably the value of census medals.

In addition to the aforesaid two steps, the State Government were also pleased to issue three circulars applicable respectively to (*i*) District Officers, (*ii*) Subdivisional Officers and District Census Officers, and (*iii*) Charge Superintendents emphasising the importance of census work and laying down a procedure for special report to be incorporated in their permanent character roll on the extent of interest taken by them in census work and the manner in which they organised the operation in their area. These three circulars will be found reproduced in the Census Code, Part I.

50. *Special studies*—Along with the census enumeration, special studies were conducted on two subjects. The first one related to a survey of technical and scientific personnel taken up at the instance of the All-India Council of Technical and Scientific Personnel. What constituted a technically or scientifically qualified person was laid down in circular no. 38, dated the 6th January, 1961. Even a graduate with Mathematics as one of his subjects was treated as belonging to the category of scientific personnel. The enumerator was required to leave a card for every person possessing technical or scientific qualification in the household at the time of enumeration with the request to fill in the card. The enumerator was supposed to collect the filled in card during the revisional round. A discretion was, however, given to the person concerned to send the card by post (no stamp was required), if he wished to do so. This discretion proved to be the undoing. Most enumerators did not care to collect the cards during their revisional round with the result that the total number of cards received back was much less than the number issued. Those cards which might have been sent directly to the R. G. could not be deciphered for want of location code of the State. The cards and instructions for this survey were also received rather late. This might have resulted in adequate emphasis not being placed on this work in the training classes. Though the results of this survey have not yet come out, I have a feeling that there was considerable under-enumeration in it.

The second enquiry was of my own volition and related to sericulture industry in Bihar. It was confined only to Chotanagpur Division, Santal Parganas and certain other selected areas. The results, when tabulated, will give some useful information regarding the state of sericulture industry in Bihar. There is at present great dearth of reliable data in this field. For details, a reference may be made to letter no. RS-30/60-59, dated the 6th January 1961 (File no. RS-30/60).

51. *Despatch of enumeration pads and other census records to the tabulation office*—This work is also fairly complicated and requires close attention of the S.C.O. Though some instructions on the subject were contained in the Census Code, Part II, I preferred to issue further detailed instructions in my Circular no. 41, dated the 12th February, 1961 (File no. TN-22/61) which were found to be extremely useful and opportune. Unlike previous censuses when pads were received in gunny bags, I decided this time to get them in wooden boxes made of cheap wood. This did not cost me very much more than gunny bags. The Subdivisional Officers could be depended upon to obtain wooden boxes cheaply from the local treasury or other offices. I had fixed a ceiling cost of Rs. 6 for every 15,000 population, which included also the transport cost and other incidental charges. Most Subdivisional Officers managed within this amount, and only in few cases, small amounts had to be given in excess of the sanctioned amount. Wooden boxes had two great advantages—(*i*) the pads and other papers were received in tabulation offices neatly arranged and preserved without any mutilation whatsoever; (*ii*) the boxes could be used subsequently in the tabulation office for keeping records, thus saving a good deal of expenditure over racks, almirahs, etc. All the eight tabulation offices were started in time to receive these records after thorough checking with the challans. The arrangements

worked exceedingly well, and we had no difficulty whatsoever.

52. *Cost of enumeration*—A statement showing the budget estimates and figures of actual expenditure for the years 1959-60, 1960-61 and 1961-62 is given in Miscellaneous Schedule 11. The total expenditure on enumeration came to Rs. 14.29 lakhs. The payment of honorarium to enumeration staff alone accounted for an expenditure of Rs. 11,43,600. A total sum of Rs. 2,39,542 was spent over the District and Subdivisional Census establishments. Both these were new items introduced in the census budget for the first time in this Census and were based on all-India pattern. It will not, therefore, be fair to compare the 1961 figures of expenditure with those of earlier censuses keeping these two items in tact. If they are excluded, the amount is reduced to Rs. 45,951 which compares favourably with the figures of Rs. 37,865 in 1951 and Rs. 22,978 in 1941. A certain increase in expenditure owing to rising prices and wages is inevitable.

Up to enumeration, the expenditure on Superintendence came to Rs. 1,46,873. The corresponding figures for 1951 and 1941 censuses were Rs. 45,273 and Rs. 44,807 respectively. Here again, the expenditure was higher because of extra provision of staff in S. C. O.'s office, appointment of a Dy. S. C. O. (Headquarters) in A. D. M.'s scale of pay and more intensive touring.

Lest these figures create an impression that the 1961 Census in Bihar was an expensive affair, I am giving a statement (Miscellaneous Schedule 14) showing the figures of actual expenditure in different States of India during 1959-60 and 1960-61, revised estimates for 1961-62 and budget estimates for 1962-63. The last column indicates the per capita expenditure. It will be seen that the expenditure in Bihar is not only the least in India, but as much as 50 per cent lower than the average cost for the country as a whole. Several States with considerably less population or area have spent far more than Bihar. We can take reasonable pride in having achieved this distinction. Of course, it was made possible by exercising utmost economy at every stage and, above all, by the all-round co-operation and assistance received from different departments of the State Government and the District Officers.

APPENDIX I

Copy of letter no. CS-1/59—2825, dated the 13th April 1959, from Shri S. M. Naqavi, I.A.S., Deputy Secretary to the Government of Bihar, Revenue Department, to all District Officers, regarding the appointment of the Superintendent of Census Operations, Bihar, for the 1961 Census.

I am directed to say that Shri S. D. Prasad, I.A.S., has been appointed Superintendent of Census Operations, Bihar, for the Census of 1961. All correspondence about the Census should hereafter be addressed to him, and instruction and circulars issued by him regarding the organisation and conduct of Census Operations and allied matters should be given prompt and careful attention.

2. The office of the Superintendent of Census Operations is, at present, located in the Secretariat buildings, Patna. Information relating to the permanent location of his office will issue in due course.

APPENDIX II

Copy of D. O. letter no. 132, dated the 15th June 1959, from Shri S. J. Majumdar, I. C. S., Chief Secretary to the Government of Bihar, to all District Officers, emphasising the importance of census work.

I am desired to say that the next Census, tenth in the series, is due in 1961. Experts acknowledge that the Indian census reports are of 'world standard'. This has been possible because outstanding men had been placed in charge of these operations, an efficient organisation was set up, tremendous efforts were made and every one did his duty.

2. Until recently, the census reports tended to be looked upon as a preserve of the specialist. The administrator tended to put aside in his office shelf what was regarded as anthropological or ethnological reports. These reports were regarded with respect rather than valued for their practical use.

3. The planning of our economy has changed this. A mass of data, safely buried away in a series of impressive volumes, has turned into matters of practical importance. Now, even a village plan has to take into account the information given in the Census Report. Planners, legislators, administrators, sociologists, general readers, newspaper men and others have become interested in what the census reports contain. The demand for this source material concerning our nation will increase as our economy and social consciousness grow.

4. The next census operations, therefore, will have to be undertaken with even greater care. Our results must be more perfect. This will depend on the setting up of a proper organisation, continuous hard work, maintaining the time-schedule, and collecting accurate data. The quality of supervision must be of a high order.

5. With this end in view, Shri Shivaraj Deva Prasad, I.A.S., has been appointed the Superintendent of Census Operations in Bihar. He will issue detailed instructions from time to time. Your personal co-operation and the co-operation of your subordinates, officers and men are essential for the success of next Census. Government desire that the instructions issued by the Superintendent of Census Operations should receive the same care and attention from all concerned as a letter issued by Government. Kindly ensure that this is done. You should take serious notice of any slackness in this regard, take departmental action, without any hesitation, against any person seriously at fault.

APPENDIX III

Copy of letter no. ET-2/59-3CS—Estt., dated the 4th April 1959, from the Superintendent of Census Operations, Bihar, to all Departments of Government, all Heads of Departments, all Commissioners of Divisions and all District Officers, regarding nomination of suitable hands for census office.

The following nucleus ministerial staff has been sanctioned for the office of the Superintendent of Census Operations, Bihar.

Name of post	Scale of pay	Number of posts
1. Head Assistant	Rs. 250—10—400 ..	1
2. Accountant-Cashier	Rs. 80—5—120—E.B.—8—200—10'2—220 (with suitable special pay for handling cash)	1
3. Stenographer	Rs. 80—5—120—E.B.—8—200—10'2—220	1
4. Clerks ..	Rs. 60—3—81—E.B.—4—125—5—130	4

The posts are temporary but likely to continue till the completion of census operations, which may take about 5 years.

2. It is proposed to fill these posts by obtaining the services on deputation of suitable employees of the State Government with adequate experience and integrity. The persons deputed must be prepared for very hard and sustained work. A note indicating the qualifications and experience, as well as the emoluments admissible on appointment to these posts, is enclosed.

3. The following terms and conditions have been laid down by the Government of India to regulate the pay and allowances of State Government employees on deputation to the Union Government :—

I. (*a*) Scale of pay in the parent grade ;
(*b*) Deputation special pay at 20 per cent of grade pay subject to a maximum of Rs. 300 per month.
(*c*) Special pay, if any, attached to the grade pay (if it is certified by the State Government that it would have been admissible but for deputation) which is treated as personal pay not to be absorbed in future increments ;
(*d*) Dearness allowance at the State Government rates ; and
(*e*) Local compensatory allowance like compensatory (City) and House rent allowance at Central Government rates ;

OR

II. The prescribed scales of pay and all allowances, including dearness allowance at Central Government rates.

4. It is requested that the names of candidates considered suitable for deputation, at least two for each post, with their service books and confidential character rolls may kindly be sent in a sealed cover to the undersigned in the Revenue Department, Government of Bihar by the 20th April 1959 at the latest. If no nomination is received by that date, it will be presumed that the Department have no nomination to make. Since the employees on deputation stand to gain financially, it is hoped that the departments will kindly suggest only the names of their selected assistants.

5. The candidates selected for appointment will be required to be relieved at once to join their posts in this office.

6. Receipt of this letter may kindly be acknowledged.

NOTE SHOWING QUALIFICATIONS, EXPERIENCE ETC., FOR VARIOUS POSTS IN CENSUS OFFICE

A. Qualifications and Experience

1. *For Head Assistant*—Must be fairly senior, energetic, and hardworking ; and hold a class II or Class I U. D. post ; if holding a class III U. D. post, he must possess at least five years'

experience as such. Should have sufficient experience in correspondence and establishment matters.

2. *For Accountant-Cashier*—Must be matriculate and possess adequate experience in budget, accounts and cash work ; B. Coms. and/or persons who have passed the Divisional Accounts Examination will be preferred ; Experience in Government of India accounts, procedure and rules desirable.

3. *For Stenographer*—Must be a matriculate. Minimum speed in English typewriting 40 words per minute and in English shorthand 100 words per minute. Those who have passed the Secretariat Examination and are already working as class II Stenographers will be preferred.

4. *For Clerks*—Must be matriculate. L. D. Assistants, having at least two years' experience, who are hardworking and efficient may be recommended. Knowledge of typewriting (30 words per minute) desirable.

N.B.—For all the above posts, previous experience in Census Office will be considered an additional qualification.

B. Scale of Dearness Allowance admissible to Government of India employees

(*i*) Those drawing pay not exceeding Rs. 50:—Rs. 45 (including Rs. 5 as interim relief).

(*ii*) Those whose pay exceeds Rs. 50, but does not exceed Rs. 100:—Rs. 55 (including interim relief).

(*iii*) Those whose pay exceeds Rs. 100, but not Rs. 150:—Rs. 60 (including interim relief).

(*iv*) Those whose pay exceeds Rs. 150, but not Rs. 200:—Rs. 65 (including interim relief).

(*v*) Those whose pay exceeds Rs. 200, but not Rs. 300:—Rs. 70 (including interim relief).

(*vi*) Those whose pay exceeds Rs. 300, but not Rs. 500:—Rs. 70 (including interim relief).

C. Local Compensatory Allowances

Like Compensatory (City) and House Rent Allowance as admissible under Central Government rates.

APPENDIX IV

REPORT ON PRETESTING OF THE SECOND DRAFT OF THE HOUSELIST AND ENUMERATION SCHEDULE IN BIHAR

Introduction

The pretesting of the second draft of the houselist form and the enumeration schedule and the instructions to enumerators was taken up in Bihar, as desired by the Registrar General of India in his D.-O. no. 6/7/59—RG., dated the 6th June 1959.

Selection of Area

2. The Registrar General had indicated in his letter that the operations should be spread over a period of 45 days between the middle of July and the end of August and that the programme should be so arranged that I should be present in as many localities as possible. In view of these two limitations, it was found necessary to restrict the number of localities where the pretesting could be undertaken.

3. Bihar has three natural divisions, viz., North Bihar, South Bihar and Chotanagpur. These are comprised in four administrative divisions or Commissionerships, viz., Patna, Tirhut, Bhagalpur and Chotanagpur. The main industrial areas of the State are concentrated near Jamshedpur and Dhanbad. The following five districts were, therefore, selected in consultation with the State Government so as to give a fair cross-section of the entire State, including its industrial belt :—

Natural Division	Administrative Division	Selected districts
North Bihar Plain	Tirhut	.. Muzaffarpur
South Bihar Plain	Patna	.. Patna
South Bihar Plain	Bhagalpur	.. Monghyr
Chotanagpur Plateau	Chotanagpur	Hazaribagh
Chotanagpur Plateau	Chotanagpur	.. Dhanbad

4. Within each district, one urban locality and one rural locality were selected. Here also, an attempt was made to select the places so as to give the widest variety. How far this was successful can be judged from the analysis made in Annexure A.

Programme

5. A detailed programme was chalked out in my D.-O. no. EN-5/59—129, dated the 12th June 1959 to the District Officers concerned. A copy of the programme is given in Annexure II. I am glad to record that this programme proved to be adequate and the entire operation was completed without necessitating any alteration in it.

6. Broadly speaking, the operations in any particular locality extended over a period of 12 to 13 days. The first three days were devoted to a preliminary study of the houselist, enumeration schedule and instructions to enumerators. The next two days were spent on houselisting and house-numbering which was followed by two days of intensive training of the staff. 5 to 6 days were provided for house to house enumeration. In actual practice, however, it was found that house-listing and house-numbering took more time than provided for. The system of house-numbering also appeared to be rather too complicated for an average enumerator to understand easily. Special efforts had to be made to acquaint them with the system, and, even so, renumbering had to be ordered in some cases. The work of actual enumeration was comparatively easy, except in regard to occupational entries. An intelligent enumerator did not take more than 3 to 4 days to complete the enumeration of 50 households in urban area or 75 households in rural area.

Agency

7. In all, 91 enumerators were employed during this operation. Details regarding names, qualifications and designation of the enumerators are given in column 7 of Appendix I.

8. An idea of the composition of enumerators can be had from the following—

(*i*) School teachers	..	66
(*ii*) V. L. Ws. ..	..	5
(*iii*) Gram Sewaks	..	13
(*iv*) Karmacharis ..	..	5
(*v*) Others ..	..	2
TOTAL ..	..	91

9. Their distribution, according to educationa qualifications, is given below—

(*i*) Upper passed ..	..	1
(*ii*) Middle passed	..	42
(*iii*) Read upto Matric	..	7
(*iv*) Matriculate ..	..	31
(*v*) I.A./I.Sc. passed	..	3
(*vi*) Graduate and above	..	2
(*vii*) Not reported ..	..	5
TOTAL	..	91

10. During enumeration, I made it a point to observe personally the work of as many enumerators as possible, and mark them according to their merit under three grades A, B and C. Each grade was further subdivided into three classes A-1, A-2, A-3 and so on. The marking was done mainly on the quality of enumeration, and not the speed. The grade obtained by each enumerator is indicated within brackets after his name and qualifications written under column 7 of Appendix I. 19 enumerators could not be graded. Out of the remaining 72, 13 got A, 35 B and 24 C grades.

11. The distribution of graded enumerators, according to their educational qualifications, was found to be as follows—

Educational qualification	Grade obtained			Total
	A	B	C	
1	2	3	4	5
B.A. ..	2	..	..	2
I.A./I.Sc. ..	3	2	..	5
Matriculate ..	6	12	5	23
Middle passed	2	21	19	42
TOTAL..	13	35	24	72

12. The above table only confirms the obvious that is, efficiency improves with educational attainment. The percentage of C grade workers among middle passed enumerators was much higher than among the matriculates. A strange feature, however, is the large number of C-graders among those who had read upto Matriculation.

13. A similar analysis, according to the designation of enumerators, was also made and the results are given below—

Designation	Grade obtained			Total
	A	B	C	
1	2	3	4	5
Teachers ..	4	28	18	50
V. L. Ws. ..	2	2	..	4
Gram Sewaks	4	3	5	12
Karmacharis	3	..	1	4
Others ..	..	2	..	2
TOTAL	13	35	24	72

It can be said from the above that 64 per cent of teachers, 75 per cent of Karmacharis, 56 per cent of Gram Sewaks and all V. L. Ws. were up to the mark.

Supervision

14. In each district where pretesting was done, a Deputy Collector was selected in consultation with the District Officer to look after this work. About 500 households were to be pretested in the urban area, and 600, in the rural area of each District selected. The Deputy Collector was placed in direct charge of the urban area and designated as Charge Superintendent. In the rural area, the Block Development Officer or the Circle Officer similarly functioned as the Charge Superintendent.

15. Each charge was divided into two circles. Sub-inspectors of Schools, Gram Panchayat Supervisors, Revenue Inspectors, Social Education Organisers and such other non-gazetted staff were employed as supervisors and placed in charge of one circle each. Two Statistical Assistants from the Census Office were also deputed, one in the rural area and the other in the urban area, to supplement the supervision exercised by local officers.

16. Details regarding the names of supervisors, designation and qualifications are given in column 11 of Appendix I*.

17. It must be mentioned that there was very close supervision at every stage of the operation. I am doubtful whether it will be possible to provide supervision on the same scale and of the same quality at all or most of the places when actual operations are taken up for the 1961 census.

Area distribution

18. In urban area, a circle consisted of 5 blocks each having 50 households. In rural area, a circle had only 4 blocks, each having 75 households. One enumerator was appointed for each block. One or two enumerators were also trained for each circle in excess of the required number to provide a reserve from which persons could be drawn in case an enumerator fell ill or became absent for unavoidable reasons. This arrangement ensured completion of the operation according to the programme.

Training

19. The gazetted officers (Deputy Collectors, Block Development Officers and Circle Officers) were given intensive training by me at Patna for 3 days from the 9th July to the 11th July 1959. At the end of the training, some domestic practice was also given to them, and it seemed that they had grasped the essentials of the work.

20. These officers, in their turn, gave training to supervisors and enumerators. The two Statistical Assistants also assisted them in this work. At Patna, where pretesting was taken up first of all, I gave training to the enumerators and supervisors personally so that others could get an idea of how it was to be done.

* Not reproduced.

21. The quality and intensity of training varied greatly from place to place, depending mainly upon the enthusiasm and calibre of the officer concerned. It seemed to me that in some cases, there was a disinclination towards taking the training seriously. This led to considerable difficulty and delay at the time of enumeration. Of course, at most places, the officers took very great pains to give intensive training to their staff ; and, in fact, greater number of days were spent on training than visualised in my programme. Nevertheless, it cannot be said that the training was perfect at all places. There is need to emphasise this part of the work fully.

22. I also observed that while theoretical lessons were being given, the trainees did not realise the full significance of various points involved. It was only when they went to the field and started doing the work that they realised their difficulties. It was, therefore, laid down that adequate practice must be an essential part of the training, and no one should be sent to do enumeration until he had satisfied the Charge Superintendent on this point. Imparting of practical training by trial enumeration for one or two days should be an essential part of the training programme. The period of training for every enumerator must also be 7 to 10 days.

Forms and instructions

23. All the forms and instructions used in the second pretest in Bihar were in Hindi. The translation was done by me personally, and I tried my best to make the language as simple and direct as possible. My impression is that the enumerators were able to follow the instructions without any difficulty so far as the language was concerned. Later, I realised, however, that better results could have been achieved if a free translation had been attempted instead of trying to follow the English version too closely, particularly in the matter of construction of sentences.

24. I found it necessary to issue some supplementary instructions also in order to ensure proper entries being made in regard to the time taken in filling up each schedule, effective supervision and such other matters. A copy of these circulars has already been sent to the Registrar General with my D.-O. no. EN-5/59—192, dated the 30th July 1959.

Analysis of the results

25. A detailed analysis of the results of pretesting in regard to the points mentioned in the Registrar General's D.-O. no. 6/21/58—RG., dated the 19th February 1959 is given below—

(1) *Format of the Houselist Form and the Enumeration Schedule*

(*a*) The present size of the enumeration schedule form is rather unwieldy. It seems advisable to split it up into two parts—one for the household schedule and another for individual slips. This would also save considerable wastage of individual slips, which is perhaps unavoidable under the present circumstances. The feasibility of having individual slips in pads, as at the last census, and household schedule in sparate book form (each to contain 50) may perhaps be considered. The enumerator may be asked to fill in the individual slips first, and then the household schedule in respect of each household. Special emphasis may be laid on this in the instructions for enumerators and supervisors so that for each household, both the schedule and the slips are filled in and there are no inconsistencies between the two.

(*b*) Only 1,514 households out of 5,497 pretested consisted of more than six members. The difficulty on account of there being only 6 slips in the schedule was thus confined to 27.5 per cent cases.

(*c*) There was a tendency among some enumerators to leave the crossing out of unused slips to be done at the end of the day. Some others were not quite convinced about its significance, though they did it on account of very close supervision which was possible during pretesting. A common omission was to leave the serial numbers of individual slips unchanged where more than one form had been used in a household. In some cases, it was found that relevant entries relating to the household were unnecessarily repeated on all pages in respect of the same household. These defects could, however, be remedied by intensive training and close supervision.

(2) *Houselist form*

(*a*)(*i*) Columns 2, 3 and 12 caused some confusion. Except in some new townships, e.g. Sindri, nowhere in Bihar do we have any municipal or local building number. At one place, the Charge Superintendent took some initiative and made the local municipality write holding numbers on all houses within the selected locality. But it was found that this was of no significant help to any one. On the other hand, it caused some confusion to several enumerators. The desirability of retaining this column may perhaps be considered.

(*ii*) The instructions on houselisting do not make it quite clear as to whether in column 12 only the sub-number for the household will be entered, or the entire series including the number for the building and sub-number for the census house.

(*iii*) The main heading of columns 6 to 9 indicates that entries in these columns are to be made only in case of workshop or factory. But in the instructions on houselisting (column 6), reference has been made to shops also. If it is intended to cover shops as well, some modification of the main heading is indicated.

(*iv*) For the purposes of column 11, it appears that roof refers to the top covering of a building, and ceiling to the inner covering. This distinction deserves to be made quite clear in the instructions. Unfortunately, this point could not be brought out clearly in the Hindi translation for the pretest.

(*v*) If a census house is used as a sitting place, cattle-shed, etc., the use to which it is put is to be mentioned under column 13. Would it not be better to write it under column 5 ?

(*b*) No modifications or changes appear to be necessary except those suggested above.

(3) *Sequence of Enumeration Schedule*

(*a*) and (*b*) No serious difficulty was experienced on account of the fact that the household schedule had to be filled up first, and then the individual slips. But, in my opinion, it would be easier and more convenient to fill up the individual slips first, and then the household schedule.

(*c*) No.

(4) *Household Schedule*

(*a*) (*i*) At the end of the column for location code is written house no. It would be more appropriate to replace it by "household no.".

(*ii*) The first item relating to the name of head of household did not present any difficulty. There are, however, some households in which the real head normally resides at the place of his work, and comes home only during the week-end or holidays. Members of the household wanted, in such cases, to get the name of the real head recorded under this column. According to the present instructions, this could not be done. So the wife of the head of household or his brother or uncle or some other elder member resident at the place of enumeration was recorded as the head of the household. In such cases, entries in the individual slips or household schedule did not give a clear idea of the mode of sustenance or source of income of the household. It may be considered if some modification of the existing instructions is indicated.

(*iii*) The next item relates to non-Indian nationals, if any, and their nationality. In its present form, and coming as it does immediately after the name of head of household, it is likely to create some confusion. The same observation applies to the next question, "how long has household been residing here". Perhaps, it is not at all necessary to ask this question. The duration of residence of each member of the household is recorded under question 4(*c*) of individual slips, and answer to this question can be easily collected later on by the enumerator or in the Tabulation Office.

To my mind, the following order and wording of these questions would be more appropriate :—

Name of head of household.....

How long has this household been residing here ? (in years).....

Are there any non-Indian nationals in this household ? If so, their nationality, and number of .....

Males..... Females.....

(*iv*) It would be better to drop out the last question from the household schedule, and include a question on nationality in the individual slip.

(*v*) Part I of the household schedule deals with cultivation. This section gave much trouble. For one thing, cultivators are reluctant to give accurate information on this subject because the Land Ceiling Bill, Bataidari Bill, and such other land reforms measures are so much in the air. No amount of telling that information collected in the census will not be used for any other purpose carries much conviction. Both in North Bihar and South Bihar regions, *Bataidari* is widely rampant. Few cultivators will, however, admit that they have given their land on *Batai*. Widows or members of scheduled castes (e.g. Chamars, Dusadhs), who have very small holdings, are an exception to this observation. By and large, it is unlikely that we will be able to gather correct answer to the question on land under *Batai* cultivation by others.

In some areas of Chotanagpur Division, e.g. Hazaribagh and Dhanbad, it was also found that the cultivators had no idea of the area of land under their cultivation. The information could, of course, be got from their *Khatians*, but this procedure would take too much time. Besides, all enumerators could not be depended upon to read *Khatians* and other land records properly. The cultivators did indicate how much they produced or how much seeds they required. Only approximate idea of the area of land under cultivation by the household could be had in such cases.

(*vi*) Local measures of land vary widely and frequently. My fear is that it will create serious problems at subsequent stages if enumerators are allowed to enter the area of land in local measures. There is such a thing as standard *bigha*, *katha*, or acre-decimal. It would be desirable to lay down that the area is to be written either in standard *bigha*,-*katha* or in acre-decimal (preferably the latter).

(*vii*) It is a common practice in Bihar that while a part of the family lives in town engaged in some business, service or profession, other members stay in village. Cultivation is done on joint basis. In most cases, the head of the household dwelling in the town or some of its members go to the village home at the time of cultivation and harvesting, and supervise the operations. Generally, there is not much distance between the village home and the town residence. The town dweller, in such cases, will be entitled to get himself recorded as a cultivator. The same land would, however, be entered once for the urban household and again for the rural household. Such duplication will inflate figures relating to the total area of land under cultivation.

(*viii*) The next section (Part IB) deals with household industry or business. While household industry has been defined, a clear picture of what is understood by household business needs to be given. Village traders (*Banias*) carrying on retail or wholesale business in a portion of their house obviously come within this category. The same applies to other petty shop-keepers such as *Halwais* *Pan-biri* sellers, etc.

(*ix*) It seems to me that household industry as defined at present, is rather complicated, and may create some confusion among the enumerators. It should be possible to define it in simple terms capable of being understood and interpreted easily by enumerators.

(*x*) Generally, hired workers are employed in cultivation only at particular periods of time e.g. for transplantation or weeding or harvesting. Different numbers and different persons are engaged from time to time. Mutual help is also not uncommon. Members of one household work in the field of another in return of similar services to be rendered to them by the latter. Perhaps, such transactions will not be treated as on hired worker-basis.

(*b*), (*c*) and (*d*) These points have been covered in the foregoing paragraphs.

(5) *Individual Slips*

There was no difficulty in recording names, except in some cases of women where it was found that there is a taboo even on the husband pronouncing the name of his wife. In such cases, the enumerators were asked to write "wife of so and so".

Relationship to the head of the household did not create any problem. There are single word-equivalents in Hindi for important relationships, and these carry no ambiguity whatsoever. The enumerators were allowed to use these terms.

The question on age elicited most inaccurate answers, particularly in rural areas. Some respondents showed annoyance when asked to indicate their age with precision. They seemed to think that it was none of their business to know what exactly their age was. I also noticed a tendency towards overstating age among those past 50, and understating among those below 40. No calendar of important events was prepared for the pretest, but the enumerators were instructed to recall certain important events such as the two World Wars, Earthquake, flood, plague, etc. in this connection. In practice, however, this did not seem to be of much help. What appeared to click better was a reference to certain personal events such as age at marriage or birth of the first child, second child, etc., difference among them as regards age, and such other factors. An assumption that had to be made in such cases was that marriage would have taken place at the age of 15 to 18 years and the first child would have been born at the age of 17—20 years.

Mother-tongue has been defined as "the language of the cradle". This description cannot be applied too strictly. In Bihar, most people speak local dialects, such as Maithili, Magahi, Bhojpuri, etc. at home. In the absence of clear instructions, some enumerators recorded the dialect under mother-tongue, while others recorded Hindi. It should be possible to lay down a uniform procedure for recording answers under this question. For obvious reason, it would be useful and interesting to collect data about the number of persons whose mother-tongue is Maithili or Magahi or Bhojpuri. I am, no doubt, aware of the fact that these dialects are subject to wide local variations. The Magahi of Patna district is not the same as the Magahi of Hazaribagh district. In any case, there should be no objection to discretion being left with the respondent to say which dialect happens to be his mother-tongue. A list of such dialects can also be prepared.

There are also cases in which the mother-tongue of a person is not the same as the language presently spoken by him. This change may have happened due to ties of marriage, change of residence or such other factors. The range of this question should be clearly defined. If the idea is simply to ascertain the language spoken during the childhood of the person, the present definition would hold good. But if the idea is to know how many persons speak which language on the reference date, some modification of the present definition of mother-tongue appears to be necessary.

