For Official use only

THE CODE OF

CENSUS PROCEDURE

FOR

NORTH EAST FRONTIER AGENCY



FOR USE BY NEFA CENSUS SUPERVISORY STAFF

Issued by the
Director of Census Operations and ex-officio Superintendent of Census Operations, North-East Frontier Agency, Shillong.

INTRODUCTION

The North East Frontier Agency consists of about 81 thousand sq. kilometres of hills divided into five districts and 80 administrative circles. All the district headquarters are connected by motorable roads. Out of five headquarters of the Additional Deputy Commissioners, four are connected by jeepable roads whereas the fifth is connected only by air. The majority of the circle headquarters are yet to be connected by roads and one has to walk through the hills to reach them. The people of the Agency belong to scheduled tribes and are at a subsistence level of economy. They are to go a long way to catch up with their brethren living in other parts of the country. Under these difficult circumstances, a devoted band of officers are discharging their duties against heavy odds with the sole purpose of developing the area and uplifting the people. While preparing to take the ensuing census of the Agency on the All India pattern, these officers find themselves handicapped for lack of precedent, because in previous censuses, the pattern and methodology of census taking were at a considerable variance with the All India pattern.

The purpose of this code is to help these officers by bringing all the instructions in one place in a concise form, so that they may keep the same handy for day-to-day use. The code is primarily meant for the supervisory staff consisting of the Dsitrict Census Officers, the Subdivisional Census Officers, the Charge Superintendents and the Supervisors appointed for the North East Frontier Agency. The purpose of publishing this code will be fully served if the supervisory staff derive benefit from the same and pursue the taking of census of the Agency in the manner described in the code.

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Shillong
1,8.70

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CHAPTER I

LAW RELATING TO CENSUS

The Census Act.

The legal basis of the census is provided by the Indian Census Act (No. XXXVII) of 1948. A copy of the Act, as amended from time to time, is given at Appendix I. The salient points of the Act are given in the following paragraphs.

Power to take census

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

Appointment of census staff by the President of India.

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

Construction of references to State Government with respect to NEFA.

The North East Frontier Agency (construction of references to State Government) regulation 1965 (No.4 of 1965), which appears at Appendix IV of this volume, lays down that in any law in force in the North East Frontier Agency, references to the State Government shall, save and otherwise expressly provided by any other law for the time being in force, be constructed as reference to the Governor of Assam acting as the Agent of the President.

Appointment of census staff by the Governor of Assam.

Section 4 of the Census Act provides that the State Government or such other authority to whom power is delegated by the State Government in this behalf, may appoint census officers to take, or aid in, or supervise taking of census within their respective areas and any

person so appointed is bound by law to serve accordingly. The Governor of Assam had been pleased to appoint the Deputy Commissioners and the Additional Deputy Commissioners of the North East Frontier Agency as the District Census Officers and the Sub-divisional Census Officers respectively within their administrative jurisdiction, in pursuance of sub-section (2) of Section 4 of the Census Act, 1948. A copy of this order is at Appendix V.

Delegation of power to local officers.

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

Status of census authorities as public servants.

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

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

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

Members of local bodies bound to assist.

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

Competent authority to exercise power under sections 6 and 7.

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

Legal obligation to answer question.

Under the provisions of section 8 of the Census Act, 1948, a census officer may ask all questions to all persons within the limits of the local area for which he is appointed as, by instructions issued in this behalf by the State Government published in the official gazette, he may be directed to ask. The governor of Assam has been pleased to publish in the official gazette the questions that may be asked to all persons in the North East Frontier Agency with the provision that no person shall be bound to state the name of any female member of his household and no woman shall be bound to state the name of her husband, deceased husband or any other persons, whose name she is forbidden by custom to mention. A copy of this order is reproduced at Appendix VIII.

Free access and right to affix numbers

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

Penalties

Section 11 provides punishment for an offence under the Census Act.

Prior sanction for prosecution needed.

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

Prosecution under other laws.

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

Offence triable by Magistrate of second Class

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

Census documents are confidential papers.

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

CHAPTER II

CENSUS TAKING IN THE NORTH EAST FRONTIER AGENCY

The Adviser to the Governor of Assam had been pleased to issue detail direction regarding conduct of census in the North East Frontier Agency vide NEFA Administration circular letter No. Apptt. 1/70 dated 3.1.1970. A copy of this letter is reproduced at Appendix X. In this letter it was communicated that in the snow-bound and isolated areas of the Agency the census operations would start as early as in October, 1970 to end by the middle of February, 1971. In addition to taking of census a number of allied studies were also allowed to be carried out in the Agency. It was pointed out that the travelling allowance etc., for the persons engaged in taking of census, would not be paid from the Central fisc and that the same would be borne from the budgets of the different departments. Direction was given to the effect that the performance of the officers in the matters relating to census taking should be reflected in the confidential reports and that the essential changes in the existing boundaries of the circle etc., and in the district set up, by way of transfer, posting etc., should be completed within the financial year of 1969-70.

Subsequently, 15 circulars were issued by the Director of Census Operations, NEFA outlining the procedure to be followed for taking of census in the North East Frontier Agency.

As per the All India scheme of census taking, the actual census enumeration is to be preceded by the operation of housenumbering and houselisting. In most States, these operations had taken place 10 to 12 months before the conduct of actual census enumeration. The census enumeration is to take place from February 10 to February, 28, 1971 to be followed by a revisional round from the first day to the third day of March, 1971 so as to assess the changes that will take place in the population by birth, death etc. Because of the difficulties in communication in the North East Frontier Agency (NEFA), it has been decided that in the snow-bound and the isolated areas of NEFA the census enumeration would start as early as on the first day of October, 1970. The operation would thereafter continue upto the month of February, 1971. This extended period of enumeration will be the first deviation that will be made in the North East Frontier Agency from the

All India pattern of census taking. The second deviation is that all the operations of census taking, namely, housenumbering, houselisting, enumeration and revisional round, would be conducted by the enumerator during a single visit to the village, as visiting the village more than once is not only difficult but also impossible under certain circumstances and within the period that census has to be taken in NEFA. Except these, there will be no other deviation from the All India pattern of census taking. The schedules and instructions applicable to other parts of the country will also be applicable in the North East Frontier Agency. Actual taking of census will follow a rigid programme specified in the Census Calendar which appears as Appendix XI in this volume. Directions regarding the preparatory work was first issued under the NEFA Census Circular No.2 which appears at Appendix XII.

Census organisation in districts

The existing administrative set up of the North East Frontier Agency will be the set up for taking of census in the Agency.

Districts

The Agency is divided into five districts which will be the districts for taking census also. The five sub-divisions under the jurisdictions of the Additional Deputy Commissioners will be treated as sub-divisions for the purpose of taking census. The Deputy Commissioners and the Additional Deputy Commissioners have been appointed as the District Census Officers and the Sub-divisional Census Officers respectively. The District Statistical Officers and the Inspector of Statistics in the headquarters of the Deputy Commissioners and Additional Deputy Commissioners are appointed as the Deputy District Census Officers and the Assistant Sub-divisional Census Officers respectively, to assist. the District Census Officers and the Sub-divisional Census Officers in conducting the census operations in the districts and the sub-divisions. Duties of the census officers were outlined under NEFA Census Circular No.3 which appears at Appendix XIII. The outline of census operation was dealt with in NEFA Census Circular No.4 which appears at Appendix XIV. The speech of the Honourable Home Minister delivered on the occasion of opening of the First Conference of the Directors of Census Operations was circulated vide NEFA census circular No. 5 which appears at Appendix XV.

Census Charge

The existing administrative circles have been treated as Census Charges and the officers in charge of the circles have been appointed as the Charge Superintendents. The extent of a Census Charge corresponds with the boundaries of the circle. Where more than one circle is placed under the charge of an Assistant Commissioner or an Extra-Assistant Commissioner administratively, the officers looking after more than one circle are designated as Charge Superintendent (Senior) and the circles under them are put under the charge of different Charge Superintendents.

Census Villages

Each of the Census Charges comprises of a definite territorial unit. This territorial unit is to be subdivided further into smaller units so that a census enumerator may cover such a unit conveniently. It is customary to take the villages within a circle to be the next lower units. Unfortunately, cadastral survey has not been carried out in NEFA and therefore, the villages have not been defined as territorial units for the purpose of taking census. A village is defined as a collection of houses with a more or less definite boundary which is recognised as a village according to customs or traditions. The hamlets of a village are included in the main village. The village having one or more than one group of habitations is treated as an inhabited village whereas a village having no habitation is treated as an uninhabited village. The idea is to accept the definition of a traditional village as the unit next lower to the Charge for the purpose of census taking and at the same time ensure that the geographical coverage of the census is complete. Instructions have been given to treat the forest areas also as census villages. NEFA Census Circular No.6 deals with the census villages which appears at Appendix XVI.

The urban areas of the Agency will not be treated as census villages. They will be given a separate identity as towns.

Urban Areas

For the purpose of 1971 Census, only four places, namely, Bomdi-La, Along, Pasighat and Tezu have been declared as the urban areas of NEFA. These were selected on an empirical basis giving due regard to 1961 population and the urban charactristics that had developed in different places in NEFA. The considerations upon which the urban

areas in NEFA are selected, are dealt with in NEFA Census Circular No.7, which is placed at Appendix XVII.

Enumerator's Block :

The towns and the large villages that cannot be enumerated conveniently by one enumerator will be divided into Enumerators' Blocks in order to making an Enumerator's Block contain about 120 houses and 600 population in the urban areas, and about 150 houses and 750 population in the rural areas. The hamlets of the villages will also be treated as Enumerators' Blocks irrespective of the number of houses and population contained in such hamlets. There can be two or more Enumerator's Blocks in a village but in *no case* parts of two villages will constitute an Enumerator's Block. That is to say, a small village having a population of 50/60 persons only will also be treated as an Enumerator's Block.

Supervisor's Circle

A Supervisor's Circle consists of three to four Enumerators' Blocks placed under a supervisor who is held responsible for the work of all the enumerators performing census work in the Enumerators' Blocks constituting the Supervisor's Circle.

Building, House and Household

The standard definitions of building, house and household have been accepted for NEFA as in the rest of the country, with very minor modifications. These may be seen in the NEFA Census Circular No.8, which appears at Appendix XVIII. The salient features are given below.

Building—A census building is generally a single structure but sometimes made up of more than one component units, which is used or likely to be used as dwellings (residences) or establishments, such as shops, workshops, factories, godowns, cattlesheds etc, or in combination with any of these, such as, shop-cum-residence or workshop-cum-residence.

Under the conditions prevailing in NEFA, the granaries usually constructed away from the villages, temporary structures made in the jhum fields for taking rest or shelter by the field worker, birds scarers and others, will not be treated as buildings.

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

Census Household—A 'census household' is a group of persons who commonly live together and would take their meals from a common kitchen unless the exigencies of work prevented any of them from doing so. It may be made up of related or unrelated persons. A cook or a servant living in the house of his employer and taking his food there, is to be considered as a member of the master's household. A hotel where a number of unrelated persons live together is an institutional household. A jail, a hospital, a hostel, a rest house etc., also fall in this category.

Under the conditions prevailing in NEFA and in the areas where the men-folk marry more than one wife by custom, all the wives and children who live in the same house will be treated as members of one household even though a wife may cook separately for herself, the children born to her and other dependants, in separate hearths.

Location Code :

The location code is the system of indicating the smallest administrative unit in the Agency by means of numerical figures representing each administrative unit. Each district, circle, village, Enumerator's Block, house, household is assigned with an Arabic numerical and each town of a district is assigned with a Roman numerical. These code numbers are described in details in NEFA Census Circular No.9 wherewith the actual list of the location codes assigned upto village and town level, was enclosed. The circular is reproduced at Appendix XIV without the list.

Census Forms :

The enumerators will visit every household of an Enumerator's Block to canvass some schedules in which the particulars for house, households and individual members of the households will be collected The brief description of these forms is given below.

(i) *Houselisting :*

The following forms will be used for houselisting operation.

Houselist —Houselist is a form showing the census number of every house and household, and certain other details with respect to the house and the household. The form appears at Appendix XXVI.

Establishment Schedule :—This is the form where certain details relating to the size and the nature of every establishment will be recorded. The schedule appears at Appendix XXVII.

Houselist Abstract, Form I— :—In this form certain details of census houses and households are to be recorded culling the information out of the filled in Houselist Form. The form appears at Appendix XXIX.

Houselist Asbtract for Charges, Form—III :—This form will relate to a Charge. The required information will be culled out of the Houselist Abstract (Form-I) prepared by the enumerators. The form appears at Appendix XXX.

In the NEFA Census Circular No.10 detailed instructions regarding housenumbering, canvassing of Houselist and Establishment Schedules and preparation of Houselist Abstract (Form-I) and Houselist Abstract for Charges (Form-III) were issued. This circular is reproduced at Appendix XX without some of the enclosures attached with the original circular.

(ii) *Census Enumeration :*

The enumeration is a process of collecting information with regards to each and every member of a household by putting specific questions to him. The operation of enumeration will cover the residents of the census houses as well as the houseless population, such as pavement dwellers. In other words, all the people of a particular area, whether living in a house or without, will come under the scope of the operation of enumeration.

Individual Slips :

Individual Slip is the form where replies are to be recorded by the enumerator during this operation. An individual slip which will be used for one person, contains questions relating to name, age, sex, marital

status, birth place, religion, literacy, mother tongue. occupation etc. of the individuals. The Individual Slip appears at Appendix XXXI.

Compilation of list of events :—Determination of age of a person is a difficult problem for the country as a whole. The problem is more acute in NEFA as most of the villagers in NEFA do not keep any record of their own or dependents' age. It had been a usual practice to refresh the memory of the respondent by making reference to important events that took place in the area. Therefore, the District census Authority will compile a list of the events that took place in each circle which will be used by the enumerators for the purpose of refreshing the memory of the respondents to determine their age. The detailed instructions on the subject was given in the NEFA Census Circular No.11 which appears at Appendix XXI.

Scheduled Castes and Scheduled Tribes :—All the tribes of NEFA are the scheduled tribes of the Agency. The 16 castes scheduled in Assam will be treated as Scheduled Castes for NEFA. The detailed instructions on the subject of Scheduled Castes and Scheduled Tribes was given in the NEFA Census Circlar No. 15 which is reproduced at Appendix XXIV.

Population Record :

In this form an abstract of information relating to the name, sex, relationship, to the head of the household, age, marital status and activity of each member of the census households will be compiled by the enumerator from individual slips canvassed in the household. The form appears at Appendix XXXII.

Enumerators' Daily Posting Statements :

The information relating to literacy, main activity and whether the person enumerated belongs to Scheduled Caste/Tribe are to be compiled in these statements. Separate forms will be used for males and females. The information in these statements will be taken out of the entries made against the relevant questions in the individual slips. Totals should be struck after the enumeration of houseless persons has been completed and accounted for by the enumerator. The forms appear as Appendices XXXIII and XXXIV.

Enumerators' Abstract :

This is a short summary of the information compiled in the Enumerators' Daily Posting Statement. The enumerator will prepare it for

the Enumerators' Block as a whole at the completion of the operation of enumeration. The form appears at Appendix XXXV.

(iii) *Determination of Census Frame*

As NEFA has not been cadastrally surveyed, the villages have no definite boundaries as obtained in other settled areas of the country. In order to ensuring the geographical coverage of NEFA under the operations of census, the Charge Superintendents and the enumerators are required to draw the village maps. The maps will include the residential areas, existing jhum fields, permanently cultivated areas, jungles and the water areas. The boundaries of the villages will be defined with natural objects such as hills, rivers, big stone etc., and the names of the villages lying beyond the boundaries will be recorded. The Charge Superintendents will verify the maps of the contiguous villages drawn by different enumerators and rectify the inconsistencies, if any. The instructions were issued vide NEFA Census Circular No.13 which appears at Appendix XXII.

As the village land is operated upon by the villagers by the customary laws regulating ownership, holding and transfer of land, details of these are required to be collected for every tribe in order to obtaining a comprehensive idea of the land of the village as held by the villagers. The information will be collected in the form circulated with the NEFA Census Circular No.14 which appears at Appendix XXIII.

Census Training

Training the supervisors and the enumerators is a pre-requisite to successful census taking. It is essential that the staff engaged in such a work should be fully conversant with terms and concepts used for census taking so that they record the answers with a uniform consistency. It is essential, therefore, to conduct formal training of the census staff. The Deputy Commissioners and the Additional Deputy Commissioners will give direction to the Charge Superintendents to arrange training of the Census Staff in convenient places. The instructions given in this regard may be seen in the 1971 NEFA Census Circular No. 16, which appears at Appendix XXV.

Recognition

Census taking is an operation of national importance. Though everyone, who is asked by the competent authority to perform any duty

in connection with taking of census, is bound to perform the duties so assigned under the provisions of the Census Act, 1948, it has been decided that a token honorarium will be paid to the enumerators and supervisors to meet their out-of-pocket expenses at the rates communicated in Director of Census Operations, NEFA's letter No. Cen-1971/Estt/10 68/2295-414 dated 22.5.70 a copy of which appears at Appendix XXXVI. The Government of India may reward the exceptionally good workers by issuing medals and merit certificates.

Some Aids :

To provide aid to the enumerators, supervisors and the Charge Superintendents, three pamphlets were issued. These may be seen at Appendices XXXVII, XXXVIII and XXXIX.

Appendix I

THE CENSUS ACT
ACT No. XXXVII OF 1948

Amended by Acts XL of 1949, LI of 1950, the Adaptation of Laws orders, 1950 and Act XXII of 1959

(*Passed by Dominion Legislature*)

Received the assent of the Governor-General on the 3*rd, September* 1948

AN
ACT

to provide for certain matters in connection with the taking of census.

Whereas it is expedient to provide for taking of census in India or any part thereof whenever necessary or desirable and to provide for certain matters in connection with the taking of such census.

It is hereby enacted as follows :—

1. *Short title and extent* :—(1) This Act may be called the Census Act, 1948.

(2) It extends to the whole of India.

2. *Rule of construction respecting enactments not extending to Jammu and Kashmir* :—Any reference in this Act to the Indian Penal Code (XLV of 1860), or the Indian Evidence Act, 1872 (I of 1872), shall, in relation to the State of Jammu and Kashmir, be construed as a reference to the corresponding enactment in force in that State.

3. *Central Government to take census* :—The Central Government may, by notification in the official gazette, declare its intention of taking a census in the whole or any part of the territories to which this Act extends, whenever it may consider it necessary or desirable so to do, and thereupon the census shall be taken.

4. *Appointment of census staff* :—(1) The Central Government may appoint a Census Commissioner to supervise the taking of the census throughout the area in which the census is intended to be taken, and Superintendents of Census Operations to supervise the taking of the census within the several States.

(2) The State Government may appoint persons as census officer to take, or aid in, or supervise the taking of the census within any specified local area and such persons, when so appointed, shall be bound to serve accordingly.

(3) A declaration in writing, signed by any authority authorised by the State Government in this behalf, that any person has been duly appointed a census officer for any local area shall be conclusive proof of such appointment.

(4) The State Government may delegate to such authority as it thinks fit the power of appointing census officers conferred by sub-section (2).

5. *Status of census authorities as public servants* :—The Census Commissioner, all Superintendents of Census Operations and all census officers shall be deemed to be public servants within the meaning of the Indian Penal Code (XLV of 1860).

6. *Discharge of duties of census officers in certain cases* :—

(1) Where the District Magistrate or such authority as the State Government may appoint in this behalf, by a written order so directs—

(a) every officer in command of any body of man belonging to the naval, military or air forces or of any vessel of war of India.

