CENSUS OF INDIA 1951

ANDAMAN AND NICOBAR ISLANDS

ADMINISTRATION REPORT

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CENSUS OF INDIA, 1951.

ANDAMAN AND NICOBAR ISLANDS.

Studies & Research
Section.

ADMINISTRATION REPORT.

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PART I

ENUMERATION.

INTRODUCTION

This is the first time that a separate administration report in respect of the Census Operations in the Andaman and Nicobar Islands is being written. The report deals with ENUMERATION and TABULATION in two separate parts. Part I is confined to enumeration, announcement of provisional totals and receipt of census slips in the tabulation office and Part II pertains to sorting, compilation and tabulation.

2. Part I (on ENUMERATION) should really have been written by Shri S.K.Gupta, I.A.S., who in his capacity as the Superintendent of Census Operations in addition to his duties as the Deputy Commissioner of these Islands during the period from 1948 to 1951 organized and carried out the Census Operations upto the stage of enumeration in March, 1951. As regards Part II (on TABULATION) it would have been equally better if either Shri A.K.Ghosh, I.C.S. who took over from Shri Gupta the census work in addition to his own duties as Chief Commissioner of the Andaman and Nicobar Islands or Shri K.C.Banerjea, M.A., who was Deputy Superintendent of Census Operations upto the completion of the work in the Tabulation Office, had written this part. Unfortunately all these officers have left these Islands and in the circumstances the report has to be written by me as I had been acting as the District Census Officer from the 1st September, 1950 to the 28th February, 1951 and then as the Deputy Superintendent of Census Operations for a short period from the 1st March, 1951 to the 18th April,1951. Therefore it is obvious that the accompanying report is being presented with no little feeling of hesitancy.

3. The report has been prepared on the basis of the available records and personal knowledge of the relevant things, and it follows the general style of similar reports in respect of other States. Every attempt has been made to incorporate as far as possible all such features which are essential or may be considered important.

4. It is hoped that the experience gained in the 1951 Census Operations will help and guide the Officer at the helm of census affairs in the next decennial census of 1961 for planning the next census operations and for overcoming the several difficulties and to bring the future census operations to a successful end.

5. In addition to this report, a number of files and other records have been preserved in the Office of the Chief Commissioner, Andaman and Nicobar Islands at Port Blair and their perusal will supplement all that has been given in this report.

6. Though the introduction has already become lengthy, I cannot close it without expressing my sense of gratitude to the clerk Shri V.Gurumurthi for his untiring work in compiling this report and for his unstinted co-operation in this extremely hard work and sound suggestions based upon his experience gained by him during the 1951 Census Operations. I cannot conclude without conveying my sincere thanks to Shri V.Sadasivan, M.A., M.Sc., Assistant Fisheries Research Officer, Port Blair for his uniformly friendly guidance and unfailing and prompt help on all occasions.

P.SUNDARAMURTHI
TREASURY OFFICER,
ANDAMAN AND NICOBAR ISLANDS.

PORT BLAIR,
27.10.1954

LACK OF PREVIOUS RECORDS AND DIFFICULTIES IN OBTAINING THEM.

Thanks to the occupation of these Islands by the Japanese and their destruction of records, the Census Organization in this State had practically nothing to fall back upon. Everything had to be started from the scratch. Even copies of all previous Census Reports could not be procured for guidance. The 1901 and 1931 Census Reports which contain most useful information could not be obtained in time to plan for the Census Operations, 1951. In fact, a copy of the 1931 Census Report was obtained with great difficulty by Shri S.K. Gupta when he attended the Census Conference held at Delhi during December, 1950. Even the revenue records were not complete.

FORMATION OF THE CENSUS ORGANIZATION

In 1941 Census Operations, the Deputy Commissioner, Andaman and Nicobar Islands was appointed Superintendent of Census Operations for this State in addition to his own duties for a period of six months and was paid an additional allowance of Rs.200/- p.m. Similarly during the 1951 Census Operations also, the Deputy Commissioner, Andaman and Nicobar Islands was appointed Superintendent of Census Operations with effect from 1st April, 1950. The Assistant Commissioner, Nicobars was made responsible for the Census work in the Nicobar group of islands. No separate ministerial staff was sanctioned for the office of the Superintendent of Census Operations and the clerical work was entrusted to a clerk of the Deputy Commissioner's Office who had the supervision of the Head Clerk of the Deputy Commissioner's Office and they were paid some allowance for this additional work. In this connection, it is suggested that whatever ministerial staff is sanctioned for the Census work, they should be full-time staff and given proper training in mainland and the Registrar General, India should arrange for this with some State Census Superintendent.

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OFFICE BUILDING.

No separate accommodation was requisitioned for accommodating the Census Office. In fact, the Census Office was working as part and parcel of the Deputy Commissioner's Office. For the future, it all depends on the officer who is at the helm of census affairs. In view of the developments taking place, the Census Organization must have a separate office.

OFFICE EQUIPMENT ETC.

There was no necessity of obtaining additional furniture for the Census Organization as no special staff was engaged for this purpose. Similarly the stationery required for the Census work was obtained from the stock allotted to the Deputy Commissioner's Office. Although no difficulty was experienced during these operations, it is better to have sufficient stock of stationery etc., allotted separately for Census work. Steps should be taken sufficiently in advance to get the required quantity of stationery. Further a policy-size type-writer should be obtained exclusively for census work. On account of non-availability of such a type-writer, great difficulty was experienced in getting the lengthy statements like Primary Census Abstract etc., typed.

HOUSE NUMBERING.

Perhaps the preliminary arrangements for the Census Operations began somewhat late in this State. On receipt of copies of late Shri Yeatt's D.O.No.Y/4 dated 27.11.1947 and Y/4 dated 22.1.1948 on 12.4.1948 immediate steps were taken to have the house-numbering done in accordance with the instructions of these two letters. The Revenue Assistant Commissioner was entrusted with the work in the revenue areas of the Andamans and the Chief Forest Officer in respect of forest camps. As regards, the Nicobar group of islands, the Assistant Commissioner, Nicobars with the help of Bishop John Richardson and his men successfully carried out the house-numbering even in the remotest island in the south. The Police personnel posted in the Nicobar group of

islands also helped the Census Organization in the matter of house-numbering in those areas. On account of inadequate means of communication prevailing at that time, much difficulty was experienced in completing this work which had to be done in the distant and far-flung islands. For the next Census Operations it is strongly emphasised that a a good sea-going vessel should be placed at the disposal of the Superintendent of Census Operations to complete the work in time.

The District and Tehsil Layout of these islands was furnished to the Registrar-General, India in July, 1949. As regards Nancowrie group of islands, information about the layout was furnished to the Registrar-General, India in September, 1949.

The house-numbering in the Andamans and Nicobars was done during the periods as mentioned below:-

From April, 1948 to December, 1948	House-numbering by revenue staff in revenue areas, by forest department officials in forest camps and by the Assistant Commissioner, Nicobars in respect of Car Nicobar and Chaura.
From July, 1949 to August, 1949	House-numbering in Teressa, West Katchall East Katchall, Nancowrie, Trinket and Camorta by teachers of Car Nicobar Schools and Captains of Car Nicobar.
March, 1950	House-numbering in Little Nicobar, Kondul and Great Nicobar by Captains of Car Nicobar.

APPOINTMENT OF DISTRICT CENSUS OFFICER, CHARGE OFFICERS, SUPERVISORS, ENUMERATORS:

As the Superintendet of Census Operations in his capacity as Deputy Commissioner had multifarious duties, it was thought necessary to appoint a District Census Officer to assist the Superintendent of Census Operations in his duties. Shri P.Sundaramurthi, Treasury Officer, was appointed District Census Officer with effect from 1st September, 1950 and he was granted an allowance of Rs.50/- p.m. for this additional work. He continued upto 28.2.1951 in that capacity and after-wards he was appointed as Deputy Superintendent of Census Operations and was in charge of the Tabulation Office ~~upto~~ upto 18.4.1951 when he was transferred to Car Nicobar as Assistant Commissioner, Nicobars.

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Similarly Shri B.N.Sharma who was in charge of the Census work as Charge Officer for the Nicobars group of islands was also paid an allowance of Rs.50/- p.m. with effect from 1.4.1950, upto 28.2.1951.

For the Nicobar group of islands, the enumeration staff consisted of One Charge Officer, two Supervisors and 39 Enumerators. For the Andaman group of islands, 4 Charge Officers, 11 Supervisors and 94 Enumerators constituted the enumeration staff.

Almost all the staff employed for the enumeration agency were Government servants and a few persons from the public were also associated.

The enumeration was done on a purely voluntary basis by both official and non-official agencies.

As usual, all employees of the Central and the State Governments (with the exception of defence services who were to function only in cantonments, etc.) were instructed to accept and perform readily any work that was placed on them by responsible census officers. The local Administration circulated to all Heads of Departments a copy of Registrar-General's D.O. (reproduced in Appendix 'A') addressed to the Secretaries of Ministries of the Government of India and the same had the desired effect. The Superintendent of Census Operations, issued a circular memorandum to all Heads of Departments not to allow such of those Government servants who had been appointed as enumerators and supervisors to proceed on leave until the census operations are over. This memorandum is reproduced as Appendix 'B'.

In the first week of February, 1951, the Superintendent of Census Operations, issued a D.O. to all heads of Departments enclosing an extract from the Registrar-General's D.O. and requested them to give all facilities to the enumerators and supervisors. This is also reproduced as Appendix 'C'.

In the past it was the practice to grant general holidays for enumeration or checking purposes. These holidays were probably granted with a view to enabling (a) the census staff to devote their time exclusively for census work, and (b) the head

of the household to be present at his house when the enumeration staff visited it. With the enumeration now extended over many days, the Superintendent of Census Operations did not feel it necessary to approach the local administration to declare holidays for Census purposes. He, however, issued a D.O. to all Heads of Departments to grant holidays on the 1st, 2nd and 3rd of March, 1951 to such of the staff as were working as enumerators and supervisors to enable them to do an over-all check up on the enumeration made. This is also reproduced as Appendix 'D'.

ENUMERATION PADS:

In the beginning of 1950, the Registrar-General, India made an estimate of the population of each district and with a margin of ten per cent on his estimate, arranged the despatch of enumeration pads direct from the Government Press at Aligrah. To be on the side of safety, the Registrar-General, India was requested to arrange supply of 50 more pads which were supplied at Delhi while the Superintendent of Census Operations was attending the Census Conference held during December, 1950. On account of this additional supply of pads, no difficulty was experienced in supplying enumeration pads to the enumerators.

Although the enumeration slip was too small and the questions were crowded much too much so that an enumerator who wrote a big hand found it impossible to fill all the answers in that short space, there was no complaint from the enumerating agency. For the future, the authorities might consider the advisability of using better quality paper and making the enumeration slip sufficient in space.

ENUMERATION INSTRUCTIONS:

The Registrar-General, India had sent to each of the State Census Superintendents a copy of the Model Instructions governing enumeration principles and procedure. These instructions were elaborated with illustrations to suit local conditions. Other relevant matter was also added to it in order to make it as comprehensive as possible. The instructions as finally framed for this State are given at Appendix 'E'. These constituted

the basic instructions governing all aspects of enumeration during the 1951 Census Operations.

TRAINING OF CENSUS STAFF:

After the compilation of the instructions to the Census Staff and printing of booklet "Census, 1951 - Andaman and Nicobar Islands" in June, 1950, the Superintendent of Census Operations started training the Census Staff.

On the following dates, the Superintendent of Census Operations held training classes for the enumeration staff of the areas noted against each:-

19.7.1950	...	Nicobars
10.10.1950	...	Andaman group
15.10.1950	...	-do-
31.10.1950	...	Car Nicobar enumeration staff.
3.11.1950	...	Enumeration staff allotted to Nancowrie, Camorta and Trinket Islands.
13.1. 1951	...	Middle Andamans group
19. 1.1951	...	Enumeration staff allotted to the Headquarters of the Andamans group.
21. 1.1951	...	Enumeration staff of the Wimberleygunj Forest Division and some staff of the Aberdeen Tahsil.
23. 1. 1951	...	Enumeration staff of the Wimberleygunj Circle of the Wimberleygunj Tahsil.
25. 1.1951	...	Enumeration staff of the Aberdeen Tahsil.
27. 1.1951	...	Enumeration staff of the Mithakhari Circle of the Wimberleygunj Tahsil.

No special water craft was provided for the Superintendent of Census Operations for organizing the operations. He, however, used naval vessels as and when availble for organizing the operations and training of enumerators in the Nicobars group.

Each enumeration staff was provided with the booklet "Census,1951 - Andaman and Nicobar Islands" before the training campaign started. Greatest stress was laid from the very beginning upon the importance of properly training the enumerators. A portable ~~kax~~ black-board was got ready for this

purpose. The training given by the Superintendent of Census Operations proved most useful. The classes usually began with theoretical explanations followed by test enumeration from among the persons present in the training class, by hauling up a living example to the black-board and setting him down on the specimen enumeration slip.

CENSUS CONFERENCES:

There were two conferences of Census Superintendents at New Delhi before the Census was taken. The first was from 23rd February to 1st March, 1950 and the second from 27th December to 29th December, 1950. As no intimation was received about the first conference, the Superintendent of Census Operations for these islands could not participate in it. This is really unfortunate as it is most useful for the Superintendent of Census Operations to remove doubts etc., which he had noticed in his own State. For the future Census Operations, it is essential for this State's Superintendent to attend all the conferences held at Delhi in connection with the Census. For the second conference mentioned above, the Superintendent of Census Operations was able to participate and gain good experience and ideas. This also facilitated exchange of views with other State Superintendents. Financial considerations should not come in the way of this State Superintendent in participating in conferences held in connection with the Census Operations.

CENSUS AREA:

The enumeration in the 1941 Census Operations in these islands was confined to the following areas:-

(a) The settlement of Port Blair.

(b) The settlement of Bonington

(c) Forest Camps.

(d) Car Nicobar.

In this Census, the enumeration was done in all the inhabited areas in the Andamans (excepting for the Jarwas) and in the Nicobars

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Nicobars (excepting for a few Shompens) on a purely voluntary basis by both official and non-official agencies and the operations were brought to a successful conclusion, meticulously according to the plan.

CENSUS DATES:

The objective of the present census was to enumerate every person present in the State at sun-rise on the 1st March, 1951. There were two methods which could be followed for enumeration with reference to this date, viz., the de facto and de jure methods. The adoption of the latter would have meant the enumeration of every person at his normal place of residence, and in case he had no such residence, at whatever place he happened to be at the sun-rise on 1st of March. The adoption of the former would have meant the enumeration of every individual at whatever place he happened to be at sun-rise on the 1st of March. At the first Census conference held at New Delhi from the 23rd February to 1st March, 1950, it was resolved to adopt an extended de facto system based on a prescribed enumeration period. Consequently it was decided that the enumeration should be spread over a period of 20 days before the reference date, namely, sun-rise on the 1st March, 1951 followed by three days for final check-up of births and deaths and of visitors who may not have been enumerated before. It was also decided that houseless persons should be enumerated wherever they happen to be on the night preceding the sun-rise on the 1st of March, 1951.

CENSUS DIVISIONS:

For the purposes of the 1951 Census Operations, these islands were divided into the following six tracts, each under a Charge Officer, the first two constituting one charge:-

1. Aberdeen Tahsil ... Urban Area
2. Aberdeen Tahsil)
3. Wimberleygunj Tahsil)
4. Wimberleygunj Forest Division) Rural Area.
5. Middle Andaman Forest Division)
6. Nicobars)

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In thickly populated areas, each enumerator had on an average 50 houses in his block, whereas in villages the number was much less.

Just before the taking of the Census, the State Government desired to have certain areas treated as URBAN and this is the first time that an attempt has been made to distinguish the rural and urban population in these islands.

The entire organisational set-up has been published in the little booklet of (Appendix 'E') instructions to enumerators.

PUBLICITY:

No special arrangements could be made in these islands for any publicity campaign. The documentary film on census styled "FIGURING IT OUT" was screened in the MOUNTBATTEN TALKIES for a week from 1st February,1951. The proprietor very kindly agreed to freely exhibit the documentary film. A Press Notice was also published in the local PRESS TELEGRAMS for three days and due publicity was given in the villages through the Charge Officers.

Copies of the message from Shri C.Rajagopalachari, Home Minister to the Government of India to census enumerators were distributed to all the Census Workers and it was a source of inspiration for the enumerators. This is reproduced as Appendix 'F'. Just before the enumeration period, a notice was published in the local PRESS TELEGRAMS for a period of three days explaining in brief about the Census Operations and copies of the notice were also sent to the Tahsildars for giving wide publicity.

The Superintendent of Census Operations also published the facsimile of the Census Slip of the Chief Commissioner, his family and other residents of the Government House and appealed to the general public to show the same courtesy and consideration to the enumeration staff as was done by the first citizen of these islands.

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Throughout enthusiasm for the First Census of Free India was never lacking, and the general public heartily co-operated with the Administration in carrying out the Census Operations to a complete success, according to plan.

LOCAL CALENDAR:

In accordance with the instructions of the Registrar-General, India, a local calendar was framed for the guidance of the enumeration staff for eliciting correct answers to the question relating to age. This is reproduced as Appendix 'G'.

NON-SYNCHRONOUS CENSUS:

Excepting Car Nicobar, Nancowrie, Camorta and Trinket islands of the Nicobar group of islands, enumeration had to be done in the remaining islands of the said group according to convenience between the 23rd January,1951 and 12th February,1951, owing to lack of personnel and transport. For this purpose the enumerators were dropped at central spots by the Brig. DAYA belonging to Messrs. R.Akoojee Jadwet & Co., Government Trade Agents for the Nicobar group of islands. This is also the first time in the history of these islands that a complete enumeration in all the inhabited islands of this group (except, of course, for a very few Shompens, living in inaccessible hills in Great Nicobar) has been successfully carried out. In view of this and as has already been stated and for a successful synchronous census, a good sea-going vessel should be placed at the disposal of the Superintendent of Census Operations to enable him to carry out the work successfully.

ENUMERATION OF ABORIGINES:

The Superintendent of Census Operations during the 1951 Census Operations wanted to make an honest effort to enumerate as many aborigines (Onges, Sentinelese and Jarawas - if possible) by utilising a naval vessel which was carrying out a survey during that time. However, this could not be done/from the copies of letters and telegrams reproduced in Appendix 'H'.

LOCAL CHECK OF CENSUS ENUMERATION AND NATIONAL REGISTER OF CITIZENS:

Pursuant to the instructions of the Registrar-General, India, the Superintendent of Census Operations, issued a D.O. to the Chief Conservator of Forests, the Superintendent of Police and the Executive Engineer, P.W.D., requesting them and the touring officers under them to contact the local enumerator, wherever, possible, to have a check-up of the enumeration. His D.O. is reproduced as Appendix 'J'. Another order was issued to the Charge Superintendents to give a certificate regarding the accuracy of the enumeration. This is also reproduced as Appendix 'K'

THE ACTUAL CENSUS:

As at the 1941 Census an extended or modified de facto system based on a prescribed enumeration period was spread over 20 days before the reference date; it extended from the 9th February till sun-rise on the 1st March, 1951. Every person living in a house was to be enumerated at his normal place of residence if he stayed there at any time during the enumeration period; he was to be enumerated elsewhere only if he were away from his normal place of residence throughout the period. Houseless persons were to be enumerated at the place where they were found on the night preceding the sun-rise on the 1st March. The final check-up during the first three days of March was intended to bring enumeration up-to-date by the addition of births and omission of deaths since the visit of the enumerator, verification of enumeration of visitors who might have escaped enumeration before and also the enumeration of houses vacant at the time of the enumerator's previous visit. The Census Superintendent requested all the Heads of Departments to grant holidays on the first three days of March, 1951 to such of their staff as were working in the enumerating agency to enable them to do the over-all check-up. The Enumeration began on the 9th February, 1951 and went on till the end of the month. The District Census Officer accompanied by one of the Supervisors of the Aberdeen Tahsil proceeded to Government House to enumerate the Chief Commissioner and his family and other residents of the Government House.