It is presumed that question 6 (*b*) relates to the ability of a person to speak and understand any other language, and not to read it or write it. This distinction should be made clear in the instructions to enumerators.

Many enumerators had difficulty in recording the class of worker under Question 11 or 12. Some of them failed also to record the nature of work in sufficient detail. Though full efforts were made during training, it seems to me that they could not grasp fully the significance of sub-parts (*a*), (*b*) and (*c*) under Question 11 or of sub-parts (*a*), (*b*), (*c*) and (*d*) under Question 12. There were several instances in which the two were mixed up. The idea of sub-parts being related to the main question, which comes so easily to persons with some education, seemed to go over the head of most enumerators who were not well-qualified. It would be safer to design these questions in a manner so as to avoid any possible confusion.

Classification of a worker into four categories also appeared to be a difficult concept for less-qualified enumerators. I wonder if our purpose cannot be served by asking the enumerators simply to indicate in detail the nature of work done by the person, and whether the respondent was an employer or employee. The concepts of family worker and single-worker are rather uncommon and an average enumerator may not be able to grasp fully the significance of these two terms. It may be possible to divide workers into the prescribed four categories later in the Tabulation Office on the basis of details given in the slip.

(*a*) The captions used in the individual slips were not too long. If anything,

they were rather too short in some cases. As stated above, many enumerators had difficulty in properly appreciating the significance of sub-parts to Questions 11 and 12.

The blank space opposite Question 4(*b*) is inadequate when names of both State and district are to be written.

(*b*) The geometrical designs presented no difficulty. Recording of answers was greatly facilitated by this device.

(*c*) The instructions were extremely helpful and adequate. The only difficulty was that some enumerators, apparently frightened by the size, did not care to read them fully and carefully.

Modification of the following portions is suggested—

(*i*) At page 3 in the paragraph dealing with sub-part 'B' relating to household industry or business, emphasis has been laid on conducting of the household industry or business at home or very near home. Subsequently, this concept has undergone some change. The stress is now primarily on participation by one or more members of the household in the industry or business, and not so much on distance. Corresponding changes may be made.

(*ii*) The instruction in the above-mentioned paragraph enjoining writing of "no household industry or business" across sub-part 'B' in addition to giving cross-marks against each item appears to be unnecessary. Some time can be saved if this instruction is modified.

(*iii*) At page 4, paragraph 13, it should be made clear that only those births which have taken place in the household since the enumerator's last visit and sunrise on the 1st March, 1961 are to be recorded. The same applies to cases of death.

(*iv*) There were several mistakes in following the proper order in which members of a household were to be enumerated. Instructions on this point are given at page 5. These should be strengthened.

(*v*) I came across one case in which the respondent, a married woman, was born at the place of enumeration and was found present there at the time of enumeration, as she had come to her parents for a limited period (six months or so). In actual fact, she was living with her husband in another district, and but for this visit to her parents, a migration to another district would have been noted in her case under Question 4(*c*). The census figures would, in such cases, show a lesser number of migration than has actually taken place. Is any modification of existing instructions necessary ?

(*vi*) Women in villages, particularly among the poorer sections, work as agricultural labourer and or help in their own cultivation, and also look after household work. The latter function will go unrecorded under the present instructions.

(*vii*) In Question 13, it would be simpler if the caption was "male/female", and the enumerator was required only to ring round the word or letter applicable, or score through the word inapplicable.

(*viii*) In the Hindi version of individual slips, I had used the corresponding words for Scheduled Castes and Scheduled Tribes. It was, however, found that the implications of these terms were more easily understood by the words "Harijan" and "Adivasi". I feel, therefore, that it would be more appropriate to use these words in Hindi version of individual slips.

(*ix*) Even among non-workers, there are cases in which a respondent falls

under two or more categories, for example, grown up girls who look after household work and also study. How is entry to be made in such cases ?

(*x*) Some enumerators committed the mistake of enumerating even those members of the family who were residing elsewhere in service or business, and were not found present in the household at the time of enquiry. Instructions in this regard perhaps need more emphasis.

(*xi*) Some tribes or castes are treated as "Scheduled" only in certain districts. Does this imply that in other districts, they will not be treated as Scheduled Tribe or Scheduled Caste even if they hailed originally from the specified district. ?

(*d*) and (*e*) No suggestions.

(*f*) The abbreviations did not present any serious difficulty, except in the case of non-workers where the number of abbreviations is rather large. Abbreviations should continue, but I would suggest that in the following cases they should be printed on the questionnaire itself, and the enumerators should be required to ring round the abbreviation applicable in particular cases:—

(*i*) Marital status (Question 3).

(*ii*) Literacy and Education (Question 7).

(*iii*) Whether working or not working (Question 8*a*).

(*iv*) Activity if not working (Question 8*b*).

(*v*) Class of workers [Questions 11(*b*) and(*c*)].

(*vi*) Sex (Question 13).

(6) *Enumeration*

A reference may be made to the observations under the heading, "Agency", in the foregoing paragraphs. It would appear from the analysis made thereunder that the better educated enumerators were generally found to be more efficient. But, for obvious reasons, it is not possible to get the required number of enumerators from among the more educated ones. We have got to recruit mostly from among primary school teachers, who are generally Middle passed. Though some of them were found to be quite useless, my general impression is that the work can be got done through them. One precaution may, however, be advisable. We should start with a somewhat larger number of enumerators, say 50 per cent in excess of the required number. After a careful estimate of their capability is made during training and trial enumeration, such of them as are not up to the mark should be eliminated. Needless to add, intensive training for every enumerator will be absolutely essential.

In Bihar, there are no Patwaris. Instead, we have Karmacharis who were appointed not long ago after the abolition of Zamindari. It may be possible to secure sufficient number of school teachers to provide the bulk of enumerators. But it is not quite clear why we must insist on recruiting all enumerators from a single source. There are obvious advantages in having a wide field of selection, and choosing the better ones. Recruitment from one source is also likely to upset the normal working of that branch considerably for a long period.

In an average C. D. Block with a population of 66,000, the composition of enumerators may be, generally speaking, of the following pattern—

Village Level Workers	..	10
Gram Sewaks ..	..	20
Karmacharis ..	..	10
School Teachers ..	..	60
TOTAL	..	100

About 80 enumerators will be actually employed, and 20 may be kept in reserve.

In non-C.D. Block areas, Village Level Workers will not be found, and there may be less number of Gram Sewaks. The deficiency will have to be met by taking in more school teachers, or non-officials, if necessary.

Perhaps, it would be worthwhile to lay down that an enumerator should preferably be a Matriculate but in no case lower than Middle passed.

There were cases of difficulty in getting at the heads of household or persons responsible for giving answers to the questions. This difficulty was got over in most cases by

asking the enumerator to adjust his working time according to the office or business hours of majority of his respondents.

Annexure C gives a quantitative analysis of the number of cases in which the enumerators had to visit a second time to get at the householder.

In 703 cases out of 5,497 households, the enumerators had to go more than once. This gives an average of 12.8 such cases per 100 households. A mere glance at column 3 of the Statement would, however, reveal that there are wide variations in the reported figures. Some enumerators have given unbelievably low figures. I have a feeling that this is due to their failure to note all relevant cases in their diaries. The correct average would, in my opinion, be somewhere between 15 and 20 per cent, or may be even higher.

(7) *Time taken for filling up the enumeration schedule*

The relevant data may be seen in *Appendix II. Very wide variations are noticeable here also. For a single-member household, the average time taken differs from 2 minutes to 14 minutes. The following Table connects the number of enumerators and their gradation with average time taken by them—

Average time taken (in minutes)	Number of enumerators with their grades				Total
	A	B	C	Ungraded	
1	2	3	4	5	6
2 ..	2	1	..	..	3
3 ..	4	4	1	1	10
4 ..	2	2	3	3	10
5 ..	3	9	5	8	25
6 ..	..	6	3	2	11
7 ..	1	3	3	..	7
8 ..	..	2	2	..	4
9 ..	..	..	3	1	4
10 ..	..	3	1	1	5
12 ..	..	1	1	..	2
13 ..	..	..	1	..	1
14 ..	..	..	1	..	1
TOTAL	12	31	24	16	83

A great majority of enumerators completed the work within 3 to 6 minutes—5 minutes being the average for the largest number. It is significant to observe that, as stated earlier, though my grading did not take into account the speed of the enumerator, all the 'A' grade workers except one were able to do a single-member household within 5 minutes, and all the 'B' grade workers except 4, within 8 minutes. This shows that an ordinarily intelligent enumerator should be able to fill up the enumeration schedule for a single-member household within 5 to 6 minutes. The worst enumerator may take as long as 14 minutes.

Generally speaking, a rough index would be 3 to 5 minutes for the household schedule, and an average of 1 minute for each individual slip. On this basis, a household of six members would take 9 to 11 minutes, or say 10 minutes on an average.

(8) *Supervisors*

Most of the Supervisors were able to check the work of enumerators adequately. A statement giving the percentage of checks exercised by each enumerator is enclosed (Annexure D).

No difficulty was pointed out by Supervisors in preparing the abstract prescribed for them.

Based on the experience of pretesting, it may be laid down that a Supervisor should preferably be a Government servant, and must be at least a Matriculate. Mukhias, Sarpanches and Presidents of Choukidari Unions may also be used, if necessary. The ratio of Supervisor to enumerators should be 1 : 5. In a C. D. Block, therefore, 20 Supervisors would be required. They may be drawn up from the following—

Junior Statistical Assistant	1	
Co-operative Supervisor	1	
Gram Panchayat Supervisor	½	One for every 2 Blocks
Industrial Extension Supervisor	½	
Co-operative Auditor ..	1	
Special Education Organiser ..	1	
Circle Inspector ..	1	
S.-I. of Schools ..	1	
Agricultural Inspector ..	1	
Compost Development Inspector ..	1	
Welfare Inspector, Sub-Registrar	1	
Headmasters of High Schools or Middle Schools, Mukhias, Sarpanches, etc.	10	
TOTAL ..	20	

*Not reproduced

(9) *Co-operation from the public*

Public co-operation varied from place to place. Generally speaking, rural folks were more co-operative than urban people. In some cases, it was found that the householder became impatient because of the large number of questions. This happened particularly when he had a large household. In many cases, there was a marked reticence among the respondents in giving correct information for fear of its being used against them. Among the less knowledgeable circle in urban areas, these enquiries were almost instantaneously attributed to operations for assessment of municipal holdings or levy of profession tax or checking up of figures for ration cards, etc. There were also sceptics who refused to have anything to do with such enquiries which did not bring relief to them from soaring prices, insanitary conditions and so many failings of Government. To them, these operations appeared to be a mere device of Government to raise false hopes among people.

During the second pretest, only two methods were adopted to counter such misgivings. Firstly, some respectable persons of the locality e.g. Municipal Commissioner, Mukhiya, Sarpanch, etc. were contacted and requested to go round the locality and explain to people the objectives of pretesting operations. Secondly, in some areas, the District Publicity staff was given some talking points and asked to explain to the people, through their publicity van, the correct position.

(10) *General*

(*i*) While enumeration work was going on, Supervising Officers at times experienced considerable difficulty in locating where the enumerator was working. The possibility of introducing a system whereby the enumerator would leave a red flag opposite the house where he would be working or some such system may perhaps be considered.

(*ii*) In Patna, one of the urban localities chosen for pretest contained a number of Government quarters. It was found that in some cases, the occupants had inducted, unauthorisedly of course, tenants in the outhouse or a portion of the main house itself. They were most reluctant to give out the truth, and objected vehemently to sub-numbers being given to their quarters in respect of the portion let out to others, or even to the members of these households being enumerated by the Census staff. There will be cases of wilful suppression of facts of this nature. It is presumed that Census workers are supposed to make necessary local enquiries in such cases and prepare their records according to the correct position, and not as stated by anyone.

Tabulation

As desired by the Registrar General, Sorter's Ticket nos. 1, 2 and 13 were also prepared for the data collected during the second pretest. The figures have been tabulated, and are given in Statements I and II enclosed.* A detailed study of these figures has not been possible so far. It is proposed to do so, if necessary, at a later stage. Some general observations are made below on the basis of a casual study of these statements.

Sex-ratio

Statement I shows that 5,497 households were pretested, of which 2,525 were in urban areas. The number of persons enumerated was 29,126 comprising of 15,607 males and 13,519 females. There is some disproportionate excess of male over female population because of the selection of colliery areas in Hazaribagh district (rural) and industrial areas in Dhanbad district (urban).

The percentage of wastage due to unused slips during the second pretest was 31.81. This almost tallies with the percentage of 31.68 arrived at on the results of the first pretest. A noticeable difference, however, is that in the second pretest, the wastage in urban area is higher than the wastage in rural area. The trend was in the opposite direction at the first pretest. This may be due to the different manner of selection of rural and urban areas

*Not reproduced

during the two pretests, and has perhaps no other significance.

Literacy

Columns 3 and 4 of Statement II give a comparative idea of the figures for 1951 Census and the second pretest. Figures in Column 3 relate to the respective Census tract within which the pretest localities lie. There has been significant improvement in the literacy picture everywhere, except in case of Monghyr. The decline is due to lower percentage for urban area. In Monghyr urban, the pretesting was done at Lakhisarai, which is a Class IV town having a Notified Area Committee. Some areas on the outskirts, which are in no way different from villages nearby are also included within the Notified Area Committee. It so happened that out of the two circles selected for pretesting in this locality, one was almost a village and another a backward *tola* inhabited by labourers and poorer sections of the community. This has been responsible for the distorted picture in case of Monghyr, and nothing more should be read into it.

The upward trend towards literacy is common to both male and female population.

Percentage of workers

Except in case of Hazaribagh and Dhanbad, the results of the second pretest show that there has been a marked decline in the percentage of workers to the total population. The decline is more appreciable due to the significant fall in the percentages for earning dependants (Column 6) and non-working earners (Column 9). This shows either, that there is no comparability between the concepts of earning dependants and non-working earners, or that there was over-enumeration of earning dependants at the last Census. The percentages of workers (Cols. 5 and 8) show only slight fall, which may not be of much significance in view of the comparatively small number of households pretested.

Children

The percentage of children below 14 years is 27.7 on the results of the second pretest, as compared to 38.6 for 1951 Census. This inevitably leads one to suspect that there has been under-enumeration of children below 14 years. But a glance at column 13 of Statement II would show that at no place pretested, the percentage of children was found to be anywhere near 38.6 per cent. It is perhaps unlikely that there would have been a systematic under-enumeration at all places. It is significant to observe that at the first pretest also the percentage was 28.1. The reason for discrepancy in this regard deserves closer investigation.

S. D. PRASAD,

17*th September* 1959. *Superintendent of Census Operations, Bihar.*

ANNEXURE A

Serial no.	Selected locality	Name of district	Distinctive feature
1	2	3	4
URBAN			
1	Patna	Patna	Class I town
2	Muzaffarpur	Muzaffarpur	Class II town
3	Hazaribagh	Hazaribagh	Class III town
4	Jharia	Dhanbad	Class III town (industrial)
5	Sindri	Dhanbad	Class III town (industrial)
6	Lakhisarai	Monghyr	Class IV town (industrial)
RURAL			
7	Manor	Patna	Revenue Circle
8	Mandu	Hazaribagh	Adivasi villages in a C. D. Block
9	Gargali	Hazaribagh	Adivasi villages in a C. D. Block
10	Barughutu	Hazaribagh	Colliery areas in a C. D. Block
11	Hisagarha	Hazaribagh	Colliery areas in a C. D. Block
12	Topchanchi	Dhanbad	Villages in a C. D. Block
13	Khesmi	Dhanbad	Villages in a C. D. Block
14	Pokharaira	Muzaffarpur	Typical villages of North Bihar in a C. D. Block
15	Manikpur	Muzaffarpur	Typical villages of North Bihar in a C. D. Block
16	Basuchak	Muzaffarpur	Typical villages of North Bihar in a C. D. Block
17	Balguddar	Monghyr	Typical villages of Bhagalpur Division in a Revenue Circle
18	Garhi	Monghyr	Typical villages of Bhagalpur Division in a Revenue Circle

ANNEXURE B

PROGRAMME FOR PRETESTING IN BIHAR

District and Locality	Date								Remarks
	Preliminary study		Houselisting		Intensive training		Enumeration		
	From	To	From	To	From	To	From	To	
1	2	3	4	5	6	7	8	9	10
	July	July	July	July	July	July	July	July	
PATNA									
Urban ..	15	17	18	19	20	21	22	26	
Rural ..	20	22	23	24	25	26	27	31	
					Aug.	Aug	Aug.	Aug.	
HAZARIBAGH									
Urban ..	27	29	30	31	1	2	3	7	
			Aug.	Aug.					
Rural ..	29	31	1	2	3	4	5	9	
DHANBAD	Aug.	Aug.							
Urban ..	4	6	7	8	9	10	11	16	
Rural ..	6	8	9	10	11	12	13	18	
MUZAFFARPUR									
Urban ..	13	15	16	17	18	19	20	24	
Rural ..	14	16	17	18	19	20	21	26	
MONGHYR									
Urban ..	20	22	23	24	25	26	27	31	
Rural ..	20	22	23	24	25	26	27	31	

ANNEXURE C

STATEMENT SHOWING THE NUMBER OF CASES IN WHICH THE ENUMERATOR HAD TO VISIT MORE THAN ONCE TO GET AT THE HOUSEHOLDER.

Name of Locality	No. of households	No. of cases in which more than once visit required	Name of Locality	No. of households	No. of cases in which more than once visit required
1	2	3	1	2	3
1 Patna Urban, Ward no. 1	257	20	14 Muzaffarpur Urban, Ward no. 9	250	32
2 Patna Urban, Ward no. 28	253	32	15 Muzaffarpur Urban, Ward no. 4.	252	69
3 Patna Rural, Maner ..	303	15	16 Sindri, Ward no. 1 ..	250	28
4 Patna Rural, Biapur ..	301	23	17 Jharia, Ward no. 11 ..	151	14
5 Hazaribagh Urban, Ward no. 8	250	42	18 Jharia, Ward no. 8 ..	54	5
6 Hazaribagh Urban, Ward no. 10	255	42	19 Jharia, Ward no. 5 ..	50	13
7 Hazaribagh Rural, Barughatu	303	77	20 Dhanbad Rural, Topchanchi	274	26
8 Hazaribagh Rural, Mandu	150	53	21 Dhanbad Rural, Khesni	281	25
9 Hazaribagh Rural, Hesagarha	75	2	22 Monghyr Rural, Garhi ..	302	24
10 Hazaribagh Rural, Gargali	75	12	23 Monghyr Rural, Balgudar	304	25
11 Muzaffarpur Rural, Manikpur	154	10	24 Monghyr Urban, Ward no. 7.	250	54
12 Muzaffarpur Rural, Basuchak	150	8	25 Monghyr Urban, Ward no. 1	253	36
13 Muzaffarpur Rural, Pokharaira	300	15			
			TOTAL ..	5,497	703

APPENDIX V

Copy of D.O. letter no. E.N.-33/59—341, dated the 22nd October, 1959, from the Superintendent of Census Operations, Bihar, to all District Officers, regarding points for preliminary discussion on Census.

We had a conference of State Superintendents of Census Operations in Delhi recently. Among other things, the programme for the forthcoming Census in 1961 was settled. It was decided that the reference date will be the sunrise on the 1st March, 1961, and enumeration of household population will be carried out during the period 10th February to 28th February 1961.

2. You will agree that it is time now for us to get a start on preliminary arrangements for the coming Census. The first stage will be the preparation of Census (*Mauza*) registers for rural areas, and similar registers for urban areas. I propose to issue the circular on this subject sometime in December, so that the work could be taken up in January.

3. Before issuing the circular, a number of points have to be settled in consultation with each District Officer. I enclose a list of points which I would like to discuss with you. I propose to come to——— on the———and discuss the various points with you on the———. Please indicate if the programme suits you. If so, accommodation may kindly be reserved for me in the Circuit House for the———and an intimation sent to me telegraphically.

POINTS FOR DISCUSSION DURING VISIT TO DISTRICTS

1. (*i*) Selection of Census Staff—

(*a*) District Census Officer

(*b*) Clerks—One upper division (Rs. 120—140) and one lower division (Rs. 80—120) for the District Office, and one lower division (Rs. 80—120) for every Subdivisional Office.

(*ii*) Setting up of District Census Office—Furniture, Stationery, etc.

2. Formation of Anchal-*cum*-Development Blocks in the district.

(*i*) Are the boundaries firm ? Any changes proposed : (Reference Joint Development Commissioner's D.O. no. 8272-D.C., dated the 28th August, 1959).

(*ii*) Do the boundaries cut across existing police stations or revenue thanas ?

(*iii*) Any changes in the jurisdiction of police station since 1961 ? Copy of notification, if so.

(*iv*) Reply to J.D.C.'s circular D.O. no. 8276-DC., dated the 28th August, 1959 regarding list of villages Anchalwise.

(*v*) Position regarding availability of B.D.Os./Anchal Adhikaris/Circle Officers in these Anchals. Number of posts vacant.

(*vi*) Possibility of recruiting Supervisors from among the non-gazetted staff in C.D. Blocks/Anchals.

3. Agency for enumeration; Will school teachers, Gram Sewaks, Karmacharis and V.L.Ws. be adequate, quantitatively and qualitatively.

4. Preparation of Census (*Mauza*) Registers for rural and urban areas.

(*a*) Where are the last Census Registers?

(*b*) Guard files of circulars, instructions, etc. issued in the last Census.

(*c*) Position of Chawkidari Unions at present *vis-a-vis* formation of Gram Panchayats. Entire district already covered. What entry should be made under column 4 ? To check up Chowkidari Register no. 1 with a view to ascertain the number and names of hamlets under each *Mauza*. When was this register last written ?

(*d*) Order in which the names of *mauzas* should be written under column 3 ? Chowkidari Unionwise or Panchayatwise vide instruction (3) at page 12 of the Code of Census Procedure.

(*e*) Basis on which the number of houses in each hamlet is to be written. Will Panchayat registers/Chowkidari registers' Electoral roll/National registers of citizens be of any help ? If not, is it possible to do it by local enquiry ?

5. Materials for District Census Handbooks.

6. List of places to be treated as town in the 1961 Census.

(Ref. this office letter no. EN-1, 59—224, dated the 18th August, 1959.)

7. Examine the position regarding maintenance of vital statistics in the district. The District Statistical Office is, perhaps, looking after this work now. Are figures available from 1950 to 1958; is the present system of reporting and compilation satisfactory ?

8. Arrangements for taking census in urban areas.

APPENDIX VI

Copy of letter no. A-16 60-1279, dated the 8th July, 1960 (Census Circular no. 17) from the Superintendent of Census Operations, Bihar, to all District Census Officers and all Subdivisional Officers, regarding submission of monthly accounts of expenditure.

I have to invite a reference to the last paragraph of this office letter no. 202, dated the 6th February, 1960, and to state that the Monthly Statements of Expenditure are not being received in this office regularly by the date fixed. It is, therefore, to impress upon you that the statements in the prescribed *pro formas* (copy of *pro forma* nos. (MR-1 and MR-2 enclosed) must reach this office by the 10th of the following month. The Subdivisional Officers should send the same to the District Census Officer concerned by the 5th of each month who will prepare a consolidated statement for the entire district in the *pro formas* MR-1 and MR-2 and send the same to this office by the 10th at the latest. In case the Sadar Treasury Voucher numbers are not available by that time (for Subdivisional Officers), the Sub-Treasury Voucher numbers only should be quoted. The Sadar Treasury Voucher number may be intimated later on when received. The submission of the Monthly Returns of Expenditure should in no case be delayed in future.

2. The Monthly Returns of Expenditure for the periods ending March, 1960 and June, 1960 should be sent in the prescribed forms by return of post and thereafter the statements should be sent every month regularly by the date fixed.

3. The receipt of this letter may please be acknowledged. Three spare copies of this circular are enclosed.

APPENDIX TO THE MONTHLY RETURNS OF EXPENDITURE.

District.....Treasury.....Month.....

Bill no.	Sub.-Tr. Voucher No. (for Subdivisional offices only.)	Sadr Tr. Voucher No.	Date of encashment	Pay	C.L.A.	House rent allowance and other allowances	T.A.	Contingency	Total
1	2	3	4	5	6	7	8	9	10

TOTAL ..

District Census Officer

MONTHLY RETURNS OF EXPENDITURE FOR THE DISTRICT— — ——

Month.....

Unit of appropriation	Allotment	Expenditure from April to previous month	Actual expenditure in current month	Total of columns 3 & 4	Remarks
1	2	3	4	5	6
1. Pay of Establishment					
2. Allowances					
(*a*) Travelling allowance					
(*b*) Dearness allowance					
(*c*) Other allowances ..					
TOTAL OF (*a*), (*b*) and (*c*) ..					
3. Contingencies					
GRAND TOTAL OF 1, 2 AND 3 ..					

District Census Officer

APPENDIX VII

Copy of D.O. letter no. 1/1/58-R.G., dated the 15th May 1959, from Shri A. Mitra, I.C.S., Registrar General, India, New Delhi, to the Superintendent of Census Operations, Bihar regarding the designation of the Census Superintendents.

At the first Census Conference for the 1951 Census, a suggestion was made by some of the Census Superintendents that the designation of the Superintendent of Census Operations did not sound good enough and it should be replaced by something more suitable. The reason was that the designation 'Superintendent of Census Operations' was likely to be equated with a Superintendent in the State Secretariat who is the head of a section. In actual practice, however, I did not experience any difficulty on account of the post being designated as Superintendent of Census Operations; for once you come into contact with the District Officers and other staff and they are fully aware of the importance of the work, the designation does not actually matter.

The designations "Census Commissioner" and "Superintendent of Census Operations" have been in existence since the first Indian Census of 1871. A change effected in any particular census may be looked upon as an attempt at self aggrandisement. I would, therefore, like that the designation of the Census Commissioner should remain unchanged. The State Census Superintendents cannot, therefore, be designated as Census Commissioners. I am, however, prepared to consider any other change, if it is likely to carry more respect with the State authorities. In this connection Gupta of Rajasthan has suggested that the State Census Superintendent can be designated as Director of Census. According to him, Heads of Departments in the State who are senior officers, are designated as Directors and if the Census Superintendent is given the same designation he will have more respect than what he has at present. I should be glad to have your views in the matter before I consider the question of moving the Home Ministry for agreeing to a change. Any change would require an amendment of the Census Act and, therefore, we will have to be a little cautious in making our recommendations.

You may also consult your State Government if you desire.

Copy of D. O. letter no. GL-7—59-124, dated the 12th June 1959 from Shri S. D. Prasad, I. A. S., Superintendent of Census Operations, Bihar, Patna, to the Registrar General, India, New Delhi.

Kindly refer to your D.O. letter no. 1/1/58-RG, dated the 15th May, 1959, regarding the suggestion to replace the designation of the Superintendent of Census Operations.

2. The designation, 'Superintendent of Census Operations' is as old as census itself. Naturally such long usage has given it a certain sense of tradition and historicity. This is perhaps the strongest argument in favour of its continuance.

3. On the other hand, it cannot be denied that the present designation is rather commonplace. Not unoften, it is confused (in less knowledgeable circles) with officers of much junior grade in the Sales Tax Department or ministerial heads in Government Departments. There is no doubt that the designation does not sound important enough, particularly to a layman who is not acquainted with the nature of census work or functions and importance of this office. In these days, when we are having so many Directors and what not, this modest description of the officer who is responsible for census operations in the whole State becomes all the more incongruous.

4. The present designation is, therefore, not satisfactory for more than one reason. "Director of Census" would certainly be a more appropriate designation. This would also be in line with the designation of other Heads of Departments who are generally called Directors. Some Heads of Departments such as Excise and Commercial Taxes are called Commissioners in this State. But the designation "Census Commissioner" to describe the State Superintendent is ruled out for the reason mentioned in paragraph 2 of your letter. The only suitable designation, if there is to be a modification, would, therefore, be "Director of Census".

5. A change in designation would, however, involve an amendment of the Census Act. The point is whether a change is, by itself, of such importance as to justify the necessity of going before the Parliament. This can be taken up conveniently when some other amendments in the Act are proposed either in the near future or at a later stage. To my mind, the difficulties resulting from the present designation are more psychological than real. The designation "Census Superintendent" has been in use since long, and certainly a change is not likely to carry any more weight or respect with the State authorities than the present designation. Those who ought to know—and in this I would include all the functionaries in the Secretariat, District Offices, and other field agencies—are aware of the importance of this office. To them, the present designation or its replacement by a more high sounding one is not likely to make any difference at all. Of course, to laymen and others who are not acquainted with the importance of census work—and unfortunately a vast majority of people belong to this category—the designation "Superintendent of Census Operations" does not connote much. In fact, most of them are prone to think that this is some sort of an inferior and unimportant job

with no distinction whatsoever. But does it really matter so long as the work gets done, efficiently and effectively ?

6. To sum up, my views are that a change in the designation just at present is really not so necessary. But if a change is considered desirable for psychological and other reasons, the designation "Director of Census" would be appropriate.

7. The State Government, who were consulted formally in this matter are, however, of the view that the present designation should be changed to "Director of Census".

APPENDIX VIII

Copy of D.O. letter, dated the 21st March, 1959, from Shri A. Mitra, I.C.S., Registrar General, India, New Delhi, to the Superintendent of Census Operations, Bihar, giving a background of the Census.

