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GOVERNMENT OF INDIA  
MINISTRY OF HOME AFFAIRS  
OFFICE OF THE REGISTRAR GENERAL, INDIA



SUMMARY OF THE PROCEEDINGS OF THE CENSUS CONFERENCE HELD  
BETWEEN 24 SEPTEMBER AND 1 OCTOBER 1959  
243 R.G. of India—1.

## **SUMMARY OF THE PROCEEDINGS OF THE CENSUS CONFERENCE HELD BETWEEN 24 SEPTEMBER AND 1 OCTOBER 1959.**

Owing to other preoccupations the Home Minister could not inaugurate the Census Conference. He met the Census Superintendents at his residence on 27 September 1959. His address is reproduced below :

I am glad to meet you here this afternoon. The Census Commissioner was good enough to ask me to find some time to address you. On the first day when you assembled here the occasion did not quite suit me. All the same he and I both thought that it would be good if I could snatch a few moments some time before your departure just to meet you. You need not expect any speech from me. I don't intend to address you at any length. I find that you have this time met earlier than the Census Superintendents used to do in the past. That is but fair and proper because the problems have become much more complicated and you have fully to grasp the basis and also to study the details because you have not only to prepare yourself for the task but, directly and indirectly, to train about a million enumerators for this task. Ultimately the accuracy of the figures and information collected depends on the capacity and competence of the enumerator. There are many of them who have to be, I think, given lessons not only once or twice but perhaps ten times before they will be able to carry out the complicated and arduous task that they are required to perform. This, I think, is the tenth census; the first we had was perhaps in 1872. Well, much water has flown since and the census operations like other things have become more and more complex. I must say that those who were engaged in this task in the olden days and those who worked as pioneers did a remarkable piece of work. When you go through their report you can see the enormous amount of labour that they have put in on the various problems which had not been touched by anybody previously. They had to do a lot of exploratory work and they produced very comprehensive reports on certain matters. So we have been gradually building on the foundations laid by them. In every census some new features have been introduced. In our country I think we have these census operations on a vast scale. I wonder if any other country carries on such operations in the same manner as elaborately, accurately, objectively and dispassionately as we do here. In some countries there is a tendency to distort even facts which are in themselves very indisputable. But in our country the censuses have always been conducted in a scientific spirit, in a rational manner, without any bias or prejudice. In fact I sometimes think that your job is a fascinating one. You are not to be actuated by any ulterior motives. You have only to conduct a scientific inquiry in a scientific spirit. So that is

always worth doing because when you are only trying to collect material which is in every way inevitably and unassailably true and correct, then you cannot but feel greatly interested in the work. I do not know if the enumerator can feel the same zest for his job as you are likely to do because he has to do the spadework while you have to draw conclusions. You have also to lay down those fundamental bases on which our plans would for the most part rest in future. Even in the past, as I said, the census operations in our country have been conducted in a very excellent way and earned the appreciation of people from other countries. To conduct an enumeration of millions within a few hours all over the country in every nook and corner is a gigantic and formidable task, but that is small compared with what follows from the collection of this material. Much minor in importance, though, it lays the foundation of the structure that is built on the figures that are collected by those working under you. But in the olden days the conditions were static. You were concerned mostly with matters pertaining to caste, religion and so on, but now times have changed. We are on the move and our society has become in a way dynamic. So the attitude of the Census Officers too has to be adjusted to these changing conditions. You have to collect material not only with regard to population and the age groups and other things but also about other important matters concerning life itself. You have to deal with the social and economic man and you have to take man as such a unit. You have to collect all these units together with the figures of population and the changes that have taken place during the last ten years to indicate the trends for the future, but at the same time you have to study other problems of a sociological and economic character. Problems will call for much deeper study than the collection of the material or the placing before the public of the statistical data. The statistical information by itself has to be interpreted. In fact it has grown into a science now and it calls for an all-round study in all aspects that concern man as such. So you have, I think, to frame your questionnaire. It has to be as simple as possible and you have to see that the instructions that you issue are also cast in a very simple form. The issues you have to tackle are very complicated but unless the people from whom you collect the necessary material are in a position to understand what they are required to do, you are likely to be misled. So you have to adopt the code of simplicity throughout. Unless as I said everyone who is working with you is imbued with the same spirit and you all work together as a team I am afraid the results won't be as satisfactory as we would like them to be. As you know there is every year an increase in our population; not only is there an increase but it is proportionately going up. Formerly we had I think an addition of about 1% to the population in a year; now it is said to have gone up to 1.8% and I wonder if even this will be stationary or if this sort of

progressive increase year by year will continue hereafter. The death rate is going down but in other countries if the death rate has gone down it has also been accompanied by urbanisation and industrialisation. These two factors have a bearing on the growth of population and counteract the tendency towards excessive and undue increase in the number of hungry mouths in any country. I don't know how far we will be able to draw away people from the land and to provide other occupations, jobs for them. So you have also to see how our age groups are developing now. According to the old census I think the productive group between the ages of 15 and 60 was, relatively, smaller in our country than in other countries with the result that apart from unemployment and under-employment we had also to look after people who were not physically capable of maintaining themselves. Now longevity is going up and I hope you will be able to tell us how far there has been a change in the old patterns, how the groups are now related to each other, what proportion 15 to 60 age group bears to others and whether *per capita* efficiency and productivity are going up or they have on the whole gone down. You have, I think, now a more elaborate form of inquiry of the occupations, diversification of industry as well as of various occupations in the country. It is necessary to have a clear idea of the changes that have taken place, for we must be able to re-adjust things if the lines that we are following today are not going straight and call for some sort of re-adjustment. So all these and other matters will have to be tackled by you. I had occasion to read some of these census reports in my earlier days and I really found them fascinating. They should be much more so now because we will be dealing with economic and social problems. Much less emphasis has to be laid on things which are static and which are there. I do not think we are having a detailed inquiry about caste and sub-caste now but in view of the changes that are taking place in our economic pattern and the objectives that we have laid before ourselves you have to give thought to other matters which have been ignored in the past and which now call for close study. We have decided to build our economy in a planned manner. Your last census of 1951 might be regarded as a landmark because the First Five-Year Plan started in 1951. Now we would have completed two Five-Year Plans by 1961. So the material that you will now collect may not be fully available by the time that we have to prepare the draft of our Third Five-Year Plan but I hope we will have such material as, you may be able to collect by the end of 1961.

I am reminded of a story which I read in the census report of 1881. It is stated there that the enumerator had been instructed to see that he took note of everyone who disappeared from the villages between 6 and 8 or something like that, that there should be another

enumeration at about 8 and the final one at 12. So he had his preliminary enumeration and he put down the number. Then he went round the village and shouted out: "Are all of you alive or has anybody died?" (laughter). He went on repeating it again and again in his rounds with the result that before he could hold the final enumeration, the villagers came and rendered him altogether incapable of conducting these operations any further. It is a fine report in the way that there is enough of humour in it, otherwise it is a dry subject. Though very interesting, a census report sometimes tries out people's patience. So I hope you will do your task in such a manner that those who have to deal with the material that you collect or the conclusions that you reach will find it not only instructive, as it is bound to be, but also interesting.

I do not think I need take more of your time. In fact I have spoken more than I intended. I am glad I have had this opportunity of seeing you here and it is possible that we may meet again before these operations are finalised. Even now we have a permanent Census Act and we have also now a Registrar General so that the subject of vital statistics receives continuous attention and the census figures are also not final in that way because the Registrar General is expected to draw attention to such features as may be noticed between the two censuses and to see that we have got a correct up-to-date record. But everything will depend on the accuracy of your figures and also of your other conclusions that are based on those figures. So I hope you will fully appreciate the importance of the task in which you are engaged. In fact in these days you cannot take up any serious administrative, economic or social work without referring to the census report which is an essential part of every inquiry, of every study. Even for the solution of minor problems you have often to consult the census reports. In future their importance will be still greater because I hope you will deal with the live man and tackle the various human problems in such a way that what you say now in your reports may be of help and may prove of great assistance to those who may have to carry on these tasks of administration, planning, reconstruction of the economic order and social order.

Thank you.

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Welcoming the Superintendents of Census Operations, the Registrar General made a brief review of the progress made on the subject of the 1961 Census. He indicated the results obtained on the two pretests held earlier this year. Shri V. Viswanathan, Special Secretary, who was present during the first hour, made enquiries about progress achieved in other directions. It was then decided to proceed directly to items on the Agenda.

## I. Enumeration Schedule, Questionnaire and Instructions

### (i) FORM OF ENUMERATION SCHEDULE

All Superintendents of Census Operations were of opinion, basing themselves on the results of the second pre-test, that the enumeration schedule tried out was inconvenient for handling and writing. The size was too large and it required a great deal of care to tear off the individual slips neatly without damage. The tearing off also took a lot of time. Further, the composite schedule would involve wastage of unused slips. There were, of course, obvious advantages in keeping the composite schedule, the chief of which was the availability of a coherent and co-ordinated account of the entire household and the possibility of obtaining good samples at the tabulation stage.

The draft houselist-cum-schedule was also examined. It was conceded that this form would avoid wastage and be quite convenient for use. But it was felt that the combined houselist and schedule concerned two kinds of information to be collected at two different points of time, namely, housing information which applied to all houses irrespective of the purposes for which they were used, and the household schedule which required to be filled in only for family households. In suggesting this form, Registrar General had stated that the houselisting and the final enumeration should be closely related in time with a maximum gap of about two to three months so that the series of operations beginning with houselisting and house-numbering up to the revisional round of census enumeration should assume the form of a fairly continual operation with a lull of two to three months devoted to training. Many Superintendents, however, were of the opinion that house-numbering and houselisting would have to be done by an agency different from the enumeration agency, that the former operation should be performed much earlier, even between the months of April and June, 1960 for certain States. They were further of the opinion that it would be risky to do the house-numbering and houselisting so close to the period of training and

actual enumeration, and such a close timing might injure the training programme of enumerators. Further, it would be difficult to establish co-ordination between the houselist-*cum*-schedule and enumeration slips, were the former to be prepared five or six months before the census enumeration. The compilation of the Census Population Record from individual slips on to the houselist-*cum*-schedule would present fresh problems. It was also thought that the houselist should be a fairly simple form containing the minimum information, since this form would, in many States, be prepared by permanent village officials and not by the *ad hoc* enumerating agency.

After much discussion, it was decided that there should be three forms. Firstly, the Houselist which should be in the same form as was used for the two pre-tests. Secondly, the Household Schedule incorporating the Census Population Record, which would be entered from the record of individual persons entered in individual slips. Thirdly, the individual slips which should be bound in pads of 1000 and 250. The two latter records, namely, the household schedule, including the Population Record, and the individual slips should be filled in at the time of actual enumeration in February/March. The first record, namely, the houselist, will be filled in at the stage of housenumbering and houselisting. Steps should be taken to co-ordinate the writing of the household schedule and the individual slips and this will be facilitated by the enumerator being required to copy out the Census Population Record at the back of the household schedule with reference to the individual slips of the household. The household schedule, if preserved and maintained, would serve as the basic National Register of Citizens. Even if it were difficult to maintain up-to-date the Census Population Record, the record would still form a sampling frame based on the household, obtaining for the year 1961.

It was urged that a convenient size should be evolved for the household schedule which would make it possible for the enumerator to carry along with his enumeration pads. It was recognised that there was always the danger of the enumerator failing to enter the household schedule properly during his enumeration round and final check round. It was, therefore, essential for the Superintendents to emphasise most strongly that the enumerating staff must fill up the household schedule simultaneously with the individual slip. Part II of the household schedule, viz., the Census Population Record, should be filled up for all households enumerated during the day, and brought up-to-date during the revisional round (1 March to 3 March, 1961) for all households re-visited during the day. This will enable the record to be corrected with reference to changes on account of births, deaths and fresh visits occurring up to sunrise of 1st March, 1961.

(ii) REVIEW OF THE SECOND DRAFT OF THE HOUSEHOLD SCHEDULE.

The second draft of the household schedule was closely examined. The following decisions were taken:

- (a) The household schedule form should consist of two parts: Part I—Household Schedule—on the front page, which will contain information collected during the enumeration round in February, 1961, and Part II on the second or back page, which will form the Census Population Record to be compiled from individual census slips, filled up during enumeration and brought up-to-date with corrections, if any, during the revisional round of 1 March to 3 March, 1961.
- (b) This household schedule-cum-Population Record will be a confidential document and marked "Confidential", especially as this is likely to be maintained either at the District Office or at the village. The instruction should be "To be filled up during enumeration".
- (c) The location code should consist of one long line with a rectangular box at the end of the line. On the top of the box there will be a question: "Is this an Institution?" like a jail or hostel or hospital or charitable institution. If it is, the word 'Jail' or 'Hostel' or 'Hospital' should be written and entered in the box.
- (d) Instead of "Name of head of household", the caption should be "Full name of head of household". Almost a full line should be allowed for the full name, at the end of which there should be a parallelogram box with an inscription "S.C./S.T." preceding it. This is equivalent to a question whether the head of the household is a member of any Scheduled Caste or Scheduled Tribe. If the head of the household is a member of a Scheduled Caste or Scheduled Tribe obtaining for the State or district of enumeration, then either S.C. or S.T., respectively should be entered in the parallelogram box.
- (e) It was decided to discard the questions on "Non-Indian Nationals, if any: Nationality" and "How long has household been residing here? (in years)". The question on Nationality should be transferred to individual slips. The question on residence of household is not likely to yield significant information and should be discarded.



(f) **A. Cultivation**—There was close discussion whether the census should ask for the total quantity of land or only land under cultivation. It was decided that since the total quantity of land could not be tabulated under different heads like land for habitation, plantations, orchards, live-stock grazing, waste, old fallow, current fallow and land under cultivation, and since owing to the impending land reforms, a person would be unwilling to divulge the total land separately from land under cultivation of crops, it would be advisable to ask only for land under cultivation.

1. Land under cultivation by household should be asked in two distinct categories:

(i) Owned or held from Government; and

(ii) Held from private persons or institutions for payment in money, kind or share. Since there might be more than one right of land involved in each category, it was decided that two lines should be devoted to

A.I (i): 'Owned or held from Government' and four lines should be devoted to

A.I (ii): 'Held from private persons or institutions for payment in money, kind or share'.

Superintendents of Census Operations were afraid that it might not be possible to make a satisfactory record of area in local measure and further, that the conversion of local measure into acres might later prove difficult in the tabulation office. It was, therefore, decided that the area should be recorded in acres, wherever convenient. Where, however, the area cannot be obtained in acres at all satisfactorily, the enumerator should record the area in local measure and the supervisory staff should make out a conversion table of the local measure into acres.

A.I (iii): Total of items (i) and (ii) should also be recorded in acres or in local measure, if it is not possible to convert the local measure into acres.

2. The original item will stand, viz., "Land given to private persons for cultivation for payment in money, kind or share".

(g) **B. Household Industry**—No rigid definition was adopted either for the first or the second pre-test. This caused a

wide range of interpretation. It was considered necessary to frame a rigid definition of household industry or business. In the next place, it was the general opinion that business should be excluded as it was not the intention to take a measure of pure trade or commerce which involved only buying and selling. Such establishments where goods were bought for the purpose of sale but no processing or servicing or manufacture was involved before sale of the goods so bought should be omitted from household industry or business even if the establishments were run by members of the household in a part of the house. For, such an establishment involves no member of the household in any processing or manufacture or servicing of any of the goods sold. Where, however, part of the goods or articles for sale in such an establishment are manufactured or processed or serviced before sale and the rest of the goods are bought ready-made only for sale, the classification as to whether such activity should be considered as household industry or business would depend on which is the main function of the establishment. The question was asked how tea or coffee shops maintained and run by households as part of the household in their own houses, would be classified, for in these shops coffee or tea was actually prepared as beverage for sale. Although no conclusion was reached on this matter, it was felt that such coffee or tea shops should be classified as household industry. But this matter may be taken up later. In the case of artisans like carpenters, etc., who do not work at home but accept casual work outside their home, it was agreed that they should be treated as single workers and not as working in household industry. Where, however, part of the work is done outside the house, e.g., preparing and dyeing the yarn for weaving or winding into warp and wool, it should still be considered a household industry, even in urban areas, as the main operation of weaving is conducted within the house and only one or two operations are conducted outside.

The consensus of opinion, therefore, was that business should be excluded and only household industry should be investigated. Thus, industry will include making and selling, or processing and selling, but not simply buying and selling, the test being that part of the goods offered for sale from the household should be manufactured or processed by members of the household. The definition of household

industry to be printed in the household schedule should be as follows:—

“Household industry (not on the scale of registered factory) conducted by the Head of the household himself and/or mainly members of the household at home or within the village in rural areas and only at home in urban areas.”

Thus, the test for a household industry is mainly threefold:

- (a) Household industry should embrace manufacture, processing or servicing and may include sale but should not be confined simply to buying and selling.
- (b) Household industry should be on the household scale where the workers mainly will be the head of the household himself and members of the household, the role of hired workers from outside being of secondary importance. Thus, in any household industry, members of the household should be in a position to lend a hand in the industry whenever they find the time in the course of their daily chores. Household industry cannot, therefore, be on the scale of registered factory, but can use machinery and employ power like steam engine or oil engine or electricity to drive the machinery.
- (c) Location also is important, for proximity decides participation by members of the household. In a village this participation is possible if the household industry is located at home or within the village, because village organisation is such as makes it possible for members of the household to move about freely in the village to look after their work. In urban areas such a free movement is not possible and, therefore, for household industry in urban areas we should consider only those industries which are located at home.

*Column heading:* ‘Name of Industry’ should be changed to ‘Nature of Industry’. Column heading ‘Months during which conducted’ should be changed into ‘Number of months in the year during which conducted’.