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The District Census Officer, the Charge Officers and Supervisors also toured and met the enumerators and scrutinised the entries made in the census slips and gave whenever necessary, instructions on new points raised by the enumerators. It is a matter gratifying to note that there was no complaint of either over enumeration or under-enumeration. From the experience gained, it can safely be assumed that the enumerators did not find any difficulty in the use of contractions. On the other hand it facilitated enumeration to a great extent.

The Census Organisation took all precautions to secure the strictest economy in the use of enumeration slips. There was no unnecessary demand for supply of additional enumeration pads.

Most of the enumerators recorded the answers in pencil and some in ink. This did not in any way affect the tabulation.

The instructions issued from time to time by the Census Superintendent for enumeration were complied with implicitly and the enumeration agency heartily co-operated.

Pursuant to the instructions of the Census Superintendent, the enumerators wrote the National Register of Citizens after they had finished the actual enumeration every day. This gave them a checkup of their enumeration.

PROVISIONAL TOTALS:

Enumerators were required to meet their supervisors at pre-arranged places to submit the figures for provisional total population in their blocks on the 4th March 1951 and hand them over the enumeration pads, National Register of Citizens and Enumerator's abstracts after obtaining proper receipts from the Supervisors concerned. According to the programme, Charge Officers furnished to the Superintendent their provisional totals and in respect of out-lying areas, the information was received by Police Radio.

13/....

After checking the figures, the Superintendent of Census Operations telegraphed the provisional totals to the Registrar-General, India on the 6th March, 1951. Thanks to the Co-operation of all concerned, he was able to despatch the telegram according to plan.

With prior concurrence of the Registrar-General, India, the provisional population totals of the Andaman and Nicobar Islands were published in the local PRESS TELEGRAMS on the 21st March, 1951.

NATIONAL REGISTER OF CITIZENS:

A distinct feature of the 1951 Census was the institution of the National Register of Citizens. This Register was prepared in accordance with the instructions contained in letter No.290/50-RG dated the 11th April,1950 from the Registrar-General, India to all the State Governments. The Registrar-General's letter is reproduced in Appendix 'K'. The State Government's letter to the Registrar-General, India in this respect is also reproduced in Appendix 'L'. The Register contained the following details with regard to every person enumerated during the 1951 Census Operations:-

1. House or house-hold No.
2. S.No. of persons in the house-hold.
3. Name.
4. Relationship to head of house-hold.
5. Sex.
6. Religion.
7. Special Group.
8. Civil Condition.
9. Age.
10. Economic Status - Dependency.
11. Economic Status - Employment.
12. Principal means of Livelihood.
13. Secondary means of Livelihood.
14. Literacy and Education.
15. Remarks.

Immediately after his arrival here after attending the Census Conference held in December, 1950, the Superintendent of Census Operations issued the following instructions for writing up of the National Register of Citizens:-

"(h) National Register of Citizens: The enumerators in these islands are being entrusted with the very important work of writing up the National Register of Citizens, which will be preserved as an unpublished administrative register for purposes of reference during the inter-census decade. An adequate number of forms for writing up this register will be given to each enumerator. After he finishes the actual enumeration every day, he should write up the information collected in the National Register of Citizens in the proper columns in the evenings. This will afford an opportunity for checking up on the work he did during the day and will obviate all mistakes. The columns in this register are quite clear. The first column is house or house-hold No. In case there are 3 households in House No.1, in the first column it should be noted 1(1), 1(2) and 1(3) etc. When each page is completed, draw a line vertically to the left of the first column and put down the serial number of house or house-hold. In Column 10 and 11, the code numbers need not be entered, but actual terms like 'self-supporting, dependent, earning dependent or employee, employer or independent worker' should be entered. But in column 12 and 13, so far as the agricultural classes are concerned, the codes 1,2, 3, 4 should be written in numerals but in Roman Chavacters like I, II, III and IV. The National Register of Citizens should be written serially house by house or house-hold by house-hold. So if at the time of enumeration there have been omissions and appropriate number of columns in the Register should be left blank to be filled in after the full enumeration is made. On no account should there be a mix-up of houses or house-holds. If the precaution suggested at paragraph 2(f) is taken the problem would be easy.

So far as forest camps are conerned, National Register of citizens need NOT be written up".

From the above instructions, it will be clearly seen that the National Register of Citizens was written up parri passu enumeration so far as this State is conerned.

With a view to ascertain the nature of discrepancy between the National Register of Citizens and the Primary Census Abstracts prepared in the Tabulation Offices from the enumeration slips, a sample check was undertaken. The Statement in Appendix 'M' gives the percentage of difference between the two totals. The difference is very insignificant and the enumerators have done well.

VERIFICATION OF THE 1951 CENSUS COUNT:

In the light of the recommendations contained in the Review of the Population Census methods of all countries published by the Secretariat of the United Nations and in view of the great importance attached to statistics in general and basic population data yielded by the Census in particular, the Government of India decided in the middle of April, 1951 to make a definite ascertainment of the degree of error which might be present in the Census statistics for being used in the interpretation of the significance of the results of the Census enumeration. The Local Administration did not accept the proposals for the reasons mentioned in the correspondence reproduced in Appendix 'N' and the enquiry was not conducted in these islands.

PRINTING:

Printing of forms and instructions is a matter which needs the closest attention of every Census Superintendent. Delays are likely to occur at different stages. To avoid delays in the Press, the State Government should be moved to ensure that Census Printing receives the highest priority. As far as possible, printing was, however, reduced to the bare minimum by cyclostyling as many of the circulars etf., as possible. Due to the heavy load on the local Government Press - the only Press in these Islands - the printing of the Census Report and Tables of the 1951 Census could not be done here and the Registrar-General was requested to have them printed at Delhi as was done in the case of previous census reports. Generally whatever work was entrused to the Government Press, it was execu ed as expeditiously as possible,

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thanks to the authorities for their co-operation in this respect. It is, however, hoped that with the all-round development taking place, the Government Press also will expand to that extent when it can undertake all printing work - including the printing of the Report and Tables of the future censuses.

GENERAL APPRECIATION OF THE ENUMERATION OPERATION(CENSUS):

In the last week of March, 1951, the Superintendent of Census Operations received a copy of letter addressed to all the District Census Officers by the Superintendent of Census Operations, West Bengal and Sikkim from the Registrar-General, India. On the basis of that letter, he recorded a general note which has been reproduced in Appendix 'O'. Pursuant to the orders recorded in that note, the Deputy Superintendent of Census Operations called a meeting of all the Supervisors in April,1951, the results of which are recorded in his note dated the 13th April, 1951- Appendix 'P'.

PART II

TABULATION.

Sorting and compilation procedure - Preliminaries:

At the conference of the Superintendents of Census Operations held at New Delhi from the 27th to 29th December, 1950 there was a full and detailed discussion on the procedure about sorting and tabulation. The summary of the proceedings of the conference is reproduced in Appendix 'Q' for information. There all the Superintendents agreed that the book "Sorting and Compilation Instructions" issued by the Registrar-General, India might be regarded as final excepting for certain slight additions and alterations.

So far as these islands are concerned, no necessity was felt for issuing additional instructions, as those issued by the Registrar-General, India clearly specified the procedure to be adopted at each stage of sorting. However, the Superintendent of Census Operations issued two standing orders and left a note on the preparation of sorter's ticket 6. These are reproduced in Appendix 'R'.

Setting up of Tabulation Office:

Only one tabulation office was set up in the month of March, 1951. The staff in this office consisted of one Supervisor, two compiler-checkers and three sorters. This office was under the direct supervision of the Deputy Superintendent of Census Operations. The Supervisor was a retired employee of this Administration and others were youngmen without any previous office experience and no experience whatsoever of census sorting office.

Accommodation, Furniture etc:

No difficulty was experienced in finding out separate accommodation for the Tabulation Office as the Administration very kindly spared a room in the Secretariat Building itself. Some furniture were taken on loan from the Education Department for the use of the Tabulation Office. The Administration spared six old boxes for keeping the enumeration slips tract-wise. The Labour Officer very kindly agreed to supply wooden pigeon holes for the use of the Tabulation Office. In all these matters, little difficulty was experienced.

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Stationery:

A great deal of trouble was experienced in getting sufficient quantity of stationery required for the Tabulation Office. As usual, stationery allotted to the office of the Deputy Commissioner, Andaman and Nicobar Islands, was utilised. Stationery like ink-pots, pen-holders, nibs, pencils, paper, thread, etc. had to be got from that office. The extremely unsatisfactory situation in regard to stationery can, perhaps, be avoided in future censuses by placing indents for stationery direct to the Deputy Controller of Stationery, Calcutta, a few months before the appointment of the Superintendent of Census Operations, either by the State Government or by the Registrar-General, India.

Forms, Instructions etc:

A great variety of sorter's tickets, compiler's posting statements, abstracts, tables and other forms etc., were printed by the local Government Press. In certain cases, there was delay in the execution of the work by the Government Press which to some extent retarded the progress of work in the Tabulation Office. It is, therefore, essential that the Superintendent of Census Operations ensures from the out-set that the printing relating to Census receives a high priority in the local Government Press.

Availability of Reference Books etc:

For the writing of the Census Report, great difficulty was experienced on account of non-availability of reference books in this State. It is, therefore, strongly recommended for the consideration of the authorities that sufficiently important reference books, United Nations Publications on Population problems etc. and other important scientific reports pertaining to population etc. should be purchased and kept in the Chief Commissioner's Office Library. This will greatly facilitate the officer in charge of the Census Operations in writing his report on the results of the Census.

Preservation of Records:

All the records of the 1951 Census Operations including the enumeration slips are kept, in tact for any future use, in the Secretariat. Adequate attention should be paid, at regular

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intervals, for protecting the records against damage by white ants and rats.

Sorting and Compilation:

The last occasion when census data were tabulated fully was in 1931. At the census of 1941, in view of war-time exigencies, the tabulation undertaken was restricted. As in 1941, enumeration was done direct on slips, which dispensed with the intermediate operation of slip copying, adopted at the previous censuses. A number of important innovations in the tabulation procedure were introduced at this Census. The most important and fundamental change introduced in the 1951 Census was the discontinuance of the practice of sorting the census slips on the basis of religion and communities and the substitution in its place of sorting by livelihood classes. A thorough over-hauling of the forms and procedure relating to tabulation excepting in respect of general population statistics was involved. The data relating to economic divisions have been made more comprehensive and presented in a simpler form. For purposes of tabulation, the tables were grouped under four broad categories (a) General Population Tables, (b) Economic Tables, (c) Household and age (Sample) Tables, (d) Social and cultural Tables and (e) a summary of figures relating to population by livelihood classes by tahsils.

Work in the Tabulation Office:

The work of sorting was started with the breaking of the enumeration pads village-wise or wardwise in a tract and counting of slips was begun. Then the totals arrived at were recorded as the population of a village or ward-wise as the case may be. These figures were further entered in the Primary Census Abstracts tract-wise. Other materials were obtained from the National Register of Citzens and Sorter's Ticket 'O' to fill up the entries in the other columns of the Primary Census Abstract. The writing up of the Primary Census Abstract and the preparation of the posting statements were taken up side by side with sorting. The compiler-checkers recruited were not competent enough to prepare posting statements and therefore the work did not proceed rapidly.

Tabulation was much more complicated than either sorting or compiling. The Tabulation Office was faced with a number of doubts and difficulties and had to address even the Registrar-General, India on some occasions. The work relating to the preparation of the Tables given in the 1951 Census Tabulation Plan proceeded very slowly due to the fact that the Tabulation Instructions were not quite instructive and the staff had to rely mostly on the sample forms of the Tables to understand those instructions.

The sorting and compilation operations were then carried out in three stages. The first stage consisted of the preparation of Sorter's Ticket 'O' showing the distribution of the males and females in each village and ward by eight livelihood classes, among General Sample and Displaced Persons population. The Sample Population comprised 10 per cent of the total population excluding the Displaced Persons. By General population was meant the total population excluding the sample and the Displaced Persons Population Sorting proceeded side by side for General, Sample and Displaced persons slips. For age tables, however, sorting was restricted to Sample and Displaced Persons slips only. The ten per cent sample was extracted during initial sorting in order that it might be possible to obtain detailed information on certain particular topics without detailed sorting of all the numerous enumeration slips filled at the time of Census. The slips for the displaced persons were separated at the first instance with a view to obtaining a set of statistics on the economic characteristics, age-structure and sex-ratios exclusively for the displaced persons, as those characteristics of the displaced persons were likely to differ considerably from those of the persons among whom they had settled.

The second stage of the sorting and compilation operations consisted in the distribution of slips by livelihood classes, preparation of all the Sorter's Tickets and posting of all the necessary statements and abstracts. The third stage consisted in the preparation of the Census Abstract of Sample Households from the National Register of Citizens.

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After the close of the sorting and compilation operations, the compilation of the Tables was taken in hand by the Tabulation Office. The whole work was completed by the 30th September, 1951.

The Supervisor, compiler-checkers and sorters did not grasp the various stages of sorting, compilation and tabulation, with the result that the tabulation work was put off till the very end. For the future, a system of training for the sorting and tabulation staff, which should be very exhaustive, should be prescribed. It is, therefore, very essential to recruit staff trained in office work and given full training as the cost involved in training the hands will be more than set off by the efficiency achieved.

Supply of copies of Circulars, Instructions etc., issued by other State Superintendents:

In a remote locality like this place, and to avoid delay in the work, it is essential that the Registrar-General, India requests the other State Superintendents to supply copies of their circulars, instructions etc. to the Superintendent of Census Operations, Andaman and Nicobar Islands for his guidance.

Subject matter of the Report:

The detailed instructions of the Registrar-General, India in regard to the main features of actual report were contained in his draft memorandum on the subject of form and contents of the 1951 Census Report accompanying his demi-official letter No.51/1/51-RG dated the 5th March, 1951, to all Superintendents of Census Operations. The headings of the different chapters and sections of the report and the forms of the subsidiary tables were laid down in the two annexures to the draft memorandum..The draft memorandum and the conclusions of the Population Advisory Committee on the Reporting Plan of the 1951 Census together with the Registrar-General's demi-official letters on the subject are reproduced in Appendix 'X'.

The 1951 Census Report:

In all previous censuses upto 1931, the Census Report of this State consisted of two parts. The first part entitled

"Report" contained a commentary on the results of the census and explanations of the significance of the changes revealed by the ~~fi~~ figures in the census tables. Facts and opinions from different sources were also embodied in the Report. Those reports also contained maps and diagrams, by way of illustration. The second part "Tables" contained various tables derived from the data collected at the census. During this census the "old omnibus type of census report" was substantially modified and the scope of the Report was limited to the "number, life and livelihood of the people". The census report of this State consists of two parts. Part I confines itself almost entirely to an analysis of statistics collected at the time of census, an exposition of the significant changes during the past decades and interpretation of the statistics wherever possible. Part II contains the tables compiled from the data collected at the census.

Cost of the Census:

A statement showing the expenditure incurred in this State in connection with the 1951 Census Operations is appended below:-

	1950-51	1951-52.
A. Superintendence		
A.1 Pay of Officers	2,200-0-0	180-10-0
A.2 Pay of Establishment	1,320-0-0	658- 5-0
A.3 Allowances & Honoraria	341-0-0	-
A.5 Other Charges	90-9-0	-
C.Abstraction & Compilation.		
C.2 Pay of Establishment	--	4,465-0-0
C.3 Allowances & Honoraria	..	940-0-0
C.4 Other Charges	..	169-9-0
Total	3,951-9-0	6,413-8-0

The gross expenditure incurred by Government comes to Rs.10,365-1-0 as against Rs.2,191 expended on census in the islands for 1941 Census. For this Census the cost works out approximately to Rs.0-5-4 per head of the population. Only by the exercise of the most rigid economy from the very beginning has the expenditure been kept at such a low level, notwithstanding the considerable increase in prices and the more elaborate nature of the tabulation undertaken at this Census.

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In accordance with the detailed instructions of the Registrar-General, India contained in his D.O.No-48/24/52-RG dated the 22nd July, 1952, a copy of which appears in Appendix 'T' two costing statements only have been prepared (vide Appendix 'U') for this State. As the 'District' and 'State' are one and the same for these Islands, costing Statement No.II has been prepared for the 'State' only. As no District Census Handbook was compiled by the Census Organization for these Islands, no costing statement in respect of the preparation of the District Census Handbook has been compiled. Similarly there being no State Census Publications, no costing statement pertaining to them is necessary.

Suggestions for the Next Census.

Various suggestions for improvement will be found in the earlier pages of this report. An attempt has, however, been made to give briefly a few suggestions and recommendations for improving the efficiency of the census organization:-

1. There was a great deal of difficulty in fixing the boundaries and areas of villages, specially in the Nicobar group of Islands. This needs the closest attention of the revenue authorities.

2. Precise information on the distribution of land under different classifications is essential for writing the census report.

3. It is recommended that maps for each village (to a convenient scale) be prepared for each village showing all the necessary features considered important to a village map.

4. It is necessary that arrangements be made to have all the houses in the State numbered in a systematic manner. The house-numbering done during this Census requires to be kept up-to-date instead of waiting for a decade for the next Superintendent of Census Operations to take up this work afresh. For this, the State Government may kindly consider the desirability of issuing necessary directions to the appropriate departments to maintain the house numbering up-to-date.

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5. If there is no objection, there is a need for simplifying the enumeration procedure as considerable time is taken to train the enumerators to enable them to remember the instructions. The desirability of reducing the number of contractions, as far as possible, may be considered.

6. As these Islands are developing, it is essential that a full-time officer preferably one from the mainland with previous experience on census is placed in charge of census affairs and it is desirable not to disturb him, in the middle, till everything connected with the census is completely over.

7. A separate office with sufficient ministerial staff should be created exclusively for census work.

8. The Superintendent of Census Operations of this State should be allowed to attend the various conferences held in the mainland from time to time. For this, the Registrar-General, India should be requested to give intimation of the dates of conferences sufficiently in advance.

9. Publicity work connected with the census is a very important matter and more attention should be paid to it in future censuses.

10. The recognition of the services of the Census Workers by way of awarding them President's Medals and Merit Certificates by the State Government has been greatly appreciated. Similar awards should be a recurring feature in future censuses also.

11. As it is important that Government servants employed on census duties should not be transferred or granted leave during the crucial months, the State Government may consider the desirability of issuing necessary orders prohibiting such transfers and grant of leave to the Government Servants employed on Census work.

12. Arrangements for sufficient touring by the State Census Superintendent for purposes of training the enumerators etc. are quite essential. Necessary water-craft should be placed at his disposal, as and when required.

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13. The staff for the Tabulation Office should be selected sufficiently in advance of the opening of the Tabulation Office and sent to mainland for training in one of the Pilot Tabulation Offices either at Calcutta or Madras.

14. As these Islands are situated in a remote locality the importance of allowing the State Census Superintendent to purchase reference books is greatly emphasized.

Appendix 'A'

Copy of D.O.Letter No.846/50 R.G. dated the 17th August, 1950, from R.A.Gopalaswami, Office of the Registrar General, India, Government of India, Ministry of Home Affairs, New Delhi, to Shri A.K.Ghosh, I.C.S., Chief Commissioner, Andaman and Nicobar Islands, Port Blair.