The next decennial Indian census will be the 10th of the Indian Census Series and the second since Independence. The reference date for the census will be 1st March 1961.

2. It should be our earnest endeavour to make the next census one of our very best.

3. We are lucky to have secured the early appointment of Census Superintendents in the States. In previous censuses, Census Superintendents were appointed just about a year or less before the enumeration date. My modest experience of the 1951 Census showed that the time at the disposal of a State Census Superintendent was quite insufficient to obtain a proper background of the Census and of the conditions of his State which are so essential. The merger and integration of former princely States presented complex problems to some of the Superintendents in 1951. In the forthcoming census, too, the recent reorganisation of States is likely to create diverse problems constantly demanding your attention.

4. The Indian Census has, in the past, been compared to the mythical phoenix, which, arises with renewed vigour from its ashes. The census organisation, similarly, is set up one or two years before the census date and lasts for three or four years and is heard of no more till the next census. Though the Government of India, after independence, passed a permanent Census Act and created a permanent post of Registrar General, this post was never filled up continuously by a full-time officer. Fortunately, however, the core of the Census Commissioner's Office has this time continued uninterruptedly from the last census. In the States, the West Bengal Office has been in continuous existence since 1950, while Mysore too, has continuously maintained its Census Department following the tradition of the erstwhile princely State. There is no running census office in any other State and the Superintendent of Census Operations has, therefore, to start from scratch.

You will start with the following staff for your office but you should be very careful in choosing your men, as you cannot afford to go in for indifferent quality for your key men—

(1) Head Assistant	..	1
(2) Accountant-Cashier	..	1
(3) Statistical Assistants	..	2
(4) Stenographer	..	1
(5) Clerks ..	..	4
(6) Peons ..	..	3

5. The State Governments have already been requested to arrange office accommodation for you. But should they be unable to secure it (indeed, this will really be the work of the local Estate Officer of the Government of India), it should be your foremost duty to find out suitable accommodation for your office. It will repay to select accommodation as near as possible to the main offices of the State Government, as you will have constantly to deal with them.

6. The records of the 1951 and previous censuses, if any, should be fetched to your office.

Due to the reorganisation of States, your present jurisdiction may have greatly changed from the last Census. You may not have access to the records of those parts which were outside the 1951 jurisdiction of your State. You might, therefore, try to obtain the records of these parts from your colleagues in the neighbouring States, provided they could be conveniently spared without any inconvenience. It may be necessary for you to send some of your staff to fetch them or copies of them from neighbouring States. You should have a complete set of 1951 Census publications, both for All-India and for the different States, which will probably be among the census records. But if they are not, you will doubtless ask officers of the State Government, keeping charge of census papers and obtain these reports. You should also have in your office all other census publications that might have been used by your predecessor which may be either in the census records or with the State Government. Reports of previous censuses should be available in the State Secretariat library or other good libraries.

7. Enclosed you will find the following papers on various administrative and financial matters connected with your office—

(1) Orders of the Government of India in regard to your financial powers.

(2) Orders in regard to permanent advance for your office.

(3) Auditor General's rules for classification of accounts.

(4) Instructions of the Chief Controller of Printing and Stationery in regard to supply of stationery to your office and printing.

The Deputy Controller of Stationery, Calcutta, has been advised to supply you with a modest quantity of stationery, so that you may have no difficulty in starting an office.

8. It will be rewarding to study the 1951 All-India Census Reports and as many other States Reports as possible. You should also study the Administrative Report of your State and any papers recommended therein for your study. It should be extremely profitable to spend sometime with your predecessor of 1951. If you do not know your State well enough at first hand, it will be useful to acquire working first hand knowledge by visiting different parts of the State as quickly as possible.

9. I propose to hold as soon as practicable a conference this year of all State Census Superintendents at which the preliminary arrangements for census enumeration will be discussed and finalised. By that time you should have made a preliminary study of previous censuses, papers and documents, brushed up your knowledge of statistics and also formed your views on various aspects of census enumeration that are dealt with in the following paragraphs. Most of them will be discussed and finalised at the conference on the basis of which a calendar of operations will have to be devised on a strict time schedule for the most sacred thing in a census operation is the census calendar.

10. A census, according to the late Mr. Yeatts, could be summed up as "first you count and then you tabulate". Enumeration is the more important of the two operations because at the census enumeration the aim should be to catch every man only once and leave out none. It involves the building up of a counting organisation which should be so perfect that there will be no likelihood of anyone being omitted from the count.

11. In India the canvasser method is used for enumeration which means that census officer designated "Enumerator" should visit every house within his allotted block of houses during a prescribed enumeration period. This involves first a clear delimitation of territories by which the meanest household will be accounted for. The most essential prerequisite of census work is a graduated breaking-up of the entire district to distribute the work and the building up of a pyramid of jurisdiction and responsibility from below. In the censuses earlier than 1951, it was the practice to create artificial divisions in a district like charges, circles and blocks for census purposes. At the 1951 Census, this practice of artificial divisions was given up and the usual administrative divisions of districts for revenue or general administration purposes,

e.g., tehsil/thana, town, village, ward, etc., was maintained whole hog for the census. This helped to establish a naturally acceptable location code on the basis of territorial units in a district. By giving a number to a district, a number to a thana, tehsil, taluk or town, a number to the village or ward of a town and a number to the census house, a census house can be located easily by a code consisting of four numbers, viz., (1) number of the district, (2) number of thana, tehsil,taluk or town, (3) number of the village or ward, and (4) number of the census house.

12. At the 1951 Census some latitude was given to the State Census Superintendents in developing a location code. But in 1961, in order to make the location code really worthwhile for the whole of India, it should have a uniform structure for all States. The location code of a dwelling in a non-municipal area will consist of four numbers: (1) number of the district, (2) number of the thana, tehsil or taluk, (3) number of the revenue village or *mouza* and (4) number of the dwelling in the village or *mouza*. The location code of a dwelling in municipalities and non-municipal towns will similarly consist of four numbers: (1) number of the district, (2) number of the municipality or non-municipal town to be described by a Roman numeral, (3) number of the territorial ward or block or locality, if there is no ward, and (4) the number of the dwelling in the territorial ward, etc.

13. It was the 1951 Census practice to have a separate serial for districts in each State. For the next Census, however, it is proposed to number all districts in a continuous serial so that each district will be assigned a unique number for the country as a whole. The actual system of numbering, i.e., whether the States will be taken in alphabetical order or arranged geographically and what order should be followed within each State for numbering the districts will be decided later.

14. Within each district in the rural areas, thanas/tehsils/taluks will be numbered serially based on the entity of recognised administrative subdivisions. In the case of towns all the towns in a district will be given one serial. Roman numbers will be given to them to distinguish them from the thana/tehsil/taluk numbers. Towns will be numbered serially in the order to be decided upon.

15. Revenue villages or survey *mouzas* in a thana/tehsil/taluk will be serially numbered according to their geographical location. In cases where a revenue village consists of more than one hamlet or there are distinct hamlets attached to a revenue village, the hamlets may be given sub-numbers under the main number of the village. In the case of urban areas where there are wards, the wards can be numbered serially according to the order adopted by the municipality. Where, however, the municipalities have not been divided into wards, distinct localities can be demarcated bounded by well-defined roads, streets or lanes and given numbers.

16. A list of places to be treated as towns for the forthcoming census is drawn up by State Superintendents at the beginning of Census Operations. The list should be approved by respective State Governments concerned. In the past it has been the practice to designate as towns all municipalities, cantonments and other places having a local administration, e.g., civil lines. All other places with a total population of not less than 5,000 persons were also treated as towns, if, according to the State Government and the Census Superintendent they possessed urban characteristics. In actual practice, however, many States sometimes declared as towns even those places which were not municipalities, cantonments or civil lines with population much less than 5,000. Since urbanisation is going to be a major field of study from 1961 onwards, greater strictness and uniformity should henceforth prevail in the definition of town so that precise criteria may be set up in the interest of comparability.

17. For census purposes a town is defined as an area of 5,000 population or over not less than three-fourths of whom live on non-agricultural livelihoods. Where the population is predominantly agricultural the background is rural and the place cannot, therefore, be classified as urban. Where the livelihood is predominantly non-agricultural, there is likely to be a more urban background and the place can be treated as a town.

18. At the 1951 Census, in West Bengal, it was prescribed that, in order that a place may be classified as a town, it should have (1) a population of not less than 5,000, (2) a density of not less than 1,000 persons per square mile, and that (3) at least three-fourths of the adult male population should be employed in pursuits other than agriculture. It is possible that in many States, where the average urban density is not as high as in West Bengal, urban localities may not attain such a high density. But it should be possible to apply the other two criteria uniformly to all States. I would, therefore, suggest that in the case of all States, localities other than municipalites, cantonments or civil lines should be treated as towns for purposes of the census, if their population is not less than 5,000 and their adult male population in non-agricultural livelihoods is at least 3/4th of the total male population of the locality. From the 1951 District Census Handbooks, you will be able to find out the proportion of agricultural and non-agricultural classes for each village or town on the above basis. The criteria to be adopted can be further discussed at the conference and the list finalised and approval of the State Governments taken where necessary.

19. You should have an up-to-date tehsil/thana/taluk map showing the location and boundaries of villages and towns in as big a scale as possible but preferably 1" = 1 mile. You should have at least two copies of this map and one copy may be kept in the tehsil/thana/taluk office. I have written to the various State Governments for the preparation of these maps. In case the maps are not available in your State, you should take immediate steps to have them prepared and copies taken. These maps will ensure complete coverage of the census. They will also be useful in your tours.

20. The ultimate unit so far as the census is concerned is the household. This was defined at the 1951 Census as "a group of people who live together and take their meals from a common kitchen". It is proposed to follow this definition in the next census also. Above the household is the census house where also it is proposed to follow the 1951 Census definition, viz. "a dwelling with a separate main entrance". There may be a number of households in a census house or a census house may consist of only one household.

House-numbering and preparation of House-lists are distinct operations in the population census. I shall deal with them separately below.

21. The head of the enumeration hierarchy in a district is the District Census Officer who will usually be Administrator or Revenue Divisional Officer, at the headquarters of the district. He acts on behalf and on the authority of the District Officer and is the key person for making all arrangements for the census in the district—delimitation of territories, preparation of various registers, the training of enumerators. You should secure the appointment of the District Census Officers as early as possible and also obtain the State Government's *assurance that he will not he disturbed from this post* till the completion of enumeration and the handing over of the necessary documents to the Census Tabulation Office. In the past, State Superintendents were not infrequently much inconvenienced by frequent transfers of the District Census Officers even at the final stages of preparation for the census. Such transfers cannot but affect the quality of enumeration in the district.

22. Below the District Census Officer is the Officer designated as "Charge Superintendent". Where possible a whole thana/tehsil/taluk may be constituted into a charge and the general administration or revenue officer of the thana/tehsil/taluk may be appointed as Charge Superintendent. Otherwise, the district may be divided into a number of charges and suitable officers of the Government or local bodies may be appointed Charge Superintendent. Charge Superintendents will be the principal channel of communication between District Census Officers and supervisors and enumerators. In the beginning, they will, by virtue of their local knowledge, assist in the appointment of competent supervisors, and enumerators and, in the later stages, they will effectively instruct and train enumerators and keep the census on a strict time-table.

23. The District Census Officer and the thana tehsil taluk Census Officer usually have to

attend to a great deal of correspondence. No whole-time clerical assistance was ever given before 1951. At the 1951 Census, however, one clerk was attached to each District Census Officer and in some cases a clerk was also sanctioned for each thana/tehsil/taluk Census Officer. It will be possible in 1961 to render uniform clerical assistance to all district and thana/tehsil/taluk Census Officers. In the case of districts, each District Census Officer will be provided with one Upper Division Clerk, two Lower Division Clerks and two peons and each Subdivisional Census Office with one Lower Division Clerk and one peon for a period of fifteen months, i.e., from 1st March 1960 to 31st May 1961.

24. Next to the Charge Superintendent in the census hierarchy is the "Census Supervisor". The Supervisor will be in charge of a number of enumerators. The number of enumerators under a supervisor differed in the past from State to State.

25. The supervisors are an important link in the chain of census officers. They will have to master the instructions and rules issued for their guidance and explain them to and instruct the enumerators. They will have to move about their circles and inspect the work of the enumerators.

26. Below the supervisor is the "Census Enumerator" who does the house counting and makes out the houselists and visits every house during the enumeration period and fills up the enumeration schedules. The success of enumeration depends on the quality of the enumerator and the training that has been imparted to him. The enumerator's charge has differed in the past from State to State. The charge was necessarily smaller in urban areas than in rural areas. In the case of small villages consisting of 150 to 200 houses, one enumerator will suffice to do the enumeration of the entire village. In the case of big villages, they may have to be split up into blocks, each block being assigned to an enumerator. In the case of urban areas, blocks will have to be formed for enumerators. Past practice will be your guide in the matter.

27. The census has, in the past, relied on revenue officials, officials of Union Boards, local bodies, school teachers, etc., for carrying out the enumeration. Although this system has worked satisfactorily, it will still be worthwhile if you could investigate whether enumerators could not be recruited from a single agency, e.g., village school masters, in rural areas. This implies that there should be a sufficient supply of school masters so that all the enumerators could be recruited from this source.

28 In addition to the school masters, thanks to developmental activities, educated personnel may be available at the village level who could supplement the school masters, should sufficient number of school masters be not available. I would request you to make on-the-spot studies in consultation with the district officers and formulate views on the agency that should be used for enumeration purposes in your State. This can be discussed further at the conference and finalised.

29. We have effected considerable reduction in the army of enumerators employed in the censuses since 1931. This was because the 1931 and earlier censuses were confined to one night and arrangements had to be made for visiting all the houses during the census night and also for enumeration of travellers by train and other floating population. After the 1931 Census, the 'one night' census was given up and enumeration spread over a number of days. At the 1951 Census. enumeration was spread over twenty days from 9th to 28th February, 1951, followed by another period of three days from 1st to 3rd March, 1951 to check births and deaths that took place subsequent to enumeration but before the reference date (1st March) and for the enumeration of casual visitors not enumerated elsewhere. At the next census also, enumeration will be spread over a number of days. The period of twenty days was fixed at the last census primarily for administrative convenience. The experience of the 1951 Census suggests that a period of 20 days may be on the high side and may have to be reduced a little. The reduction in the period will also reduce omissions in recording new births and deaths and migration. The period will, however, have to depend on so many factors, like the availability of enumeration staff and the time taken for filling up the schedule. The enumeration schedules are being pretested which will give an indication of the

average time taken for filling up the schedule. On this basis, we can fix a norm for each enumerator which will help us in determining the period of enumeration and the optimum strength of enumeration staff that should be appointed. The matter can be further discussed at the conference on the basis of the results of the pretest. You can yourself have some pretesting of the schedules made in order to examine this aspect of the question.

30. Various forms and registers are usually prepared to show the census divisions and allotment of enumerators, supervisors, etc. The forms varied from State to State in the past. I propose to have a uniform set of forms for all the States and also of uniform sizes. I have asked the Controller of Printing and Stationery to supply you 23 lbs. Royal white printing paper (20″ × 26″) for preparation of these forms. We shall, at the conference, decide on the forms and registers to be prepared for enumeration and their exact contents and sizes.

31. Soon after the delimitation of territory and appointment of enumeration staff, viz., enumerators, supervisors and Charge Superintendents, the housenumbering and houselisting operations should be started Housenumbering can start after the rains in 1960.

32. In 1948, Mr. Yeatts, the first Registrar General issued instructions for the numbering of houses and their permanent maintenance. Though some of the State Governments issued instructions for numbering and even their maintenance, it was found at the time of the first conference for 1951 Census, held early in 1950, that in most of the States this housenumbering had to be done over again as the first numbers were not continuously maintained.

33. It will be useful for you to study whether in any part of your State the housenumbers given for the 1951 Census have been maintained, i.e., kept up-to-date. In Madhya Pradesh, for example, the late Shri Kerawalla, the 1951 Census Superintendent, has stated in his Administration Report that in his State, the State Government had taken steps to number the houses even before the arrangements for the 1951 Census started and permanent number-plates were introduced in many municipalities; I give below an extract from the Administration Report of Madhya Pradesh—

> "In almost all places, the housenumbering was originally done by painting the numbers on the door shutters or walls of the houses and the real work concerned with the housenumbering done in 1950 was about re-painting the obliterated numbers in rural areas and getting permanent numbers affixed in the more important municipal areas. As a result of intensive efforts, sixty out of one hundred and ten municipalities in Madhya Pradesh agreed to have permanent number-plates throughout their jurisdiction, and it is a matter of satisfaction that in many of these towns permanent number-plates were affixed before the Census actually commenced. These numbers were checked very intensively by several officers. In the Wardha district, the Deputy Commissioner personally checked the housenumbers in a number of villages and took strong disciplinary action against a Revenue Inspector who had failed to comply with his instructions in the matter."

But I have no information that housenumbering has been maintained aftert the 1951 Census either in Madhya Pradesh or in any other State. You should, therefore, make a careful study whether any numbering exists and, if so, whether the numbering is up-to-date. If the numbering is not up-to-date, re-numbering should be done for the 1961 Census.

34. There are two methods which could be adopted for the numbering of houses. In rural areas, a village may or may not consist of a number of streets in a certain order. If the streets are arranged in a certain order, the best method of numbering would be to number the houses continuously in the various streets, the streets being taken in order starting from the north and ending in the south. Within a street, there are two alternatives; either the houses can be numbered in one continuous series clockwise or odd numbers may be given to houses on

one side and even numbers to those on the other side. The first method is preferable as there will be continuity in the housenumbers. If in a village, there is no division into regular streets, the houses can be numbered continuously starting from the north-western end and ending in the south-eastern, taking care to see that no house is omitted.

35. In the case of urban areas, there can be a continuous numbering of houses in the same manner as in rural areas on the basis of the municipal ward, if the wards are small. If the wards are big and consist of a number of long streets which cut across the boundaries of wards, each street can be given a continuous serial of housenumbers for its entire length. In the case of urban areas, different methods can be followed depending on the size and nature of the locality. The system followed in the 1951 Census would be a useful guide. You may study the numbering system adopted at the last Census in your State and formulate proposals for numbering for the next Census. These can be finalised at the conference in which an attempt will be made to conform as closely as possible to the method adopted for the preparation of electoral rolls of the State. You may also study the numbering system used for electoral rolls and compare it with the 1951 Census system.

36. The marking material used at the last Census should be repeated in the next. But municipalities which agree to maintain permanent number-plates at their own expense should be encouraged to do so.

37. The maintaining of housenumbers will be useful for statistical studies. The Statistical Adviser to the Government of India has also emphasised the need for maintaining housenumbers given at the census. You should, therefore, try to maintain the housenumbers. How we should set about to do so may be discussed at the next conference.

38. The Houselist should be prepared almost simultaneously with housenumbering I enclose a copy of the draft houselist and the instructions for filling it. The Houselist is being pretested along with the enumeration schedule by the various State Statistical Bureaus and other agencies. The results will help us to take a decision on its final form. It would also be useful if you could have the draft Houselist pretested in a few localities. The results of your pretest will also be useful in coming to a decision on the contents of the Houselist.

39. In past censuses, the contents of the Houselist were left to the discretion of State Superintendents. At this Census, it is proposed to have a uniform Houselist, for all States.

40. In order to meet the wishes of the National Buildings Organisation, it is proposed to have at the next census information on "buildings", a "building" being defined as a separate structure on the ground. The adoption of "building" will, however, depend on whether it is possible to put across the concept at the pretesting stage. If we adopt three sub-numbers for a household, namely—Building No., Census House No. and Household No.— a household may consist of either one number or two numbers or three numbers as explained below : if in a building, there should be more than one census house and if in each of them or in any of them, there should be more than one household, the households will have three sub-numbers: Building No., Census House No. and Household No. If, however, a building and a census house are the same and there are a number of households, there will be only two sub-numbers· Building No. and Household No If in a building there should be only one census house and one household there will be only one number, namely, the Building No.

41. We should give the number in such a way that it would be easy to distinguish between these different categories. Arabic numerals may be given to distinguish the building, Roman numeral to distinguish the census house and alphabets to denote the households, in which case 4/1/A will denote the first household in the first census house of Building No. 4. This matter will have to be gone into greater detail after the pretesting and we will have to take a decision in this matter at the Conference.

42. It will be very useful to have a map for every village and ward of a town showing the broad lay out of the village and the housenumbers shown therein. The map need not be drawn

to scale but a map large enough to show the house-numbers would be sufficient. A map of this kind, if prepared, will also help the maintenance of housenumbers. It may not be difficult to prepare such village maps now since most of the villages are likely to be covered by the Community Development Programme before the 1961 Census. This map will also be useful to the Community Development Programme work.

43 India's tradition of honorary enumeration will have to be continued in the next Census also. It is unique that in this country Census is acknowledged as a national undertaking in the taking of which all the State Governments extend their unstinted support and ready assistance and a very large number of officials and non-officials co-operate.

44. At the 1951 Census, a small remuneration was paid to the enumeration staff in some States by way of scriptory charges for the National Register of Citizens which was prepared at that Census. It is not proposed to prepare such a register at the next Census. But the question whether the enumerators and the supervisors should not be given a small honorarium to cover their out-of-pocket expenses and other incidental charges that may be incurred by them will have to be examined at the next conference to which you will no doubt carry the views of the State Government. We can write to the State Governments requesting their co-operation as in the past.

45. The Census medal introduced in the last Census was much appreciated and we can also think of instituting a similar medal for the 1961 Census. These matters can be discussed further at the Conference.

46. I enclose a copy of the draft enumeration schedule and the draft instructions for the next census. I enclose also a copy of the note which I sent to the Home Ministry as a brief rationale of the questionnaire which gives the background of the schedule and the questionnaire. Two meetings were held, one with the representatives of the Ministries, Planning Commission, Central Statistical Organisation, National Sample Survey, Indian Statistical Institute, etc., and the other with the Directors of State Statistical Bureaus. In the first meeting, the schedule and questionnaire for the next Census were discussed. These were also discussed at the second meeting among other matters. I enclose a copy each of the proceedings of these two meetings.

47. The Directors of State Statistical Bureaus kindly volunteered to pretest the questionnaire with the help of their staff and also with the help of school teachers and *patwaries* who are our usual agency for enumeration. I enclose a copy of the letter I sent them in regard to pretesting. The pretesting has either been completed in some of the States or is under completion. The results of the pretesting will be analysed in this office in order to find out the changes that might be required in the form of the questions or instructions. The Directors of State Statistical Bureaus have also undertaken the translation of the questionnaire and instructions into the regional languages for purposes of pretesting. You can get copies of these translations from the Directors.

48. It would be convenient at this stage, preparatory to the Conference, if you would also undertake pretesting of the schedules and instructions in the rural and urban areas in some districts of your State by employing the same agency as we propose to use for the next census. This can be done during the months of May-June and you can take about 5,000 households consisting of 2,500 in urban and 2,500 in rural areas. You can yourself analyse the results of the pretest. We can finally settle the modifications, etc., required in the questions and instructions at our conference.

49. On you rests the ultimate responsibility for correct enumeration of the population of your State. You should, therefore, be satisfied that the questionnaire can be put through and correct answers ensured. The scope of misinterpretation of the questions should be reduced to a minimum. The pretest offers you ample opportunity to secure this objective.

50. In addition to the usual instructions, it will be desirable to have typical answers printed and circulated to enumerators along with the instructions. These will especially be useful in illustrating the questions on occupations and industries where the enumerators will be liable to record incomplete or incorrect answers. Typical entries can also be drawn up on an

all-India basis and Superintendents can use the local vernacular terms in their own instructions to enumerators.

51. The household population will be enumerated in the household enumeration schedules. In addition to the household population, we shall have to make arrangements for the enumeration of population residing in institutions like hospitals, etc., and for the enumeration of floating population like wandering tribes, tramps, *sadhus* etc. In the case of the floating population enumeration can be done on the night preceding the sunrise of 1st March. It will not be necessary to fill up the Household schedules for this class of population.

We can, therefore, either use the enumeration slips in the schedule or have different schedules. This also we can discuss and decide at the conference.

52. It has been tentatively decided to have the enumeration schedules and instructions printed centrally at Central Government Presses. This will ensure uniformity in the quality of printing, which is important and uniformity of instructions in the regional languages. It is necessary, however, that before the translations are sent for printing the Superintendent of Census Operations concerned should be satisfied that the translations will work well in his region since in the case of Hindi and a few other regional languages, more than one State will have to use the same schedules. I enclose a copy of discussion I had with the Controller of Printing and Stationery in this connection. Manuals, circulars or other local instructions can be printed by you at the local Government Presses. It is also proposed to have a uniform size for all materials issued in connection with the Census as you will see from the summary of discussions enclosed. You will have to work out your requirements of the enumeration schedules and instructions and place an indent with this office before the end of this calendar year.

53. As I have already stated, enumeration of household population will be spread over a number of days in February ending with 28th February, 1961. The exact period for enumeration will be fixed later. As at the 1951 Census, the first three days of March, 1961 will be devoted for the final check during which every house will be re-visited by the enumerator concerned. The object of this second visit will be to bring enumeration upto the reference date (i.e., 1st March, 1961). For this purpose, the enumerator should (1) enumerate every birth that has taken place in a household since his last visit, (2) cancel the slip for a death that might have taken place in any house since his last visit and (3) enumerate any visitor whom he finds in the household and who has not been enumerated anywhere else during the period of enumeration. These points have been incorporated in the general instructions to enumerators.

54. India has a tradition of publishing provisional population figures within a month or six weeks of completion of enumeration. For the 1951 Census, the provisional totals were published in April 1951. In many States they were published around the 10th of March. The provisional figures published and the final figures of population differed only to a very small extent. In a population of 357 million, the provisional totals showed an excess of only about 60,000 persons.

We should publish the provisional totals at the next Census as early as possible after the completion of enumeration. This is a matter of organisation. The enumeration schedule for each household provides for an Enumerator's Abstract showing the total population and literates. There will also be an Enumerator's Abstract for his entire block. The enumerator should be trained to add up the population and the literates in his block from each schedule-abstract and post them in his block-abstract which he should hand over to the Supervisor on 3rd March, 1951. The Supervisor should, in turn, add up these abstracts and send the total recorded on his Supervisor's Abstract together with the Enumerator's Abstract to his Charge Superintendent. The Charge Superintendent will, in his turn, add up the totals of his Supervisor's Abstracts in his Charge Superintendent's Abstract, from where it should be sent to the district headquarters. The District Census Officer should consolidate the figures for the district and telegraphically intimate the figures to you and to me without the slightest delay. The figures for the States can be consolidated both by you, and by me and

will be published for general information after you have tallied it with me over the telephone. When all the States have been tallied, the all-India figures will be published by me.

55. It takes two to make a Census, the citizen and the enumerator. The success of a Census depends on the training of the enumeration staff and the co-operation of the public. Intensive training should be given to the enumerators and you should work out a programme of training for all the enumeration staff. The quality of training and the enthusiasm of the public will depend, to some extent, upon the number of training classes you can yourself take both at District and Subdivisional headquarters. At the last Census, in some of the States, a Training Sample Census was held about three months before the Census date. In a certain State, each enumerator was called upon during the Sample Census to census fully only three Census households selected according to a particular pattern within his jurisdiction. The Sample Training Census served to infuse confidence and thoroughness into Census enumerators. In other States, where a Training Sample Census was conducted, the Supervisors carried out the actual enumeration and the Charge Superintendents acted as supervisors. In these cases, intensive training was given to the Supervisors and Charge Superintendents. It will be profitable to follow a uniform procedure at the next Census. A Sample Census, where enumerators, Supervisors and Charge Superintendents all partake, would be more useful than the one where only the higher officials partake. If we take the households on a random sample, it may be possible to have some preliminary tabulations also.

56. Publicity is as important as training. The citizen's role in the Census is perhaps more important than that of the enumerator in the Census since, by and large, it is for the citizen to understand the questions and give the correct answers. Various methods of publicity were adopted in the States in 1951 and you might study them with profit.

The Information and Broadcasting Ministry have made a provision of Rs. 4.5 lakhs for the year 1959-60 for Census publicity which includes the following items—(*i*) preparation of seven million copies of folders in the various regional languages explaining and illustrating Census methods and procedure, and (*ii*) seven lakhs of broadsheets explaining the importance of the Census.

In addition, it is also proposed to have an Information Film of educational value which will explain the purpose of the Census, its importance in the context of planning and also how it is taken. The script for the film is under preparation and it is likely to be produced during the year 1959-60.

Publicity can be discussed at the conference so that we can adopt a variety of procedure calculated to secure the widest and most effective publicity.

57. Tabulation follows enumeration. The tables have not yet been finalised. This office has framed certain tentative tables on the basis of the draft questionnaire. With the help of the enumeration schedules completed during the pre-testing operations, it will be possible to carry out test-sorting and tabulation in my office to finalise the table forms and table headings and also the best sequence of sorting so that the greatest economy of effort and money can be secured.

58. We have to follow the traditional method of tabulation adopted in India, namely, by hand-sorting. It would be necessary to open *ad hoc* tabulation offices which should start operating immediately after the completion of enumeration. It will be desirable to have one tabulation office for every six million population and you will have to locate the tabulation offices at convenient places depending upon the availability of accommodation and of temporary staff who will be requisitioned for service for about five or six months. Right from now, you might be on the look out for suitable buildings for these offices. You should also make early arrangements for locating the officers who will be in charge of these various tabulation offices. They should be officers belonging either to the State Civil Service or Junior State Civil Service

and should be capable of successfully running these offices by maintaining a high standard of discipline and extracting work of good quality from purely *ad hoc* and temporary staff.