(h) C. *Workers at Cultivation or Household Industry*

This will read as follows:

- (a) “Members including Head of family working and hired workers, if any, kept wholetime during current or last working season.
  1. Household Cultivation only;
  2. Household Industry only; and

3. Both in Household Cultivation and Household Industry.<sup>3</sup>

(b) Members of family working will be sub-divided into:

- (a) Head; (b) Other males; (c) Other females; (d) Total;
- (e) Hired workers (There should be a separate line for hired workers as before).

(f) There should be two lines: one for dated signature of Supervisor and another for dated signature of Enumerator.

(g) There should be a note at the bottom of the page which will read as follows:—

**Note:** Part II—Census Population Record overleaf should be filled up during the first round of enumeration (10 February to 31 February) from the enumeration slips relating to the household and brought up-to-date with corrections, if any, after the second visit during check period 1 March to 3 March, 1961.

### Part II—Census Population Record

If it is decided to adopt a longer format for the household schedule-card-Population Record in regional languages, then there should be a maximum of 24 lines for 24 entries. The following columns should obtain for this Population Record:

Name

Sex—Male & Female

Relationship to Head

Age

Marital Status

Description of work in the case of worker

The total at the bottom should be in three columns:

A total for persons, a total for Males and a total for Females.

There should be two horizontal lines for dated signature of Supervisor and dated signature of Enumerator.

The Household Schedule as finally approved is given in Appendix I.

### (iii) REVIEW OF THE SECOND DRAFT OF THE QUESTIONNAIRE

The latest draft for the individual slip was discussed. The following decisions were taken:—

1. At the very top of the slip there should be a line printed containing "Confidential" "Census 1961"
2. Location Code should stand
3. 1(a) Name
4. 1(b) Relationship to Head

(The line for this question should be extended by shortening the rectangle allotted to "Age last birthday").

5. 2 Age last birthday
6. 3 Marital Status
7. 4(a) Birth place
8. 4(b) Born R.U.
9. 4(c) Duration of residence, if born elsewhere
10. 5(a) Nationality
11. 5(b) Religion
12. 5(c) Scheduled Caste/Scheduled Tribe
13. 6 Literacy and Education
14. 7(a) Mother-tongue
15. 7(b) Any other language(s)
16. 8 Working as Cultivator
17. 9 Working as Agricultural Labourer
18. 10 Working at Household Industry
19. 10(a) Nature of Work
20. 10(b) Nature of Household Industry (two lines).
21. 10(c) If Employee

[NOTE:—After prolonged discussion, it was decided that in the case of household industry the class of worker should be reduced only to one category, which is, 'if employee', because the other categories of workers like Employer or Family Worker or Single Worker are not important for household industry.]

22. 11 Doing Work Other than 8, 9 or 10

[NOTE:—Previous caption of "Doing other work" was liable to misinterpretation and confusion.]

23. 11(a) Nature of Work
24. 11(b) Nature of Industry, Profession, Trade or Service  
(two lines)
25. 11(c) Class of Worker  
(This will cover four Classes: Employer, Employee, Single Worker, and Family Worker.)
26. 11(d) Name of Establishment
27. 12 Activity if Not Working

[It was decided that this should come last, after all the possibilities of work either as cultivator or as agricultural labourer or at household industry or any other work had been exhausted. The placing of this question at the end will ensure that every person will be asked whether he or she does any work at all and if so, what work it is.]

28. 13 Sex

The question was next discussed as to whether the fertility of women should be investigated in the general census. Some Superintendents of Census Operations were strongly in favour of inserting a questionnaire on fertility in the general census. Deputy Registrar General, Shri Jain, expressed a desire that this aspect should be investigated in the general census, as that would provide the maximum range of related social and economic information. The matter having

been discussed at great length, it was decided that fertility enquiry should not be mixed up with the general questions and that the 1% sample census for 1960 should be confined mainly to births, deaths and migrations and a minimum questionnaire on the fertility of women for 1 per cent. of India's Population. The individual slip as finally approved is given in Appendix II.

It was decided that the individual slip should be printed in pads of 100 slips and 25 slips each. Each pad should have a brown paper cover and on the front cover the following should be printed to enable the enumerator to make out his abstract for the pad :

### Enumerator's Abstract

Location Code.....  
 Household Number..... to.....  
 Number of slips in the pad.....  
 Number of slips used.....  
 Number of slips cancelled.....  
 Number of Household Schedules  
 filled up for this pad.....

Sex	Total	Literates
Males		
Females		
Total		

There should be two horizontal lines at the end for dated signature of Supervisor and dated signature of Enumerator.

### (iv) REVIEW OF SECOND DRAFT INSTRUCTIONS FOR HOUSE-HOLD SCHEDULE AND CENSUS QUESTIONNAIRE

The following instructions were finally adopted for the 1961 Census Household Schedule and Census Questionnaire:

The 1961 Census count will relate to the sunrise of 1st March, 1961. The count will be spread over a period of 19 days, beginning on the 10th February and ending on the 28th February, 1961. During this period you should visit every household in your block for enumeration. On the night of 28 February you will have to go round

your enumeration block and enumerate all persons who are houseless. (In large cities the enumeration of houseless persons will have to be undertaken in a different manner for which more elaborate arrangements will be made). During the period 1st March to 3rd March you will have to pay a revisional round to every household and verify that your earlier work of enumeration has been completed in every respect. If during this revisional round you find that a birth has taken place in any household between the time of your first visit and the sunrise of 1st March, 1961, you will have to fill up a new slip for this birth; if there has been a death in any household during the same period you will have to cancel the slip of the dead person; if there is a visitor in any household who has come to stay during the same period and has not been enumerated elsewhere, you will have to fill up a new slip for this visitor. But you will not have to take notice of any birth or death or visit occurring after sunrise of 1st March, 1961.

You will have been supplied by your Supervisor household schedule forms in books of 50 or 25 each for recording information relating to the household as a whole and enumeration pads consisting of 100 or 25 slips each to record information of individuals living in the household. Instructions for filling up the household schedule and the individual slips are given in this booklet. You should carefully observe them when filling each household. You can fill up the household schedule first or the enumeration slips first but for every household you should fill up both before you leave the household and also fill up the Census Population Record at the back of the household schedule.

#### A. Instructions for filling up the Household Schedule

At the top of the Schedule you will find the Location Code. You will have to write the Location Code of the household here. Your supervisor will give you the Code numbers representing your district, tehsil/thana/town, village/ward/block. You should take care to write these three numbers connected together by oblique strokes in between on every household schedule.

When you are visiting each household for enumeration you should write the code number of the household also on the Household Schedule. For purposes of the census a Census House has been defined as a structure or a part of structure, a dwelling, a shop, workshop, factory or place of business, or shop-cum-dwelling giving on the road or a common staircase or a common courtyard leading to a main gate or enjoying a separate entrance. A household means the entire group of persons who commonly live together in the same census house and take their meals from a common mess unless the exigencies of work

prevent them from doing so. In some census houses there may be more than one group of persons, each group with a common mess. In such cases, each group should be regarded as a separate household for purposes of the census and a separate household schedule should be prepared. You should write the household number from the extracts of the Houselist given to you by your supervisor. If, in any case, you find a census house or a household satisfying the definitions given above has not been numbered you should bring it to the notice of your supervisor and have a separate number given to the house or household and enumerate the household.

At the right hand corner of the Location Code you will find a question "Is this an institution?" with a rectangle below it. If you are enumerating any penal, charitable or mental institution, hostel, hotel, hospital, boarding house, etc., you should write the nature of the institution within the rectangle like jail, hospital, etc.

Below the Location Code you will find a column for recording the full name of the Head of the household. The Head of the household for census purposes is a person on whom falls the chief responsibility for the maintenance of the household. Thus the Head of the household need not necessarily be the eldest male member but may even be a female or a younger member of either sex. You need not, however, make any elaborate enquiry about this and should record as Head of household the name of the person who is actually acknowledged as such.

Institutions like boarding houses, messes and chummeries should also be regarded as census households but of 'un-related persons living together'. In such a Household the manager or superintendent or the person who has administrative responsibilities or who by common consent is regarded as the Head, should be recorded as Head of the household. If in an Institution separate families are also living, each such family should be treated as a census household and a separate household schedule should be filled. In such cases the full name of the recognised Head of the household should be written.

If the Head of the household is a person who spends the week-days in town and spends the week-ends at home, he should be recorded as Head of Household and entered for enumeration at his home. If he should be away for a fairly long time which covers the entire enumeration period then the person who is in charge in his absence should be recorded as the Head of the household.

You will find a parallelogram at the right hand side against the Full Name of the head of the household marked "S.C./S.T.". If the Head of the household is a member of a Scheduled Caste or a



Scheduled Tribe obtaining in your state or in your district you should write S.C. or S.T. as the case may be within the parallelogram. If the Head of the Household does not belong to Scheduled Caste or Scheduled Tribe you should put 'X' within the parallelogram.

You should then fill up the part of the household schedule relating to Cultivation and Household Industry. Sub-part 'A' relates to Cultivation; sub-part 'B' to Household Industry and sub-part 'C' to Workers at Cultivation or Household Industry.

Sub-part 'A' relating to Cultivation will have to be filled in only where the household cultivates land. (Land includes all land normally used for cultivation purposes including temporary fallows). Three categories of land are given in items 1(i), 1(ii) and 2. Items 1(i) and 1(ii) relate to land actually cultivated by the household. Item 2 relates to land which is not cultivated by the household but has been given by it to private persons for cultivation for payment in money, kind or share. In each of the three cases the total of separate plots or parcels of land in different places, owned or held, or taken or given should be made and entered. A number of lines has been provided for this purpose in 1(i) and 1(ii) to account for separate plots or parcels of land held or owned or taken under different recognised local rights. If the household (a) cultivates land owned or held from Government or taken from private persons or institutions or (b) has given land to private persons for cultivation purposes you should ascertain the local name of the right on such land and record in the column relating to 'local name of right on land'. Category 1(i) land owned or held from Government, will include the total of all pieces of land owned or held in owner-like possession, e.g., land held directly from Government under a grant, lease or assignment, (i) with rights of permanent, heritable and transferable possession, (ii) with rights of permanent and heritable possession, but without the right of transfer and (iii) temporary or conditional leases of any kind with the Government. Category 1(ii) land taken from private persons or institutions for payment in money, kind or share, will include land (i) with rights of permanent, heritable and transferable possession, (ii) with rights of permanent and heritable possession but without right of transfer; (iii) held in a variety of tenancies or tenures which may be broadly classified as follows:

- (a) tenants holding land with permanent and heritable rights whose land cannot be resumed by the owner on grounds of personal cultivation (such tenants may in some cases have the right of transfer also);
- (b) tenants who have been given permanent rights subject to the right of resumption by the owner (in some cases the tenan

- has the right to acquire ownership of the non-resumable area. In other cases he does not possess the right);
- (c) tenants holding land in areas where interim measures have been enacted for stay of ejection or for continuing the leases for a specified period ;
  - (d) tenants holding land on temporary leases who are liable to ejection ; and
  - (e) areas held on condition of rendering service either to a village community or to Government (This also includes cases where labourers on plantations are given some land for cultivation with permanent rights); and
- (iv) the following:—
- (a) land taken for a fixed amount of money,
  - (b) land taken for a fixed amount of produce,
  - (c) land taken for a share of the produce,
  - (d) land for which money is paid partly in one and partly in any other form mentioned above, and
  - (e) land held free of consideration.

Category 2 Land given to private persons for cultivation for payment in money, kind or share will include the classifications mentioned in category 1 (ii).

Categories 1(i) and (ii) will include only those plots or parcels of land which are cultivated by the household itself, that is, lands which lie within the village, or in adjacent villages, or within such a distance as enables the household to work on the land or actively supervise the cultivation. They will not include land owned or held in distant places where distance itself is a bar to active cultivation, constant supervision or direction. But Category 2 will include land in any part of the country whatsoever. You should ascertain the extent of land in each category of local right in acres and record in the column relating to 'Area in acres'. You should write the total of separate plots or parcels of land under the same right if they are situated in different places. If it is not possible to ascertain the extent of land in acres you should, if possible, make a conversion from the local measure given to you. Even if this is not possible write the area in local measure giving invariably the name of the measure adopted.

This sub-part will not apply to households which do not possess any land. Thus, it will not apply to households which consist of only agricultural labourers without any land. In such cases put an 'X' in all the spaces provided in the right hand side and put a bold cross on this sub-part.

Land under any of the items in sub-part 'A' includes rent free land, lands enjoyed in permissive possession or gifts without encumbrance or consideration. A household which is a member of a co-operative farm will record only that amount of land in the co-operative farm which had belonged to it before and under right enter 'co-operative farm'. Labour hired by such a co-operative farm should not be entered for this household.

Sub-part 'B' relates to Household Industry. This part will be filled up only where there is a Household Industry conducted by the Head of the household himself and/or mainly by members of the household at home or within the village in rural areas and only at home in urban areas. The industry should not be on the scale of a registered factory. The participation of the Head of the household and/or members of the household is an essential feature of the Household Industry. In a rural area the Household Industry can be located either at home or within the village. But in an urban area the Household Industry or at least the major part of its work must be located only at home. A Household Industry should relate to production, processing, servicing or repairing and includes makers and sellers of goods.

The test for a Household Industry is mainly threefold:

- (a) Household Industry should embrace manufacture, processing or servicing and may include sale but should not be confined simply to buying and selling. At least part of the goods offered for sale from the household should be manufactured or processed by members of the household.
- (b) Household Industry should be on the household scale where the workers mainly will be the Head of the household himself and members of the household, the role of hired workers from outside being of secondary importance. Thus, in any Household Industry, members of the household should be in a position to lend a hand in the industry whenever they find the time in the course of their daily chores. Household Industry cannot, therefore, be on the scale of a registered factory but can use machinery and employ power like steam engine or oil engine or electricity to drive the machinery.
- (c) Location also is important, for proximity decides participation by members of the household. In a village this participation is possible if the Household Industry is located at home or within the village, because village organisation is such as makes it possible for members of the household to move about freely in the village to look after their work. In urban areas such a free movement is not possible and, therefore, for Household Industry in urban areas we should

consider only those industries which are located at home. Where, however, part of the work is done outside the house, e.g., preparing and dyeing the yarn for weaving or winding into warp and wool or cleaning metal surfaces before electroplating in baths, it should still be considered a Household Industry, even in urban areas, as the main operation of weaving or of electroplating is conducted within the house and only one or two operations are conducted outside.

The following activities should also be regarded as illustrative of Household Industry. Biri-makers who either alone or with help of members of the family roll biris at home, for wages at piece rates, while the contractor supplies the materials. Certain processes like buttoning and handsewing of tailored cloths, dyeing and printing of cloth, are carried out at home by members of the household both at residence and at 'place of work' or where womenfolk of the household fill in at home with lac gold ornaments prepared at the shop by male members of the household.

-Ascertain from the Head of the household whether there are any Household Industries and write the nature of the industry(s) in the column provided, if there are any. Then ascertain for how many months in a year roughly they are conducted and put down the number of months in the appropriate column. If the industry is conducted throughout the year write '12'. If there is no Household Industry of any sort put an 'X' in each of the places in the right hand corner where the answers will be written and put a bold cross on this sub-part.

Sub-part 'C' relates to Workers in Cultivation or Household Industry.

In the case of households which are engaged only in Cultivation, if the Head of the household is working write 1 under the column 'Head', and ascertain how many other male and female members of the family are working. Write the numbers in the respective columns. Write the total number of family workers including the Head, if he is working, in the column relating to 'Total'. Then ascertain whether any hired workers are employed and, if so, write the number of such workers in the column allotted for it. The hired workers should have been in wholtime employment during last working season or should be in wholtime employment during current working season.

Similarly in the case of households engaged in Household Industry only, if the head of the household is working write 1 in the column relating to the 'Head', and also ascertain how many male members and female members of the family are working and write the numbers in the respective columns. Write the total number of family workers including the Head, if he is working, in the column relating to 'Total' and then ascertain the number of hired work-

era, if any, and then write the number of hired workers in the appropriate column!

If a household is engaged both in Cultivation and Household Industry ascertain whether the Head is working and write 1 under the column relating to the Head and also ascertain how many male and female members of the family are working both at cultivation and the Household Industry and write the numbers in the respective columns. Write the total number of family workers in the column relating to Total. Ascertain the number of hired workers engaged by the family both for Cultivation and Household Industry, and write the number in the appropriate column. In a Household engaged both in Household Cultivation and Household Industry, you need not ascertain how many are engaged in Household Cultivation and Household Industry separately.

Even if any of the members of the family working or hired labourers are absent during the period of the census count they should be counted for the purposes of the Household Schedule.

In the case of households engaged in Cultivation only, put 'X' in the columns relating to 'Household Industry only' and 'Both in Household Cultivation and Household Industry.' Similarly, in the case of Households engaged in Household Industry put 'X' in the Columns relating to, Household Cultivation only, and 'Both in Household Cultivation and Household Industry.' If a household is engaged both in Household Cultivation and Household Industry put 'X' in the columns relating to 'Household Cultivation only' and 'Household Industry only.' If a household is not engaged in either Household Cultivation or Household Industry or both put 'X' in all the columns and a bold 'X' on this sub-part.

The test for a worker is whether a person is actually working in Cultivation or Household Industry or supervising or directing work thereon.

## **B. Instructions for enumerating individual members of households**

### **I. GENERAL**

1. Enumerate all persons who are normally resident in the household *i.e.*, those who live in the household and also those who have recently become members of the household through marriage or birth or other vital social or domestic ties and are present at the time of your visit.

2. Enumerate also all persons who are normal residents in the household even if they are absent at the time of your visit, provided they left the household on or after the 10th February, 1961

or if they had left earlier than 10th February, 1961, are likely to return before the sun rise of 1st March, 1961.

3. Enumerate a visitor, a boarder, or a guest found in the household at the time of your visit, *if he had not been enumerated before and if he will be away from his household between the 10th and 28th February, 1961*, and warn him not to permit any other enumerator to enumerate him even if he goes back by 1st March, 1961.