Subject:- Census 1951 - Employment of Government servants for enumeration.

I enclose a copy of the D.O.letter which I have addressed to all Secretaries of Ministries of the Government of India and request that instructions of a similar nature may be issued, in respect of establishments under your control, as well as the establishments of local bodies, if this has not been done already.

No.1-606/50 Dated at Port Blair, the 18th September, 1950.

Copy forwarded to all Heads of Departments for guidance and necessary action.

By order,

Sd/-A.S.Panchaksharam,
Superintendent,
Chief Commissioner's Office.

D.O.No.846/50 R.C. IMMEDIATE
Government of India.
Ministry of Home Affairs.

New Delhi-2, the 17th August 1950.

Subject:- Census 1951 - Employment of Central Government servants for enumeration.

My dear

1. Preliminary arrangements for the 1951 census are being made in all the States and the appointment of staff necessary for enumeration (enumerators, supervisors, etc.) has commenced in some States and will be taken up throughout the country during the next few weeks. Actual enumeration will take place between the 9th February 1951, and sunrise on the 1st March 1951, and will be followed by final check during the first three days of March. The enumeration will, as in the past, be done mostly by the fullest use of all establishments under the control of Governments and local bodies on a voluntary basis.

-2-

2. Census enumeration is a nation wide administrative operation involving demands on the services of staff which will have to be met from the resources of all establishments throughout the country. It is necessary that the burden should be shared by all Governments. All State Governments have accepted the obligation. This letter is written in order to ensure that the Central Government establishments give the lead in this matter, and bear their full share of the burden.

3. All employees of the Central Government (wherever they may be located) with the exception of defence services and police officers, should accept and perform readily any work connected with the enumeration which is placed on them by responsible local census officers. The employees should be specifically instructed that they should give no cause for complaint by the officers in charge of the census in respect of the performance of census duties. They should perform their duties as diligently and conscientiously as the normal duties of the posts held by them. The manner in which they have performed census duties should be taken into account in the periodical assessment of their work and conduct.

4. Enumeration work is spread over nearly three weeks, in order to diminish the number of workers for whom demands will be placed on heads of offices and also in order to enable the workers to carry out their duties conveniently. It is necessary that heads of offices should be instructed to co-operate in lightening the burden on census workers to the maximum extent practicable. This will necessitate the grant of concessions regarding office attendance both during the enumeration period and a period of training which will precede it. The details of the concessions likely to be required will be settled locally. All heads of offices should be instructed to fall in line with the practice which may be adopted by State Governments for this purpose.

5. I shall be very grateful if you would kindly issue necessary instructions to all establishments under the control of your Ministry.

Yours sincerely,

Sd/- R.A. Gopalaswami.

Appendix 'B'

OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS,
Andaman and Nicobar Islands.
*****

No. 415 Port Blair, the 25th January, 1951.

MEMORANDUM.

Subject:- Census 1951 - Employment of government servants for enumeration
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To carry out the forthcoming census operations successfully it is essential that the services of the government servants of this Administration who have been appointed as enumerators and supervisors should be available between the 9th February, 1951 and the 3rd March, 1951.

Heads of Departments are, therefore, requested not to allow such government servants to proceed on leave to the mainland until the census operations are over.

A list of such officers under you is given below. ot printed

Sd/-
(S.K. GUPTA)
SUPERINTENDENT OF CENSUS OPERATIONS.

To

All Heads of Departments.

Appendix 'C'

Copy of D.O.No.531 dated the 5th February, 1951 from the Superintendent of Census Operations, Andaman and Nicobar Islands, Port Blair to All Heads of Departments and copy forwarded to all Supervisors and Enumerators who are Government Servants.

My dear

In enclosing herewith an extract from a letter of the Registrar-General, India, I write to request you to give all facilities to the enumerators and supervisors under you so that there is no hitch or let up in the census operations.

==========

Extract from D.O.No.863/50-RG dated the 18th August, 1950 from the Registrar-General, India, New Delhi-2 to All Superintendents of Census Operations except Madras.

xx xx xx xx

It seems to me that the best course should be to adhere to past local practice as far as possible if however, this practice did not provide adequately for release for enumerators and supervisors from their normal duties (either by exemption or concessions regarding office attendance). You should press for adequate permission. It is essential that no cause should be given for complaints from enumerators and supervisors and heads of offices should be prepared to suffer some inconvenience, if necessary.

3. So far as enumerators and supervisors drawn from Cental Government offices are concerned, I shall request the Ministries concerned to issue instructions to their heads of offices to fall in line with the practice locally followed by State Governments in respect of their employees.

xx xx xx xx

Appendix 'D'

Copy of D.O.No.774 dated the 22nd February 1951 from the Superintendent of Census Operations, Andaman and Nicobar Islands, Port Blair to All Heads of Departments.

My dear

In continuation of my D.O.No.531 of the 5th February, 1951, I am to request you to kindly grant holidays on the 1st, 2nd and 3rd of March, 1951 to such of your staff as are working as enumerators and supervisors for an over-all check up on enumeration work. In this connection attention is invited to D.O. dated the 17th August, 1950, from the Registrar-General, India, New Delhi addressed to all the Ministries of the Government of India copy of which was forwarded to all Heads of Departments under Chief Commissioner's Office endorsement No.1-606/50 dated the 18th September, 1950.

Appendix 'E'

CENSUS 1951

ANDAMAN AND NICOBAR ISLANDS.



CENSUS 1951

ANDAMAN AND NICOBAR ISLANDS.

CENSUS 1951

ANDAMAN AND NICOBAR ISLANDS.

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PREFACE.

The present booklet is intended for the use of the large number of workers that would be engaged in the ensuing census operations. An attempt has been made to make the instructions as full and comprehensive as possible so that a reference to the booklet will generally solve difficulties that may be encountered in course of the operations. It is essential that each member of this organisation makes himself thoroughly conversant with these instructions so that there is no weak link in the chain. It would be a misfortune if we have to carry "passengers" in our organisation.

The booklet has been compiled to cover up to the enumeration stage. Separate instructions will issue regarding sorting and tabulation in due course.

The speech of the Hon'ble the Deputy Prime Minister has been reproduced *in extenso* just to underline the great national importance of this work. It is hoped that each one in the organisation will give of his very best in making this, the first census of Free Republican India, a success.

S. K. GUPTA,
Deputy Commissioner,
&
Superintendent of Census Operations.

SPEECH BY THE HON'BLE THE DEPUTY PRIME MINISTER AT THE CENSUS CONFERENCE HELD ON THE 23RD FEBRUARY, 1950, AT NEW DELHI.

"FRIENDS:

I am very glad to inaugurate this Conference of Census Superintendents of States. Ever since I assumed charge of the Home Ministry, I have been taking some interest in census matters and I was really very happy to have been instrumental in placing on the Statute Book a permanent enactment dealing with the whole operation of census.

2. I am sorry to miss in this gathering our permanent Census Commissioner, Mr. Yeatts, whose ill-health has kept him away from a work which is so dear to his heart. I am sure, with me, you will all wish him a speedy recovery.

3. Few people out side realise that census is an administrative operation of great dimensions and, in addition, it is a scientific process. Indian census, in particular, covers the largest population in the world and it is also one of the most economical administrative operations. Census as an institution goes back to the remote past, but it is no longer a mere counting of heads; it involves extraction of information which plays a vital role in the determination of many of our administrative policies. The facts elicited during the course of this operation yield valuable scientific data of sociological importance. In many matters it provides a useful guide for the effectiveness or otherwise of our economic policies. The theory of population is in itself an interesting part of economics. The census helps us to test and adapt that theory to facts. There is also another significant advantage which I should like to stress. Census affords an opportunity for Government to reach every home, throughout the length and breadth of this county; little hamlets in far off jungles or perched on mountain tops alike feel with prosperous and easily accessible townships the beat and throb of a pulsating administration. It is also one of the greatest achievements of honorary endeavour; for instance, the process of enumeration would involve visits by over a million honorary enumerators to about 64 million homes inhabiting 350 million citizens.

4. The forthcoming census is the first census of a Free Republican India. It is also the first census of a partitioned India. The enumerators will, therefore, visit homes of India's millions of citizens as representatives of a new institution and we shall have to adapt ourselves to a new basis of comparison and tabulation. The Constitution, for the first time, recognises the important role of census. It has been specifically provided that the data collected at successive censuses should form the basis for the delimitation of territorial constituencies. There is also another departure from past practice. Formerly there used to be elaborate caste tables which were required in India partly to satisfy the theory that it was a caste-ridden country and partly to meet the needs of administrative measures dependent on caste divisions. In the forthcoming census this will no longer be a prominent feature and we can devote our energies and attention to the collection and formulation of basic economic data relating to the means of livelihood of the people and other economic activities of the individual and the State.

5. Hitherto, the census used to be looked upon as a decennial operation for which haphazard temporary arrangements used to be made. I have already stated that there is now a permanent Census Act on the Statute Book and Government have already a permanent office of the Registrar-General and Census Commissioner. It is our intention through this unified organisation to effect continuous improvement over the whole field of population data including the census and vital statistics and to conduct experiments in sampling which would reduce not only the elaboration of these operations but also the cost. I hope, in your deliberations, you will take note of the changes which have now taken place in the character of the census operations and you will go back to your States fully familiar with the trends of ideas here in order to implement them on the actual field. I wish your deliberations all success."

LOCATION CODE.

Numerals will play an important role in the ensuing census operations. These will be used in Location Codes and contractions as a device for saving time and energy. The unit of census being the house, there should be a firm method of identifying each house. This is being done by what is known as Location Code. Each house will have a code number with four elements—District/Tahsil/Village/House. The Location Chart on the next page shows how these Islands have been divided on the basis of administrative units. In case of settled areas the Tahsils have been taken as census charges and for forest areas the entire Forest Sub-Division has been made into a charge. The whole of the Nicobar Group has been formed into one charge. The first number of the code is one which, represents the Andaman and Nicobar Islands District. The second number will represent the Tahsil corresponding to the charge. The third will represent the number of the village and the fourth will represent the number of the house. For example 1/1/19/15 will mean house No. 15 in village Haddo. Similarly house No. 2 in Templemyo will be represented as 1/2/19/2. The house numbers given in this chart are complete up to the end of March, 1950. New houses that have been put up will be numbered by September. The first element of the Location Code is already printed on all the enumeration pads. The second element will be written up by my office at the time of distribution to the various charge officers. The charge officers will fill in the third element while the enumerators will fill in the fourth number at the time of actual enumeration. In thickly congested areas like Aberdeen or Phœnix Bay etc., the villages will be split up into blocks of 50 houses and each block will be the responsibility of one enumerator and should be symbolized by letters of the alphabet like A, B, C and D etc. The enumerator will write the symbol for his own block on the right-hand top corner of the pad. Thus if houses numbering 1 to 50 in village Aberdeen is formed into Block-A, the enumerator enumerating the inmates of house No. 3 will note the Location Code as follows :—

1/1/15/3 A

LOCATION CHART

ANDAMAN AND NICOBAR ISLANDS. (1)

ABERDEEN TAHSIL (1)

	No. of houses.
1. Rangachang	1
2. Bandombad	7
3. Calicut	12
4. Bird Line	1
5. Birchgunj	16
6. Protherepore	38
7. Austinabad	18
8. Corbyns Cove	2
9. Goodwill Estate	2
10. Ningaon	31
11. Police Lines	...
12. Dudh Line	5
13. Shadipur	19
14. South Point	80
15. Aberdeen	818
16. Phoenix Bay	249
17. Delaneypur	103
18. Chathan	22
19. Haddo	115
20. Lillypur	37
21. Bunyadabad	28
22. Dean Street	...
23. Junglighat	168
24. Lamba Line	46
25. School Line	23
26. Paharganj	11
27. Dcleyganj	27
28. Garacharama	49
29. Taylorabad	23
30. Bamblitan	33
31. B. S. Pura	14
32. Nayashar	...
33. Homfreyganj	14
34. Manglutan	1
35. Wandur	3
36. Hashmatabad	10
37. Maymyo	7
38. Choukdari	13
North Andamans 39. Maya Bandar	3
North Andamans 40. Pokha Dera	16
North Andamans 41. Danapur	6
North Andamans 42. Lucknow	10
North Andamans 43. Letan	9
North Andamans 44. Base Camp	16
North Andamans 45. Webi	33
	236

WIMBERLEYGUNJ TAHSIL (2)

	No. of houses.
1. Hope Town & North Bay	25
2. Bamboo Flat Jetty	69
3. Bamboo Flat Village	25
4. Stewartganj	35
5. Govindaparam	13
6. Wimberleyguni	32
7. Manarghat	26
8. Malapuram	12
9. Wrightmyo	8
10. Knappuram	27
11. Kadakachang	8
12. Mathra (Aswinmyo)	12
13. Old Bindraban	5
14. New Bindraban	6
15. Ferrarguni	10
16. Tusonabad	30
17. Manpur	4
18. Conlinpur	1
19. Templemyo	3
20. Herbertabad	10
21. Tirur	...
22. Hobdeypur	25
23. Ograbraij	21
24. Port Mouat Jetty	6
25. Port Mouat Plantation	7
26. Port Mouat Village	14
27. Mithakhari	27
28. Namunaghar	24
29. Dundas Point	25
	504

WIMBERLEYGUNJ FOREST DIVISION (3)

	No. of houses.
1. Port Mouat	4
2. Nanar Ghat	16
3. Chring Tikli	27
4. Mile Tikli	23
5. Shoal Bay Depot	15
6. Balughat	2
7. Shoal Bay 14	4
8. Shoal Bay 1	2
9. Madeban	7
	100

MIDDLE ANDAMAN FOREST DIVISION (4)

	No. of houses.
1. Long Island	49
2. Tosier Valley	12
3. Macarthy Valley	14
4. North Passage	12
5. Leela Bay extn.	18
6. Guitar Depot	5
7. Baratang	8
8. Colebrooke	8
9. Leela Bay Regeneration	13
10. Elphinstone Harbour	22
11. Stevens Valley	15
12. Porlobjig	30
13. Flat Bay	35
14. Long Island	11
	252

NICOBAR TAHSIL (5)

		No. of houses.
CAR NICOBAR	1. Mus	172
	2. Kimmai	65
	3. Small Lapiti	99
	4. Big Lapati	109
	5. Tapoiming	71
	6. Chuckchackie	108
	7. Kennaka	83
	8. Tamaloo	109
	9. Perka	132
	10. Malacca	85
	11. Kakana	57
	12. Kimios	67
	13. Areng	89
	14. Sawai	121
	15. Teetop	41
		1360
CHAURA	16. Tahaio-to	78
	17. Olheat	40
	18. Sanenyo	44
	19. Knitask	40
	20. Rarson	54
	21. In Jungle	13
	22. Elpanum Ammon	29
		298
	23. Bompoka	13
WEST KATCHAL	24.	...
	25.	...
	26.	...
	27.	...
	28.	...
	29.	...
	30.	...
	31.	...
	32.	...
		55
EAST KATCHAL	33.	...
	34.	...
	35.	...
	36.	...
	37.	...
	38.	...
	39.	...
	40.	...
	41.	...
	42.	...
		41
NAN-COWRIE	43.	...
	44.	...
	45.	...
	46.	...
	47.	...
	48.	...
	49.	...
	50.	...
	51.	...
	52.	...
		47
TRINKET	53.	...
	54.	...
	55.	...
	56.	...
	57.	...
	58.	...
		20
CAMORTA	59.	...
	60.	...
	61.	...
	62.	...
	63.	...
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The names of the Villages of the Nicobar Group of Islands will be noted later.

STAFF SET-UP.

Below is a Chart showing the Staff Set-up. Normally 50 houses have been placed in charge of one enumerator. But in out-lying areas like the Forest Camps on account of the distance to be travelled and sparseness of population, one village has been made the responsibility of one enumerator even though the number of houses is much less than 50. Appointments of supervisors and enumerators will be made as early as possible. As census is a very instructive administrative operation, I hope to enlist students of the top forms of the High School as enumerators.

SUPERINTENDENT OF CENSUS OPERATIONS

(DEPUTY COMMISSIONER)

Charge Officer—Tahsildar Aberdeen — **Aberdeen Tahsil (1)**

- Supervisor Patwari Aberdeen Circle (28 to 38) — Enumerators 9
- Supervisor Patwari Pahargaon Circle (1 to 10, 24 to 27) — Enumerators 6
- Supervisor (15) — Enumerators 8
- Supervisor (15) — Enumerators 8
- Supervisor (11 to 14) — Enumerators 4
- Supervisor (16 & 17) — Enumerators 7
- Supervisor (18 to 21) — Enumerators 4
- Supervisor (22 & 23) — Enumerators 3
- Supervisor (39 to 45) — Enumerators 2

Charge Officer—Tahsildar Wimberleygunj — **Wimberleygunj Tahsil (2)**

- Supervisor Patwari Wimberleygunj (1-15) — Enumerators 10
- Supervisor Patwari Mithakhari (16-29) — Enumerators 10

Charge Officer—S.D.F.O. Wimberleygunj Forest Sub-Division (3) — Enumerators 6

Charge Officer—S.D.F.O. Middle Andaman Forest Sub-Division (4) — Enumerators 13

Charge Officer—Assistant Commissioner, Nicobars. Nicobar (5)

5 Charge Officers

11 Supervisors) For
89 Enumerators) Andamans Group

The number of Supervisors and Enumerators for Nicobars Group will be fixed later.

INSTRUCTIONS TO ENUMERATORS.

PART A.—GENERAL INSTRUCTIONS REGARDING ENUMERATION.

1. Object of Census.—The object of the census is, in the words of an old village officer, "to catch every man". Keep this in view as our prime objective. But remember that we have to catch him only once. You must be careful in the case of visitors, absentees, etc., that there is no chance of their being counted in more than one place.

2. Census dates.—Our census count must begin on 9th February, 1951, and end at sunrise on the 1st March, 1951. You are thus given 20 days to do the enumeration.

3. Enumeration of households.—

(*i*) During this period of 20 days you should visit every house in your block. In each house, enumerate every person whom you find there and **who is also normally resident in that house.**

(*ii*) Then enquire whether there is any person who is normally resident in the house but is absent at the time you visit the house. All such persons should also be enumerated, **unless they left the house before the 9th February, 1951 and are not expected to come back to the house until after the 1st March, 1951.**

(*iii*) Occasionally, you may find a visitor in a house who does not normally reside there. You should enquire from him when he left his house and when he expects to be back there. Do **not** enumerate him if he left his house on or after the 9th February, or expects to go back there before sunrise on the 1st March. If, however, he is away from his house throughout the enumeration period **and** has **not** been enumerated anywhere else, you should enumerate him at the house where you find him.

(*iv*) The head of the household should be taken to mean any resident member of the household who is acknowledged as its head.

(*v*) In the case of hotels, boarding houses, police lines, labour barracks etc., the inmates who are normal residents therein (whether as staff or as lodgers) should be treated as separate households even if a lodger was only a one-man household. In the case of jails and hospitals and

similar institutions normally resident staff should be treated as separate households. Prisoners, patients, etc., should be regarded as visitors if they are away from their normal place of residence throughout the enumeration period. As such they would be regarded as 'unrelated members' of the institution as a household.

4. Enumeration of Houseless Persons.—Persons who do not normally reside in houses (*e.g.*, members of wandering tribes, tramps, sadhus, etc.,) should be enumerated wherever they may be found during the night preceding sunrise of 1st March.

5. Final check.—You should revisit every house in your block and carry out a final check during the first **three days** of March. The object of this second visit is to bring your enumeration up to the reference date. This means

(*i*) You should enumerate every birth that has taken place in a house since your last visit;

(*ii*) you should cancel the slip for any death that may have taken place in any house since your last visit;

(*iii*) if you happen to find any visitor who has not been enumerated anywhere else during the period of enumeration, you should enumerate him also.