The Deputy Superintendents can be appointed a few months ahead of the enumeration so that they can help you in training the enumeration staff in the districts of their tabulation offices. They will also get to know the quality of enumeration in their charge.

59. We shall have a Tabulation Conference around October 1960, when we shall finalise the arrangements for tabulation in addition to reviewing the progress of work in regard to enumeration.

60. One of the most important publications of the 1951 Census was the District Census Handbook. This should be continued at the next Census. We should endeavour to enrich the publication by adding general information of value in regard to each village, like existence of primary or secondary schools, nearness to railway station, drinking water facilities, etc. You can think over the useful information that could be given in the District Census Handbook in regard to each village. We can have a final list prepared which you can start compiling with the help of the various governmental authorities.

61. Last but not least is reporting and the publication of reports. I shall take this up later.

62. I enclose* for your study (*a*) the following publications of the United Nations—

(1) Handbook of Population Census Methods—Vols. I to III ;

(2) Population Census Methods ;

(3) Demographic Yearbook, 1955 ;

(4) Demographic Yearbook, 1956 ;

(5) Principles and Recommendations for National Population Censuses ;

and (*b*) a copy of circular "Summary of Census Operations" published for 1951.

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APPENDICES

APPENDIX IX

CENSUS TIME-TABLE

Serial no.	Stage of operation	Date by which to be completed
1	2	3
1	Preparation of Census Register for rural and urban areas	29 February, 1960.
2	Appointment of Charge Superintendents	15 March, 1960.
3	Formation of census divisions and preparation of census maps	15 April, 1960.
4	Submission of two copies of District and Thana census maps to the State Superintendents	30 April, 1960.
5	(*i*) Compilation of charge registers	1 May, 1960.
	(*ii*) Submission of Abstract of Charge Registers	15 May, 1960.
6	Submission of nominations by Charge Superintendents for the appointment of Supervisors and Enumerators.	1 June, 1960.
7	Finalisation of Code numbers for districts, towns and Anchals	15 June, 1960.
8	Appointment of Supervisors and Enumerators	1 July, 1960.
9	Distribution of *Parwanas* of appointment, Circle Registers, houselists end instructions for the preparation of village-notes.	15 August, 1960.
10	Training of Enumerators and Supervisors in houselisting and house-numbering and in preparation of village-notes.	15 September, 1960.
11	(*a*) Preparation of houselists and village notes by Enumerators	10 October, 1960.
	(*b*) Filling in of Circle Registers by Supervisors	10 October, 1960.
12	Final check of (*a*) houselists, and (*b*) village notes by Supervisors and Charge Superintendents.	19 October, 1960.
13	House-numbering	Begins .. 20 October, 1960. Ends .. 27 October, 1960.
14	(*a*) Supervisors' report to Charge Superintendents regarding completion of house-numbering.	5 November, 1960.
	(*b*) Despatch of village-notes to Charge Superintendents	5 November, 1960.
15	Submission of (1) Charge Superintendent's report regarding house-numbering, (2) Final indent of pads and (3) Village notes to S. D. Os.	12 November, 1960.
16	Submission of S. D. Os. report to Superintendent of Census Operations regarding completion of house-numbering.	20 November, 1960.
17	Distribution of pads to S. D. Os. by District Census Officers	15 October, 1960.
18	Distribution of pads by S.D Os. to Charge Superintendents ..	Begins .. 15 November, 1960. Ends .. 25 November, 1960.
19	(*i*) Distribution of pads by Charge Superintendents to Supervisors	Begins .. 1 December, 1960. Ends .. 31 December, 1960.
	(*ii*) Distribution of pads by Supervisors to Enumerators ..	.. .. 1 February, 1961.
20	Training of Supervisors	Begins .. 5 November, 1960. Ends .. 30 November, 1960.
21	Training of Enumerators	Begins .. 1 December, 1960. Ends .. 9 February, 1961.
22	Enumeration of household population	Begins .. 10 February, 1961. Ends .. 28 February, 1961.
23	Enumeration of houseless population	.. .. During the night before 1 March, 1961.
24	Revisional round by Enumerators	Begins .. 1 March, 1961. Ends .. 5 March, 1961.

APPENDIX X

CIRCULAR REGARDING DISTRIBUTION OF PADS

Copy of letter no. EN-91/60—2647, dated the 7th November, 1960 (Census Circular No. 33), from the Superintendent of Census Operations, Bihar, to all District Officers, regarding the preparation of estimates for distribution of pads.

The despatch of pads of Individual slips and Household schedules to Subdivisional Officers has been practically completed. These supplies have been made on an *ad hoc* basis, viz., 1951 population of the Subdivision plus 25 per cent extra for natural increase, plus 20 per cent extra to serve as Subdivisional reserve. The distribution of pads at and below the Subdivisional level will, however, be done on the basis of indents prepared on the figures of houselisting. It must be realised that correct preparation of these indents and proper distribution of pads at each level is of paramount importance in Census, and mistakes in these may lead to serious difficulties, or even break-down, at the time of actual enumeration. It is, therefore, essential that the importance of this work is fully realised, and the work is carefully checked and properly supervised at each level.

2. Instructions regarding the preparation of estimates and distribution of pads are given in Chapter III at pages 11-12 of the Census Code, Part II. These should be thoroughly studied. In order to elucidate the instructions further, I enclose herewith a note showing how the calculations are to be done at different stages.

3. Two basic points have to be kept in mind always in this connection—

(*i*) The proportion of pads distributed should be such that in the first instance, pads of higher denomination only are supplied to enumerators as far as possible, and the reserve at the supervisor's and higher levels is made up of as many pads of smaller denomination as is possible. This will ensure maximum "distributability" from the reserve stock when supplementary demands are received during enumeration.

(*ii*) No form of pad will be used commonly for two separate *mauzas* or enumerator's blocks. Within the same *mauza* or enumerator's block, it is desirable that the pads used should be in one continuation. It may not, however, be possible to follow this principle, in the case of those blocks for which assistant enumerators would have been appointed in accordance with the instructions contained in Circular No. 27, dated 29th October 1960. In such cases, there will be some blank individual slips or household schedules in between the last pad of the Enumerator and the first pad of the Assistant Enumerator. This cannot be helped. It should, however, be indicated on the cover of the last pad of the enumerator that the enumeration of more persons or households in respect of the same block follows in other pads filled in by the Assistant Enumerator(s). All the pads for the block should however, be numbered in one continuous serial. It has already been laid down that there will be only one enumerator's final abstract even in cases where assistant enumerator(s) are appointed.

A NOTE EXPLAINING THE METHOD OF PREPARING ESTIMATES OF REQUIREMENTS OF PADS—SPECIMEN CALCULATIONS.

Let us take a Census Circle in any Charge having 5 enumerators. Each of the enumerators would have prepared a Houselist Abstract in the form given in Appendix H at page 112 of the Census Code, Part I. The information contained in these abstracts will be entered by the Circle Supervisor in Col. 5 (previous entry made in pencil to be inked now) and columns 14—18 of the Circle Register. On the basis of the figures in columns 5 and 18 of the Circle Register, the Supervisor will note the numbers of pads required in columns 19—22 of the Circle Register.

The Supervisor will then proceed to prepare the Circle Abstract in the form indicated in Appendix I to Census Circular No. 22, dated the 22nd September, 1960. Here, it should be remembered that while estimating the number of pads required for each enumerator, the Supervisor must add 5 per cent to serve as enumerator's reserve. On the total for all the five enumerators of his Circle, the Circle Supervisor will add another 5 per cent which is to serve as the Circle reserve. Sample entries in a Circle Abstract are given below—

Serial no.	Name of *Mauza*/ Ward No. (with Enumerator's Block No., if any)	Thana/Ward No. (with (Enumerator's Block No., if any)	Total number of households according to houselist	Total no. of persons according to houselist			No. of pads required			
							Household Schedule		Enumerator's Slip	
				Male	Female	Total	50	25	100	25
1	2	3	4	5	6	7	8	9	10	11
1.	Jaspur (I) ..	396 (I)	147	435	402	837	3	1	9	..
2.	Jaspur (II) ..	396 (II)	114	287	290	577	2	1	6	1
3.	Madhopur ..	397	183	475	428	903	4	..	9	2
4.	Kalyanpur (I) ..	398 (I)	166	431	430	861	3	1	9	1
5.	Kalyanpur (II) ..	398 (II)	110	300	255	555	2	1	6	..
	Total ..		720	1,928	1,805	3,733	14	4	39	4
	Circle Reserve (*Add* 5 per cent of Col. 4, i.e.,36 forms of H. Schedule, and 5 per cent of Col. 7, i.e., 187 slips for 1 slip).						..	2	..	8
							14	6	39	12

2. Two points should be noted—

(*i*) that the Circle reserve is calculated on the basis of total number of households and total number of persons; and

(*ii*) that the supply of pads either of household schedules or of individual slips, for Circle reserve is made only in pads of smaller denominations (25 forms each), as far as possible.

3. These Circle Abstracts will be received by the Charge Superintendents, who will prepare a Charge Abstract in the form given in Appendix M at page 118 of the Census Code, Part I (subsequently modified vide Census Circular No. 10-A, dated the 31st October, 1960). Entries in columns 6—9 of the modified form will be made on the basis of the Circle Abstract, and the figures will be inclusive of the Circle reserve. In other words, for the Census Circle cited as example above, the entries in columns 6—9 of the Charge Abstract will be 14, 6, 39 and 12 respectively.

4. After the totals for the Charge are struck, the Charge Superintendent will similarly add 5 per cent for his Charge reserve, to be calculated on the total figures in columns 2 and 5 of the Abstract. Here again, the Charge reserve should be made up of pads of 25 slips only, as far as possible.

5. The Subdivisional Officers will supply pads to the Charge Superintendents on the basis of estimates thus prepared, which will be inclusive of the Charge reserve, Circle reserve and Enumerator's reserve.

APPENDIX XI

CIRCULAR REGARDING THE PREPARATION OF LIST OF TOWNS FOR THE 1961 CENSUS

(1) Copy of letter no. EN-1/59-224, dated the 18th August, 1959 and no. EN-1/59-411, dated the 19th November, 1959, from the Superintendent of Census Operations, Bihar, to all District Officers, regarding list of towns for the 1961 Census.

A list of places to be treated as towns for the forthcoming Census has to be drawn up by the Superintendent of Census Operations, Bihar and put up to the State Government for approval. No hard and fast rule was laid down on all-India basis in the past for the classification of urban areas. All Municipalities, Notified Area Committees and Cantonments, irrespective of their size, were generally treated as urban areas. Certain aggregations of 5,000 or more possessing distinctively urban characteristics were also treated as towns. A list of towns in your district with their population figures at each Census since 1901 is enclosed* for ready reference.

2. Study of urbanisation trend will be an important feature henceforward. In the coming Census of 1961, therefore it is proposed to adopt a more rigorous definition of what constitutes a town. Tentatively, the idea is to include the following—

(*i*) Every municipality, or Notified Area Committee ;

(*ii*) All civil lines not included within municipal limits;

(*iii*) Every cantonment; and

(*iv*) Every locality having a population of not less than 5,000, and at least $\frac{3}{4}$th of the adult male population of which is engaged in non-agricultural livelihoods.

3. It is possible that during the years subsequent to the 1951 Census, further urbanisation has occurred and new places entitled to be classed as town have come into being. Barauni may be an example of this kind. The reverse trend might have also occurred, and some places already in the list may not strictly qualify now for being treated as urban, according to the criteria proposed to be followed. But, in most cases, developments such as increase in population, shift towards non-agricultural occupations, etc., must have taken place and it would be desirable to continue them in the list of towns for the 1961 Census.

4. It is obvious that the existing list of towns has to be carefully scrutinised and a fresh list of towns and urban areas prepared for the 1961 Census keeping in view the considerations setforth above. This work has to be done with utmost care and attention. The following points have also to be kept in mind—

(*a*) For each of the new towns proposed to be added in 1961, it would be very desirable to record the names of the villages constituting the town, the area of each village or part of a village so incorporated, the population of the village in 1951 and, if possible, the livelihood classification of each village. If it is possible to make a brief note of any outstanding industrial, commercial or administrative enterprise in the new towns, a note should be kept.

(*b*) For each town proposed to be taken off the list in 1961, please record the population, the livelihood classification, the area and the reason why the town is being taken off the list.

(*c*) There will be cases where a big city or town recorded as one unit in 1951 backwards, may have been split up into more than one unit for administrative convenience. For instance, one part may be the main municipal area, a second part may be a notified area, a third part may be a cantonment area while a fourth may be a Railway settlement, each having a separate administration. If it is decided in 1961 to show them separately, then

* Not reproduced.

each of the parts of the whole should show the population for 1951 and, if possible, for 1941 and 1931, the area of each part in 1951 and, if possible, in 1941. Finally, there should be a total for the whole area of the town and its population.

(*d*) Similarly, if a city or town has since 1951 incorporated within its limits a separate municipal area or a notified area or cantonment area or a Railway settlement, etc., or a number of peripheral villages, which were recorded as villages in 1951, then the particulars of each such unit, together with its area and population should be obtained for record in the flyleaf. A brief note should be added as to why it was necessary to incorporate areas within the larger administration. This will help us to track down sudden large increases in population in certain cities or towns, like what happened to Madras in 1951 or Alleppy in Kerala.

(*e*) Detailed notes may be given as to why a city or town has been prospering or languishing in the past thirty years and especially since 1951. In this connection, I enclose for your information and help an extract from the Bihar Census Report, 1951 (Chapter III, Part I, Vol. V) in so far as it relates to your district.

(*f*) Finally, for each city or town marked in the list by an asterisk, a plan showing the lay-out of city or town may also be sent. This will reveal whether the town is important from the administrative, commercial or industrial point of view, where the places of work are situated and where the residential area.

5. I should be very grateful if you would kindly get this done expeditiously, and send me a revised list of towns with other relevant materials described in paragraph 4 at an early date.

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(2) Copy of letter no. EN-1/59/411, dated the 19th November 1959, from the Superintendent of Census Operations, Bihar, to all District Officers.

In continuation of my letter no. EN-1/59-224, dated the 18th August, 1959, on the subject noted above, I have to clarify that your examination should not be confined only to places having a population of more than 5,000. There may be some places having a population of less than 5,000 but with definite urban characteristics and amenities, e.g., newly founded industrial areas, large housing settlements, large urban housing settlements or places of tourist importance which have been provided with all civic amenities. It would be desirable to examine each such case on merit, and then decide whether the place deserves to be included in the list of towns. If you think that notwithstanding the population, the place deserves to be treated as town, a reference should be made to me for its inclusion in the list of towns for 1961 Census. Each case should be accompanied with full and sufficient reasons supporting the proposal.

2. Further, I would request you to expedite your reply on the subject, as the matter has already been delayed considerably.

APPENDIX XII

CIRCULAR REGARDING THE STORAGE AND DISPOSAL OF CENSUS RECORDS

Copy of letter no. EN-147/61-1583, dated the 24th April, 1961 (Census Circular No. 45), from the Superintendent of Census Operations, Bihar, to all District Officers, regarding deposit of Census records in record room.

The following instructions are issued for the disposal of the Census records and proper custody of the records of the present Census.

2. 1951 *records*—With the exception of houselists, Charge Registers and National Registers of Citizens, all other papers relating to the 1951 Census may now be destroyed.

3. 1961 *records*.—The following records relating to the 1961 Census should be deposited by the 31st May, 1961 in the District Record Room in case of papers relating to the Sadar Subdivision and the District Census Office, and in Subdivisional Record Rooms in case of papers relating to *Muffassil* Subdivisions. They should all be marked "A" class papers and should be preserved till the conclusion of the next Census when separate orders will issue for their disposal—

(*i*) A guardfile containing a sample of each Census form;

(*ii*) Guardfiles of Census circulars and important letters (vide Census Circular No. 7, dated the 14th April, 1960);

(*iii*) Three copies of each of the following books—

(*a*) Code of Census Procedure, Vols. I and II;

(*b*) Enumerator's Handbook (in Hindi), Parts I and II ;

(*c*) Supervisor's Handbook ;

(*d*) Instructions to Enumerators (in English), pink booklet ;

(*e*) Instructions for filling of houselist (in English).

(*iv*) All registers including Census (*Mauza*) Registers for rural areas and Census Registers for Urban areas;

(*v*) All Census maps;

(*vi*) All important Census correspondence.

4. Census correspondence not classed as 'A' class papers should be classed as 'B' class papers and deposited in the record room. No Census correspondence should be destroyed until the expiration of three years from now.

5. Four copies of each of the books mentioned in sub-para (*iii*) of para 3 above should be kept in each District library and Subdivisional Library. The remaining copies of the books may also be deposited in the library.

6. The roll-up blackboards should also be collected and deposited into record room after proper packing. These are likely to be serviceable during the next Census also, after some minor adaption.

7. Both copies of houselists and charge registers are at present in the Tabulation Offices. After the extraction of data is completed, one set of these will be prepared for each charge and returned to the Subdivisional Officers concerned, together with the Census Population Records (which replace the National Register of Citizens prepared in 1951), for safe custody in the Record Room. These are easily the most important Census records from the administrative point of view, and will be needed for frequent references in connection with various kinds of surveys and enquiries. It is important that on receipt, these should also be classed as 'A' class papers and stored carefully in the Record Room.

8. Pending the receipt of instructions from the Registrar General, India, unused household schedule pads and individual slip pads should also be deposited in the record room. Instructions for their disposal are likely to be issued after the compilation of data is completed.

APPENDIX XIII

CIRCULAR REGARDING THE DISTRICT CENSUS OFFICERS

Copy of letter no. A/15666, dated the 27th October, 1960, from Shri S. J. Majumdar, I.C.S., Chief Secretary to the Government of Bihar, to all District Officers, regarding relieving the District Census Officers of their other duties from October, 1960 to March, 1961.

The next six months will be crucial for the Census operations. Success will depend upon the amount of interest taken and supervision exercised by the supervisory staff such as Collectors, Subdivisional Officers and District Census Officers.

2. The District Census Officers are a vital link in the Census organisation of the district. They are required to do intensive touring during this period, and undertake thorough checking of Census arrangements, including the training of enumeration staff and supervision of enumeration work. The State Government, therefore, desire that the District Census Officers should be relieved of their other work (except some minor departments not likely to interfere with their touring) as far as possible, so that they can devote most of their time to Census work.

APPENDIX XIV

CIRCULAR REGARDING THE POST-ENUMERATION CHECK OF THE 1961 CENSUS

Copy of letter no. EN-127/60-686, dated the 19th February, 1961 (Census Circular No. 42), from the Superintendent of Census Operations, Bihar, to all Subdivisional Officers, regarding post-enumeration check of 1961 Census count.

As indicated in Census Circular No. 39, the Government of India have decided to hold a post-enumeration check of the 1961 Census count soon after the completion of present operations. The check has to be done all over India on the 22nd and 23rd March, 1961. A time-table for carrying out various stages of the work has accordingly been prepared, and is given in Appendix (A). As the work has to follow an all-India schedule, it is important that the deadlines given in the time-table are strictly adhered to.

2. Detailed instructions together with copies of various types of forms required to be used for carrying out the post-enumeration check are given in *Appendix (B). An outline of the programme is, however, indicated in the following paragraphs—

I. Main Object

The main object of post-enumeration check is to obtain an estimate of "error" in the Census count of persons. The term "error" in this context means both under-enumeration and over-enumeration. Such errors may arise due to mistake in enumeration of (*a*) houses, (*b*) households, and (*c*) members of household.

II. Sampling

Obviously, it is not possible to cover all houses or all households during the post-enumeration check. A few enumeration blocks and households are, therefore, selected for this purpose on random sample basis. Errors due to

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mistakes in covering houses or households can be estimated from a complete count of houses in sampled enumeration blocks. Similarly, errors in the counting of inmates in any house or household by the Census can be determined by re-enumeration of inmates in certain sampled houses within the sampled blocks.

III. Size of Sample

In rural areas, half per cent of blocks (*i.e.*, one block in every 200 blocks) will be selected for the first kind of check *viz.*, errors in enumeration of houses or households; and 10 per cent of houses in the sampled block (*i.e.* one house out of every 10 houses) will be taken up for the second kind of check *viz.*, errors in enumeration of members of households.

In urban areas, 2 per cent of block (*i.e.* one in every 50) and 5 per cent of houses (*i.e.* one out of every 20) within the sampled blocks will be included in the post-enumeration check.

IV. Agency

The post-enumeration check will be carried out by the Census Charge Superintendent under the supervision of the Subdivisional Officer and the District Census Officer, subject to the overall control of the District Officer. In certain urban charges, where there is a non-official Charge Superintendent, the Subdivisional Officer is requested to put a gazetted officer in charge of the work relating to post-enumeration check (P.E.C.).

V. Responsibility

The Census Charge Superintendent will be responsible for carrying out the post-enumeration check properly according to prescribed instructions. For this work, he may be designated as Charge Officer (C.O.). He will select suitable persons from among the Census Supervisors, and appoint them as Verification Officers (V.Os.). There will be one V.O. for every block selected for P.E.C. His appointment must be made by 28th February 1961. Immediately after appointment, the Verification Officer should be required to study the instructions carefully. A training camp may also be organised for all C.Os. and V.Os. at the district level on a convenient date between the 10th and 15th March, 1961, of which advance intimation should be given to me. A person must not be appointed V.O. in respect of a Census block enumerated under his supervision. The operations relating to the P.E.C. will be made considerably simple and smooth if intelligent and efficient persons are selected to work as Verification Officers.

VI. Arrangements for post-enumeration check

(1) *Selection of sampled blocks*—This work has been got done in my office. A districtwise list* showing the code numbers of selected blocks, villages or wards in which they lie, names of charges, etc. is given in Appendix (C). It will be seen that generally speaking, there is only one block in the selected charges where the P.E.C. is to be carried out. So, in most cases only one V.O. will be required.

(2) *Preparation of Censused Houselist*—The Supervisors for the sampled blocks may be instructed to prepare a list of houses from the relevant Household Schedule pad(s) in Form I. This list may be called Censused Houselist (C.H.L.). The listing will involve copying of the Building No./House No./Household (numbers) covered in the block from the Household Schedule pad(s). This work has to be completed by 10th March, 1961.

(3) *Sampling of Houses*—The Supervisor should tick-mark on the C.H.L. every tenth entry in the case of rural areas and every twentieth entry in the case of urban areas, starting in each case with the random start number indicated in column 7 of Appendix III. After doing this, he should copy out from the Census Population Record on the reverse side of the Household Schedule the name, age and sex of inmates of each household, covering all the households residing in a sampled house. This is to be done in Form V (List of Inmates). A separate sheet should be used for each sampled house.

(4) *Return of C.H.L. and Form V*—The C.H.L. and the List of Inmates should be sent to the C.O. by the 10th March. The boundary demarcations of the sampled block as adopted by the enumerator should also be intimated along with it.

(5) *Issue of Verification Houselist (Form II) and Verification Slips (Form VI)*—The C.O. should

*Not reproduced

insert ghost entries and make deletions in red ink in the List of Inmates in accordance with standard instructions. The names of inmates of each household so modified should be copied out on separate Verification Slips (V.S.) and blank Verification Houselist (V.H.L.) forms with the boundary demarcations of the block duly filled and a notional map thereof should be passed on to the V.O. by the 15th March. The C.H.L. and the original list of names should be treated as confidential and kept with the C.O. under lock and key. Precaution should be taken to avoid leakage of particulars of insertions and deletions which are meant to test the reliability of the work of the V.O. The V.O. should, of course, be appraised of the fact that ghost entries and deletions have been made so that he may do his work carefully.

(6) *Functions of the V.O.*—The following items of work will have to be done by the V.O. on the 22nd and 23rd March, 1961—

(*i*) The V.O. should prepare a list of all houses in the block on the V.H.L. (Form II) recording the house no. as shown on the entrance of the house; and in its absence, suitable location details, as also whether the house was used for residential purposes (wholly or partially) or non-residential purposes or was vacant, as on 1st March, 1961.

(*ii*) Simultaneously, he should visit the sampled houses, for which he has got V.S. (Form VI) and verify the names of the inmates as on 1st March 1961, recording relationship to head in each case. He should put a few probing questions about normal residents away, visitors, infants, lodgers, domestic servants, relations and un-related persons as on 1st March 1961, to detect whether any of them escaped enumeration. Name, age and sex will help in identification in cases where the name returns to the V.O. is different from that recorded in the V.S. A review of age, sex and relationship entries will suggest possible omissions. The V.O. should record details of omissions and indicate extra entries on V.S., mentioning in each case whether on 1st March 1961 the person was a normal resident present (NRP) or normal resident absent (NRA) or a visitor (V), and indicating in the last two cases whether the person did not return at all to his place of normal residence during 10th February to 28th February.

(*iii*) The V.S. and V.H.L. duly filled in should be returned to the C.O. by the 27th March.

VII. Matching Work by C.O.

The Charge Officer should match the V.H.L. and C.H.L. The matching work is likely to be a little taxing. The C.H.L. would contain a list of residential or partly residential houses only, whereas V.H.L. would contain a list of such houses as well as of non-residential and vacant houses, which are not relevant and should be ignored here. Most of the entries in the two lists will be matched but quite a number will remain, requiring (*a*) matching or (*b*) confirmation as true omissions or wrong inclusions. It is desirable to reduce the number of type (*a*) as much as possible. The absence of a Census housenumber is a strong presumption that the house was not censused. This can be checked only from the residents on a re-visit. However, the existence of a Census housenumber is a strong presumption that the house was censused and effort should be made to confirm it from the Household Schedule Pads of adjoining blocks, if necessary. It is not unlikely that the V.O. may include or exclude houses located on the boundary in his list due to differences in his understanding of the boundary demarcation. Our problem is to detect houses missed by Census, and so it is immaterial if they were censused in the adjoining block. Most of the houses truly missed by Census will comprise independent structures in obscure places, houses in multi-unit buildings (of which the remaining portions were censused) and houses taken as non-residential or vacant in Census though some people were actually living therein.

Bearing these considerations in mind, matching should be made as complete as possible, and only then the extra left unmatched should be copied out on what may be called "List of Extras" (Form III).

The extras in V. H. L., ignoring non-residential and vacant houses, should be listed out separately from the extras left unmatched in C.H.L. This part of the work should be completed by the 28th March.

VIII. Spot Visit by C.O.

The C.O. should visit the sampled block to confirm whether the extras were really residential houses as on 1st March 1961, which escaped enumeration totally; and if yes, the number of persons residing therein. He should, as far as possible, try to give an explanation as to how the case came to be missed *e.g.* (*i*) location in an obscure place (it is not improbable that missed houses may be found in a cluster there), (*ii*) location on or near the boundary, (*iii*) wrongly taken as non-residential or vacant, (*iv*) part of a multi-unit building, (*v*) residents available only occasionally (such would be the case mainly in single-member households), and (*vi*) no special reason except oversight. It is extremely unlikely that any of the extras of C.H.L. will be found to be wrong or non-existent. They will mostly be due to mistakes of the V.O., as they were actually censused in detail. It is possible that V.O. may wrongly record a house as non-residential or vacant, which will lead to unmatched extras in C.H.L. However, in the rare case of coming across a wrong or non-existent entry in the C.H.L., the case should be verified carefully from the relevant Household Schedule Pad with a view to finding out how the persons were enumerated there. The work of the C.O. in the re-survey will be to visit the house corresponding to unmatched extras, to enquire if anybody resides there, and if yes, to make sure that these persons were not enumerated. If they say that they were enumerated, appropriate details should be collected to enable the Household Schedule to be located in the relevant Pad.

This re-survey should be completed as early as possible, but in no case later than the 31st March. If the re-survey shows any evidence of disproportionate omissions, say, nearing 10%, the fact should be intimated immediately to me direct. Any systematic factor which operated in missing houses should be noted. This will be useful for preparing brief comments conveying C.O.'s impressions about the initial completeness of house numbering including any special factors or features brought to his notice, but such remarks should in no case be made without being soundly convinced of them.

IX. Preparation of Summary of Results

The C.O. should summarise the results of house verification giving the number of houses in the C.H.L. minus any possible wrong or non-existent case, plus the number found to have been missed in Census, so as to give the true total number of houses in the block. The total population enumerated in the missed houses minus the population recorded by Census in any possible wrong or non-existent case should also be obtained.

Similarly, the results of the re-enumeration of the sample houses should be summarised from V.S. The first step is that ghost entries and deletions correctly detected on V.S. should be scored off, and a summary of undetected balances should be made. If the balances exceed 2, the work of V.O. may be taken to be of doubtful reliability and a re-check by a more responsible person should be arranged. This should not entail much work. Firstly, this should not be necessary on any substantial scale; and secondly, the number of houses to be covered in a block is small. If the work of the V.O. passes the test of reliability, a summary of the under-enumeration and over-enumeration should be made ignoring ghost entries and deletions.

X. Despatch of Records

Summary figures, obtained as indicated in the foregoing two paragraphs, with all supporting papers such as C.H.L, V.H.L., V.S., and List of Extras should be sent to S.D.O. by the 4th April, 1961, who will send them to the D.C.O. by the 6th April, 1961 for being passed on to the Superintendent of Census Operations by 10th April 1961 positively. The C.O. should also submit a certificate to the effect that the P.E.C. was carried out to his satisfaction and that the summaries have been truly and correctly prepared. He should also attach a note giving his comments as explained in sub-paragraph (VIII) above.