4. Do not enumerate pavement dwellers or others who do not form part of the household, when you are enumerating the households. These along with persons who do not normally reside in houses, *i.e.*, members of wandering tribes, tramps, sadhus, etc., would be separately enumerated on the night of the 28th February and on the 1st and 2nd March, 1961.

5. Each individual has to be enumerated in one slip. Before commencing enumeration of an individual make sure to fill the Location Code in each case. The Location Code in the slips will be the same as in the household schedule to which the individuals relate.

6. The questions have been briefly printed in the slips, *but only briefly*, and you should study the detailed question forms and instructions for answering them without which you will be liable to miss some of the range and implications of the questions. You should ask the questions *in the order in which they are given in the slips* and proceed to record the answers in their given order. You should make use of the abbreviations recommended in these instructions for recording the answers to the various questions. All abbreviations required to be entered within the geometric designs should be written well within the designs.

7. Make repeated enquiries about new born babies and very young children for they are liable to be missed because they neither talk nor walk and no meals are usually cooked for them.

8. Before leaving one household for the next make doubly sure that all the persons that are to be enumerated in the household have been enumerated. As soon as you have completed the enumeration of the household fill up the Population Record at the back of the Household schedule for that household before you proceed to the next household. Strike the total for the number of males and females in the household and check it with the number of enumeration slips used before you sign the Population Record.

9. You should re-visit every household in your block during the period of final check (1st to 3rd March) when you should enumerate every birth that has taken place in the household since your visit but

before sunrise of 1st March. You should cancel the slip for any death that might have taken place since your last visit but before sunrise of 1st March by drawing a bold line diagonally across the slip and write DEATH along the diagonal line. You should enumerate any visitor who may have arrived to stay since your last visit and who says he has not been enumerated anywhere else. But you should not take notice of any birth or death or visit occurring after sun rise of 1st March, 1961. After your revisit if you have added any new slip or cancelled any slip already prepared you should make corresponding changes in the Census Population Record at the back of the Household Schedule.

10. As soon as you have completed a pad, you should fill up the enumerator's abstract on the cover of the pad. After you have completed the enumeration of your block and filled up all the abstracts in the pads, you should total up your figures and prepare your abstract for your entire block and hand it over to your supervisor along with your pads.

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

## II. INSTRUCTIONS FOR FILLING UP THE SLIPS

In each household you should first enumerate the Head of the household followed by other members of the household in the most convenient order and see that none of the persons in the household are left out. Please make repeated enquiries about infants and very young children, for they are liable to be left out of count. Count near relatives first, such as wife, son, daughter-in-law, daughter, son-in-law, grandchildren, then distant relations and then domestic servants or other employees living in the household, boarders, visitors etc.

Location  
Code

Write the Location Code of the household in each slip. For instructions please see Section A above.

Q.1 (a) Name.

Write the name of the person enumerated. If a woman's name is not given out describe her as 'so-and-so's mother, wife or daughter'. If a woman does not take the name of a person's husband and that husband's particulars have to be recorded write 'so-and-so's husband'.

For newly born infants who have not yet been given a name write 'Baby' and write 'father's or mother's name'.

In the case of the Head of the household write 'Head'. The person who should be treated as the 'Head of the Household' has been fully explained in Part A. All relationships in this question should be recorded in respect of that person. In the case of relations write the relationship in full. Do not use words like nephew, niece or uncle, but state whether brother's or sister's son or daughter (for nephew or niece) or father's or mother's brother (uncle). 'Son' will include 'adopted son' or 'step son'; similarly for a daughter. In the case of visitors, boarders or employees write 'visitor', 'boarder', or 'employee' as the case may be.

Q. 1 (b) Relationship to the Head of the household

If on the check or revisional round between the 1st and 3rd March the Head of the household as recorded previously is found to have died, the person in the household who succeeds him by common consent as Head should be recorded as Head and the relationships in all other slips will have to be suitably corrected. The slip of the dead Head of household will, of course, be cancelled.

In the case of places like messes, boarding houses, chummerica, etc., where people live together with no ties of relationship, the manager or superintendent or the person who by common consent is regarded as the Head should be recorded as Head of the household. Other members should be recorded as 'unrelated' in this question.

Write age in years completed last birthday. For infants below one year of age, write 'O'. You will find many persons who cannot state their age correctly. You should assist them to state the correct age. If you are not able to elicit correct age directly, you should stimulate their memory by referring to historical incidents or religious events etc. You may use any local calendar of such events that may have been prepared for the purpose.

Q. 2 Age in completed years last birthday

For never married . . . . .	write	NM
Married . . . . .	write	M
Widowed . . . . .	write	W
Separated or Divorced . . . . .	write	<u>S</u>

Q. 3 Marital Status

For a person who has never been married write 'NM'. For a person married, whether for the first or another time, write 'M'. Write 'M' also for persons who are recognised by custom or society as married and for persons in stable *de facto* union. Even if a marriage is disputed in the locality write 'M' if the



person concerned says he or she is married or in stable *de facto* union. For a widowed person whose husband or wife is dead, and who has not been married again, write 'W'. For a person who has been divorced in a lawful manner, either by decree of a law court or by a regular social or religious custom but who has not remarried, or a person who has been separated from wife or husband and is living apart with no apparent intention of living together again, write 'S'. For a prostitute return her marital status as declared by her.

Q. 4 (a)  
Birthplace

1. If born in village or town in which enumerated . . . write PL
2. If born in another village or town of district in which enumerated . . . write D
3. If born in another district in the State of enumeration . . . write name of district
4. If born in another State in India . . . write name of district and State if name of district is known; otherwise write name of State.
5. If born in a country outside India e.g., Pakistan or any other country . . . write name of country
6. Persons born at sea or in air or in railway carriages or on road transport e.g., buses etc., should be entered as such . . .

Q. 4 (b)  
Whether born in Village or Town

1. If born in a village . . . write R
2. If born in a town which is considered a town at the present time even if it was not so considered at the time of birth . . . write U

Q. 4 (c)  
Duration of Residence

1. For a person born in village or town or city in which enumerated . . . write X
2. For a person born in another village or town or city of district of enumeration or who was not born in the district of enumeration . . . write the number of completed years this person has been in the village/town/city of enumeration.  
(Do not take into account periods of temporary absence on leave or holiday or tour or business).
3. If the duration of residence is less than one year . . . write O  
If the duration of residence is one year or over . . . write the actual number of completed years of residence.

- |                                   |                               |   |                         |
|-----------------------------------|-------------------------------|---|-------------------------|
| 1. For Indian nationals . . . . . | write                         | T | Q. 5 (a)<br>Nationality |
| 2. For other nationals . . . . .  | write the nationality in full |   |                         |
| For Hindu . . . . .               | write                         | H | Q. 5 (b)<br>Religion    |
| Muslim . . . . .                  | write                         | M |                         |
| Christian . . . . .               | write                         | C |                         |
| Jain . . . . .                    | write                         | J |                         |
| Buddhist . . . . .                | write                         | B |                         |
| Sikh . . . . .                    | write                         | S |                         |

For others write the answers actually returned.

The answer to this question will be recorded only if a person belongs to a Scheduled Caste or Scheduled Tribe. If the person belongs to a Scheduled Caste or Scheduled Tribe obtaining in your State, or in your district write the name of the caste or tribe to which he belongs. For all others, write 'X' in this column. A list of Scheduled Castes and Scheduled Tribes obtaining in your State or in your district is given elsewhere in these instructions.

Q. 5 (c)  
Scheduled  
Castes &  
Scheduled  
Tribes

If the person belonging to a Scheduled Caste or Scheduled Tribe returns his caste or tribe by a synonym or a generic name of a caste or tribe as given in your list, write the name as returned and the name of the relevant caste or tribe, as per printed list, within brackets.

Do not write the names of Scheduled Castes in general terms as 'Harijan', 'Achhut'. You should ascertain the name of the caste when it is returned and write it. If a person is negligent and insists on calling himself merely 'Harijan' tell him that this description will not earn the person any benefits under the Constitution permissible to Scheduled Castes and Scheduled Tribes. This may persuade him to give out the correct name.

Scheduled Castes can belong only to the Hindu or Sikh religions. If a person belongs to a Scheduled Caste, there will be either 'H' or 'S' in the answer to question 5(b). Scheduled Tribes may belong to any religion.

Q. 6 Literacy  
& Education

**I. Illiterate or Literate**

For a person

1. Who can neither read nor write or can merely read but cannot write in any language . . . . . write O
2. Who can both read and write . . . . . write L

The test for reading is ability to read any simple letter either in print or in manuscript *i.e.*, if the person can read one of the examples in the Linumerator's Handbook with felicity he may be taken to have passed the test for reading. The test for writing is ability to write a simple letter. The test for literacy is satisfied if the person can with understanding both read and write.

## II. Standard of Education.

If the person can both read and write and has also passed a written examination or examinations as proof of an educational standard attained, write the highest examination passed instead of L.

Q. 7(a)  
Mother  
Tongue

Write the mother tongue in full including dialect as returned by the person enumerated. Mother tongue is language spoken in childhood by the person's mother to the person or mainly spoken in the household. If the mother died in infancy write the language mostly spoken in the person's home in childhood. In the case of infants and deaf mutes give the language usually spoken by the mother.

Q. 7 (b)  
Any other  
Language (s)

After recording the mother tongue enquire whether the person knows any other language(s), Indian or foreign, and write the language(s) returned by him against this question. In case he does not know any other language put 'X'.

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

Qs. 8 to 11  
Working

These questions apply only to workers. A person who is working may be working as a Cultivator, as an Agricultural Labourer, at a Household Industry or may be doing any other work. You have to record the answer in questions 8, 9, 10 and 11 according as the person is working as a Cultivator or as an Agricultural Labourer or at Household Industry or doing any other work. He may be engaged in only one of the above four categories or in more than one. Thus a person can be working both as a Cultivator and an Agricultural Labourer, in which case he should be entered both in Q. 8 and Q. 9. Or, he may be working both as Cultivator and at Household Industry in which case he will be entered in Q. 8 and Q. 10. Or, he may be working in any possible combination of 8, 9, 10 and 11, in which case he will be entered in the appropriate places. Or, he may be doing just one kind of work in which case he will be entered in only one of the four Questions 8 to 11.

Detailed instructions as to how the answers should be recorded in the individual questions are given against those questions below. You should carefully study them before recording the answers. For an undertrial prisoner enumerated in a Jail he should be recorded for the work or kinds of work he was doing before he was apprehended. Similarly, for a person temporarily in a hospital or similar institution he should be recorded for the kind of work he was doing before he was admitted into hospital or institution. But for a convict in a prison or for long term inmates of penal or charitable or mental institutions, the person's previous work should not be recorded but 'I' should be recorded in Q. 12 below.

The basis of work will be satisfied in the case of seasonal work like cultivation, livestock, dairying, household industry etc., if the person has had some regular work of more than one hour a day throughout the greater part of the working season. In the case of regular employment in any trade, profession, service, business or commerce the basis of work will be satisfied if the person was employed during any of the fifteen days preceding the day on which you visited the household. If on the check or revisional round such a person is found to be unemployed no change in the original entry should be made. A person who is working but was absent from his work during the fifteen days preceding the day on which enumerated or even exceeding the period of fifteen days due to illness or other causes should be treated as *worker*. A person who has been offered work but has not actually joined should be treated as *non-worker*. *Work includes not only actual work but effective supervision and direction of work.*

Persons under training as apprentices with or without stipend or wages will be regarded as working.

An adult woman who is engaged in household duties but doing no other productive work to augment the family's resources should not be considered as working for purposes of this question. If, however, in addition to her household work she engages herself in work such as rice pounding for sale or wages, or in domestic services for wages for others or minding cattle or selling firewood or making and selling cowdung cakes or grass etc., or any such work she should be treated as a worker.

Persons like beggars, pensioners, agricultural or non-agricultural, royalty, rent or dividend receivers, who may be earning an income but who are not participating in any productive work should not be treated as working unless they also work in cultivation, industry, trade, profession, business or commerce.

A public or social service worker who is actively engaged in public service activity or a political worker who is also actively engaged in

furthering the political activity of his party will be regarded as a worker and entered fully in Q. 11.

Q. 8 Working as Cultivator

For a person working as cultivator write C. For a person not working as cultivator and for a person not working at all put X.

For purposes of the census a person is working as cultivator if he or she is engaged either as employer, single worker or family worker in (a) cultivation of land or supervision or direction of cultivation of land owned or held from Government and (b) cultivation of land or supervision or direction of cultivation of land held from private persons or institutions for payment in money, kind or share.

A person who has given out his land to another person or persons for cultivation for money, kind or share of crop and who does not even supervise or direct cultivation of land, will not be treated as working as cultivator. Similarly, a person working in another person's land for wages in cash, kind or share such as share of the produce (agricultural labourer) will not be treated as cultivator in this question.

Q. 9 Working as Agricultural Labourer

Write AL for a person working as agricultural labourer, i.e., a person who works in another person's land for wages in money, kind or share such as share of produce. For others put X. The labourer should have no right or lease or contract on land on which he works. He should have been working as Agricultural Labourer in the last or current cultivating season.

Q. 10 (a) & 10 (b) Household Industry

If a person is working in a Household Industry write (1) the nature of work done by him in the Household Industry against question 10(a) and (2) the nature of the Household Industry against question 10(b). Otherwise put X in both questions 10(a) and 10(b). A Household Industry is defined as an industry conducted by the Head of the household himself and/or mainly members of the household at home or within the village in rural areas and only at home in urban areas. The industry should not be run on the scale of a registered factory. Thus the main criterion for a Household Industry is the participation of one or more members of a household in rural areas. In the urban areas the industry should be confined to the house. You should carefully keep in mind the definition of Household Industry in the rural area if you are enumerating a rural area and the definition in the urban area if you are enumerating an urban area.

A Household Industry should relate to production, processing, servicing, repairing or making and selling of goods. It does not include professions such as pleader or doctor or barber or waterman or astrologer.

A person though he may not be working in his own Household Industry may be working as a paid employee in another Household Industry. You should, therefore, enquire whether the person who is not working in his own Household Industry is working in any other Household Industry and if so, write the nature of the work done by him against question 10(a) and the nature of the household industry against 10(b).

This question will be filled up only for a person who is working as a paid employee in another person's Household Industry. In his or her case write E. E. For all others put X.

Q 10 (c) If Employee in Household Industry

The following examples will illustrate how questions 10(a) to 10(c) should be filled up for persons working at Household Industry:

*Q. 10—Working at Household Industry*

(a) Nature of work	(b) Nature of Household Industry	(c) If Employee
1. Spinning yarn	Spinning yarn in Amber Charkha	X
2. Dyeing and pining yarn	Handloom weaving	X
3. Threshing and cleaning grain	Flour making <i>chakki</i>	X
4. Labourer employed for crushing oil	Oil ghand	E. E.
5. Tempering and polishing implements	Blacksmithy making agricultural implements	X
6. Labourer employed for making and firing kiln	Earthenware pottery	E. E.
7. Throwing and Turning pottery	Earthenware pottery	X
8. Making wooden doors and windows	Carpentry	X
9. Filling gold ornaments with lac	Goldsmithy	X
10. Labourer working hosiery machine	Hosiery	E. E.
11. Keeping accounts	Hosiery	X
12. Polishing and Scraping metal	Electroplating	X
13. Labourer employed for putting iron hoop on cartwheels	Cartwright	E. E.

(a) Nature of work	(b) Nature of Household Industry	(c) If Employee
14. Repairing of guns . . . . .	Gunsmithy	X
15. Bee Keeping . . . . .	Production of honey	X
16. Tending cattle . . . . .	Livestock raising	X

Q. 11 Doing Work other than 8, 9 or 10

If a worker is not working as a cultivator or as an agricultural labourer or at any Household Industry write the actual work he is doing. If a person is working as a cultivator or as an agricultural labourer or at Household Industry and also does some other work (including dairying or livestock raising, orchard or plantation etc., as distinct from cultivation of crops) which does not relate to any of the above-categories, write the other work he does in this question. If he is engaged in more than one work and neither of them relates to any of the three categories mentioned above write here the work on which he devotes more time.

Q. 11 (a) Nature of Work

In the case of persons not working or who work *only* as cultivator or as agricultural labourer or at Household Industry, put 'X'.

Describe fully the nature of the work done by the person himself. Full and precise information as to the nature of work done by the person should be given either in the vernacular or in English or in vernacular transliteration of English. At previous censuses much trouble has been caused by inadequate answers, and if you do not succeed in obtaining satisfactory information on the individual slips, you will be required to make a further visit for that purpose.

Q. 11 (b) Industry, Business, Trade, Profession or Service

In the case of a person who is working and the nature of whose own work has been recorded in Question 11(a), you should write here the nature of industry, business, trade, profession or service in which the person works.

As in the case of Question 11(a), you should describe in detail the nature of industry, business, trade, profession or service in which the person works. Vague answers should be avoided. In the case of industries, the articles which are produced or serviced or repaired, should be given. If more than one article is produced the chief article produced or serviced or repaired should be given. In the case of business or trade the principal article of trade should be described. In the case of service describe the nature of the service to which the person's work belongs. The description should

be such that it would be possible to classify the establishment in which the person is working for purposes of industrial classification of the population. The description should be either in the vernacular or in English or in vernacular transliteration of English.

In the case of a person for whom an X is put in Question 11(a), put an X in this question also.

*Important points to remember in Questions 11 (a) and 11 (b).*

1. Women or children who help with work, such as rice pounding or doing domestic service for wages or minding cattle or selling firewood or making and selling cowdung cakes, grass, etc., should be described fully even if they work part-time. *In the case of married or grown-up women who do any of the work mentioned above in addition to the usual household duties such work should be fully described and HW written in brackets after the full description.*

2. If a person makes the articles he sells, he should be entered as maker and seller of them.

3. Wherever convenient, for complete description, the work should be expressed by the vernacular name by which it is known.

4. The following are too vague and must not be used by themselves:

Scientist, technician, civil servant, clerk, engineer, inspector, checker, foreman, overseer, supervisor, labourer, machinist, assistant, contractor, polisher.

