

Bombay Census Code

1941.

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THE
BOMBAY CENSUS CODE, 1941

PART I



BOMBAY
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CHAPTER I

INTRODUCTION

The Indian Census Act, XXIV of 1939, governs the operations of the Census of India which is due to be taken in 1941. It authorises the appointment of officers and staff and the setting up of the other machinery required for the purpose and also makes it obligatory on the part of all local bodies and citizens to aid in the taking of the Census.

The Central hour and date of the Census will be Sunrise on the 1st March 1941.

2. It is proposed to modify the procedure followed in the past in connection with the process of Enumeration and to introduce substantial changes both in respect of the period during which the Count is to be taken and the method of doing so.

Hitherto the Census was a simultaneous proceeding and the Count was taken on a *de facto* basis, i.e., the individual was treated as a resident of the particular place at which he was found on the Census day during the seven or eight hours allowed for the completion of Enumeration.

On this occasion it is proposed to make Enumeration a continuous process extending over a period of three days, viz. the 28th February, the 1st March and the 2nd March 1941. Hitherto the main objective was to ascertain the total number of persons present within a particular area at a particular time. The intention now is not only to ascertain the number of persons living in the country but to discover—

(i) What percentage of this total population is "household population", i.e., which consists of persons who are permanent occupants of houses in which they usually reside.

(ii) What element in this total population is "Floating", i.e., not normally resident in a fixed habitat.

3. The reasons for the abandonment of a system that has been in operation since 1872 are twofold :

(a) Experience has established that improvement in the quality of the Enumerators employed in the past is overdue.

(b) On this occasion, it has been decided to attempt the collection of information which will make available to students of Anthropology, Sociology and Vital Statistics, material which is lacking but which is essential if conditions in India are to be examined in accordance with modern methods of research.

As the value to be attached to statistical data is wholly dependent on the degree of care exercised in its compilation, it seemed essential to take action to raise the standard of Enumeration. Under the former system of a small Block of 50 to 60 Census Houses, it was imperative to recruit a very large army of Enumerators. Since on a volunteer basis, it is always a more practicable proposition to find a small rather than a large number of suitable Enumerators, it became obvious that improvement in quality must be sought along the line of reduction in the numbers employed.

As a consequence, it has been decided—

(i) That the recruitment of Enumerators should, *as far as possible*, be confined to official and semi-official sources of supply.

(ii) That the size of the Block should be increased to approximately 200 Census Houses.

(iii) That the period of time permitted to each Enumerator should be extended, to enable him to deal with the larger area involved.

(iv) That the former method of Enumeration, under which a preliminary Count was made according to convenience and the final Count effected between fixed hours on a single day, should be discarded in favour of a system, under which Enumeration would be a continuous process, extending over a longer but predetermined period of time before and after the Central date.

It may be noted that the burden laid on the individual Enumerator has not been increased. In the past, he was called upon to take the Count of the occupants of 50 to 60 Houses within a period of 7 to 8 hours commencing at 7 p.m. on the Census date. On this occasion, it is proposed to require of him the Enumeration of about 200 Houses within a period of three working days. It will be evident therefore that the intention is to secure the most suitable type of Enumerator likely to be available and to give him more time as well as more work than was granted in the past.

In order to secure a sufficiency of Enumerators, it is imperative that all State and District and Municipal Census Officers should take the fullest advantage of all available official and semi-official staff and should not hesitate to refuse requests for exemption from Census duty no matter from whom such requests are received.

4. It has been indicated above, that the whole process of Preliminary Enumeration has been abandoned. This in itself is a considerable reduction in the work required of the Enumerator. In order to reduce still further the pressure on the Enumerator, it is intended to study his convenience by introducing the following changes in procedure :—

(a) The actual register on which, in the past, the data due for collection was recorded, was a bulky document known as the General Schedule which was difficult to handle and even more difficult to preserve from damage. It is proposed to discard the General Schedule and to require the Enumerator to record the entries for each individual on a single sheet of paper compact in size, easily transportable, *vide* the facsimile reproduction (Appendix I) and bound in Enumeration Pads containing 100 slips. These pads are designed to fit into a folder which will encase the Pad similar to the covers of a book.

On one cover will be printed, in the appropriate regional language, the questions to be asked at the 1941 Census (*vide* Appendix II).

The other side of the folder will contain a set of instructions to the Enumerator which also will be printed in the appropriate regional language.

(b) The questions have been so framed that in as many cases as possible the reply is reduced to a single affirmative or negative. By this device, the Enumerator will be called upon to do the minimum of writing while completing the entries on each "Slip".

(c) The instructions to the Enumerator will contain a direction, that he should on no occasion write in script the words "Yes" and "No". It is laid down that the following symbols should uniformly be employed :—

To indicate an affirmative ✓

To indicate a negative ×

It will be clear that by the decision to enlarge the size of the Block, the total number of Enumerators employed in 1931 will be reduced by about 50 per cent.

5. As it is proposed to *commence the Enumeration process on a date preceding the Central date of the Census, viz. the 28th February 1941*, and to permit it to continue to a date subsequent to the Central date, it will be apparent that action is necessary to make adjustments in the slips completed by the Enumerator prior to the Central hour and date, viz. Sunrise on the 1st March 1941, in order to cover occurrences of the nature of Births, Deaths, Arrivals and Departures between the date on which the slip has been written up and Sunrise on the 1st March.

It is to be noted that *the objective of the Census is a Count of the population as it actually is at Sunrise on the 1st March* and it should be a point of honour with all Census Officers to exercise such care, that no person is missed and no person counted twice. Consequently any correction due to a Birth, Death or Arrival in or Departure from a Census House, which may have occurred between the date and hour of the visit of the Enumerator and Sunrise on the 1st March, will need to be recorded either by the preparation of a new slip to cover a Birth or Arrival or by the cancellation of the slip already prepared by the Enumerator, to cover the case of Death or Departure of a living member of the household.

To enable these adjustments to be made, it is proposed to employ a new type of Census Officer styled "*the Checker*" whose duty it will be to set out after Sunrise on the 1st March and follow faithfully in the footsteps of the Enumerator and give effect to any adjustments which may be necessary by reason of a Birth or Death or Arrival or Departure of a living member of the household. It follows that the total number of Checkers must equal the total number of Enumerators; but even on this basis, the whole process of Enumeration in 1941 will need the employment of approximately 50 per cent. to 55 per cent. of the numbers required in 1931.

It will be clear that whereas it is essential that the slips completed by the Enumerator prior to Sunrise of the 1st March must be subjected to scrutiny, the need for examination of the slips prepared by an Enumerator after Sunrise on the 1st March is not a vital matter, and therefore it may, in suitable cases, be convenient to place one Checker in charge of more than one Block. As a general rule, however, it seems desirable to call upon the Checker to cover the whole area traversed by the Enumerator and to authorise him to examine any entry made by the Enumerator. It is proposed to make clear that neither the Enumerator nor the Checker shall possess authority to

destroy any slip or to remove it from the Pad. In case of an erroneous entry, necessitating such correction as renders the slip undecipherable it will be open to the Enumerator and also the Checker, to cancel the slip prepared by endorsing the slip accordingly and affixing his signature below with the date of the action taken and to prepare a fresh slip, but on no account whatever should a single slip contained in an Enumeration Pad, be removed from the particular Pad in which it was originally bound.

6. It is also necessary to draw attention to the fact that these Enumeration Pads are in a sense Cheque books and should be treated as such. It is proposed to require every Census Officer receiving these Pads into his custody, to furnish a receipt for the number received and it is suggested that each State or District or Municipal Census Officer and also all Charge and Circle Officers, should prepare on the lines of a Stamp Register, a register for noting the receipt and issues of these Pads. By this process, it will be possible to fix responsibility for the disappearance of even a single slip, on the actual person concerned.