6. Provisional Tables.—As soon as you have completed a pad, note down the number of males and females, and of literates in that pad and hand the pad over to your supervisor. After you have completed your enumeration, total up your figures, fill in the columns in the enumerator's abstract and hand it over to your supervisor.

7. Legal rights and duties.—Under the Census Act, every person is legally bound to furnish you with the information you need for recording your answers. You must not ask information on any matters not necessary for the purpose of the census, for example, the amount of any person's income. Nor must you disclose to any unauthorised person any information given to you or the results of the enumeration. All census entries are confidential and cannot be admitted as evidence in any civil proceeding whatever or in any criminal proceeding other than a prosecution for a census offence.

Any enumerator extracting money on any pretext connected with the census will make himself liable to punishment under the Census Act or the Penal Code.

PART B.—SPECIAL INSTRUCTIONS REGARDING THE FILLING UP THE SLIP.

1. Identifying numbers on slips.—At the top of the enumeration slip you will find a printed number (1). This number represents your District. Two other numbers representing your tehsil and village will be written after the first number on the slips. You should take care to see that these numbers are noted on every slip as soon as you receive the pads. Lastly when you visit each house for enumeration you should write the house-number on the slip relating to every person enumerated in that house. In some houses there may be more than one household. In such cases, you should distinguish each household by adding the letter A, B, etc., to tho house-number. Thus, if there are two households in house-number 49, the slips relating to the first should be given number 49-A and those relating to the second, number 49-B.

2. Census Questionnaire—The Census Questionnaire is printed separately in the booklet.

You will observe that against each question the answers you are commonly likely to receive are stated and you are asked to use contractions for recording those answers. The contractions have been introduced in order to save you writing long answers by expressing them in single numbers. You should take care to see that you use the correct contractions. You can make quite sure of this by keeping the questionnaire before you while recording the answers.

You should put clear and simple questions to the person you are enumerating which, in most case, will elicit the correct answer at once. Explanation of any kind would be necessary only if the person does not understand your question properly. You should record the answers as given to you by the person you are enumerating.

3. Question 1 (name and relationship to the head of the household).

For purposes of the census, a 'house' has been defined as a dwelling with a separate main entrance. A 'household' means all the persons who live together in the same house and have a common mess. In some houses, there may be more than one group of persons with a common mess. In these cases, each group should be regarded as a separate household for purposes of the census. The head of the household is the person on whom falls the chief responsibility for the maintenance of the household. You need not, however, make any enquiry about this, and you should

treat as the head of the household any person who is actually acknowledged as such. A household may include persons (*e.g.*, domestic servants, lodgers, etc.) who are not related to the head of the household, but live together and have a common mess. You should first enumerate the head of the household and then the other members in the household.

4. Question 4 (Age).—This is an important question and many persons are likely to find it difficult to state their age correctly. You should assist them and try to record, as far as possible, the correct age of the person enumerated. If you are not able to elicit the correct age directly, you should get it by referring to some event of importance that occurred in the past and is remembered by everyone. You should use any local calendar of such events which may have been prepared for the purpose.

5. Question 5 (Birth-place).—If the person enumerated was born in your State, but not in your district, it is important that the **district** in which he was born should be ascertained and recorded.

6. Question 6 (displaced persons).—The definition of a displaced person is as follows :—

> "Displaced person" means any person who has entered India having left or been compelled to leave his home in Western Pakistan on or after the 1st March, 1947, or his home in Eastern Pakistan on or after the 15th October, 1946 on account of civil disturbances or the fear of such disturbances or on account of the setting up of the two Dominions of India and Pakistan".

7. Question 7 (Mother-tongue).—Mother-tongue is the language spoken from the cradle. In the case of infants and deaf-mutes give the mother-tongue of the mother.

8. Question 8 (Bilingualism).—Record only one subsidiary language.

9. (*i*) Question 9. Part One.—You are asked to distinguish every person whom you enumerate as either a "self-supporting person" or an "earning dependent" or a "non-earning dependent". The distinction is explained below :—

Where a person is in receipt of an income, and that income is sufficient at least for his own maintenance then he (or she, as the case may be) should be regarded as a 'self-supporting person'. Any one who is not a self-supporting person in this sense is a 'dependent'. A 'dependent' may be either on 'earning dependent' or a

'non-earning dependent'. The test is whether he secures a regular income, even though it may be small. Such income may be in cash or in kind. Where the income which he secures is not sufficient to support him, that person is an 'earning dependent'. A person who does not earn any income either in cash or in kind is a 'non-earning dependent'.

NOTE.—Where two or more members of a family household jointly cultivate land and secure an income therefrom, each of them should be regarded as earning a part of the income. None of them is, therefore, a non-earning dependent. Each of them should be classed as either a "self-supporting person" or an "earning-dependent" according to the share of income attributable to him (or her). The same applies to any other business carried on jointly.

This does not mean that everyone **who works** is necessarily a self-supporting person, or an earning dependent. Thus, for instance, a housewife who cooks for the family, brings up the children or manages the household is doing very valuable work. Nevertheless, her economic status is that of a 'non-earning dependent', if she does not also earn an income, and should be recorded as such.

(ii) **Question 9. Part Two.**—You are asked to distinguish whether a self-supporting person is an employer, an employee or an independent worker.

(a) You should record as an '**employer**' only that person who has necessarily to employ other persons in order to carry on the business from which he secures his livelihood. Thus, if a person employs a cook or other person for domestic service, he should not be recorded as an 'employer' merely for that reason.

(b) An '**employee**' is a person who ordinarily works under some other person for a salary or a wage in cash or kind, as the means of earning his livelihood There may be persons who are employed as Managers, Superintendents, Agents, etc., and in that capacity control other workers. Such person are also employees only, and should not be recorded as employers.

(c) An '**independent worker**' means a person who is not employed by anyone else and who does not also employ anybody else in order to earn his livelihood. Note that dependents (whether earning or non-earning) are not to be classified under these three heads.

10. Question 10 (Principal Means of Livelihood).—This is a very important question. Please therefore pay great care. You have to ask every person how he makes his living and put down the answer here. A person may have more than one means of living. In that case the occupation which gives him the greatest part of his income is called his principal means of livelihood. That which gives him the next most important part of his income is called the secondary means of livelihood. You have to record only the principal means of livelihood against question 10. The secondary means of livelihood should be shown separately under question 11. A non-earning dependent has no means of livelihood of his own. His principal means of livelihood should be taken to be the same as that of the self-supporting person on whom he is dependent. The same assumption should be made about earning dependent also. (See para 11 below). In the result, the answer to question 10 should be the same for a self-supporting person as well as all other persons who may be dependent on him whether earning or non-earning.

Four simple contractions have been provided which will cover most cases where the livelihood is dependent on agriculture. If you find that a person falls under two of these four categories, note that category which provides the largest income against question 10 and the second against question 11. No note need be taken of more than two such categories in any case.

You will notice that ownership of land has been made the basis of classification of agriculturist population. In these Islands all land is owned by the Government. So in enumerating agriculturists here every-body who holds land directly under Government should be classified under Category 1

Nicobarese are not agriculturists and in their case the answer to this question would be planters in case of persons who have coconut plantations. People who serve under owners should be treated as employees.

In all other cases, you have been asked to write fully and clearly what the person does in order to earn his livelihood and where he does it. There are three lines on the slip provided for answering this question. Use them fully. Avoid vague and general terms. Do not write "Service" or "Labour". If you are enumerating a trader, describe the articles in which he is carrying on trade and state clearly whether he is a wholesale trader or a retail trader. A retail trader sells to the public and a wholesale trader does not.

If you are enumerating a factory worker, give the name of the factory, the product it makes, *e. g.*, coalmine, jute factory, cotton mill, etc.

11. Question 11 (Secondary Means of Livelihood).—Avoid repeating against this question the answer you have recorded against question 10.

(a) A 'self-supporting person' may have more than one means of livelihood in some cases. If so, you should record his **second** means of livelihood against question 11.

(b) An 'earning dependent' is maintained partly by the income of some other person and partly by his own. It is unnecessary to enquire which is more important. His principal means of livelihood should always be taken to be the same as that of the self-supporting person on whom he is dependent (see para 10 above). The occupation which gives him an income should always be taken to be his secondary means of livelihood, and recorded against question 11.

(c) 'Non-earning dependents' have no secondary means of livelihood.

12. Question No. 12 (Literacy and Education).—The test for reading is ability to read any simple letter either in print or in manuscript. The test for writing is ability to write a simple letter.

13. Question No. 14 (Sex).—Eunuchs and Hermaphrodites should be treated as **MALES.**

14. Practice.—You should study the questionnaire and these instructions very carefully. Practise the questions as much as you can. You can write down the answers on the back of an envelope or on any odd piece of paper or on a slate in the course of such practice. What we aim at is something like a man who has entered for a competition. At the competition he must be able to do his best and he will not have anyone to help him or to take his place. Consequently, he practises beforehand. I should like to see this adopted as the general model of our efforts.

Consult your supervisor in any case of difficulty but remember that in the last resort it is on you as a citizen of the country that India relies for the information she secures through the census.

CENSUS QUESTIONNAIRE.

1. Name and relationship to head of household. - After the name write 1 for the head of the household. For near relatives (*viz.*, wife, son, daughter, brother, sister, father, mother) write actual relationship in full. For other relatives write 2. For unrelated person (if any) living in the household write 0.

2. Nationality, Religion and Caste or Tribe

Part (a) Nationality.— Write 1 for all Indian Nationals. For others write Nationality in full.

Part (b).—Write H for Hindu ; M for Muslim ; C for Christian ; S for Sikh ; J for Jain. For others write the answer as actually returned.

Part (c). - For Andaman Indians. write 1 ; for Anglo-Indians, write A ; for Andamanese, write 2 ; for Nicobarese, write 3 ; for Onges, write 4 ; for Jarawas, write 5 ; for scheduled castes and tribes, a list of which will be supplied in due course, write the name of the caste, tribe or class as given in the list and in all other cases, write 0. On no account should the caste of a non-scheduled caste person should be recorded.

3. Civil Condition.—Write 1 for unmarried, 2 for married, 3 for widowed. If divorced write 0.

4. Age.—Write age last birthday ; that is, the actual number of completed years. Write 0 for infants below 1.

5. Birth-place.—Write 1 for every person born in your district. For others write the name of the district, State or foreign country where he was born, according to the answer given.

6. Displaced Persons.—If the person enumerated is not a displaced person write 0 in both compartments. If he is a displaced person, write the date of arrival in India, in the first compartment ; and the district of origin in Pakistan in the second compartment.

7. Mother-tongue.—Write the mother-tongue fully.

8. Bilingualism.—If a person commonly speaks any Indian language other than his mother-tongue, record it. For others write 0.

9. Economic Status.—

Part One.—Dependency.—Write 1 for a self-supporting person, 2 for a non-earning dependent, and 3 for an earning dependent. Write the answer in the first compartment.

Part Two.—Employment.—If a self-supporting person earns his Principal means of livelihood as an employer write 1, as an employee write 2, as an independent worker write 3. Write 0 in other cases. Write the answer in the second compartment.

10. Principal means of livelihood.—An answer to this question should be recorded on every slip. If the slip relates to a self-supporting person record his principal means of livelihood. If the slip relates to a dependent (whether earning or non-earning) record here the principal means of livelihood of the self-supporting person on whom he is dependent. The means of livelihood which provides the largest income is the principal means of livelihood for a self-supporting person who has more than one means of livelihood. In the case of other self-supporting persons it is the only means of livelihood.

Use the following contractions:— Write 1 for a person who cultivates land owned by him; 2 for a person who cultivates land owned by another person; 3 for a person who is employed as a labourer by another person who cultivates land; 4 for a person who receives rent in cash or kind in respect of land which is cultivated by another person.

For all other means of livelihood write fully and clearly what the person does in order to earn his livelihood and where he does it.

11. Secondary means of livelihood.—For a self-supporting person who has more than one means of livelihood write the means of livelihood next in importance to his principal means of livelihood. For an earning dependent write the means of livelihood which provides the earning. Use contractions given in question 10.

For a self-supporting person who has only one means of livelihood write 0. In the case of non-earning dependent also, write 0.

12. Literacy and Education.—Write 0 for a person who can neither read nor write; write 1 for a person who can read but cannot write; write 2 for a person who can read and write. If a person who can read and write has also passed any examination note the highest examination passed, instead of writing 2.

13. For Andamans.—Enquire if the individual has suffered physical torture at the hands of the Japanese during their occupation. If so, write 1.

For Nicobars.—Enquire if there is any permanent disability in the individual as a result of poliomyelitis. If so, write 2.

In all other cases, write 0.

14. **Sex.**—Write 1 for a male and 2 for a female.

CCPAN.—12 D. C. Port Blair.—27-6-1950.—300 copies.

Printed at the Chief Commissioner's Press,
Port Blair.

Appendix 'F'

MESSAGE FROM THE
HON'BLE SHRI C. RAJAGOPALACHARI, HOME
MINISTER, GOVERNMENT OF INDIA,
TO EVERY CENSUS ENUMERATOR IN INDIA.

*****

Dear colleagues in the census work, this is the first census held under orders of the Republic of Free India. I am addressing the enumerators in particular. You have the privilege and honour of taking a hand in the first census of Free India. Ten years hence the next census will be held. Yours is the earliest privilege. You are an enumerator and therefore you build the very base of the whole structure. The base is, as you know, the most important part of any structure. The record of your work will remain carefully kept for use throughout the next ten years.

Enumeration begins at sunrise on the 9th day of February. From then up to sunrise on the 1st March you will be visiting all the houses in your block, locating all the people for whose enumeration you are responsible; and ascertaining and recording, in respect of all of them, the replies which are given to you for the prescribed census questions. On the 1st, 2nd and 3rd days of March you will revisit all the houses for final check. You will then make sure that you have prepared the record of census enumeration in all respects as instructed, and hand it over to the Supervisor.

Yours is not an isolated local inquiry. You are one of about six hundred thousand patriots, all of whom will be engaged on an identiaal task at the same time. All of you are jointly responsible for enumerating all the people. Collectively you will prepare a record of basic facts relating to the life and livelihood of all the citizens and families in our Republic.

If this record is to be correct and complete, the part which you contribute should, in itself, be correct and complete. You should master the simple instructions which you have received, and apply them uniformly and conscientiously. These instructions are based on a common plan for the country as a whole. Like a swarm of bees that build a beautiful hive according to the laws of geometry, each doing its part in obedience to a mystic urge, you should do your part according to conscience and the sense of truth inherent in us all.

IMPORTANT THINGS TO REMEMBER.

First, every person should be enumerated once, and not more than once. Most people would be enumerated at their usual place of residence. There are a few who should be enumerated wherever they are found.

Secondly, do not grudge the time and effort which will be necessary to get correct and complete answers to the questions relating to economic status and means of livelihood.

I do hope you will take pride over the quality of your contribution to this nation-wide enterprise, and do your best. God bless you.

******

Appendix 'G'

OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS,
Andaman and Nicobar Islands.
*****

No.238. Port Blair, the 18th January, 1951.

ORDER

Subject:- Local calendar.

In the rural areas difficulty is likely to be experienced with regard to question 4 (age). It would be helpful if the following events of importance are referred to for getting the correct age. The easiest way to do it is to refer these dates and say how long before or after these dates a person was born.

The following local calendar should, therefore, be adopted:-

1. Assassination of Lord Mayo by Sher Khan	1872
2. Andamans Cyclone	November,1891
3. Andamans Earthquake	June,1941
4. Japanese occupation	March,1942
5. Re-occupation of Andamans	October,1945

The two world wars may also be helpful because people here were quite effectively influenced by them:-

1 st World War	...	1914 to 1918
2nd World War	...	1939 to 1945

Sd/-
(S.K.GUPTA)
SUPERINTENDENT OF CENSUS OPERATIONS, 1951.

Copies to:-

All Census Staff.

Copy to the Registrar-General, India, New Delhi-2 for favour of information.
o

Appendix 'H'

Copy of D.O.letter No.548, dated the 6th February, 1951, from Shri S.K.Gupta, I.A.S., Superintendent of Census Operations, Andaman and Nicobar Islands, Port Blair to Shri A.K.Ghosh, I.C.S., Chief Commissioner, Andaman and Nicobar Islands, Port Blair.

My dear Mr.Ghosh,

I gave a feeler to the Commanding Officer, I.N.S. 'KUKRI' through Waters regarding my proposed trip to Little Andamans, the two Sentinel Islands and Lewis in-let on the Western coast. Waters tells me that according to the present programme of the ship, the most he can do is to drop me at Little Andaman and I shall have to fend for my way back here. In any case for this also he wants NHQ's permission.

I wanted to make an honest effort during this census to enumerate as many Onges and Sentinelese and Jarawas (if possible) as I could but without transport, this is impossible. Delhi was quite caught with the idea and it would be a pity if no attempt is made to do this. As you are aware both 'Elsa' and 'Molly' are laid up and perhaps will not be available during the census period.

Besides Dr.Sarkar of the Anthropological Party and the Geologist who is here are also keen to visit these islands.

In the circumstances, may I request you to ask NHQ to arrange for our transport by 'KUKRI' to these islands? We won't require her for more than 5 days in any case and any day after the 15th would suit me very well. If you so desire I can send a telegram to the Registrar-General, India, for assistance. It may be noted that during the 1921 census, the Census superintendent was provided with a naval vessel for 10 days for his work.

Copy of letter No.1-606/51, dated the 8th February, 1951 from Shri A.K.Ghosh, I.C.S., Chief Commissioner, A. & N. Islands, to The Secretary to the Government of India, Ministry of Home Affairs, New Delhi-2 and copy forwarded to the Superintendent of Census Operations, A. & N. Islands, for information with reference to his D.O.No.548, dated the 6th February, 1951.

Subject:- Utilization of I.N.S."Kukri" by the Superintendent of Census Operations, Andaman & Nicobar Islands.

Sir,

The Superintendent of Census Operations, Andaman & Nicobar Islands, (the Deputy Commissioner) requires to pay visits

to the Little Andamans, the Sentinel Islands, and one or two other islands in order to try to enumerate as many as possible of the aboriginal people living in these islands. This is all the more important as no reliable estimate has ever been made of the numbers of these primitive people.

2. Unfortunately, the launch "Molly" and the tug "Elsa" (the only two sea-going vessels now under the control of this administration) are laid up for repairs. Even if they were available, a visit to the Little Andamans in these small vessels would be unsafe, and the vessel and the crew might be lost. The Superintendent, Census Operations, therefore, wishes to utilize I.N.S."Kukri", which is carrying out a survey here, and will be in Andaman waters for several weeks to come, for a maximum period of five days to visit these outlying islands. As the Census Superintendent was provided with a Naval vessel on previous occasions, I shall be grateful if you will ask the Defence Ministry to place I.N.S."Kukri" at the disposal of the Census Superintendent for a period upto 5 days in the second half of February.

3. As time is short, a reply by telegram will be appreciated.

Copy of telegram No.591, dated the 9th February, 1951 from Census Superintendent, Port Blair, to Reggenlind, New Delhi.

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591 SHALL BE GRATEFUL IF NHQ IS REQUESTED TO LEND INS KUKRI NOW CRUISING IN THESE WATERS FOR ABOUT FIVE DAYS DURING CENSUS SECOND HALF OF THIS MONTH AND IN ANY CASE BEFORE TWENTYFIFTH STOP FAILING THAT FOR FIVE DAYS FROM SEVENTH OF MARCH STOP REQUEST BEING MADE FOR MAKING AN HONEST ATTEMPT TO ENUMERATE TRIBAL PEOPLE SOME HOSTILE LIVING IN OUTLYING ISLANDS STOP CHIEF COMMISSIONER'S REQUEST TO HOME MINISTRY ON THIS SUBJECT ON THE WAY.