5. *Labourers*—For an unskilled labourer usually employed on one sort of work alone, give also the sort of work done, e.g., railway porter, market or bazar porter, labourer employed on road digging, bricklayer's labourer. If accustomed to work on various jobs, write general labourer.

6. *Machine Operators*—Always state the kind of machine giving its recognized name, if any.

7. *Shop-keepers, Retail dealers, Shop Assistants*—If wholly or mainly engaged in selling, write, 'Dealer' (if principal) or, Shop Assistant or Salesman (if assisting) and state whether the business is wholesale or retail or both. For shop assistants and salesmen in stores with several departments, state the particular department in which engaged (e.g., Ship and Railway Parts, Fans and Sewing Machines, Grocers and Confectioners).

8. *Transport Workers*—Describe fully the nature of the transport, e.g., air transport, rail transport, transport by motor car or motor cycle, or vehicles drawn by horse, etc.



9. *Services*—For a person engaged in the Defence Services write 'Service of Central Government'.

10. If the job is known in the trade or industry by a special name, use that name. Managers, Foreman, etc., should be given the department/branch wherever applicable e.g., Sales Manager or a Manager of Hardware Department, Machine Shop Foreman or Boiler Room Foreman, etc. The following terms are insufficient by themselves:—

Manufacturer, merchant, agent, broker, refractor, dealer, engineer and iron works, etc.

11. *Domestic services*—In the case of any private servant e.g., a cook or domestic servant, write only 'private cook or domestic servant'. There is no industry in his case but in the case of persons employed in hostels, restaurants, boarding houses, institutions, etc., the words hotel, restaurant, etc., should be added.

For persons in the employ of Firms carrying on two or more businesses, if the businesses are carried on in separate premises then the business carried on at the premises in which the person is employed should be given. If the businesses are carried on in the same premises but each has a separate organisation (i.e., they have separate records of employment, production, etc.) then the appropriate business should be quoted. If, however, the two activities are carried on side by side then the major activity of the firm or establishment should be given.

12. *Commerce*—Special care should be taken to see that the distinction between retail and wholesale business is clear. As in industries, the goods handled should be clearly indicated.

For a person who is :

Q. 11 (c)  
Class of  
Worker

1. an *Employer*, that is, who hires one or more persons in his work described in Q. 11(a). . . . . write MR
2. an *Employee*, that is, who does his work described in Q. 11(a) under others for wages or salary in cash or kind . . . . . write EE
3. a *Single Worker*, that is, who is doing his work described in Q. 11(a) without employing others, except casually and without the help of other members of the family except casually. This will include workers working as members of co-operatives . . . . . write SW
4. a *Family Worker*, that is, who is doing his work described in Q. 11(a) in own family without wages or salary in cash or kind . . . . . write FW

For a person for whom an 'X' is put in Qs. 11(a) and 11(b) put an X in this question also.

**Explanation:—**

(i) An *Employer* is a person who has to employ other persons in order to perform the work entered in Q. 11(a). That is to say, such a person is not only responsible for his own personal work but also for giving work to others in the business mentioned in Q. 11(a). But a person who employs domestic servants for household duties or has subordinates under him in an office where he is employed by others, is not an employer, even if he has the power to employ another person in his office on behalf of his own employer or employers.

(ii) An *Employee* is a person who usually works under some other person for salary or wages in cash or kind. There may be persons who are employed as managers, superintendents, agents, etc., and in that capacity employ or control other workers on behalf of their own employers. Such persons are only employees, as explained above, and should not be regarded as employers.

(iii) A *Single Worker* for the purpose of Q. 11(c) is a person who works by himself but not as Head of household in a Household Industry. He is not employed by any one else and in his turn does not employ anybody else not even members of his household except casually. This definition of a *Single Worker* will include a person who works in joint partnership with one or several persons hiring no employees, and also a member of a producers' co-operative. Each one of the partners or members of such producers' co-operatives should be recorded as 'Single Worker'.

(iv) A *Family Worker* is a member who works, without receiving wages in cash or kind, in an industry, business or trade conducted mainly by members of the family and ordinarily does at least one hour of work everyday during the working season. For the purpose of the entire Q.11, such an industry should be on a scale larger than what has been covered in 'Household Industry' in Q.10 whether run at home or away from home in town or village and even away from village in rural area and should ordinarily be in the nature of a recognised partnership, joint stock company or registered factory. For the purpose of this definition members of a family may be drawn from beyond the limits of the household by ties of blood or marriage. The family worker may not be entitled to a share of the profits in the work of the business carried on either by the person or head of the household or other relative.

Members of the household who help solely in household duties should not be treated as family workers.

Describe in detail the name of the factory, workshop, business house, company, shop, etc. If a person has no fixed place of work, write 'No fixed place of work'.

Q. 11 (d)  
Name of  
Establishment

For a person for whom **X** is put in Qs. 11(a), 11(b) and 11(c) put an **X** in this question also.

The following examples will illustrate how Qs. 11(a) to 11(d) should be filled up for persons doing work other than 8, 9 or 10.

**Q. 11—Doing Work other than 8, 9 or 10.**

Q. 11(a)	Q. 11(b)	Q. 11(c)	Q. 11(d)
Nature of Work	Nature of Industry, Profession, Trade or Service	Class of Worker	Name of Establishment
1. Cutting trees in forests .	Logging in forests	EE	Forest Department of Government
2. Hunting for fur]	Hunting	SW	No fixed place of work
3. Gardener in mango orchard	Fruit growing	EE	Master's mango orchard
4. Paid farm labourer .	Coffee plantation	EE	Muthuswamy Coffee Estate
5. Travelling Ticket Inspector.	Northern Railway	EE	Northern Railway
6. Senior Scientific Officer	Indian Ceramic Institute	EE	Indian Ceramic Institute
7. Foreman . . . . .	Kiln room in Ceramic Institute	EE	Indian Ceramic Institute
8. Contractor . . . . .	Supplying gypsum to Fertiliser Factory	MR	Sindri Fertiliser Factory
9. Accountant . . . . .	Locomotive Factory	EE	Chittaranjan Locomotives
10. Goods porter . . . . .	Railway Station porter	SW	Delhi Central Railway Station
11. Day labourer . . . . .	Road digging in Mathura	EE	C.P.W.D.
12. Labourer . . . . .	Assisting brick layer in house building	EE	Defence Colony, New Delhi

## Q. 11—Doing Work other than 8, 9 or 10—contd.

Q. 11(a)	Q. 11(b)	Q. 11(c)	Q. 11(d)
Nature of Work	Nature of Industry, Profession, Trade or Service	Class of Workers	Name of Establishment
13. General Labourer	No fixed job;	SW	No fixed place of work
14. Machine Operator	Electric transformer in Electric Supply Transformer Station	EE	Delhi Electric Supply Corporation
15. Shop Assistant	Retail shop in Stationery Stores	FW	Madan Brothers
16. Dealer	Wholesale Stores in grains and cereals	MR	Sahu and Co.
17. Salesman	Retail shop of ready made garments and hosiery	FW	Dayanand and Sons
18. Sales Manager	Hardware Department, Kaka Agrico.	EE	Kaka Agrico
19. Boiler Room Foreman	Indian Iron and Steel Company	EE	Indian Iron and Steel Company, Burnpur
20. Air pilot	Air transport	EE	Indian Airlines Corporation
21. Bus driver	Motor transport Service	EE	Government Motor Transport Service
22. Manager and Proprietor	Motor Truck goods transport	MR	Prakash Transport Service
23. Radiologist	Surgical Department of Hospital	EE	Medical College, Calcutta
24. Plant Nutritionist	Plant Protection Research	EE	I. C. A. R. Pusa, Delhi
25. Chemist	Sugar factory	EE	Bimla Sugar factory
26. Chemist	Pharmaceutical factory	EE	Atash Chemical and Pharmaceutical factory
27. Secretary	Administrative Department of Life Insurance Corporation	EE	L. I. C., Delhi
28. Assistant Secretary	Commerce and Industry Department, Madras	EE	Government of Madras State

## Q. 11—Doing Work other than 8, 9 or 10—(contd.)

Q. 11(a)	Q. 11(b)	Q. 11(c)	Q. 11 (d)
Nature of Work,	Nature of Industry, Profession, Trade or Service	Class of Workers	Name of Establishment
29. Supervisor	Jewellery Works	FW	Kundan Brothers Jewellers, Jaipur
30. Machinist	Lathe Department in Engineering Works	EE	Hooghly Docking Company
31. Private cook or domestic servant	..	EE	Master's house
32. Cook	Residential Hotel	EE	Ashoka Hotel, New Delhi
33. Khansama	Boarding House and Club	EE	XYZ Club
34. Grocer	Retail trade in grocery	SW	Home
35. Chartered Accountant	Steel Production Factory	EE	Bhilai Steel Plant
36. Accountant	Jute mill	EE	Howrah Jute mill
37. Cinema Artist	Cinema Company	EE	ABC Cinema Co.
38. Sign painter	Commercial Sign painting	EE	Rupalekha Company
39. Canvas bag maker	Cement Company	EE	Portland Cement Co.
40. Sharebroker	Broker in tea and jute shares	SW	ABC Share Exchange
41. Discount broker	Discounting of bills in business House	MR	ABC Business House Ltd.
42. Die Caster	General Engineering works	EE	Ramachandra Engineering Co.
43. Ochre grinder	Wood paint Factory	EE	ABC Paint Factory
44. Distillation Operator	Plant Brewery Factory	EE	Solan Breweries
45. Grinder	Chemical Factory	EE	ABC Chemical Factory
46. Cleaner	Steel Rerolling Works	EE	ABC Rerolling Mills
47. Ticket Collector	Cinema House	EE	ABC Cinema
48. Iron moulder	Iron & Steel Foundry	EE	ABC Engineering Works

**Q. 11—Doing Work other than 8, 9 or 10—concl'd.**

Q. 11(a)	Q. 11(b)	Q. 11(c)	Q. 11(d)
Nature of Work	Nature of Industry, Profession, Trade or Service	Class of Workers	Name of Establishment
49. Foreman . . .	Packing Department in oil mill	EE	ABC Oil Mill Company
50. Foreman . . .	Saw mill in wagon factory	EE	ABC Wagon Company
51. Foundry Caster . . .	Aluminium factory	EE	ABC Aluminium Company
52. Furnace man . . .	Boiler shop, Iron foundry works	EE	ABC Iron Foundry
53. Mono printer . . .	Printing works . . .	EE	Govt. Printing Press
54. Brass turner . . .	Small tools production	EE	ABC Small Tools Company
55. Honorary social worker	State Social Welfare Board	SW	State Social Welfare Board
56. Member of Parliament	Parliament . . .	SW	Parliament, Delhi
57. Free lance Journalist . . .	Writing for newspapers and periodicals	SW	No fixed journal
58. Political worker . . .	Political work . . .	SW	Name of party

This question will apply to a person NOT working.

Write 'X' in this question for a person who is working, that is, for whom you have recorded the work in any of the questions 8 to 11 above.

**Q. 12 Act-  
ivity, if Not  
Working**

The following activities should be recorded in the case of persons NOT Working :

1. For a full-time student or child attending school who does no other work, such as make articles at home for sale, nor even help part-time in his own family cultivation, industry, trade or business . . . . . write ST
2. For a person engaged in unpaid home duties (like house wife or other adult female) who does no other work, such as make articles at home for sale or wages, nor help regularly even part-time in family cultivation, industry, trade or business . . . . . write HW

3. For any dependent, including an infant or child not attending school, a person permanently disabled from work because of illness or old age . . . . . write D
4. For a retired person who is not employed again, rentier, person living on agricultural or non-agricultural royalty, rent or dividend or any other person of independent means for securing which he does not have to work and who does no other work . . . . . write R
5. For a beggar, vagrant or independent woman without indication of source of income and others of unspecified source of existence . . . . . write B
6. For a convict in jail (an undertrial prisoner will be shown as a worker if he used to work before he was apprehended) or an inmate of a penal, mental or charitable institution . . . . . write I
7. For a person who has not been employed before but is seeking employment for the first time . . . . . write NE
8. For a person employed before but now out of employment and seeking employment . . . . . write UN

*Explanation* :—If a person, who does not work, cannot be readily classified in any of the above categories, put him in category 5 and write B in this question. A retired person who has taken up regular work again should not be entered in this question as he would have been entered for his new work in Questions 8 to 11.

A person who is not working but has been offered work which he has not joined should be included in item 3 and 'D' should be written. He should not be included in items 7 or 8.

Write 'M' for Males; and 'F' for Females.

For eunuchs and hermaphrodites, write 'M'.

## II. Printing of Enumeration Schedule and Instructions

### (i) CENTRALISED PRINTING AND

### (ii) TRANSLATIONS

It was decided that all instructions should be printed locally in each State by the Superintendent of Census Operations in co-operation with the local branch of the Government of India Press or the Press of the State Government. But household forms, household schedules and individual slips in English and all the Indian regional languages would be printed entirely at the three Government of India Presses in Aligarh, Calcutta and Nasik.

The Superintendent of Census Operations would have to undertake standard translations into regional languages of the English version of their houselist forms, the household schedules and the individual slips. Printing in regional languages involved a specific problem. While very small types are available in English, types smaller than 10 or 12 points were not available for many regional languages. Needless to say, types of larger points cannot be used to fit into the space of the various houselist forms, household schedules and individual slips.

While it is not possible to increase the size of the individual slip in any case for any regional language, it may be possible to increase the size of the household schedule to the size of  $6\frac{1}{2}'' \times 13''$ , that is, to the size of the section devoted to the household schedule in the second draft schedule. If the size were increased to  $6\frac{1}{2}'' \times 13''$ , it would be possible to go in for a larger type for the household schedule. It was decided that every regional language would have only one common translation for the houselist, the household schedule and the slip and for the instructions on each matter, that is to say, material in a certain regional language would be used throughout India wherever such a language was in use, irrespective of the State boundaries. The Superintendents of Census Operations for the following States agreed to produce translations in the regional languages noted against each :

1. Andhra Pradesh . . . . .	Telugu
2. Assam . . . . .	Assamese
3. Bombay . . . . .	Marathi & Gujarati
4. Jammu & Kashmir . . . . .	Urdu (Kashmiri Urdu only)
5. Kerala . . . . .	Malayalam
6. Madras . . . . .	Tamil
7. Mysore . . . . .	Kannada
8. Orissa . . . . .	Oryya
9. Punjab . . . . .	Urdu, Gurmukhi & Hindi (For Punjab only)
10. Uttar Pradesh & Bihar	Hindi
11. West Bengal . . . . .	Bengali

The Chief Controller of Printing & Stationery, who was present with his colleagues during these discussions, desired that he should receive translations of the houselist forms, the household schedules and the individual slips by the 15th of October, at the latest, to ascertain what size or type would suit these forms most to fit into the size of paper. In this connection, Superintendent of Census Operations West Bengal, was requested to consult the Baptist Mission Press at Calcutta in order to find out the smallest type sizes available for regional languages. Superintendents of Census Operations entrusted with the work of translations in regional languages would have to send their translations for approval to the Registrar General by the 15th of October. The Registrar General in his turn would forward



these translations to the Chief Controller of Printing & Stationery. Simultaneously, the Superintendents of Census Operations should consult the local and State Government Press and other presses and obtain their advice on the best and most suitable type for each specific work. If they were satisfied that the types so selected would be suitable, they would be at liberty to get the matter set in type and have slongs prepared at these presses. All care should be taken to ensure that the slong is free from typographical and other errors. It might be necessary to send the slong in the custody of an Assistant to the Central Printing Press allotted for the State, either at Aligarh, Calcutta or Nasik.

The houselist forms will be printed in flat-bed presses while the enumeration schedules and individual slips will be printed in Rotary presses. The printing of the houselists in the regional languages should be completed first and should commence in December, 1959 and end by the first week of February, 1960, so that despatches from the Printing Presses can start in the second week of February. To be able to observe this programme, the slong for the houselist should be ready by the middle of November and reach the Central Printing Presses by the third week of November, 1959.

The printing of the household schedules and the enumeration slips should commence in the first week of February and be completed by May, 1960. Despatches of consignments of household schedules and enumeration slips should start in April, 1960. Here also, the slongs for the household schedules and individual slips will have to be despatched by the Superintendents of Census Operations to the Central Government Presses by the first week of January, 1960.

The English forms will be as devised and finalised in this conference. The instructions in English, when finally drawn up, will be accepted by all Superintendents of Census Operations and printed at Central Government Presses and Superintendents of Census Operations can take copies from their respective Central Presses where printing of instructions and enumeration forms is being undertaken. The printing of English forms and instructions will be distributed among all the three Government of India Presses, viz., Aligarh, Calcutta and Nasik. The distribution of the States among the three Central Government Presses is as follows. Certain adjustments were made in the lists sent earlier to the Chief Controller of Printing and Stationery.

- |                 |  |
|-----------------|--|
| <i>Aligarh</i>  | • Bihar, Rajasthan, Uttar Pradesh, Punjab, Jammu & Kashmir, Delhi, Himachal Pradesh and Madhya Pradesh.  |
| <i>Calcutta</i> | • Madras, Mysore, Assam, Orissa, West Bengal, Manipur, Tripura, Sikkim, Andaman & Nicobar Islands, North East Frontier Agency, Naga Hills-Tuensang Area and Pondicherry. |

*Nasik*

Andhra Pradesh, Kerala, Bombay, Laccadive, Minicoy and Amindivi Islands.

The houselist forms will be supplied in loose sheets. The Houselist Abstracts will also be in loose sheets and should be printed locally by each Superintendent of Census Operations.

The household schedules will be bound in pads of 50 and 25 each, the ratio to be fixed later.