(b) every person (except a pilot or harbourmaster) having charge or control of a vessel,

(c) every person in charge of lunatic asylum, hospital, workhouse, prison, reformatory or lockup or of any public charitable, religious or educational institution,

(d) every keeper, secretary or manager of any sarai, hotel, boarding-house, lodging-house, emigration depot or club,

(e) every manager or officer of a railway of any commercial or industrial establishment, and

(f) every occupant of immovable property wherein at the time of the taking of the census persons are living,

shall perform such of the duties of a census officer in relation to the persons who at the time of the taking of the census are under his command or charge, or are inmates of his house, or are present on or in such immovable property or are employed under him as may be specified in the order.

(2) All the provisions of this Act relating to census officers shall apply, so far as may be, to all persons while performing such duties under this section and any person refusing or neglecting to perform any duty which under this section he is directed to perform shall be deemed to have committed an offence under section 187 of the Indian Penal Code (XLV of 1860)

7. *Power to call upon certain persons to give assistance :* — The District Magistrate or such authority as the State Government may appoint in this behalf for any local area, may, by written order which shall have effect throughout the extent of his district or of such local area, as the case may be, call upon—

(a) all owners and occupiers of land, tenure holders, and farmers and assignees of land revenue, or their agents,

(b) all members of the district, municipal, panchayat and other local authorities and officers and servants of such authorities and,

(c) all officers and members of staff of any factory, firm or establishment,

to give such assistance as shall be specified in the order towards the taking of a census of the persons who are, at the time of the taking of the census, on the lands of such owners, occupiers, tenure holders, farmers and assignees or in the premises of factories, firms and other establishments, or within the areas for which such local authorities are established as the case may be, and the persons to whom an order under this section, is directed shall bound to obey it and shall, while acting in pursuance of such order be deemed to be public servants within the meaning of the Indian Penal Code (XLV of 1860).

8. *Asking of questions and obligation to answer :—* (1) A census officer may ask all such questions of all persons within the limits of the local area for which he is appointed as, by instructions issued in this behalf by the State Government and published in the official Gazette, he may be directed to ask.

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

Provided that no person shall be bound to state the name of any female member of his household, and no woman shall be bound to state the name of her husband or deceased husband or of any other person whose name she is forbidden by custom to mention.

9. *Occupier to permit access and affixing of numbers :—* Every person occupying any house, enclosure, vessel or other place shall allow census officers such access thereto as they may require for the purposes of the census and as, having regard to the customs of the country, may be reasonable and shall allow them to paint on, or affix to, the place such letters, marks or numbers as may be necessary for the purpose of the census.

10. *Occupier or manager to fill up schedule :—* (1) Subject to such orders as the State Government may issue in this behalf, a census officer may, within the local area for which he is appointed, leave or cause to be left a schedule at any dwelling-house or with the manager or any officer of any commercial or industrial establishment, for the purpose of its being filled up by the occupier of such house or of any specified part thereof or by such manager or officer with such particulars as the State Government may direct regarding the inmates of such house or part thereof, or the persons employed under such manager or officer, as the case may be, at the time of the census.

(2) When such schedule has been so left, the said occupier, manager or officer, as the case may be, shall fill it up or cause to be filled up to the best of his knowledge or belief so far as regards the inmates of such house or part thereof or the person employed under him, as the case may be, at the time aforesaid

and shall sign his name thereto and when so required, shall deliver the schedule so filled up and signed or to the census officer or to such person as the census officer may direct.

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

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

(c) any sorter, compiler or other member of the census staff who removes, secretes, damages or destroys any census document or deals with any census document in a manner likely to falsify or impair the tabulations of census results, or

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

(e) any person occupying any house, enclosure, vessel, or other place who refuses to allow a census officer such reasonable access thereto as he is required by section 9 to allow, or

(f) any person who removes, obliterates, alters, or damages any letters, marks or numbers which have been painted or affixed for the purposes of the census, or

(g) any person who, having been required under section 10 to fill up a schedule, knowingly and without sufficient cause

fails to comply with the provisions of that section, or makes any false return thereunder, or

(h) any person who trespasses into a census office, shall be punishable with fine which may extend to one thousand rupees and in case of a conviction under part (b) or (c) shall also be punishable with imprisonment which may extend to six months.

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

12. *Sanction required for prosecution* :—No prosecution under this Act shall be instituted except with the previous sanction of the State Government or of any authority authorised in this behalf by the State Government.

13. *Operation of other laws not barred* : —Nothing in this Act shall be deemed to prevent any person from being prosecuted under any other law for any act or omission which constitutes an offence under this Act :

Provided that no such prosecution shall be instituted except with the previous sanction referred to in section 12.

14. *Jurisdiction* :—No court inferior to that of a Presidency Magistrate or a Magistrate of the second class or in a Part B State, a Magistrate corresponding to a Magistrate of the second class shall try, whether under this Act or under any other law, any act or omission which constitutes an offence under this Act.

15. *Records of census not open to inspection nor admissible in evidence* :— No person shall have a right to inspect any book, register or record made by a census officer in the discharge of his duty as such, or any schedule delivered under section 10, and notwithstanding anything to the contrary in the Indian Evidence Act, 1872 (I of 1872), no entry in any such book, register, record or schedule shall be admissible as evidence in any civil proceeding whatsoever or in any criminal proceeding other than a prosecution under this Act or any other law for any act or omission which constitutes an offence, under this Act,

16. *Temporary suspension of other laws as to mode of taking census in municipalities* :—Notwithstanding anything in any enactment or rule with respect to the mode in which a census is to be taken in any municipality, the municipal authority, in consultation with the Superintendent of Census Operations or with such other authority as the State Government may authorise in this behalf, shall, at the time appointed for the taking of any census cause the census of the municipality to be taken wholly or in part by any method authorised by or under this Act.

17. *Grant of statistical abstract* :—The Census Commissioner or any Superintendent of Census Operations or such person as the State Government may authorise in this behalf may, if he so thinks fit, at the request and cost (to be determined by him) of any local authority or person, cause abstracts to be prepared and supplied containing any such statistical information as can be derived from the census return for India or any State as the case may be, being information which is not contained in any published report and which in his opinion it is reasonable for that authority or person to require.

18. *Power to make rules* :—(1) The Central Government may make rules for carrying out the purposes of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, the Central Government may make rules providing for the appointment of census officers and of persons to perform any of the duties of census officers or to give assistance towards the taking of a census, and for the general instructions to be issued to such officers and persons.

Appendix II

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS

New Delhi—1, the 3rd July, 1969.
12 Asadha, 1891.

NOTIFICATION

S. O. .....In pursuance of section 3 of the Census Act, 1948 (37 of 1948), the Central Government is pleased to declare that a census of the population of India shall be taken during the year 1971. The reference date for the census will be the sunrise on 1st March, 1971.

(28/101/69--Pub.I)

Sd/- K. R. Prabhu
Joint Secretary to the Govt. of India

No. F. 28/101/69-Pub. I — New Delhi-1, 3, July, 1969.
12 Asadha, 1891.

Copy forwarded for information to all State Govts./Union Territories.

Sd/- (L. D. Hindi)
Under Secretary to the Govt. of India

No.F.28/101/69-Pub.I — New Delhi-1, 3 July, 1969.
12 Asadha, 1891.

Copy forwarded for information to the Registrar General of India, New Delhi.

Sd/- (L. D. Hindi)
Under Secretary to the Govt. of India.

15 copies for public I Section.

Office of the Registrar General, India

No. 9/30/69-CTU — New Delhi-11, 9th July, 1969.

A copy of M.H.A. Notification No.F.28/101/69-Pub.I dated the 3rd July, 1969 is endorsed to all Superintendents of Census Operations for information.

Sd/- K. K. Chakraborty
9.7.69
Central Tabulation Officer.

Appendix III

(To Be Published In The Gazette Of India Part III Section 1)

No. 6/13/69-Ad.I
Government of India
Ministry of Home Affairs
Office of the Registrar General, India.

2/A, Mansingh Road.
New Delhi-11, the 30th OCT.1969.

NOTIFICATION

The President is pleased to appoint Shri J. K. Barthakur, an officer belonging to the I.F.A.S., as Director of Census Operations and Ex-officio Superintendent of Census Operations, North East Frontier Agency, on whole-time basis, with effect from the date he assumes charge of that Office *vice* Shri S. M. Krishnatry, I.F.A.S., until further orders.

His headquarters will be at Shillong.

2. Shri S. M. Krishnatry, I.F.A.S., will relinquish charge as Director of Census Operations and ex-officio Superintendent of Census Operations, North East Frontier Agency, with effect from the date Shri J. K. Barthakur assumes charge of that Office.

Sd/- A. Chandra Sekhar.
Registrar General, India
and ex-officio Joint Secretary to the
Govt. of India in the Ministry of Home Affairs.

To

The Manager,
Government of India Press,
Faridabad (Haryana).

No. 6/13/69-Ad.I New Delhi—11.

Copy to :—

(1) Accountant General, Assam & Nagaland, Shillong. (2) Treasury Officer, Shillong. (3) Treasury Officer, Imphal. (4) The Adviser

to the Governor of Assam, Shillong. (5) The Chief Commissioner, Manipur, Imphal. (6) Joint Secretary (U.T.) Ministry of Home Affairs, New Delhi-1. (7) Shri J. K. Barthakur, Development Commissioner, Manipur, Imphal. He may please take over charge from Shri S. M. Krishnatry, I.F.A.S. the present incumbent of the post of Director of Census Operations and ex-officio Supdt. of Census Operations, North East Frontier Agency, at *Shillong* immediately on relief from his present posting under the Government of Manipur, at Imphal. (8) Shri S. M. Krishnatry, IFAS, Director of Census Operations, NEFA, Shillong with the request that he may please hand over charge to Shri J. K. Barthakur, IFAS, whose whole-time appointment as Director of Census Operations, NEFA & Ex-officio Supdt. of Census Operations, NEFA has been approved by the Ministry of Home Affairs. (9) Office of the Director of Census Operations & ex-officio Supdt. of Census Operations, NEFA, Shillong. (10) P. A. to Registrar General. (11) P. A. to Deputy Registrar General (C). (12) Order File.

Sd/- K. D. Ballal,
dt.30.10
Deputy Registrar General, India.

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Appendix IV

THE NORTH-EAST FRONTIER AGENCY (CONSTRUCTION OF REFERENCES TO STATE GOVERNMENT) REGULATION, 1965.

No. 4 of 1965 :

Promulgated by the President in the sixteenth year of the Republic of India a regulation to provide for the construction of references to State Government in certain laws in force in the North-East Frontier Agency.

In exercise of the powers conferred by article 240 of the Constitution read with sub-paragraph (2) of paragraph 18 of the Sixth Schedule to the Constitution, the President is pleased to promulgate the following Regulation made by him :—

Short title, extent and commencement

1. (1) This Regulation may be called the North-East Frontier Agency (Construction of References to State Government) Regulation, 1965

(2) It extends to the whole of the North-East Frontier Agency.

(3) It shall come into force at once.

Definition

2. In this Regulation, unless the context otherwise requires,

(a) the expression "North-East Frontier Agency" shall have the meaning assigned to it in the North-East Frontier Area (Administration) Regulation, 1954 ;

(b) the expression "existing law" shall have the meaning assigned to it in clause (10) of article 366 of the Constitution ;

(c) "law in force" shall mean—

(i) any existing law ;

(ii) any Act of Parliament ;

(iii) any Ordinance or Regulation made by the President ; and

(iv) any rule, order, bye-law, regulation or other instrument made under any such Act, Ordinance or Regulation.

Construction of references to State Government in Acts of Parliaments, etc.

3. In any law in force in the North-East Frontier Agency references to the State Government shall, save as otherwise expressly provided by any other law for the time being in force, be construed as references to the Governor of Assam acting as the agent of the President.

Validation

4. Any thing done or any action taken before the commencement of this Regulation by the Governor of Assam in relation to the North-East Agency in the exercise of the powers or the discharge of the fuctions of the State Government under any law in force therein shall be deemed to have been done or taken by the Governor of Assam as the agent of the President and accordingly any such thing or any such action shall be deemed to have been validly and lawfully done or taken.

S. Radhakrishnan,
President
R.G.S. Sarkar,
Secretary to the Government of India.

ID.2.12.68.

Appendix V

GOVERNMENT OF INDIA
NORTH EAST FRONTIER AGENCY

ORDER

Dated Shillong, the 2nd. January, 1970.

No. PD(A) 67/69 :—In pursuance of Sub-Section (2) of Section (4) of the Census Act No.XXXVII of 1948), the Governor of Assam and Nagaland hereby appoints the Deputy Commissioners and the Additional Deputy Commissioners as District Census Officers and Sub-Divisional Census Officers respectively, within their administrative jurisdictions.

The above appointment does not confer on the officers concerned claim to any additional remuneration.

Sd/- P. N. LUTHRA,
Adviser to the Governor of Assam,
Shillong.

Memo No PD(A)67/69 Dated Shillong, the 2nd. January, 70.
Copy to :—

(1) The Director of Census Operations & Ex-Officio Superintendent of Census Operations, NEFA, Shillong for information with reference to his D.O. letter No. Cen-1971/11/69/1644 dt. 10.12.69. (2) The Accountant General, Assam & Nagaland, Shillong (3) All Deputy Commissioners, NEFA. (4) All Additional Deputy Commissioners, NEFA. (5) All Heads of Departments (Major & Minor), NEFA, Shillong.
(6) All Secretaries, NEFA Secretariat, Shillong. (7) All Deputy Secretaries, NEFA Sectt. Shillong. (8) All Under Secretaries, NEFA Sectt. Shillong.

S. M. Krishnatry,
Secretary (Planning & Development),
NEFA Administration, Shillong.

Appendix VI

GOVERNMENT OF INDIA
NORTH EAST FRONTIER AGENCY

ORDER

Dated Shillong, the 8th January, 1970

No. PD(A) 67/69 :—In pursuance of Sub-section (4) of Section 4 of Census Act, 1948 (Act No. XXXVII of 1948), the Governor of Assam & Nagaland hereby delegates the power of appointing Census Officers (to work as Deputy District Census Officers, Assistant Sub-divisional Census Officers, Charge Superintendents, Supervisors and Enumerators) conferred upon him by Sub-section (2) of Section 4 of the said Act to the following officers within their respective jurisdictions :—

(1) The District Census Officer of each District in the North East Frontier Agency (i.e. Deputy Commissioners, vide Notification No. PD(A) 67/69 dated 2.1.1970).

(2) The Sub-divisional Census Officer of each Sub-division in the North East Frontier Agency (i.e. Additional Deputy Commissioner vide No. PD(A) 67/69 dated 2.1.1970)

The forms of appointment are appended (A, B, C & D).

Sd/- K. A. A. Raja
Adviser to the Governor of Assam,
Shillong.

Memo. No. PD(A) 67/69 :— Dated Shillong, the 16th January, 1970.
Copy forwarded to :

(1) The Director of Census Operations, NEFA, Shillong. (2) All Deputy Commissioners/Additional Deputy Commissioners, NEFA. (3) All Secretaries, NEFA Secretariat, Shillong. (4) All Deputy Secretaries, NEFA Secretariat, Shillong. (5) All Under Secretaries, NEFA Secretariat, Shillong. (6) All Heads of Departments (Major & Minor) NEFA Shillong. (7) The Accountant General, Assam & Nagaland, Shillong.

S. M. Krishnatry,
Secretary (Planning & Development),
N.E.F.Agency, Shillong.

1971 CENSUS, NEFA **FORM 'A'** **Original**
Duplicate
Triplicate.

APPOINTMENT ORDER FOR Deputy District Census Officer / Assistant Sub-Divisional Census Officer

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

In exercise of the powers conferred on me by order of the Governor of Assam & Nagaland vide NEFA Administration Notification No. PD(A) 67/69 dated the 8th. January, 1970 and in pursuance of Sub-section (1) of Section 4 of Census Act, 1948 (Act No. XXXVII of 1948) read with Sub-section (4) of Section 4 of the same Act, I hereby appoint you,

Shri.....

as *Deputy District Census Officer / Assistant Sub-divisional Census Officer* for the..... *District / Sub-division* You are to assist the District/Sub-divisional Census Officer in discharging the duties and responsibilities of census work successfully. The census enumeration will start from the 1st day of October, 1970 to be concluded on the 28th day of February, 1971.

You are deemed, by virtue of this appointment, a public servant within the meaning of the Indian Penal Code (XLV of 1860). You will be guided by the official instructions issued from time to time regarding performance of your duties as a *Deputy Census Officer. / Assistant Sub-Divn. Census Officer*. Your attention is also drawn to Section 11 of the Census Act, 1948, which is reproduced below.

Signature.....
Designation .....
Date .....

1971 CENSUS, NEFA **FORM 'B'** **Original** / **Duplicate** / **Triplicate**

APPOINTMENT ORDER FOR CHARGE SUPERINTENDENT

Name of the District..... Code No.....
Name of the Circle..... Code No.....

In exercise of the powers conferred on me by order of the Governor of Assam & Nagaland vide NEFA Administration Notification No. PD(A)67/69 dated the 2nd. January, 1970 and in pursuance of Sub-section (2) of Section 4 of Census Act, 1948 (Act No.XXXVII of 1948) read with Sub-section (4) of Section 4 of the same Act,

I hereby appoint you,

Shri.....as Charge Superintendent for the.....Circle. You are to assist the District/Sub-divisional Census Officer in discharging the duties and responsibilities of census work successfully within the limits of your circle. You will be held responsible for any omission or commission, that will take place within your jurisdiction. The census enumeration will start from the 1st day of October, 1970 to be concluded on the 28th day of February. 1971.

You are deemed, by virtue of this appointment, a public servant within the meaning of the Indian Penal Code (XLV of 1860). You will be guided by the official instructions issued from time to time regarding performance of your duties as a Charge Superintendent. Your attention is also drawn to Section 11 of the Census Act, 1948 which is reproduced below :—

Signature .....
Designation .....
Date .....

1971 CENSUS, NEFA **FORM 'C'** **Original**
Duplicate
Triplicate

APPOINTMENT ORDER OF SUPERVISOR

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

In exercise of the powers conferred on me by order of the Governor of Assam & Nagaland vide NEFA Administration Notification No. PD(A) 67/69 dated 8th January, 1970 and in pursuance of sub-section (2) of Section 4 of the Census Act, 1948 (Act No. XXXVII of 1948) read with sub-section (4) of Section 4 of the same Act.

I hereby appoint you,

Shri.....
as Supervisor of Census Circle No.....in.....Charge.

Your jurisdiction will cover the Census Enumerator's blocks, the particulars of which are given below :

No. of the Census Enumerator.	Name, designation and address of the enumerator	Village or Town in which the enumerator's block lies & its code No.	House Nos. falling within the enumerator's block.
1	2	3	4

You are deemed, by virtue of this appointment, a public servant within the meaning of the Indian Penal Code (XLV of 1860). You will be guided by the official instructions issued from time to time regarding performance of your duties as Census Supervisor. Your attention is also drawn to Section 11 of the Census Act, 1948 which is reproduced below :

Palce..... Signature .....
Date..... Designation .....

1971 CENSUS, NEFA **FORM 'D'** **Original**
Duplicate
Triplicate

APPOINTMENT ORDER OF ENUMERATOR

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

In exercise of the powers conferred on me by order of the Governor of Assam & Nagaland vide NEFA Administration Notification No. PD(A) 67/69 dated 8th January, 1970, and in pursuance of Sub-section (2) of Section 4 of the Census Act, 1948 (Act No. XXXVII of 1948) read with Sub-section (4) of Section 4 of the same Act,

I hereby appoint you,
Shri/Shrimati.....
as enumerator in.....Village/Town bearing Code No.....of.....Charge. Your serial Number will be.....and your jurisdiction extends over the following in the aforesaid village/town :

House Number	in Block No.	Circle No.