7. In order to enable any Pad to be traced down to the smallest Census unit, it is proposed to superimpose on each single slip an identification mark consisting of Code numbers. At the head of each slip, five groups of numbers will be affixed and the method followed in selecting the particular numbers on each Pad, is described below :—

Each Census District has been given by the Provincial Superintendent, a Primary number which will be the first Code number of the five groups of numbers printed on the slip. The Primary number assigned to each Census District in the Province and the Code number assigned to each Charge in that District have already been communicated to the District Census Officer concerned. Since a different number will be assigned to each Census District, the mere fact that a slip bears a particular Primary number indicates that the slip appertains to that Census District and to no other area whatsoever. As almost all British Revenue Districts are divided into sub-divisions in the charge of an Assistant or Deputy Collector, the second group number will indicate the particular sub-division. In order to secure uniformity, it has been found necessary to create artificial sub-divisions in the case of Cities and the Bombay Suburban District in order to express the sub-divisions in two numbers.

Example.—

The Primary number assigned to Bombay City is 1 and the 38 sections in the City have been grouped in eight sub-divisions:

Consequently these sub-divisions will bear the Code Nos. 1-1; 1-2; 1-3; 1-4; 1-5; 1-6; 1-7; 1-8; and therefore any slips bearing the above Primary and Secondary group numbers, will indicate that they are intended for use in the particular sub-division of Bombay City which the group numbers identify and in no other part of British India throughout the Province of Bombay. The third group of the Code number represents the Charges into which a Census District is divided and similarly the 4th and 5th groups of the Code number, indicate the Circles and Blocks into which each Charge is divided.

Consequently the complete Code number indicating Block No. 1 in Circle No. 1, in Charge No. 1 of Sub-division No. 1 of Bombay City, would be 1-1-1-1-1 and the Code number indicating Block No. 2 of Circle No. 1 in Charge No. 1 of Sub-division No. 1 of Bombay City would read 1-1-1-1-2.

The Primary number assigned to the Surat Revenue District is 5 and this District contains two Sub-divisions or Prants. Consequently the Code number indicating Block No. 1, in Circle No. 1 of Charge No. 1 of Prant No. 1 in the Surat District, would read 5-1-1-1-1 and the Code number indicating Block No. 1 in Circle No. 1 in Charge No. 1 of the second Prant would be 5-2-1-1-1.

In the cases of the units which form the Western India States Agency, the Gujarāt States and the Deccan States, in the larger States the principle applied in British India has been adopted; for example—

Junagadh State has been assigned No. 21 as a Primary number and is divided into 3 sub-divisions. Since each of these sub-divisions contains 4, 4 and 6 Charges respectively, the Code numbers expressing the various Charges in the State are as under:—

First Sub-division—

21-1-1; 21-1-2; 21-1-3 and 21-1-4.

Second Sub-division—

21-2-1; 21-2-2; 21-2-3; 21-2-4.

Third Sub-division—

21-3-1; 21-3-2; 21-3-3; 21-3-4; 21-3-5 and 21-3-6.

As regards the smaller States, these have been grouped together to form Primary Districts and each of the entities comprising the District has been treated as a sub-division.

For example, Balasinor, Baria and Bansda States together form District No. 18 and have been assigned sub-divisions Nos. 1, 2 and 3 in this order; they contain 2, 8 and 1 Charges respectively, which are, therefore, expressed in terms of the following Code numbers:

Balasinor State—18-1-1; 18-1-2.

Baria State—18-2-1; 18-2-2; 18-2-3; 18-2-4;
18-2-5; 18-2-6; 18-2-7 and
18-2-8.

Bansda State—18-3-1.

It should be clearly noted that the grouping of State entities into Primary Districts is simply a matter of convenience for preparing identification marks for the Enumeration Pads and that it has no other significance.

Each State whether a Primary District or part of a Primary District will still conduct its own Enumeration through its own Agency and be treated as a separate entity.

8. It will be evident that any Pad assigned to a particular Block, must be used in that Block alone and in no other Block, either in that Census District or any other Census District. In order that the scheme should be fully effective, it is imperative to estimate closely the particular number of Pads, each containing 100 slips, required for the Enumeration of the population of that Block and in order to do so, *it is essential that the greatest care should be exercised in estimating the population of each Block.* While this would appear a formidable task, in fact, it is not so, and the alternative methods which may suitably be adopted to arrive at the appropriate figure, are given below:—

(a) If there are no special reasons for holding that exceptional factors are operating to increase or decrease the population, add 15 per cent. to the population returned in 1931.

If exceptional factors exist, account must be taken of these factors in addition to increasing the 1931 population by 15 per cent., the percentage of increase being altered accordingly.

(b) If the number of occupied houses is known or is readily obtainable, multiply the number of occupied houses by 5 and treat the result as the population figure for the area.

9. It is possible that District or State or Municipal Census Officers may apprehend that the inability to utilise in any Block, the Pads assigned to another Block, introduces an undesirable element of rigidity, which may lead to disaster in the eventuality of a serious miscalculation of the estimated population of any particular Block.

To counter any such possibility, it is proposed at the time of the preparation of the House List, *which is an indispensable Census operation*, to direct that the total number of Males and Females in each Census House, should be ascertained and the figures inserted in one of the columns of this Register and consequently any substantial error in the original estimate of the population of each Block, will become readily apparent and the Charge Superintendent can forthwith invite the attention of his District or State or Municipal Census Officer to the miscalculation and thus enable the latter officer to prepare a supplementary indent in order to cover the discovered deficiency. Attention is invited to the statement in paragraph 5 above intimating the intention to appoint a Checker who will faithfully cover the ground traversed by the Enumerator, and that this Checker will prepare fresh slips for any Birth or Arrival that may have been missed by the Enumerator. It is intended to supply each Checker with a complete Pad, containing 100 slips, which will be marked with Code numbers running to 3 groups of figures only. Consequently behind each Enumerator, whose territory should contain an average population of 750 and a maximum population of 1,000, there will be a reserve supply of 100 slips, equivalent to 10 per cent. of the maximum population of any Block. It is suggested that these two safeguards should be sufficient to counteract the effects of any initial error in underestimating the population of the Block.

10. It should be noted that each Enumeration Pad will contain 100 slips, that the entries for one person only will be made on one slip, that the identification mark for each Pad will consist of a Code number and that each of the 100 slips in the Pad will bear the same Code number. Consequently,

once the population of the Block is determined, all that is necessary is to ensure the supply of the total number of Pads required for each Block.

11. In order to minimise costs as much as possible, it was decided to print the Pads on an All-India basis, which is a formidable undertaking requiring several months to complete.

Consequently it became necessary to forward indents for Pads to the Press with the least possible delay. The requirements of each Charge were therefore computed on a general system on the basis of the 1931 population. The figures of these requirements, as entered in the indent prepared in this office, have already been communicated to each District, Municipal and State Census Officer with the request to examine the allotment for the territory under his control.

As the local factors making for an increase or decrease of the population are within the knowledge of the local officers, it should be possible for them to make close approximations of the likely population on the 1st March 1941 and to indicate any excess or deficiency which appears in the indent figures.

It is imperative that the requirements for Pads *for each Block* should be determined at as early a date as is possible and in order to do so, it is desirable for each District or State Census Officer to prepare and furnish a statement containing the following details :—

- (a) The total number of Charges into which each Census District is divided.
- (b) The actual number of Circles in each Charge.
- (c) The actual number of Blocks in each Circle.
- (d) The estimated population of each Block.