The enumeration slips will be bound in pads of 100 and 25 slips each, the ratio to be fixed later. Each of the three Presses will despatch pads to the headquarters of the State Census Superintendent in bulk consignments and the Superintendent in his turn will be responsible for redistribution to District Headquarters, Tehsils, etc. Although this might involve a little extra money in freight, this was considered the best arrangement to enable the Superintendents of Census Operations to ensure maximum economy and proper distribution of all forms in all places.

The Chief Controller agreed that each package of forms should contain on the outside of the package a list showing the contents of the consignment or package, indicating the languages of the forms and the number of forms in each language. In addition, the packages will carry on the outside a sample of the form enclosed for ready identification.

The Chief Controller consented to print household schedules and slips required for the training sample census in red ink to distinguish them from the forms to be used in actual enumeration. About three crores of slips will be required for the training sample census to be stitched into pads of 50 slips.

Superintendents of Census Operations were requested to make a close estimate of the number of forms that would be required in each regional language. The formula for calculating the required number of slips in each regional language was as follows :

(a) *Individual Slips :*

Population of 1951 plus 25% increase in population plus 15% of the estimate for tehsil reserve plus 5% for district reserve plus 5% for State reserve.

(b) *Household Schedules :*

One-fifth of the estimate of (a) above.

(c) *Houselist Forms :*

One-tenth of the estimate of (b) above.

The Chief Controller assured the conference that the paper for census printing and other census work would be supplied in time as special orders had been placed on two very reliable paper mills near Calcutta. The Chief Controller of Printing & Stationery was good enough to extend an assurance that the printing work would also be fulfilled in time.

The Chief Controller of Printing & Stationery was also informed of the difficulties in securing supplies of forms and stationery, including typewriters, etc., to the different Superintendents of Census Operations.

### III. Location Code and Census Divisions

#### (i) ELEMENTS OF THE LOCATION CODE

Superintendents of Census Operations had come fully appreciative of the importance of the location code and the way it should be constructed in their respective areas. It was agreed that while the four-figure location code should be aimed at for all areas, rural & urban, latitude should be given to certain States to vary the number, where absolutely necessary. For example, Kerala would need a five-figure location code for easier understanding. Andhra Pradesh also wanted to adopt a five-figure location code for urban areas. It was generally agreed that the last number of the code indicating the census household number should preferably be one composite number or, at the most, a group of two numbers, for, if too large a group of numbers is painted on the census household, it may not be possible for the householder to remember or maintain it. The location code will be simple for rural areas, the first number standing for the District, the second number for Taluk or Tehsil or Thana or Anchal or Island. The third number will stand for the village including a sub-number for the block or Mohalla, if the village is large and is to be divided into blocks or Mohallas. The fourth number will consist of the household number.

For urban areas, however, while it was agreed that it would be desirable to represent a town by Roman numerals to distinguish it from villages which would have arabic numerals, opinion was divided over the question of whether the towns should be numbered serially within each District or within each Tehsil. In the majority of States, towns would be numbered serially within the district as a whole with the help of Roman numerals but in several States it would be more convenient to serially number the towns within each tehsil in Roman numerals. It would be left to each Census Superintendent to decide which course he would adopt for numbering the towns serially, whether for the district as a whole or for each Tehsil. If the towns

are serially numbered in a Tehsil, it may not be possible to avoid a five-element location code as each District, Tehsil, Town, Ward and household will have to be given a separate code number. It was also to be considered whether in large cities in urban areas where the ward is not a stable or permanent feature but is liable to changes in jurisdiction, the location code should favour sub-numbers for well-defined localities or Mohallas that are more permanent features. This also was a matter which had to be decided by each Superintendent.

Apart from the location code, a very important requisite was the preparation of a sketch map either on scale or a notional drawing of each town or village showing the main divisions and the number of houses included in each division. The direction of the numbering within each division showing where it begins and where it ends should also be indicated. Such a map is essential and should be stitched on to the set of houselist forms completed for each village or census block. In areas like Andaman & Nicobar Islands, and Laccadive, Minicoy & Amindivi Islands, Delhi, etc., where there is only one district the location code should be designed to suit local conditions. For example, in the case of Laccadive group of islands the elements of the location code may be only two : the number of the island and the number of the house in each island. The two or three-element location code will also obtain for Andaman & Nicobar Islands. But for Delhi, more elements will be necessary.

In several States major and minor or just plain Panchayats have been formed, each embracing a number of revenue villages. In a State like Madras where a major Panchayat is considered a town or a cluster of towns, it was decided that the entire major Panchayat area should be treated as urban, irrespective of whether a portion of it has the character of only a village, provided such an area has also been included within the jurisdiction of the major Panchayat. If, however, a Panchayat is so demarcated that its boundary cuts across a village as a result of which part of the village falls within an urban area and part outside, then the part outside should be treated as rural area and shown on the village lists as such. If, on the other hand, even a major Panchayat for example in Madras, fails to qualify as an urban area for the purpose of the census, then each component of such a major Panchayat should be treated as a village and treated as a separate unit for the purposes both of the location code and of census enumeration.

#### (ii) NUMBERING OF DISTRICTS

It was decided that the original proposal to give one serial to all the districts of India should be abandoned and each State should have a separate serial for its own districts.

States for this purpose can be divided into two classes. There are on the one hand States which have so far observed no fixed sequence of districts in successive censuses. For such States, the proper sequence for 1961 would be to begin with the north-western-most district as number 1 and end with the south-eastern-most district as the last one in the series. If, however, such a State is divided into Commissioners' Divisions for administrative purposes, then it will be feasible to arrange the Commissioners' Divisions serially, beginning with the north-western-most division and ending with the south-eastern-most. Within the division the serial should run continuously, beginning with the north-western-most district and ending with the south-eastern-most. There is a second group of States which have observed a fixed sequence of districts through successive censuses or fixed sequence of Commissioners' divisions and within each division, a fixed sequence of districts. For this group of States it would be inconvenient to disturb the sequence for the Census of 1961 and, in such a case, the established sequence may be observed. It was, however, generally believed that, following the reorganisation of States, it should be possible to adopt the first procedure in most States.

### (iii) CENSUS DIVISIONS

It followed, therefore, that Census Divisions should correspond closely to administrative divisions from the district downwards, namely, the district, the sub-division, the Tehsil (Taluk or Thana or Anchal or Town with a separate code number), and the village (or ward of a town). Within the village or ward of a town there may be hamlets or small blocks or Mohallas, each of which would have to carry a sub-number corresponding to the beat of one enumerator. One enumerator's beat should be limited to an average of 750 persons or 150 Census Households for rural areas and an average of 600 persons or 120 households per enumerator in urban areas. Special arrangements will have to be made for large towns and cities (a city will have a minimum population of 1 lakh). Most towns and cities have now got an Executive Officer.

The district will be manned by a District Census Officer throughout the country. In certain States where sub-divisions are effective units of administration, they should form an intermediate stage in the hierarchy. The Tahsildar or Taluk Officer or Block Officer of NES Blocks will act as Charge Officer, designated in the previous censuses as Charge Superintendent, except in the case of one or two States where the Charge Officer has a much smaller area, the density of population being very great. Each Charge Officer will have charge of a number of Circle Supervisors. Each Circle Supervisor will

take charge of a well-defined territory and a certain number of enumerators, the average being 5 enumerators per Circle Supervisor. Each enumerator will be in charge of a village or part of a village or part of a town, the average size of his work being fixed at 750 persons in rural areas or 150 households and 600 persons in urban areas or 120 households. Besides, there will be special Census divisions embracing forests and special settlements like Railway Colonies, Defence installations, ports, areas frequented by country boats, inland rivers, coastal areas and so on.

For special institutions like jails, hostels, hospitals, large offices with resident populations or hotels, it may be necessary to make the Superintendent or Director in charge of the Charge Officer and saddle his subordinates with responsibilities of circle and enumerator's blocks. Where the Superintendent or Director himself is heavily over-worked and cannot look after the enumeration himself, he should be requested to nominate a responsible person to act on his behalf.

#### IV. Procurement and Preparation of Maps

Registrar General thought that it will be necessary to procure five copies of maps on a large scale, preferably 1" = 1 mile, for each Taluk, Tehsil, Police Station or equivalent unit of territory. One copy may be retained by the Superintendent of Census Operations, the second by the District Officer, the third by the Taluk, Tehsil and Police Station Officer, and the remaining two may be forwarded to the Registrar General's Office. One copy should be sent to the Registrar General's Office immediately after procurement. The second copy should be retained by the Superintendent of Census Operations for the time being, on which should be demarcated the charges and circles towards the end of 1960, and then forwarded to Registrar General's Office. All Superintendents of Census Operations regretted that up-to-date Tehsil maps were not available and that expenditure would have to be incurred from the Census budget if up-to-date maps were to be prepared. Moreover, the preparation of maps would take time. Registrar General pointed out that it would not be possible to spend large sums of money on the preparation of fresh maps (for any new map cost a great deal of money and time) but it should be possible to purchase or reprint copies of maps already prepared by State Governments. Superintendent of Census Operations, Madhya Pradesh said that the Madhya Pradesh Government was preparing maps for District Gazetteers, copies of which might be procured at nominal cost. Registrar General requested that Superintendents of Census Operations should examine all the maps available at the State Survey Office and choose those maps and scales which would be most useful and readily available. If, in certain cases, the requisite number of copies

were not available, Superintendents of Census Operations should persuade the Survey Office to print off the requisite number of copies. It was generally felt that it would be difficult to obtain large scale maps of cities, towns and urban areas. Wherever such maps were not available on scale, it would be desirable to prepare as large a diagrammatic map as possible showing the boundaries of the town demarcated into wards, charges, circles and blocks and each block should contain mention of the house numbers.

Superintendents of Census Operations might proceed to appoint one or two good draughtsmen for the preparation of experimental maps, charts, graphs and histograms for their own use. The draughtsmen so appointed should make experiments on the best methods of presentation of statistics, both in charts and graphs and on the body of maps. The Registrar General pointed out that the lack of good maps and charts in the earlier censuses of India was a serious but avoidable blemish. The Registrar General thereafter referred to the discrepancy in the area figures given by the local Directors of Land Records in the States and by the Surveyor General. It was agreed that the figures given by the Surveyor General and those given by the Directors of Land Records should be given one below the other, both for the State and the district in the A—I Table. In other Tables, areas given by the Directors of Land Records and Surveys should be used. Reasons for the difference between the two sets of figures should be explained in the Reports. Superintendent of Census Operations, North East Frontier Agency said that he possessed good manuscript maps which needed to be printed. The Registrar General suggested that he should request the Director of Land Records and Surveys, West Bengal, or the Madras Survey Office for the execution of this job.

## V. House numbering and House listing

### (I) SYSTEM OF HOUSE NUMBERING

The second draft houselist form formed the basis of a review of the system of house numbering to be adopted for the census of 1961. The relevant columns in the houselist for fixing the system of house numbering are : 2, 3, 4, 11 and 12. It appeared that it is only in the State of Madras that a complete system of municipal and rural house numbering prevails throughout the State and, what is more, the State authorities are willing to execute any fresh departure made by the Superintendent of Census Operations in the system of house numbering. Thus in Madras State, column 2 will contain the numbers of the buildings as given by the municipality or local authority and fresh census numbering will be unnecessary. But in other

States where numbering is incomplete or unsatisfactory, the census cannot depend upon the local numbering system but must number all houses afresh everywhere. Thus, for a city or town, numbering should be done along well-defined streets, roads and lanes, the serial preferably running along one side of the street. A very long street or road or lane, however, cannot have a continuous serial down its entire length but must be divided into separate convenient portions. These convenient portions may again have to be divided into smaller portions to provide a quota of houses for each enumerator's block consisting of an average of 120 census households. Thus an enumerator may have either a continuous serial of census houses to look after or two or three and even more discontinuous serials depending upon whether his allotted households fall on a line or on two streets or two sides of a street or within a quadrilateral or multilateral block. In a village, an enumerator will have charge of either the entire village or a hamlet or a well defined part of a large village.

#### (ii) MATERIALS FOR HOUSENUMBERING

Various suggestions were made on the material to be used for housenumbering. A few Superintendents of Census Operations suggested the use of metal plates. It appears that in Madras, enamel or metal plates are being extensively used, while in Andhra Pradesh, zinc plates have been tried. Cost was the overriding factor in every aspect of census organisation and as such enamel plates, which are costly, have to be ruled out, except where the entire cost of such a material will be borne by the municipality or local body. Superintendent of Census Operations, Bihar stated that in certain areas it had been suggested to him that 50 per cent. of the cost of affixing plates as numbers to census houses would be borne by the municipalities and 25 per cent. by the State Government, if the remaining 25 per cent. were borne by the census. Even on this basis, the census share for Bihar alone was likely to be a minimum of Rs. 20,000 for municipal areas only. The Registrar General, therefore, suggested that the Superintendent of Census Operations, Bihar, might try this out only in the case of Patna City.

The need to keep down expenditure suggested the use of coal tar or *governani* mixed with oil or lamp black mixed with used axle grease in the case of rural areas and coal tar or *governani* in the case of urban areas.

Most Superintendents of Census Operations were of the opinion that State Governments would be unwilling to bear a share of the housenumbering charges. They had taken the view that the Census



is a Central subject and all expenditure connected with the Census Operation should be borne entirely by the Central Government, the assistance of State Governments being limited to part-time work by Government officials and honorary work by non-officials. Superintendents of Census Operations were of the opinion that the State Governments would have to be moved at a high level, perhaps, by the Union Home Minister himself, to persuade the State Governments to agree to share a portion of census expenditure. Perhaps, the Union Home Minister would like to make a personal appeal to Chief Ministers of various States.

### (iii) MAINTENANCE OF HOUSENUMBERING

All Superintendents of Census Operations were of the opinion that it would be difficult to maintain housenumbering once the census operations were over. The Registrar General expressed the hope that special efforts should be made to maintain housenumbering at least in selected urban areas since a beginning has to be made in this direction at the next census. It was agreed that houselists should be preserved. For this purpose, it would be necessary to make out two copies of each houselist. The houselists for a village or a Panchayat or a well-defined part of an urban area, could be stitched together with a map of the village or Panchayat or the urban area delineating the sequence of housenumbering and showing where the housenumbering begins and where it ends. One copy of the houselist might be sent to the National Building Organisation, if it wanted to undertake the tabulation itself. Otherwise, a copy might be preserved at the Panchayat or village level, while a copy might be kept in the tabulation office till the compilation of the tables and extraction of the data required by the National Building Organisation. After the tabulation office had done with this copy, the latter might be preserved at the Collector's Record Room. Adequate numbers of forms will be supplied for the preparation of two copies of each houselist, as the paper had been provided for in our indent to the Chief Controller of Printing and Stationery.

The houselist should not be handed over to the enumerator at the time of census enumeration. The supervisor should prepare an abstract of the houselists containing the census household numbers (inclusive of the building and census house numbers) and the names of heads of households and the name of the proprietor or director or superintendent where the census house happens to be an establishment, a workshop or a factory or an institution.

### (iv) REVIEW OF THE SECOND DRAFT OF HOUSELIST

It will be convenient in all parts of the country to provide a continuous serial for separate structures or separate buildings, a building

being what has been defined in the instructions for filling up the house-list. This building number should be entered in column 2. This number may coincide with the municipal or local authority number. Where there are no municipal or local authority numbers, this will be a new number. Where the municipal or local authority number exists, and it is considered convenient to maintain a correspondence between the census building number and the municipal or local authority number, then the municipal or local authority number should be entered in column 2 and the continuous census number applied only for the purpose of the census will be recorded in column 3.

Column 3 repeats the building number of column 2, both in the case where the municipal or local authority number is complete and satisfactory and in the case where a fresh census numbering has been newly completed. But where municipal or local authority numbering is unsatisfactory or incomplete and nevertheless it is considered desirable, for the purpose of ready reference, to enter that number in column 2, in such a case the building number in column 3 will belong to the new census serial buildings. If in any particular building there are more than one census house, then each census house will carry a sub-number in arabic numerals within brackets and a separate line in the houselist should be allotted for each such sub-number. Thus, sub-numbers for census houses will form one serial only, beginning and ending with census houses of that particular building and must not run on to the census houses of other buildings.

Column 4:—(Purpose For Which Census House Used), should relate to the census house and not to the building as a whole, except where the whole building is used as one census house by one owner or occupant or head of household.

Column 11 : *Sub-number of each census household with census house number.*

This column follows naturally from column 3. The building has been numbered in column 2 or column 3. Within the building each census house has been given an arabic sub-number in column 3. There will be many instances where a census house will be inhabited by more than one household, each with its own Head of household. Each such census household will carry a sub-number for the census household expressed in the form of a letter like 'A', 'B', 'C', etc. Thus, a letter used as a sub-number will denote a census household sharing a census house with another household. There should be a separate serial of A, B, C and so on for each census household in column 11 and the alphabet serial should not run on to other census houses.

Where a building has been divided into separate census houses, each census house will carry an arabic sub-number within brackets. Thus, if building No. 28 has been divided into four census houses, the four census houses will carry the numbers 28(1), 28(2), 28(3) and 28(4) and not 28 for the first house and 28(1), 28(2) and 28(3) for the remaining three census houses. Similarly, in column 11, where a census house has been occupied by more than one household, each household will carry an alphabet serial. Thus, if census house number 28(2) has two households, the number will be 28(2A) and 28(2B) and not 28(2) and 28(2A).

In many areas, it is the tradition to fill up the houselists first and allot the numbers of buildings, census houses and census households on the houselists before they are painted on to the houses themselves. In some others the numbers are painted first on the houses and the houselists are filled in subsequently. No hard and fast rules can be laid down as to which should follow what. It depends upon the confidence with which the task is attacked.