You are attached to Census Supervisor's Circle No..... Your Supervisor is, (name, designation and address of the Supervisor)
.....
.....
and your Charge Superintendent is, (name, designation and address of the Charge Superintendent).....
.....

You are deemed, by virtue of this appointment, a public servant within the meaning of the Indian Penal Code (XLV of 1860). You will be guided by the official instructions issued from time to time regarding performance of your duties as Census Enumerator. Your attention is also drawn to Section 11 of the Census Act, 1948 which is reproduced below :

Place..... Signature .....
Date..... Designation .....

Note : Provision of Section 11 of census act, 1948, reproduced with the forms A, B, C & D are not printed in this Volume.

Appendix VII

GOVERNMENT OF INDIA
NORTH EAST FRONTIER AGENCY

NOTIFICATION

Dated Shillong, the 27th June, 1970.

No. PD(A) 67/69—In exercise of the powers conferred under Section 6 and Section 7 of the Census Act, 1948 (No.37 of 1948) read with Section 3 of the North East Frontier Agency (Construction of References to State Government) Regulation, 1965 (No. 4 of 1965), the Governor of Assam is pleased to appoint the Deputy Commissioners and the Additional Deputy Commissioners, North East Frontier Agency, as the authority within their respective jurisdictions, to issue directions to persons for performance of the duties of Census Officers under Section 6, and also to call upon persons to give assistance under Section 7, of the aforesaid Act.

Sd/- P. N. Luthra,
Adviser to the Governor of Assam,
SHILLONG.

Memo No. PD(A)67/69, Dated Shillong, the 27th June, 1970.

Copy forwarded to :

(1) The Publisher, Assam Government Press, with a request that the above notification be urgently published in three consecutive issues of Assam Gazette.
(2) All the Deputy Commissioners/Addl. Deputy Commissioners, NEFA.
(3) The Director of Census Operations, NEFA, Shillong.
(4) All Secretaries, Deputy Secretaries and Under Secretaries of the NEFA Secretariat, Shillong.
(5) All Heads of Departments (Major & Minor), NEFA, Shillong.
(6) All Sub-divisional Officers/Circle Officers, NEFA.

S. M. Krishnatry
Secretary (P&D), NEFA, Shillong.

Appendix VIII

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
NORTH EAST FRONTIER AGENCY SHILLONG

ORDER

Dated Shillong, the 3rd March, 1970.

No.PD(A)67/69 :—In pursuance of the provision of Section 8(1) of the Census Act (XXXVII of 1948), the Governor of Assam is pleased to authorise the Census Officers of the North East Frontier Agency to ask all or any of the questions, mentioned in the schedule below to all persons within the limits of his jurisdiction and every person to whom any of these questions is asked shall be legally bound to answer such question or questions to the best of his knowledge and belief as required under the provision of Section 8(2) of the same Act. Provided that no person shall be bound to state the name of any female member of his household, and no woman shall be bound to state the name of her husband or deceased husband or of any other person whose name she is forbidden by custom to mention.

Schedule

(1) name of the person, and the person's
(2) relationship to the head of the household,
(3) sex,
(4) age,
(5) marital status,
(6) (a) age at marriage if the person is a currently married woman,
    (b) whether any child was born to the person in the last one year if the person is a currently married woman,

(7) (a) place of birth,
    (b) whether the place of birth was rural or urban,
    (c) name of the district to which the place of birth belongs,
    (d) name of State/Country to which the place of birth belongs,

(8) (a) place of last residence,
    (b) whether the place of last residence was rural/urban,
    (c) name of the district to which the place of last residence belongs,

(d) the State or the Country to which the place of last residence belongs,

(9) duration of residence at the place of enumeration,

(10) religion,

(11) name of the Scheduled Caste or Scheduled Tribe to which the person belongs,

(12) literacy (whether literate or illiterate),

(13) educational level (the examination passed),

(14) mother tongue,

(15) proficiency in other languages,

(16) main activity,

(a) The broad category of the main activity in order to determine whether the person is a,

(i) worker (and also to determine whether he is a cultivator, an agricultural labourer, engaged in household industry or other work), or

(ii) non-worker (and also to determine whether the person is a house wife, student, retired person, rentier, dependent because of youngness or old age or disability, beggar, inmate of an institution or other non-worker),

(b) place of work (the name of the village or town where the main activity is pursued),

(c) name of the establishment in which the person pursues his main activity.

(d) nature of industry, trade, profession or service to which the main activity of the person belongs,

(e) description of the work the person performs in pursuance of the main activity,

(f) class of worker (so as to determine whether the person is an employee, an employer, a family worker or a single worker),

(17) Secondary work

(a) broad category of the secondary work a person performs in addition to the main activity and whether the person is a cultivator, an agricultural labourer, a worker in a household industry or other worker with respect to the secondary work,

(b) place of secondary work (name of village or the town),

(c) name of the establishment where the secondary work is performed,

(d) nature of industry, trade, profession or service to which the secondary work belongs,
(e) description of the secondary work,
(f) class of worker so as to determine whether the person is an employee, an employer, a single worker or family worker with respect to the secondary work,

Sd/- P. N. Luthra,
Adviser to the Governor of Assam,
Shillong.

Memo.No.P.D(A)67/69/4747-866 Dated Shillong, the 24 **March** 1970

Copy forwarded to :—

(1) The Publisher, Assam Government Press, with a request that the above notification be urgently published in three consecutive issues of Assam Gazette. (2) All Deputy Commissioners/Additional Deputy Commissioners, NEFA .(3) The Director of Census Operations, NEFA, Shillong. (4) All Secretaries, Deputy Secretaries & Under Secretaries of the NEFA Secretariat, Shillong. (5) All Heads of Departments (Major & Minor), NEFA, Shillong. (6) All Sub-divisional officers/ Circle Officers, NEFA.

S. M. Krishnatry,
Secretary (Planning & Development)
N.E.F.Agency, Shillong.

Appendix IX

GOVERNMENT OF INDIA
NORTH EAST FRONTIER AGENCY

ORDER

Dated Shillong, the 8th January, 1970.

No.PD(A)67/69 :—In exercise of the powers conferred by Section 12 of the Census Act, 1948 (XXXVII of 1948) the Governor of Assam & Nagaland, is pleased to authorise all the Deputy Commissioners & Additional Deputy Commissioners of North East Frontier Agency, to accord sanction for any prosecution under the said Act within the limits of their respective jurisdictions.

Sd/- K.A.A. Raja,
Adviser to the Governor of Assam,
Shillong.

Memo. No. PD(A)67/69/267-725 Dated Shillong, the 16th January, 1970

Copy forwarded to :—(1) All Deputy Commissioners/Additional Deputy Commissioners, NEFA. (2) The Director of Census Operations, NEFA, Shillong. (3) All Secretaries, NEFA Sectt., Shillong. (4) All Deputy Secretaries, NEFA Sectt., Shillong. (5) All Under Secretaries, NEFA Sectt., Shillong. (6) All Heads of Departments NEFA, Shillong. (7) The Accountant General, Assam & Nagaland, Shillong.

S. M. Krishnatry,
Secretary (Planning & Development),
N. E. F. Agency, Shillong.

Appendix X

Census Circular No. 1

(Copy of letter No. Apptt. 1/70 dt. 3rd January, 1970 from Shri K. A. A. Raja, I.A.S., Adviser to th Governor of Assam, NEFA., Shillong, addressed to the Security Commissioner, NEFA., Tezpur, IGAR Shillong, All the Secretaries & Heads of Deptts., NEFA, All the Deputy Commissioners & Addl. Deputy Commissioners, NEFA, All the Sub-Divisional Officers, NEFA and All the Circle Officers, NEFA and Copy endorsed to the Director of Census operations, NEFA, Shillong) :

Subject : **1971 Census**

I am directed to say that the 11th All India Census will take place in February—March, 1971. For NEFA it will be the second census operation to cover the entire Agency. It is proposed that the operation will start in the snow bound and isolated areas as early as in October, 1970. The bulk of the work of enumeration will be done immediately afterwards to end by the middle of February, 1971. In addition to the actual census enumeration, a number of allied studies of considerable importance will be carried out at different stages.

2. Though, in theory, the census has always been a central subject, the achievements of the Indian censuses have been, in practice, the result of the Centre - State collaboration. It is necessary that the NEFA Administration extends full co-operation for successful conduct of the ensuing census. You are aware that NEFA poses various problems in conducting a large scale field operation. In consideration of the importance of the census, it will be necessary to mobilise all available resources for successful conduct of the same. It will be necessary to place the services of all the Government officials at the disposal of census authority without any claim on the Central fisc for travelling allowance, special pay or remuneration apart from such exceptional cases as those of the remote tracts for which the census authority may provide for remuneration. It may be necessary to utilize the services of students and other educated persons available in districts on payment of suitable remuneration.

3. Ordinarily, no travelling allowances should be debited to the census budget without prior sanction or counter signature by the Heads of Departments concerned, as well as the Director of Census Operations and Ex-Officio Superintendent of Census Operations, NEFA. Simi-

larly, it should be possible to bear the incidental expenditure out of the contingent grant allotted to the districts and different departments.

4. The Deputy Commissioners, the Additional Deputy Commissioners, the Sub-divisional Officers and the Circle Officers will be responsible for the efficient conduct of census in their respective areas. To make sure of the complete success of the census, special care should be taken to put only experienced and really efficient assistants in charge of the clerical side of the census work in the districts, the sub-divisions and the circles.

5. The Deputy Commissioners and the Additional Deputy Commissioners should assess the progress made in census work from time to time and ensure that the subordinate Officers are putting in their best to make the census a success and reflect their activities in confidential reports.

6. The essential changes in the existing boundaries of circles and Blocks should be given effect to before the end of the current financial year, so that the census may take place on a firm administrative ground. The Deputy Commissioners, the Additional Deputy Commissioners and the Heads of Departments will ensure that minimum changes are made in the district set-up by transfer and postings, specially after the Government officials are given training in census work by about the end of the current financial year. All efforts should be made to complete essential transfers and postings of the District Staff before the end of the current financial year.

7. The Administration is confident that all the Officers and men of the Administration, local bodies and other institutions will readily accept and loyally perform whatever work is entrusted to them in connection with the present census, in a spirit of national service.

Appendix XI

Census Calendar

(Copy of the letter No. Cen 1971/5/69 1917-2066 dt. 6.1.70 from Shri J. K. Barthakur, Director of Census operations and Ex-officio Supdt. of census operations ; NEFA Shillong, addressed to All Deputy Commissioners and Addl. Deputy Commissioners NEFA and a Copy endorsed to the Adviser to the Governor of Assam, Shillong, the Registrar General India, all Director of census operations, the Secretaries and Heads of the Deptts. NEFA etc.)

Subject :—**Calendar of Census Operations 1971**

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

2. 20 spare copies of the schedule are enclosed which may be distributed to the District Officers belonging to different Government departments and institutions.

Census Calendar for NEFA

December,1969	(1) Rural/Urban Classification. (2) Appointment of District Census Officers.
January-February, 1970.	(1) Appointment of Census Circle Officers. (2) Completion of national maps of villages including structures (buildings and houses). 3) Collection of statistics Village Directory.

March-April, 1970	(1) Formation of Blocks (These will be common for the purpose of housenumbering, houselisting and final enumeration.
	(2) Selection and earmarking of census enumerators and supervisors for each village.
	(3) Issue of appointment letters to enumerators and supervisors by the circle census officers.
	(4) Training of District/Sub-divisional Census Officers and Charge superintendents in housenumbering and houselisting and filling up of individual slips etc.
May-June, 1970.	(1) Selection and placement of enumeration agency.
	(2) Detailed instruction to be issued formulating the training programme of census officers at all levels including enumerators, supervisors and Interpreters.
	(3) Intensive training of enumerators, supervisors and interpreters including practical exercises in housenumbering, houselisting and enumeration of the population.
	(4) Issue of schedules etc. by the Charge Superintendents to the enumerators.
1st October, 1970 to 28th February, 1971.	(1) Housenumbering, houselisting & enumeration (count of population)
	(2) Collection of census figures from the enumerators at the circle level by circle census officers.
	(3) Compilation and reporting of provisional figures of circle by circle census officers to the District Census Officers.
	(4) Enumeration of houseless population on the last day of the enumeration period for the given area.
	(5) Compilation of district total by the District Census Officers at the district level and communication to the Director of Census Operations.

1st. March, 1971 to 5th March, 1971.	Compilation of State total by the Director of Census Operations.
6th March, 1971.	Communication of provisional total to the Registrar General, India by the Director of Census Operations.
7th March, 1971 to 31st. March, 1971.	Despatch of census records and other papers by the district officers to the Director of Census Operations.

Appendix XII

Census Circular No. 2

(Copy of the letter No. Cen 1971/8/69 dated 9.1.70 from Shri J. K. Barthakur, Director of Census Operations and ex-officio Superintendent of Census Operation N.E.F.A., Shillong, addressed to All Deputy Commissioners and Addl. Deputy Commissioners NEFA and Copy endorsed to the Adviser to the Governor of Assam, Shillong, the Security Commissioner, NEFA, Tezpur, all the Secretaries and heads of Deptts., NEFA. etc. etc.)

Subject :—**1971 Census—Preparatory Work**

This is in continuation of NEFA Administration's circular issued on the subject under No. Apptt. 1/70 dated 3.1.70 which broadly dealt with the policy regarding the conduct of 1971 Census in NEFA. The watch words for census are that none must be left out from the census counting and nobody must be counted twice.

2. You are aware that in the snow bound and inaccessible areas of NEFA, we aim at starting the census operation early (by October, 1970). There are roughly three and a half thousand villages in NEFA and on 31.3.68 we had 374 Class II Officers and 4,308 Class III officials in the districts, in addition to about 2,000 students studying in High School classes from VII to IX. These numbers must have increased by now. Even if half of our district staff are used for census, then, theoretically, synchronous census could take place in NEFA. However, it is good that a decision has been taken to conduct the operation on an extended schedule of time for NEFA and now, we should be able to cover all the villages under the census operation using the Government officials as enumerators and supervisors, and the senior students as interpreters, if need be, subject to permission obtained from their parents for their employment thus. A list of all the Government officials available within your jurisdiction may be prepared and a decision may be taken how many of them will be utilised for 1971 Census work.

3. It is also necessary now to prepare a list of the villages that remain snow bound for many months or so inaccessible that they need be enumerated during early October, 1970. A tight work schedule is to be prepared to cover these villages under the census operation as

early as possible and by positioning the enumerators in these villages by the 1st day of October, 1970. Simultaneously, a second list is to be prepared covering the remaining villages under the census operation so as to conclude the operation all over NEFA by the first half of February, 1971. The second half of February is to be kept in hand to consolidate and review the operation. The census operation will consist of house-numbering, houselisting and house to house enumeration in one single visit for which detailed instructions will follow.

4. The Government officials engaged in census work will be paid T.A./D.A. and porterage out of the normal departmental budgets, and such senior students of the NEFA High Schools (excluding the students reading in the final classes) as will be permitted by the parents to be employed as interpreters, will be paid T.A./D.A. and porterage at the same rate as those of Grade III officials. The total amount need be earmarked for this purpose may be communicated to this office early, so that Registrar General, India may be requested to provide us with the necessary fund. Attempt should be made not to disperse the government officials engaged in census work too widely, so that their normal work is not adversely affected over a long period of time. The work load entrusted to the officials should be made as equitable as practicable. You are requested to take personal interest in working out these details for which detailed instructions will be sent soon.

5. May I stress upon the point that the success of the 1971 Census is very important administratively and entirely depends upon your initiative ?

Appendix XIII

Census Circular No. 3.

(Copy of letter No. Cen-1971/11/69/2507—631 dt. 21st January, 1970 from Shri J. K. Barthakur, Director of Census Operations, & Ex-officio Supdt. of Census operations, NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA., and copy endorsed to the Adviser to the Governor of Assam Shillong, All the Secretaries & Heads of Deptt. etc. etc.)

Subject :—**1971 Census—Appointment of Census Officers**

You are in receipt of Memo. No.PD(A)67/69 dated 8.1.70 of the NEFA Administration delegating the power of appointing the Deputy District Census Officers, Assistant Sub-divisional Census Officers, Charge, Superintendents, Supervisors and Enumerators for census work, alongwith the forms in which the appointment orders are to be issued.

2. In this connection I request you kindly to appoint the District Statistical Officers as the Deputy District Census Officers and the Inspectors of Statistics in the headquarters of Additional Deputy Commissioners as the Assistant Sub-divisional Census Officers immediately. You will appreciate that you will have to depend heavily upon these officers in all census matters including training of Charge Superintendents, Supervisors and Enumerators and also in keeping track of the progress made in the census matters and dealing with the technical problems that may arise within your jurisdiction from time to time. It will be of advantage to appoint these officers immediately. I am enclosing a number of cyclostyled forms for the purpose, which may be filled in triplicate. The original copy may be handed over to the officers concerned, duplicate copy may be retained in your office whereas the triplicate copy may be sent to this office for our record.

3. The Charge Superintendents will be the Assistant Commissioners/ Extra Assistant Commissioners/Circle Officers incharge of a circle. The Charge Superintendents will be directly responsible for all works connected with census under your supervision. It is necessary that these officers are also appointed immediately so that they may be made responsible for census work from now onwards. An officer of appropriate rank may be appointed as Charge Superintendent for the circle in which your headquarters is located. The Deputy District Census

Officers and the Assistant Sub-divisional Census Officers may not be put in charge of these circles, as the functions of the Charge Superintendents are administrative in character and if this responsibility is given to the Deputy District Census Officers or the Assistant Sub-divisional Census Officers, then, they may not be able to do justice to act as your right hand man for the whole area under your jurisdiction. I am enclosing a number of cyclostyled copies of form 'B' for your issuing the appointment orders immediately in triplicate as indicated in the foregoing paragraph.

4. There will be a number of supervisors under a Charge Superintendent who will supervise the work of the enumerators in a Census Circle. A Census Circle will consist of 4-5 census blocks. A Census Block will consist of about 750 persons which will be identical with the census villages when the population of the census villages are less than 750, In bigger census villages more than one Census Block may be formed for which instructions will be issued separately. As the number of supervisors and enumerators will be quite large, we intend to print the corresponding forms ('C' and 'D') for your convenience. These will be sent to you as soon as they are ready.

5. The receipt of this letter may kindly be acknowledged alongwith the triplicate copies of appointment orders issued with respect to the Deputy District Census Officers, the Assistant Sub-divisional Census Officers and the Charge-Superintendents.

Appendix XIV

Census Circular No. 4.

(Copy of letter No. Cen-1971/8/69 Dated 29/1/70 From Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of Deptts., NEFA etc. etc.)

Subject :—**1971 Census-Outline for Nefa :**

In continuation of Census NEFA Circulars Nos 1 and 2, I give below the general outline of the 1971 census operations as will be conducted in NEFA.

1971 Census.

This is the eleventh decennial census of India. With this Census, India completes the 100th year of the proud tradition of modern census taking. In this year the North Frontier Agency participates in census fully.

Period of operations.

You have already been given the indication that due to peculiar terrain and other difficulties we shall deviate from the All India time Schedule of enumeration and we intend to start our work by the 1st day of October, 1970 to complete the same by the 28th February, 1971, which is also the closing date of census for the country as a whole. This early start will give us a scope to cover the entire Agency and canvass all the schedules.

Reference date

The All India reference date will be the sun rise of 1st March 1971. This will also be the reference date for NEFA inspite of the extended period of enumeration.

Census alendar.

The census operations will be conducted as per the Census Calendar approved by the Registrar General, India which has already been sent to you.

Census schedules.

The main schedules to be canvassed in the 1971 Census are given below :—

(1) Houselist.
(2) Establishment Schedule.
(3) Individual Slip.

The above schedules will be canvassed during a single visit of an enumerator.