Obviously few changes will be necessary in the divisions made in 1931 so far as Charges and Circles are concerned and consequently there will be small difficulty in providing this information.

As regards the division of the Circle into Blocks, the increase in the size of the Block introduces a factor which renders

reliance on the dispositions of 1931 uncertain but since all that is necessary is to group two, three or more of the 1931 Blocks into a single Block for 1941, the difficulty is by no means overwhelming and, in fact, the constitution of a Block of 150-200 Census Houses should be easier in rural areas particularly, since the proposed size of the Block, viz., about 200 houses more nearly corresponds to an entire village in very many areas and renders the incorporation of two or more small villages into one Block, a relatively simple matter, and in areas where large villages are numerous, the increase in size reduces the number of Blocks into which a single village needs to be broken up and consequently diminishes the difficulties arising from the necessity of finding a large number of Enumerators in rural areas. In the process of formation of Circles and Blocks, effort should be made to restrict the number of Blocks in any one Circle to not more than 10 and similarly much convenience flows from restricting the Charge to not more than 10 Circles.

It will not always be a practicable proposition but it is suggested, that definite effort be made to divide the Charge into preferably 10 and in any case not more than 15 Circles and to restrict the division of the Circle into not more than 10 Blocks. Adherence to these maxima will give maximum populations of 1,000, 10,000, 150,000 for the Block, the Circle and the Charge respectively.

It is hoped therefore that responsible Census Officers will facilitate the introduction of a method which, though untried, has been carefully designed, which undoubtedly is workable and which, in many respects, represents a definite improvement over past practice.

12. As on this occasion, the scope of the questionnaire has been widened and designed to procure information regarding—

- (a) The extent of unemployment.
- (b) Seasonal occupations.
- (c) Industrial or organised employment.
- (d) The division of labour within the family circle.
- (e) The type of housing accommodation available throughout the Country.

(f) The extent to which subsidiary occupations and Cottage industries exist.

It is a matter of primary importance that every effort should be made by all appointing officers and particularly Charge Superintendents, to exercise the greatest possible care in the selection of personnel from the material at their disposal, to display forethought in the appointment of 'Checkers', to recognise the existence of the human factor and to avoid placing a square peg in a round hole, to consider carefully the propriety of absolving the Checker from undertaking a test of the slips prepared by the Enumerator after Sunrise on the 1st March and to ensure—

(i) That the original estimates of the population of the Block are made as correctly as possible.

(ii) That the General Village or Town Register is a complete document.

(iii) That the House lists are accurately prepared.

(iv) That if at any time it becomes apparent, that the number of Pads demanded for a Block or a Circle or a Charge or a District is likely to be insufficient, a supplementary indent is prepared and forwarded with the least possible delay.

13. The main reason for selecting Sunrise as the Central hour for the taking of the count is that at this hour, more so than at any other time, the bulk of the population is under shelter.

The objects served by the preparation of a House list are—

(i) To secure a complete list of all houses or shelters likely to be occupied on the Census day.

(ii) To ensure that the total number of *Census Houses* contained in each occupied house or shelter is ascertained precisely.

(iii) To enable each Enumerator to identify the particular group of *Census Houses* for which he is responsible.

Generally speaking the population is divisible into two groups, viz.—

(a) **Household population** or persons who normally reside in a particular house or shelter and who intend to continue such residence though they may be absent from that house or shelter for a temporary period at the particular time of visit to the house by the Enumerator, and

(b) **Floating population** or persons who are not normally residents of a particular household but are birds of passage.

If therefore arrangements are made to count both these categories of persons, a correct count may be expected.

It will readily be perceived that a shelter need not necessarily be a walled building or a roofed structure and consequently any contrivance, for example, a tent or cave, which is capable of use as a shelter and which in fact is inhabited or is likely to be inhabited on the Census day, must be regarded as a Census House.

Ordinarily persons who may be regarded as forming part of the Floating population referred to above will be found assembled on Railway station platforms, in hotels, Hospitals, Dharamshalas, encampments, amongst troops on the March and on vessels lying or plying within territorial waters. This category will also include the homeless destitute, street dwellers, vagrants and wandering tribes.

As the precise methods to be adopted to deal with these classes of persons are still under consideration, separate instructions will be issued.

14. It is intended, on this occasion, to enlarge the amount of information collected in the House List Register (*see* Appendix III). It is important therefore that the preparation of this document should be carried out with care and that the Circle Supervisors and the Charge Superintendents and all other inspecting officers should make an effort to check the details entered in this Register, as fully as is possible.

This is a task which can easily and suitably be performed by all sub-divisional Revenue Officers and it is requested that District Census Officers will instruct their Prant Officers accordingly.

The preparation of the House List Register and its division into Block lists should be commenced as early as possible even though House numbering operations may not be feasible until the Monsoons abate.

15. In the past, in some areas known as Non-Synchronous tracts, the method of taking the count differed from the procedure adopted as the general rule, the reason for the difference being that local difficulties prevented completion of the process of Enumeration within the relatively brief period of time allowed. On this occasion, by reason of the fact that the time assigned for Enumeration has been increased, it is unlikely that any exception to the general rule will be necessary

but it will always be open to a District Census Officer to consider whether the period of time fixed will in fact be insufficient in a particular area and to recommend any case which demands special treatment.

16. In order that Census Officers may visualise clearly the task before them, the objectives and the main features of the mechanism set up to secure these objectives, are summarised below :—

The objectives are two-fold, viz.—

(i) A count of all persons alive at Sunrise on the 1st March 1941.

(ii) The collection of details as per questionnaire for all individuals found alive at Sunrise on the 1st March 1941.

The method to be adopted is as under :—

(a) Firstly, the preparation of the General Village Register in rural areas and the preparation of the Town Register in urban areas. This activity is simply the compilation of a statement showing all "inhabited places" within a fixed area together with the number of occupied dwellings in each "inhabited place".

(b) Secondly, the division of these "inhabited places" into Census Blocks.

(c) Thirdly, the preparation of a House List, viz., the Register containing details of the precise number of *Census Houses* in each of the inhabited places within a village or specified portion of a town, to be followed by House numbering operations.

(d) Fourthly, the preparation of a Block List.

(e) Fifthly, the appointment of Census officials and the training of these officials, particularly the *Enumerator and the Checker*, in the duties assigned to them.

(f) Sixthly, the supply of the appropriate number of Enumeration Pads to the Enumerator and Checker, to enable these officials to perform the duties entrusted to them.

CHAPTER II.

DEFINITIONS.

1. **Provincial Superintendent** means the officer entrusted with the entire Census Operations of the Province. His postal address is "the Provincial Superintendent of Census Operations, Bombay Province, Satara".

2. **District Census Officer** means the officer responsible for the Enumeration of a District or Agency. In British Districts he is in ordinary circumstances the Collector and in Agencies the Political Agent.

3. **State Census Officer** means the individual entrusted with the Enumeration work in those States or groups of States which by arrangement with the Political Agent correspond direct with the Provincial Superintendent.

4. **Municipal Census Officer** means the person entrusted with the Enumeration work in those Municipalities which by arrangement with the District Census Officer of the district in which they are situated, correspond directly with the Provincial Superintendent. Such Municipalities in the Province of Bombay are Bombay, Ahmedabad, Surat, Poona City, Sholapur and Hubli.