The Chief Election Commissioner, who attended this session, made very helpful suggestions as to how the numbering of census houses can be simplified. He emphasised that the last number of the location code dealing with the number of the census household should be fairly simple and consist of one group only, or, at best, two groups, because the householder could not be expected to maintain too long a number on his own house. Further, the number should have some meaning for him and not appear to be an incomprehensible code. The Chief Election Commissioner wondered how much the Census Population Record will be able to help the elections in the verification of the electoral rolls. The Registrar General pointed out that a great deal of coordination could be achieved at the house-numbering stage. But at subsequent stages, the two enquiries would pursue different aims and it would be difficult to coordinate them. The first aim of the census is to make as accurate a count as possible of the total population. It had to make a special effort to count all infants and children, for infants and children in every country are under-estimated. The Election Commission was not interested in children and infants. The Registrar General explained that the Census Act made every census document confidential which could not be used for any other purpose. Census information was confidential and, if at all, census papers could be looked into only at the tabulation office and not at intermediate stages. It was essential to ensure that all census records were transmitted to the tabulation office at the earliest opportunity and preferably under escort. This would not admit of consultation by the Election Commission of the census records at district offices or taluk offices. The Census Population Records might

be consulted by the Election Commission at the tabulation office around July/August, 1961. The Registrar General pointed out that the essential difference was that whereas the electoral rolls conferred a right, the census conferred none and, therefore, the Census Enumerator's task was all the more arduous. Besides, the Census Enumerator had to elicit answers to a large number of questions for each human being. So, the pace of the census enquiry and the time devoted to each household would necessarily be much slower and longer than in the case of preparation of electoral rolls. Best coordination could be achieved at the time of housenumbering and, later, with reference to the Census Population Record at the back of the household schedule, towards the end of 1961.

The Registrar General, however, pointed out that the maintenance of a village or town area sketch map indicating the sequence of house-numbering, together with the houselists, might help the Election Commission in checking the electoral rolls.

The final form of the houselist was decided as follows :

The indications "First Page" and "Second Page" on the two sides of the Houselist sheet should be omitted as these are liable to create confusion when the houselist runs to more than two pages.

Depending on whether the location code should consist of 4 or 5 elements, there will be three or four lines at the top as follows :

Name of District ..... (Code No.         )  
 Name of Taluk/Tehsil, Thana/Anchal, Town ... (Code No.    )  
 Name of Village, Ward, Mohalla, (Enumerator's Block).. (Code No.    )

*For some States :*

Name of District ..... (Code No.         )  
 Name of Taluk/Tehsil, Thana/Anchal ..... (Code No.    )  
 Name of Town ..... (Code No.            )  
 Name of Village, Ward, Mohalla, (Enumerator's Block)....(Code No.    )

*The horizontal column headings will be as follows:—*

**Column 1:** line No.

The lines will be serially numbered 1, 2, 3, 4, etc., up to 6, thus making 20 clear lines on each page: followed at the bottom by a thick black line denoting the completion of the sheet.

**Column 2:** Building number (Municipal or Local Authority) or Census number, if any)

**Column 3:** Building Number (Column 2) with sub-numbers for each census house

**Column 4:** Purpose for which census house used, e.g., dwelling, shop, shop-cum-dwelling, business, factory, workshop, school or other institution, jail, hostel, hotel, etc.

*General heading for columns 5, 6, 7 & 8*

"If this census house is used as an establishment, workshop or factory"

**Column 5:** Name of establishment or proprietor

**Column 6:** Name of product(s), repair or servicing undertaken

**Column 7:** Average number of persons employed daily last week (including proprietor or household members, if working)

**Column 8:** Kind of fuel or power, if machinery is used

*General heading embracing columns 9 & 10*

"Description of census house"

**Column 9:** Material of wall

**Column 10:** Material of roof

**Column 11:** Sub-number of each Census Household with Census House number (Column 3)

**Column 12:** Name of Head of Household

**Column 13:** Number of rooms in Census Household

**Column 14:** Does the household live in own or rented house? (a) Own (O), (b) Rented (R)

*General heading embracing columns 15, 16 & 17*

"Number of persons residing in Census Household on day of visit"

**Column 15:** Males

**Column 16:** Females

**Column 17:** Total

**Column 18:** Remarks

At the bottom of the page, below the thick lines, cages should be made for total of columns 13, 14, 15, 16 and 17. A big 'X' will be put for the cage under column 14. At the left of these cages will be printed "Total for page".

At the bottom of the page, the following also will be printed :—

“Certified that the information is correct to the best of my knowledge”.

“Signature of Enumerator” .....Date.....,....

The printed matter on the obverse will be repeated on the reverse. Thus, there will be space for 40 entries in each sheet.

The houselist as finally approved is given in Appendix III.

(V) REVIEW OF THE SECOND DRAFT OF INSTRUCTIONS FOR HOUSELIST

The instructions finally adopted are as follows :

Column 1—*Line Number* .

Only one digit of the line number has been printed in this column. The line numbers should be continuous for your block. Where the line numbers exceed 9 write the earlier digit(s) yourself.

Column 2 —*Building Number (Municipal or Local Authority or Census Number, if any)*.

This refers to the entire structure on the ground. There are, however, high, large or long buildings along a street or lane which have been partitioned or portions of which have been sold, which have distinct, separate main exit on the road and which belong to separate owners or occupiers or alternatively there are a series of different houses joined each to each by common walls on either side to make the whole look like one building but parts of which have been built at different times and belong to separate owners. Such distinguishable structures, although not separate from each other, should be regarded as separate buildings and given separate numbers. Each building should have a separate number. If in big cities a large mansion or building containing several census houses has a well known name by which it is generally known then the name of the building should also be recorded for convenient reference. If there are more than one structure within an enclosed or open compound belonging to the same person e.g., the main house, the servants' quarters, the garage, etc., only one building number should be given. If the locality consists of a number of streets in a village, the buildings in the various streets should be numbered continuously and the streets should be taken in uniform order, from North-West to South-East. Experience suggests that the best way of numbering is to continue with one consecutive serial on one side of the street and complete the numbering

on that side before crossing over to the end of the other side of the street and continuing with the serial, stopping finally opposite to where the first numbering began. In a city enumeration block, the numbering will have to respect the axis of the street and not any preconceived geographical direction like North-West. A building under construction should also be given a number in the serial. If a new hut or building is constructed between the time when the house-numbering and houselisting have been completed and the census count it should be given a new number beyond the last number of the serial for the village. Arabic numerals should be used for building numbers.

This will facilitate verification by supervisors. In areas *e.g.*, urban, where the buildings are already numbered by the municipal or other authorities, the enumerator may adopt the existing numbers in the Houselist. In such cases, column 2 will carry the established municipal or local authority number which will facilitate identification. Where there are municipal or local authority numbers but there are reasons to believe that the number is incomplete or unsatisfactory, the municipal or local authority number may still be entered in column 2, but at the same time it will be necessary to serially number the buildings afresh for the purposes of census houselist. In that case, the new census serial for buildings will be entered in column 3 and the new census numbers for the buildings will have to be painted on the buildings themselves. In those cases where there are no municipal or local authority numbers in existence, all buildings will have to be serially numbered for the census and column 2 will contain entries of this census serial. This number will have to be repeated in column 3 with sub-numbers for census houses, if any.

**Column 3—*Building Number (Column 2) with sub-numbers for each Census House.***

A census house is a structure or part of a structure inhabited or vacant, or a dwelling, a shop, a shop-house dwelling or a place of business, workshop, school etc., with a separate entrance.

If a building has a number of flats or blocks which have separate entrances of their own and are independent of each other giving on the road or a common staircase or a common courtyard leading to a main gate, they will be considered as separate census houses. If within an enclosed or open compound 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.

The order in which census houses within a building should be numbered should be continuous, preferably clockwise, or in any convenient manner if it is at all difficult to do it clockwise. If a building itself is a census house, then it will have only one number, namely, that of the building. If within a building there are a number of census houses, then each census house will have two sets of numbers, e.g., the number of the building and the sub-number of the census house. The census house number should be written after the building number in arabic numerals in brackets such as 2(2), 3(2), etc. A census house may contain more than one household, in which case, each household will have to be denoted by a separate alphabetical sub-number (see instructions for column 11 below).

**Column 4—***Purpose for which census house used, e.g., dwelling, shop, shop-cum-dwelling, business, factory, workshop, school or other institution, jail, hostel, hotel, etc.*

The actual use to which a census house is put should be written here.

In the case of a factory or workshop 'Factory' should be written for a large factory if registered under the Indian Factories Act and 'Workshop' for a small unregistered workshop. A workshop is a place where some kind of production, repair or servicing goes on or where goods or articles are made and sold. Similarly, a shop is a place where articles are sold for cash or for credit. Business houses are those where transactions in money or other articles are taking place e.g., bank, etc. But rooms or apartments where professional consultations are held such as by doctors, *hakims*, pleaders, etc., should be described as 'professional consultation rooms' and not workshops. In the case, however, of a dispensary where, in addition to consultation by a doctor, medicines are prepared and sold, the house should be described as a dispensary. Write also if used for place of workshop or congregation or if unoccupied, 'vacant'. If the census house is a shop, business house, bank, etc., but is not a factory or workshop as defined above, the name of the proprietor, manager or director should be entered in column 18.

**Columns 5 to 8—***"If this census house is used as an establishment, workshop or factory"*

These columns apply only in cases where the census house is a factory or a workshop i.e., where some kind of production, processing, repair or servicing is undertaken or where goods or articles are made and sold. If the census house is not used for purposes of a factory or workshop write 'X' in each of the columns 5 to 8.



**Column 5—Name of establishment or proprietor.**

Write the name of the establishment in the case of factories or large manufacturing concerns and write the name of the proprietor in the case of small workshops and establishments like confectioneries where no distinct name has been given to them like *Halwai* shop, etc. If the census house is not used for the purpose of a factory or workshop put 'X' in each of the columns 5 to 8.

**Column 6—Name of product(s), repair or servicing undertaken.**

In this column enter the actual work that is being done in the establishment, factory or workshop, like paper making, shoe making, cycle repairing, motor servicing, etc.

**Column 7—Average number of persons employed daily last week (including proprietor or household members, if any).**

The total number of workers including apprentices, either paid or unpaid, employed in the factory or workshop, including the owner or proprietor and any of his family members (if working), should be entered. The average number of persons working per day during the week preceding the date of your visit should be entered.

In case more than one product is produced it is not necessary to enquire the number of persons employed in the production of each product. It may not be possible to get this information in cases where the operations may be composite.

**Column 8—Kind of fuel or power, if machinery is used.**

If the factory or workshop uses steam or diesel engine or fuel, e.g., kerosene, soft coke, electricity, water-mill, etc., for running the machinery used for production, servicing or repairs, write what fuel or power is actually used.

**Columns 9 & 10—Description of Census House.**

**Column 9—Material of wall.**

Under this column the material out of which most of the walls of the house are made i.e., grass, leaves, reeds, bamboo, unburnt bricks, mud, burnt bricks, stone, cement concrete or timber should be written. Where a house consists of separate structures each of different materials, the material out of which the walls of the main bedrooms are made are to be recorded.

**Column 10—Material of roof.**

The material out of which most of the outer roof exposed to the weather and not the ceiling is made, *i.e.*, tiles, thatch, corrugated iron, zinc or asbestos cement sheets or concrete etc. should be written. In the case of a multi-storeyed building the intermediate floor or floors will be the roof of the lower floor.

**Column 11—Sub-number of each Census Household with Census House number (Column 3).**

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.

There may be one or more households in a census house. Each household should be separately numbered. This can be done by using the alphabets as (A), (B), (C), etc. For example, if building No. 2 is also a census house and has three households, the household numbers will be 2(A), 2(B) and 2(C). If building No. 4 has two census houses, the houses will be numbered as 4(1) and 4(2). If within each house there are respectively 3 and 2 households, then they will be numbered as 4(1A), 4(1B), 4(1C) and 4(2A) and 4(2B).

**Column 12—Name of Head of Household.**

The name of the Head of each household given in column 11 should be written here. The Head of a household, for census purposes, is the person on whom falls the chief responsibility for the maintenance of the household. The name of the person who is actually acknowledged as Head of the household should be recorded. In the case of places like messes, boarding houses, chummeries, etc., where people live together with no ties of relationship, the manager or superintendent or the person who by common consent is regarded as the Head should be recorded as Head of the household.

If the census house is used as a sitting place, cattle shed, etc., write the use to which it is put (and add the name of the owner):  
**Column 13—Number of rooms in Census Household.**

If a census house is occupied by one household the enumeration of rooms should be simple.

If a census house consists of a number of households the number of rooms occupied by each household should be entered on each line against the name of the Head of the household. In cases where more than one household occupy a single room or share more than

one room in such a way that it is not possible to say the number of rooms occupied by each household, the number of rooms should be given together within brackets as common to both the households.

A room should usually have four walls with a doorway with a roof overhead and should be wide and long enough for a person to sleep in, *i.e.*, it should be at least 6 ft. long. Unenclosed verandah, kitchen, store, garage, cattle shed and latrine which are not ordinarily used for living and sleeping should not be treated as rooms. An enclosed room, however, which is used for living, dining, storing and cooking should be regarded as a room.

**Column 14—***Does the household live in own or rented house?*

If the household lives in own house write 'O'. If the household lives in a rented house write 'R'.

In the case of public buildings like schools, hospitals, etc., or places of workshop, put 'X' in this column.

**Columns 15 to 17—***Number of persons residing in census household on day of visit.*

Write the number of males residing in the household in column 15, the number of females residing in the household in column 16 and the total number of persons in column 17.

**Column 18—***Remarks.*

In this column should be entered any useful or significant information about the building or the census house or the census household that has not been entered in any other column. For example, if the census house is a shop, the name of the proprietor or owner should be recorded in this column. If a census house is vacant at the time of houselisting but there is reason to believe that the house will be occupied in the course of the next few days and almost certainly before the census enumeration period, then the word 'Vacant' should be entered in column 4 and a remark should be entered in column 18 to the effect 'likely to be occupied shortly'. Thus, the Remarks column should be utilised for recording all significant information relating to the building or census house or census household.

Each person engaged in housenumbering of one block will have to make out an abstract at the conclusion of houselisting and housenumbering. This abstract will be in the form shown in the following page:—

**Houselist Abstract**

Name and number of District .....

Name and number of Tehsil, etc.....

Name and number of Village/Ward/

Enumerator's Block, etc. ....

Total number of sheets used .....

Census Household Numbers From.....To .....

Total number of Census Households .....

Number of establishments, workshops or factories	Total number of rooms in all households	Number of persons residing in households :		
		Males	Females	Total

\_\_\_\_\_  
Dated Signature of Supervisor\_\_\_\_\_  
Dated Signature of Enumerator

## (vi) PERIOD OF HOUSENUMBERING AND HOUSELISTING

Superintendents of Census Operations reiterated the views which they had already expressed in their correspondence regarding the period of housenumbering in their respective States. It was accepted that housenumbering should not be undertaken too far in advance of actual enumeration as an inordinately long interval between housenumbering and the final enumeration would upset the momentum of the census operations. On the other hand, housenumbering cannot also be very close to the period of enumeration, for in such an event, it would be difficult properly to train the enumerating agency. It is essential that at least two training classes should be held to explain the system of housenumbering and houselisting, of which at least one should be a practical demonstration carried out in the village or in the streets of a town. At least six training classes should be held to train enumerators in the work of enumeration. Naturally enough, if houselisting and housenumbering were commenced as late as November, the training of enumerators would suffer. It was agreed that housenumbering and houselisting should be completed between April and the middle of November, 1960, except in Kerala or parts of Mysore and Madras or in Laccadive, Minicoy and Amindivi Islands and one or two other States where housenumbering and houselisting may commence even in February or March. As Diwali in 1960 falls on the 20th and 21st of October it should be possible to complete housenumbering by the middle of November. The Registrar General desired that all Superintendents should send him a full calendar of operations, as early as possible, stating the period of housenumbering and houselisting and outlining the training programme both for housenumbering and actual enumeration. His office might be able to help with suggestions and comments on the calendar.

## VI. Rural-Urban Classification

It was agreed that all Corporations, Municipalities and Cantonment Boards, irrespective of their population or other characteristics, should be treated as towns. For other areas, it was generally agreed that their claims should be closely examined in the light of the three tests prescribed by the Registrar General before they are included in the list of towns and there should be an insistence on all the three tests being satisfied with reference to the census figures of 1951. There will be new cases of urban areas, as for example, Bhilai or Rourekella which did not exist in 1951 but have sprung up in the last decade. There are other exceptional cases where an

area may have a population of less than 5,000 but yet in which definite urban characteristics and amenities exist, e.g., newly-founded industrial areas, large housing settlements, large urban housing settlements or places of tourist importance which have been recently served with all civic amenities. In all such exceptional cases, it would be desirable for the Superintendents of Census Operations to make a reference to the Registrar General's Office and obtain its concurrence. Each case should be accompanied with full and sufficient reasons supporting the proposal to treat the place as a town. In certain States, it might be necessary to drop from the list of towns quite a number of places which had, in previous censuses, been treated as towns, although they did not fulfil the tests laid down by the Registrar General. If in 1961 it was proposed to omit such places from the list of towns, there might be local resentment. To avoid any such misunderstanding, Superintendents of Census Operations would be well advised to keep the State Governments informed and secure their approval. The Registrar General pointed out that big and growing cities (population over 10 lakhs) should receive special treatment in the Census Report of the State, either by having a separate large chapter allotted to each such city or even by a separate volume. He pointed out that in such large cities, the city is not really limited only to the notified municipal boundary but embraces satellite towns and cities and industrial towns or settlements close to the city which may even be surrounded by rural areas. He mentioned the case of Calcutta, Bangalore, Delhi and Madras as examples. Bombay was in a happy predicament in as much as a very large area had already been notified as Greater Bombay Area which supply practically all the population for most of the work in Bombay City. But even in Bombay, a ribbon-like growth was noticeable up to Poona in one direction and also in other directions. Calcutta cannot be considered only with reference to its municipal limits. Calcutta should be considered with reference to the entire industrial region of Calcutta on both sides of the Hooghly River. In 1951, only the municipal towns on both sides of the Hooghly River were considered in one volume, together with Calcutta and Howrah, from which all the non-municipal areas were excluded. But these non-municipal areas also supply labour and provide articles of daily commutation of population. So in 1961, entire Police Stations in which the towns are situated, should be considered together with Calcutta City. The same arguments apply to places like Bangalore, Madras, Delhi and other places. For example, Bangalore, Madras and Delhi are constantly expanding in every direction, bringing within their orbits new satellite towns interspersed by small bits of rural area. An attempt should be made to fix an outer limit to these orbits and treat the area as a whole, the main determinants being facility of road and

railway transport and the inter-change of population on account of business and work. Superintendents of Census Operations would, therefore, be well advised to start defining these clusters right from now, keeping the Registrar General's Office informed and soliciting advice, if necessary, from experts on geography and urbanisation.