Copy of telegran No.30/1/51 RG, dated the 19th February, 1951 from Reggenlind, New Delhi, to Census Superintendent, Andamans, Port Blair

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30/1/51 RG REFERENCE YOUR TELEGRAM 591 DATED NINTH INSTANT REGARDING USE OF INS KUKRI STOP NAVAL HEADQUARTERS REGRET INABILITY TO COMPLY AS SHIP ENGAGED OTHERWISE STOP

Appendix 'J'

Copy of D.O.Letter No.401, dated the 29th January, 1951 from Shri S.K.Gupta, I.A.S., Superintendent of Census Operations, Andaman and Nicobar Islands, Port Blair, addressed to the Chief Conservator of Forests, Port Blair, the Superintendent of Police, Port Blair, and the Executive Engineer, Andamans Central Public Works Division, Port Blair.

My dear

I am writing to you about ensuing census enumaration that will take place between the 9th and the 28th February. In view of the great national importance of the work, I am sure I can count on your co-operation in collection of correct information in course of this operation.

I should be grateful, therefore, if you and other responsible touring officers under you, in course of normal tours, contact the local enumerator, wherever possible, to see that

(a) no question has been left unanswered in census slips.

(b) there is exact correspondence between the entries in the census slips and the entries in the National Register of Citizens, and

(c) that the answer to the question regarding main means of livelihood is full and specific in the case of non-agricultural classes.

It would be appreciated if any defects detected by you or your officers are immediately brought to my notice.

Thanking you,

Appendix 'J'

OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS,
Andaman and Nicobar Islands.
****

No.411 Port Blair, the 29th January, 1951.

ORDER

The necessity of a correct census record has been impressed upon all concerned. The important pit-falls to guard against are:

(1) over enumeration,

(2) omission, and

(3) vague recording of answers to question (10)

From my contacts with all the enumerators, I am satisfied that they have acquired a thorough knowledge of the principles and I have no doubt that these will be put correctly in practice.

To insure against possible errors, I would request all Charge Superintendents to enclose certificates in the following form with the census papers for their respective charges:-

"Certified that I have satisfied myself that the instructions to enumerators were properly carried out and that to the best of my knowledge and belief there is no reason to suspect that any omission or over enumeration has occurred in my charge.

CHARGE SUPERINTENDENT"

Sd/-
(S.K.Gupta)
SUPERINTENDENT OF CENSUS OPERATIONS.

To

All Charge Superintendents.

Appendix 'K'

Copy of letter No.290/50-R.G., dated the 11th April, 1950 from the Registrar General, India to All State Governments.

Subject:- National Register of Citizens.

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1. I am directed by the Government of India to address you on the proposal that a National Register of Citizens should be compiled in 1951 along with the population census.

The proposal, as formulated in the light of the conclusions reached at the recent all-India Census Conference, is as follows:-

(i) There should be a National Register of Citizens of the Indian Union. It should be compiled in separate parts, one relating to each village and each ward of every town or city in the Indian Union.

(ii) The Register should contain the names of all citizens enumerated during the forthcoming 1951 census arranged by households in the housenumbering order in the part relating to the village/ward where enumerated.

(iii) The census data relating to each citizen, as ascertained in reply to the more important census questions, should be transcribed in the Register from the census enumeration slips. These data should include (in every case) the replies to the following questions, namely, 14(Sex), 4(Age), 9(Economic Status), 10(Principal Means of Livelihood), and 11 (Subsidiary Means of Livelihood). Any other ascertained data which either the Government of India or the Government of the State concerned might consider necessary should also be included.

(iv) The preparation of this Register should be undertaken by the census organisation, either in the course of or immediately after, the enumeration of the population, which will take place between the 9th February and 1st March 1951.

(v) The parts of the Register relating to village/ward of each district should be kept in the tehsil offices (or other appropriate offices) in that district. They should be unpublished administrative records, available for reference by authorised persons either for administrative purposes or for any social economic enquiries which may be undertaken by or with the assistance of the Government of India or the State Government. Unauthorised persons will have no access to them. Like other census Records, they will be inadmissible in evidence.

2. The purposes intended to be served by the proposed register are explained below:-

(i) Local Extraction of Census Information.

The customary census tabulation is limited by the need for ensuring that census reports are published within a reasonable time after the enumeration. It will be necessary, therefore to concentrate attention, during the census tabulation stage, on the purely demographic and economic aspects of census data. Tabulation in respect of religion, caste, tribes, languages, etc., and cross tabulations will be restricted to the unavoidable minimum. It should, however, be made possible, in later years, to extract and compile further information for various purposes as and when this may

be found necessary or convenient by the State Governments (either for themselves or on behalf of the Central Government). This consideration applies with special force to data relating to size, internal structure and composition of family households, (which will be collected at the 1951 census for the first time). Cross tabulation of such data with other census data is likely to yield very useful information. Similar considerations apply also to data regarding castes and tribes which might in due course be required by the Backward Classes Commission, to be set up under the new Constitution.

The proposed Register will thus be useful for local extraction of census information after the main census tabulation is completed.

(ii) Frame Work for Social Economic Surveys based on Random Sampling.

A special committee appointed by the Government of India consisting of experienced administrators, economists and statisticians under the Chairmanship of Sir Theodore Gregory made the following recommendation:-

> " We had the opportunity of consulting Professor R.A.Fisher on the possibilities of the random sampling method in connection with future economic survey in India and we desire to record his opinion with which we are in agreement, that for any such enquiry it is necessary to have a frame-work to proceed on and that the household is the appropriate starting point for the purpose. We would accordingly recommend that an attempt should be made to have registers of households prepared and maintained for both urban and rural areas. The urgency of the need for preparing and maintaining a register of households has been stressed by more than one committee, viz., the Population Data Committee and the Health Survey and Development Committee, as such a houselist can provide a basis for demographic as well as socio-Economic enquiries. We would, therefore, strongly recommend that the preparation of the register of households should be taken up early by the appropriate Department of the Government of India."

The proposed Register is intended to implement this recommendation.

(iii) Maintenance of Electoral Rolls.

The electoral rolls which are at present being prepared throughout the country for general elections under the new Constitution will have to be maintained hereafter from year to year. It is expected that every year approximately 6.3 million non-adults will become adults entitled to vote, and should be brought on the electoral rolls, while 3.6 million voters will die and should be removed from them. Since the proposed Register will be one of the basic records to be used for the purpose. In the absence of such a record, the maintenance of electoral rolls will be found to be difficult and costly.

(iv) It should also be mentioned, as an incidental consideration, that the prescription of such a Register is likely to improve the standard of efficiency in census enumeration and supervision.

3. The Government of India have considered the proposal; and, for the reasons mentioned above, accepted it. They invite the co-operation of all State Governments in putting it into effect. With reference to item (iii) of paragraph 1 above,

they consider that the answers to Questions 3 (Civil Condition) and parts (b) and (c) of Question 2 (Religion and Special Group) should also be included in the Register.

4. The Register should be written up (as proposed) along with, or immediately after, the census enumeration. I am accordingly to request that special instructions may be issued to the district authorities (who will be directly controlling the census enumerators and supervisors) in order to impress on them the importance of carrying out this work. It has been suggested that in certain States there might be difficulty in getting this work done on an unpaid basis in the same way as the normal census enumeration work. The Government of India hope that such difficulties, if any, would be removed by the special instructions referred to above; and would be glad if the Register can be got written up as part of the census enumeration operation without any special payment being made for this purpose.

5. If, however, the State Governments are of opinion that (having regard to the volume of work simultaneously thrown upon the staff by the general elections and the census in addition to their normal duties) this additional scriptory work is likely to be regarded as burdensome and that some honorarium should be offered, the Government of India would accept that opinion. They would, in that case, propose that the expenditure involved should be shared on a 50:50 basis by the State Government and the Central Government. I am to express the hope that the State Governments would concur in this proposal in view of the fact that the Register would be useful to the State Government to at least as great extent as to the Central Government, if not more.

Paper required for writing up the Register will be supplied entirely by the Central Government.

6. The Census Conference recommended that arrangements should be made for maintaining this Register after its compilation. The Government of India agree that regular maintenance would be useful and might be necessary for certain purposes though it may be noted that for many of the purposes mentioned above, a register which is out of date by a few years would not, on that account merely, cease to be useful. They intend that this question should be considered separately some time next year, in view of the fact that the method of maintenance of this Register is connected with questions relating to the improvement of vital statistics as well as the procedure for the maintenance of electoral rolls.

7. I am to request that the State Government may be moved to issue the instructions referred to in paragraph 4 above, and concur in the proposal made in paragraph 5 above.

Appendix 'L'

Copy of letter No.1-606/50, dated the 20/21st June, 1950, from Shri A,K.Ghosh, I.C.S., Chief Commissioner, Andaman and Nicobar Islands, Port Blair, to the Registrar General, India, Government of India, Ministry of Home Affairs, New Delhi, and copy to the Deputy Commissioner, for information.

Subject:- National Register of Citizens.

--

Sir,

Kindly refer to your letter No.290/50-R.G., dated the 11th April, 1950 on the subject noted above. The compilation of the National Register of Citizens as desired in the letter under reference will be taken up immediately after the Census enumeration. The Register will be written up under the direct supervision of the Deputy Commissioner, Andaman & Nicobar Islands, who has been appointed as Census Superintendent.

2. Proposal, if any, for grant of honorarium for this additional scriptory work will be submitted in March 1951 when the writing up of the Register actually begins.

A P P E N D I X. 'M'

Comparison of Population totals, by tracts, between the National Register of Citizens and Primary Census Abstract.

District:)
) Andaman and Nicobar.
Name:)

Code No.1.

(1)	Total Population. Total according to National Register of Citizens. (2)	Total Population. Total according to Primary Census Abstract (3)	Total Population. Percentage difference (i.e.100 x Col.(3) -col.(2) col.(3) (4)	Males. Total according to National Register of Citizens (5)	Males. Total according to Primary Census Abstract (6)	Males. Percentage difference (i.e.100 x Col.(6) - Col.(5) col.(6) (7)	Females. Total according to National Register of Citizens (8)	Females. Total according to Primary Census Abstract (9)	Females. Percentage difference (i.e.100 x Col.(9)- Col. (8) Col. (9) (10)	REMARKS. (11)
R U R A L										
Aberdeen Tract	4617	4617	Nil	2921	2921	Nil	1696	1696	Nil	
W'Gunj Tract	3931	3931	Nil	2362	2362	Nil	1569	1569	Nil	
@ W'Gunj Forest Division	-	1110	-	-	1040	-	-	70	Nil	@ No National Register of Citizens was prepared for forest Camps.
@ Middle Andaman Forest Division	-	1290	-	-	1171	-	-	119	Nil	
Nicobars	12009	12009	-	6321	6321	Nil	5688	5688	Nil	
Rural Total.	-	22957	-	-	13815	-	-	9142	Nil	
U R B A N.										
Aberdeen Tract	8014	8014	-	5242	5240	-.0038%	2772	2774	.0072%	
Urban Total.	8014	8014	-	5242	5240	-.0038%	2772	2774	.0072%	
District Total	-	30971	-	-	19055	-	-	11916		

Appendix 'N'

SECRET.
D.O.No.1392/51.
OFFICE OF THE SUPERINTENDENT OF
CENSUS OPERATIONS,
Andaman & Nicobar Islands.
***

Port Blair, the 17th April, 1951.

My dear Gopalaswamy,

Please refer to your secret D.O.No.2/26/51-RG, dated the 31st March 1951 to Gupta about sample verifications of the 1951 Census count.

As your letter reached the Andamans only on the 13th of April, I am afraid a reply by the 10th as requested was out of question. However, I make haste to reply so that the letter might go by this mail, and reach you about the 24th.

We shall certainly carry out a sample verification of the count if you so desire, although I am afraid it will be an added burden on the small number of officers we have here. But I wonder whether the results will be worth the time and trouble involved? The total population of the Andaman and Nicobar Islands is of the order of 30,000, and is spread over six census tracts. Therefore, far from having a population of a lac in each tract, we have on an average some 5,000, distributed over many small blocks, each block consisting in most cases of but a few houses. I, therefore, consider that the verification you have in mind will be of little use for the Andaman & Nicobar Islands; the more so as most of the enumerators, supervisors and charge officers are Government officers on whose work we can rely.

Yours sincerely,

Sd/-
(A.K.GHOSH)

Sri R.A.Gopalaswamy, I.C.S.,
Registrar General, India,
Ministry of Home Affairs,
New Delhi - 2.

TELEGRAMS: REGGENLIND

D.O.No.2/26/51-R.G.

THE REGISTRAR GENERAL, INDIA
Ministry of Home Affairs,
New Delhi

The 25th April, 1951.

My dear Ghosh,

Please refer to your secret D.O.No.1392/51, dated the 17th April, 1951. It is not necessary to carry out the sample verification count in the Andaman and Nicobar Islands.

Yours sincerely,

Sd/-
(R.A.Gopalaswami).

Shri A.K.Ghosh, I.C.S.,
Superintendent of Census Operations,
Andaman & Nicobar Islands,
Port Blair.

Appendix 'O'

OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS,
Andaman and Nicobar Islands.
***

Subject:- General appreciation of the enumeration operation (census).

HOUSE-NUMBERING:- Soon after check up of the blocks by the enumerators it was discovered that the number of houses were actually far in excess of the number of houses marked, specially in the headquarters area because at the time of original numbering, indication was not available about the actual number of family units occupying each house with separate main entrance. Any how a re-numbering was done and now all houses in all the islands are properly marked.

LOCATION CODE:- So far as the constantly shifting forest camps are concerned, the third element of the Location Code was found to be unnecessary and impracticable and with Registrar-General's permission I had the actual names of the forest camps put in without giving any code number.

As regards Nicobars group, each village was given one code number, but the population here is so small that the entire islands will have, I think, to be treated as one unit but that will be decided during tabulation. In any case location code has been found on the whole useful.

QUESTIONNAIRE:-

Q.1: Name and relationship to head of household: No difficulty experienced.

Q.2: Nationality, Religion and Caste or Tribe: On going through the slips I find that few mistakes were committed in few cases in Q.2 - Part (c) in the matter of recording of non-backward class. Non-Hindus have also been classified, which is unnecessary. These are being rectified.

Q.3: No difficulty.

Q.4: Age:- I am afraid that inspite of the State Calendar, there has been some amount of guess work in the matter of recording age and the error would be within one of two years in the age group of 30 to 50 and even more on the upper limit i.e. from 60 onwards.

Q.5: Birth Place:- No difficulty.

Q.6: Displaced persons:- Exact date of arrival in India was not possible to obtain but in every case the month and year have been noted.

Q.7 & 8:- Mother tongue and Billingualism:- There was no particular anxiety evinced by the people regarding mother-tongue but I feel that in certain cases there has been a little confusion between Urdu and Hindusthani but it makes very little difference because this is really a Hindusthani speaking area.

Q.9:)
Q.10:)
Q.11:) (a) A comprehensive posure asking for economic activity of the person enumerated was found very useful in recording answers to these questions.

(b) Non-agricultural classes have been classified in detail.

(c) The agricultural classes have been codified properly.

Q.12:)
Q.13:) No difficulty.

Q.14: Sex: About a dozen wrong entries have been noted in the National Register of Citizens for the Andaman Islands in the matter of sex. The contraction was confused. This has been corrected and I consider it negligible for a population of about 19,000.

CONTRACTIONS: Have been found very useful in recording answers.

The above note contain my tentative views. The Deputy Superintendent should call a meeting of the Supervisors and discuss these matters and any further points of interest detected should be included in this note.

Sd/-
(S.K.Gupta)
SUPERINTENDENT OF CENSUS OPERATIONS.
27th March, 1951.

Appendix 'P'

A meeting of the following census workers was held on the 13th instant at the Netaji Club Hall:-

1. Sri Rama Krishna.
2. Sri K.R.Ganesh.
3. Sri Baghwan Din.
4. Janab Zulfiquaruddin.
5. Sri Moti Lall.
6. Janab Mushtaq Ali (on behalf of Sri Govind Rao)
7. Janab Sardar Ali.
8. Sardar Bakhshish Singh.
9. Sri Debendra Nath.

Circular letter No.483(18)Cen. of the Superintendent of Census Operations, West Bengal & Assam was circulated among them and their opinion in respect of Part B (The Census Questionnaire) was solicited and their unanimous opinion is as follows:-

1. Very Well appreciated.
2. No difficulty.
3. No difficulty. East Bengal refugees registered themselves as "Indians".
4. No.
5. No difficulty encountered.
6. None.
7. Approximately correct.
8. Does not arise to this State.
9. -do- -do-
10. None.
11. None.
12. (a) Self-supporting.
    (b) Earning - dependent.
    (c) -----
    (d) -----
13. (a) -----
    (b) Employer.
    (c) Employer.
    (d) Yes.
    (e) -----
    (f) Yes.
    (g) -----
14. Yes.
15. Yes.
16. Not at all.
17. Yes.

Sd/-
(P.Sundaramoorti)
Deputy Superintendent.
13th April,1951.

Appendix 'Q'

SUMMARY OF THE PROCEEDINGS OF THE CENSUS CONFERENCE HELD FROM THE 27TH DECEMBER, 1950, TO THE 29TH DECEMBER, 1950.

*****

Present:-

CHAIRMAN	Shri R.A.Gopalaswami, I.C.S., Registrar-General, India, and ex-officio Census Commissioner.
Assam	Shri R.B.Vaghaiwalla, I.C.S.
Bihar	Shri Ranchor Prasad, I.A.S.
Bombay	Mr. J.B.Bowman, I.C.S.
Madhya Pradesh	Shri J.D.Kerawalla, I.A.S.
Madras	Shri J.I.Arputhanathan, B.A., B.L.
Orissa	Maulvi Moinuddin Ahmed, P.C.S.
Punjab	(Pt. Lakshmi Chandra Vashishtha, P.C.S. (Chaudri Rattan Singh, P.C.S.
Uttar Pradesh	Shri Rajeshwari Prasad, I.A.S.
West Bengal	Shri Asok Mitra, I.C.S.
Hyderabad	Shri C.K.Murthy.
Madhya Bharat	Shri Ranglal.
Mysore	(Shri J.B.Mallaradhya, M.A. (Shri Nanjundiah.
Rajasthan	Pt.Yamuna Lall Dashora, B.A., LL.B.
Travancore-Cochin ..	Dr.U.S.Nair, M.A.,Ph.D.,F.N.I.
Vindhya Pradesh ..	Shri N.K.Dube, M.A.
Andamans	Shri S.K.Gupta.

1. At the outset the Chairman made a reference to the death of Sardar Vallabhabhai Patel and Mr.M.W.M.Yeatts. A minute's silence was observed in memory of the departed.

2. The Chairman then reviewed the various items on the Agenda for the Conference and stated that the object of the Conference was to hear the final word from the Superintendents on enumeration and thrash out as completely as possible the problems connected with the further stages of the Census.

3. The first item in the Agenda relating to the review of the progress in enumeration arrangements in the various states was then taken up. Each of the Superintendents described

briefly the position in regard to the arrangement in his State in respect of each of the items mentioned in the detailed Agenda for the Conference. The salient features and the Registrar General's conclusions are briefly described below in the following paragraphs.

4. Recruitment and training of Census staff and Census training: A statement showing the strength of the enumeration staff in each of the States is given in the Annexure. The total number of enumerators for all India is approximately six lakhs and the number of Supervisors and Charge Superintendents is about a lakh.