5. In British Districts, the Sub-divisional Officers have no separate status as Census Officers. The District Census Officer should, however, invariably furnish them with copies of all Codes, Circulars, etc., received, and should utilise their services for general supervision. They should master the methods of Enumeration, and Charge Superintendents should refer to them for decision on all doubtful points. The supply of forms and the appointment of inferior Census Officers should not, however, pass through their hands. The Provincial Superintendent will be glad to receive direct from Sub-divisional Officers notes on points of interest; and whenever reference is made by him to the District Census Officer on such matters, the latter may if he likes pass the reference on to any of his Sub-divisional Officers, and instruct him to reply direct to the Provincial Superintendent.

6. The **Charge** is a portion of a District, State or Municipality, and is under a Charge Superintendent. In a District it is usually the whole of a Taluka or Mahal excluding such Municipal areas as are treated as separate charges; while in Municipalities it may comprise a Ward or group of Wards or other recognised Sections of the town. No charge should ever contain parts of two or more Talukas, Mahals, Wards or other recognised administrative divisions.

The duties of a Charge Superintendent are—

(a) To set up and control the Census organisation in the whole area within his jurisdiction.

(b) To check not less than 30 per cent. of the entries made by Supervisors in their Circle Registers.

- (c) To maintain the Charge Register.
- (d) To instruct the Enumerators, Checkers and Supervisors in the duties which they are required to perform.
- (e) To serve as a link between Supervisors and District Census Officers.
- (f) To supervise the distribution of Enumeration Pads.

It will be for the District, State or Municipal Census Officer to decide whether Charge Superintendents shall correspond direct with them or through any other channel.

7. The **circle** is a part of the charge and is under a Supervisor, who is responsible for the training and supervision of the Enumerating Agency. It is usually a compact group of from 10 to 15 Blocks.

8. The **block** is a part of a Circle and is under an Enumerator. It is the smallest Census unit, and should contain from 150 to 200 houses.

9. The *Census operations* (Enumeration only) consist of the following :—

(a) Preparation of the General Village Register in rural areas and of the Town Register in urban areas, *vide* this office Circulars No. ENMN-2, dated 15th April 1940 and 16th April 1940.

(b) House Numbering, which consists of painting numbers on all houses likely to be inhabited between the 28th February 1941 and the 2nd March 1941 or on any one of these days.

(c) Preparation of the House List, *vide* paragraph 13 of this Chapter.

(d) Preparation of the Block List, which is a register giving, in serial order according to the House List, the numbers of the houses in the village or villages which constitute the Block.

(e) Enumeration which is the process of recording the replies to the questionnaire upon an Enumeration slip for all persons ordinarily found within the Block. It is intended that the process of Enumeration will commence on the 28th February 1941, continue over the 1st March and conclude on the 2nd March 1941.

(f) Checking which is the process to be carried out by an Officer to be called **the Checker**, whose duty it shall be to check the record prepared by the Enumerator and where necessary, alter it in order to make it correspond with the actual state of things prevailing at Sunrise on the

1st March 1941 which is the Central hour and date of the Census proceedings.

(g) Preparation of the provisional totals in the following Registers—

(i) Enumerator's Abstract to be completed by 4th March 1941.

(ii) Circle summary to be completed by 7th March 1941.

(iii) Charge summary to be completed by 9th March 1941.

(iv) District Provisional Total to be completed by 11th March 1941.

10. The further Census operations, such as abstraction, compilation, etc., do not concern the District administration, at any rate at this stage.

11. The forms supplied to Enumerators consist of—

(i) A Block list.

(ii) The appropriate number of Enumeration Pads.

(iii) A cover for (ii) which will contain the list of questions and a set of instructions to the Enumerator, printed in the appropriate regional language.

(iv) Enumerator's Abstract.

12. The ENUMERATION PAD consists of 100 Enumeration slips, $6\frac{3}{4}'' \times 4\frac{1}{4}''$, having printed numbers with blank spaces opposite them for recording entries in respect of each individual enumerated. One Pad will therefore suffice for the enumeration of 100 persons.

13. The **House List** is a form showing for each village the serial number of every Census House in the village and descriptive details of the house and the occupants of the house, *vide* Appendix III.

14. The **Circle Register** is an extract for the Circle from the **Charge Register** described below.

15. The **Charge Register** is a form showing the division of the Charge into Circles and Blocks and the names of the Census Officers responsible for each, with columns in which the progress of the Census Operations in the Charge can be noted.

16. A *Census House* ordinarily means the building or part of a building inhabited or likely to be inhabited by one commensal family, that is, by one or more persons living together and eating together in one common mess, with resident dependents and servants. In all cases in which any of the occupants of a single set of premises cook their food separately, each such premises should be treated as a separate Census

House and the occupants regarded as a distinct Census Household.

A Census House does not necessarily mean a walled-in structure or a roofed building. Any form of dwelling such as a tent or cave which is used or is likely to be used for residential purposes on the Census day, should be treated as a Census House.

In the case of bungalows with separate 'servants' quarters within the same compound, the bungalow is to be taken as one Census House, and more than one if occupied by more than one family and each Block of servants' quarters as another house.

In the cases of cooly lines and chawls, each separate tenement should count as a house.

If Temples, Mosques, Chavdis, etc., are large enough to sleep in and are used or are likely to be used for that purpose, they should be treated as a Census House for the purpose of the House list. A shop which forms part of a dwelling house need not be treated as a separate Census House unless it is let out separately.

Public buildings and Institutions such as Schools, Hostels, Hospitals, Hotels and Dharamshalas, Mills, Factories, Police Lines, Prisons, Asylums, Travellers Bungalows, etc., and Public offices are normally occupied by a greater or lesser number of persons; unless, in fact, they are not so occupied or likely to be occupied on the Census day, they should be entered as a Census House in the House List and numbered accordingly.

At the present Census, it is proposed to collect information in connection with Industry, organised labour and Housing conditions and in large industrial centres it may be desirable to modify the above definition of a Census House.

For example, in Bombay it is for consideration whether the definition should not be "Every dwelling with a separate main entrance" and in smaller Municipal areas "Every building separately assessed to Municipal taxation". District and Municipal Census Officers should pay particular attention to this point and indicate the desirability of modifying the general definition in particular cases.

17. The population of any place falls into two broad divisions—

(a) **Household population** or persons who normally reside in a particular house or shelter and who intend to continue such residence though they may be absent from that house

or shelter for a temporary period at the particular time of visit to the house by the Enumerator, and

(b) **Floating population** or persons who are not normally residents of a particular household but are birds of passage.

“Usual place of residence” may be defined as the fixed abode of a person in which he ordinarily dwells and in which his intention to continue to dwell is evident.

18. **Village**, wherever referred to, means the revenue village and not the separate residential hamlet.

19. **Inhabited Place** means any occupied building or group of buildings and includes the gaokhan of any village, any separate hamlets or groups of residential houses and any other places as temples, Railway gatemens' huts, ferrymens' huts and the like, situated at a distance from the gaokhan.

20. **Town** means a Municipal area, a Cantonment, Civil Lines, and all other places having a population of more than 5,000 persons which the Provincial Superintendent may decide to treat as a town for Census purposes.

Notes.—(1) The difference between a Town and a Village for Census purposes is not one which concerns Enumeration but only the subsequent operations referred to in section 10 above.

(2) The places treated as towns at the last Census will be found in Imperial Tables IV and V in the Bombay Report, Part II. District and State Census Officers are requested to scrutinise the names of the towns there listed, and report whether any omissions or additions are recommended on this occasion. In recommending fresh names it should be borne in mind that mere size is no criterion. Only places with a truly urban character should be recommended. Care should be taken to see that places where two or more adjacent village sites, each below the prescribed minimum but together possessing a truly urban character, lie close to each other, are incorporated in the list.