Census operations.

The main census operations in the district will be (1) house numbering and houselisting and (2) enumeration. To conduct these two operations the following preliminary works are required to be performed (1) preparation of a village list, (2) preparation of a circle map and plotting of the location of the villages thereon, (3) preparation of notional map of each individual village showing the layout of the villages with respect to the village paths, the houses and other salient features, numbering the houses thereon and plotting the route to be followed by the enumerator so as to exclude the possibility of any omission of a house or individual from the census operations, and also facilitate the work of the Supervisors and the Charge Superintendents, and (4) preparation of the location code for each village and Census Block. During 1961 Census, the whole of the Agency was treated as rural. In this census some of the district headquarters will be treated as urban. The houselisting and housenumbering operations will cover all the houses of the Agency. The humblest of the habitats must find its place in the list and be numbered. The enumeration must cover all the persons of the Agency ; the poorest & the richest, the humble & the powerful, one and all. At the same time no house must be listed twice or nobody must be counted twice.

Census officers.

The Deputy Commissioners and the Additional Deputy Commissioners have been appointed by the Administration as District Census Officers and the Sub-divisional Census Officers within their respective jurisdictions under the Census Act, 1948. The District and the Sub-divisional Officers will be assisted by the District Statistical Officers and the Inspectors of Statistics who will be appointed as the

Deputy District Census Officers and the Assistant Sub-divisional Census Officers respectively. The district will be divided into Charges and each Charge will be under a Circle Officer who will be declared as Charge Superintendent. A Census 'Charge' will ordinarily be co-terminus with the administrative circle. The Charge Superintendent will be responsible to the District Census Officers and the Sub-divisional Census Officers for all the work concerned with census within his 'Charge'.

Enumerator's Block & Census Village.

Each Charge will be divided into Enumerator's Blocks. A Census Block will normally consist of 150-200 households or a population of about 750 in the rural areas and 120-150 households or a population of 600 in the urban areas. A census village is defined as "a collection of houses with a more or less defined boundary according to customs or traditions. The hamlets of a village are included in the main village. The village having one or more groups of habitations is treated as an inhabited village and village without habitation is treated as uninhabited village". Most of the census villages of NEFA will form a Census Block. An enumerator will have to cover 1-5 Census Blocks depending upon the local conditions and availability of officials.

Supervisor's Circle

A Supervior's Circle will consist of 4-5 Enumerators Blocks depending upon the local conditions. A Supervisor will see that the enumerator's work is completed accurately within the time schedule laid down by the Charge Superintendents.

Enumerators and Supervisors.

The enumerators may be chosen from amongst the school teachers, village level workers, medical and C.P.W.D. field staff and such other Government officials who have intimate knowledge of the area. The Supervisors may be selected from the supervisory cadres, such as Extension Officers, Section Officers, Malaria Inspectors, Health Inspectors, Senior Teachers and other gazetted officers.

Appendix XV

Census Circular No.5.

(Copy of letter NO. Cen-1971/8/69 Dated 29/1/70 From Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all the Secretaries and Heads of Depts., NEFA etc. etc.)

Subject : **A copy of the hon'ble home Minister's speech delivered on 16th May, 1969 on the occasion of opening of first Conference of Director of Census Operations of all States/Union Territories and Administration in New Delhi.**

I have great pleasure in reproducing below the speech of Shri Y. B. Chavan, Union Home Minister, delivered in the first conference of the Director of Census Operations held in Delhi for your perusal.

"Friends,

I am happy to be with you today as you begin your deliberations to finalise the details of an operation which is unsurpassed both in regard to its size as also its importance. The great care exercised by the Government in ensuring that only such persons are put in charge of these operations at the State-level as are outstanding and have the necessary aptitude, ability, willingness and capability to handle this onerous task, is a measure of the importance that is attached to this work. I must congratulate you at having the privilege to be associated with the forthcoming census operation.

2. We have rich tradition of taking complete censuses of population from the year 1872. The census has, of course, grown over this period both in quantitative and qualitative terms. The Indian census today is universally acknowledged as the most authentic and comprehensive source of information about our land and the people. With the dawn of independence and the adoption of a democratic system of government the importance of authentic data on population was enhanced. The size of the legislatures as also demarcation of electoral constituen-

cies depended on the statistical information regarding the size of the population and its geographical distribution. These data are invaluable also for the implementation of constitutional provisions like the welfare of the socially and economically backward classes. The advent of the Five Year Plans added a new dimension to the census operations. It was expected to yield information regarding such a variety of aspects of the nation's economy like population growth, its distribution, urbanisation, manpower, employment, literacy, migration, housing and so on. The planners as well as the research scholars look for detailed and sophisticated data on the trends in occupational and industrial/affiliations of the working population, fertility patterns, age and educational levels etc. Census has to meet this increasing hunger for data.

3. Lack of data can well be the most serious bottleneck in the process of planning in developing countries. We were fortunate enough to have at least the minimum basic data regarding the total population, its growth, distribution etc. But as the economy advances, the sectoral inter-dependence, need for regional balance, and various other complexities come in. This makes varied demands for more and more data. The twin factors of larger data and higher reliability of it in explaining the various policy variables then become of critical importance. Data collection and decision-making are two inseparable and inter-dependent aspects in the process of planning. In this strategic task, you form an important link and I am sure you will be proud of this role. Over last 100 years, the census operations have been keeping up with the varied demands of changing times. A greater degree of sophistication has come into our methods of collection, tabulation and analysis of statistical data during this period.

4. It is precisely so because of the crucial role it plays in indicating the possible policy variables in diverse fields that the census statistics will have to meet the test of accuracy as well as timeliness. Even the slightest doubt about its reliability or any delay in its publication would defeat the very purpose of the operation. In matters of collection of data, filling up of questionnaires etc., I hope you would appreciate that the success or otherwise of this gigantic effort will depend on the performance of the last link in the chain, be it the Gramsevak or the school teacher, who will do the actual enumeration. Our task should be to enthuse that agent in the process of this work so that they undertake enumeration with interest. They will also have to be given the necessary guidance so that the system of enumeration does not vary

from person to person. All the persons involved in the census work have to be alive to the importance of the whole operation otherwise they may come to regard it as only an additional demand on their time. Due care will also have to be taken by you to see that questionnaire does not become too complicated as to be beyond the comprehension of both the enumerator and the enumerated. I understand that finalising the census questionnaire is one of the main tasks before your conference. Much of the success of census enumeration will depend on the care and attention you give to this basic task.

5. The census operations are becoming more and more technical and intricate. To keep up with the need for increasing sophistication the Census Organisation has to acquire adequate technical skills to fulfil its tasks. I am glad to understand from the Census Commissioner that courses of training are proposed to be organised for all the Census Officers. During the inter-censal period several members of the staff of the Census Organisation had received advanced training in India and abroad. We have to keep pace with the advanced techniques in the rest of the world. We may have to gradually change over from some of the antiquated techniques like manual sorting of data etc.; however well it might have served the purpose in the past when the tabulations were comparatively simpler. The need for more and more sophisticated cross tabulation of data is now being felt and it has to be provided in quick time. Unless you modernise some of the techniques of processing of data by taking recourse to electronic computation, you may not be able to adequately meet the requirements. At the same time computerisation of enormously large data as that of the Indian population census is no simple matter. In fact it presents several other problems which cannot be readily resolved. I realise that it may not be possible to change overnight to complete processing of the entire Indian census data on an electronic computer. Some sampling procedures have to be adopted to get the data processed in time. This again requires adequate application of new skills which perhaps the past census procedures did not involve. At the same time the traditional methods of sorting and tabulation of data will also have to be resorted to for some simpler tabulations requiring the provision of basic data for small units. Your aim should be to complete the processing of data accurately and quickly and make them available to the consumers within reasonable time. Often much time is lost between the completion of census enumeration and publishing of the census tables and reports reducing their value to a considerable extent.

6. I hope that you will also give some thought to the way of presentation of the census results and reports. The census reports are generally so bulky and so full of figures that one is not readily attracted to them. Census data are of great relevance and value to the common man. I do trust that at the next census you will be able to bring out some popular versions of the census analytical reports to render them interesting to the common man and at the same time be educative. Your findings and your observations will be greatly valued. You are bound to be objective in your approach and you would have the necessary data to support your findings.

7. Apart from producing dry statistics, the Indian Census has followed a fascinating tradition of taking up ancillary studies in different fields and adding to the fund of knowledge. While the main purpose of census taking is not lost sight of, these ancillary studies have greatly helped in giving a meaning to much of the statistical data produced at the census. At the last census, I am told, the socio-economic surveys of a large number of villages formed the main plank of census ancillary studies and these had been greatly acclaimed by the scholars in and outside the country. I understand from the Census Commissioner that in the next census, urban studies will occupy a central place in the ancillary projects. This is a step in the right direction. Despite a large proportion of India's population being rural, increased urbanisation will be an inevitable concomitant of the socio-economic progress of the country as has been the experience of several developed countries. At this point of transition in India, studies on the processes of urbanisation are bound to be valuable.

8. Your responsibilities are great. Your task is none too easy though I have no doubt that it is a very fascinating one. Census would require single minded devotion on our part. It would be your task to inspire the entire machinery under you in the State to greater and greater effort in this work of national importance. The next census of 1971 makes an important landmark in the census history. It marks the completion of hundred years of modern census taking in our country. We could justifiably take pride in this achievemnt. I am sure all of you will strive your utmost not only to maintain but enhance our rich tradition in census taking. Your deliberations would lay the foundations for a sound superstructure for the completion of this work. I am very happy to inaugurate this conference. I wish you all god speed and success in the completion of the tasks ahead of you."

Appendix XVI

Census Circular No. 6.

(Copy of letter No. Cen-1971/8/69/2203-2212 dated 30.7.10 From Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of Deptts., NEFA etc. etc.)

Subject :—**1971 Census-Census Village**

I have the honour to say that for the purpose of census a village in NEFA is defined as below :

"A village is a collection of houses with a more or less defined boundary, which is recognised as a village according to customs or traditions. The hamlets of a village are included in the main village. Village having one or more groups of habitations is treated as an inhabited village and a village with no habitation is treated as an uninhabited village".

2. The definition of census village aims at covering all the villages of NEFA irrespective of such local variations in customs and traditions as may exist. In some other parts of the country, a census village is defined basically as a 'tract of land'. This approach is not insisted upon in NEFA, as a 'tract of land' which is an administrative rather than a demographic entity, is not well defined in the Agency in absence of cadastral survey records. But, however, the aggregate of the census villages defined on the basis of customary and traditional boundaries is required to cover the entire Agency. It may be appreciated that by not relating the definition to a 'tract of land', a greater responsibility of guarding against the possible omissions that may take place while enumerating the population, has been accepted, because some isolated habitations may not be included in the custom and tradition bound villages of NEFA. There may be some such habitations, as for example, in the areas since notified as 'forests'. If such habitations form a well defined forest village, no difficulty is anticipated as you must be already having a list of such habitations with you. But if small and scattered habitations exist in the forest areas which are yet to be accepted as forest villages, then there may be some danger of omitting the habitations from the coverage of census. To obviate such omissions,

the area falling within the jurisdiction of a Forest Ranger may be treated as a 'census village' and the Forest Ranger concerned may be appointed as an enumerator to cover the range. If the range is uninhabited, then the census returns will be 'NIL' and the corresponding census village will be treated as uninhabited. In all other cases, the population of the range should be shown as the population to the corresponding census village, however small it may be. In short, it is necessary to guard against any possibility of omission from the coverage of census resulting from existence of any peculiar local conditions.

3. We shall be sending you shortly a compilation of the location codes up to the village level basing our information upon the list of the villages already obtained from you. Therefore, if you like to suggest any addition to the existing list, the same may please be done immediately.

4. Another question of importance relates to the treatment of the hamlets of a village. Here, the test should generally be how the local administration has accepted the existence of a hamlet in a village. If a hamlet of a custom and tradition bound village has been accepted by the local administration as a separate hamlet for day to day administration, then the same should be treated as a hamlet of the census village also. As for example, when a hamlet is situated at a distance from the main village for which an independent 'Gaon Bura' has been appointed or treated otherwise as an independent hamlet by the local administration, the same may be treated as a hamlet of the corresponding 'census village' also. Similarly, in big villages of NEFA, where it is customary to appoint more than one person as Gaon Bura, it may not necessarily follow that the localities where different Gaon Buras live, must be treated as separate hamlets of the village. Here again, the test to be applied should relate to how the customary and traditional usages are practised by the people and accepted by the local administration.

5. Again, in some parts of NEFA the people have migratory habits. In many cases, the villages migrate from one place to another bearing the same name. In all such cases it must be ascertained if anybody had been left behind in the old village site or anybody else had migrated thereto from any other place. If anybody is found to be still inhabiting the old village site, and both old and new villages are found to be known by the same name, the corresponding villages may be called "Old (name of the village)" and "New (name of the village)", and a suitable note should be prepared for use in this and your offices.

6. There may be many local variations in the traditions and customs relating to formation of villages in different parts of NEFA. We shall be thankful to receive a note on this aspect so that the same may be included in our reports. Such notes will also help us in interpreting and classifying the data collected.

Appendix XVII

Census Circular No. 7.

(Copy of letter No. Cen-1971/8/69 Dated 31.1.70 From Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of Deptts., NEFA etc. etc.)

Subject :—**1971 Census-Urban Areas of NEFA.**

I have the honour to say that the following criteria were laid down by the Registrar General, India in order to determining whether a particular place should be treated as urban during 1971 Census.

"1. To qualify for recognition as an urban area, a place should be either a Municipal Corporation areas or a Municial area or under a Town Committee or a Notified Area Committee or a Cantonment Board. If it does not have any of these urban local bodies to administer the affairs, then the following empirical tests should be applied ;

(a) A minimum population of 5,000 (estimated for 1971);

(b) A density of not less than 400 per Sq. Km. i.e. 1,000 per Sq. Mile ;

(c) ¾th of the occupations of the male working population should be outside agriculture ; and

(d) the place should have a few pronounced urban characteristics and amenities."

2. During 1961 Census, the whole of NEFA was treated as rural. For 1971 Census also none of the places were found to be under Municipality, Town Committee etc. The criterion of the density of population also is not satisfied by any of the villages enumerated. The following table will clearly indicate the difficulties in declaring any area in NEFA as urban.

Population	*Villages*
upto 999	2,424
1,000—2,500	22
2,500 & above	5
Total :—	2,451

Source :—1961 Census.

3. However, it is observed that many places in NEFA, specially the district and sub-divisional headquarters, have developed distinct characteristics where large majority of people pursue non-agricultural activities. Therefore, it is decided that inspite of the smallness of the population, the district and sub-divisional headquarters having a population of more than 2,500 should be declared as urban areas on an empirical basis. Accordingly, the following areas will be treated as urban areas of NEFA for the purpose of 1971 Census.

(1) Bomdi-La —Headquarters of the Kameng District.

(2) Along —Headquarters of the Siang District.

(3) Pasighat —Headquarters of the Pasighat Sub-division of the Siang District.

(4) Tezu —Headquarters of the Lohit District.

Appendix XVIII

Census Circular No. 8.

(Copy of letter No. Cen-1971/8/69/3673-3822 dt. 5.2.70 from Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of Deptt, NEFA. etc. etc.

Subject :—**1971 Census—Definitions of Enumerator's Block, Building, House and Household.**

I have the honour to say that in the census circular No. 6 we defined a 'census village' and described some of the related aspects. Vide our letter No. Cen-1971/1/66/222-262 dated 18th June, 1968, we had i dicated the procedure to be followed while preparing the Village Layout Plans. A census village is required to be well-defined with natural boundaries or other permanent objects so that the limits of the village are clearly understood.

2. In our circular No. 7, the areas to be treated as urban in NEFA have been communicated. The preparation of maps for the urban areas will be identical with preparation of village maps. There should be no confusion regarding the extent of the urban areas with respect to be surrounding rural areas. In the Circle Maps the urban areas should be shown shaded.

3. The next phase of defining and demarcating the 'census village' and 'urban areas', is dividing them into 'Enumerator's Blocks'. A census enumerator is expected to cover about 150 households or 750 persons in the rural areas. If a village has a population of more than 750 persons, it will be necessary to split the same into more than one Enumerator's Block. In no case an Enumerator's Block should cover more than one village. As for example, a village with, say, a population of 1,000 may be split into two Blocks each Block having a population of 500 persons. But none of these Block should be tagged along with a nearby village with a population of, say, 200 persons to make a total

population of 700 in one of the Blocks. The second village will be treated as a separate Enumerator's Block having a population of only 200 persons. If a village is small, then the work of enumeration of the village may be entrusted to the neighbouring Block enumerator but in no case the separate identity of the village should be compromised. There can be two or more Blocks in a village but in no case parts of two villages should constitute a Block. As stated above, two Blocks can be entrusted to an enumerator to make the work load per enumerator equitable, if the distances permit.

4. The division of village into Enumerator's Blocks should be done with natural features such as a road, a river, a tank, an institution etc., so that no confusion arises at the time of actual enumeration in identifying the Blocks with the help of Location Codes.

5. In the urban areas, an Enumerator's Block will usually consist of 120 households or a population of 600 persons. The limits of the urban Enumerator's Blocks should be well-defined so that there can be no confusion about the extent of their limits. If a town has already been divided into wards, the limits of the Enumerator's Block should be made as identical with the limits of the wards as practicable. If a ward is found to be having more than 600 persons, the same may be split into more than one Enumerator's Block. But an Enumerator's Block should not consist of parts of two different wards.

6. The criterion of population stated above for the Enumerator's Block, both in the urban and rural areas, need not be very strictly adhered to. As for example, in a village with a population of, say, 850 persons in the interior, it will be more convenient to take the whole village as one Enumerator's Block, instead of splitting it further into Blocks. Same comments are applicable for splitting up of urban wards into Enumerator's Blocks.

7. We define the 'census Building', 'census House' and 'census household' at this stage, so that a comprehensive idea may be obtained about the frame-work upon which the operations of houselisting, house-numbering and enumeration will have to be carried out.

8. *Census Building* : "Building" is generally a single structure but sometimes made up of more than one component units, which is used

or likely to be used as dwellings (residences) or establishments such as shops, workshops, factories, godowns, cattlesheds etc. or in combination with any of these such as shop-cum-residence or workshop-cum-residence.

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

10. If there are more than one structure within an enclosure or open compound (premises) belonging to the same person e.g. the main house, the servants quarters, the garage, the granaries, the cow-sheds etc., the whole group may be treated as one building and each of the constituent separate structures may be treated as 'census house', which will be defined hereafter, provided that all the structures together will be treated as one 'census house' only, if the separated structures form an integral part of a housing unit used by one 'census household'.

11. In NEFA, sometimes it is found that some structures are constructed in the fields where the people from the nearby village go and stay for work. If in such structures the people stay for a long period synchronising with the visit of the enumerator and do not come back to the village during the period, and the structures are made to last for more than one agricultural season, then they should be treated as separate buildings. However, in such cases every effort should be made to ensure that the persons found residing in such structures at the time of enumeration are not doubly counted, once in their village and again in the farm houses.

12. On the other hand, it is sometimes found that in many villages the granaries are constructed a little away from the village to avoid the fire hazards and sometimes grains are also kept in the field temporarily in temporary storage structures. These granaries or temporary storage structures should not be treated as separate buildings. Similarly, temporary structures made in the jhum fields for the purpose of taking rest or shelter by the field labourers, or the temporary structures put

up to shelter the bird-scarers etc. should not be treated as separate buildings.

13. "*CENSUS HOUSE*" : A 'census house' is a building or a part of a building having a separate main entrance from the road or common courtyard or stair-case etc., used or recognised as a separate unit. It may be inhabited or vacant. It may be used for a residential or non-residential purpose or both.