Superintendents of Census Operations might also like to prepare a full chart showing the movement of cities and towns from one class of population to another in the censuses of 1901 to 1961, the classes being arranged according to the definition of 1961. If such a movement chart were prepared, it will be easy to find out which town belonged to which particular class in any census and how it has expanded or shrunk in size or population in the course of years. Such a chart, if it also gave the area of each city or town in each census, would give the total extent of urban population and density in each class for any particular census. This would provide valuable material for comparison of the rate of growth of urban populations and cities and towns of certain classes.

At the instance of the Superintendent of Census Operations, Madhya Pradesh, the Registrar General's Office undertook to make a comparative study of all Municipal Acts of State Governments with the object of finding out how the minimum requirements of municipalities in regard to population, density and other characteristics varied from State to State.

## VII. Enumeration Staff set-up

It was noted with considerable gratification that all State Governments have already offered their entire administrative personnel in all Departments and Directorates, to the Superintendents of Census Operations. It remained for Superintendents of Census Operations to make the most economic and judicious use of this offer so that no one branch of Government was unduly burdened with census work and that the work was evenly distributed. Superintendents of Census Operations would have to make use of the staff of almost every department of Government, especially in the holding of census charges and supervisory circles. In several States, the Government had agreed to appoint a separate District Census Officer who would be progressively relieved of other pressing duties as the period of census count approaches in the second half of 1960. In other States, an officer of the status of Additional District Magistrate would work as District Census Officer. Such intermediate categories as Sub-divisional Officers, Tehsil Officers, Taluk Officers, Circle Officers, Executive Officers of Municipalities and Corporations, Secretaries of Panchayats and other local authorities, will have to be

saddled with census work. For the supervision and enumeration work in Cities, Municipalities and Industrial areas, the services of persons serving in business and mercantile firms would also have to be requisitioned. Provision was being made in the Census Act requiring Private Employers to regard part of the time devoted to census work as duty in their own establishments on full pay. The various Central Ministries will also be approached with a request to instruct their offices in the States to come to the aid of the Superintendents of Census Operations by lending their personnel for supervisory and enumeration work.

It might be difficult for the Ministry of Community Development to make available wholesale the National Extension Service and Community Development Agency to help in the work of the census in supervision and actual enumeration. But it should be possible for Superintendents of Census Operations to obtain assistance from this field also through the good offices of the State Development Commissioners.

It was considered a good principle to draw supervisory and enumerating agency from more than one source so that freshness of outlook could be secured with a fair distribution of census burden to all and sundry.

## VIII. Enumeration Procedure

### (I) PERIOD OF ENUMERATION OF HOUSEHOLD POPULATION

It was unanimously decided that the period of enumeration of household population throughout India, except for certain difficult territories, will be conducted between February 10 (inclusive) and sunrise of 1st March, 1961, that is to say, over a period of 19 days, followed by a period of revisional round of three days, viz., 1st March to 3rd March, 1961. The reference date of the Census of 1961 would be sunrise of 1st March, 1961 and during the revisional or check period, all births and deaths and enumeration of visitors not enumerated elsewhere will be corrected or entered with reference to sunrise of 1st March, 1961. In other words, if any birth or death or visit has occurred between the time that the household has been visited by the enumerator and the sunrise of 1st March, 1961, all births will be entered in fresh slips, the slips of dead persons will be cancelled and new slips entered for visitors who have not been enumerated elsewhere. Births, deaths or visits occurring after sunrise of 1st March, 1961, will not be accounted for in the enumeration record.



During this period of enumeration and revisional round, the enumerator will have to fill in for each household one household schedule, as many individual slips as there are persons to the household, correct the record of individual slips during the revisional round of 1st March to 3rd March, 1961 and also fill up the record of individuals on Part II- Census Population Record of the Household Schedule with reference to the particulars of name, sex, relationship to head of household, age, marital status and work. Thereafter, each enumerator will have to fill in his Abstracts of enumeration and hand over to his supervisor who will, in his turn, compile his own Abstracts.

In snow-bound, inaccessible or difficult areas of the country, the enumeration has to be held earlier or in a different manner. In certain parts of North East Frontier Agency and the Naga Hills-Tuensang Area, enumeration will commence in 1959 and continue up to March, 1961. Such a procedure will not create any complication in this area, owing to the fact that migration is negligible, even between village and village. In areas which get snow-bound as early as November, like Lahul, Spiti, Ladakh, part of Punjab and Himachal Pradesh, the northern regions of Sikkim, enumeration will have to be completed in September/October, 1960, to be followed up by the establishment of check posts on the well-recognised routes to these areas. For the Todas of Nilgiris, the enumeration can be done either in December, 1960 or at the regular enumeration period. In the Agency areas of Andhra Pradesh and Orissa, enumeration will be completed in January, 1961. Superintendents of Census Operations will please examine the programmes for these special areas in collaboration with the State Governments, the Deputy Commissioners and Sub-divisional Officers and draw up a programme of enumeration for these areas by 31 January, 1960 and forward it to the Registrar General for his approval. Each programme should be accompanied by a note explaining why it is sought to be adopted. It should also be explained what steps are proposed to prevent double enumeration of those persons who migrate elsewhere.

It was noted that for the North East Frontier Agency and parts of Naga Hills-Tuensang Area, two kinds of enumeration will have to be undertaken. In North East Frontier Agency, the full procedure of enumeration with the help of houselists, household schedules and individual slips will be undertaken in the settled areas, viz., established villages and Divisional Headquarters. In other areas of North East Frontier Agency, a special schedule of enumeration will have to be devised for the enumeration of village populations. The same will apply for certain areas in Naga Hills-Tuensang Area.

## (II) ARRANGEMENTS FOR ENUMERATION OF INSTITUTIONAL POPULATION & HOUSELESS PERSONS

Enumeration of institutions will depend upon their size. Some institutions will be so large that they will have to be made a Census Supervisor's Circle. The Superintendent or Director or Manager in charge of the institution should preferably be appointed as Census Officer and asked to recommend the persons who should work under him as enumerators. In the case of really large institutions, the officer in charge of the institution or his nominee may be appointed Charge Officer. Here too, this officer should be requested to name the persons who should be appointed enumerators. This does not, of course, preclude the appointment of outsiders as enumerators, provided such appointments do not interfere with the work of the institutions. In the case of hotels, the Manager should ordinarily be appointed the Charge Officer or Circle Supervisor or enumerator, according to the size of the hotel. In those hotels where families reside in separate suites, each family should be treated as a separate census household for the purpose of census enumeration.

The census of houseless persons in big cities and towns should be conducted over a period of more than one night, wherever there is reason to believe that there is a large houseless population. One-night censuses with the help of the police, of houseless persons, in large cities and towns, as has been the practice obtaining on previous occasions, are unsatisfactory. The help of the police, will have to be taken, but should be restricted to the minimum. More assistance should be taken of social welfare organisations and established public welfare bodies like the Ramakrishna Mission, the Bharat Sevak Sangh, the Bharat Sevak Samaj and so on and they should be encouraged to take part in the enumeration of houseless persons. The whole city or town should be divided into convenient blocks and enumeration completed in three nights, *viz.*, the nights of the 28th February, the 1st March and the 2nd March. Adequate publicity should be given beforehand that the enumeration of houseless persons has nothing to do with any round-up by the Police Force.

Special enumerators will have to be appointed for enumeration of houseless persons. These enumerators, especially recruited and kept in reserve, should be asked to draw up a rough list, block by block, of likely places to which houseless persons congregate at night and the approximate number of houseless persons to be found at each place. This can be checked beforehand by the Circle Supervisor going his rounds.

### (III) SPECIAL ARRANGEMENTS FOR RAILWAY AREAS, CANTONMENTS, DEFENCE SERVICES AND OTHER SPECIAL ENUMERATION AREAS.

Superintendents of Census Operations will please consider issuing, at an early date, special instructions, wherever necessary, for riverine tracts, concerning population in boats, inland power vessels, inland steam vessel routes, sea craft, sea fishing craft, ports and areas of regular and pronounced seasonal migration. They will obtain sufficient guidance on these matters from the 1951 Census circulars. The question of enumeration of military posts in border areas was discussed in this connection. This matter will be taken up with the Defence Ministry, as the enumeration of border outposts has to be entrusted to Area Commanders who will be expected to conduct the census of the border outposts as a whole, because the census is not interested in the location or number of these outposts. It was further agreed that separate house-lists need not be prepared for these military border posts and that it would be necessary to enumerate the civilian population employed in the border outposts together with the military personnel. The civilians, too, would have to be enumerated by the military authorities themselves.

Special arrangements need to be made to anticipate the outbreak of epidemics in any part of a State, for which adequate advance arrangements should be kept ready in consultation with the Health Department of the State.

### IX. Period of Training and Training Sample Census

There will be two training programmes for two different groups of States. In the first group of States, housenumbering and house-listing will be undertaken before the big monsoon starts by regular village revenue officials who will be different from the cadre of enumerators. These village officials will be a different type to the census enumerators and will be smaller in number. They will have to be given training in housenumbering and house-listing alone. It was agreed that this cadre will require a minimum of two training classes, at least one of which will be a practical demonstration in housenumbering and filling up of forms. After the housenumbering and house-listing processes are completed, the actual enumeration agency will be recruited from June, 1960 onwards. This enumerating agency will have to be given intensive training from November onwards. The training should not be

spread over too long a time as a comparatively long training period will require much expense, energy and organisation. Besides, much of the training would be wasted if given too far in advance. The training for enumeration should really be concentrated in the months of December and January and should be woven into the programme of distribution of the various forms, schedules and slips. Each enumerator should receive some practice enumeration on individual slips and household schedules. Training census slips and household schedules should be printed in pads of 50 slips each and 10 household schedules each. They should be printed in red ink to distinguish them in colour from the actual schedules and slips. Each enumerator should fill in at least 50 slips for training purposes and 10 household schedules, preferably in his own block. It was agreed that there should be a minimum of six classes for each enumerator.

The second group of States would like to make houselisting and housenumbering quite close to the period of enumeration training. The agency for housenumbering and houselisting and for the actual enumeration will be the same. This agency will have to be recruited not later than August, 1960 and taken through its paces. For them also the minimum number of training classes for housenumbering and houselisting should be two, with at least one of practical demonstration. There should be a minimum of six training classes for enumeration, together with a programme of practice in filling up individual schedules and slips.

The channel of training will depend upon the Superintendents of Census Operations. It would be usual for the Superintendents of Census Operations to train thoroughly their Deputies and Assistants and District Census Officers. The District Census Officers should be entrusted with the training of Charge Officers and Circle Supervisors in the main outline of the census operations. The intensive training classes of the enumerating staff should be organised by the District Census Officers themselves in collaboration with Tehsil Officers, Taluk Officers, Circle Officers, and so on. It should be the aim of each one of these officers to take at least three sessions of each training class in their respective areas. The quality of enthusiasm for census enumeration will, of course, depend upon the Superintendent of Census Operations himself and the number of classes he can take. It may be possible for the Superintendent of Census Operations and his Deputies to take training classes not only at the District level but also at the Sub-divisional level.

The supervisory staff should be imbued with a sense of responsibility. It should be clearly conveyed to all supervisory staff

that each supervisor should be able to check at least 10 to 15 per cent. of the household schedules and 100 per cent. of the slips. The supervisor should also be able to help by tallying the Population Record with the individual slips.

The Charge Officer cannot be expected to undertake checking work as a matter of routine. But it should be possible for him to undertake sample checking. The chief work of the Charge Officers will be the organisation of enumeration work and control of the enumeration staff below them.

To recapitulate the organisation of the census agency. Each enumerator will have about 150 households to take care of on the average, depending upon the area and the density of population. Each supervisor will have charge of an average of 5 enumerators. The charge of a Charge Officer will depend upon the administrative set-up of the State.

## X. Publicity

The Superintendent of Census Operations, Andhra Pradesh, thought that it would be useful if a letter issued from the Union Home Minister to the Governors and Chief Ministers of States requesting that Census should receive their personal care and that the State Governments should undertake publicity for the Census Operations. The various forms that publicity should take would be : (a) Radio lectures by the Governors, Ministers, prominent citizens and the Superintendents of Census Operations themselves (b) special articles and discussions contributed by various persons to local newspapers; (c) special discussions or symposia arranged by the Superintendents of Census Operations in schools, colleges or other public places; (d) posters and information pamphlets; (e) editorials and occasional notes in prominent newspapers stressing the importance of the next census; (f) special advertisements to be intensified as the census period approaches; (g) printed appeals of Governors, Chief Ministers, other Ministers and prominent citizens; (h) cinema announcement slides at graduated intervals; (i) special publicity material through National Extension Service Block Development staff; and (j) radio plays for rural broadcasts. The script for such a play could be prepared by the Superintendents of Census Operations or by the All India Radio with the help of the Superintendents of Census Operations.

The Chief Ministers of the States might request their Councils of Ministers to give publicity to the Census whenever the Ministers went on tour. The Registrar General pointed out that the Community Development Ministry was willing to undertak

publicity for the census operations through the official and non-official agency. The slogan of "A Peoples' Census" to be publicised at every level by committees of non-officials would greatly advance the cause of the census operations. Publicity should precede house-numbering and houselisting. Models and charts could be exhibited at various exhibitions. The multi-coloured posters proposed by the Ministry of Information and Broadcasting should have local atmosphere to be able to attract the attention of local people. The Registrar General agreed to send round the proofs of the posters to be prepared by the Ministry of Information and Broadcasting. Superintendents of Census Operations should also enlist the co-operation of social welfare organisations. The Superintendent of Census Operations, Madhya Pradesh, was working out a scheme of graduated lessons to be included in all text books at schools. It was regretted that although two preliminary tests had been held in all parts of the country, the operations had found no place in any of the newsreels of the Government of India. It was pointed out that in a State like Madhya Pradesh, most important newspapers came from outside the State. These papers should be requested to publish prominently reports of local correspondents in regard to the Census Operations of Madhya Pradesh State.

It was suggested that the Posts and Telegraphs Department should be requested to devise special stamp cancellation seals carrying the message of the Census in the same manner as they did publicity for T.B., etc.

The Registrar General pointed out that the Films Division was engaged in the preparation of a film on the forthcoming Census Operations and the Films Division might be able to circulate 500 copies of the film all over the country, suitably dubbed in the regional languages.

Many Superintendents said that they would need small funds of their own to provide for press conferences where they could serve at least a cup of tea to press correspondents. In certain States, even the Directors of Publicity had no funds for this purpose which prevented the State Directors of Publicity from undertaking any publicity on behalf of the Superintendents of Census Operations. In this connection it was suggested that a letter of request should issue to the State Governments.

## XL. Provisional Totals

It was decided that a series of abstracts at various levels would be devised and forms circulated among supervisors and charge officers so that the preliminary totals of population can be quickly

communicated and compiled at district level and then transmitted by telegram or wireless to the Superintendents of Census Operations and the Registrar General simultaneously. If an efficient system of relay can be organised, District Census Officers should be able to communicate their district totals between the 5th and 8th of March. In some cases, of course, like Laccadive, Minicoy and Amindivi Islands, Sikkim, Andaman and Nicobar Islands, etc., the date might have to be extended. But except for a small number of special areas, all provisional totals from districts should reach the Superintendents of Census Operations and the Registrar General on or before the 8th of March, 1961. The Superintendents of Census Operations will consolidate the totals for their States and have the totals confirmed by the Registrar General either on the telephone or by a telegram before they release their State totals to the State Government and the public. Any release of State totals should have a brief note explaining the significance of the figures, together with such cautionary remarks as may be necessary.

Superintendents of Census Operations requested that special instructions should issue to the Posts and Telegraphs Department that all census despatches should be treated with Top-most Priority.

The provisional totals would include literates by males and females as well as the total population by males and females.

It should be possible to publish the totals for almost the whole of India, except for a few special areas, in the third week of March, 1961.

## **XII. Enumeration Expenditure**

### **(I) HONORARIUM TO ENUMERATORS AND OTHER ENUMERATION STAFF**

All Superintendents of Census Operations were of the opinion that although the principle of honorary enumeration could not be departed from, yet a small payment was essential and unavoidable to each enumerator as a gesture to meet some of their out-of-pocket expenses. The amount should be as small as possible, consistent with certain minimum standards of out-of-pocket expenses. But the rate should not vary from State to State, as different rates in adjacent States might lead to unhealthy repercussions and thereby hamper census work. There was prolonged discussion on this subject and various rates were recommended by Superintendents of Census Operations. The Registrar General considered all the rates and

suggested that the following uniform rates, although about the minimum, should be acceptable to all States:

- |   |                      |
|---|----------------------|
| (1) Honorarium for housenumbering and houselisting, including cost of housenumbering material and carriage cost of paint, pot, brushes and stencils . . . . .   | Rs. 5/-<br>per block |
| (An average block in rural areas will consist of 150 houses and an average block in urban areas of 120 houses. This charge will cover the expense of housenumbering and of attending at least two training classes.)  |                      |
| (2) Enumeration charges to each enumerator for enumerating an average of 700 persons in each block on the basis of an average population of 750 persons or 150 households for a rural block and 600 persons or 120 households in an urban block. This charge will include the enumerator's expenses for attending a minimum of six training classes and for equipping himself with stationery, ink, pen, etc. . . . . | Rs. 15/-             |
| (3) Charges for supervision of enumeration . . . . .  | Rs. 4/-<br>per block |
| (4) Total of enumeration charges for each block of an average of 700 persons . . . . .  | Rs. 24/-             |

The average enumeration cost works out at a little less than 3·5 Naye Paise per person. This is the minimum that must be paid.