Training has not presented special or unforeseen features. It is however apparently an almost common feature that the census staff is not keen - apathy is wide-spread. In many states the official staff are even more indifferent than the non-officials. But all Superintendents are hopeful that before the enumeration period starts, training of staff will be completed.

In many states practical training has been given or is intended to be given to the enumeration staff either by sample enumeration or practice enumeration or preparation of National Register of Citizens. It is clear that States which have given practical training in one of these ways are at an advantage - they have located weak spots, found out the difficulties likely to occur and the way to get over them. In those States where this is not contemplated at present the Chairman suggested that Superintendents should arrange to secure that practice-enumeration is carried out without fail. The results of the practice-enumeration should be reviewed at the last training class, the difficulties that were encountered should be discussed and the correct method of overcoming difficulties agreed upon. This will give confidence to the enumeration staff in their work.

Hyderabad State has a problem owing to the communist trouble. The Chairman stated that the affected areas in State should be treated as non-synchronous and enumeration should be started immediately and carried out on a programme of village visits fitted in with security arrangements. He promised to address the Government of Hyderabad in the matter.

The house list figures of Mysore State reveal a population total which is much in excess of the expected population of the State; and the question arises whether this might be connected with the "Ghost" phenomenon. As there is rationing not only in urban area but also in rural areas in the State there is especial need for watchfulness. The Superintendent promised to scrutinise the figures and ensure that over-enumeration is avoided.

In summing up the Chairman hoped that within the next five weeks every Superintendent would locate the weak spots, and bring pressure to bear (through the Chief Secretary, if necessary) on the District Officer or S.D.O. concerned to take personal interest in the training programme. He wished all the Superintendents success in their endeavours.

5. Recording of father's or husband's name in the slips and the National Register of Citizens: It was noted that all the Superintendents have made adequate provision for recording the details in the slips and the National Register of Citizens.

6. Publicity for 'Means of Livelihood' and 'Economic Status': All Superintendents have given thought to this question. It was suggested that if the economic questions were put in different order [e.g. 9 (1), 10, 11 and 9 (2)] it would be easier to get them across. While this is true, it was agreed that nothing should be done at this stage to disturb instructions already issued. It is essential that right up to the last moment, emphasis should be laid on the importance of questions 9 (1) and 10 which are crucial. If accurate & complete answers were secured for these, some errors in 11 and 9 (2) would not matter much. Publicity in simple language showing what is expected of

each citizen in answering 9 (1) and 10 would be useful. These two questions should be brought to the forefront.

7. Safeguards for accuracy of enumeration and correct preparation of National Register of Citizens: Discussions indicate that there was no need at the present to apply the safeguards in States other than Punjab and PEPSU. The Superintendent of Madhya Pradesh has brought these safeguards to the notice of the Deputy Commissioners. In Bihar (where the Superintendent apprehends some trouble in border areas) instructions are kept ready and brought to the notice of the State Government for application if the need arises.

8. 'Ghost' Ration Cards and the Census: The size of the problem of 'Ghost' Ration Cards is small in most States and considerable in some. The method of handling the problem accordingly differs and all States are on the right lines. In concluding the discussion the Chairman agreed that a clear distinction should be made between information relating to named individuals, and information of Statistical character derived from National Registers; and that no department of Government other than the Census Department should have access to the National Registers for the former purposes; and even Census Officers should refer to them only for purposes of dealing with offences under the Census Act.

9. Supply of Additional Enumeration Pads: There was no general problem. Superintendents who required additional pads were requested to settle the matter individually with the Chairman before they left Delhi.

10. Provisional totals - arrangements: The Chairman noted that all the Superintendents are taking suitable action for getting the Provisional totals for the Census. He made it clear that he was not promoting unhealthy competition for early publication; the Superintendents should make as complete a local check as possible of accuracy of figures before they are published. The provisional figures for districts will be telegraphed to the State Census Superintendent and the Registrar General simultaneously. Each Superintendent should

fix the last date for the despatch of telegrams for which he is responsible. The last date thus fixed should not, ordinarily, be later than the 22nd March. In the case of Andamans and Travancore-Cochin it was agreed that the district figures need not be telegraphed to the Registrar General. The Superintendent should verify whether the total worked by him tallied with that of the Registrar General and the figure should be passed on to the State Government for publication only after this tallying.

11. Issue of certificates for meritorious census work: There was a long discussion of this subject and each Superintendent explained the past practice. The grant of certificates of different classes was almost a universal feature. These certificates were granted by the Provincial Governments or the State Census Superintendents. In the case of certain former princely States it was the practice in the past to grant medals in recognition of meritorious census work. In the past there has been no All-India recognition of census work.

Most of the Superintendents were of the opinion that an all-India recognition of census work by the grant of a certificate signed by the President will go a long way in creating enthusiasm for census work among the enumeration staff. Madras did not agree and Assam was doubtful. After further discussion the Conference decided that if All-India recognition could take the form of issue of medals it would be very useful. The Conference also recommended that the medal should be accompanied by a certificate containing the facsimile signature of the President. This could be, in addition to the issue of local certificates. Most States have taken decisions to continue the practice of previous censuses. The Punjab Superintendent stated that after partition the issue of Sanads in the Punjab has been discontinued. The Chairman promised that he would address the Punjab Government in the matter.

As regards the medals the Chairman stated that he would take the orders of the Government of India on the recommendation made by the Conference and would announce their decision as soon it is reached.

As regards the details the following suggestions were approved:-

(i) A lakh of rupees might be set apart for this purpose (At the rate of Rs.10/- per medal, 10,000 medals could be made).

(ii) Whatever number become available should be allotted to States on a population basis (except in the case of Andamans where a special allotment may be made).

(iii) In distributing the quota within each State a method which would promote team spirit in the census staff was desirable The work turned out by "Circles" should be adjudged (with reference to correctness and completeness of replies especially for the economic questions, and neatness in preparation of National Register of Citizens). Each circle should be given two medals one to the Supervisor of the circle and the other to the best enumerator in that circle. The grant of medals should be publicised as widely as possible as soon as it is announced. It was also agreed that a certain number of medals may be reserved from the State quota for award to individuals for zeal and efficiency in the performance of census duties.

The Chairman also said that he would consider the question of cash awards in the case of those States which have been able to do the National Register of Citizens free of cost.

12. Progress of printing of National Register forms and arrangements for writing the Register: It was noted that suitable arrangements for printing the Register are being made. Some of the Superintendents stated that the paper for the Register and cover have not yet been supplied by the Deputy Controller. The Chairman said that he would look into the matter. In Madhya Pradesh the Register is already being written. In other States it will be written either along with the enumeration or immediately after the enumeration. The Orissa Superintendent stated that the Orissa Government have insisted on the answer to question 13 being written in the National Register of Citizens.

13. Item II in the agenda relating to the review of sorting and compilation instructions was then taken up.

The Chairman gave the Conference a brief review of the main underlying ideas, salient features and arrangements of the 1951 Census Tabulation Plan, and Sorting and Compilation Instructions (printed papers issued already). Tables of A Series B Series, C Series, D Series and E Series are the end products of the Tabulation Stage of census operations.

Tabulation offices are factories which receive the census slips and National Register of Citizens as their raw material. They have to process this raw material and produce the end products as specified in the 1951 Census Tabulation Plan. Sorters, compilers (and tabulation clerks) are the factory workers who will do this processing. The sorters' duties are clearly defined by the Sorter's Tickets. The sorter converts slips into sorter's tickets. Every single operation he has to do for this purpose is clearly described in the instructions which go with each sorter's ticket. It will be found from the instructions that one operation leads on to other is essential. The compiler operates with the sorter's tickets and the National Register. His end products are the "Compiler's Posting Statements". In a few cases, he has to prepare intermediate papers called "livelihood group abstracts". Here again the process is rigid and mechanical and laid down clearly in instructions. The Compiler's Posting Statements furnish the figures for "Tracts" which are picked up by Tabulation clerks and posted to produce the "District Tables" of the 1951 Census Tabulation Plan. (This last bit is also purely mechanical. Instructions are being drafted to cover this process also).

14. There are few details and important innovations, of which the rationale should be understood.

(i) The stage at which slips are thrown together for tracts is very important - Thereafter, no census information can be extracted for individual villages/ward wise. Note carefully the Primary Census Abstract. This is the type of

census information made available village/ward-wise. It does not include break-up by "community"; but does include break-up by livelihood classes. This is an important innovation, signifying the transfer of emphasis from "social divisions" to "economic structure".

(ii) At the outset, the slips are to be separated into "General" "Sample" and "Displaced Persons". The reasons for separating "Sample" from "General" are well-known and simple. Why do we separate "Displaced Persons"?

(a) Age structure and sex-ratio of Displaced Persons may be materially different from that of the population among whom they have settled. As we rely only on sample slips for age structure, we cannot take risks.

(b) The separation will help us to get Economic Table for Displaced Persons separately. This information is very important and cannot be got otherwise.

(iii) Distribution of slips to sorters really begins after Sorter's ticket 0 and the Primary Census Abstract. The aim is:-

(a) to give only one livelihood class of one tract to one sorter;

(b) where this is not possible to give only one livelihood class, and more than one tract; and

(c) where even this is not possible to give more than one livelihood class, of the same category (i.e. Agricultural I, II, III, IV or Non-Agricultural V, VI, VII, VIII, but not Agricultural and Non-Agricultural together - unless absolutely compelled).

15. It is extremely important that all ranks of census officers and staff from Supervisors of Tabulation Offices upward, should be thoroughly conversant with the technique of sorting and compilation. The Tabulation Offices should be visualised and managed as factories. This can only be done if those who manage, themselves know the job.

16. Discussion followed:-

(i) The Bombay Superintendent stated that sorter's ticket 6 and the instructions do not provide for cases like Bombay where Form II for question 2 (c) has been adopted and where the list of non-backward classes drawn by the State Government is not complete. The Registrar General stated that this is a case where local modification of the ticket and the

instructions are called for. The aim is to secure a division of the slips into four categories of which two will be Scheduled Castes and Scheduled Tribes respectively, as defined by notified orders. The other two will be necessarily provisional divisions, into "Other Backward Classes" and "Non-Backward Classes" - not to be used for publication and only to be kept available for the administrative reference and the Backward Classes Commission. The instructions for securing this fourfold divisions should be related to the enumeration instructions locally issued.

(ii) There was long discussion about the principles on which census tracts are to be delimited.

(a) Rural Tracts: Rural areas of each tehsil or thana should be ordinarily regarded as a single rural tract. (In exceptional cases e.g. Ponnani Taluk of Malabar in Madras State with over 7 lakhs, this may have to be divided into more than one rural tract).

(b) Cities: Every city must be a separate urban tract. Ordinarily "city" means a locality with a population of not less than 100,000. Superintendents will have discretion to include towns with a smaller population, in view of local importance or local legislation defining cities.

(c) Non-City Urban Tracts: Other towns must be grouped. Ordinarily towns (other than cities) located within one Tehsil/Thana will be a natural grouping for forming a Non-City Urban Tract. But, in many cases, such groups may have a smaller population than 50,000. In such cases, the towns of the general administrative sub-division (forming the charge of S.D.O./R.D.O. or S.D.M.) may be grouped together as one Non-City Urban Tract. In exceptional cases, where towns are very few and very small, all the towns of a district may be grouped into one tract.

(iii) Madras raised the question of issuing instructions as in 1941 to the Deputy Superintendents and supervisors to correct obvious omission on slips. The Chairman

stated that the bulk of the checking should be made before the pads and the National Registers are received at the Tabulation Offices. In view of the preparation of the register there is less likelihood of there being omissions. He agreed, however, that there should be a final check in the Tabulation Office also, before commencing sorting; and promised to frame and issue definite instructions on what should be done at this check about omissions and obvious mistakes. The instructions of 1941 might call for some revision. Omissions regarding age for instance might be left alone as "age unstated".

(iv) Madhya Pradesh raised the issue regarding sorting for "Means of livelihood". The Chairman explained the distinction between "Bunching" and "Bunch-Coding", the process described in the instructions for Sorter's ticket 2; and the process of "sorting for divisions and sub-sorting for sub-divisions" which Mr.Kerawalla had in mind. He was satisfied, after considering all the pros and cons, that the process now prescribed is the easier and safer course to follow.

(v) The Chairman mentioned the possibility that instructions for sorter's ticket 2 might require a minor change (in the order of operations). He would look into the suggestion (received from Mr.Gupta) and if it was likely to save time and labour, he would accept it and issue a correction slip.

(vi) The question whether sorting of Scheduled Castes, Scheduled Tribes and Backward Classes should be done for individual castes or tribes was raised. The Chairman stated that there will be no sorting for individual castes as this is contrary to the policy of the Government. If individual caste or tribe figures are required for any specific purpose e.g. the Backward Classes Commission or by the State Governments, this can be taken out after our main sorting is completed or the information could be collected from the National Register of Citizens. (The Governments concerned should be asked about this when the sorting operations are nearing completion. In any case this work should not be undertaken until the successful completion of the prescribed tables is assured).

17. The Conference then agreed that the book "Sorting and Compilation Instructions" might be regarded as final except for a possibility that the instructions for sorter's ticket 2 might require some correction. The Chairman said the Superintendents might proceed with the printing of the tickets, the statements and the instructions. The instructions for sorters should be changed wherever necessary with reference to differences between local instructions and the Model All-India Instructions as regards enumeration e.g., use of contractions, and the point referred to in 16 (i) above.

18. Item III in the Agenda relating to the Organisation of Census Tabulation Offices was then taken up.

(i) The Chairman wanted to finalise the draft Memorandum which had been circulated. But it was found that the Superintendents were not yet ready with the details required.

(ii) The Chairman asked the Superintendents to send him as soon as they got back, a list of tracts, giving the names and numbers and the order in which they should be arranged and also the approximate population in order to enable him to complete Appendix I of the Draft Memorandum. (It was agreed that the list would be treated as provisional, and changes might be made, for good reasons, before sorting operations actually got underway).

(iii) The number of regions into which it is proposed to divide the State for tabulation purposes was considered. The Superintendents indicated the following numbers:-

Assam ...	... 2
Bihar ...	... 4
Bombay ...	... 5
Madhya Pradesh ...	... 2
Madras ...	... 8
Orissa ...	... 3
Punjab ...	... 3
Uttar Pradesh ...	... 10
Vindhya Pradesh ...	... 1
Travancore-Cochin .	... 1
Hyderabad ...	... 4
Mysore ...	... 2
Rajasthan ...	... 3
Andaman and Nicobar	... 1
West Bengal ...	... 3 or 4
Madhya Bharat ...	... 2
	54 or 55

Superintendents were requested to furnish as early as possible details required for Appendix II of the draft Memorandum.

(iv) The territorial basis for the operation of sorting and compilation teams was then discussed. It was agreed that the territorial basis should be maintained; that the "sub-district" should be formed by grouping census tracts so as to make up a unit with 3 to 5 lakhs of slips to sort and compile. Tracts of different districts should not be mixed up for this purpose.

(v) It was agreed that a sorting and compilation team should consist of one supervisor, 2 compiler-checkers and not less than ten and not more than sixteen sorters. If, however, it is found, upon actual distribution of slips to sorters, that more than sixteen sorters had to be employed within one team, then an additional pair of compiler-checkers may be added to the team.

(vi) The Chairman explained the functions in view for the Tabulation Branch and the higher staff. It was emphasised that the Technical Assistant should be made entirely responsible for the accuracy of all the figures produced in the Tabulation Office. It was pointed out by several Superintendents that one Administrative Assistant for ten sorting and compilation teams would be unworkable. A review of available information regarding past practice in many States showed that the appointment of one 'Inspector' for every fifty sorters, was very common. The Chairman agreed that the draft Memorandum should be amended so as to permit the appointment of one Administrative Assistant for a group of Sorting and Compilation Teams numbering not less than five. Ten teams should be regarded as the outside maximum and not the normal charge.

19. Some administrative difficulties were pointed out as likely to occur in respect of recruitment of retired persons with census experience. Relaxation of rules regarding recruitment through Public Service Commission or the Employment Exchanges

would be necessary. The Registrar General pointed out that since Census is a Central subject the local Public Service Commissions need have nothing to do with this matter and recruitment through UPSC is not undertaken for such purely temporary staff appointed for a few months only. He thought it was only proper that Employment Exchanges should be consulted and their candidates considered. Superintendents need not appoint everyone whom they consider but only those who were in all respects suitable.

As regards employment of retired persons with experience he would do anything necessary to facilitate such employment.

Some of the Superintendents pointed out that as they proposed to appoint the District Census Officers as their Deputy Superintendents there may be some delay in the setting up of the offices.

20. The Chairman stated that the tabulation offices should be started with the Deputy Superintendents, the Administrative Assistants and Supervisors and Compiler Checkers. One or two districts for which slips come to the tabulation offices earlier should be taken and the whole process of sorting and compilation should be gone through for that district with the supervisors and compiler-checkers working as sorters. This will enable the staff who would later have to get work out of sorters to become fully conversant with the work. It would bring to light difficulties in practical working and suggest the methods of overcoming the difficulties. This is especially important in respect of the process of "bunching" and "bunch coding" involved in sorter's ticket 2. The lists of "M/L Sub-Groups" which are necessary for that process can and should be finalised on the basis of results of sorting at this stage. Finally (and most important of all) form of Daily Out-turn for every sorter's ticket (for different categories of sorters) can be worked out on the basis of experience. The employment of untrained sorters in large numbers, in advance of this preparation, would lead to confusion and serious waste of money. For these reasons, the

Chairman impressed on the Superintendents the extreme importance of devoting at least one fortnight and not more than one month for this process of "Trial-sorting".

21. The Chairman then took up the item relating to quasi piece-work system of payment to sorters. He stated that the biggest item of expenditure in tabulation was the remuneration to sorters. Unless Superintendents exercised careful check and control over this expenditure the cost of tabulation will become much more than the sanctioned budget. A strict control is therefore essential.

Each Superintendent then explained the system of payment of remuneration to sorters that was in vogue in the past (1931 or 1941 as the case may be). There were three systems of payment. The first was the piece-work system where the sorter got his remuneration strictly according to performance. The second was the quasi-piece work system where the sorter got a basic remuneration with an addition which was dependent on his output. The third was the fixed pay system where the sorter was paid a fixed remuneration and he was compelled to complete the work that has been allotted to him by working overtime where necessary, and was dismissed if he failed to do so repeatedly in spite of warnings and fines.

22. The Chairman explained that whatever system was adopted it was essential that daily out-turn should be prescribed for every sorter, a daily record of work should be maintained, and a watch kept over the fulfilment of the prescribed daily out-turn. It would be necessary to fix different daily out-turns for sorters dealing with different categories of slips, as explained in para 4 (iv) of his circular relating to quasi-piece work payment to sorters. The daily out-turn rates should be fixed initially on the basis of the results of the trial sorting (vide last paragraph). Once a month, there should be a systematic review of actual out-turns against prescribed out-turns and the rates should be refixed, if found necessary by such review. Changes at more frequent intervals than a month should as far as possible be avoided. In order to enable Superintendents to

start the Tabulation Offices with some idea of the normal requirements, he undertook to circulate the reports of Dr.Nair and others engaged on pilot tabulation before the end of February.

23. In the light of the foregoing choice to be made between a Full piece work system, Quasi-piece work system and fixed pay system was then discussed.

It was decided, practically, unanimously, that a Full piece work system was impracticable in present conditions and should be ruled out.

As regards the relative merits of Quasi-piece work system and the Fixed Pay system, it was (after some initial arguments) generally agreed that the former was preferable in as much as it provided a financial incentive to speed and accuracy which the latter did not have while the enforcement of speed and accuracy through disciplinary compulsion was available under both systems.