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

15. As for example, a 'Gompa' may be a single building with many census houses used for different purposes such as shrine, dormitory, guest house, school etc. The parts of the Gompa used for such different purposes will be treated as separate census houses. On the other hand, a hostel building where the door of each room in which an inmate lives, opens to a common varandah or stair-case, should be treated as one census house only. In some parts of the country, the pattern of habitation is such that single household occupies a group of huts within an enclosed fence which has one main entrance. Each of the apparently separated structures is an integral part of the housing unit as such. In such cases it may be more realistic to treat the group as one census house. Care should be taken to ascertain if only one household occupies such a unit or shared by more than one household. Thus the definition of a census house will have to be applied having due regard to the actual situation when an exceptional case is confronted with. A stock taking may be done about the probable peculiar situations that may have to be reckoned with at the time of visit of the enumerator, at this stage, and referred to this office.

16. A census building or house should ordinarily have four walls and a roof. But in some areas, it may not be possible to insist upon these criteria. It may so happen that a conical roof touches the ground

and an entrance is provided without a separate wall. Such structures should be treated as buildings or houses.

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

18. The definition of 'household' as given above has been universally accepted and serves the purpose of determining the size of the smallest economic as well as demographic units of the population. But it is of common experience that in NEFA, in the areas where the menfolk marry more than one wife by custom, all living together in the same house, sometimes the wives are allotted with separate patches of land for cultivation and the agricultural produces are stored in separate granaries. The wives also cook separately in different hearths to feed the children born to them and the visiting or dependent members of their parental clans. In such cases, a strict application of the above definition will result in showing as if there are as many households as there are number of wives living in the house. Though such a picture will not vitiate the concept of grouping the population in smallest economic units, the concept of grouping the population in smallest demographic units will be adversely affected. Therefore, in this case, inspite of the partaking meals cooked separately in separate hearths, the entire family should be treated as one household of whom the husband should be shown as the head of the household.

19. However, when two or more persons each having one or more wives live in one house and take their meals separately cooked in one or more hearths belonging to the individual wives, the groups of wives married by a person should be treated as members of separate households of which the person should be shown separately as head of households. The young and unmarried children should be shown as members of their respective fathers' households even if they partake their meals by crossing the usual barriers of hearths. It must not be foregotten that when a widow or a woman whose husband is away, lives in the

house by her own right and cooks her meals separately for herself, her children and other persons attached to her, she will be deemed to be a head of a separate household.

20. The above examples are not exhaustive, they are mentioned, as illustrations only so as to provide a guideline that may be followed to bring the widely varying customs relating to the composition of the families, in line with the definition of the census household. If it is felt that any exceptional treatment is necessary to translate this definition to suit any of the prevailing local conditions, the same may please be referred to this office immediately.

21. We shall be grateful if you kindly prepare a note on the subject of living condition and the family composition of different tribes inhabiting your area indicating the manner in which the general definitions of 'building', 'house' and 'household' are being applied to and send the same to this office at a very early date. These notes will find a place in our reports under the names of the tribes and help us in interpreting the information collected.

Appendix XIX

Census Circular No. 9

(Copy of letter No. Cen-1971/8/69/4578-87 dt. 25370 from Shri J. K. Barthakur, Director of Census Operations, and Ex-officio Supdt. of Census Operations, NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA, and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of Deptts, NEFA. etc. etc.)

Subject :—**1971 Census--Location Code.**

What is location code ?

I have the honour to say that in our earlier circulars we had mentioned about the Location Code proposed to be adopted for 1971 Census. The location of a district is understood with respect to the Agency. The location of a circle has to relate to the district to which it belongs. The location of a town is to be understood with respect to a district, whereas the location of a village will be described with respect to the circle. The location of an Enumerator's Block will relate to a town for the urban areas. However, for the rural areas the Enumerator's Blocks will be given a running serial number for a circle. The location of a house is to be described with respect to an Enumerator's Block. Naturally, the location of a household is to be related to a house. We introduce a system of numbering districts, circle, towns, villages, Enumerator's Blocks, houses and households. The location code is, therefore, nothing but a system of indicating the smallest units to which an individual belongs by assigning numerical figures to different levels.

Code numbers for districts.

2. All the five districts of the Agency has been numbered beginning with the Kameng District and ending with the Tirap District as below :

District	*Code*
Kameng	1
Subansiri	2
Siang	3
Lohit	4
Tirap	5

Code Nos. for circles.

3. Each circle within a district has been assigned with an Arabic number. The Appendix to this circular will indicate these numbers.

Code Nos. for towns

4. Each town of a district has been given a code number in Roman numericals. Each village has been given a code number in Arabic numericals. These codes may be seen in the Appendix to this circular. In census circular No.6 ,we had mentioned that the areas falling within the jurisdiction of Forest Ranges may be taken as 'census village' whether or not they are inhabited. It may be clearly understood that the uninhabited villages should also have a code number. We are not very sure if the names of such uninhabited villages appear in the Appendix to this circular. If it is found that any such village have been omitted, the same may be added to this list and village code numbers may be given to them starting from the number next higher to the last number appearing in the list under the circles. A list of such additional villages included in the village list under circle may be intimated to this office immediately.

Location Codes for Enumerator's Blocks, houses & households.

5. This office will not attempt to pre-assign the location codes for Enumerator's Blocks, houses and households. The code number for the Enumerator's Blocks may be given by the District/Sub-divisional Census Officers under intimation to this office. Similarly, the code number for houses and households will be assigned by the enumerators, though they will have to keep to the housenumbering plan already laid down in the Village Layout Maps and will have to indicate the location of a new house in the Village Layout Plan supplied to them when such a house is found to have been constructed after the preparation of the Village Layout Maps. Similarly, if any house indicated in the Village Layout Plan is found to have been dismantled, the same must be clearly indicated in the Village Layout Map. Both in the case of discovering a new house or dismantling of an existing house, the enumerator will have to make a report in writing to the

Charge Superintendent and the same will have to be forwarded to this office through the District Census Officers or the Sub-divisional Census Officers. This note should clearly indicate the particulars of migration, splitting up or amalgamation of families that had resulted from construction of new houses or dismantling of old houses.

6. The code numbers of Enumerator's Blocks will appear within the round brackets such as ( ); whereas the code number for the house will appear within square bracket such as [ ] and the household code number will again appear in round bracket within the square bracket such as [( )]. For example, the code number running as 2/3/46(52)[30 (3)] will indicate the 3rd. household of the 30th. house of the 52nd. Enumerator's Block which belongs to the 46th. village of the 3rd. circle of the 2nd. district. It may be noted that both the Enumerator's Block and the village possess code number with respect to the circle. The method of assigning code numbers to the Block and the villages is elaborated below :

District		Circle		Village		Enumerator's	Remarks
name	code	name	code	name	code	Block	
X	a	Y	b	Z_1	1	1	village Z_1
						2	has two .
							Blocks.
				Z_2	2	3	Z_2 has one
							Block.
				Z_3	3	4	Z_3 has three
						5	Blocks.
						6	
				Z_4	4	7	Z_4 has two
						8	Blocks.

and so on

Similarly, the code number 3/II(4) [45(1)] will indicate the 1st. household of the 45th. house of the 4th Enumerator's Blocks of the 2nd. Town of the 3rd. District. However, it may be noted that in the schedules to be canvassed and the abstracts to be taken out therefrom the entries against "location code" will be upto the Enumerator's Blocks such as 2/3/46(52) or 3/II(4) of the above examples, whereas the house nos. and the household nos. will be entered separately in the space specifically provided for the purpose.

7. In our next circular, we shall deal exclusively with the subject of houselisting and housenumbering and the Schedules to be used for the purpose. In the next circular, we shall again revert to the problems of assigning code numbers to households and canvassing the Individual Silps with respect to each person found in the household. *In the meantime, I request you kindly to go through the list of the location codes prepared by this office upto the village level and appended to this circular and indicate to us immediately the accuracy or otherwise of the same keeping in view constantly the cardinal point that no strench of the Agency should be left out from the coverage indicated by these code numbers. In the last column of the appendix, we give our suggestion regarding the number of Enumerator's Blocks that may be carved out of a town or village. I request you to comply strictly with the instructions laid down in the Census Circular No. 8 while carving out the Enumerator's Block and assigning suitable code numbers to them, under intimation to this office.

* Instructions subsequently condensed in the pamphlet 'A Guide for Census Enumerators (Appendix XXVII to this volume) instead of issuing a circular to the Deputy Commisioners and the Additional Deputy Commissioners.

Appendix XX

Census Circular No. 10.

(Copy of letter No. Cen-1971/8/69/27 dated 13 dt. 16/4/70 from Shri J. K. Barthakur, Director of Census Operations and Ex-officio Supdt. of Census Operations, NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA, and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of Deptts, NEFA etc. etc.)

Subject :—**1971 Census--House—Numbering, Canvassing of Houselist and Establishment Schedule and Preparation of House-List Abstract.**

Why house-numbering.

I have the honour to say that in the last circular we had communicated the definitions of buildings, census houses and households. We are now in a position to examine the exact procedure to be followed by the enumerators for numbering the houses in an Enumerator's Block and canvassing of the schedules. It is emphasised that house-numbering is not a superfluous exercise for the purpose of conducting the decennial census only. It serves several purposes besides being useful for census work. House-numbering provides the intelligence of locating the houses which is of considerable importance for day to day administration and extending welfare measures for the benefit of the people. The house-numbering also helps in conducting socio-economic surveys, introduction of rationing, setting up of fair-price shops, distribution of subsidised foodstuff, preparation of electoral rolls and various other allied administrative activities. In consideration of these, we suggest that in some places such as the administrative centres and big villages you may like to avail the opportunity for numbering the houses permanently and keeping a local house register. The pre-requisite of a good house-numbering scheme is that any stranger on entering a village or a town should be able to locate a required building or house easily with the help of an intelligible system of house-numbering. For census opera-

tions, the house-numbering will form the very basis of enumeration and help elimination of omission or duplication of households during the population count. It is important that no house is left out from numbering.

How to number houses in NEFA.

2. In the Circular No. 8 detailed discussions on building, census-houses and census-households had been given. The process of house-numbering has been described in detail in the instruction booklet for enumerators for filling up the houselist and establishment schedules (enclosed). Only deviation for NEFA will be that the notional maps have already been prepared by Circle Officers, and a copy of this will be provided to the enumerators. The enumerator should understand clearly the extent of the Enumerator's Block to be covered by him. The Enumerator's Block will be indicated in the village layout map supplied to him by the Charge Superintendent concerned. The enumerator should identify the location of the house on the map from where the house numbering can conveniently be started. Starting from that house, the enumerators should compare the village lay-out map supplied to him with the houses actually standing and note if any new house has been constructed after the village lay-out map was prepared and also find out if any house appearing in the village lay-out plan has since been dismantled. When a new house is found to have been constructed, the location of the same should be marked on the village lay-out map. If a house has been found dismantled the corresponding symbol of the house on the village lay-out map should be put inside a circle with the remark 'Dismantled'. Simultaneously, a written note on the in migration or out-migration of the previous inhabitants should be prepared giving as much details as possible. After he has satisfied himself that all the existing houses of the Enumerator's Block have been marked on the village lay-out map, he should start numbering the houses in a syste matic manner in a left to right or a clockwise order, or from North-East to South-East, and so on. The houses marked on the village lay-out map should also be given

identical number (same as one put actually on the entrance to the house) following the detail instructions given is the instruction booklet.

Coal-tar as numbering material.

3. House-numbering should be done with some cheap material. For NEFA coal-tar will be the ideal material to be used for the purpose.

House number to relate to census house and not to census households.

4. Each building and census house will be numbered. It will not be necessary to put the household number on the door of each census house as it will be possible to locate all the households with the help of the census house number.

Marking of the corner houses on lay-out maps.

5. It has already been stated that the enumerator will identify the house from where the house numbering starts on the village lay-out map by making such entries as "Mr. A's residence" or Vacant house of Mr.B", "Pan shop of Mr.C", "Temple" etc. Starting from this house the enumerator will follow a particular direction to put numbers systematically along a lane or road. It may be necessary to alter the direction at a particular point. The identification of the corner house where the direction is changed should be marked on the village lay-out map. Isolated houses also should be identified on the map. The enclosed map at Appendix 'A' will clarify the procedure.

Listing of houses in Houselist schedule.

6. After the preparation of notional house numbering maps and the numbering of the houses, the next thing for the enumerator to do is to list the houses in the prescribed form called 'Houselist'. The enclosed instructions to the enumerators deals in detail the problems of filling up this schedule. Houselist is a simple schedule with self-explanatory questions. We are enclosing the schedule with a specimen entry form and explanation thereon, which should clarify the position.

Listing of establishments in Establishment schedule

7. While listing the houses, if a census house is found to have been used as an 'establishment', then the entries with respect to the census houses should be made also in the Establishment Schedule.

Houselist & Establishment Schedules to be filled in duplicate.

8. It may be noted that both houselisting and establishment schedules are to be filled in duplicate and both the copies will be sent to the Director of Census Operations, NEFA.

9. I am enclosing a compilation of the clarification issued by Registrar General, India,subsequently, regarding the housenumbering and canvassing of houselist and establishment schedules which may be incorporated in the instruction booklets enclosed.

10. After completing the work of houselisting and filling in the Establishment Schedule, the enumerators will have to prepare a 'Houselist Abstract' in Form No.I which is enclosed. The form is simple and self-explanatory. The Charge Superintendents will have to fill in another Form No.III for the charge which is called the 'Houselist Abstract for charges'. The instructions to fill in Form I and III are enclosed. Forms No.I and III will be filled in triplicate. One copy will be retained by the Charge Superintendents, one copy will be kept by the District/ divisional Census Officers and the third copy will be sent to the Director of Cnesus Operations, NEFA.

Note : The appendices to this circular not published in this volume except the model village lay-out sketch with routes of enumerator, house number etc. which appears as Appendix XXVIII

Appendix XXI

Census Circular No. 11.

(Copy of letter No. Cen-1971/8/69 dated 16/4/70 from Shri J. K. Barthakur, Director of Census Operations, and Ex-officio Supdt. of Census Operations, NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA, and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of Deptts, NEFA etc. etc.)

Subject :—**Compilation of events for each circle...**

I have the honour to invite a reference to para 3(q) of the minutes of the Training Conference of the Deputy District Census Officers and the Assistant Sub-divisional Census Officers and request you kindly to compile a list of the events that took place in each circle which may be used by the enumerators for the purpose of refreshing the memory of the respondents for the purpose of determining their ages. It is needless to point out that the recording of the correct age of the respondents during the census operations is of vital importance. The information regarding age is necessary to determine the size of the working force (both male and female), number of children in school-going age, number of women in child bearing age etc.

2. However, all over the country, difficulties are faced in determining the exact dates of birth of the respondents as most of the villagers are illiterate and do not keep any account of their own and dependents' ages. It has been the usual practice to refresh the memory of the respondents by making reference to important events that took place in the area. In the last census, the main points of the reference were the two great earthquakes that rocked NEFA. However, during the training conference, it was pointed out that there were number of other events that the people remember clearly. As for example, the Chinese Aggression of 1962 and the attainment of independence in 1947 have remained as a vivid memory in the minds of most of the villagers. Further, the different expeditions, such as the Abor Hills expendition, and incidents such as Achingmuri incident of the Daporijo area, and Chiang-Tajo incident of the Kameng District, have remained as unforgetable events in the localities where they took place. In the interior places

the dates of opening of an Out Post, transfer and posting of different Circle Officers, epidemics, flowering of bamboo and resulting scarcity of food etc. are also clearly remembered by the people.

3. If a list of these events are compiled for each circle and arranged chronologically, then the same would be of considerable help to the enumerators for determining the ages of the respondents. Such compilation will also make an interesting reading administratively. It is presumed that if the list is compiled at the circle level by the Circle Officers themselves, then, it may not involve much work. of course, the Circle Officers will require help from the district authority in compiling such events as posting and transfer of Circle Officers.

4. I shall be grateful if early action is taken in this regard and the list of the events is compiled and arranged chronologically and sent to us so that we may prepare sufficient copies to be distributed to the enumerators.

Appendix XXII

Census Circular No. 13.

(Copy of letter No. Cen-1971/8/69/1103-1112 dt. 8.5.70 from Shri J. K. Barthakur, Director of Census Operations, and Ex-officio Supdt. of Census Operations, NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA, and copy endorsed to the Adviser to the Governor of Assam, Shillong, all Secretaries and Heads of Deptts, NEFA etc. etc.)

Subject:—**1971 Census—village boundary :**

I have the honour to say that in our Circular No. 6 dated 30.1.70 we had defined a census village in NEFA as below :—

> "A village is a collection of houses with a more or less defined boundary which is recognised as a village according to customs and traditions. The hamlets of village are included in the main village. Village having one or more habitation is treated as an inhabited village and a village with no habitation is treated as an uninhabited village".

We had mentioned in the last part of the second paragraph of the same circular that the forest areas falling within the jurisdiction of a 'Forest Ranger' might be treated as a census village, as the same would not be geographically included within the boundaries of any traditional village.

2. It is necessary now to assess if the census villages defined in the above manner along with the forest areas treated as census villages, have resulted in the geographical coverage of entire Agency. We have mentioned earlier that in absence of cadastral survey records, it was difficult to relate the definition of a census village to a "tract of land". A study had since been conducted on this point. It is discovered that a very elaborate system of 'traditional settlement' exists in the Agency although the official settlement operation has just started in very few places only. The land owned by an individual family remains well

defined within a traditional 'village boundary'. We, therefore, intend to demarcate the villages by their traditional boundaries on the circle maps.

3. The advantages of defining the extent of the village boundaries and plotting the same on the map as accurately as possible, will be manifold. This will, at the first place, enable us to ensure that the geographical coverage of the census in the Agency is complete. The information so collected will also be of immense administrative importance. Once the village boundaries are plotted, the accurate maps of the different circles will be automatically derived. The village boundaries, when superimposed on a Survey of India map, will enable us to determine the village areas with a reasonable degree of accuracy with the help of transparent grids or pentimater and by using a suitable correction factor to keep to the control figures of the district areas. The aggregate of the village areas will give the circle and sub-divisional areas, which are at present not available. In addition to this, whenever a village is taken out or added to the existing jurisdiction of a circle, it will be possible to find out the resulting area and shape of the affected circle with the help of the information so compiled. The matter was discussed thoroughly with the Secretary (G.A.) to the NEFA Administration, who had opined that if the village boundaries could be plotted on the map and the area determined in this manner, the same would be of immense administrative value and the Administration was eager to get the job done.

4. An investigation reveals that each of the NEFA villages has a well defined boundary normally with such a natural objects as streams, small and big hill ranges and peaks etc. In some cases, however, the village boundaries are defined by rocks of some other similar objects which also bear a definite name. Even the so called "shifting villages" also normally shift within the traditional limits of a village which may sometimes be as big as 50 sq. miles in size and therefore, jhuming on one extremity of the village area naturally leads to' shifting' of the houses from the region of the other extremity of the village. It is, therefore, possible to compile the description of the hard-lined village-boundaries with a little effort. Once the boundaries of the villages are compiled and cross-verified, it sohuld be possible to plot the boundaries roughly on the circle map. With the help of these maps and the descriptive notes, it will be possible to superimpose the village boundaries on a Survey

of India map and thereafter determine its area in the manner described in the foregoing paragraph.