21. **City** means any place with a population of more than 100,000 and any other place which the Provincial Superintendent with the sanction of the Provincial Government may decide to treat as a city.

Note.—The enumeration procedure for Cities is likely to differ in some particulars from the procedure for districts and towns.

22. **Special or Non-Synchronous Tracts** are tracts in which, on account of the inaccessibility of the villages or for other reasons, the regular enumeration procedure is modified.

Orders as regards such tracts will issue later.

CHAPTER III.

FORMATION OF CENSUS DIVISIONS : CENSUS AGENCY.

1. In order to break up a District, State or Municipality into Census divisions the initial step is the preparation of The General Village Register and the General Town Register in connection with which instructions have already been issued in Circulars No. ENMN-2, dated 15th April 1940 and 16th April 1940 respectively. The following supplementary instructions are now issued :—

The forms of the Registers are reproduced below :—

GENERAL VILLAGE REGISTER.

Administrative area for which prepared _____

Serial or Rev. No. of the village.	Name of village.	Names of inhabited places.	Proposed No. of blocks in serial order.	Estimated No. of houses per block.	Serial No. of Circle.	Remarks.
1	2	3	4	5	6	7

GENERAL TOWN REGISTER.

Administrative area for which prepared _____

Serial No. of ward, Peth or Galli.	Name of Ward, Peth or Galli.	Name of street or Moholla, or alley, or boll.	Proposed No. of blocks in serial order.	Estimated No. of houses in the block.	Serial order of Circle to which the block belongs.	Remarks.
1	2	3	4	5	6	7

Explanations.—The term "Administrative area" used at the head of the form is deliberately chosen so as to include areas known by various names such as Talukas and Mahals in British

districts, or entire States, or Talukas, Mahals, Petas, etc., in States, entire Municipalities, parts of Municipalities, Cantonments, etc.

Column 1.—Serial numbers should run continuously for each area for which the Register is prepared. Villages should be arranged geographically.

Column 2.—Deserted village sites, whether temporarily or permanently abandoned, should be entered in the Register. In such cases, columns Nos. 3 to 6 will be blank.

Column 3.—See the definition of "inhabited place" in the last chapter. In this column it should not be forgotten to enter the gaathan as one of the inhabited places. At a later stage of the operations, a return of the number of villages, inhabited places and deserted villages will be called for. This column should therefore not be neglected.

In the case of the Town Register the entry in this column is intended to refer to smaller but well defined portions of the area named in column 2.

Column 5.—If at this stage the number of houses cannot be accurately determined, they should be estimated as accurately as possible as the information is necessary for deciding the numbers of enumeration pads and inferior staff required. Special care is to be taken in places where village sites are unstable. The number of houses may be estimated by village units or by inhabited places within a single village unit according to convenience.

Columns 4 and 6.—The original entries will be corrected if necessary after the Charge Register is prepared and will afford a series of cross-references to that Register.

2. Maps.—As a supplement to the General Village Register and for the sake of efficiency generally, skeleton maps of Talukas, Municipalities, etc., should be used for marking the outlines of Census Divisions. This is absolutely necessary in Municipalities and without it the formation of Census divisions is almost impossible.

3. Blocks.—The size of a Block depends on its density. The normal Block should contain between 150 and 200 houses. This size will facilitate the constitution of many villages into a single Block; where the villages are large, two or more Blocks may be formed. Similarly in the case of small villages, a Block may include more than one village but care must be taken to see that in no case is a part of one village included in one Block with

another whole village or part of another village. There is no objection to the inclusion in one Block of any number of contiguous inhabited places belonging to the same village. In Municipal areas Blocks should be compact and should have easily recognisable boundaries, such as streets, streams, etc.

4. **Circles.**—The normal Circle is the greatest number of Blocks for which the Supervisor can train the Enumerators and check their work.

5. **Charges.**—The normal Charge in a Revenue District would consist of a Taluka, Mahal or Peta. Each Municipal area would ordinarily be treated as a separate Charge but petty Municipal areas may be formed with a Circle, if this course appears convenient.

In the case of Municipal towns it is particularly important that the charges and circles should correspond with recognised administrative units such as wards; it is suggested that the Municipal Ward should correspond to a Circle and a group of Wards to a Charge.

6. Special instructions will issue later concerning the precise action to be taken for the Census of the following :—

- (i) Railway areas.
- (ii) Cantonments which are in all cases to be treated as Charges.
- (iii) Troops on the march.
- (iv) Ports.
- (v) Floating population, *vide* definition in paragraph 17 (b) of Chapter II.

It will however be necessary to form into Blocks and Circles and Charges as is appropriate, all Railway Premises, Ports, Dock-yards, Cantonments, Arsenals if outside a Cantonment area, large Hospitals, District Headquarters Police Lines, to enable the correct preparation of the abstract of the Charge Register. Railway Huts beyond "Distant Signals", Police posts other than District Headquarter stations, Forest Depôts and Huts, small Hospitals, Asylums, etc. which are housed in ordinary residential buildings should be included in the Blocks of the particular Village or Ward in which they occur.

Fishermen's huts on the foreshore will also be treated as a part of the adjoining village but boat population which normally lives on board a vessel and not in dwellings on land, should be treated as Floating population.

Explanations.—In the first instance only columns 1 to 4 should be filled up in ink, and columns 5 to 7 in pencil. These columns will be corrected and inked in after completion of house-numbering, when accurate figures and names will be available. In column 2 also only the designation of the officer to be appointed as Circle Supervisor should be shown in ink, the officer's name itself being entered in pencil so as to allow a correction to be made in case of a transfer. When finished up to the point abovementioned, the Charge Register should be carefully compared with the General Village Register, whose columns 4 and 6 may have to be corrected to correspond with this Register. This should be completed by the 15th of August 1940.

The Charges into which each District, State or Municipal area is divided have been given distinct serial Nos. in this office (*vide* paragraph 7 of Chapter I); similarly each of the Circles in a Charge and each of the Blocks in a Circle should be allotted serial numbers by the Charge Superintendent. The process by which each Charge, Circle and Block will be identified by a Code number consisting of three, four and five numbers respectively has already been explained, *vide* paragraph 7 of Chapter I.

The portions of a Charge Register that relate to each Circle constitute the Circle Register and a copy is to be given to each Supervisor together with maps of the Circles showing the villages comprised in them. The printed headings for the Circle Registers will be supplied in the regional languages. The Circle Registers should be ready for distribution by August 31st at the latest. On receipt of these Circle Registers, the various Supervisors should travel round the limits of their Circles in consultation with the Supervisors of adjoining Circles, in order to ensure that no two Circles overlap and that no 'inhabited' places are omitted. Any mistakes should be at once reported to the Charge Superintendent.

The correct and punctual preparation of the Charge and Circle Registers is a matter of the utmost importance. If Census Officers neglect this work they will only find that they have heavier work later on.

7. Abstract of the Charge Register.—Concurrent with the preparation and delivery of the Circle Register to the Circle Supervisor, an Abstract of the Charge Register should be drawn up in manuscript in the form below and despatched by the Charge Superintendent to the District, State or Municipal

Census Officer who in turn will forward a consolidated statement for the District to the Provincial Superintendent.

ABSTRACT OF CHARGE REGISTER.

Name of Charge _____

Number of				Average number of			Remarks.
Circles.	Villages.	Blocks.	Houses.	Houses per blocks.	Houses per Circle.	Houses per Charge.	
1	2	3	4	5	6	7	8

The submission of this form by the 31st August is very important, as it enables the Provincial Superintendent to check his preliminary estimates for the quantity of forms or Enumeration Pads, etc., which estimates have been based on the actual figures of the last Census. It also enables him to see whether the arrangements for breaking up administrative areas into Census Divisions have been suitably made. Its punctual submission is therefore a matter of primary importance.