Not withstanding this agreement, there was difference of opinion about the choice to be made. This turned on the issue of how the "Basic Pay" and "Bonus" were to be fixed. Should Basic Pay plus Average Bonus be higher than or only just equal to pay plus Dearness Allowance locally in force for corresponding clerical grades? The Chairman said that the latter should be accepted as the basis. Approximately half the number of Superintendents were prepared to work on this basis. They would fix the basic pay at about 5 rupees more than the pay (without dearness allowance) of the corresponding clerical grade; and set apart an amount equal to Dearness allowance minus about 5/- for distribution as Bonus; on a review of fulfilment of prescribed out-turns, speed and accuracy. They expected no difficulty in getting the necessary number of sorters on these terms. Other Superintendents were of the view that, given the financial basis stated by the Chairman, they would choose the Fixed Pay System. The reason was their apprehension that suitable sorters in sufficient numbers would not be forthcoming unless the pay of the corresponding clerical grade were guaranteed

The Chairman, in summing up these conclusions restated the case on grounds of economy to adhere to the financial basis indicated by him and his personal view that the quasi piece-work payment was preferable to ~~fix~~ fixed pay system even on that basis. (In respect of Travancore and Cochin : it was accepted that there was justification for differentiation from the system outlined above). Nevertheless he did not wish to impose on Superintendents a system which they were convinced would not work in their local conditions. He therefore left it to them to consider the issues involved once again and frame their own definite proposals regarding the number of sorters and the rates of remuneration to be allowed on the basis of the system they finally chose. In working out their requirements they ~~x~~ should assume that one sorter working for 12 months will be able to sort one lakh of slips. He also suggested that the tabulation offices, on the basis of set-up of organisation agreed upon at the Conference should be sent to him for sanction. He requested the Superintendents to do this immediately and let him have their proposals as early as possible.

24. The Conference then examined models of brick pigeon holes, wooden pigeon holes and exchanged views on their relative merits. The Superintendents also saw the sorting of slips by Mr.D.R.Gupta of Madhya Bharat.

There was not time for other items in the Agenda and the Conference concluded.

****

ANNEXURE

APPENDIX

State	Charge Superintendents	Supervisors	Enumerators
Assam	420	3,070	13,000
Bihar	585	7,632	98,000
Bombay	452	2,846	52,589
Madras	450	18,000	1,08,000
Madhya Pradesh	595	7,753	48,683
Orissa	384	4,915	36,715
Punjab	941	4,392	38,093
Uttar Pradesh	1,000	5,000	60,000
West Bengal	2,300	15,000	39,000
Hyderabad	936	5,065	25,127
Madhya Bharat	85	1,958	12,963
Mysore	220	1,898	25,708
Rajasthan	-	4,000*	31,048
Travancore-Cochin	75	~~2,132~~ ~~1,800~~ 1,200	13,000
Vindhya Pradesh	38	1,725	19,886
Andaman & Nicobar Islands	5	13	128
Total	8,486	~~85,400~~ ~~84,467~~ 84,467	6,21,940

* Includes Charge Superintendents.

Appendix 'R'

OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS,
Andaman and Nicobar Islands.
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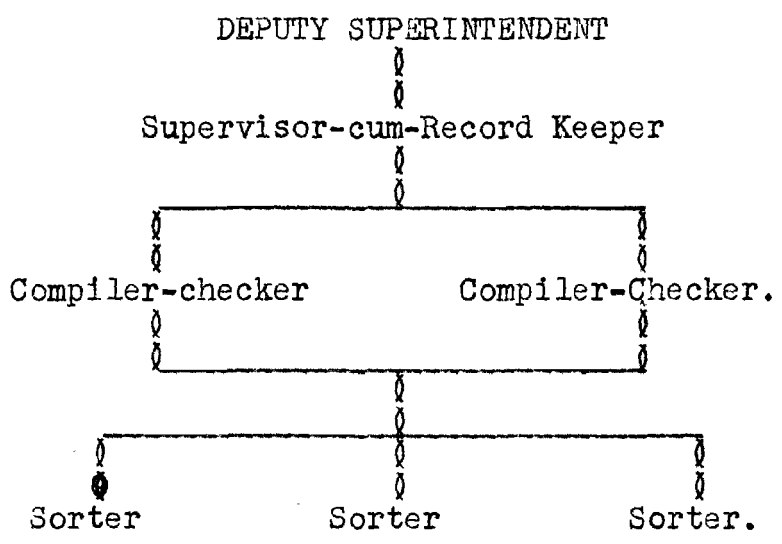
No.674 Port Blair, the 16th February, 1951.

STANDING ORDER.

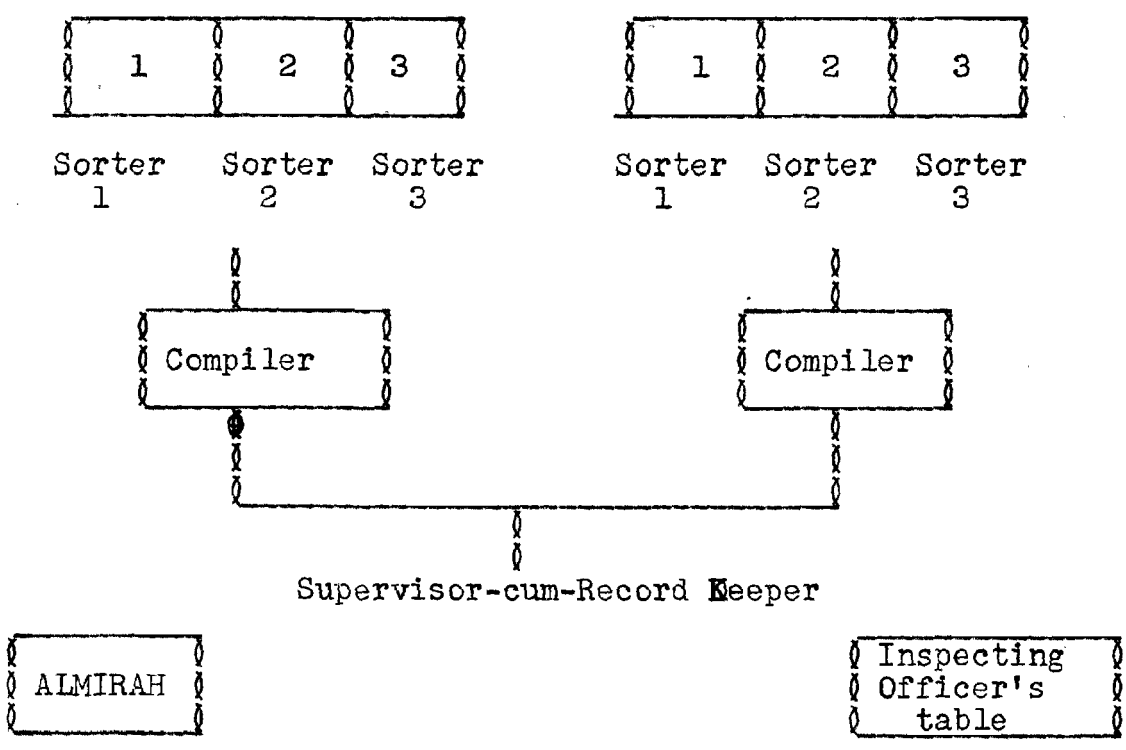
1. The sorting and tabulation offices will be in immediate charge of the Deputy Superintendent. He will be helped by my census clerk.

2. It should start functioning from the 1st March, 1951. The set-up will be as follows:-

SET-UP



3. Lay-out: The lay-out will be as follows:-



The six-pigeon holes should be put up on two benches, 3 on each, against the back-wall with chairs in front. There should be a good almirah with locking arrangement for keeping records. All furniture should be borrowed from my office or from school office as convenient.

4. Boxes etc: Six boxes (portmanteau size) and fifty cloth bags should be obtained and all the boxes and bags should be serially numbered. The boxes should be partitioned.

5. Six copies of keys to contractions used in slips and lists of M/L groups should be prepared and hung in front of each of the sorters, compilers and the Supervisor-cum-Record Keeper.

6. Receipt and check:

(a) The census clerk will be responsible for receiving all census papers submitted by the Charge Superintendents under the supervision of the Deputy Superintendent.
(b) He should check the pads received with the issue register.
(c) The various village bundles with the National Register of Citizens should be checked with the location code. The old house-list should be referred to for checking purposes.
(d) Enumerators' abstracts should be filed together tract by tract separately after being checked with the location code.
(e) Finally all the pepers regarding one tract should be kept in separate boxes but the village bundles must not be disturbed. All this work must be finished by the 15th of March, 1951.

The Assistant Commissioner, Nicobars and the Charge Superintendent of Long Island and the Supervisor of North Andamans should be signalled to arrange to send their papers before this date.

7. Forms: The following forms will be necessary and they are to be printed and cyclostyled as noted against each:-

Sorter's Ticket 0	-	300	(Press)
Form 1 (Misc)	-	15000	"
Sorter's Tickets Spl.	-	4	(Cyclostyle)
Form No.2 (Misc)	-	600	(Press)
Sorter's Ticket 1	-	12	(Cyclostyle)
Sorter's Ticket 2,3,4,5	-	6	" each.
Sorter's Ticket 7,8,9,10	-	6	" "
Primary Census Abstract	-	6	"
Compiler's Posting Statement(Spl)		2	"
Compiler's Posting Statement Nos.1 & 2	-	50 forms	(Press)

Livelihood Group Abstract - Other forms and statements to be cyclostyled.

Orders should be placed on the local press at once.

8. Duties of the Supervisor-cum-Record Keeper:

(a) Taking charge under proper certificate all the papers from the Deputy Superintendent.
(b) Writing up of columns 1,2 and 3 of the Primary Census Abstract.
(c) Distribution of pads village-wise to Sorters for Sorter's Ticket 0.
(d) Receiving back from Sorters with tickets the number of pads issued to them with Miscellaneous Sorting Form attached to each bundle.
(e) Preparation of primary census abstract with the help of compilers and sorters.
(f) All slips are to be split according to sexes and kept in separate compartment of the boxes with the identification card in duplicate, tract by tract.
(g) Distribution of slips for Sorter's Tickets 1 to 10 and Sorter's Ticket Special.

These should be equally distributed amongst the sorters.

P.T.O.

Thus one sorter may get a portion of the papers relating to one tract while another may get the papers for 3 tracts to deal with.

Separate instructions will issue in due course about preparation of compilers statements which will start only after sorting is completed.

Sd/-
(S.K.Gupta)
SUPERINTENDENT OF CENSUS OPERATIONS.

OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS,
ANDAMAN AND NICOBAR ISLANDS.
****

No.1144 Port Blair, the 27th March, 1951.

STANDING ORDER

Pre-tabulation stage:- Paragraph 6 of Standing Order No. 674, dated the 16th February, 1951 lays down the general procedure about receipt and check of papers from enumerators. The following detailed instructions should be carried out in this respect:-

1. Three sorters should be allotted roughly 15,000 slips to count tract by tract. Each one should count the number of slips in each pad and check up on the notes made by the enumerator regarding totals on the cover of the pad. In case where no such note is found, the sorters will make the note themselves.

2. He will then draw up a list of total males, females, general and displaced persons.

3. Two other sorters should be given the enumerators' abstracts to total up.

4. Each group will work independently and the results obtained per-charge should be checked up with the Charge Officers' report. This will give the correct figure.

5. As each enumerator's block is completed, the National Register of Citizens should again be tied up with the pads and kept in the box. This checking should be finished by the end of this month.

6. Paragraph 7 of the first standing order should then be complied with.

This order is passed on the understanding that the detailed checking of the National Register of Citizens with the enumerators' pads has been finished as reported to me and any discrepancies found out should be corrected.

Sd/-
(S.K.GUPTA)
SUPERINTENDENT OF CENSUS OPERATIONS.
27th March, 1951.

OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS,
Andaman and Nicobar Islands.
****

We have to make certain changes in Sorter's Ticket 6. For these islands we have to find out not merely Scheduled Caste, Scheduled Tribe and backward class etc., in a lump but the number of Andaman Indians, Anglo Indians, Andamanese, Nicobarese, Onges, Jarawas and other scheduled castes and tribes which in this district refer only to Adibasis labourers. So I propose to group all Adibasis into one and not classified as Santhals, Mundas etc. Besides we should also have a total number of foreigners living here. The Sorter's ticket No.6 should, therefore, be amended in the following way:-

After religion 8 columns including one for foreigners should be inserted and these will refer to all the parts of Q.No.2. So 8 pigeon holes will be necessary in the second operation. The Deputy Superintendent will please draw up a separate instruction along these lines for approval of the Chief Commissioner.

For question No.13, this administration wants to know the number of individuals who suffered physical torture in the hands of the Japanese during their occupation so far as Andamans are concerned and the number of individuals who have permanent disability as a result of poliomyelitis.

This tabulation should be done after all the forms have been finished and a separate sorter's ticket 11 should be prepared. For Andamans slips which record I should be sorted out and the total struck and for Nicobars slips which record 2 against Q.No.13 should be sorted out and the total struck. These slips will again be replaced tract-wise and these will present no difficulty.

Sd/-
(S.K.GUPTA)
SUPERINTENDENT OF CENSUS OPERATIONS.
27th March, 1951.

Appendix 'S'

Copy of D.O.No.51/1/51-RG, dated the 5th March 1951, from Shri R.A.Gopalaswami, I.C.S., Registrar-General, Government of India, New Delhi, to the Superintendent of Census Operations, Andaman and Nicobar Islands, Port Blair.

Subject:- 1951 Census Reports - Form and Contents of.

It is a pity we had no time to discuss this subject when we last met in Conference. Time is pressing and decisions have to be taken quickly —for, you will have to make preparations for drafting the report, even while tabulation is proceeding.

2. I enclose herewith a draft memorandum which I have prepared with two Annexures, of which one is a draft synopsis of the 1951 Census Report, and the other consists of form-headings of Subsidiary Tables to be included in these reports.

3. I propose to discuss these papers with the Population Advisory Committee on the 17th March 1951; and take orders of Government by about the end of the month. If you have any comments, suggestions or points for further elucidation, please let me know, at your earliest convenience.

Copy of Draft Memo. from the Registrar-General, Government of India, New Delhi, to all Superintendents of Census Operations.

Subject:- 1951 Census Reports - Form and Contents of.

1. Former Census Reports:- In all previous censuses up to 1931, Census publications were divided into a series of volumes on a territorial basis, one for All-India, and one for each territorial unit. Each "volume" was divided into two parts, of which Part I was the "Report" and Part II was "Tables". The two parts of almost all the volumes were published separately. The "Tables" thus published were the products of tabulation of data collected at the Census concerned. In addition to these tables, others known as "Subsidiary Tables" were also prepared and included in Part I — "Report". These were mainly derived from the main Census tables and furnished proportional data, comparisons with prior Census data and correlations with related

non-Census data. The "Reports" were, in the main, a commentary on the figures, as well as a narrative explanation of the significance of changes in population characteristics brought to light by the figures in the main Census tables, as well as the subsidiary tables. These explanations and commentaries were enriched by facts and opinions based either on authoritative publications, or local knowledge and experience possessed by the Reporting Officers themselves, or the Heads of Departments, Districts Officers and others consultated by them. The "Reports" were freely illustrated by numerous maps and diagrams. The arrangement of the contents of Reports, as well as the form-headings of all Subsidiary Tables were the same for all Reports, and this uniformity was secured by detailed instructions issued by the Census Commissioner.

2. Changes intended by Mr.Yeatts:- Mr.Yeatts intended to make material changes during the 1941 Census; but in view of the abandonment of tabulation in all Provinces he could not give effect to them. He intended to give effect to them at this Census and recorded his views as below:-

> "I think the day for the old omnibus type report has gone. The tables will be at the disposal of various departmental specialists - and of the general public - who can follow up their message for the particular specialist matters of interest. What I do want from you, however, is a good synoptic essay on your Province . . . Look at your Province as a unit and from that standpoint try to trace as it were its natural articulation. Conditions or circumstances which seem to you to disturb this articulation should be brought to notice as of course on the other side any particularly happy connections..... I should like you to write this essay to the definite theme of Population and Sustenance. Under Population should come as close a forecast as you can make of the trend of your Province's population for 30 years ahead. Use age tables, fertility data, birth/death record and all relevant sources . . . Public health improvements have an obvious bearing and you must study them in close consultation with medical and health authorities.....Determine that rate of change and its direction; and indeed, if you can, also the rate of change of the rate of change. . . . Sustenance implies what enables people to live, how they get it, the degrees of adequacy both in quantity, quality and acceptability; and here again the rate of change."

3. Scope and Purpose of 1951 Census Report:- While I agree with Mr.Yeatts in part, I would not go so far as to substitute the concept of "Essays" for "Reports". It is necessary that the narrative commentaries of Census Superintendents (like the tables compiled by them) should be comparable with past Censuses and should be sufficiently objective and uniform, to be put together as the basis for preparation of a narrative commentary for All-India. I propose, therefore, to retain the concept of "Reports" as distinguished from "Essays". They should be based on and published along with Subsidiary Tables to be prepared on a common pattern for India as a whole as well as for each territorial unit.

Consistently, however, with Mr.Yeatt's views I propose to make one important change and substantially modify "the old omnibus type of Census Report". I propose to define and limit the scope and purpose of the 1951 Census Report to the provision of the following, viz:-

(i) a narrative review of data relating to the numbers, life and livelihood of the people; [such data will be deemed to consist of (a) replies to questions Nos.1,3,4,5,9,10,11 and 14 at the 1951 Census; (b) corresponding data of past Censuses; and (c) authoritative non-Census data, if any, which may be readily available and relatable to such Census data];

(ii) a narrative exposition of significant changes from Census to Census or between different territorial units brought to light by the foregoing review - (for purposes of such exposition, the natural divisions and districts will be the territorial units in the State reports; and the States and natural divisions will be the territorial units in the All-India Report); and

(iii) a narrative explanation of the significant changes referred to above, in so far as such explanation can be readily furnished on the basis of local knowledge and experience of

the writers of the Reports, or of District Officers and Heads of Departments who may be consulted by them.

/Note:- This limitation involves the consequence that the "Reports" will exclude detailed treatment of the data relating to a number of subjects, e.g., "Displaced Persons", "Backward Classes", "Language", "Religion", "Literacy and Education", etc. Where the Ministries concerned so desire, a separate series of publications called "1951 Census Brochures" will be prepared - one for each subject./

4. **Six Chapters**:- Apart from an introduction and (if necessary) some appendices, the subject-matter of the 1951 Census Report will be arranged in six Chapters as below:-

Chapter I - General Population.
Chapter II - Rural Population.
Chapter III- Urban Population.
Chapter IV - Agricultural Classes.
Chapter V - Non-Agricultural Classes.
Chapter VI - Families, Sexes, and Principal Age Groups.

5. Sections and Subsidiary Tables:- Each chapter will be divided into a number of sections, and at the end of each chapter, there will be a set of Subsidiary Tables which will form the statistical basis of the narrative review and exposition contained in the Chapter.

A draft synopsis, exhibiting the arrangement of the contents of the 1951 Census Report including the sub-division of chapters into sections, is appended (Appendix I)*. The form-headings of the Subsidiary Tables referred to at the end of each of the six chapters is also appended (Appendix II)*.

*The appendices are not printed here. The forms of the tables will be found in Part I of the main Census Report containing the Subsidiary Tables.

6. Comments on First Section:- The first section of each chapter is headed "Preliminary Remarks". This section should contain explanatory comments on all the statistical data reviewed in the chapter, to the extent necessary for proper understanding of their meaning, degree of reliability and comparability with corresponding data of prior Census. Further, comments of an introductory character relevant to the subject-matter of the whole chapter, and not conveniently assigned to any subsequent section should be indicated in this section.