5. It should not be very difficult for the Circle Officers to compile the descriptive note of the village boundaries and plot them on the circle maps as a circle in NEFA contains about 40 villages only on the average. For a Circle Officer who is expected to have intimate knowledge of his territorial jurisdiction, such a compilation should be possible in a course of a month or so, with the help of the Goanburahs and village elders who often visit the circle headquarters. The Circle Officers also meet them often in course of their normal tours. In exceptional cases the Goanburahs and village elders could be called to the circle headquarters for the purpose. Care should be taken to ensure that the boundaries of the adjoining villages are commonly described by both the villages and a firm line is drawn on the circle map to demarcate them. Whenever it is found that the village boundary is in the dispute and the claims of the rival villages cannot be reduced to a single natural object, the area commonly claimed by two villages may be defined and may be kept shaded in the circle map with the remark "disputed".

6. Care should also be taken to include such land of the villages as are utilised for hunting or grazing only within the village boundaries and in all possible cases area may be marked as hunting-ground or pasture-land etc. It has been our experience that hunting-ground and the pasture-land remain adjacent to the cultivable land (area cleared for jhum periodically) of the village, and in very rare cases they form an isolated pocket amidst the land belonging to other villages. Therefore, whenever a piece of hunting ground or pasture-land is found to be situated in this manner, a special enquiry should be made to confirm the position. It is needless to stress again that the village boundaries so compiled and plotted on a map should present the compact area of a circle and subsequently, the entire Agency. If any area is reported to be not included in a village or a forest area, then immediate report may be sent to this office.

7. A word of caution need be uttered at this stage. Some tribes state that the traditional ownership of the land pertained to the clans which was later sub-divided into villages. It will be unnecessary to go very far back to accommodate such claims as our aim is to compile the

areas of the villages as administrative units and nothing else. What is necessary is to find out the dejure and defacto boundaries of the villages as it exists now and as will be acceptable to the local administration. The test should be whether the area covered by the boundaries of a village can be encroached upon by any person other than the inhabitants of the village. If the answer is negative then the village is defined as an administrative unit. It may be noted that an odd family migrates sometimes from one village to another with the consent of a family residing in the second village and allowed to cultivate a part of the land 'belonging to that family' by mutual arrangement. Similarly, a family can also rent out his portion of the village land to an outsider for a temporary period. These evidences, however, do not alter the identity of the village boundary.

8. We shall be requesting you in the next circular to compile a note on the details of customs regulating the ownership, holding and transfer of land for each tribe inhabiting your area. But the purpose of this circular is to initiate immediate work of determining the village boundaries with the help of the Circle Officers. You will appreciate that by doing this job, a Circle Officer will gain a greater insight into the affairs of his own territorial jurisdiction and provide you with a large amount of administrative intelligence.

9. The Circle Officers may, therefore, do the following :—

(i) Collect the descriptive note on the boundaries of each village falling under the territorial jurisdiction of a circle and compile the list of the natural objects that fall on the North, East, South and West boundaries of each village.

(ii) Tally the boundaries so compiled with the boundary descriptions of the adjoining villages.

(iii) Plot the boundary of each village on the circle map (drawn to a scale) as accurately as possible but in all cases writing down the names of the prominent objects that fall on the boundaries.

10. As soon as the above details are completed, we request you to send the same to us as early as possible and not later than the month

of July, 1970. We appreciate that plotting of the village boundaries on a circle map will not be accurate as the Circle Officers are not provided with technical hands capable of doing such a job. But even a notional map drawn in the field will be of immense value and help to us to plot them over the Survey of India maps. If a Survey of India map is locally available then extensive use may please be made of the same and in the circle maps the boundaries of the villages may be further defined by map-references as the small streams, hill ranges and peaks may not always bear a name on the Survey of India sheets.

11. I request you to realise the importance of this work and take personal interest to ensure that the job is done thoroughly and speedily. It may be borne in mind that not an inch of NEFA should remain unaccounted for. It is needless to mention that the area under reserved forest etc., should not form a part of the traditional villages and the areas of the village or villages which now form a well defined headquarter area of an administrative centre, should not be shown as parts of the old village but need be given a separate identity with the name of the headquarter area of the administrative centre.

12. Receipt of this letter may be acknowledged.

Appendix XXIII

Census Circular No. 14.

(Copy of letter No. Cen.1971/8/69 dt. 13.6.70 from Shri J. K. Barthakur, Director of census operations and Ex-officio Supdt. of census Operations NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, NEFA, and Copy endorsed to the Adviser to the Governor of Assam Shillong, all Secretaries and Heads of Deptts. NEFA etc.)

Subject :—**1971 Census--ownership, holding and transfer of land by the people of NEFA :**

I have the honour to say that in the census circular No. 13 dated 8.5.70, it was indicated that a request would be made to you for compilation of the details of customs and practices regulating the ownership, holding and transfer of land for each tribe inhabiting your area. The methodology of collecting these information was under examination for some time. It is now decided that for the sake of uniformity of the information to be collected, an illustrative questionnaire will be devised. Accordingly, I enclose an illustrative questionnaire for collecting the information with respect to each tribe inhabiting your area.

2. The questionnaire enclosed is only illustrative. If it is found that some additions or alterations are required to be made in the questions contained therein to suit the locally prevailing conditions, then the same may be done freely so that true picture of ownership, holding and transfer of land for each tribe is thrown out and assimilated in its correct perspective. You will agree with me that the information so collected, read with the area figures indicated by the boundary maps of the villages (as requested in our previous circular) and the demographic and economic data to be collected in the main census operations, would provide an invaluable source of information with respect to your area, for administrative as well as scientific purposes.

3. I am endorsing a copy of this circular and the illustrative questionnaire to all the Charge Superintendents with a quantity of blank white sheets and carbon papers. I hope you will kindly direct them

to forward a copy of the report they will compile on your behalf to this office as soon as it is ready, so that we may scrutinize them and bring the requirement of additional or ancillary information to your notice before you have completed the compilation of information for your area as a whole. You will appreciate that most of the information to be collected in response to the illustrative questionnaire, should be readily available with the Circle Officers as they relate to very fundamental aspects of the lives of the people which need be understood by an officer responsible for day to day administration of the area.

Appendix to NEFA Census Circular No. 14.

Illustrative questionnaire for collection of information regarding ownership, holding and transfer of land by the people of NEFA

I—*Identification*

(1) Name of Tribe : _____
(2) Name of Circle : _____
(3) Name of District : _____
(4) Name of Circle Officer : _____
(5) Names and Addresses of informants. : _____

II—*Basic Concept of Ownership of land*

(a) How from the very beginning the land was acquired by the tribe ? Please give in detail the story/myth connected with this. Where did they come from and why ?
(b) How the land acquired by the tribe was further sub-divided into village land ?
(c) Did the tribe first settle in one village and later spread out into different villages as the population increased ?
(d) Did the tribe settle in harmony alongwith some other tribe from the very beginning ?
(e) Did the different clans figure in the ownership of land by the tribe ? If 'Yes,' how ?
(f) Did the households figure in the ownership of land by the tribe ? If 'Yes', how ?

III—*Operative Ownership of land*

(a) Are the boundaries of villages mainly inhabited by the tribe well defined ? If 'Yes', do they consist of natural objects or artificial objects ?
(b) In the villages where more than one tribe live together, is the village land further divided tribewise ? If 'Yes', how such division is made ? Also describe how the tribes came to live together in such villages and how the ownership of the land for the village as a whole was originally derived ?
(c) Can the inhabitants of a village cultivate land belonging to another village mainly inhabited by the same or another tribe, as a matter of right ?

(d) How the land within the village is owned :

For Jhuming :

(i) Is there any village common land for jhum cultivation ? If 'Yes', describe the method by which the common ownership is exercised at the stages of (a) cutting and burning of jungle (b) clearing of the burnt fields (c) sowing (d) weeding (e) protection from wild birds/animals (f) harvesting. Is there any 'lottery' system to distribute common land to the families or do they have to get their allotment by an order of precedence-the Chiefs coming first and the rest later in a particular order ? For how long a period such allotment is made ?

(ii) Is there any ownership of jhum land by families ? If 'Yes', how the right was acquired ?

For building House :

(iii) Do the household sites belong to the village common land ? If 'Yes', how the common ownership is exercised ? (Describe the custom regulating distribution of house sites to individual families).

(iv) Do the household sites belong to individuals ? If 'Yes', how the ownership was originally acquired ?

For collecting firewood and forest products :

(v) Is there any common village forest land exclusively meant for extraction of firewood and other forest products ? If 'Yes', how the common ownership is exercised stating categorically if the inhabitants of any other villages can use such village forest land as a matter of right ?

(vi) Does any part of the village forest land belong to individuals for their exclusive extraction of firewood and other forest produce ? If 'Yes', how the individual ownership was originally acquired ?

For hunting :

(vii) Is there any common hunting ground for the village as a whole ? If 'Yes', how the common ownership is exercised stating categorically if the inhabitants of any other village can hunt in the common hunting ground as a matter of right ?

(viii) Does any part of the village hunting ground belong to an individual ? If 'Yes', how the individual right was originally acquired ?

For fishing :

(ix) Is there any common water area for the village as a whole ? If 'Yes', how the common right is exercised stating also categorically if the inhabitants of any other village can fish in the comonly owned water areas, as a matter of right ?

(x) Is there any water area that belongs to the individuals ? If 'Yes', how the right was originally acquired ?

For Grazing

(xii) Is there any grazing land that belongs to an individual and If 'Yes', how the right was originally acquired ?

For permanent cultivation

(xiii) Write a note on ownership and possession of permanently cultivated fields like W.R.C., T.R.C. or Orchards.

Rights of the clans as against those of villages or individuals :

(xiv) Is there any part of the village common jhum land, homestead area, hunting ground, grazing land or water area, that belong to a particular clan inhabiting in one or more villages exclusively or in admixture with other clans/tribes ? If Yes', how the clan rights are exercised vis a vis village rights and the rights of the indivduals ? Write an exhaus tive note on this very intriguing subject.

IV—*Holding of land :*

(a) Can a person from another village settle in the village ? If 'Yes', can he use the village common land and water areas alongwith the other villagers ? If 'Yes', what arrangements he has to make with the villagers prior to his shifting to the village ? Does he has to belong to the same tribe or can he belong to any other tribe or can he even be a non-tribal ?

(b) Can an individual possessing a household site, a jhum field, water areas etc. be ousted from his possession ? If Yes', what are the circumstances that may lead to termination of possession?

(c) Can a villager possessing land individually rent out a part of his land to anybody not belonging to the village ? If Yes', what are the customs and usages that permit the renting out stating categorically whether he can rent out his land to a man belonging to his own tribe only or to any other tribe or even to a non-tribal ?

(d) Does possession of land leads to defacto ownership of land ? Is the concept of adverse possession operative ? Cite instances, if any.

V—*Transfer :*

(a) Can the land, houses, water areas and other real properties commonly used by the villagers be transferred to another village or individual ? If 'Yes', what are the customs and usages that control such transfer ?

(b) What are the customery laws of inheritance for land, houses and other real properties ? Please deal separately the results of exogamous marriages in an endogamous society with respect to inheritance ?

(c) Does woman inherit land ? If 'Yes', from whom and to what extent ? Can women possess land ? If 'Yes', how much and for how long ? Can women transfer land ? If 'Yes', to whom, to what extent and on what terms ?

(d) What is the effect of marriage of widows and unmarried women who are owners or possessors of land, house and other real property ?

(e) Can the land, house or other real property be transferred to a person belonging to another tribes or to a non-tribal ? If 'Yes', what are the customs and usages that control such transfer ?

(f) Does an 'adoption' (of an adopted son and also of an adopted daughter) affect the normal rules of inheritance ? If 'Yes', how ?

(g) Is mortgaging practised ? If 'Yes', please give details of the customs regulating mortgages, dealing separately with the customs, if any, and their effects on the usufructuary mort gages on land and livestock.

VI—*Ceremonies :*

Please write notes on the traditional ceremonies (including the traditional expectation of courtesies between the parties whenever applicable) on the following or other allied activities :—

(i) Purchase of land,
(ii) Renting out or renting in of land,
(iii) Inheritance or relinquishment of right over land,
(iv) Selection of jhum fields for the year,
(v) Cutting of jhum fields,
(vi) Burning of jhum fields,
(vii) Clearing of jhum fields,
(viii) Distribution of jhum fields in smaller plots to families,
(ix) Sowing of jhum fields,
(x) Weeding of jhum fields,
(xi) Harvesting of jhum field,
(xii) Carrying of harvest home from jhum field,
(xiii) Customs specially coined to cover the stages of agricultural activities in a W.R.C./T.R.C. field, orchard etc. in keeping with the customs regulating the agricultural activities of the jhum fields, or otherwise,
(xiv) Selection of housesite for the village as a whole,
(xv) Selection of a housesite for a village common house,
(xvi) Selection of a housesite for a family,
(xvii) Erection of a village common house,
(xviii) Erection of a private house,
(xix) Common fishing/hunting by village as a whole,
(xx) Fishing/hunting by individuals (separately for dangerous or ordinary or valuable games etc.)
(xxi) Movement of grazing stock first time in the season to the grazing land from the village.
(xxii) Movement of grazing stock from the grazing land to the village.

Appendix XXIV

Census Circular No. 15.

(Copy of letter No. cen. 1971/1/67 dt. 4.7.70 from Shri. J. K. Barthakur Director of Census Operations and Ex-officio Supdt. of Census Operations NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners, and copy endorsed to the Adviser to the Governor of Assam Shillong, all Secretaries and Heads of Deptts NEFA etc.)

Subject:--**Scheduled Castes and Scheduled tribes in North East Frontier Agency**

I have the honour to inform you that constitutionally North East Frontier Agency is a part of the State of Assam. The Agency is directly administered by the President of India through the Governor of Assam, who acts as his agent.

Scheduled Castes of NEFA :

The castes which are Scheduled in Assam under "The Scheduled Castes and Scheduled Tribes Lists (Modification) Order, 1956", (Part II of Schedule I) are to be treated as Scheduled Castes in NEFA. The following are the Scheduled Castes in Assam which are to be treated as Scheduled Castes in NEFA also.

(1) Bansphor
(2) Bhuinmali or Mali
(3) Brittial—Bania or Bania
(4) Dhupi or Dhobi
(5) Dugla or Dholi
(6) Hira
(7) Jalkeot
(8) Jhalo, Malo or Jhalo-Malo
(9) Kaibartta or Jaliya
(10) Lalbegi
(11) Mahara
(12) Mehtar or Bhangi
(13) Muchi or Rish.
(14) Namasudra
(15) Patni
(16) Sutradhar

Scheduled Tribes in NEFA :

2. In the Presidential Order of 1956 mentioned in the foregoing paragraph, it is said that in NEFA all the tribes of the Agency are to be treated as Scheduled Tribes. At paragraph 2 of Part II of Schedule III of the Order, an illustrative list of the tribes of the North East Frontier Agency is provided. The relevant portion of the Order at Schedule III —Assam, reads as below.

"2 In the tribal other than the Autonomous districts :—

All tribes of North East Frontier Agency including —

(1) Abor
(2) Aka
(3) Apatani
(4) Dafla
(5) Galong
(6) Khampti
(7) Khowa
(8) Mishmi
(9) Momba
(10) Any Naga Tribes
(11) Sherdukpen
(12) Singpho"

3. No tribes other than the tribes of the North East Frontier Agency are to be treated as Scheduled Tribes in the North East Frontier Agency. It may be particularly noted that tribes scheduled in the Autonomous Districts of Assam (including present Nagaland) and in the State of Assam excluding the Tribal area other than the Autonomous Districts of Assam, are not to be treated as Scheduled Tribes in the North East Frontier Agency. As for example, a person belonging to the Khasi and Jaintia tribe or Mizo tribe or Garo tribe etc. which are treated as scheduled tribes in the Autonomous districts of Assam, or to the Boro tribe or Kachari tribe or Rabha tribe etc, which are treated as scheduled tribes in the State of Assam excluding the tribal areas, will not be treated as a member of scheduled tribe in NEFA.

4. It has been mentioned that the Presidential Order is illustrative and not exhaustive with respect to the tribes of the North East Frontier Agency. During the last census, the names of as many as 80 tribes and sub-tribes were returned in NEFA. The tribe names as returned in 1961 are given below :—

(1) Aka or Hrusso
(2) Apatani
(3) Ashing
(4) Bangni
(5) Bangro
(6) Bhutia
(7) Bogum
(8) Bokar
(9) Bori
(10) Bugun or Khowa
(11) But Monpa
(12) Dafla
(13) Dirang Monpa
(14) Gaji
(15) Galong
(16) Havi
(17) Hill Miri
(18) Idu Mishmi

(19) Karka
(20) Kemsing
(21) Khamba
(22) Khamiyang
(23) Khampti
(24) Khrodeng Bangni
(25) Komkar
(26) Kongbo
(27) Lish Monpa
(28) Lodung
(29) Longshang
(30) Longphi
(31) Longri
(32) Longsang
(33) Maimong
(34) Momba
(35) Miji or Dammai
(36) Miju or Kaman Mishmi
(37) Mikir
(38) Milang
(39) Minyong
(40) Miri
(41) Moglum
(42) Monpa
(43) Morang
(44) Mosang
(45) Nishang
(46) Nissi
(47) Nocte
(48) Noknan
(49) Padam
(50) Pailibo
(51) Pangi
(52) Pasi
(53) Ramo
(54) Rongrang
(55) Sherdukpen
(56) Shimong
(57) Simsa
(58) Singpho
(59) Southern Monpa
(60) Sulung
(61) Tagin
(62) Tagin Bangni
(63) Takam
(64) Tangam
(65) Tangsa
(66) Tangsa/Changwan
(67) Tangsa/Sanke
(68) Taraon or Digaru Mishmi
(69) Tawang or Brahmi Monpa
(70) Tibetan
(71) Teikam
(72) Tikhak
(73) Tonglum
(74) Tongsing
(75) Wancho
(76) Yankan
(77) Yanoo
(78) Yobin
(79) Yongkuk
(80) Yougli

5. It may be noted that the above list is far from exhaustive. It might have so happend that the names of the tribes were wrongly recorded by the enumerators, or the respondent gave a mistaken identity of his tribe. Therefore, whereas the above list will provide a guidance to the enumerators to be engaged in the ensuing census, they may be specially warned not to leave out any of the genuine tribes of NEFA from being recorded with their correct tribe names even if the name of the tribe does not appear in the above list. It is possible that some of the

tribe have since adopted new names and prefer to return themselves now under these new names. Some tribes like those of Bomi, Bong, Panibotia, Moya etc. which did not find a mention during the last census as they preferred to remain under the fold of one or the other major tribes, may now seek a separate identity. Some tribes that were shown as sub-tribes might not have a real linkage with the main tribe as the linkage of communities as tribes and sub-tribes in NEFA does not always follow a stable pattern. The pattern often consists of notional categories and the notions may vary from person to person. It will, therefore, be fair that the individuals are enumerated under whatever tribal names they return themselves without any attempt to group them.

6. I am taking steps to print this circular so that sufficient copies are made available to you for distribution to the enumerators and the supervisors for their guidance.

Appendix XXV

Census Circular No. 16.

(Copy of letter No. Cen. 1971/22/70/4791-4800 dt. 13.7.70 from Shri J. K. Barthakur Director of Census operations and Ex-officio Supt. of Census Operations NEFA, Shillong addressed to all Deputy Commissioners and Addl. Deputy Commissioners and copy endorsed to the Adviser to the Governor of Assam Shillong, all Secretaries and Heads of Deptts. NEFA etc.)

Subject :—**Training programme of supervisors and enumerators :**

I have the honour to say that the Census 1971 is just three months away and we are required to check up and strengthen the regions of weakness so as to be able to start the actual operation from 1.10.70. I am sure that you have already demarcated the census charges, Supervisor's Circles and Enumerator's Blocks and accordingly the staff have been appointed. The next important task ahead is to train the supervisors and the enumerators. It is very important that the staff engaged for the actual operation understand the various concepts involved in census taking very clearly and elicit correct replies from the respondents. In our case, the respondents' standard of education is low and consequently, the responsibility of the supervisors and the enumerators will be very heavy. The success of census depends largely upon how the enumerating agency understands the concepts of census and applies itself in the field.