3. It is perhaps unnecessary for me to emphasise the great importance of this work. It must be regarded as an essential part of the Census operations, and carried out with the same amount of promptness and efficiency. Though the instructions may appear to be rather complicated, the work itself will be of very simple nature. The work-load will also be light, because only one or two blocks have been selected in each Charge, and only 5—10 per cent of the houses therein are required to be covered.

4. .....spare copies of this circular are enclosed for your own use and *for being forwarded to the Charge Superintendents concerned immediately* at the rate of one copy for each C.O. and V.O. Adequate quantities of blank forms of various kinds required for this purpose are also being despatched herewith according to the scale indicated below—

Form no.	Description of the form	No. of forms per sampled block
I	Census Houselist	3
II	Verification Houselist	6
III	List of Extras	1
IV	Summary of House Verification ..	1
V	List of Inmates	25
VI	Verification Slips	25
VII	Re-enumeration of persons ..	1
VIII	Summary of re-enumeraton of persons	1

5. A Subdivisional reserve at the rate of 10 per cent of the total for each variety of form has also been provided. Internal adjustments may be made in case of shortage.

6. Receipt of this circular may please be acknowledged. The copies meant for Charge Superintendents and V.Os. must also be despatched forthwith* so that the programme of P.E.C. is carried out according to the prescribed time-table.

APPENDIX (A)

Time-table for post-enumeration check

Item of work	Date by which to be completed
1. Selection of sampled blocks (already done at State headquarters).	20-2-1961
2. (*i*) Appointment of Verification Officer (V.O.) and despatching to him a set of instructions for P.E.C. (*ii*) Giving a set of blank Forms I and V to the Supervisor of sampled block(s), together with relevant instructions.	28-2-1961
3. Preparation of Censused Houselist (C.H.L.) and copying of names of inmates of sampled houses by the Supervisors concerned and submission to Charge Officer (C.O.)	10-3-1961
4. Preparation of verification slips (V.S.) by C.O. introducing ghost entries and deliberate deletions, and their despatch to V.O. along with blank Verification Houselist forms and map of the block.	15-3-1961
5. Training of C.Os. and V.Os. in P.E.C. work at district level.	On any convenient date between 10th and 15th March, 1961
6. (*i*) Preparation of Verification House list (V.H.L.) by V.O. (*ii*) Re-enumeration of V.S. by V.O.	22-3-1961 and 23-3-1961
7. Submission of V.H.L. and V.S. duly completed by V.O. to C.O.	27-3-1961
8. Processing of V.H.L. in C.O.'s office—	
(*i*) Matching of V.H.L. with C. H. L., preparation of List of Extras by C.O.	28-3-1961
(*ii*) Re-survey by C.O. of the sampled block(s).	31-3-1961
(*iii*) Preparation of summary of results with comments by C.O. and its transmission with all papers (C.H.L., V.H.L., V.S., List of Extras) to S.D.O.	4-4-1961
(*iv*) Transmission of abovementioned records with comments by S.D.Os. to D.C.O.	6-4-1961
(*v*) Transmission of abovementioned records with comments by D.C.O. to S.C.O.	10-4-1961
9. Processing of V.S. in C.O.'s office—	
(*i*) Preparation of summary by C.O. and its transmission to S.D.O. with supporting V.S.	4-4-1961
(*ii*) Transmission of abovementioned papers by S.D.O. to D.C.O.	6-4-1961
(*iii*) Transmission of abovementioned papers by D.C.O. to S.C.O.	10-4-1961

Wherever necessary, copies for Charge Superintendents may be sent through special messenger so as to reach them by 27th February 1961, with instruction to them to take up items 2 and 3 of the time-table (Appendix I) instantaneously.

APPENDIX XV

STATEMENT SHOWING DISTRICTWISE NUMBER OF CHARGES AND BLOCKS SELECTED FOR P.E.C. IN BIHAR

Serial no.	Name of district	Number of selected Charges			No. of sampled Blocks			Remarks
		Total	Rural	Urban	Total	Rural	Urban	
1	2	3	4	5	6	7	8	9
1	Patna	22	17	5	31	17	14	
2	Gaya	39	35	4	43	36	7	
3	Shahabad	31	27	4	34	28	6	
4	Saran	22	19	3	23	19	4	
5	Champaran	23	20	3	23	20	3	
6	Muzaffarpur	28	25	3	29	25	4	
7	Darbhanga	31	28	3	34	28	6	
8	Monghyr	36	27	9	41	31	10	
9	Bhagalpur	18	16	2	23	18	5	
10	Saharsa	12	10	2	12	10	2	
11	Purnea	26	22	4	28	22	6	
12	Santal Parganas	41	38	3	63	60	3	
13	Palamau	17	15	2	18	16	2	
14	Hazaribagh	35	30	5	40	35	5	
15	Ranchi	26	21	5	28	21	7	
16	Dhanbad	15	8	7	16	9	7	
17	Singhbhum	25	21	4	35	24	11	
	Total	447	379	68	521	419	102	

APPENDIX

STATEMENT SHOWING DISTRICTWISE RESULTS

Serial no.	District	Rural/Urban	Persons censused in the block			Persons censused in sample houses		
			Male	Female	Total	Male	Female	Total
1	2	3	4	5	6	7	8	9
1	PATNA ..	.. Rural ..	7,023	6,698	13,721	661	685	1,346
		Urban ..	7,862	6,270	14,132	492	348	840
2	GAYA ..	.. Rural ..	9,651	9,759	19,410	1,059	1,089	2,148
		Urban ..	2,110	1,559	3,669	115	72	187
3	SHAHABAD ..	.. Rural ..	7,454	7,481	14,935	741	707	1,448
		Urban ..	2,252	1,706	3,958	103	100	203
4	SARAN ..	.. Rural ..	6,735	7,876	14,611	691	795	1,486
		Urban ..	1,579	1,186	2,765	77	40	117
5	CHAMPARAN ..	.. Rural ..	5,551	5,620	11,171	633	659	1,292
		Urban ..	1,034	942	1,976	42	52	94
6	MUZAFFARPUR ..	.. Rural ..	8,235	8,831	17,066	852	925	1,777
		Urban ..	1,733	1,577	3,310	78	77	155
7	DARBHANGA ..	.. Rural ..	9,629	10,264	19,893	1,062	1,102	2,164
		Urban ..	2,101	1,768	3,869	90	88	178
8	MONGHYR ..	.. Rural ..	8,917	9,218	18,135	914	953	1,867
		Urban ..	3,521	3,161	6,682	167	165	332
9	BHAGALPUR ..	.. Rural ..	3,983	3,686	7,669	378	382	760
		Urban ..	1,683	1,248	2,931	97	73	170
10	SAHARSA ..	.. Rural ..	3,993	3,746	7,739	383	338	721
		Urban ..	873	439	1,312	51	22	73
11	PURNEA ..	.. Rural ..	6,495	6,190	12,685	646	643	1,289
		Urban ..	2,300	1,475	3,775	151	80	231
12	SANTAL PARGANAS	.. Rural ..	9,461	9,824	19,285	972	954	1,926
		Urban ..	1,528	1,415	2,943	45	41	86
13	PALAMAU ..	.. Rural ..	4,457	4,353	8,810	365	336	701
		Urban ..	562	562	1,124	24	20	44
14	HAZARIBAGH ..	.. Rural ..	5,934	6,368	12,302	602	634	1,236
		Urban ..	1,796	1,478	3,274	76	73	149
15	RANCHI ..	.. Rural ..	5,637	5,465	11,102	504	510	1,014
		Urban ..	2,650	2,064	4,714	131	80	211
16	DHANBAD ..	.. Rural ..	3,490	2,853	6,343	322	258	580
		Urban ..	2,532	1,625	4,157	118	87	205
17	SINGHBHUM ..	.. Rural ..	5,272	5,442	10,714	582	592	1,174
		Urban ..	16,282	13,378	29,660	299	246	545
	TOTAL ..	.. Rural ..	1,11,917	1,13,674	2,25,591	11,367	11,562	22,929
		Urban	52,398	41,853	94,251	2,156	1,664	3,820
	GRAND TOTAL		1,64,315	1,55,527	3,19,842	13,523	13,226	26,749

XVI

OF THE POST-ENUMERATION CHECK IN BIHAR

Missed						Over counted			Enumeration not known					
Below 15 years			Above 15 years						Below 15 years			Above 15 years		
Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
1	..	1	..	..	..	..	..	..	..	2	2	..	..	..
3	4	7	2	3	5	..	..	..	..	..	..	..	..	..
1	6	7	..	6	6	..	..	..	3	1	4	1	4	5
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
2	2	4	1	2	3	2	..	2	2	..	2	1	1	2
1	..	1	1	..	1	..	..	..	..	..	..	7	..	7
..	..	..	3	..	3	1	..	1	1	..	1	..	1	1
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
3	1	4	..	3	3	1	..	1	..	..	..	..	..	..
..	..	..	1	..	1	..	..	..	..	..	..	..	..	..
5	4	9	..	4	4	..	1	1	..	..	..	..	1	1
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
3	2	5	1	3	4	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
5	..	5	..	..	..	1	5	6	1	1	2	1	3	4
2	3	5	1	1	2	..	2	2	..	..	..	..	..	..
3	3	6	1	..	1	..	..	..	..	..	..	..	..	..
3	3	6	2	7	9	..	..	..	..	..	..	..	..	..
1	..	1	..	..	..	..	..	..	1	3	4	..	1	1
..	1	1	1	..	1	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	3	..	3	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
3	3	6	1	6	7	1	1	2	3	3	6	1	4	5
..	..	..	..	..	..	..	.	..	..	..	..	..	..	..
..	2	2	..	1	1	3	1	4	..	..	..	..	..	..
..	1	1	..	1	1	..	..	..	..	..	..	..	..	..
3	1	4	1	1	2	..	..	..	5	5	10	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	1	..	1
..	4	4	1	..	1	..	2	2	..	1	1	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	1	..	1	..	..	..	..	1	1	..	1	1
1	..	1	1	..	1	..	..	..	..	..	..	..	..	..
2	1	3	..	3	3	..	..	..	1	..	1	..	..	..
5	5	10	9	7	16	4	2	6	..	..	..	..	..	..
32	29	61	10	29	39	9	10	19	20	17	37	4	16	20
15	17	32	18	19	37	4	4	8	..	..	..	8	..	8
47	46	93	28	48	76	13	14	27	20	17	37	12	16	28

APPENDIX XVII

CIRCULAR REGARDING DISTRICT AND SUBDIVISIONAL CENSUS OFFICES

Copy of letter no. B/C-36/57-9274-R., dated the 28th December 1959, from Shri S. M. Naqavi, I.A.S., Deputy Secretary to Government, Revenue Department, to the Accountant-General, Bihar, Ranchi, with copies to all Collectors, regarding setting up of District and Subdivisional Census Offices—Sanction for clerical assistance and office contingencies for census work.

I am directed to say that the State Government have been pleased to sanction the creation of following posts in each District and Subdivisional Offices in Bihar for work in connection with the coming Census of 1961 -

DISTRICT OFFICE

One Upper Division Clerk
One Lower Division Clerk
One Peon

SUBDIVISIONAL OFFICES

One Upper Division Clerk

URBAN AREAS

One Upper Division Clerk for cities with a population of 1 to 2 lakhs, and for every additional one lakh population, one Lower Division Clerk.

2. All the above posts are sanctioned for a period of 15 months with effect from the date of entertainment, or till the 31st March 1961, whichever is earlier.

3. The posts of Lower Division Clerks will be in the scale of Rs. 50—2—70—E.B.—2—90, and that of peon in the scale of Rs. $22\frac{1}{2}$—$\frac{1}{2}$—$27\frac{1}{2}$ *plus* usual allowances as admissible to State Government employees. The posts of Upper Division Clerks may be in the scale of Rs. 120—4—140 or Rs. 80—4—120, *plus* usual allowances as the Collector may decide on the availability of selected staff suitable for handling Census work.

4. All the posts sanctioned above would be filled by the Collectors concerned by deputing selected hands from their existing cadre, and from part of the staff of the Collectorate or Subdivisional Office. Persons, with previous experience of Census work or work of similar nature, and having creditable records of service will no doubt be preferred.

5. The State Government are also pleased to sanction expenditure on miscellaneous office contingencies at the rate of Rs. 30 per month for each District Census Office, and at the rate of Rs. 25 per month for each Subdivisional Census Office.

6. The entire cost on this account will be debitable to the appropriate units under the head "25-General Administration—General Establishment—District Administration", and be met by the State Government in the first instance and be re-imbursed by the Government of India later. Provision of funds will be made by means of a token provision in the second supplementary statement of expenditure for 1959-60 and in the meantime the expenditure may be incurred out of advance which is being sanctioned separately.

7. The District Census Officer will be the Drawing and Disbursing Officer in respect of funds sanctioned for the District Census Office, and the Subdivisional Officers will act in similar capacity for their respective Subdivisional Census Offices.

APPENDIX XVIII

CIRCULAR REGARDING ENTRY IN THE PERMANENT CHARACTER ROLLS

Copy of letter no. V/CL-1016/60A-15889, dated the 1st November 1960, from the Joint Secretary to the Government of Bihar, Appointment Department, to all Departments of Government/all Heads of Departments, regarding the decision of the State Government to make entry in the permanent character roll of every Government servant who received a Census medal.

The undersigned is directed to invite a reference to Chief Secretary's Circular no. CS-4853, dated the 22nd June 1960, addressed to all Secretaries to Government and Heads of Departments, regarding the employment of Government servants on Census work.

2. As in the past, the Government of India have decided to award silver and bronze medals to

Census workers whose services are distinguished by outstanding zeal and quality. There will be about 400 silver medals and 800 bronze medals allotted to Bihar.

3. In order to provide further incentive to Government employees engaged on Census work so that they put forth their best in this operation of immense national importance, the State Government have been pleased to decide that an entry will be made in the permanent character roll of every Government servant, who is awarded a Census medal to the effect that a silver or bronze Census medal as the case may be, was awarded to him for distinguished work in the Census of 1961. In case of I.A.S. Officers, Officers of the Bihar Civil Service and of the Junior Civil Service this entry will be made in that column of the prescribed form which provides for a special report on any work of outstanding nature.

4. All employees in your Department, who are engaged on Census work may be informed of this decision of Government

MISCELLANEOUS SCHEDULE 1

LIST OF NOTIFICATIONS OF THE GOVERNMENT OF BIHAR ISSUED UNDER THE INDIAN CENSUS ACT (XXXVII OF 1948)

Serial no.	Section of the Act	Number and date of notification	Short subject
1	2	3	4
1.	Section 4, Sub-section (4) ..	B/C-37/59-9350-R., dated the 29th December 1959	Delegation of the powers of Appointing Census Officers in favour of the Superintendent of Census Operations, Bihar, all District Officers, all Additional District Magistrates, all Additional Collectors, all Subdivisional Officers, all District Census Officers, all Block Development Officers, Anchal Adhikaris or Circle Officers.
2.	Section 6, Sub-section (1) ..	B/C-37/59-836-R., dated the 25th/28th January 1960	Appointment of all Additional District Magistrates, all Additional Collectors, all Subdivisional Officers, all District Census Officers and all Additional District Census Officers as the authorities competent to issue directions under section 6(1) of the Act in connection with the tenth decennial Census in 1961.
3.	Section 7	B/C-37/59-837-R., dated the 25th/28th January 1960	Appointment of all Additional District Magistrates, all Additional Collectors, all Subdivisional Officers, all District Census Officers and all Additional District Census Officers as the authorities competent to issue directions under section 7 of the Act in connection with the tenth decennial Census in 1961.
4.	Section 8, Sub-section (1) ..	B/C-16/60-6238-R., dated the 16th July 1960	Delegation in favour of a Census Officer to ask all such questions of all persons within the limits of the local area for which he is appointed as are necessary for correctly recording in the houselist form, household schedule and enumeration slip information regarding the matters covered by the houselist form, household schedule and enumeration slip.
5.	Section 12	B/C-27/60-6534-R., dated the 25th July 1960	Authorisation in favour of all District Magistrates to sanction prosecution under Section 12 of the Act.

MISCELLANEOUS SCHEDULE 2

SUMMARY OF THE STAFF EMPLOYED IN THE OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS, BIHAR, UP TO THE ENUMERATION PERIOD

Serial no.	Designation	Number	Period	Rates of pay excluding allowances	Remarks
1	2	3	4	5	6
				Rs.	
	HEAD ASSISTANT	1			
1.	Shri Jwala Prasad		From 26th November 1959	250	Deputed from Collectorate, Arrah.
	ACCOUNTANT-*cum*-CASHIER ..	1			
1.	Shri Ram Bachan Dwevedi		From 11th November 1959	202	Deputed from Development Commissioner's Department.
	STATISTICAL ASSISTANTS ..	3			
1.	Shri Raj Bansh Pandey		15th May 1959 (A.N.) to 31st March 1961	160	Deputed from Statistical Bureau.
2.	Shri Upendra Narain Sinha		26th August 1960 ..	141	Ditto ditto.
3.	Shri Ramesh Ranjan Prasad		17th September 1960 ..	141	Ditto ditto.
	TECHNICAL ASSISTANT ..	1			
1.	Shri Ram Bahadur Singh		1st April 1959 to 15th October 1960	220	Continued from the last Census.
	LOWER DIVISION ASSISTANTS ..	12			
1.	Shri Maheshwar Prasad		1st May 1959 ..	81	Deputed from Industries Department.
2.	Shri Ramji Dubey		27th October 1959 ..	92	Deputed from Law Department.
3.	Shri Vishwanath Prasad Srivastava ..		1st January 1960 to 15th October 1960	91	Deputed from Finance Department.
4.	Shri Lalit Prasad Sinha		22nd January 1960 to 30th August 1960	66	Deputed from Law Department.
5.	Shri Sachida Nand Jha		1st September 1960 ..	110	Direct appointment.
6.	Shri Ramanugrah Singh		26th October 1960 ..	110	Ditto ditto
7.	Shri Rajendra Jha		12th October 1960 to 31st March 1961	143	Deputed from Appointment Department.
8.	Shri Mithileshwar Prasad Jamuar		12th October 1960 ..	131	Ditto ditto.
9.	Shri Deo Narain Pandey		12th October 1960 to 3rd February 1961	116	Ditto ditto.
10.	Shri Surya Narain Singh		18th October 1960 ..	96	Deputed from Collectorate, Monghyr.
11.	Shri Murlidhar Tripathi		13th January 1961 ..	92	Deputed from Education Department.
12.	Shri Paras Nath Gupta		3rd February 1961 ..	116	Deputed from Appointment Department.

MISCELLANEOUS SCHEDULE 2—*concld.*

Serial no.	Designation	Number	Period	Rates of pay excluding allowances	Remarks
1	2	3	4	5	6
				Rs.	
	STENOGRAPHERS ..	2			
1.	Shri Parmanand Lal Das		From 19th August 1959 to 2nd March 1962	120	Deputed from Finance Department.
2.	Shri Krishna Behari Prasad		From 10th November 1960	142	Ditto ditto.
	DRAUGHTSMAN	1			
1.	Sri Md. Noor Khan		18th August 1960 ..	120 (—)57.31nP. =62.69nP.	Re-employed old hand of Survey Office.
	PEONS	9			
1.	Sri Ganesh Lall		2nd April 1959 ..	30	Deputd from Industries Department.
2.	Shri Abdul Rashid		1st April 1959 ..	30	Continued from the last Census.
3.	Shri Sarjug Lal		1st May 1959 ..	30	Deputed from Industries Department.
4.	Shri Ramji Sah		5th July 1960 ..	22½	Directly appointed.
5.	Shri Jogendra Prasad		27th September 1960 ..	22½	Ditto.
6.	Shri Lalit Kumar Sinha		31st August 1960 ..	22½	Ditto.
7.	Shri Shoo Narain Paul		21st September 1960 ..	22½	Ditto.
8.	Shri Ram Lakhan Das		3rd February 1961 ..	22½	Ditto.
9.	Shri Brij Nandan Singh		22nd March 1961 ..	22½	Ditto.
	DAFTARY	1			
1.	Shri Maqbool Hussain		31st August 1960 ..	22½	Ditto.

MISCELLANEOUS SCHEDULE 8

LIST OF OLD FURNITURE OF THE 1951 CENSUS AND THOSE PURCHASED ANEW FOR THE 1961 CENSUS

PART A—OLD FURNITURE RECEIVED FROM THE REVENUE DEPARTMENT

Serial no.	Description of articles	Number	Date of receipt
1	2	3	4
1.	Table (rexine top) with two drawers made of *sisum* wood	One ..	12-5-1959
2.	Tables made of *sisum* wood (drawers missing)	Two ..	12-5-1959
3.	Table 4′—6″×3′ made of *sisum* wood	One ..	12-5-1959
4.	*Dressing table* (glass missing)	One ..	12-5-1959
5.	Whatnots, *sisum* wood	Two ..	12-5-1959
6.	Chairs, *sisum* wood	Five ..	12 5-1959
7.	Chair, armless, *sisum* wood	One ..	12-5-1959
8.	Benches, *sisum* wood	Two ..	12-5-1959
9.	Whatnot, *sisum* wood	One ..	16-6-1959
10.	Wooden almirahs, *sisum* wood	Three ..	16-6-1959
11.	Rack made of packing wood	One ..	16-6 1959
12.	Tables, *sisum* wood	Two ..	16-6-1959
13.	Stationery cabinet, *sisum* wood	One ..	16-6-1959
14.	Tray, wooden	One ..	16-6-1959
15.	Chairs, ordinary	Six ..	16-6-1959
16.	Godrej steel almirahs with single key	Three ..	12-5-1959 and 26-5-1959

MISCELLANEOUS SCHEDULE 3—*concld.*

PART B—NEW ITEMS PURCHASED FOR THE 1961 CENSUS

Serial no.	Name of articles	Description	No. of articles	Price per article
1	2	3	4	5
				Rs.
	FOR OFFICERS			
1.	Secretariat table made of C.P. Teakwood, Teakply in natural colour, glass top with lock and key	6′×4′×30″	.. One	545.00
2.	Officer's writing table, made of C.P.Teakwood, and Teakply ..	4′×2½′×2½′	.. One	250.00
3.	Book-case almirah, made of C.P. Teakwood	5′×3′×12″	.. One	155.00
4.	Officer's chair, made of C.P. Teakwood with Dunlop pillow seat ..	..	One	65.00
5.	Officer's stationery cabinets, made of C.P. Teakwood	..	Two	18.00
6.	Officer's whatnots, made of C.P. Teakwood with distribution rack ..	..	Two	75.00
7.	Easychair, made of C.P. Teakwood with revolving arms ..	..	One	70.00
8.	Officer's whatnots, made of C.P. Teakwood, plain design ..	..	Two	45.00
9.	Officer's room chairs, made of C.P. Teakwood, cane seat and cane back	..	Six	30.00
	FOR OFFICE STAFF			
10.	Tables, made of *sisum* wood with two drawers and locking arrangements, rexine top.	5′×3′×2½′	.. Two	65.00
11.	Tables, made of *sisum* wood with one drawer and locking arrangement	4′×2½′×2½′	.. Three	45.00
12.	Typist's tables, made of *sisum* wood with locking arrangement ..	3½′×1′. 9″×27″	.. Three	45.00
13.	Stationery cabinets of *sisum* wood for Assistants	....	Seven	12.00
14.	Armless chairs of *sisum* wood and cane seat	....	Three	12.00
15.	Armed chairs of *sisum* wood	....	Four	14.00
16.	Whatnots, made of *sisum* wood	3′×12″×30″	.. Fifteen	14.00
17.	Stools, made of *sisum* wood	....	Four	5.00
18.	Almirahs, made of *sisum* wood with glass doors	6′×3′—3″×12″	.. Three	115.00
19.	Racks, made of *sisum* wood	8′×4′×18″	.. Two	65.00
20.	Tables, wooden with two drawers, complete with lock and key, *sisum* wood, rexine cover	5′×3′×2½′	.. Four	60.00
21.	Tables, wooden with one drawer, complete with lock and key, *sisum* wood	4′×2½′×2½′	.. Fifteen	40.00
22.	*Sisum* wood chairs, with arms, cane-seated, Mullaca	....	Eleven	12.00
23.	*Sisum* wood chairs, with arms, wooden-seated	....	Eighteen	10.00
24.	Whatnots, *sisum* wood	3′×12″×30″	.. Ten	13.75
25.	Almirahs, *sisum* wood	6′×3′—3″×12″	.. Three	95.00
26.	Typist's table, *sisum* wood	3′×1′—9″×2′—3″	.. One	38.75
27.	Godrej storewel minor steel almirahs	50″×30″×17″	.. Two	169.00
28.	Almirahs, *sisum* wood, glass door	6′×3′-3″×12″	.. Two	95.00

MISCELLANEOUS SCHEDULE 4

STATIONERY INDENTS FOR THE OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS

Serial no.	Item (Full description)	Unit	Number of Units			
			1958-59	1959-60	1960-61	1961-62
1	2	3	4	5	6	7
1.	Cream/Laid, F'cap, 10 lbs.	Ream	4½	3½	160 (sheets)	160 (sheets)
2.	Sm/Bld Laid, F'cap, 40 lbs.	Sheet	95	..	..	..
3.	Blotting, White Demy, 38 lbs.	Do.	106	126	80	183
4.	Brown Wrapping Imperial, 38 lbs.	Do	500	..	800	500
5.	Brown Wrapping, F'cap, 80 lbs.	Ream	1	..	4	..
6.	Duplicating, White, 6½ lbs.	Do.	25	100	100	80
7.	Carbon, T.W. F'cap, Std. weight	Sheet	500	700	..	..
8.	Carbon, T.W. Briefsize, Std. weight	Ream	½	..	..	108 (qrs.)
9.	Eraser, Ink and pencil	Number	10	..	..	16
10.	Ink powder, Blue Black	Packet	18	19	20	32
11.	Ink powder, Red	Ditto	5	5	6	9
12.	Ink, Fountain Pen, Blue Black, 4 ozs.	Number	4	4	8	8
13.	Ink, glass	Ditto	12	18	18	32
14.	Pen Nibs, Lattern Pattern	Doz.	6	42	21	74
15.	Penholder, Clerical	Number	12	19	..	33
16.	Penholder, Officers	Ditto	2	2	4	4
17.	Pencil, Red and Blue	Do	12	12	16	24
18.	Pencil, Middling	Doz.	3	21	21	..
19.	Pencil, Copying	Do.	1	..	..	..
20.	Rulers, Round 18"	Number	2	..	..	..
21.	Thread, Cotton, 2-Tollah ball	Ditto	12	..	..	18
22.	Twine, Hing, 4 ozs. a Ball	Do.	6	..	12	..
23.	Twine, Jute	Lbs.	14	..	50	..
24.	Twine, White	Number	6	..	..	..
25.	Gum, Arabic	Oz.	10	..	9	1 (lb.)
26.	Office paste, 2½ ozs.	Number	2	2	..	..
27.	Gum, Brush	Ditto	3	..	..	..
28.	Envelope, S.E. 2	Do.	425	..	..	..
29.	Envelope, S.E. 5	Do.	2,000	5,000	2,400	4,000
30.	Books, Blank ½ qr.	Do.	6	24	..	10

MISCELLANEOUS SCHEDULE 4—*contd.*

STATIONERY INDENTS FOR THE OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS—*contd.*

Serial no.	Item (Full description)	Unit	Number of Units			
			1958-59	1959-60	1960-61	1961-62
1	2	3	4	5	6	7
31.	Books, Blank, 1 qr.	Number	12	24	..	20
32.	Books, Blank, 2 qrs.	Ditto	6	12	..	20
33.	Docket Punch	Do.	2	..	..	..
34.	Paper Clips, Gum Pattern	Box	4	4	4	6
35.	Paper Weight, Glass, Loo	Number	6	12	12	..
36.	Stapling machine	Ditto	1	..	..	1
37.	Staples Wire, 1,000 in a box	Box	1	..	..	48
38.	Unink Pad for Rubber Stamp	Number	3	..	..	3
39.	Ribbon for Remington T. W. ½" M. 17	Ditto	6	24	12	20
40.	Dusting Brushes Long Handed for T.W. ..	Do.	2	3	3	..
41.	Brushes for type cleaning	Do.	2	3	1	6
42.	Stylus plate	Do.	1	..	..	..
43.	Stencil ink, Blk., in 1 lb. a tube for Gestetner Roneo Duplicator.	Do.	12	20	24	40
44.	Tags, Cotton, white 5" Long	Do.	1,000	3,700	..	4,500
45.	Paper Typewriter, F'cap Folio 3 lbs.	Ream	25	45	36	32
46.	Pen Nibs for Red ink	Doz.	6	..	21	..
47.	Tape, white ½" in roll of 50 yards	Roll	4	..	..	..
48.	Needles, Large	Number	4	..	..	..
49.	Pins, Plated in 1 oz. a packet	Packet	18	24	22	36
50.	Sealing Wax, Red, 16 Stks. in a box	Box	10	..	..	10
51.	Staples wire, 5,000 in a box, Disposal	Do.	1	..	..	..
52.	Pin Cushions, Ordinary	Number	1	..	2	..
53.	Ink, Violet for R/S in 2 ozs. a phial	Phial	6	6	..	6
54.	Ribbon for Underwood Typewriter ½" ..	Number	6	..	..	..
55.	Paper Waxless Stencil, F'cap, Grade I for G.R.D. ..	Quire	6	20	10	1 Ream and 100 sheets
56.	Shorthand Note Book	Number	12	12	20	20
57.	Eraser India Rubber pointed	Doz.	2	..	..	..
58.	Styles pen	Number	1	..	..	..
59.	Envelope, S.E. 8	Ditto	500	500	800	400
60.	Envelope, S.E. 8(*a*)	Do.	100	100	..	..