8. Resume of action to be taken on receipt of this Code.—

- (i) Copies of the Code should be distributed.
- (ii) The number of translations of this part of the Code in the various regional languages, which are required, should be reported to the Provincial Superintendent.

It is to be noted that copies of the Code are not intended to be distributed to Census Officers below the rank of Charge Superintendent. Consequently it is anticipated that the need for the preparation of the Code into a regional language will not be felt. A separate pamphlet will be issued containing all instructions necessary for the guidance of Supervisors, Enumerators and Checkers.

(iii) The General Village Register, Charge Registers (see Chapter II, Section 15 above) and maps of the 1931 Census should be obtained from the records, where they were filed about March 1931. They may have either been filed in the Collector's office or in the Taluka Offices or State or Municipal Record Rooms.

(iv) General Village or Town Registers for the 1941 Census are to be prepared in the forms given in Section I of this Chapter. It is to be noted that printed forms are not supplied for these Registers, and also that they are to be prepared on the basis of administrative areas (taluka, etc.), i.e., in advance of the formation of Census divisions.

(v) All other action in accordance with the instructions in this Chapter should be set in hand.

The following is the programme :—

Compilation of General $\frac{\text{Village}}{\text{Town}}$ Register.	} At once, if this has not already been done.
Appointment of Charge Superintendents.	
Preparation of Charge Register ..	From 20th August.
Completion of same ..	31st August.
Submission of Abstract of Charge Register to Provincial Superintendent	31st August.
Formation of Circle Registers ..	From 31st August.
Circle Registers to be ready for distribution to Supervisors ..	By 5th September
Appointment of Supervisors ..	1st September.
Appointment of Enumerators and Checkers (see Appendix IV)	From 1st October.

CHAPTER IV.

PART A.

DUTIES OF SUPERVISORS.

(Addressed to Supervisors.)

1. When you are appointed you will receive from the Charge Superintendent your Circle Register and a map or plan of your Circle showing the precise boundaries of the area under your jurisdiction. Your first duty should be to check these boundaries by comparing them with the Circle Register and map. If you find that your Circle overlaps an adjoining Circle, that areas which exist have been omitted or that a boundary line is irregularly drawn or incorrectly described, you should report the fact to your Charge Superintendent. As soon as you have made yourself thoroughly acquainted with the areas within your jurisdiction, your next duty is to understand clearly what is the task you are to perform. These instructions you will receive from your Charge Superintendent and it is part of your duty to see that the Enumerators and Checkers posted to the various Blocks which constitute your Circle, clearly understand what action they are required to take.

2. It is essential that both you and the staff under your control, realise clearly that the objectives of the 1941 Census are as follows :—

(a) A count of all individuals who are *alive at Sunrise on the 1st March 1941.*

(b) The collection of answers to the questions to be put at this Census, for each of the persons found alive at Sunrise on the 1st March 1941.

You will note that the intention is to count all persons *alive at Sunrise* and at no other time and, therefore, if a person died just after Sunrise on the 1st March, he will have to be counted and entries in respect of this person written up, although he is dead when the Enumerator arrives at that particular house and similarly, if a child is born just after Sunrise on the 1st March, that child is not to be counted and no entries for that child recorded, even though the child is alive when the Enumerator visits that particular house.

3. The next important fact to bear in mind is that the whole of the population is to be divided into two classes and enumerated accordingly. These two classes are as follows :—

(a) **Household population** which means the persons usually resident in a particular house or shelter, which includes a cave, a tent, a grass hut, etc., provided it is a fixed abode.

(b) **Floating population** which includes the visitors to a private residence or persons staying temporarily in any occupied building, e.g., a Hotel or Dharamshalla or Musaffarkhana or Chavdi or temple or Math or Mosque, persons under treatment and staying in a Hospital, persons detained in a Lock-up or Jail or Lunatic Asylum or persons who usually live on board a Machwa or other vessel.

In order to discover the units of Household population, the test is whether a particular individual does, in fact, live in a particular abode whether it is his usual place of residence and if absent at the time the Enumerator calls at this abode, whether the intention is to return to that abode and continue to reside there. Many persons who live in the villages, have a usual place of residence in some dwelling in the village-gathan or within the village boundaries even though it is not their ancestral house. It may easily arise that at the time of the visit of the Enumerator, some one of these persons has gone away for a few days on business or pleasure or pilgrimage or to give evidence in a Court ; if the intention is to return to that usual place of residence after his business or visit or pilgrimage is completed, then he is to be treated as a permanent member of that Household and a slip prepared for this person. If on the other hand, a person, who has been residing permanently in a particular house, has departed and the intention is not to return to that house by the 1st March 1941 then the person must be regarded as having taken up his or her residence elsewhere and therefore this person must not be included among the residents of that house and consequently not enumerated as a member of that Household. Again, if a complete stranger to a village or town arrives in a Census House even a few hours before Sunrise on the 1st March and intends to stay in that house beyond the 1st March, he must be treated as a permanent member of that Household and enumerated accordingly.

To put it briefly, if a person is present when the Enumerator calls, the question to be decided is whether he intends to continue to reside in that house beyond the 1st March 1941. If so, he must be enumerated. If however a person usually

resident in a house is absent at the time of the visit of the Enumerator, then the question to be determined is whether the intention of the absentee is to be away for a period beyond the 1st March 1941 or not. If he is expected back by the 1st March, he should be enumerated, if he is not expected back by that date, he must be excluded.

It is most important that all Census Officers should understand this matter clearly, as otherwise there will be confusion and a visitor to a place will be enumerated in that place and then also at his or her usual place of residence, or at neither place.

The Enumerator must be warned in all cases of doubt to enquire of the person if he or she has been enumerated before and if the reply is in the affirmative, he must not enumerate him a second time. If the reply is in the negative, the Enumerator should attempt to get at the facts and satisfy himself before preparing a slip.

4. The third thing to bear in mind is the definition of a "Census House" which, roughly speaking, may be defined as *any premises in which a single person or family or a group of persons habitually live and eat together*. Since it is easier to describe a Census Household than to define it, I give below different examples. If in some particular case you are perplexed, you must consult your Charge Superintendent:—

(a) All the members of a joint family who live together in an ancestral house and eat together of food cooked in one kitchen, form one Census Household and the premises they occupy, whether one or two rooms or a hut or a spacious house, constitute one Census House.

(b) If the members of the same joint family live in one premises but eat separately, then that dwelling place contains more than one Census House and if the Household is divided up into groups each of which prepares and eats its food separately, then each set of premises occupied by these distinct groups in that dwelling place, represent distinct Census Houses.

(c) If in one dwelling house, the owner or tenant of the house employs one or more servants and these servants cook and eat their food separately and not with the family members of the owner or tenant, then that dwelling house contains as many Census Houses as there are groups who prepare and eat their food separately.

(d) If a single family consists of a father, mother, two children and a widowed sister of the father, then since all live together and eat together, they comprise a single Census Household and the premises they occupy constitute a single Census House.

If in addition to these persons, the father employs a governess or tutor to teach his children and this woman or man lives and eats with the family, the premises occupied by the governess would form part of the same Census House, but if the governess or tutor being of a different religion or a member of some other caste does not eat of the food cooked in the family kitchen but prepares her or his own food then the premises occupied by the family, form one Census House and the premises occupied by the governess or tutor constitute a second Census House.

(e) A Hospital, a Jail, an Asylum, a Hostel, a Hotel, a Chawl are other examples of dwelling places which would consist of one or more Census Houses.