2. An intensive training of the supervisors and the enumerators should be carried out by the Charge Superintendents. It may not be always possible for you to call all the supervisors and the enumerators to the Charge Superintendents' headquarters to receive training due to various factors. Therefore, suitable centres may be selected nearer to the places of posting of the supervisors and the enumerators so that they may be able to attend the training courses conveniently.

3. You are aware that housenumbering, houselisting and enumeration is to be carried by the enumerators in the villages during a single visit. At the same time they will be required to identify the census

frame firmly. The training programme for these operations should also be conducted at a time. Separate instruction booklets for each operation will be provided for each supervisor and enumerator. It should be the endeavour of the Charge Superintendents to explain the concepts involved in clear terms so that the supervisors and the enumerators may understand them easily and they may not find any difficulty at the time of conduct of the actual operation. When the Charge Superintendents are satisfied that the supervisors and the enumerators have understood the instructions clearly, a practical demonstration should be given to them in the field by conducting all the operations in a populated area. While giving field training, red froms specially prepared for the purpose should be used. When the Charge Superintendents have imparted both the theoretical and the practical training, the supervisors and the enumerators should be allotted with a definite area for trial census coverage under the direct supervision of the Charge Superintendents. For this purpose also, the red forms will be used. On completion of the trial census coverage by the supervisors and the enumerators, the slips should be collected and checked by the Charge Superintendents and mistakes committed should be explained to them. The training classes should be continued for at least three days (six lectures in two shifts for 3 days) and the Charge Superintendents should be satisfied that the supervisors and the enumerators are in a position to fill up the forms correctly. The filled in red slips and forms that have been used by the trainees and corrected by the Charge Superintendents should be sent to this office for further action.

4. The schedules, both for trial and actual operations, are likely to be received soon from the Registrar General's Office and arrangement is afoot to despatch them. The red forms will be sent in one bundle to be redistributed by yourself as per the training programme, you have chalked out. The other froms will be packed separately for each Charge to be opened by the Charge Superintendents on receipt and checked for adequacy and reporting of shortage, if any. A quantity of extra forms will be sent to you to meet such shortages. The forms for your area will be sent to the places mentioned in the following table. Please keep transport and staff in readiness to lift them from these places within the shortest possible time. The despatch of forms to the following places from this office will be intimated telegraphically.

The plan of distribution of Census Forms etc.

Sl. No.	District	Places where to forms will be sent by Director of Census Operations	REMARKS
	(1)	(2)	(3)
1.	*Kameng*		
	(a) Bomdi-La (b) Tawang (c) Sepla	Security Commissioner Tezpur.	The packets for Bomdi-La and Tawang may be collected by the Deputy Commissioner, Bomdi-La. The Additional Deputy Commissoiner, Tawang may collect his packets from the Deputy Commissioner, Bomdi-La. Additional Deputy Commissioner, Sepla may send a representative to the office of the Security Commissioner, Tezpur to collect the forms for his sub-division.
2.	*Subansiri*	Deputy Director, Supply & Transport, North Lakhimpur.	The Deputy Commissioner, Ziro may collect the packets for Koloriang and Ziro Sub-divisions. The Charge Superintendent Doimukh may collect the packets for Doimukh & Sagalee from Deputy Director of Supply & Transport and send the Sagalee packets to Extra Assistant Commissioner

(1)	(2)	(3)
		Sagalee from Doimukh. (All the red forms and slips will be sent to Deputy Commissioner, Ziro).
3. *Siang*		
(a) For all except places in Tuting & Mechuka Sub-Divisions	Deputy Director of Supply and Transport, N. Lakhimpur.	The Deputy Commissioner, Along may arrange to collect the packets.
(b) For Tuting & Mechuka Sub-divisions	Deputy Director of Supply and Transport, Mohanbari, Dibrugarh	The Deputy Director, Supply and Transport, Mohanbari may airlift the packets directly to Tuting and Mechuka.
(c) Pasighat	Deputy Director of Supply and Transport, North Lakhimpur.	The Additional Deputy Commissioner, Pasighat may arrange to collect the packets from Deputy Director of Supply & Transport, North Lakhimpur.
(d) Dapo-Rijo	Deputy Director of Supply and Transport, North Lakhimpur.	The Addl. Deputy Commissioner, Dapo-Rijo may arrange to collect the packets from Deputy Director, Supply & Transport, North Lakhimpur.
4. *Lohit*		
(a) Anini	Deputy Director of Supply & Transport, Mohanbari.	(1) Deputy Director of Supply & Transport,

(1)	(2)	(3)
		Mohanbari may airlift the packets for Anini, Hunli, Angolin and Adane to Anini.
		(2) Extra Assistant Commissioner, Roing may arrange to collect the packets for Roing & Dambuk from Deputy Director, Supply & Transport, Mohanbari.
(b) Tezu	Deputy Director, Supply & Transport, Mohanbari.	(1) The packets for Walong and Kibithoo may be airlifted by Deputy Director, Supply & Transport, Mohanbari.
		(2) The Deputy Commissioner, Tezu may arrange to collect other packets from Deputy Director, Supply & Transport, Mohanbari.
5. *Tirap*	Deputy Director, Supply & Transport, Mohanbari.	(1) The Extra Asstt. Commissioner, Changlang may arrange to collect the packets for the circles under him

(1)	(2)	(3)
		(2) The Deputy Director of Supply & Transport, Mohanbari may airlift the packets for Vijoynagar. (3) The Deputy Commissioner, Khonsa may collect the packets for other circles.

Appendix XXVI

ENGLISH

CENSUS OF INDIA 1971

HOUSELIST

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

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

Line No.	Building No. (Municipal or Local Authority or Census No.)	Census House No.	Predominant construction material of Census house: Material of Wall	Predominant construction material of Census house: Material of Roof	Purpose for which Census house is used, *e. g.*, residence, shop, shop-*cum*-residence, business, factory, workshop, workshop-*cum*-residence, school, bank, commercial house, office, hospital, hotel, etc. or vacant	Is it used wholly or partly as an establishment? (Yes or No). If yes, give further details and indicate the serial No. of that entry here	If used wholly or partly as a residence: Household No.	Name of the Head of Household	If S.C. or S.T. write name of Caste/Tribe	No. of living rooms in the occupation of Census Household	Does the household live in owned or rented house? (1) Owned (O) (2) Rented (R)	No. of persons normally residing in Census Household on day of visit of the enumerator: Males	Females	Total	Does the household cultivate land? (Yes or No)	Remarks
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
											Total					

Note : Please do not write in the spaces enclosed by dotted lines in Cols. 4, 5, 6, 10 & 12. These are meant for use in the Tabulation offices for coding!

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

Signature of Supervisor.....Dated.....

Appendix XXVII

CENSUS OE INDIA 1971 ENGLISH

ESTABLISHMENT SCHEDULE

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

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

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

Note— Please do not write in the spaces enclosed by dotted lines in cols, 4, 6, 7, 8, 9, 10 and 11. These are meant for use in the Tabulation Offices for coding

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

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

Appendix XXVIII



Appendix XXIX

FORM 1

CENSUS OF INDIA 1971

HOUSLIST ABSTACT

Name of District.....Code Nos..... Name of Villages/Town..... Code No.....

Name of Circle.....

Island.....CodeNo..... Name or number of Ward/Mohalla/ Enumerator's Block.....

Page No. of Houselist	NUMBER OF CENSUS HOUSES						Number of Households		TOTAL POPULATION		
	Occupied residential Census House			Vacant Census Houses	Census Houses put to other uses	Total of columns 4,5 & 6	Total Households including Institutional Households	Institutional Households	Males	Females	Total
	Wholly residential	Partly residential	Total								
1	2	3	4	5	6	7	8	9	10	11	12
Total											

Checked and found correct.

Signature of supervisor.....Signature of Enumerator.....

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

Appendix XXX

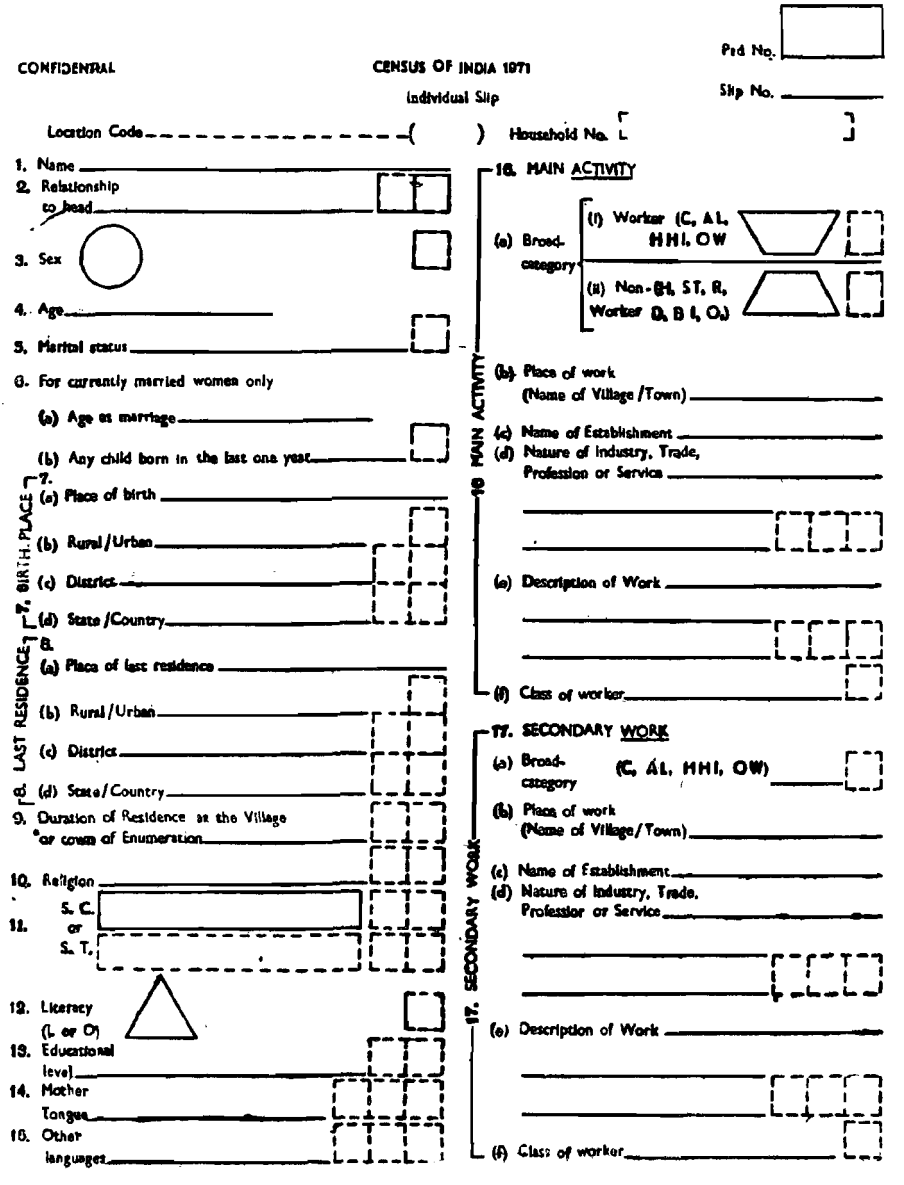
ORIGINAL
DUPLICATE
TRIPLICATE

FORM III
HOUSELIST ABSTRACT FOR CHARGE

District ... ... Code ... . Charge ..... Circle ... ... Town/Village ... ... Code ....

Name of Village/ Town & Code No.	Code No. of enumerator's Block	NUMBER OF CENSUS HOUSES					Total of cols 4, 5 & 6.	NUMBER OF HOUSES | Total Pupulation				
		Occupied residential C. Hs.			Vacant C. Hs.	C. Hs. put to other uses		Total households including institutional.	Institutional households	Males	Females	Total
		Wholly residential.	Partly residential.	Total								
1A	1B	2	3	4	5	6	7	8	9	10	11	12

Appendix XXXI



Appendix XXXII

CONFIDENTIAL

CENSUS—1971

POPULATION RECORD

[To be compiled from Individual Slip

Location Code..... ( ) Household No.....

Name of village or town..... If the head belongs to S. C. or S. T ? .....

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

Signature of Enumerator.....

Date.....

Signature of Supervisor.....

Date.....

Appendix XXXIII

ENUMERATORS DAILY POSTING STATEMENT

(Form M)

Location Code.....
Name of Village.....
MALES

Enumerator's No.....
Name of Enumerator....

Pad No.	Slip No.	Sex Q.3	S. C. or S. T. Q. 11		Literacy Q. 12		Main Activity Q. 16 (a) (i)				
			S. C.	S. T.	Literacy L	Illiterate O	Cultivator C	Agricultural laburer AL	Household Industry HHI	Other Worker OW	Non-Workers X
1	2	3	4	5	6	7	8	9	10	11	12

Signature of Enumerator.....
Date.....
Note : Make sure that total of col 3=total of cols 6+7=total of cols. 8+9+10+11+12

Verified 100·/. with Schedules and found correct.
Signature of the Supervisor—
Date.....

Appendix XXXIV

ENUMERATORS DAILY POSTING STATEMENT

(Form F)

Location Code..... Enumerator's No.....

Name of Village..... Name of Enumerator.....

FEMALES

Pad No.	Slip No	Sex	S. C. or S. T. Q. 11		Literacy Q. 12		Main Activity Q. 16 (a) (i)				
			S. C.	S. T.	Literate	Illiterate	Cultivator	Agricultural labourer	Household Industry	Other Worker	Non-Workers
		Q.3			L	O	C	AL	HHI	OW	X
1	2	3	4	5	6	7	8	9	10	11	12

Signature of Enumerator

Date.....

Verified 100·/. with Schedules and found correct

Signature of the Supervisor.....

Date. .....

Appendix XXXV

ENUMERATOR'S ABSTRACT (Form T)

Location Code.....
Name of Village/Town.....

Enumerator's No.....
Name of Enumerator.....

No. of occupied residential houses

Total No. of Households

No. of Institutional Households

No. of Houseless households

Sex	Population	S. C.	S. T.	Literate	Illiterate	MAIN ACTIVITY					Houseless population	Institutional population
						Cultivator	Agricultural labourer	Household Industry	Other worker	Non- workers		
1	2	3	4	5	6	7	8	9	10	11	12	13
M												
F												
Total												

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

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

Note : The information on the occupied residential houses, households, institutional households and houseless households will have to be provided with reference to entries in the Population Record. Make sure that you have counted the households correctly. See para 24-29 of the instruction for filling up the Individual Slip.

The number of households can be same as/or more than the census houses, but normally there will not be more houses than the households. The information for columns 12 & 13 will be obtained by counting the population in houseless households (household number noted 'O') and institution households (household number with 'INST' indicated) respectively in the Population Record.

Appendix XXXVI

Census Urgent

(Copy of letter no cen-1971/Esstt/10/68/2295-414 dated 22.5.70 from Shri J.K. Barthakur, Director of census Operations and ex-Officio Superintendent of Census Operations, NEFA, Shillong, addressed to all Deputy Commissioners and Additional Deputy Commissioners and copy endorsed to the Adviser to the Governor of Assam, the Security Commissioner, Tezpur, the financial Adviser, NEFA, etc, etc.)

Subject :—**Payment of a small honorarium to the enumeration staff in connection with the 1971 Census.**

I have the honour to convey the sanction of the President of India for payment of honorarium at the following rates to the enumerators and supervisors, appointed in connection with taking of the 1971 Census in the NEFA, subject to the clarifications issued by the Registrar General, India at paragraph 7 of his letter No. 8/17/69-Ad.II dated 28.1.70 which is reproduced in the following paragraph :—

1. *Enumerators*

(i) Honorarium for housenumbering, houselisting and filling up of the Establishment Schedule for and Enumerator's Block consisting of 750 persons or so). ..Rs.10.00

(ii) Actual Census enumeration for an Enumerator's Block consisting of 750 persons of so). ..Rs.25.00

(iii) Cost of housenumbering materials for an Enumerator's Block consisting of about 150 houses. ..Rs. 5.00

Total— Rs.40.00

(Rupees Forty only).

2. *Supervisors*

(i) Housenumbering and houselisting and filling up of Establishment Schedules for a Supervisor's Circle. (consisting of 4 to 5 Census Enumerator's Blocks). ..Rs.15.00

(ii) Actual Census enumeration for a Supervisor's Circle (consisting of 4 to 5 Census Enumerator's Blocks). ..Rs.25.00

Total Rs.40.00

(Rupees Forty only).

2. The above rates will be subject to the following clarifications issued by the Registrar General, India.

"In pursuance of the instructions issued from the office from time to time that, "No parts of two or more villages should constitute a block and that even a small village should constitute a separate block and in order to make the work-load of an Enumerator to an optimum size two or more blocks should be entrusted to one Enumerator", a number of small blocks have been carved out. In such cases, the 'Block' as such should not be treated as 'Unit' for payment of honorarium, but the work-load of an average block as spelled out in the letter conveying sanction of the honorarium should be taken as the as the norm for the payment of honorarium. For instance there is a village with, say, 70 or 80 houses only which has been made into an Enumerator's Block and the village is so situated that the Enumerator cannot be entrusted with any other block, then in such a case, only sum of Rs. 7.50 would be given to the Enumerator for Housenumbering and Houselisting of that block. Obviously, if in some areas it is found necessary to fix an enumerator's jurisdiction to cover a very large area comprising 300 houses or more it may be necessary to sanction him a higher honorarium. There are thus likely to be a number of marginal cases, where the norm would be, applicable for various reasons, in such cases you will please use your discretion in determining the amount with reference to the norm fixed. The total amount of honorarium paid in each charge should however be within the ceiling arrived at on the basis of the prescribed scale.....",

3. For purchase of house numbering materials it may be noted that an amount of Rs. 5.00 has been sanctioned towards meeting the cost of materials against each enumerator. This amount should not be paid to the enumerators in case the materials are procured by the District Census Officers and the Sub-divisional Census Officers and issued to the enumerators.

4. This office is in communication with the Registrar General, India regarding honorarium to be paid to other Census Officers.

5. I request you kindly to work out the fund you will require to pay honorarium to the enumerators and the supervisors so that the same may be allocated in your favour and you may be authorised to draw and disburse the honorarium to the enumerators and the supervisors promptly. The head of account for drawal of honorarium and procedure of drawal and disbursement will be communicated to you in due course.

For official use only

Appendix XXXVII

1971 CENSUS

A guide for Census enumerators

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

Before you proceed to the village :

You are to equip yourself with necessary training and materials. Prior to proceeding to the village you may ask yourself the following eleven questions :—

(i) **Had you been trained** ?

Your training will consist of explanation of the basic ideas underlying the census operations, instruction to understand the forms, and schedules and also practical training in the field. If you have not been trained, please ask the Charge Superintendent when the training course would be held and make it a point to attend the same. If you have missed the training course already conducted by the Charge Superintendent, then request him to hold another training course.

(ii) **Have you thoroughly understood the meaning of each item of the forms and schedules you are required to fill in and each sentence of the instruction booklets issued to you** ?

If you have any doubt left, please ask the Charge Superintendent to clarify them. Do not harbour any doubt. Accuracy of census depends upon your fully understanding the forms and the instructions.

(iii) **Have you received the following stationery articles** ?

Pencil ordinary	2 Nos.	Envelopes, Small	6 Nos.
Pin	2 Pkts.	Paper, Brown	6 Sheets.

Tag	1 Bundle.	Candle	6 Nos.
Eraser	2 Nos.	Match Box	1 No.
Ball, twine	1 No.	Paper, writing	6 Sheets.
Envelopes, Big	6 Nos.	Paper, drawing	2 Sheets for each village.