MISCELLANEOUS SCHEDULE 4—*contd.*

STATIONERY INDENTS FOR THE OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS—*concld.*

Serial no.	Item (Full description)	Unit	Number of Units			
			1958-59	1959-60	1960-61	1961-62
1	2	3	4	5	6	7
61.	Book, F'cap, 2 qrs. ruled	Number	6	12	..	..
62.	Wooden Blotters	Ditto	..	3	..	..
63.	Thumb Impression ink	Do.	..	1	..	..
64.	Flat files, F'cap, 24, inside	Do.	..	12	48	..
65.	Paper, C.W.D. F'cap, 24 lbs.	Sheet	..	50	..	..
66.	Badami, D/cap	Do.	..	225	..	..
67.	Pencil, Soft	Number	..	20	20	72
68.	T. W., Eraser, large	Ditto	..	4	4	8
69.	T. W. Oil, small	Phial	..	6	..	6
70.	Call Bell	Number	..	1	1	..
71.	Gum Bottle	Ditto	..	3	3	..
72.	Port Folio	Do.	..	2	..	..
73.	Signature Pad	Do.	..	1	2	..
74.	Book, ruled F'cap ½qr.	Do.	..	12	..	10
75.	Correcting Fluid	Phial	..	6	..	..
76.	Envelope, S.E. 4	Number	..	1,500	3,200	4,000
77.	Envelope, S.E. 7	Ditto	..	500	..	..
78.	Books, F'cap, ruled 1 qr.	Do.	..	12	..	20
79.	Paper C.W., F'cap, ruled, 12 lbs.	Sheet	..	225	180	320
80.	Pencil, reporter	Number	..	12	24	12
81.	Desk knife	Ditto	..	2	3	6
82.	Note-sheet Book	Do.	..	114	..	184
83.	File Book, large	Do.	..	18	..	..
84.	Ink stand, wooden, Double	Do.	..	..	3	10
85.	T. W. paper, Briefsize, 6 lbs.	Ream	..	..	4	..
86.	Book, Blank, F'cap, 3 qrs.	Number	..	..	..	10
87.	Paper, B/d F'cap, 4.5 K.G.	Ream	..	..	..	10
88.	Rulers, Wooden, 36''	Number	..	..	..	3
89.	Scissors, 6"	Ditto	..	..	..	1
90.	Pulp Board, White 20×26, 100 lbs.	Ream	..	63	..	..
91.	White Printing paper, 26×40, 46 lbs.	Do.	100	1,532	..	..
92.	White Printing paper, 57×89—22.8	Do.	..	..	716	..

MISCELLANEOUS SCHEDULES 4—*contd.*

STATIONERY INDENTS FOR THE USE OF HOUSING TABULATION OFFICE, PATNA

Serial no.	Item (Full description)	Unit	Number of units, 1960-61
1	2	3	4
1.	Penholder, Clerical	Number	96
2.	Penholder, Officers	Ditto	24
3.	Ink, Blue Black for Fountain pen	Do.	2
4.	Pad for Roneo Duplicators	Do.	3
5.	Tags, Cotton white 7″ long special	Do.	6,000
6.	Pencil, Ordinary, Hard	Dozen	20
7.	Pencil, Ordinary, Middling	Ditto	20
8.	Pencil, Red, Blue	Do.	20
9.	Pencil, Green	Do.	20
10.	Ink, glass	Do.	6
11.	Pen Nibs, Red Ink	Do.	30
12.	Pen Nibs, Lattern Pattern	Do.	30
13.	Ink Powder, Blue Black	Dozen packets	2
14.	Ink Powder, Red	Ditto	2
15.	Paper, Cream wove, F'cap	Ream	10
16.	Blotting, white demy	Sheet	100
17.	Inkstand, wooden, Double	Number	10
18.	Desk knives	Ditto	6
19.	Pins in Packets of 1 oz.	Doz. packets	4
20.	Paper, Duplicating 6½ lbs.	Ream	50
21.	Eraser, ink and pencil	Number	60
22.	Bodkin	Ditto	2
23.	Pin Cushion, Ordinary	Do.	1
24.	Paper weight, glass	Do.	12
25.	Paper Brown, Imperial 29″×45″	Ream	20
26.	Twine, white 40	Number	20
27.	Paper Brown Kraft 20½×29, 38 lbs.	Ream	5

MISCELLANEOUS SCHEDULE 4—*concld.*

STATIONERY INDENTS FOR THE OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS

Serial no.	Descriptions	From whom received	Date of receipt
1	2	3	4
	TYPEWRITERS		
1.	**Remington, Briefsize—15'' (New) no. 1J-164436-K** ..	Remington Rand of India, Ltd., Calcutta (Purchased from Census Budget)	22-1-1960
2.	**Remington, Briefsize—15'' (New) no. 1J-164425-K** ..	Ditto ditto ..	22-1-1960
3.	**Remington, Ex-Manifest size (New) no. F/1J-172757-K** ..	Do. Do. ..	16-8-1960
4.	**Underwood Machine (Old) no. 18-6673288**	Census Office of 1951	
5.	**Underwood Machine (Old) no. 19-690284**	Ditto	
6.	**Underwood Machine (Old) no. 19-6902711**	Do.	
7.	**Smith Corna Machine (Old) no. 2A-2263468—18**	Do.	
8.	**Olivetti, Foolscap—Model M 40/3-AT, no. 554207** ..	Ditto (condemned)	
9.	**Royal Machine, no.....**	Ditto (condemned)	
	CALCULATING MACHINES		
1.	**Facit Electric Machine, no.**	Registrar General, India, New Delhi	
2.	**Facit Hand Machine, no.....**	Ditto ditto	
	DUPLICATORS		
1.	**Gestetner Duplicating Machine (Electric) Model no. 265, Foolscap, no. 205/H-265862.**	Gestetner Duplicators Private, Ltd., Calcutta (Purchased from Census Budget)	
2.	**Gestetner Duplicating Machine, no. 17, serial no. 51015 and Cover no. 26.**	Census Office of 1951 (condemned)	

MISCELLANEOUS SCHEDULE 5

LIST OF BOOKS PURCHASED OR COLLECTED DURING THE 1961 CENSUS

ADMINISTRATION

1. Early English Administration of Bihar, 1781-85....J. R. Hand
2. India's Villages....M. N. Srinivas
3. Bihar Peasant Life....Grierson
4. Journal of Francis Buchanan..Bhagalpur
5. Journal of Francis Buchanan..Gaya
6. Journal of Francis Buchanan..Shahabad
7. Guide and Glossary of Survey and Settlement Operations in Patna and Bhagalpur

CENSUS

8. United Nations' Handbook of Population Census Methods (Volumes I, II and III)
9. The Population of Asia and the Far East, 1950-80 (Report IV)
10. Census of India, 1951 (Vol. VI Part III...Calcutta City)
11. Census of India, 1951 (Volume VI..West Bengal, Sikkim and Chandernagore)
12. Census of India, 1951 (Vol. I, Part II-C Economic)
13. Census of India, Paper No. 1, 1948, Age Tables..West Bengal, 1941 on Y Sample
14. Census of India, Paper No. 7, 1951, Age Table..Punjab
15. Census of India, Paper No. 8, 1951, Age Tables..Madras
16. Census of India, Paper No. 2, 1956, Means of livelihood and Industries Tables, Bihar, 1941 Census
17. Census of India, Paper No. 7, 1954, Subsidiary Tables..1951 Census
18. Census of India, Paper No. 6, 1955
19. Census of India, 1951, Volume XI..Orissa, Part I-Report
20. Census of India, 1951, Volume XI..Orissa, Part II-B-Tables
21. Census of India, 1951, Volume XI..Orissa, Part II-A-Tables
22. Census of India, 1951, Volume VII..Madhya Pradesh, Part II-C
23. Census of India, 1951, Volume I, Part I-B....Appendices to the Census Report, 1951
24. Census of India, 1951, Volume I, India, Part I-A....Report
25. Census of India, 1951, Volume II-A..Demographic Tables
26. Digest of the 1951 Census Report for Bombay, Saurashtra and Kutch
27. Census of India..Actuarial Reports for the Census of 1881, 1891, 1901, 1911, 1921, 1931 and 1951
28. Census of India, Paper No. II-1960

DEMOGRAPHY

29. Man-Power Resources of Ceylon, 1956-81
30. Three Essays on Population..Malthus, Huxley and Osborn
31. Population Growth and Economic Development in Low-Income Countries..Coale and Hoover
32. India's Population—Some Problems in Perspective Planning..S. N. Agarwala

DISTRICT GAZETTEERS

33. District Gazetteer (Old Edition), Palamau
34. District Gazetteer (Old Edition), Monghyr
35. District Gazetteer (Old Edition), Champaran
36. District Gazetteer (Old Edition), Saran
37. Revised District Gazetteer, Hazaribagh
38. Revised District Gazetteer, Gaya
39. Revised District Gazetteer, Muzaffarpur
40. Revised District Gazetteer, Singhbhum

MISCELLANEOUS SCHEDULE 5—*contd.*

41. Gaya (Old Records)
42. Muzaffarpur (Old Records)
43. Hazaribagh (Old Records)
44. Singhbhum (Old Records)

ECONOMICS

45. Indian Economics Year Book, 1959-60
46. Estimates of National Income, 1948-49 to 1956-57
47. All-India Rural Credit Survey Report
48. Agricultural Labour in India....Report on the Second Enquiry
49. Occupational Pattern in Manufacturing Industries in India, 1956
50. Agricultural Wages in India, Vol. I
51. Agricultural Labour Enquiry Report, 1952
52. An Economic Guide to Orissa
53. Report on the Occupational Pattern of the Employees in the Public Sector

FINANCIAL RULES AND ACCOUNTS

54. Central Government Compilation of the Treasury Rules (Vols. I & II)
55. Compilation of the General Financial Rules, Vol. II
56. Compilation of the Fundamental Rules (Vols. I & II)
57. Notes on the General Financial Rules, 1959..S. K. Sanyal
58. A Practical Guide to Fundamental Rules..K. Ramanaswamy
59. Bihar Travelling Allowances Rules
60. The Bihar Treasury Code (Volumes I & II)
61. The Bihar Pension Rules
62. The General Provident Fund Manual
63. A Compilation of the Government of India Civil Service Regulations and Liberalised Pension Rules..Swamy
64. The Bihar Service Code
65. A Compilation of the Medical Attendance Rules..Swamy

GENERAL

66. Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year, 1958-59 (in two parts)
67. Report on the Progress of Education in Bihar
68. Statistical Tables relating to Banks in India
69. Water Resources Utilisation in Bihar, 1959
70. Master Plan of Irrigation in Bihar, 1960
71. Annual Report of the Registrar of Newspapers for India, 1960, Parts I & II
72. Bihar through the ages..R. R. Diwakar
73. बिहार में १८५७ (छोटानागपुर और संथाल परगना)

JOURNALS AND MAGAZINES

74. Indian Studies—Past and Present
75. Folk-lore

NATIONAL SAMPLE SURVEY PUBLICATIONS

76. Paper No. 1—General Report
77. Paper No. 2—Tables with Notes
78. Paper No. 7—Couple Fertility
79. Paper No. 10—Land Holdings, Rural Sector
80. Paper No. 16—Employment and Unemployment
81. Paper No. 17—Sample Survey of Employment in Calcutta, 1953
82. Paper No. 19—Small Scale Manufacture
83. Paper No. 20—Pattern of Consumer Expenditure
84. Paper No. 21—Household Small Scale Manufacturing Establishments
85. Paper No. 22—Sample Survey of Manufacturing Industries, 1952

MISCELLANEOUS SCHEDULE 5—*concld.*

86. Paper No. 23—Sample Survey of Manufacturing Industries, 1953
87. Paper No. 24—Household Retail Trade
88. Paper No. 25—Sample Verification of Livestock Census, 1956
89. Paper No. 26—Housing Condition (No. 26)
90. Paper No. 29—Some Results of the Land Utilisation Survey
91. Paper No. 30—Land Holdings (2) (Operational Holdings in Rural India)
92. Paper No. 31—Household Transport Operations
93. Paper No. 32, Part I—Some Aspects of Cost of Cultivation of Paddy, Wheat, Jowar and Bajra
94. Paper No. 32, Part II—Some Aspects of Cost of Cultivation of Barley, Maize, Ragi, Gram, Small Millets, Groundnuts, Cotton and Jute
95. Paper No. 32, Part III—Some Aspects of Cost of Cultivation of Minor Cereals, Pulses, Sugarcane, Oilseeds, Potato, Spices and Tobacco
96. Paper No. 33—Tables with Notes on Wages, Employment, Income and Indebtedness of Agricultural Labour Households in Rural Areas

PLANNING

97. The Third Five-Year Plan, India
98. The Third Five-Year Plan, Bihar, Vols. I & II
99. India on the eve of the Third Five-Year Plan
100. Techno-Economic Survey of Bihar
101. Techno-Economic Survey of Madhya Pradesh
102. Techno-Economic Survey of Madras
103. India, the Most Dangerous Decades—Selig' Harrison

REFERENCE

104. Chambers' English Dictionary
105. Bhargava's Anglo-Hindi Dictionary
106. Nesfield's English Grammar
107. India—A Reference Annual, 1959
108. India—A Reference Annual, 1960
109. The Statesman's Year Book, 1961
110. Statistical Abstract of India, 1956-57
111. Statistical Handbook of the Indian Union, 1948—57
112. Statistical Handbook of the Indian Union
113. Key to Current Official Statistics, India
114. A Standard Industrial Classification
115. Census of Central Government Employees as on 30th June, 1958
116. The National Classification of Occupations
117. Facts and Figures, Bihar, 1958

SOCIOLOGY AND ANTHROPOLOGY

118. A Scientific Theory of Culture and other Essays..Bronislaw Malinowski
119. The Primitive World and its Transformations..Robert Redfield
120. Indian Paleography..G. Buhler
121. Human Groups..W. D. H. Sprott
122. Agris—A Socio-Economic Survey..D. N. Kale
123. Tribal Demography in India..C. B. Mamoria
124. Races and Cultures of India..D. N. Majumdar
125. The Little Community Peasant Society and Culture..Robert Redfield
126. Descriptive Ethonology of Bengal..E. T. Dalton

STATISTICS

127. Random Sampling
128. Facts from Figures..M. J. Moroney

MISCELLANEOUS SCHEDULE 6

LIST OF 1961 CENSUS CIRCULARS ON ENUMERATION

Serial no.	Date	File no.	Subject
1	2	3	4
1.	20th November 1959 ..	.. CS-3/59	Census Time-table for preliminary arrangements
2.	20th November 1959	.. CS-3/59	Instructions for the preparation of Census Register for rural and urban areas
3.	22nd December 1959	.. CS-3/59	*Pro forma* for fortnightly progress report—preparation of Census registers
4.	26th February 1960 ..	.. EN-65/60	Register of Census Forms/Papers—instructions for maintenance of
5.	14th April 1960 ..	.. CS-3/59	Preparation of Census maps—Mode of showing blocks in Thana maps
6.	14th April 1960 ..	.. CS-3/59	Compilation of Charge and Circle Registers
7.	14th April 1960 ..	.. CS-3/59	Maintenance of general file of Census Circulars and important letters
8.	22nd April 1960 ..	.. EN-73/60	Supply of Census Forms—Houselist Forms
9.	22nd April 1960 ..	.. EN-78/60	Requirement of Census Forms
10.	10th May 1960 ..	.. EN-79/60	Submission of completion report on houselisting and house-numbering—Calculation of mid-year population estimates on the basis thereof
10.(*a*)	31st October 1960 ..	.. EN-79/60	Submission of completion report on houselisting—Calculation of mid-year population estimates on the basis thereof
11.	13th May 1960 ..	.. CS-3/59	Preparation of Abstract of Charge Registers
12.	27th May 1960 ..	.. EN-36/59	Extension of the period of revisional round due to Holi
13.	10th June 1960 ..	.. EN-76/60	Census Training Programme—Training of Charge Superintendents and Deputy Charge Superintendents
14.	30th June 1960 ..	.. EN-75/60	Preparation of Census Registers
15.	30th June 1960 ..	.. ET-59/60	1961 Census Medal
16.	5th July 1960 ..	.. RS-18/60	Correction in the main heading of columns 5 to 8 of the Houselist Form in Hindi
17.	8th July 1960 ..	.. A-16/60	Monthly returns of expenditure for Census work in the District including Subdivisional Offices
18.	29th July 1960 ..	.. EN-94/60	Preparation of Houselist
19.	29th July 1960 ..	.. EN-89/60	Enumeration of fishermen
20.	24th August 1960 ..	.. EN-89/60	Column 4 of the Houselist form—Purpose for which Census house is used—Mode of recording entry therein
21.	27th August 1960 ..	.. EN-93/60	Despatch of Census forms
22.	22nd September 1960	.. EN-94/60	1961 Census—Houselisting and house-numbering—Submission of houselists, Mauzawar notes, houselists abstracts and other papers on completion of
23.	6th October 1960 ..	.. EN-80/60	Instructions to Enumerators—Modifications in the booklet thereon
24.	14th October 1960 ..	.. EN-24/59	Census of India, 1961—Defence Services
25.	17th October 1960 ..	.. EN-93/60	Despatch of Census Instructions and Forms

MISCELLANEOUS SCHEDULE 6—*concld.*

Serial no.	Date	File no.	Subject
1	2	3	4
26.	1st November 1960 ..	.. EN-116/60	Preparation of Calendar of important events
27	29th October 1960 ..	.. CS-3/59	Supplementary instructions regarding (*a*) Appointment of Assistant Enumerators, and (*b*) Distribution of pads to onumerators
28.	1st November 1960 ..	.. EN-78/60	Distribution and use of Census forms and literature—Index of
29.	2nd November 1966	.. ET-43/60	Appointment of Deputy Superintendents of Census Operations
30	5th November 1960	.. EN-64/60	Filling up Household Schedule during enumeration—List of typical household industries
31.	5th November 1960	.. CS-3/59	Maintenance of guard file of Census Circulars and important letters
32	7th November 1960	.. EN-39/59	Filling up of Household Schedule—Glossary of local names of right on land
33.	7th November 1960	.. EN-93/60	Distribution of pads of Individual Slips and Household Schedules—Preparation of estimates of requirement
34	8th November 1960	.. EN-7/59	1961 Census—Honorarium to enumeration staff—Payment of remuneration for houselisting and house numbering to enumerators
35	8th November 1960	.. EN-118/60	Filling up of Household Schedule—Preparation of Area conversion tables
36.	5th December 1960	.. EN-93/60	Preparation of indents for pads
37.	7th December 1960 ..	.. EN-85/60	Enumeration instructions—Clarification on certain points
38.	6th January 1961 ..	.. EN-125/60	1961 Census—Special enumeration of Scientific and technical personnel
39.	9th January 1961 ..	.. EN-138/61	Enumeration of houseless persons, provisional population totals and sample verification
40.	2nd February 1961	.. CS-3/59	Note on certain points requiring attention before ' ensus enumeration
41.	12th February 1961..	.. TN-22/61	Despatch of enumeration pads and other Census records to the Tabulation Office
42.	19th February 1961..	.. EN-127/60	Post-Enumeration Check of 1961 Census count
43.	4th March 1961 ..	.. EN-127/60	Post-Enumeration check of 1961 Census count—Supplementary instructions
44.	30th March 1961 ..	.. ET-59/60	1961 Census—Awards of Census medals
45.	24th April 1961 ..	.. EN-147/61	Deposits of Census records in Record Room

MISCELLANEOUS SCHEDULE 7

STATEMENT SHOWING THE RECEIPT OF CONSIGNMENTS CONTAINING CENSUS SCHEDULES

Schedule	Total number of forms	No. of packages	No. of consign-ments	Receipt of consignments		Mode of transport
				Began on	Ended on	
1	2	3	4	5	6	7
I. Houselists Black—						
(*a*) Hindi	12,12,000	546	4	12-4-1960	30-5-1960	3 consignments by passenger train and one by truck
(*b*) English	11,000	3	2	16-3-1960	12-9-1960	By passenger train
(*c*) Bengali	1,500	1	1	25-1-1960	..	By post
TOTAL ..	12,24,500	550	7			5 consignments by passenger train. 1 consignment by truck 1 consignment by post
II. Household Schedules—						
(*a*) Hindi—Black—						
(*i*) Pads of 25 ..	63,10,000	426	6	22-6-1960	4-2-1961	4 consignments by truck and 2 by passenger train
(*ii*) Pads of 50 ..	60,42,000	336	5	1-9-1960	15-10-1960	By truck
(*iii*) Loose ..	1,25,000	6	3	24-9-1960	5-12-1960	2 consignments by truck and 1 by passenger train
(*b*) Hindi—Red—						
(*i*) Pads of 10 ..	10,02,400	90	3	3-6-1960	12-7-1960	2 consignments by truck and 1 by passenger train
(*c*) English—Black—						
(*i*) Pads of 25 ..	1,30,500	10	2	9-7-1960	15-11-1960	1 consignment by passenger train and one by truck
(*ii*) Pads of 50 ..	1,30,500	8	2	9-7-1960	15-11-1960	Ditto
(*d*) Bengali—Black—						
(*i*) Pads of 25 ..	30,000	12	1	11-4-1960	..	By passenger train
(*ii*) Pads of 50 ..	30,000	12	1	7-4-1960	..	Ditto
TOTAL ..	1,38,00,400	900	23			6 by passenger train and 15 by truck
III. Individual Slips—						
(*a*) Hindi—Black—						
(*i*) Pads of 25 ..	79,40,700	290	6	22-6-1960	20-12-1960	By truck
(*ii*) Pads of 100 ..	5,26,92,300	1,590	16	14-6-1960	16-11-1960	Ditto
(*iii*) Loose ..	1,25,000	4	3	24-9-1960	5-12-1960	2 consignments by truck and 1 by passenger train
(*b*) Hindi—Red—						
(*i*) Pads of 50 ..	50,11,800	153	4	1-6-1960	9-7-1960	3 consignments by truck and 1 by passenger train
(*c*) English—Black—						
(*i*) Pads of 25 ..	1,15,500	5	2	9-7-1960	24-11-1960	1 consignment by passenger train and one by truck
(*ii*) Pads of 100 ..	13,90,000	43	2	9-7-1960	15-11-1960	Ditto
(*d*) Bengali—Black—						
(*i*) Pads of 25 ..	28,000	2	1	1-7-1960	..	By passenger train
(*ii*) Pads of 100 ..	3,32,000	17	1	27-7-1960	..	Ditto
TOTAL ..	6,76,35,300	2,104	35			6 By passenger train 29 By truck.
I. Houselists	12,24,500	550	7			
II. Household Schedules ..	1,38,00,400	900	23			
III. Individual slips ..	6,76,35,300	2,104	35			
GRAND TOTAL ..	8,26,60,200	3,554	65			

NUMBER OF FORMS SUPPLIED

District and Subdivision	Appointment parwana of Charge Officers		Appointment parwana of Circle Supervisors		Appointment parwana of Block Enumerators		Charge Register Rural Areas	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	2	3	4	5	6	7	8	9
PATNA	90	90	1,630	1,510	8,300	7,767	1,480	1,480
Patna Sadar	..	..	330	300	1,600	1,600	..	..
Patna City	..	..	130	130	700	700	..	..
Dinapore	..	..	330	330	1,700	1,700	..	..
Biharsharif	..	..	510	510	2,600	2,600	..	..
Barh	..	..	330	240	1,700	1,167	..	..
GAYA	125	125	1,890	1,350	9,400	7,136	2,040	2,040
Gaya Sadar	..	..	750	450	3,700	2,500	..	..
Nawada	..	..	370	370	1,900	1,850	..	..
Aurangabad	..	..	420	180	2,100	1,086	.	..
Jahanabad	..	..	350	350	1,700	1,700	.	..
SHAHABAD	110	110	1,650	1,447	8,200	6,649	1,790	1,790
Arrah	..	..	550	410	2,700	1,659	.	..
Sasaram	..	..	510	500	2,500	2,400	.	..
Buxar	..	..	330	330	1,700	1,700	.	..
Bhabua	..	..	260	207	1,300	890	..	..
SARAN	110	100	1,920	1,408	9,600	7,734	2,160	2,160
Chapra Sadar	..	..	770	670	3,900	3,800	..	..
Siwan	..	..	650	338	3,200	1,634	..	..
Gopalganj	..	..	500	400	2,500	2,300	..	..
CHAMPARAN	95	95	1,530	1,397	7,700	7,011	1,720	1,720
Motihari	..	..	880	800	4,400	4,300	..	..
Bettiah	..	..	650	597	3,300	2,711	..	..
MUZAFFARPUR	100	100	2,140	1,632	10,700	9,380	2,420	2,420
Muzaffarpur Sadar	..	..	840	632	4,200	3,980	..	..
Sitamarhi	..	..	720	500	3,600	2,800	..	..
Hajipur	..	..	580	500	2,900	2,600	..	..
DARBHANGA	110	110	2,300	2,075	11,400	10,900	2,580	2,580
Darbhanga Sadar	..	..	670	475	3,300	3,000	..	..
Madhubani	..	..	820	800	4,100	4,100	..	..
Samastipur	..	..	810	800	4,000	3,800	..	..