A building used exclusively as a Factory or an office or a shop would not be a Census House, but if in some corner of that building, one or two rooms are set aside for the residence of the caretaker, the premises occupied would constitute a Census House.

Similarly a hut in the compound of the building if occupied by a watchman or other employee, would need to be treated as a Census House.

On the other hand, if in a building the ground floor is used as a shop and the upper floor as the residence of the shop-owner or of a tenant of the proprietor of the shop, then unless there are separate entrances to the portions used as shop and dwelling house respectively, the whole building should be treated as a Census House, but if there are separate entrances, then the premises used as a shop would not be a Census House while the premises used as a residence would be a Census House.

5. House Numbering.—This is the process of affixing in serial order, identification numbers on to each Census House, to enable the Enumerator to know precisely how many Census Houses are contained in his Block and also to enable you to make certain that every occupied building in your Circle has been brought into the count and formed into the correct number of Census Houses.

To ensure that no building is overlooked, the first process adopted is to prepare a register of "inhabited places", viz. the General Village or Town Register. The next process is to discover the total number of Census Houses which are contained in these "inhabited places". This is done by preparing for every village or ward, another Register called the *House List*, in which certain specific details are required to be entered up in respect of each Census House.

6. Along with the preparation of the *House List* or at least immediately after its completion, the process of House Numbering should be taken in hand.

The medium to be used for applying identification numbers to the Census House will be decided by your Charge Superintendent. Generally it will be convenient to use red or yellow Ochre, lime, or some cheap kind of paint, perhaps coal-tar. Whatever medium is used for house numbering should, so far as is possible, be readily procurable on the spot and not be such as to arouse superstitious prejudices :

Your duties in this connection will consist of taking precautions against unnecessary waste of whatever material is being used and against negligent or dilatory conduct on the part of the persons who are entrusted with the actual task of painting. Numbers should not be painted on without explaining the reason to the uneducated inmates and asking the occupants to see that the marks are not damaged. Paper tickets should never be used. In the case of a building which is classed as a Protected Monument, if it is likely to be occupied during the period of Enumeration and it is therefore necessary to treat the building as a Census House and give it a number, care should be taken not to damage the building and the mark should be affixed in such a way that it can be removed easily when no longer required.

7. **Arrangement of Numbers.**—The numbering should run in a continuous series through the village or ward or quarter or Peth or Moholla and should follow the route by which it is most convenient for the Enumerator to travel round his Block. As an additional precaution, it is useful to indicate the first and last numbers of each Block by some distinguishing mark such as a painted triangle around the first number and a painted circle round the last number. All buildings should be numbered in which anyone is likely to sleep on the 28th February 1941 or 1st March or 2nd March 1941.

Houses which are discovered after the numbers have been painted on or which are newly built and occupied, should be inserted in the House List as sub-numbers of the nearest house, e.g. 10-A, 25-A, etc.

8. House Lists.—Headings for this Register are being printed and will be supplied to you by your Charge Superintendent. The headings should be pasted on to a double sheet of foolscap paper and the entries filled in. The number of columns is 17. The preparation of this form should present few difficulties if you have grasped the nature of the differences between Household population and Floating population.

Column 1.—Here enter the serial No. of the House.

Column 2.—Here enter the name and father's name of the head of the household.

Column 3.—Here enter the religion of the head of the household. If you find that a particular household contains persons of more than one religion, a remark should be made in the remarks column giving the facts as briefly as possible.

Column 4.—Here state whether the building is a private dwelling house or shop or temple or Hospital or School house or Government or Municipal or District Local Board office or Octroi Naka, Chavdi, Factory, etc.

Column 5.—Here state the number of living rooms, viz. the number of rooms used for sleeping, cooking, bathing, eating and for general purposes only. A verandah and also a room or covered portion of the courtyard, used for storing goods or grain or grass or for stabling cattle or agricultural implements or for shop purposes or a privy, should not be regarded as a living room. A room used for workshop should be regarded as a living room.

In Towns, the dimensions of each living room should be given as far as it is possible to do so and this rule must be rigidly observed at least in respect of one-room or two-room or three-room tenements.

Columns 6 and 7.—Here state the facts and if necessary give a fuller explanation in the Remarks column.

Columns 8, 9, 10 and 11.—In these columns enter the number of family members of the household who are living there and intend to continue to live there. If the head of the household or other member of the family is absent, but intends to return by the date of the Census, he should be included in the appropriate column.

Columns 12, 13, 14 and 15.—Here enter relatives or other guests who are on a short visit to the household.

The inmates of a Hospital, the visitors at a Hotel, the occupants of a Hostel or Boarding House, persons in the Police Lock-up or the Sub-Jail of a Taluka Kacheri, Pilgrims found at a Dharamshalla near a place of pilgrimage, should be shown in these columns.

Column 16.—Here enter the combined totals of columns 8, 9, 10, 11, 12, 13, 14, 15.

Column 17.—Here enter explanatory remarks in case of special difficulty in filling in any of the previous columns.

9. Delimitation of Blocks.—When all the houses have been numbered, you should make a final distribution of the houses in each village among the Enumerators already appointed. You should note in the remarks column of your Circle Register, the numbers of the first and last houses of each Block.

In the event of the number of houses found by actual counting to exceed the number previously reported and to be so large that additional Enumerators seem necessary, you should at once inform your Charge Superintendent of the fact and also suggest the name of a suitable person for appointment.

You should also, if necessary, submit proposals for the formation of special Blocks of the kind mentioned in the next paragraph.

10. Mooring ghats, Encampments of wandering Tribe, Camping grounds, etc.—In the course of house numbering operations, you should ascertain what mooring ghats and camping

grounds, etc., there are in the limits of each village and then decide in which particular Block, these are to be included making a note in the Remarks column of your Circle Register.

If the number of boats at a ghat on the night of the Census is likely to exceed 10, you should move your Charge Superintendent to have special Enumerators appointed for the purpose of enumerating the population of these boats. Ordinarily a Customs or Port official will be available for appointment for this duty and if a special Enumerator is appointed, the area entrusted to him should be shown in your Circle Register as a separate Block.

Until the day appointed for the commencement of Enumeration, you must make arrangements to ensure that any newly built houses in a Block or new streets or hamlets or camping grounds or mooring ghats which have come into existence are added to the Block Lists so that the Block List will, in fact, contain details of all the occupied houses in the Block area.

11. Corrected Return of Houses.—When the arrangements of the Blocks have been finally settled, you will ink in columns 5 to 7 and fill in the remaining columns of your Circle Register and send a copy of columns 1 to 7 to your Charge Superintendent so as to reach him by the end of November at the latest.

12. The Block List.—As soon as the Charge Superintendent accepts your proposals, he will arrange to supply you with Block Lists in duplicate and these should be given to each Enumerator and Checker.

13. Training of Enumerators and Checkers.—At the time of delivery of the Block Lists to the Enumerators and Checkers, you must make sure that each of these officers understands thoroughly what his duties are.

These consist—

(a) In making themselves familiar with the extent of their Blocks and the number of Census houses in the Block.

(b) In realising that they must remain constantly on the alert to enter into the Block List given them, any new buildings which come to notice.

(c) In mastering the principles to be followed in filling up the House Lists.

On this occasion, there is to be no preliminary enumeration to be followed by a final count on the Census night but Enumeration will be a continuous process extending from the 28th February up to the 3rd March 1941 as follows :—

The Enumerator of each Block will start work early on the morning of the 28th February and visit House No. 1 in his Block list and then proceed to House No. 2 and so on till he visits and enters up slips for each person in each of the houses in the Block List. He must arrange his work in such a manner that the whole of the work is finished by the evening of the 2nd March.