If not, please ask the Charge Superintendent to supply you with the full quota of the stationery. If, however, any item of stationery had been issued to you in excess through oversight, please return the same to the Charge Superintendent.

(iv) **Have you received the list of the village you are required to cover during the census operations and learnt about the shortest routes to be followed to reach them ? Have you, also, noted down the location code with respect to each of the villages you are required to enumerate ?**

If not, please collect the necessary information immediately from the Charge Superintendent.

(v) **Have you received the ferro printed copy of the village layout map of all the villages/enumerator's blocks you are required to enumerate ?**

The ferro-printed copy will contain the name, location code, streets and other important landmarks of the inhabited areas of the village and the layout of the houses. The map will also contain the approximate population of the village at the time the layout plan was drawn.

In case you are to enumerate a part of the whole village, then the Charge Superintendent will clearly demarcate the extent of each Enumerator's Block on the village layout map and indicate which part you are to enumerate. Please examine if such demarcation exists on the maps supplied to you. If there is none, then please ask the Charge Superintendent to do the needful and explain the details to you. In all cases, ascertain whether you are to enumerate the whole village or a part of it marked on your map as an Enumerator's Block. If you are to enumerate only a part of the village, then find out who will be enumerating the other part. In most of the cases you will be the person to enumerate the other part or parts of the village too. **Have you any-**

way, understood the differene between a village and an enumerator's block ? The enumerator's Block is a part of the village or a whole village. An Enumerator's Block will never comprise of two villages.

(vi) **Have you received sufficient quantity of individul slips ,houselist forms, establishment schedules and the instruction booklets** ?

All these will be contained in a polythene bag bearing the name and the code of the village you are to enumerate, on an identity card. Please check up the number of houses and the person indicated in the village layout maps with the quantity of forms etc. supplied to you. In the Houselist form one line will be used for one household. Therefore, you will require more lines than the number of houses indicated in the map. You will require one Individual Slip for one person. You are to carry a quantity of individual slips, houselist form and establishment schedules etc. in excess in order to meeting unforseen circumstances.

(vii) **Have you received sufficient quantity of ancillary forms** ?

After filling in the individual slips, you will be required to fill in the Population Record and the Enumerator's Daily Posting Statements (separately for males and females) and the Enumerator's Abstract. After filling in the Houselist form and the Establishment Schedule, you are to prepare a Houselist Abstract (Form-I) in **four** copies. Please be sure that you have received sufficient copies of the following forms :—

(1) Individual Slip
(2) Degree holders and technical personnel card
(3) Population Record
(4) Enumerator's Daily Posting Statement (Males)
(5) Enumerator's Daily Posting Statement (Females)
(6) Enumerator's Abstract
(7 Houselist Form
(8) Establishment Schedule
(9) Houselist Abstract (Form—I)

NOTE : The individual slips will be supplied in pads of 100 and 25. One or more WHOLE pads are to be used for one Enumeator's Block and a single pad must not be used for two Blocks even if lots of blank slips remain unused in the last pad. If you are entrusted with the work of enumeration in more than one Block of the same village, please

check up if you have received separate lots of pads for EACH Enumerator's Block. Similarly, Houselist and Establishment Schedules are to be filled in separately for each Enumerator's Block. Please check up if you have received sufficient number of these and the ancillary forms.

(viii) **Have you received or procured the material for numbering the houses** ? You are to use coal-tar to number the houses.

(ix) **Have you received the list of the scheduled castes and scheduled tribes of NEFA** ?

(x) **Have you received large paper sheets to draw the map of the village** ?

(xi) **Have you submitted your movement programme to the supervisor and the charge superintendent** ? **Do you know them** ?

In the village :

On arriving at the village an after meeting the village Chiefs and the elders and explaining to them the purpose of your visit, please take the following steps. :

Houselisting

(i) Ascertain the identity of the village. If the name of the village is incorrectly written then write down the correct spelling on the village layout map (in bracket after the ferro printed name of the village.)

(ii) Go round the village or the Enumerator's Block with the ferro-printed copy of the village layout map and check up if all the houses are correctly marked on the map. If you find that a house shown in the map has since been dismantled then put a circle around the symbol of the house appearing in the map and write down "Dismantled" on the side. If you find that a new house has come up in the intervening period, mark the portion of the new house on the map with the appropriate symbol (**non-residential pucca** ▨ **residential pucca** □ **non-residential kutcha** ◬ **residential kutcha** △).

(iii) Pick up your housenumbering materials and start numbering the houses from a convenient place. You are to mark the **Building** and the **Census House** numbers on or near the entrance of the houses after notifying the householders about your intention. It will be convenient if you make the village Chief or elders accompany with you during this operation. After a house is numbered, write down the number on the Village Layout Map against the symbol of the house so numbered. By

reading entries on the map, one should be able to say how you had numbered the houses. The granaries are not to be numbered.

(iv) After numbering the last house of the village, you are to fill in the Houselist Form and a simultaneously, the Establishment Schedule, starting from the first house you have just numbered.

(v) After filling in the Houselist Forms and the Establishment Schedule, please fill in the Houselist Abstract (Form--I). This completes the first phase of your work.

Enumeration :

(vi) Visit again the first house and record the **particulars with respect to each member of the households living in the house, in the Individual Slips.** If you find a member of the household to be a graduate or a technical diploma or certificate holder then you are to hand over a blank, **'Degree holders' and technical personnel cards'** to him and get the form filled in by him. As soon as the particulars of all the members of the household had been taken down in the Individual Slips, copy out the relevant information regarding the household in the **Population Record Form.** After you have filled in the Population Record Form, start collecting the particulars about each member of the next household living in the house. If the house is inhabited by only one household then move on to the next house.

In this manner carry on collection of the particulars about all the persons of the village in the Individual Slips and about all the households in the Population Record Forms. When you stop your work for the day, please see that you have collected the particulars about all the individuals and the households of the last house you have visited so that you may start your work in a new house next morning. It is needless to stress that you must ascertain that the persons you have enumerated in the village had not already been enumerated in another village.

(vii) After the day's work of collecting the particulars about the individuals and the households is over, you are required to fill in **Enumerator's daily posting statement (for male)** and **enumerator's daily posting statement (for female)** in your 'Camp'. Please ensure that you *do not keep this work pending* and fill the forms *before you retire.*

(viii) Continue the above operations every day till you have collected the particulars regarding each individual in the village/Enumerator's Block.

(ix) Having satisfied yourself that particulars regarding everybody in the village have been collected ,go round the village/Enumerator's Block once more and check up with the householders that all the persons of the household have been enumerated. It will be good if you can persuade the village Chief and the elders to accompany with you on this round. During this visit, ask every householder if any member of the household had been camping somewhere outside (say in the field-huts or hunting platforms) or any member had gone temporarily out to another village for any purpose. For the purpose of this census, such temporary absence will **not disqualify** a person to be enumerated in the household where he normally resides. But if anybody is living in the field huts or any other isolated house more or less permanently and as a result you have not enumerated the person in the village, then you will have to walk down to the field hut or house and collect the particulars of the person after numbering and listing the house he usually resides in, and treating the person as the member of a separate household.

(x) After you have satisfied yourself that the particulars regarding all the individuals belonging to the village/Enumerator's Block had been collected, please fill in the **ENUMERATOR'S ABSTRACT.** The entries in this abstract are to be culled out of the Enumerator's Daily Posting Statement (for male) and the Enumerator's Daily Posting Statement (for female), and for two additional columns pertaining to "institutional" and "houseless' population, out of the Population Record.

(xi) Finally, please check up if the entries you have made in different forms are consistent with what you have recorded in the Individual Slips, the Houselist Forms and the Establishment Schedules. This part of your work is very important as otherwise you may have to answer awkward questions put by your Supervisor and Charge Superintendent. This completes the second phase of your work.

Census Frame :

(xii) Before you leave the village, please ascertain the boundaries of the village in consultation with the Chief and the village elders. You should realise that the village sketch map supplied to you related to only the inhabited areas of the village. The definition of the village

that we have adopted relates to the traditic nal boundaries of the village and therefore, to be sure that geographical coverage of the village and consequently, of the entire Agency is complete under the census operations, it is necessary to collect the boundary particulars of the village. Each village in NEFA has a definite boundary. **Collect the names of the natural objects such as streams, hill-peaks etc., that form the northern, eastern, southern and western boundaries of the village.** On the blank sheet provided to you, **draw the rough sketch of the village and write down the names of the natural objects that fall on the boundary of the village. Mark the location of the inhabited areas you have just enumerated on this map.** If there is any other hamlet (camp, single hut, group of houses) at a distance, whether or not enumerated by you, **mark the position of** the same on the map. Write down the **names of the village that fall beyond the boundaries of the village. Work out the rough area of the village in terms of square miles. Mark the important landmarks, such as, roads and tracks passing through the village area and also indicate the location of the cultivated areas inside the village land and work out the acreage under cultivation roughly.** If there is any permanent cultivation like terraced field, orchards etc. indicate the same on the map giving the acreage as accurately as possible. Ascertain that you have included the homestead land, jhum land, water-areas, hunting ground, grazing ground and **all other types of land over which the villagers have traditional right and which form the compact identity of the village. The information is to be collected from the Chiefs and village elders as stated by them.** Do not forget to put the North, South, East and West directions on the maps so that it may be linked up with the map drawn by the enumerator in the next village. This map is to be prepared with respect to the village as a whole even if *you have enumerated just a part of it.*

(xiii) After you have drawn the village map, you have completed the last phase of your work. Please stitch the filled in Houselist Forms, Establishment Schedules and the Houselist Abstract (Form-I) together. Make a bundle of these and all other forms you have filled in checking up if you have put your signature on all the forms and statements. Put the bundle inside the polythene bag supplied to you and close the mouth of the bag securely so that the contents are not spoiled by rains. Hand over the bundle to the Supervisor if he happens to be present in the village or in the Circle Headquarters as per pre-arranged programme, otherwise, hand it over personally to the Charge Superintendent in the Circle Headquarter.

THANK YOU

For official use only

Appendix XXXVIII

1971 CENSUS

A brief for the Census supervisors :

The Supervisor forms an important link in the chain of Census Officers. He alone is in a position to supervise the work of the enumerators in the field closely and guide them in their day-to-day work. He should take pains to learn all about the census work from the Charge Superintendents concerned. His particular attention is drawn to the following points :—

(i) He should acquaint himself with the Supervisor's Circle for which he is appointed. He should know the names and the location codes of the villages falling under his circle. He should know if any of the villages is to be split into more than one Enumerator's Block and whether such a splitting has already been done by the Charge Superintendent concerned. He should also know how to reach the villages and conduct supervision with least possible trouble and shortest possible time.

(ii) He should be familiar with the enumerators appointed under him. The names of the enumerators and the Enumerators' Blocks they are to enumerate should be known to him by heart. He should also know the movement programme of the enumerators. He should know thoroughly the JOB the enumerators are expected to perform.

(iii) He should be well-versed in the instructions to fill in various forms and schedules and be in a position to remove doubts and difficulties of the enumerators placed under him. He should read all the census circulars available with the Charge Superintendent.

During Training :

(vi) He should help the Charge Superintendent in correcting the trial slips filled in by the enumerators. He should ascertain that the enumerators have received the required number of schedules and instructions booklet, the stationery articles and the material for house numbering.

uring Enumeration :

(v) He must visit the Enumerator's Blocks placed under him and see whether the forms have been correctly filled in by the enumerators by interrogating the householders once more.

He should check all the forms filled in by the enumerators and correct the internal inconsistencies and common mistakes. The following forms will be possessed by the enumerators in the field.

Operation	Main Schedule	Ancillary documents :
Enumeration.	1. Individual Slip. 2. Degree holders' and technical personnel cards	1. Enumerators' Daily Posting Statement for Males. 2. Enumerator's Daily Posting Statement for Females. 3. Enumerator's Abstract. 4. Population Record.
Houselisting	1. Houselist form. 2. Establishment Schedule.	1. Houselist Abstract Form—I.
Identification of Census Frame.	..	1. Ferro-printed copy of the Village Layout Map to be corrected and marked by the enumerator in the village. 2. Two sheets of the Village Maps showing the traditional boundaries etc drawn by the enumerator in the village.

(vi) He should verify both the 'Enumerators Daily Posting Statement' (Males) and 'Enumerators Daily Posting Statement' (Females) and 'Population Record' with the "Individual Slips'. The 'Enumerator's Abstract' is to be verified with the 'Enumerators daily Posting Statement' (Males) and Enumerators Daily Posting Statement' (Females) for all except the entries to be made for the 'houseless' households and 'institutional' households for which the verification is to be carried out with the Population Record. After verifying all the forms etc. he should certify that 100% veri-

fication has been made and put his signature in the space provided for the purpose in the forms and schedules. Similarly, 'Houselist forms' and the 'Establishment Schedules' are to be checked and verified with each other and then with the filled in 'Houselist Abstract (Form—I)'. He should ensure that the Houselist Abstract (Form—I) is stitched with filled in Houselist and Establishment Schedules with respect to the "Enumerator's Block".

(vii) He should assist the enumerators in preparing the village boundary map and locating the inhabited and other areas on this map. He should ensure that the residential areas, existing Jhum fields, permanently cultivated areas, jungle grown areas normally used for jhuming, hunting ground, grazing ground, water areas etc., have been shown in the map with approximate areas in acres He should also ascertain that the boundaries of the villages have been defined with natural objects and the names of the villages lying beyond the boundaries have been recorded. He should make an eye estimation of the village area himself in square miles and record the same on the side of the area figure estimated and recorded by the enumerator. He should verify this map with the map drawn by the enumerators of the neighbouring villages and point out the inconsistencies, if any, to the Charge Superintendents.

(viii) He should collect all the papers from the Enumerators at the time and place fixed in advance and also prepare his own report and then handover all the papers to the Chage Superintendent.

(ix) He should help the Charge Superintendent to prepare the provisional population total and filling in the 'Houselist Abstract (Form--III)' with respect to the work done by the enumerators placed under him, and clarify to the Charge Superintendent any particular point the latter may raise regarding the work of the enumerators or the schedules they had filled in.

For official use only

Appendix—XXXIX

1971 CENSUS

Charge superintendent's desk card

A Census charge is under you and your responsibility is very great. You are under the full sway of the Indian Census Act 1948 (Act No. XXXVII of 1948) and wholly responsible for taking of Census within your charge. Your duties may be summed up by the slogan—"every person must be enumerated once and not more than once ; every house must be numbered and listed once and not more than once". But do remember that this has to be done within a specific time and in a specified manner. The country cannot accommodate failure—whatever be its cause. To be successful, sufficient power has been vested upon the Deputy Commissioners and the Additional Deputy Commissioners who can, if required, take recourse to the penal provisions of the Indian Census Act, 1948 or any other law in force in NEFA.

Preparatory work.

(1) *You must read all the Census Circulars.* Each circular unfolds the meaning and the method of implementation of a particular phase or aspect of the census work. Because of the peculiar circumstances prevailing in NEFA, each circular directs you to collect certain information and perform certain acts. *Have you done these* ? If not, read through the circulars once more, understand them thoroughly and act immediately as required.

(2) *You must understand the meanings of each item of the forms and schedules and the instruction booklets for the enumerators.* You are to train the Supervisors and the Enumerators. Unless you are clear in your mind about what these census officers are required to do, you may face difficulty from time to time.

(3) *You must check up if you have completed the Circle maps and the Village layout Maps with respect to all the villages under your administrative juridsiction* and send them to the Director of Census Operations, NEFA for the purpose of taking out ferro-printed copies and re-issuing the same to you.

(4) *You must be sure that a location code has been given to all census villages of your 'Charge'.* If you find that any census village has not

been given a code number then you are to report about it to the District Census Officer immediately. Check up if the 'Forest areas' have been sub-divided into 'Census villages' and given location codes.

(5) You must sub-divide the big census village and the census villages with hamlets into *Enumerator's Blocks and assign neccessary code numbers to such Blocks.*

(6) You must check up the list of Enumerators/Supervisors appointed at the district/sub-division level and ensure that an *Enumerator and a Supervisor have been appointed for each of the Enumerator's Block within your* Charge and you have trained them to carry out census work. You must know the list of the reserved Enumerstors and the Supervisors to be drawn upon on an emergency, who must be trained along with the other Enumerators and Supervisors. The student interpreters and the other interpreters must also be given adequate training so that they may understand what the job at hand would demand of them.

(7) *You must work out the requirement of forms, schedules and the instruction booklests independently* and report the same to your next superior officer.

(8) *The Enumerators and the Supervisors must receive their quota of forms, schedules, instruction booklets, stationery, ferro-printed copies of village layout maps, houselisting materials etc.* Please ensure that the marking of the pad numbers and the slip numbers have been done. All the materials issued to the Enumerators are to be packed inside a polythene bag (supplied with the forms etc.) for protection against the rains. You must maintain an Issue Register of forms etc.

(9) *The programme of enumeration must be drawn by the Enumerator, approved by the Supervisor and accepted by yourself. You must make administrative arrangements to implement the programme.*

(10) The plan of supervision must be prepared by the Supervisors and you must approve it. *The administrative arrangements must be made to implement the plan of supervision.*

(11) *You must draw up your own plan of surprise checks and your immediate superior must approve it.*

During the operation

(12) *You must satisfy yourself all the time that the census work is progressing according to schedule.* You must devise remedial measure as soon as any weakness comes to notice.

After the operation

(13) You must receive back the properly filled in and signed forms and schedules from the Enumerators through the Supervisors, for EACH ENUMERATOR'S BLOCK seperately. Each packet should contain the following filled in forms etc.

Operation	*Main Schedule*	*Ancillary Documents*
A. Enumeration.	1. Individual Slip. 2. Degree holders' and technical personnel cards	1. Enumerator's Daily Posting Statement for males. 2. Enumerator's Daily Posting Statement for females. 3. Enumerator's Abstract. 4. Population Record.
B. Houselisting.	1. Houselist form 2. Establishment Schedule.	1. Houselist Abstract (Form—I)
C. Identification of Census Frame.		1. Copy of Village Layout Map corrected and marked by the Enumerator and Supervisor. 2. The village boundary map drawn by the Enumerator and checked by the Supervisor.

(14) *You must receive back from the Enumerator the marked copy of village layout map used by the Enumerator in the field FOR EACH ENUMERATOR'S BLOCK and the village boundary map drawn in the village by the Enumerator FOR EACH VILLAGE, through the Supervisor.* You must understand these maps before you discharge the Enumerator or the Superviosr.

(15) As soon as you receive the filled in Individual Slips along with the ancillary documents for all the Enumerator's Blocks under your charge, *you must prepare a "provisional total" for the Charge from the 'Enumerator's Abstract" and send it immediately by "Crash/Flash/Most Immediate" message to the Deputy Commissioner or the Additional Deputy Commissioner to enable him to prepare provisional totals for the district or sub-division.* You must repeat a copy of this message or telegram *to the Director of Census Operations, NEFA, Shillong, (SCONEFA, Shillong*—3)

(16) You must fill in the form called 'Houselist Abstract for Charge, Form III' separately for Rural and Urban areas in triplicate, for your Charge, on the basis of the information received from the 'Houselist Abstract, (Form—I) submitted by the Enumerators.

(17) You must pack all the documents under your personal supervison and enusre that sufficient precaution has been taken to protect them from rains. You must return the unused forms etc also. You are to engage a special messenger to deliver the packets to the Deputy Commissioner or the Additional Deputy Commissioner and inform the Director of Census Operations, NEFA, Shillong telegraphically or by wireless message about the despatch of the packet from your headquarter.

(18) You must work out the amount of honorarium to be paid to the Enumerators, Supervisors, student interpreters etc. and communicate the same to your next higher officer.