SCHEDULE 8-A

AND USED

Charge	Register Urban Areas		Circle Register		Enumerator's Abstract		Circle Summary		Charge Summary	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
	10	11	12	13	14	15	16	17	18	19
	390	390	1,870	1,870	7,050	5,547	1,960	1,569	85	66
	..	..	..	..	950	650	800	740	10	8
	..	..	..	..	100	100	20	20	5	5
	..	..	..	..	1,700	1,575	300	189	20	14
	..	..	..	..	2,600	1,741	510	385	25	16
	..	..	..	..	1,700	1,481	330	235	25	23
	180	180	2,220	2,220	9,800	8,585	1,890	1,316	120	86
	..	.	..	..	3,700	3,362	750	720	40	23
	..	..	.	..	1,900	1,570	370	152	30	18
	..	..	..	..	2,500	2,473	420	245	30	29
	..	..	..	..	1,700	1,180	350	199	20	16
	150	150	1,940	1,940	8,981	8,478	1,650	1,485	100	96
	..	..	..	.	2,700	2,406	550	385	30	26
	..	..	..	.	2,500	2,500	510	510	30	30
	..	..	..	..	1,700	1,700	330	330	20	20
	..	..	..	..	2,081	1,872	260	260	20	20
	110	110	2,270	2,270	9,600	7,734	1,920	1,408	210	200
	..	..	..	..	3,900	3,800	770	670	140	140
	..	..	..	..	3,200	1,634	650	338	40	40
	..	..	..	..	2,500	2,300	500	400	30	20
	90	90	1,810	1,810	7,700	7,600	1,530	1,263	90	80
	..	..	..	..	4,400	4,300	880	800	50	48
	..	..	..	..	3,300	3,300	650	463	40	32
	120	120	2,540	2,540	10,700	9,980	2,140	1,532	110	84
	..	..	..	..	4,200	3,980	840	632	50	32
	..	..	..	.	3,600	3,400	720	400	40	32
	..	..	..	..	2,900	2,600	580	500	20	20
	140	140	2,720	2,720	11,375	8,902	2,390	1,783	408	83
	..	..	..	..	3,625	3,300	735	670	238	30
	..	..	..	..	3,500	3,500	820	800	40	35
	..	.	..	..	4,250	2,102	835	313	130	18

MISCELLANEOUS

NUMBER OF FORMS

District and Subdivision	Census Code Part I		Census Code Part II		Supervisor's Handbook		Instructions to Enumerators Part I (Hindi)	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	20	21	22	23	24	25	26	27
PATNA	93	83	100	88	1,180	1,027	4,770	4,352
Patna Sadar	15	14	13	12	130	130	800	797
Patna City	6	6	6	6	20	20	70	70
Dinapur	22	22	25	25	265	212	1,400	985
Biharsharif	27	24	29	21	410	325	1,500	1,500
Barh	23	17	27	24	245	240	1,000	1,000
Patna Municipal Corporation ..	..	..	..	..	110	100	..	..
GAYA	126	116	132	119	1,210	1,148	9,500	5,287
Gaya Sadar	49	46	49	44	510	510	3,000	2,200
Nawada .. .	28	27	31	31	230	200	2,000	896
Aurangabad	29	28	31	28	280	258	3,000	1,290
Jehanabad .. .	20	15	21	16	190	180	1,500	901
SHAHABAD .. .	113	113	120	115	1,170	1,040	7,150	6,084
Arrah	33	33	33	33	330	300	2,500	2,204
Sasaram .. .	39	39	39	39	360	300	2,000	1,500
Buxar	16	16	23	18	180	180	1,150	1,150
Bhabua .. .	25	25	25	25	300	260	1,500	1,230
SARAN	107	107	107	107	940	851	5,500	5,288
Chapra Sadar	39	39	39	39	310	300	2,000	1,980
Siwan	39	39	39	39	380	311	2,000	1,868
Gopalganj .. .	29	29	29	29	250	240	1,500	1,400
CHAMPARAN .. .	100	100	100	90	850	850	5,500	5,400
Motihari .. .	55	55	55	45	460	460	3,000	2,900
Bettiah .. .	45	45	45	45	390	390	2,500	2,500
MUZAFFARPUR	93	93	105	87	1,420	1,186	8,000	6,645
Muzaffarpur Sadar	38	38	49	31	580	406	3,000	2,245
Sitamarhi	38	38	39	39	450	400	3,000	2,500
Hajipur	17	17	17	17	390	380	2,000	1,900
DARBHANGA	113	112	115	113	1,210	1,200	7,500	7,400
Darbhanga Sadar	27	26	29	27	390	390	2,500	2,500
Madhubani	45	45	45	45	440	430	2,500	2,400
Samastipur	41	41	41	41	380	380	2,500	2,500

SCHEDULE 8-A—*contd.*

SUPPLIED AND USED

Instructions to Enumerators Part II (Hindi)		Instructions to Enumerators (English)		List of Abbreviations		Mauzawar Note		Houselist Abstract		Note on Village and Cottage Industry	
Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
28	29	30	31	32	33	34	35	36	37	38	39
8,049	7,303	100	88	5,070	4,512	3,260	3,251	13,900	12,458	780	741
1,500	1,500	13	12	800	740	500	500	1,900	1,200	..	..
100	100	6	6	70	60	30	30	200	200	..	..
1,850	1,516	25	25	1,400	1,289	830	827	3,400	3,050	260	221
2,350	2,160	29	21	1,500	1,436	1,250	1,250	5,200	5,200	300	300
1,649	1,427	27	24	1,300	989	650	644	3,200	2,808	220	220
600	600	..	..	..	..	..	..	..	..	..	..
9,000	6,345	132	112	9,500	7,823	7,956	7,706	20,600	18,450	970	707
3,000	2,252	49	44	3,000	2,610	3,546	3,546	8,700	8,115	660	487
1,900	1,775	31	31	2,000	1,598	1,200	1,200	3,800	3,775	160	123
3,000	1,417	31	31	3,000	2,714	2,160	2,160	4,700	4,700	90	70
1,100	901	21	16	1,500	901	1,050	800	3,400	1,860	60	27
6,405	5,965	120	115	7,150	6,800	8,470	8,200	17,300	16,410	830	820
1,900	1,800	33	33	2,500	2,400	3,600	3,600	5,400	4,610	340	340
2,000	1,900	39	39	2,000	1,900	2,000	2,000	5,000	5,000	280	280
1,025	1,025	23	18	1,000	1,000	870	600	3,400	3,400	160	160
1,480	1,240	25	25	1,650	1,500	2,000	2,000	3,500	3,400	50	40
5,900	5,581	107	107	5,500	5,400	5,140	5,000	16,700	16,100	560	520
2,200	2,100	39	39	2,000	2,000	1,830	1,800	7,800	7,600	340	320
2,200	2,081	39	39	2,000	2,000	1,690	1,600	6,400	6,200	100	100
1,500	1,400	29	29	1,500	1,400	1,620	1,600	2,500	2,300	120	100
5,700	5,600	100	100	5,500	5,270	3,340	3,160	15,400	15,075	460	460
3,000	2,900	55	55	3,000	2,900	1,530	1,430	8,800	8,700	230	230
2,700	2,700	45	45	2,500	2,370	1,810	1,730	6,600	6,375	230	230
7,000	6,436	105	92	8,000	7,074	5,039	4,939	21,400	16,650	610	580
2,500	2,453	49	36	3,000	2,374	2,080	2,080	8,400	6,950	330	330
2,900	2,483	39	39	3,000	2,800	1,259	1,259	7,200	4,000	70	50
1,600	1,500	17	17	2,000	1,900	1,700	1,600	5,800	5,700	210	200
7,900	7,800	115	113	8,000	7,538	3,970	3,877	22,800	19,900	710	710
2,500	2,500	29	27	2,500	2,300	1,390	1,390	6,600	5,500	380	380
2,800	2,700	45	45	2,500	2,500	1,180	1,100	8,200	8,000	130	130
2,600	2,600	41	41	3,000	2,738	1,400	1,387	8,000	6,400	200	200

MISCELLANEOUS

NUMBER OF FORMS

District and Subdivision	Household Schedule Abstract		Letter of Authority		Pad issue Statement		Statement of returns of paper	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	40	41	42	43	44	45	46	47
PATNA	20,208	17,897	4,620	3,500	2,140	1,980	2,125	1,914
Patna Sadar	2,868	2,778	700	650	250	250	250	200
Patna City	234	200	60	60	30	30	30	30
Dinapore	4,824	4,338	1,160	240	440	411	440	411
Biharsharif	7,500	7,040	1,250	1,250	590	590	575	575
Barh	4,782	3,541	970	950	620	499	620	498
Patna Municipal Corporation ..	..	..	480	480	210	200	210	200
GAYA	27,642	27,260	8,010	5,322	2,320	2,170	2,320	2,181
Gaya Sadar	10,614	10,610	2,750	1,835	1,020	980	1,020	980
Nawada	5,514	5,174	1,600	1,320	460	366	460	377
Aurangabad	6,276	6,276	2,850	1,367	460	454	460	454
Jehanabad	5,238	5,200	810	800	380	370	380	370
SHAHABAD	24,154	23,330	4,910	4,735	2,310	2,290	2,310	2,290
Arrah	7,956	7,856	1,520	1,500	690	680	690	680
Sasaram	7,446	7,346	1,570	1,500	710	700	710	700
Buxar	4,842	4,218	770	770	390	390	390	390
Bhabua	3,910	3,910	1,050	965	520	520	520	520
SARAN	28,392	27,816	4,830	4,606	1,870	1,702	1,870	1,692
Chapra Sadar	11,316	11,000	1,850	1,750	620	610	620	600
Siwan	9,678	9,578	1,780	1,756	760	612	760	612
Gopalganj .. .	7,398	7,298	1,200	1,100	490	480	490	480
CHAMPARAN	22,632	22,526	4,760	4,640	1,790	1,656	1,780	1,680
Motihari	12,990	12,900	2,540	2,440	920	820	920	820
Bettiah	9,642	9,626	2,220	2,200	870	836	860	860
MUZAFFARPUR	31,686	30,333	5,430	5,354	2,030	1,846	2,030	1,846
Muzaffarpur Sadar	12,390	11,243	2,120	2,044	760	636	760	636
Sitamarhi	10,806	10,600	2,030	2,030	700	650	700	650
Hajipur	8,490	8,490	1,280	1,280	570	560	570	560
DARBHANGA	33,918	33,811	6,600	6,507	2,410	2,211	2,410	1,828
Darbhanga Sadar .. .	9,696	9,696	2,060	2,000	770	700	770	700
Madhubani	12,258	12,250	2,350	2,350	880	815	880	815
Samastipur	11,964	11,865	2,190	2,157	760	696	760	313

SCHEDULE 8-A—*contd.*

SUPPLIED AND USED.

Technical Cards		Roll up Black Board		Instructions for filling of Technical Cards		Enquiry regarding Sericulture Industry		Instructions for filling of Sericulture Industry		Instructions for filling of houselist	
Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
48	49	50	51	52	53	54	55	56	57	58	59
18,338	16,618	53	45	1,530	1,250	..	..	..	..	..	..
144	144	12	6	2	2	..	..	..	..	..	..
442	400	2	2	12	12	..	..	..	..	..	..
3,288	3,235	11	11	274	129	..	..	..	..	..	..
2,472	2,460	13	13	206	206	..	..	..	..	..	..
3,192	1,139	12	10	266	205	..	..	..	..	..	..
9,240	9,240	3	3	770	770	..	..	..	..	..	..
9,768	8,760	65	57	814	793	..	..	..	..	..	..
6,240	5,420	28	21	520	500	..	..	..	..	..	..
1,272	1,200	14	13	106	106	..	..	..	..	..	..
1,224	1,140	14	14	102	101	..	..	..	..	..	..
1,032	1,000	9	9	86	86	..	..	..	..	..	..
9,000	8,574	57	55	750	750	1,800	300	600	200	..	..
3,744	3,644	18	18	312	312	..	..	..	..	..	..
2,616	2,610	18	18	218	218	..	..	..	..	..	..
2,016	1,800	10	9	168	168	..	..	..	..	..	..
624	520	11	10	52	52	1,800	300	600	200	..	..
5,544	5,244	52	50	462	460	..	..	..	..	..	..
3,288	3,188	21	21	274	274	..	..	..	..	..	..
1,320	1,220	18	16	110	110	..	..	..	..	..	..
936	836	13	13	78	76	..	..	..	..	..	..
5,160	4,960	50	50	430	430	..	..	..	..	..	..
2,256	2,156	29	29	188	188	..	..	..	..	..	..
2,904	2,804	21	21	242	242	..	..	..	..	..	..
6,000	5,744	53	53	500	500	..	..	..	..	..	..
2,856	2,756	20	20	238	238	..	..	..	..	..	..
1,104	1,048	18	18	92	92	..	..	..	..	..	..
2,040	1,940	15	15	170	170	..	..	..	..	..	..
8,464	5,564	57	57	694	592	..	..	..	..	..	..
5,000	2,300	17	17	410	310	..	..	..	..	..	..
1,464	1,364	21	21	122	122	..	..	..	..	..	..
2,000	1,900	19	19	162	160	..	..	..	..	..	..

NUMBER OF FORMS SUPPLIED

District and Subdivision	Appointment parwana of Charge Officers		Appointment parwana of Circle Supervisors		Appointment parwana of Block Enumerators		Charge Register Rural Areas	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	2	3	4	5	6	7	8	9
MONGHYR	115	115	1,770	1,671	8,800	7,680	1,850	1,850
Monghyr Sadar	..	..	610	581	3,100	2,180	..	..
Khagaria	..	..	350	350	1,700	1,700	..	..
Begusarai	..	..	490	490	2,400	2,400	..	..
Jamui	..	..	320	250	1,600	1,400	..	..
BHAGALPUR	65	65	890	727	4,400	3,489	940	940
Bhagalpur Sadar	..	..	540	500	2,700	2,500	..	..
Banka	..	..	350	227	1,700	989	..	..
SAHARSA	60	60	790	624	3,900	3,800	920	..
Saharsa Sadar	..	..	210	209	1,000	1,000	..	..
Supaul	..	..	260	115	1,300	1,300	..	..
Madhepura	..	..	320	300	1,600	1,500	..	..
PURNEA	100	100	1,360	1,160	6,800	6,113	1,540	1,540
Purnea Sadar	..	..	400	400	2,000	2,000	..	..
Katihar	..	..	440	300	2,200	2,000	..	..
Kishanganj	..	..	200	200	1,000	1,000	..	..
Araria	..	..	320	200	1,600	1,113	..	..
SANTAL PARGANAS ..	110	110	1,390	1,245	7,210	5,843	1,590	1,590
Deoghar	..	..	260	180	1,300	740	..	..
Dumka	..	..	320	300	1,600	1,400	..	..
Godda	..	..	270	270	1,300	1,300	..	..
Jamtara	..	..	170	160	900	850	..	..
Rajmahal	..	..	210	210	1,310	857	..	..
Pakur	..	..	160	125	800	696	..	..
HAZARIBAGH	110	110	1,190	1,190	6,000	5,875	1,290	1,290
Hazaribagh Sadar ..	..	..	600	600	3,000	2,900	..	..
Giridih	..	..	430	430	2,200	2,200	..	..
Chatra	..	..	160	160	800	775	..	..

SCHEDULE 8-A—*contd.*

AND USED

Charge Register Urban Areas		Circle Registers		Enumerator's Abstract		Circle Summary		Charge Summary	
Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
10	11	12	13	14	15	16	17	18	19
230	230	2,080	2,080	9,750	8,937	1,830	1,492	295	91
..	..	..	..	3,400	2,662	670	395	225	21
..	..	..	..	1,700	1,700	350	350	20	20
..	..	..	..	2,550	2,520	490	475	30	30
..	..	..	..	2,100	2,055	320	272	20	20
110	110	1,050	1,050	5,590	5,427	975	904	2,205	2,120
..	..	..	..	3,000	2,900	600	550	2,180	2,100
..	..	..	..	2,590	2,527	375	354	25	20
40	40	960	960	4,225	3,753	850	668	78	62
..	..	..	..	1,325	1,300	270	126	28	18
..	..	..	..	1,300	953	260	242	30	24
..	..	..	..	1,600	1,500	320	300	20	20
80	80	1,620	1,620	7,160	6,165	1,430	1,163	335	300
..	..	..	..	2,300	2,000	460	400	215	200
..	..	..	..	2,260	2,000	450	400	70	65
..	..	..	..	1,000	900	200	200	20	20
..	..	..	..	1,600	1,265	320	163	30	15
80	80	1,670	1,670	13,400	11,768	1,498	1,306	125	105
..	..	..	..	3,700	3,186	368	298	25	20
..	..	..	..	3,600	3,600	320	320	20	20
..	..	..	..	1,300	1,200	270	270	20	20
..	..	..	..	900	860	170	165	20	18
..	..	..	..	2,300	1,502	210	145	20	13
..	..	..	..	1,600	1,420	160	108	20	14
110	110	1,400	1,400	7,750	7,009	1,250	1,239	225	225
..	..	..	..	3,250	2,717	660	660	175	175
..	..	..	..	3,700	3,492	430	419	30	30
..	..	..	..	800	800	160	160	20	20

MISCELLANEOUS

NUMBER OF FORMS

District and Subdivision	Census Code Part I		Census Code Part II		Supervisor's Hand-book		Instructions to Enumerators Part I (Hindi)	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	20	21	22	23	24	25	26	27
MONGHYR	124	120	124	105	1,040	1,026	6,200	5,739
Monghyr Sadar	43	43	43	43	360	359	2,000	1,893
Khagaria	23	23	23	23	210	210	1,200	1,100
Begusarai	33	29	33	14	260	257	1,600	1,392
Jamui	25	25	25	25	210	200	1,400	1,354
BHAGALPUR	62	62	62	62	520	520	3,300	3,100
Bhagalpur Sadar	35	35	35	35	290	290	1,800	1,700
Banka	27	27	27	27	230	230	1,500	1,400
SAHARSA	65	62	69	62	496	483	2,700	2,430
Saharsa Sadar	16	14	17	14	130	130	700	600
Supaul	26	25	29	25	216	213	1,000	930
Madhepura	23	23	23	23	150	140	1,000	900
PURNEA	116	103	118	113	1,250	1,015	5,400	5,179
Purnea Sadar	33	33	33	33	270	270	1,500	1,400
Katihar	33	20	35	30	270	250	2,000	2,000
Kishanganj .. .	21	21	21	21	110	110	700	600
Araria	29	29	29	29	600	385	1,200	1,179
SANTAL PARGANAS ..	122	111	132	118	1,060	988	6,400	5,322
Deoghar	22	17	25	21	180	143	800	680
Dumka	25	25	27	27	250	250	1,500	1,500
Godda	21	21	21	21	170	151	1,000	939
Jamtara	14	14	17	14	140	140	800	645
Rajmahal	21	17	23	18	160	160	1,500	912
Pakur	19	17	19	17	160	144	800	646
HAZARIBAGH	110	108	114	109	840	800	4,100	3,798
Hazaribagh Sadar . ..	57	57	57	57	410	400	1,800	1,700
Giridih	39	37	43	38	300	276	1,600	1,498
Chatra	14	14	14	14	130	124	700	600

SCHEDULE 8-A—*contd.*

SUPPLIED AND USED

Instructions to Enumerators Part II (Hindi)		Instructions to Enumerators (English)		List of Abbreviations		*Mauzawar* Note		Houselist Abstract		Note on Village and Cottage Industry	
Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
28	29	30	31	32	33	34	35	36	37	38	39
6,596	6,341	124	119	6,200	5,596	6,540	6,522	17,800	14,455	1,180	739
2,200	2,157	43	38	2,000	1,711	1,575	1,567	6,200	3,117	850	420
1,200	1,100	23	23	1,200	1,100	480	470	3,400	3,300	40	30
1,896	1,798	33	33	1,600	1,545	2,830	2,830	4,800	4,638	200	200
1,300	1,286	25	25	1,400	1,240	1,655	1,655	3,400	3,400	90	89
3,000	2,800	62	62	4,200	4,000	2,750	2,550	8,800	8,600	560	550
1,900	1,800	35	35	2,700	2,600	1,340	1,240	5,400	5,300	540	530
1,100	1,000	27	27	1,500	1,400	1,410	1,310	3,400	3,300	20	20
3,150	2,860	69	61	3,000	2,640	1,520	1,323	7,800	7,050	140	90
700	600	17	14	700	695	560	463	2,000	2,000	50	..
1,350	1,350	29	24	1,300	1,045	560	560	2,600	1,950	60	60
1,100	910	23	23	1,000	900	400	300	3,200	3,100	30	30
5,306	4,665	144	144	5,900	5,546	4,780	4,493	13,600	11,132	420	316
1,500	1,400	33	33	1,500	1,400	1,100	1,000	4,000	3,000	110	110
1,596	1,400	81	81	2,500	2,406	1,870	1,800	4,400	4,000	190	90
700	600	21	21	700	600	730	730	2,000	2,000	70	70
1,510	1,265	9	9	1,200	1,140	1,080	963	3,200	2,132	50	46
5,850	5,077	132	116	6,400	5,437	16,277	15,542	26,463	26,349	460	311
1,100	574	25	21	800	761	3,177	3,177	5,483	5,483	190	106
1,200	1,200	27	27	1,500	1,500	3,220	3,220	7,030	7,030	60	60
1,000	901	21	16	1,000	909	3,510	2,820	4,850	4,736	20	10
700	660	17	17	800	785	1,560	1,515	2,500	2,500	20	18
1,000	944	23	18	1,500	821	2,070	2,070	3,850	3,850	140	89
850	798	19	17	800	661	2,740	2,740	2,750	2,750	30	28
4,200	4,000	111	110	4,400	3,896	8,450	8,070	14,550	11,088	600	340
2,000	1,900	57	57	1,800	1,616	2,620	2,520	6,000	2,728	260	120
1,500	1,500	35	34	1,900	1,680	4,150	3,930	6,950	6,860	290	170
700	600	19	19	700	600	1,680	1,620	1,600	1,500	50	50

MISCELLANEOUS

NUMBER OF FORMS

District and Subdivision	Household Schedule Abstract		Letter of Authority		Pad issue Statement		Statement of returns of paper	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	40	41	42	43	44	45	46	47
MONGHYR	25,196	24,660	5,270	5,141	2,060	1,883	2,060	1,903
Monghyr Sadar	8,000	7,564	1,790	1,711	710	592	710	612
Khagaria	5,250	5,150	970	960	420	410	420	410
Begusarai	7,158	7,158	1,410	1,370	510	510	510	510
Jamui	4,788	4,788	1,100	1,100	420	371	420	371
BHAGALPUR	12,876	12,876	2,590	2,480	1,030	1,030	1,030	930
Bhagalpur Sadar	7,578	7,578	1,730	1,630	580	580	580	480
Banka	5,298	5,298	860	850	450	450	450	450
SAHARSA	11,784	11,344	530	2,420	790	720	790	739
Saharsa Sadar	3,138	2,698	800	800	250	220	250	220
Supaul	3,888	3,888	850	840	240	200	240	219
Madhepura	4,758	4,758	880	780	300	300	300	300
PURNEA	21,980	20,876	3,730	3,574	1,580	1,406	1,580	1,406
Purnea Sadar	6,018	5,018	1,180	1,080	540	540	540	540
Katihar	6,698	6,698	1,020	1,000	440	350	440	350
Kishanganj	2,970	2,870	570	560	210	210	210	210
Araria	6,294	6,290	960	934	390	306	390	306
SANTAL PARGANAS ..	21,375	20,797	4,150	3,847	1,890	1,635	1,890	1,543
Deoghar	3,798	3,776	630	576	250	245	250	245
Dumka	4,842	4,700	860	860	430	430	430	430
Godda	4,032	3,756	800	730	330	298	330	216
Jamtara	2,604	2,600	460	445	340	225	340	215
Rajmahal	3,032	3,019	770	638	320	252	320	252
Pakur	3,067	2,946	630	598	220	185	220	185
HAZARIBAGH .. .	17,436	16,947	3,210	3,052	1,650	1,484	1,650	1,466
Hazaribagh Sadar	8,772	8,772	1,510	1,410	810	646	810	646
Giridih	6,306	6,117	1,140	1,102	590	588	590	570
Chatra	2,358	2,058	560	540	250	250	250	250

SCHEDULE 8-A—*contd.*

SUPPLIED AND USED

Technical Cards		Roll up Black Board		Instructions for filling of Technical Cards		Enquiry regarding Sericulture Industry		Instructions for filling of Sericulture Industry		Instructions for filling of houselist	
Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
48	49	50	51	52	53	54	55	56	57	58	59
12,280	11,880	59	56	1,028	918	1,300	..	821	..	..	..
7,000	6,900	23	23	580	500	..	..	..	..	..	..
700	600	10	10	58	48	..	..	..	..	..	..
3,408	3,308	15	12	284	274	..	..	..	..	..	..
1,172	1,072	11	11	106	96	1,300	..	821	..	..	..
7,008	6,808	33	33	584	584	2,100	..	1,100	.	..	..
6,480	6,380	21	21	540	540	..	..	..	.	.	..
528	428	12	12	44	44	2,100	..	1,100	.	..	..
2,944	2,070	33	33	244	202	..	..	..	..	..	..
1,000	330	10	10	82	40	..	..	..	..	..	..
1,344	1,240	13	13	112	112	..	..	..	..	..	..
600	500	10	10	50	50	..	..	..	..	..	..
6,528	4,165	54	54	544	544	5,100	4,000	4,700	4,000	..	..
2,160	2,060	18	18	180	180	1,500	1,400	1,500	1,400	..	..
2,328	75	14	14	194	194	1,600	800	1,300	800	..	..
840	830	9	9	70	70	800	600	700	600	..	..
1,200	1,200	13	13	100	100	1,200	1,200	1,200	1,200	..	..
5,542	5,046	60	60	552	482	10,637	5,537	5,300	3,177	..	..
1,488	1,300	11	11	124	106	2,280	2,280	800	769	..	..
744	744	15	15	62	62	1,100	1,100	1,100	1,100	..	..
366	230	9	9	28	28	2,400	..	1,000	..	..	..
456	450	7	7	38	36	1,200	740	700	675	..	..
1,768	1,690	10	10	240	190	1,800	..	1,000	..	..	..
720	632	8	8	60	60	1,857	1,417	700	633	..	..
7,296	7,072	56	53	608	598	5,300	5,100	2,611	2,611	..	..
3,216	3,116	30	28	268	258	2,000	2,000	1,205	1,205	..	..
3,456	3,356	19	18	288	288	1,500	1,400	958	958	.	..
624	600	7	7	52	52	1,800	1,700	448	448	..	..

NUMBER OF FORMS SUPPLIED

District and Subdivision.	Appointment parwana of Charge Officers		Appointment parwana of Circle Supervisors		Appointment parwana of Block Enumerators		Charge Register, Rural Areas	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	2	3	4	5	6	7	8	9
RANCHI	105	105	1,140	882	5,700	4,246	1,240	1,240
Ranchi Sadar	..	..	480	360	2,400	1,800	..	..
Khunti	..	..	250	150	1,200	800	..	..
Gumla	..	..	250	212	1,300	846	..	..
Simdega	..	..	160	160	800	800	..	..
DHANBAD	60	60	630	530	2,700	2,430	590	590
Dhanbad Sadar	..	..	550	450	2,300	2,200	..	..
Baghmara	..	..	80	80	400	230	..	..
PALAMAU	65	65	640	640	3,200	3,000	780	780
Daltonganj	..	..	300	300	1,500	1,400	..	..
Garhwa	..	..	170	170	900	800	..	..
Latehar	..	..	170	170	800	800	..	..
SINGHBHUM	90	90	1,080	953	5,300	4,448	2,032	2,032
Chaibasa	..	..	410	376	2,000	1,500	..	..
Saraikella	..	..	200	194	1,000	900	..	..
Dhalbhum	..	..	470	383	2,300	2,048	..	..
TOTAL BIHAR	1,610	1,610	23,940	20,441	1,19,310	1,03,501	26,962	26,042

SCHEDULE 8-A—*contd.*

AND USED

Charge Register, Urban Areas		Circle Registers		Enumerator's Abstract		Circle Summary		Charge Summary	
Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
10	11	12	13	14	15	16	17	18	19
110	110	1,350	1,350	5,900	5,709	1,140	1,082	100	96
..	..	..	..	2,400	2,400	480	480	40	40
..	..	..	..	1,400	1,274	250	250	20	20
..	..	..	..	1,300	1,235	250	192	20	16
..	..	..	..	800	800	160	160	20	20
70	70	660	660	2,700	2,186	550	362	70	64
..	..	..	..	2,300	1,956	470	282	50	44
..	..	..	..	400	230	80	80	20	20
55	55	710	710	3,200	2,800	645	570	255	210
..	..	..	..	1,700	1,400	355	300	215	200
..	..	..	..	900	800	170	150	20	20
..	..	..	..	600	600	120	120	20	20
502	502	1,972	1,972	6,130	6,053	1,080	744	69	48
..	..	..	..	1,830	1,830	410	283	29	15
..	..	..	..	1,600	1,600	470	261	20	13
..	..	..	..	2,700	2,623	200	200	20	20
2,567	2,567	28,842	28,842	1,31,011	1,16,633	24,728	19,886	4,880	4,016

NUMBER OF FORMS

District and Subdivision	Census Code Part I		Census Code Part II		Supervisor's Handbook		Instructions to Enumerators Part I (Hindi)	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	20	21	22	23	24	25	26	27
RANCHI	111	110	114	111	690	687	6,000	5,163
Ranchi Sadar	40	39	43	40	280	280	2,500	2,500
Khunti	25	25	25	25	150	150	1,000	820
Gumla	27	27	27	27	170	167	1,500	943
Simdega	19	19	19	19	90	90	1,000	900
DHANBAD	68	68	68	68	380	364	1,900	1,760
Dhanbad Sadar	47	47	47	47	230	214	1,200	1,160
Baghmara	21	21	21	21	150	150	700	600
PALAMAU	73	73	73	71	490	470	3,000	2,680
Daltonganj	27	27	27	27	240	230	1,500	1,400
Garhwa	23	23	23	23	140	130	800	640
Latehar	23	23	23	21	110	110	700	640
SINGHBHUM	92	83	91	81	2,287	2,237	4,500	4,180
Chaibasa..	35	31	35	28	1,807	1,764	1,800	1,658
Seraikella	26	21	25	22	220	213	1,100	922
Dhalbhum	31	31	31	31	260	260	1,600	1,600
TOTAL BIHAR	1,688	1,624	1,744	1,619	16,933	15,892	91,420	79,807

SCHEDULE 8-A—*contd.*

SUPPLIED AND USED.