7. Comments on Other Sections (except the last):- The subject-matter of each section is indicated by the section-heading as well as form-heading of related Subsidiary Tables. The figures in each of the relevant Subsidiary Tables should be reviewed, both horizontally and vertically. Significant similarities and dis-similarities will emerge from this review.

All features which are apparently significant should be referred to in the narrative exposition. It is not necessary that detailed research should be undertaken in order to explain all of them. But as much explanation as possible should be furnished of significant trends regarding growth of population. Every effort should be made to analyse such trends into two parts, viz., the part accountable by movement of population and the part accountable by natural increase (excess of births over deaths); and the fullest possible information (based on local knowledge of movement of population into tracts presenting unusually rapid growth and out of tracts presenting unusually slow growth) should be obtained from District Officers and made use of in appropriate sections. Whenever any feature of apparent significance is commented upon, the corresponding chapter of the 1981 Census Report should be consulted for prior comments, if any, on the same feature.

8. Comments on last Sections:- The last section of each chapter is headed "Concluding Remarks". It is intended to contain a very concise summary of the main conclusions reached in earlier sections about significant features brought to light by the review of statistical data, and their explanation, if any.

Further, the last sections of all the six chapters should be organically linked to one another successively in the following manner. The last section of the first chapter should contain, on the basis of all the material contained in that chapter, a preliminary forecast of the probable growth of general population during the decade (1951 - 60) - in each of the natural divisions of the territory dealt with in the Report.

The last sections of the second and third chapters shoud contain a similar preliminary forecast in respect of the rural population and urban population separately.

The last section of the fourth chapter should draw attention to the extent to which increase of livelihood derived from cultivation has (in the past) out-stripped, kept pace with, or fallen short of the increase of population in each of the natural divisions of the area dealt with; and indicate the likely prospect for the decade (1951 - 60).

The last section of the fifth chapter should draw attention to the extent to which increase of employment in industries and services has (in the past) outstripped, kept pace with, or fallen short of the increase of population. Considering this result together with that recorded at the end of the fourth chapter, has the aggregate livelihood of the people kept pace with the growth of population? This should be indicated as also the prospect for the decade (1951 - 60).

The last section of the sixth chapter should end with a statement of opinion on whether the facts relating to family size and component, sex ratios and age structure afford any indication regarding probable trend of population changes beyond the decade (1951 - 60).

9. Maps and Diagrams:- Except for one Population Map, I am inclined to omit all others from the Reports Series. The possibility of preparing a separate volume of "1951 Census Maps and Diagrams" designed to make Census information intelligible to schoolboys may be examined separately.

10. General Comments:- It does not matter if available material does not permit of analysis sufficiently definite for reaching conclusions on the lines described in paragraph 8 above. It does not also matter if the time available to Reporting Officers is insufficient for carrying out even such analysis as may be permitted by the material. What is essential is that the prescribed subsidiary tables should be correctly prepared and the Reporting Officers should apply their mind to these tables and attempt a review on the lines indicated.

It is unnecessary to spend time on the perfection of phrase and style. The quality of the Report will depend on its lucidity, precision and (consistently with these requirements) conciseness. The reports thus prepared will be of value mainly as the starting point of more detailed studies (to be undertaken subsequently) of the inter-relationship of population changes and economic changes in the country as a whole, as well as in the different States and natural divisions of the country. If this purpose is served, Reporting Officers will have discharged their duty.

Copy of D.O.No.51/1/51-RG, dated the 28th March 1951, from Shri R.A.Gopalaswami, I.C.S., Registrar-General, Government of India, New Delhi, to all Superintendents of Census Operations.

Subject:- 1951 Census Report - Form and Contents of.

Reference:- My D.O.No.51/1/51-RG, dated the 5th March 1951.

As stated in paragraph 3 of the letter cited above, the draft memorandum was fully discussed by the Population Advisory Committee at two meetings; and the conclusions reached by the Committee are recorded in a note, copy of which is herewith enclosed for your information.

2. The forms of Subsidiary Tables (Appendix II to the draft memorandum) should be regarded as final, subject to the amendments recommended by the Population Advisory Committee. Please incorporate these amendments in the forms sent to you already.

3. I shall let you know the decision of Government on the "Form and Contents" of Reports, in due course.

Record Note of two Meetings of the Population Advisory Committee held on the 17th and 19th March 1951.

** ** **

2. At the suggestion of the Chairman, the Committee took up for consideration item II in the Agenda relating to the Reporting Plan for the 1951 Census. The Chairman briefly

explained the significance and scope of the draft memorandum, the synopsis and Subsidiary Tables he has prepared on the subject, the extent to which they represent a continuation of former Census practice, and the changes proposed to be made. The Committee considered in detail all the materials prepared by the Registrar-General and the conclusions reached are given in the Annexure to this record note.

** ** **

ANNEXURE

I - CONCLUSIONS OF THE POPULATION ADVISORY COMMITTEE OF THE REPORTING PLAN OF THE 1951 CENSUS

1. Draft Memorandum and Synopsis:- The proposal that the scope of the Report should be limited to the "Number, life and livelihood of the people", and the other topics covered by the Census should be dealt with in separate publications is sound. The proposal that (within the scope thus defined and limited), there should be a "Report" prepared objectively with uniform terms of reference and not an "Essay" was also welcomed. This did not mean any suppression of personal opinion of reporting officers, but the prescription of a mode of presentation which would readily distinguish such opinion from ascertained facts, and present ascertained facts in a uniform manner for the country as a whole.

2. In view of the weight generally attached to matter included in Census Reports, it is necessary to take special care to secure that the interpretation of Census data is given adequate consideration before publication. The Committee, therefore, suggests that after the Subsidiary Tables and draft chapters are ready, they should be discussed at a Conference of all Reporting Officers and members of the Population Advisory Committee before the drafts are finalised.

3. The location of proposed Chapter VI was considered and it was observed that there were good reasons for the proposed location. The Committee noted that the need for reference to some of the matters fully dealt with in Chapter VI

would arise in dealing with some of the topics dealth with in Chapters I to III and the proposed arrangement of Chapters does not preclude such references being made.

4. Very important territorial changes have taken place in almost all States. A detailed enumeration of such changes and an explanation of how the old Census figures have been recast in consequence should be included in the Report.

5. The draft synopsis is in order, subject only to one recommended change. Sections 5 and 6 of Chapters I to III of the draft synopsis may be combined into one section "Natural increase, births and deaths" and other sections renumbered.

6. Sections devoted to "Movement" should be as informative as possible, and all available sources of information should be drawn upon.

II. - SUBSIDIARY TABLES

1. General:- (i) In each Subsidiary Table, the first column should be provided for serial number, so as to provide a cartesian frame of reference for every figure.

(ii) Instead of Roman numerals, Arabic numerals with decimals should be used for numbering the tables.

(iii) Use of capitals should be avoided in the column headings of the tables.

(iv) In Subsidiary Tables where proportions are given, a column should be provided for showing the relevant absolute figures.

(v) There should be a brief explanatory note under each table to show how it has been constructed.

2. Subsidiary Tables I Series:- (i) Information provided by columns 29 — 31 of Subsidiary Table I (3) is necessary and should be collected. In view of the generally defective nature of the material and the likelihood of large gaps in information, there is a risk of the calculated factor "Migration-cum-Registration Error" being misinterpreted. This table, as well as the inferences drawn by Reporting Officers therefrom, should be brought under special review in due course, with a view to

a decision being taken on what may be published in the general report and what should be published in a special technical publication.

(ii) In Table I (4) relating to Immigration, Pakistan should be shown separately under "Beyond India". Columns 17-19 of the table will then be -

Beyond India

Pakistan			Other territories		
P.	M.	F.	P.	M.	F.
17	18	19	20	21	22

(iii) Table I (5):- The heading of column 1 should be "State where born". The heading of columns 2-10 should be "Enumerated in India". The headings of columns 11-13 should be "Estimated number outside India". The figures in columns 11-13 will relate to the same period in all countries, but only such figures, if any, regarding strength of persons born in the State as may be obtained from other countries.

3. Subsidiary Tables II and III Series:- In Tables II (1) and III (1) the headings of column 3 should be changed into "Number in villages per 1,000 of general population" and "Number in towns per 1,000 of general population" respectively.

4. Subsidiary Tables IV and V Series:- (i) In those Subsidiary Tables where comparison with 1931 Census alone has been suggested, the possibility of comparison with the 1941 Census should be considered. The two per cent sample tables prepared for Part A States are likely to provide suitable material for comparison (in respect at least of the large territorial units) for agriculture as well as for Divisions of Industries and Services.

(ii) Where definitions and classifications have changed from one Census to another, special care should be taken to explain the changes and their effect.

(iii) Table IV (1) contains a welcome innovation. It should be accompanied by an explanatory note indicating the

source from which the information relating to agricultural holdings has been collected, and the period to which the information relates. It is recognised that there will be large gaps in information, and some available information may be out of date. Even so, the assembly of data would be of value.

(iv) Table IV (7) to (9):- The Committee welcomed the concept of cultivation per capita and the tabulation of data as proposed in Tables IV (7) and (8) and part of Table IV (9). It took the view, however, that the quality of agricultural yield statistics was too poor to justify the derivation therefrom of "Grain productive capacity per capita (in lbs.)" proposed to be shown in columns (9) to (11) of Table IV (9). It, therefore, suggests either the omission of these columns or the substitution therein of "Standardised area of cultivation per capita (in cents)". The Committee also suggested as formula for calculation of standardised area, that it might be equal to -

$$\frac{4(A_1 Y_1 + A_2 Y_2 + A_3 Y_3 + A_4 Y_4)}{Y_1 + Y_2 + Y_3 + Y_4}$$

where A_1, A_2, A_3, and A_4 have the same meaning as in Table IV (7) and the four "Y"s represent the estimated average yield (in grain) of each of the four "A"s.

/NOTE:- The Chairman (after further consideration of these views) proposes to omit columns (9) to (11) for the present. If, in due course, a generally agreed formula can be arrived at for welding the "A"s into an index of cultivation per capita which will be truly significant, it can always be worked into the Tables./

(v) It is observed that some of the results of the Census of Small-scale Industries will appear in Table V (6) side by side with co-relatable data derived from the population Census. The Committee presumes that consideration will be separately given to the most suitable manner in which all the results of tabulation of the Census of Small-scale Industries will be published.

(vi) Subject to the foregoing comments and suggestions, the proposed Subsidiary Tables are in order.

5. (i) The desire was expressed that the basis of distinction between ~~kk~~ urban tracts and rural tracts should be made clear; and where inhabited localities with population exceeding 5,000 are treated as rural, a list of such localities should be furnished.

(ii) The importance of the contemplated publication of District Census Hnadbooks, including the information contained in the Primary Census Abstract for individual villages separately was appreciated and emphasized. The desire was expressed that information relating to cultivated area in each village might also be included.

Copy of D.O.No.51/1/51-RG, dated the 23rd April, 1951, from Shri R.A.Gopalaswami, I.C.S., Registrar-General, Government of India, New Delhi, to the Superintendent of Census Operations, Andaman and Nicobar Islands, Port Blair.

Subject:- 1951 Census Report - Form and Contents of.

Reference:- Paragraph 3 of my D.O.No.51/1/51-RG, dated the 28th March 1951.

The Government of India have approved my proposals regarding the form and contents of the 1951 Census Report, and approved the draft synopsis which may now be regarded as final.

2. Special topics will be treated as indicated below:-

I. Appendices to Census Report -

These will include:-

(i) A note on the data collected in respect of question No.13; and

(ii) a note on the results of the Census of Small-scale Industries.

II. Census Brochures -

Separate Census Brochures should be prepared on:

(i) Displaced Persons,

(ii) Backward Classes,

(iii) Literacy and Education,

(iv) Language, and

(v) Religion.

It is, of course, likely that references to the contents of these Appendices, or Brochures, may have to be made in the main report (e.g., Volume of movement of displaced persons in dealing with movement of population generally). The separation of ~~Sparied~~ Special Topics from the main report is not intended to preclude such references being made.

3. I have received a few suggestions relating to the Subsidiary Tables. I am examining them. If any amendments to the form of tables are found necessary beyond those already suggested by the Population Advisory Committee (vide my letter of 28th March 1951, cited above) I shall let you know.

Appendix 'T'

Copy of the demi-official letter No.48-24-52-RG, dated the 22nd July 1952, from the Registrar-General, India, Government of India, Ministry of Home Affairs, New Delhi-2, to the Superintendent of Census Operations, Andaman and Nicobar Islands, Port Blair.

Subject:- Costing Statement for the 1951 Census

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1. I mentioned at our study group that it is necessary to prepare costing statements for the 1951 Census i.e., statements showing the actual cost of the 1951 Census, and the allocation thereof to the end-products of the Census, namely -

I. The National Register of Citizens;

II.A. The District Census Handbooks;

II.B. State Census Reports and other State Census Publications (if any); and

III. The All-India Census Publications.

I have been considering this matter further and I think the method of settlement and allocation of total cost, which is explained below might be adopted.

2. I am limiting the costing process to the stage at which the Census Reports are handed over to the Press for printing and publication. The additions required to be made in respect of this last stage (for which responsibility cannot be accepted by the Census organisation) can be settled, if necessary, separately after the relevant figures become available.

3. I have used the following symbols to represent the various items of cost required to be taken into account by us.

A. Expenditure on pay of Superintendents, their Office Establishments, Allowances, Honoraria and office contingencies. (This is booked expenditure under A - Superintendence for each State Stuperintendent under the Census grant).

B. Expenditure on pay of Registrar General, his establishment, allowances and office contingencies. (Booked expenditure under A in the Census grant, less one half of the pay of the Registrar General).

C.- Expenditure on Enumeration other than the scriptory charges for the National Register of Citizens paid from the Census Budget. (This is booked expenditure under B - Enumeration - except B.4 - National Register of Citizens - and D - Miscellaneous Staff in the Census Grant).

D.- Scriptory charges for writing up the National Register of Citizens paid from the Census Budget. (This is booked expenditure under B - 4. - National Register of Citizens in the Census Budget).

E.- Printing charges of Enumeration pads. (This should be assumed to be Re.1-2-0 for 1,000 slips supplied centrally).

F.- Other Enumeration printing and stationery charges. (Booked expenditure under E in the Census Budget).

G.- Scriptory charges of the National Register of Citizens borne by the State Government. (Booked expenditure).

H.- Enumeration charges actually paid by the State Government. (Booked expenditure).

I.- Enumeration charges actually paid by the local bodies. (Booked expenditure).

J.- Cost of paper used for the National Register of Citizens. (The paper was supplied free by the Controller of Printing and Stationery. But the cost of paper should be taken into account for estimating the cost of production of the National Register of Citizens at the rate of Rs.20/- per ream supplied free).

K.- Cost of Census Medals. (This should be assumed to be Rs.13-15-6 for each silver medal and Rs.6-9-6 for each bronze medal).

L.- Expenditure on Abstraction and Compilation. (Booked expenditure under C - Abstraction and Compilation in the census grant).

M.- Value of articles purchased for use in offices during the 1951 Census. [Booked receipts in respect of articles sold; plus actual purchase price (less estimated depreciation) of unsold articles].

A statement showing the amounts of Items A and C to M should be prepared for each State as Costing Statement No. I.

4. Provisional allotment of cost of production:

(i) National Register of Citizens:- (a) A costing statement for the State showing particulars by district should be prepared in the following form:-

COSTING STATEMENT No.II

Name of district (1)	Number of parts of the N.R.C. (2)	Cost of production (3)	Average cost per part (4)

(b) The total cost of production for the entire State should be taken to be ¼A+D+G+J.

(c) In order to determine the cost of production of National Register of Citizens for each district, items D and G should be first allocated to each district according to actuals. Then ¼A+J should be allocated to the district in the proportion which the population of that district bears to the population of the State.

(ii) District Census Handbooks and State Census Publications

(a) The total cost of all the District Census Handbooks issued under the authority of the State Government, as well as of all the State Census Publications issued under the authority of the Central Government should be settled jointly by the formula that it is equal to ¾A+C+E+F+H+I+K+L—M.

(b) The cost should then be apportioned among the individual handbooks, reports and other publications separately, according to the proportion which the number of pages of the publication concerned bears to the total number of pages of all the publications. (Note:- The pages reckoned for this purpose should be the number of printed pages, as received in proof. Where proof-print is not received in time, an estimate of the number of printed pages corresponding to the typescript sent for printing may be adopted).

A statement showing the cost thus allocated should be prepared in the form given below:-

COSTING STATEMENT No.III (IN TWO SECTIONS A AND B)

Name of Publication (1)	Number of pages (2)	Cost of Production (3)	Average cost per 100 pages (4)

SECTION A - DISTRICT CENSUS HANDBOOKS

District Census Handbook of -

.....District

.....District.

SECTION B - STATE CENSUS PUBLICATIONS

State Census Report, Part I.

Subsidiary Tables.

State Census Report, Part II*.

Other State Census Publications (if any).

5. FINAL ALLOTMENT OF COST OF PRODUCTION

(i) All-India Census Publications:- An All-India average will be struck for the cost per 100 pages from the average cost figures provisionally settled for the State Census Publications. This All-India average cost figures will be applied to the All-India Census Publications also and the total cost of production of All-India Census Publications will be provisionally settled.

(ii) The total cost of the All-India Publications thus provisionally settled may turn out to be either larger or smaller than the actual expenditure on the Registrar General and his establishment, etc. (item B in paragraph 3). The excess/deficit, if any, will be distributed among the All-India Publications and all the State Census Publications (but not the District Census Handbooks) so as to reduce/increase the cost of production of all of them.

6. I shall be glad if you would arrange to get costing Statements Nos. I to III prepared on the basis explained above. The Statements may be got prepared at your convenience and need not be hurried to the prejudice of more urgent work.

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* If Part II is published in different sub-parts the cost of production of each sub-part should be given.

APPENDIX 'U'

COSTING STATEMENT NO.I SHOWING AMOUNTS OF ITEMS A AND C TO M.

...

Items	Amount
	Rs.
A. Expenditure on pay of Superintendent, his Office establishment, allowances, honoraria and office contingencies ...	4,877- 6-0
B. Expenditure on enumeration other than the scriptory charges for the National Register of Citizens, paid from the census budget ...	82-11-0
D. Scriptory charges for writing up the National Register of Citizens paid from Census Budget ...	940- 0-0
E. Printing charges of enumeration pads ...	49- 6-0
F. Other enumeration printing and stationery charges	---
G. Scriptory charges of the National Register of Citizens borne by the State Government ...	---
H. Enumeration charges actually paid by the State Government.	---
I. Enumeration charges actually paid by local bodies	---
J. Cost of paper used for the National Register of Citizens	120- 0-0
K. Cost of Census Medals ...	27- 1-6
L. Expenditure on Abstraction & Compilation	4,465- 0- 0
M. Value of articles purchased for use in office during 1951 Census	---
Total	Rs. 10,561- 8-6

COSTING STATEMENT NO.II - NATIONAL REGISTER OF CITIZENS

(Note: This Statement has been prepared as follows:-

(a) The total cost of production for the entire State has been taken to be $\frac{1}{4}$ A + D + G + J.

(b) As the value of symbol G is NIL, the total cost has been worked out on the formula $\frac{1}{4}$ A + D + J only)

Name, of the State.	Number of parts of the national Register of Citizens.	Cost of production. Rs.	Average cost per part. Rs.
1. Andaman & Nicobar Islands	118	2,279-5-6	19-5-1

Studies & Research Section.