In dealing with his Block, the Enumerator may find it necessary to visit some houses late in the evening because it will be possible to find the residents at home only at a late hour; in other cases this will not be necessary. He must therefore ascertain in advance what is the most convenient time for visiting any particular group of houses and act accordingly.

By the evening of the 28th February 1941, the Enumerator will have entered up fully two or perhaps three Enumeration Pads. These completed pads will then be passed over to the Checker appointed for the Block and the Checker will commence his work on the morning of the 1st March after Sunrise and proceed from house to house verifying the entries made by the Enumerator the day before. Similarly on the evening of the 1st March, the Enumerator will have completed another two or three Pads and these will be passed over by the Enumerator to the Checker who will proceed to check the entries in those Pads. The same process will be repeated on the 2nd March which is the last working day of the Enumerator.

In this manner, all the houses visited by the Enumerator on one day will be visited by the Checker on the day following.

It is most important that the Checker should verify the number of persons enumerated, with the actual population of each household, but it will not be necessary for the Checker to verify the details entered up by the Enumerator for each and every question.

If an error in the slip comes to his notice, he may correct it and initial the entry. If the error is so glaring that it cannot be corrected easily, he may cancel the slip prepared by the

Enumerator, by the process of writing "Cancelled" across the slip signing his name in full and affixing the date and preparing a fresh slip on the Pad in his possession.

Similarly if a person for whom a slip has been prepared by the Enumerator prior to Sunrise on the 1st March, is found by the Checker to have died or left permanently before Sunrise on the 1st March, then he must cancel the slip in question, again signing his name in full and dating it. If a baby was born in a household before Sunrise on the 1st March but after the Enumerator has visited the house the Checker must prepare a slip for this child, since it has not so far been enumerated. If some person arrives in the house after the Enumerator has visited the house and passed on, again the Checker must prepare a new slip, if on enquiry he finds that the intention of this new arrival is to continue to reside in the house until or after the 15th March 1941, but the Checker should not prepare a new slip for such persons until he satisfies himself that the person has not been enumerated before in some other place. If either an Enumerator or a Checker after enquiry feel grave doubts of the *bona fides* of any person and is satisfied that the person is trying to get himself or herself enumerated twice he should prepare a slip if the person still insists on saying that he has not been enumerated before, but should mark on the back of the slip that he suspects the *bona fides* of this person. A list of such slips should then be prepared on a separate sheet of paper and sent to the Charge Superintendent who will take appropriate action.

14. Use of Enumeration of Pads.—You must make sure that your Enumerators and Checkers understand clearly that one slip only must be prepared for one person. These slips will be supplied in Enumeration Pads containing 100 slips each, so that one Pad is sufficient for 100 persons. As the number of Pads to be supplied will be just enough for the Block-population, great care will have to be taken that there is no wastage due to careless handling.

15. If the Enumerators and Checkers are not to make mistakes and waste slips, it is necessary to train them in the way of writing up the slip correctly. This therefore should be practised before-hand in the following manner.

A group of Enumerators and Checkers should be assembled in some convenient place and the Supervisor should accompany them to one or two different houses and using a slate or a piece

of blank paper, he should enumerate the persons in those households by eliciting the facts and showing his audience how the details for each person should be entered. Such test enumerations are not only the best method of training but they help all officers in acquiring knowledge of the rules. The number of questions to be asked are 22 and therefore 22 replies will have to be recorded for each person except for infants, minors, etc., since in their cases the answer to many of the questions will be blank.

The instructions for the writing up of Slips will be issued later.

PART B.

DUTIES OF CHARGE SUPERINTENDENTS AND
SUPERIOR OFFICERS.

16. As soon as the Supervisors are appointed they should be assembled at convenient centres and given a practical training in the preparation of a House List and House numbering operations in a typical village. This opportunity should be taken to make sure that they understand all the duties they are expected to perform.

17. **House Numbering in Towns.**—If in any Municipal area, the general definition of a Census House is altered and given a local application, *vide* paragraph 16 of Chapter II of the Census Code, appropriate modifications will be necessary in House numbering operations as described above.

Generally speaking, all houses in a Municipal area have already been numbered and if so, it will be economical and convenient if these Municipal house numbers are adapted for Census purposes. Where no numbering system exists or the system is too imperfect or too confused for Census uses, systematic numbering must be undertaken in consultation with the Municipal or Village Panchayat authorities and they should be invited to adopt the new numbers for their assessment lists.

It should also be suggested to them that if these numbers are affixed in some permanent fashion it will prove advantageous since the register could readily be kept up to date and thus provide valuable information which is constantly needed.

18. **Testing House Numbering.**—During the whole time that house numbering operations are in progress, the Charge Superintendents and other inspecting officers should be constantly on the move inspecting the work, correcting mistakes and seeing that no houses are left unnumbered or are omitted from the House Lists.

As new houses are constantly being erected, it is necessary to make arrangements to ensure that these enquiries are continued up to the very day of the Census and that the results of these enquiries are incorporated into the House Lists and appropriate entries made in the Block Lists.

19. **Corrected Return of Houses.**—On receipt of the reports referred to in paragraph 11 of this Chapter, the Charge Superintendent will correct his Charge Register accordingly and will send to the District Census Officer an abstract in the

APPENDIX II.

1. Name.
2. Sex.
3. Race, tribe or caste.
4. Religion.
5. Married, unmarried, widowed or divorced.
6. Age.
7. Number of children born to a married woman surviving.
8. Her age at birth of first child.
9. Are you wholly or partly dependent on anyone else ?
10. If so, means of livelihood of person on whom dependent.
11. Do you employ (a) paid assistants, (b) members of household ?
If so, how many ?
12. Are you in employment now ?
13. (Only to those who reply in the negative to question 12).

Are you in search of employment ?

To those who reply in the affirmative the further question will be put—How long have you been in search of it ?

14. Means of livelihood in order of importance.
15. (Only to be asked in regard to means of livelihood of a person shown as partly dependent against question 9 or any subsidiary means of livelihood returned by other persons against question 14).

Does this means of livelihood exist throughout the year ? If not, for what part of the year ?

16. If you are employed by some one else, what is his business ?
17. Were you born in this district ? If not, in what district ?
18. Mother tongue.
19. Other Indian Languages in common use.
20. Can you both read and write ? If so, what script do you write ?
Can you only read ?
21. How far have you read ? Give any examination passed.
22. Are you literate in English ?

APPENDIX IV.

The following sources of supply are suggested for the appointment of Enumerators and Checkers :—

(1) Stipendiary, full time or part time, Government servants, i.e., non-Gazetted Officers, Ministerial and literate Menial staff, in all departments of the Government of India and of the Provincial Government, including staff seconded for special duty.

(2) Primary School teachers, and other employees of local bodies, including Panchayats, Notified Area Committees and Sanitary Committees; the staff of secondary schools, technical institutions, Colleges, etc., which are maintained directly by Government or by Associations subsidised by Government.

(3) Secretaries of Co-operatives Societies and teachers of voluntary schools.

(4) Government Pensioners and Ex-military men on the Reserve.

(5) Listed candidates in Government offices.

(6) Members of the Police Forces (only such of them as can be spared by the Heads of offices should be taken).

(7) Representative Watandars and members of Watan families who have officiated.

(8) Officiating Village Accountants and such Non-Watandar Village Patils as are suitable.

(9) Non-officials whose status and education fit them for the work of Enumeration and whose local influence ensures efficient service, e.g. Inamdars, College Lecturers, Research students, Members of Local Bodies, Arbitrators and Organisers of Co-operative Societies, etc.