Instructions to Enumerators Part II (Hindi.)		Instructions to Enumerators (English)		List of Abbreviations		*Mauzawar* Note		Household Abstract		Note on Village and Cottage Industry	
Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
28	29	30	31	32	33	34	35	36	37	38	39
5,000	4,850	114	96	6,000	4,943	4,700	4,690	11,400	11,060	610	610
2,400	2,400	43	40	2,500	2,116	1,690	1,690	4,800	4,800	520	520
1,000	921	25	16	1,000	800	1,330	1,330	2,400	2,400	40	40
1,000	929	27	22	1,500	1,135	1,140	1,140	2,600	2,360	30	30
600	600	19	18	1,000	892	540	530	1,600	1,500	20	20
2,000	1,890	68	64	1,900	1,700	1,810	1,810	5,400	5,400	420	420
1,300	1,290	47	43	1,200	1,100	1,110	1,110	4,600	4,600	370	370
700	600	21	21	700	600	700	700	800	800	50	50
2,800	2,540	73	72	3,000	2,700	3,830	3,520	6,871	6,771	180	180
1,400	1,300	27	26	1,500	1,400	1,550	1,540	3,000	2,900	120	120
700	600	23	23	800	700	1,420	1,320	1,800	1,800	40	40
700	640	23	23	700	600	860	660	2,071	2,071	20	20
4,700	4,523	674	669	4,300	4,100	7,020	6,920	10,600	9,500	1,690	1,667
1,800	1,643	88	88	1,600	1,500	3,900	3,900	4,000	3,000	630	617
1,200	1,180	25	20	1,100	1,000	1,290	1,190	2,000	1,900	40	30
1,700	1,700	561	561	1,600	1,600	1,830	1,830	4,600	4,600	1,020	1,020
92,556	84,576	2,350	2,240	94,020	84,975	94,852	91,673	2,51,384	2,26,448	11,180	9,761

MISCELLANEOUS

NUMBER OF FORMS

District and Subdivision	Household Schedule Abstract		Letter of Authority		Pad issue Statement		Statement of returns of paper	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	40	41	42	43	44	45	46	47
RANCHI	16,684	16,400	4,110	3,411	1,360	1,277	1,360	1,266
Ranchi Sadar	6,628	6,628	2,040	1,500	560	560	560	560
Khunti	3,720	3,720	770	670	290	290	290	290
Gumla	3,792	3,716	800	775	340	311	340	300
Simdega	2,544	2,336	500	466	170	116	170	116
DHANBAD	8,166	8,066	1,570	1,491	740	680	740	716
Dhanbad Sadar	6,726	6,726	1,020	951	450	400	450	436
Baghmara	1,440	1,340	550	540	290	280	290	280
PALAMAU	8,886	8,786	2,180	2,050	980	960	980	960
Daltonganj	4,422	4,322	1,070	970	480	470	480	470
Garhwa	2,634	2,634	600	570	280	270	280	270
Latehar	1,830	1,830	510	510	220	220	220	220
SINGHBHUM	15,156	13,156	3,670	3,440	1,650	1,406	1,650	1,406
Chaibasa	6,012	5,012	1,360	1,230	710	566	710	566
Seraikella	3,054	2,054	910	810	430	330	430	330
Dhalbhum	6,090	6,090	1,400	1,400	510	510	510	510
TOTAL BIHAR	3,48,171	3,36,941	72,170	65,620	28,600	26,336	28,575	25,766

SCHEDULE 8-A—*contd.*

SUPPLIED AND USED

Technical Cards		Roll up Black Board		Instructions for filling of Technical Cards		Enquiry regarding Sericulture Industry		Instructions for filling of Sericulture Industry		Instructions for filling of houselist	
Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
48	49	50	51	52	53	54	55	56	57	58	59
8,640	7,790	56	56	441	308	5,700	5,245	2,500	2,400	..	..
6,576	6,576	25	25	298	298	3,100	3,000	1,200	1,100	..	..
792	510	11	11	66	33	1,000	900	500	500	..	.
720	204	12	12	60	60	1,000	845	500	500	..	..
552	500	8	8	17	17	600	500	300	300	..	..
8,376	8,276	34	33	698	588	2,000	1,800	2,000	1,700	..	..
7,248	7,148	25	24	604	504	1,300	1,200	1,300	1,100	..	..
1,128	1,028	9	9	94	84	700	600	700	600	..	..
2,760	2,518	36	36	230	230	3,400	3,300	2,800	2,700	..	..
1,464	1,364	16	16	122	122	1,900	1,700	1,400	1,300	..	..
768	768	10	10	64	64	700	800	700	700	..	..
528	386	10	10	44	44	800	800	700	700	..	..
15,216	13,068	46	44	1,294	1,294	4,825	4,805	2,935	2,725	2,030	2,030
2,904	2,804	19	17	242	242	1,800	1,800	1,089	1,000	30	30
624	524	11	11	52	52	1,220	1,200	725	725	..	..
11,688	9,740	16	16	1,000	1,000	1,805	1,805	1,121	1,000	2,000	2,000
1,38,864	1,24,157	854	825	11,403	10,527	40,362	30,087	25,367	19,513	2,030	2,030

MISCELLANEOUS SCHEDULE 8-A—*concld.*

STATEMENT SHOWING THE NUMBER OF BENGALI FORMS SUPPLIED TO THE DEPUTY COMMISSIONERS, SANTAL PARGANAS, DHANBAD AND SINGHBHUM

District	Household Schedule Abstract	Houselist	Houselist Abstract	Instructions for house-listing	Instructions to Enumerators	Individual slips pads of 100	Individual slips pads of 50	Household Schedule pads of 50	Household Schedule pads of 25
1	2	3	4	5	6	7	8	9	10
DUMKA	600	..	..	..	300	950	400	170	340
DHANBAD ..	500	800	80	80	200	650	200	130	260
CHAIBASA ..	1,000	1,200	220	120	500	1,700	500	300	600

1. 300 nos. Instructions to Enumerators supplied to S.D.O., Jamtara
2. 600 nos. Household Schedule Abstract in Oriya supplied to Seraikella

MISCELLANEOUS SCHEDULE 8-B

NUMBER OF ENUMERATION SCHEDULES SUPPLIED AND USED

District and Subdivision	Houselist forms(000)		Household Schedules				Individual slips			
			50-Schedule pads		25-Schedule pads		100-Slip pads		25-Slip pads	
	Supplied	Used	Supplied	Used	Suplied	Used	Supplied	Used	Supplied	Used
1	2	3	4	5	6	7	8	9	10	11
PATNA ..	76,000	69,479	7,330	7,042	13,622	11,529	34,660	32,081	13,100	10,559
Patna Municipal Corporation	..	..	720	720	2,200	2,000	3,630	3,430	1,700	1,500
Patna Sadar ..	14,000	12,000	1,080	1,080	1,800	1,072	4,620	4,592	2,200	2,163
Patna City ..	5,000	4,980	80	80	156	93	360	332	400	25
Dinapore ..	16,000	15,129	1,440	1,315	3,000	2,939	7,260	6,911	2,200	2,159
Barh	16,000	12,370	1,440	1,277	3,000	1,959	7,260	6,135	2,200	656
Bihar	25,000	25,000	2,570	2,570	3,466	3,466	11,530	10,681	4,400	4,056
GAYA	91,000	76,345	11,160	11,118	16,200	11,287	42,364	41,191	15,576	13,109
Gaya Sadar ..	35,000	34,280	4,680	4,680	6,000	4,138	16,170	16,121	5,500	5,500
Nawada ..	18,000	18,000	1,800	1,795	3,600	3,364	8,580	8,480	3,781	2,705
Aurangabad ..	21,000	15,665	2,520	2,520	3,600	2,475	9,694	9,480	4,095	3,326
Jehanabad ..	17,000	8,400	2,160	2,123	3,000	1,310	7,920	7,110	2,200	1,578
SHAHABAD ..	81,000	77,335	8,774	8,642	16,827	13,097	36,833	34,756	15,341	10,938
Arrah	27,000	24,870	3,240	3,240	5,400	5,308	12,210	11,612	4,400	4,400
Sasaram	25,000	25,000	2,520	2,500	4,800	4,478	11,550	11,550	3,300	3,300
Buxar	16,000	16,000	1,574	1,554	3,790	1,703	7,133	6,373	3,437	1,602
Bhabhua.. ..	13,000	11,465	1,440	1,348	2,837	1,608	5,940	5,221	4,204	1,636
SARAN	95,000	64,602	9,360	8,928	19,200	13,841	43,120	29,936	13,200	11,120
Chapra Sadar ..	38,000	36,000	3,600	3,400	7,800	7,600	17,490	15,490	5,500	5,300
Siwan	32,000	8,602	3,240	3,108	6,600	1,641	14,410	3,326	4,400	2,620
Gopalganj ..	25,000	20,000	2,520	2,420	4,800	4,600	11,220	11,120	3,300	3,200
CHAMPARAN ..	75,000	73,200	5,725	5,351	15,865	13,424	34,650	32,720	14,972	11,155
Motihari	43,000	42,850	2,485	2,385	8,400	8,300	19,800	19,700	8,036	7,936
Bettiah	32,000	30,350	3,240	2,966	7,465	5,124	14,850	13,020	6,936	3,219
MUZAFFARPUR ..	105,000	94,900	10,440	9,882	21,000	18,945	44,460	43,002	30,800	23,443
Muzaffarpur Sadar ..	41,000	40,900	3,960	3,860	8,400	8,300	19,140	19,040	5,500	5,400
Hajipur	28,000	27,000	2,880	2,760	5,400	5,300	11,460	11,260	11,000	10,900
Sitamarhi ..	36,000	27,000	3,600	3,262	7,200	5,345	13,860	12,702	14,300	7,143

MISCELLANEOUS SCHEDULE 8-B—*contd.*

NUMBER OF ENUMERATION SCHEDULES SUPPLIED AND USED

District and Subdivision.	Houselist forms (000)		Household Schedules				Individual slips			
			50-Schedule pads		25-Schedule pads		100-Slip pads		25-Slip pads	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	2	3	4	5	6	7	8	9	10	11
DARBHANGA ..	1,13,000	1,07,550	11,160	10,746	22,388	20,113	46,333	45,471	41,747	30,425
Darbhanga Sadar ..	32,000	31,850	3,240	3,026	6,788	4,913	12,343	11,681	16,447	5,325
Madhubani ..	41,000	39,000	3,960	3,860	7,800	7,600	18,810	18,710	6,600	6,500
Samastipur ..	40,000	36,700	3,960	3,860	7,800	7,600	15,180	15,080	18,700	18,600
MONGHYR ..	86,000	72,983	8,645	8,393	17,547	14,934	39,591	36,102	13,777	8,720
Monghy Sadar ..	28,000	20,000	2,880	2,880	5,400	5,000	12,870	12,310	4,400	4,400
Khagaria	18,000	16,000	1,800	1,713	3,344	2,636	8,325	7,358	2,378	680
Begusarai ..	24,000	23,970	2,525	2,431	4,800	4,228	10,890	9,915	3,300	2,060
Jamui	16,000	13,013	1,440	1,369	4,003	3,070	7,506	6,519	3,699	1,580
BHAGALPUR ..	43,000	40,200	4,320	4,020	8,400	8,200	19,800	19,600	5,500	5,300
Bhagalpur Sadar ..	25,000	23,000	2,520	2,320	4,800	4,700	11,550	11,450	3,300	3,200
Banka	18,000	17,200	1,800	1,700	3,600	3,500	8,250	8,150	2,200	2,100
SAHARSA ..	39,000	35,726	3,600	3,500	7,200	6,954	18,480	18,229	5,500	5,210
Saharsa Sadar ..	10,000	9,146	1,080	1,080	1,800	1,754	4,950	4,799	1,100	1,010
Supaul	13,000	12,580	1,080	1,080	2,400	2,300	7,590	7,490	2,200	2,100
Madhepura ..	16,000	14,000	1,440	1,340	3,000	2,900	5,940	5,940	2,200	2,100
PURNEA	68,000	66,000	6,890	6,890	15,810	15,289	31,400	30,800	16,164	14,425
Purnea Sadar ..	20,000	20,000	2,160	2,160	4,200	4,100	9,240	9,040	3,300	3,200
Katihar	22,000	20,000	2,210	2,210	4,700	4,600	9,950	9,750	3,320	3,120
Kishanganj	10,000	10,000	1,080	1,080	1,800	1,700	4,620	4,420	1,100	1,000
Araria	16,000	16,000	1,440	1,440	5,110	4,889	7,590	7,590	8,444	7,105
SANTAL PARGANAS ..	69,600	66,541	7,075	7,009	13,563	11,007	31,346	30,227	11,491	7,929
Deoghar	14,000	13,133	1,675	1,609	2,397	1,779	5,936	5,313	3,228	598
Dumka	16,000	16,000	1,440	1,440	3,000	3,000	7,260	7,260	2,200	2,200
Godda	13,000	12,000	1,440	1,440	2,400	2,200	6,270	6,170	2,200	2,000
Jamtara	8,000	8,000	720	720	1,800	1,600	3,960	3,860	1,100	1,000
Rajmahal ..	10,000	8,944	1,080	1,080	1,800	1,600	3,960	3,860	1,100	1,000
Pakur	8,600	8,464	720	720	2,166	828	3,960	3,764	1,663	1,131

MISCELLANEOUS SCHEDULE 8-B—*concld.*

NUMBER OF ENUMERATION SCHEDULES SUPPLIED AND USED

District and Subdivision	Houselist forms (000)		Household Schedules				Individual slips			
			50-Schedule pads		25-Schedule pads		100-Slip pads		25-Slip pads	
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
1	2	3	4	5	6	7	8	9	10	11
HAZARIBAGH ..	60,200	56,980	6,588	6,367	13,482	12,519	27,012	25,860	15,419	12,483
Hazaribagh Sadar ..	29,200	29,200	2,661	2,540	7,880	7,681	13,640	13,427	7,159	5,362
Giridih	23,000	22,400	2,702	2,702	4,200	3,821	9,900	9,187	6,114	5,940
Chatra	8,000	5,380	1,225	1,125	1,402	1,017	3,472	3,246	2,146	1,181
RANCHI	55,020	44 330	5,040	5,014	11,473	10,537	25,740	23,024	12,741	11,417
Ranchi Sadar ..	20,020	18,020	2,160	2,160	4,800	4,492	10,230	9,049	6,575	6,569
Khunti	12,000	10,000	1,080	1,067	2,400	2,200	5,610	5,410	2,200	2,000
Gumla	13,000	8,450	1,080	1,067	2,473	2,245	5,940	4,805	2,866	1,848
Simdega ..	8,000	7,860	720	720	1,800	1,600	3,960	3,760	1,100	1,000
DHANBAD ..	27,000	25,800	2,880	2,720	6,000	5,800	13,087	12,887	4,814	4,514
Dhanbad Sadar ..	23,000	22,000	2,160	2,000	4,800	4,600	10,777	10,577	3,714	3,514
Baghmara	4,000	3,800	720	720	1,200	1,200	2,310	2,310	1,100	1,000
PALAMAU ..	30,650	27,300	3,645	3,544	6,000	6,000	13,860	13,338	4,463	4,160
Daltonganj ..	15,000	13,000	2,135	2,035	3,000	3,000	6,930	6,730	2,200	2,000
Garhwa	9,000	8,000	720	720	1,800	1,800	3,960	3,760	1,100	1,000
Latehar	6,650	6,300	790	789	1,200	1,200	2,970	2,848	1,163	1,160
SINGHBHUM ..	50,000	47,285	5,206	4,683	12,859	9,508	24,163	21,020	9,122	6,026
Seraikella	10,000	8,285	1,241	1,083	3,317	1,952	5,353	4,208	2,522	923
Chaibasa	20,000	19,500	2,165	1,800	5,342	5,000	9,240	8,242	3,300	3,063
Dhalbhum ..	20,000	19,500	1,800	1,800	4,200	2,556	9,570	8,570	3,300	2,040
TOTAL BIHAR ..	11,64,470	10,46,556	1,17,838	1 13,849	2,37,436	2,02,984	5,26,899	4,90,244	2,43,727	1,90,933

MISCELLANEOUS SCHEDULE 9

CIRCULARS AND FORMS PRINTED FOR ENUMERATION PERIOD

Description of circular or form	Date of printing	Number of copies printed	Size and weight of paper used	Units of paper used	
				Reams	Sheets
1	2	3	4	5	6
1. Census Circular No. 1, dated 20th November 1959 (Census Time Table)	21-11-1959	2,500	26″×40″—46 lbs.	..	313
2. Census Circular No. 2, dated 20th November 1959 (Instruction for Charge Register)	21-11-1959	2,500	26″×40″—46 lbs.	1	439
3. Draft Enumeration Schedule* ..	10-7-1959	8,000	26″×40″—46 lbs.	1	..
4. Houselist Forms in Hindi*	10-7-1959	2,500	26″×40″—46 lbs.	2	250
5. Instructions to Enumerators*	10-7-1959	300	26″×40″—46 lbs.	..	250
6. Houselist Instructions*	10-7-1959	300	26″×40″—46 lbs.	.	250
7. Charge Register for Rural areas ..	23-2-1960	30,000	26″×40″—46 lbs.	15	85
8. Charge Register for Urban areas ..	23 2-1960	5,000	26″×40″—46 lbs.	2	267
9. Circle Register	23-2-1960	30,000	26″×40″—46 lbs.	15	79
10. Census Code, Part I	20-2-1960	2,500	26″×40″—46 lbs.	21	163
11. Appointment letter of Charge Superintendent	23-2-1960	2,000	26″×40″—46 lbs.	.	130
12. Despatch Advice Form	22-4-1960	5,000	26″×40″—46 lbs.	..	313
13. Address Slip for packages	22-4-1960	20,000	26″×40″—46 lbs.	.	156
14. Address Card for packages .. .	22-4-1960	10,000	20″×26″ 100 lbs.		200
15. Post Card Booking Advice .. .	25-4-1960	5,000	20″×26″—100 lbs.		281
16. Census Immediate Slip .. .	25-4 1960 and 18-7-1960	11,000	26″×40″—46 lbs.	1	388
17. Appointment letter of Supervisors .	14-5-1960	25,000	26″×40″—46 lbs.	3	6
18. Appointment letter of Enumerators ..	16-5-1960	1,25,000	26″×40″—46 lbs.	31	122
19. Enumerator's Handbook, Part I ..	3-6-1960	1,25,000	26″×40″—46 lbs.	15	325
20. Mauzawar Note Form	26-5-1960	1,00,000	26″×40″—46 lbs.	23	..
21. Houselist Abstract	14-5-1960	2,50,000	26″×40″—46 lbs.	31	125
22. Note on Village and Cottage Industries ..	17-6-1960	12,500	26″×40″—46 lbs.	1	285
23. Circle Summary	30-7-1960	25,000	26″×40″— 46 lbs.	3	60
24. Charge Summary	30-7-1960	5,000	26″×40″—46 lbs.	1	135
25. Census Code, Part II	2-8-1960	2,500	26″×40″— 46 lbs.	12	364
26. Enumerator's Final Abstract	5-8-1960	1,25,000	26″×40″—46 lbs.	21	21
27. Household Schedule Abstract ,, ..	12-8-1960	36,400	26″×40″—46 lbs.	30	323

* For the Second Pretest

MISCELLANEOUS SCHEDULE 9—*concld.*

CIRCULARS AND FORMS PRINTED FOR ENUMERATION PERIOD– *concld.*

Description of circular or form	Date of printing	Number of copies printed	Size and weight of paper used	Units of paper used	
				Reams	Sheets
1	2	3	4	5	6
28. List of Abbreviations	6-8-1960	1,25,000	20″ × 26″– 100 lbs.	21	3
29. Enumerator's Handbook, Part II ..	14-10-1960	1,25,000	26″ × 40″—46 lbs.	377	266
30. Letter of Authority to Enumerators ..	1-9-1960	75,000	20″ × 26″– 100 lbs.	8	213
31. Maternity Card	4-10-1960	25,000	20″ × 26″—100 lbs.	3	83
32. Census Circular No. 23 (Instructions to Enumerators)	20-10-1960	2,000	26″ × 40″– 46 lbs.	..	125
33. Correction Slip Nos. 1, 2 and 3	20-10-1960	5,000	26″ × 40″—46 lbs.	..	320
34. Pad Issue Statement	27-10-1960	40,000	26″ × 40″– 46 lbs.	5	31
35. Statement of Return of Census Papers ..	27-10-1960	40,000	26″ × 40″– 46 lbs	6	365
36. Supervisor's Handbook	20-10-1960	20,000	26″ × 40″– 46 lbs.	10	29
37. Socio-Economic Survey (Household Schedule)	17-11-1960	15,000	26″ × 40″ 46 lbs.	15	81
38. Census Circular No. 30 (Filling of Household Schedule)	10-11-1960	3,000	26″ × 40″– 46 lbs.	3	20
39. Census Circular No. 31 (Maintenance of Guard File)	11-11-1960	3,000	26″ × 40″– 46 lbs.	3	20
40. Census Circular No. 32 (Glossary of local names of right on land)	11-11-1960	3,000	26″ × 40″– -46 lbs.	3	20
41. Consanguineous Marriage Survey Schedule ..	10-1-1961	7,500	26″ X 40″– 46 lbs.	3	398
42. Enquiry regarding Sericulture Industry ..	17-1-1961	45,000	26″ × 40″– 46 lbs.	11	13
43. Instructions for filling Sericulture Industry Form.	18-1-1961	25,000	26″ × 40″—46 lbs.	3	6
44. Instructions for filling Technical Cards ..	18-1-1961	15,000	26″ × 40″— 46 lbs.	1	437
45. List of Selected Rural places for above ..	18-1-1961	2,000	26″ × 40″—46 lbs.	..	250
46. Detailed Instructions for Post-enumeration check	21-2-1961	1,250	26″ × 40″— 46 lbs.	1	442
47. Census Houselist Form (PEC I) ..	20-2-1961	2,500	26″ × 40″— 46 lbs.	..	313
48. Verification Houselist Form (PEC II) ..	20-2-1961	7,500	26″ × 40″— 46 lbs	1	439
49. List of Extras Form (PEC III) ..	22-2-1961	1,950	26″ × 40″— 46 lbs.	..	244
50. Charge Circle Summary of Verification Form (PEC IV)	22-2-1961	1,950	26″ × 40″— 46 lbs.	..	122
51. List of Inmates Form (PEC V) ..	22-2-1961	20,000	26″ × 40″— 46 lbs.	2	250
52. Verification Slip Form (PEC VI) ..	21-2-1961	20,000	26″ × 40″– 46 lbs.	5	..
53. Working Sheet Form (PEC VII) ..	23-2-1961	1,950	26″ × 40″—46 lbs.	..	244
54. Charge Circle Summary of Re-enumerated Persons Form (PEC VIII)	18-2-1961	1,000	26″ × 40″– 46 lbs.	..	62
55. Questionnaire of Rural Craft Survey Form ..	14-8-1961	500	26″ × 40″– 46 lbs	..	315
56. Supplement to Household Schedules for Socio-Economic Survey	22-7-1961	15,000	26″ × 40″—46 lbs.	3	375

MISCELLANEOUS SCHEDULE 10

ABSTRACT OF TOURING BY THE SUPERINTENDENT OF CENSUS OPERATIONS DURING 1959-60 AND 1960-61

Month and year	Period on Tour		Distance in miles travel ed by—				Number of times visited		
	No. of days	No. of nights	Road	Rail	Air	Total	District head-quarters	Sub-divisional head-quarters	Others
1	2	3	4	5	6	7	8	9	10
1. June, 1959 ..	10	5	604	285	69	958	4	5	2
2. July, 1959 ..	16	..	468	..	..	468	..	..	17
3. August, 1959 ..	22	17	866	308	138	1,312	3	3	25
4. September, 1959 ..	14	10	34	1,245	..	1,279	..	..	2
5. October, 1959 ..	6	4	645	..	..	645	3	3	3
6. November, 1959 ..	12	5	486	370	..	856	4	6	3
7. December, 1959 ..	9	6	957	39	316	1,312	6	10	5
8. January, 1960 ..	18	8	746	784	342	1,872	9	13	4
9. February, 1960 ..	15	4	805	130	..	935	3	9	16
10. March, 1960 ..	7	4	322	316	158	796	2	6	2
TOTAL—1959-60 ..	129	63	5,933	3,477	1,023	10,433	34	55	79
1. April, 1960 ..	13	9	783	..	..	783	4	13	3
2. May, 1960 ..	16	11	1,112	..	69	1,181	4	11	5
3. June, 1960 ..	19	8	160	1,450	372	1,982	7	7	3
4. July, 1960 ..	21	15	907	1,028	748	2,683	7	9	2
5. August, 1960 ..	20	15	41	1,258	..	1,299	4	5	2
6. September, 1960 ..	..	..	14	..	..	14	..	..	1
7. October, 1960 ..	8	2	275	369	..	644	1	5	5
8. November, 1960 ..	22	18	1,536	633	168	2,337	6	14	6
9. December, 1960 ..	21	12	1,282	1,759	158	3,199	9	22	8
10. January, 1961 ..	24	13	1,465	1,108	..	2,573	12	25	13
11. February, 1961 ..	13	2	625	362	138	1,125	3	8	10
12. March, 1961 ..	12	6	932	415	..	1,347	7	8	8
TOTAL—1960-61 ..	189	111	9,132	8,382	1,653	19,167	64	127	61
GRAND TOTAL 1959—61	318	174	15,065	11,859	2,676	29,600	98	182	140

MISCELLANEOUS SCHEDULE 11

BUDGET ESTIMATES AND ACTUAL EXPENDITURE DURING THE YEARS 1959-60 TO 1961-62

Head of Account	Description	Budget Estimates			Actual Expenditure			Budget Estimates, 1962-63
		1959-60	1960-61	1961-62	1959-60	1960-61	1961-62	
1	2	3	4	5	6	7	8	9
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
A-Superintendence..	(1) Pay of Officers ..	14,100	26,500	28,900	14,049	22,413	29,234	30,100
	(2) Pay of Establishment	11,600	24,300	34,400	9,473	27,205	46,232	47,500
	(3) Allowances, etc. ..	14,300	31,400	29,800	10,699	22,294	27,034	25,000
	(4) Other charges ..	18,000	24,400	24,400	16,485	24,255	15,000	20,000
	Total– A-Superintendence ..	58,000	1,06,600	1,17,500	50,706	96,167	1,17,500	1,22,600
B-Enumeration ..	(1) Pay of Establishment ..	..	1,42,400	18,800	..	1,13,184	18,800	..
	(2) Allowances, etc. ..	..	71,400	12,900	..	62,921	9,900	..
	(3) Honorarium to Enumeration staff	..	2,00,000	3,00,000	..	1,11,600	10,32,000	..
	(4) Other charges ..	..	50,800	6,300	..	74,388	6,300	..
	Total—B-Enumeration ..	..	4,64,600	3,38,000	..	3,62,093	10,67,000	..
C-Abstraction and Compilation	(1) Pay of Officers ..	..	9,000	58,000	..	13,331	55,261	4,500
	(2) Pay of Establishment	..	..	6,51,000	..	15,183	12,80,000	1,91,000
	(3) Allowances, etc. ..	..	5,800	88,000	..	8,084	90,517	14,500
	(4) Other charges ..	..	10,000	1,02,500	..	67,061	91,000	9,000
	Total—C-Abstraction and Compilation ..	..	24,800	8,99,500	..	1,03,659	15,16,778	2,19,000
D-Printing and Stationery	..	3,000	50,000	50,000	3,478	72,589	50,000	50,000
E-Miscellaneous staff	..	..	..	..	..	..	..	..
	GRAND TOTAL ..	61,000	6,46,000	14,05,000	54,184	6,34,508	27,51,278	3,91,600

150

MISCELLANEOUS SCHEDULE 12

BOOKING ADVICE

OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS, BIHAR

New Dak Bungalow Road,

Patna-1, *the*.....196 .

To

.....

.....

This is to inform you that a consignment of .....packets/bags containing Census .....forms/ papers is being despatched to you.

In case R/R does not reach you in time, arrangement should please be made to take delivery of the consignment on Indemnity Bond.

Superintendent of Census Operations, Bihar

MISCELLANEOUS SCHEDULE 13

Despatch Advice

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

Office of the Superintendent of Census Operations, Bihar

NEW DAK BUNGALOW ROAD, PATNA-1

No. EN-41/59—

Dated the.....196

To

THE SUBDIVISIONAL OFFICER,

.....

.....

THE forms/papers mentioned below have been despatched to you in .....packets/bags by .... train on ..... Railway Receipt no. ....., dated ....is attached. Kindly return one copy of this memo. duly signed immediately on receipt of the consignment—

Form/Paper	Language	Quantity despatched

Superintendent of Census Operations, Bihar

The above contents have been received in full on.....

Signature and Designation of Receiving Officer

MISCELLANEOUS SCHEDULE 14

STATEMENT SHOWING THE FIGURES OF ACTUAL EXPENDITURE IN DIFFERENT STATES OF INDIA DURING 1959-60 AND 1960-61, REVISED ESTIMATES FOR 1961-62 AND BUDGET ESTIMATES FOR 1962-63

Serial no.	Name of State	Actual Expenditure, 1959-60	Actual Expenditure, 1960-61	Revised Estimates, 1961-62 (on the basis of 9-monthly estimates)	Budget Estimates, 1962-63 (on the basis of new Item Statement)	Total expenditure	Provisional population figures	Per capita expenditure in naya Paisa
1	2	3	4	5	6	7	8	9
		Rs.	Rs.	Rs.	Rs.	Rs.		
1.	India Headquarters ..	17,83,016	29,41,101	15,23,600	17,51,500	79,99,217	..	..
2.	Andhra Pradesh ..	1,83,033	18,03,007	22,91,000	3,26,500	46,03,540	35,977,999	12.80
3.	Assam	76,083	4,06,515	12,36,200	3,94,800	21,13,598	11,860,059	17.82
4.	Bihar	54,184	5,94,520	27,78,050	3,91,600	38,18,354	46,457,042	8.22
5.	Gujarat	..	12,75,357	19,78,100	4,67,700	37,21,157	20,621,283	18.05
6.	Jammu and Kashmir ..	66,618	2,68,486	5,17,150	3,01,400	11,53,654	3,583,585	32.19
7.	Kerala	1,26,402	4,69,958	16,11,850	2,16,600	24,24,810	16,875,199	14.37
8.	Madhya Pradesh ..	1,63,233	10,13,039	27,67,700	4,99,000	44,42,972	32,394,375	13.72
9.	Madras	86,295	13,72,973	35,37,350	3,53,000	53,49,618	33,650,917	15.90
10.	Maharashtra ..	1,11,983	14,89,400	33,42,000	6,78,000	56,21,383	39,504,294	14.23
11.	Mysore	70,516	6,31,580	27,55,850	6,03,100	40,61,046	23,547,081	17.25
12.	Orissa	1,12,954	8,35,758	11,32,000	5,43,200	26,23,912	17,565,645	14.94
13.	Punjab	1,32,017	4,72,753	20,79,900	2,36,000	29,20,670	20,298,151	14.39
14.	Rajasthan . ..	1,75,228	8,89,196	29,97,150	3,34,600	43,96,174	20,146,173	21.82
15.	Uttar Pradesh ..	1,59,387	23,21,362	57,21,250	6,32,700	88,34,699	73,752,914	11.98
16.	West Bengal ..	1,79,086	15,36,768	23,26,950	7,14,900	47,57,704	34,967,634	13.61
17.	A. and N. Islands ..	3,025	38,501	45,000	17,200	1,03,726	63,438	163.51
18.	Delhi	16,295	1,38,349	3,75,500	3,34,800	8,64,944	2,644,058	32.71
19.	Himachal Pradesh ..	39,075	2,04,453	3,80,850	2,72,700	8,97,078	1,348,982	66.50
20.	L. M. and A. Islands ..	11,887	17,408	28,600	21,500	79,395	24,108	329.33
21.	Manipur	11,771	58,329	1,49,150	63,600	2,82,850	778,318	36.34
22.	Nagaland	4,447	46,126	89,900	56,900	1,97,373	N.A.	..
23.	N.E.F.A.	22,720	1,05,074	1,26,550	48,000	3,02,353	N.A.	..
24.	Tripura	6,774	74,208	1,61,150	1,06,500	3,48,632	1,141,492	30.54
	GRAND TOTAL ..	35,96,038	1,90,04,221	3,99,52,800	93,65,800	7,19,18,859	437,202,747	16.45

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