Superintendents of Census Operations, however, should have the liberty to vary these charges within their States from one area to another, keeping, however, for the State as a whole, to an average of 3·5 Naye Paise per person. Thus, the Superintendents would have the discretion to adjust payment between enumerator and supervisor and among enumerators of different areas and even among enumerators of the same area in the ratios between housenumbering and houselisting charges and enumeration and supervision charges.

On the estimate of 410 million population in 1961, the amount that will be required by way of honorarium to enumerators and supervisors would be Rs. 1·44 crores, over and above small *ad hoc* provisions for meeting travelling allowances and other contingency charges on account of enumeration. The minimum that should be provided for this purpose would be about 1/9th of the total sum, that is, Rupees



16 lakhs. That is to say, these 16 lakhs should be distributed among the States for payment of T.A. to non-official agencies and also for payment of travelling allowances to Tehsil Officers, Taluk Officers and to other enumeration staff for preparatory work and training for journeys undertaken purely for census work. Thus the total cost under this head would come to Rs. 1.60 crores.

It would not be possible to pay during the financial year of 1960-61 the entire sum of Rs. 24/- to each enumeration block. It might be possible to pay only about a third before 31st of March, 1961, the balance being carried over to the next year for payment. Thus, Rs. 8/- would have to be provided in the budget of 1960-61 per enumeration block. This amount should be paid in the year 1960-61 on the completion and checking of housenumbering and houselisting operations and the census training classes. The balance of Rs. 16/- will have to be paid in 1961-62 on the completion of verification of census enumeration work. The majority of Superintendents of Census Operations stated that the State Governments were of the view that census was a Central subject and all expenditure on census count should be borne entirely by the Central Government. But it was possible that their State Governments would fall in line if other State Governments agreed to share the expenditure with the Government of India. The consensus of opinion was that, if the Union Home Minister made an appeal to the Chief Ministers, making a request that the cost of enumeration should be shared equally by the Centre and the States, that is, Rs. 80 lakhs should be contributed by the Central Government and an equal amount by all the States together, such a proposal might be acceptable to State Governments. It was suggested that the Union Home Minister might broach this subject in the next Chief Ministers' conference.

#### (ii) CLERICAL ASSISTANCE TO DISTRICT AND SUB-DIVISIONAL OFFICERS

At the outset, several Superintendents of Census Operations suggested that special pays should be given to District Census Officers, Tehsil or Taluk Officers to ensure adequate attention from them. They were of the opinion that unless special pays were paid it would be difficult to obtain the right quality of men required for census work or to keep these men interested in the census. There was a great deal of discussion on this matter but the Registrar General did not agree to any special pay for District Census Officers or Tehsil or Taluk Officers. He was of the opinion that a much better principle was to request the State Governments to relieve progressively the District Census Officer of other duties and to entrust him with census work as his chief task

during the last six months of 1960-61. Census involved much honorary labour from every enumerator and it would be odd to pay special pays to highly-placed officers. The remuneration suggested for enumerators was designed mainly to meet their incidental and out-of-pocket expenses and, even then, partially. Besides, several State Governments might not be willing at all to agree to special pays being given to District Census Officers and Tehsil or Taluk Officers. If a particular District Census Officer or Tehsil Officer failed to put forth his best for census work, his failure might be brought to the notice of the State Government. Besides, most State Governments invariably took special notice of the quality of census work contributed by State Government servants and promotions invariably depended on a good census record. The Registrar General stated that he might write to the Chief Secretaries of States to obtain their views on the subject of payment of special pays to District Census Officers. It was decided, however, that in the case of Kerala State and Kanyakumari District of Madras, payment to Tehsil Officers would be unavoidable on the ground of tradition. In the case of Jammu and Kashmir, special pays will have to be given to Tehsil Officers, mainly on account of the difficult terrain in Kashmir area.

It was agreed that the following scales of clerical assistance would have to be given to the District, Sub-divisional and Taluk Officers:

State	District Census Officer.	Sub-divisional Officer	Taluk Offices
Assam Bihar Orissa West Bengal	1 U.D.C. 1 L.D.C. 1 Peon	For 15 months (1 U.D.C. for 15 months in the State of Assam and Bihar only)	...
Other States	1 U.D.C. 1 L.D.C. 1 Peon	For 15 months	1 L.D.C. for 15 months

Special provision would have to be made for cities of over one lakh population. The scale for cities of population 1 to 2 lakhs will be: 1 U.D.C. for 15 months and for every additional one lakh population, 1 L.D.C. for 15 months. In the case of cities over 20 lakhs, Superintendents of Census Operations should send separate proposals.

A question was raised regarding appointment of census staff in District and Tehsil Offices. The Registrar General stated that the staff

would have to be appointed by Collectors on the district scales and would form part of the staff of the Collectorates or Taluk Offices and the State Governments would be reimbursed for the pay and allowances of this staff by book adjustment.

### (iii) OTHER ENUMERATION CHARGES

Superintendents of Census Operations have already included in their budget provision for expenditure on other enumeration charges on the basis of expenses incurred in 1951 Census. These include various charges on transport, blackboards, rubber stamps, stationery, service stamps and many other items.

### XIII. Recognition of services of enumerators other than payment of honorarium

It was agreed that the system adopted in 1951 for census medals and certificates should be continued. There should be two medals, one in silver and another in bronze, struck in the same proportion as in the 1951 Census.

### XIV. Post-enumeration Check

Following the practice of 1951, it will be desirable to conduct a post-enumeration check on the ratio of roughly one in 1000 population or 0.1%. The post-enumeration check should be undertaken in the first week of April, 1961. But verification will be conducted by Charge Officers and other higher agency and not by supervisors or enumerators. The design of the post-enumeration check will be worked out at the Registrar General's Office and will be circulated in January 1960 to Superintendents of Census Operations. It was agreed that during the post-enumeration check it would be sufficient to check the total count of population along with the enquiry on births and deaths and migration. No fertility enquiry should be tagged on to the post-enumeration check. The fertility enquiry will be undertaken along with the 1% annual sample census of 1960.

### XV. Recasting of 1951 Census Tables for Reorganised States

It was decided that the Registrar General should issue a detailed circular to Superintendents of Census Operations explaining the method adopted for working out census populations of previous censuses of the reconstituted States and affected districts and also indicate the lines on which the Superintendents should proceed to recast their tables.

## XVI. Review of Draft Census Tables

It was not possible at this stage to make a detailed review of the draft census tables. Certain casual opinions were offered in this connection. Deputy Registrar General (V.S.) was of the view that mining and quarrying should be treated as a separate class, having regard to the growing importance of mining. He also suggested that the 5-year age group for each table should be: 2—6, 7—11, 12—16, etc., as the present 5-year age group did not give a correct combination of age returns which would remove the lumpings of the digits ending '0' and '5'. It was pointed out, however, that these groupings would hamper comparability with other censuses and censuses of other countries of the world. A conference will have to be called at a later date to examine the tabulation plan, tabulation instructions and other matters connected with tabulation.

## XVII. Preliminary Arrangements for Tabulation

All Superintendents of Census Operations were of the opinion that they should be on the look out for suitable accommodation for housing Tabulation Offices at an early date. The difficulty of securing accommodation was acute. The Registrar General stated that Superintendents of Census Operations should book accommodation even three or four months in advance and expenditure by way of rent might have to be incurred so that the tabulation programme might not be delayed. Most Superintendents of Census Operations were of the opinion that the present procedure requiring the Central Public Works Department to certify fair rent and scale of accommodation was cumbersome and should give way to a more practicable formula empowering the State Governments or District Officers to certify fair rent and scale of accommodation. The accommodation that would be required for each Tabulation Office should be on the basis of 40 sq. ft. per sorter. The Registrar General stated that he would pursue the matter with the Works, Housing and Supply Ministry, informing them of the accommodation requirements of each State for Tabulation Office so that Superintendents of Census Operations might be able to hire this accommodation, whenever available, subject to the reasonableness of rent being certified by the State Government.

It was suggested by the Superintendent of Census Operations, West Bengal, that considerable economy could be effected by sorting age group 0—4 at the very initial stage and omitting it for cross tabulation. It might also be possible to exclude age group 5—9 for the purposes of the Economic Tables. He further stated that the pre-coding for occupational and industrial classifications would be advantageous and lead to substantial economies in time and money while ensuring

greater accuracy. If pre-coding was to be resorted to, it would be necessary to appoint and train the pre-coding staff first and phase the sorting programme very carefully so that recruitment of sorters could be made in graduated stages with the object of providing each group with adequate work.

It was pointed out that the experience of sorting and tabulation on the material provided by the second pre-test should give the Superintendents of Census Operations an adequate idea of the sorter-months that would be required for sorting all the tables and the number of compiler-months required for all the compilations. It was generally agreed that the age groups proposed for the Economic Tables and other tables and the cross-tabulations were, on the whole, the minimum that were desirable.

### **XVIII. Information to be collected for District Census Handbooks**

All Superintendents of Census Operations were agreed that it would be possible to collect the information recorded in the broad-sheets communicated by the Registrar General. They, however, pointed out that it would be necessary to appoint a small unit of staff at the office of the Superintendents of Census Operations who would engage themselves solely with this work. The Registrar General agreed to this proposal and stated that each Superintendent might take a Statistical Assistant or an Investigator with a small team of one or two compilation clerks. The Registrar General was of the opinion that the District Census Handbooks were quite deficient in good maps and charts. The District Census Handbooks of 1961 should contain at least one very good map for the district on the scale 16 miles to 1 inch to be attached to the Handbook itself or preserved in a pocket in the top or bottom cover. It should also be possible to print line drawings of Tehsil or Taluk maps in the Handbooks. The question of preparing the District Census Handbooks in regional languages was raised. The Registrar General stated that as the Handbooks were used mostly by Government Departments, Administrators, Research Scholars and others, it might not be desirable to print the Handbooks in the regional languages. Besides, the cost of printing the Handbooks in the regional languages would be prohibitive. He, however, strongly urged that the State Governments should be persuaded to print attractive summaries of District Census Handbooks in regional languages through their Departments of Publicity. This had already been done for certain States for the 1951 Census.

### **XIX. Socio-economic Surveys of Selected Villages**

The Registrar General stated that it would be desirable to begin the surveys as early as possible so that the Superintendents could pay visits to these selected villages in the round of their tours. He also stated that he had got the permission of the Commissioner for Scheduled Castes and Scheduled Tribes to correspond direct with the Directors of the various Tribal Research Institutes. This permission had also been obtained for Superintendents of Census Operations. Offices of the Directors of Tribal Welfare and Directors of Publicity and their libraries or photographs should be fully utilised by the Superintendents of Census Operations in the course of their surveys. Directors of Publicity and the Tribal Research Institutes and the Bharatiya Adimjati Sangh might be persuaded to supply photographs to be published in connection with the surveys. It would not be possible for the census organisation to supply Superintendents of Census Operations with camera kits.

Superintendents had full discretion to select the villages. In a State like Kerala, the villages are very large and the Superintendent of Census Operations, Kerala, might go in for investigation of parts of villages.

It would be necessary for each Investigator to stay in a village for about a week to conduct the survey. Thus, three or four investigators would be sufficient to complete the investigation of all villages in a State in the course of one year. These Investigators might be selected in co-operation with the Directors of Social Welfare, the Development Commissioner and a local authority on anthropological or tribal research. Superintendents of Census Operations in this connection may request for grants for building up a small library for their census offices. The Registrar General stated that it might be possible to make a grant of about Rs. 2,000 per Census Office for the purpose of a library.

**APPENDIX I**  
**CENSUS OF INDIA 1961**  
 [ To be filled up during Enumeration ]  
**PART I—HOUSEHOLD SCHEDULE**

Is this an institution? 

LOCATION CODE: \_\_\_\_\_

Full Name of Head  
of Household \_\_\_\_\_S.C.  
S.T. 

A. Cultivation	Local name of right on land	Area in acres		
1. Land under cultivation by Household				
(i) owned or held from Government	_____	_____		
(ii) held from private persons or institutions for payment in money, kind or share	_____	_____		
(iii) Total of items (i) and (ii)	.....	.....		
2. Land given to private persons for cultivation for payment in money, kind or share	_____	_____		
<b>B. Household Industry</b>				
Household industry (not on the scale of a registered factory) conducted by the Head of the household himself and/or mainly members of the household at home or within the village in rural areas and only at home in urban areas.	Nature of Industry	Number of months in the year during which conducted		
	(a) _____	_____		
	(b) _____	_____		
<b>C. Workers at Cultivation or Household Industry</b>				
Members including Head of family working and hired workers, if any, kept whole-time during current or last working season.	Members of family working:			Hired workers
	Head	Other males	Other females	
1. Household Cultivation only	_____	_____	_____	_____
2. Household Industry only	_____	_____	_____	_____
3. Both in Household Cultivation & Household Industry	_____	_____	_____	_____

Dated Signature of Supervisor \_\_\_\_\_

Dated Signature of Enumerator \_\_\_\_\_

Note : Part II—Census Population Record overleaf should be filled up during the first round of enumeration (10 February to 28 February) from the enumeration slips relating to the household and brought up-to-date with corrections, if any, after the second visit during check period 1 March to 3 March, 1961.





APPENDIX II

CONFIDENTIAL



CENSUS 1950

Location Code \_\_\_\_\_

1(a) Name \_\_\_\_\_

2(b) Relationship to Head \_\_\_\_\_ Age last birthday

3 Marital Status \_\_\_\_\_ 4(a) Birth place \_\_\_\_\_


4(b) Born R/U  4(c) Duration of residence if born elsewhere 


5(a) Nationality \_\_\_\_\_ 5(b) Religion \_\_\_\_\_

6(a) S.C./S.T. \_\_\_\_\_ 6(b) Literacy & Education \_\_\_\_\_

7(a) Mother tongue \_\_\_\_\_ 7(b) Any other language(s) \_\_\_\_\_

8 Working as Cabinetmaker \_\_\_\_\_ 9 Working as Agricultural laborer \_\_\_\_\_

10 Working as Household Industry { (a) Nature of Work \_\_\_\_\_  
(b) Nature of Household Industry \_\_\_\_\_ (c) If Employee 

11 Doing Work Other than 8, 9 or 10 { (a) Nature of Work \_\_\_\_\_  
(b) Nature of Industry, Profession, Trade or Service \_\_\_\_\_ (c) Class of Worker   
(d) Name of Establishment \_\_\_\_\_

12 Activity if Not Working   13 Sex

APPENDIX III  
CENSUS OF INDIA 1961  
HOUSELIST

Name of District.....(Code No.     ) )

Name of Island/Taluk/Tehsil/Thana/Anchal/Town.....(Code No.     ) )

Name of Village/Ward/Mohalla/(Enumerator's Block).....(Code No.     ) )

Line No.	Building Number (Municipal or local authority or Census Number, if any)	Building Number (Column 2) with sub-numbers for each census house	Purpose for which census house used, e.g., dwelling, shop, shop-cum-dwelling, business, factory, workshop, school or other institution, jail, hostel, hotel, etc.	If this census house is used as an establishment, workshop or factory				Description of census house		Sub-number of each census household with census house number (Column 3)	Name of Head of Household	No. of rooms in census household	Does the household live in own or rented house? (a) Own(O), (b) Rented (R)	No. of persons residing in census household on day of visit			Remarks
				Name of establishment or proprietor	Name of product (s), repair or servicing undertaken	Average No. of persons employed daily last week (including proprietor, or household members, if working)	Kind of fuel or power if machinery is used	Material of wall	Material of roof					Males	Females	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
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Certified that the information is correct to the best of my knowledge.

Signature of Enumerator \_\_\_\_\_

Date \_\_\_\_\_

Total for page \_\_\_\_\_

X

APPENDIX III  
CENSUS OF INDIA 1961  
HOUSELIST

**Checked**  
1998-9

Name of District.....(Code No.     )

Name of Island/Taluk/Tehsil/Thana/Anchal/Town.....(Code No.     )

Name of Village/Ward/Mohalla/(Enumerator's Block).....(Code No.     )

Line No.	Building Number (Municipal or local authority or Census Number, if any)	Building Number (Column 2) with sub-numbers for each census house	Purpose for which census house used, e.g., dwelling, shop, shop-cum-dwelling, business, factory, workshop, school or other institution, jail, hostel, hotel, etc.	If this census house is used as an establishment, workshop or factory				Description of census house		Sub-number of each census household with census house number (Column 3)	Name of Head of Household	No. of rooms in census household	Does the household live in own or rented house? (a) Own(O), (b) Rented (R)	No. of persons residing in census household on day of visit			Remarks
				Name of establishment or proprietor	Name of product(s), repair or servicing undertaken	Average No. of persons employed daily last week (including proprietor, or household members, if working)	Kind of fuel or power if machinery is used	Material of wall	Material of roof					Males	Females	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
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Total for page												X					

Certified that the information is correct to the best of my knowledge.

Signature of Enumerator \_\_\_\_\_

Date \_\_\_\_\_

Total for page \_\_\_\_\_

## OFFICERS WHO ATTENDED THE CONFERENCE

1. Shri A. Chandrasekhar, IAS., Superintendent of Census Operations,  
Andhra Pradesh
2. „ E. H. Pakyntein, IAS., „ „ Assam
3. „ S. D. Prasad, IAS., „ „ Bihar
4. „ B. A. Kulkarni, IAS., „ „ Bombay
5. „ M. K. Devassy, IAS., „ „ Kerala
6. „ G. Jagathpathi, IAS., „ „ Madhya Pradesh
7. „ P. K. Nambiar, IAS., „ „ Madras
8. „ C. Narasimha Moorthy, IAS., „ „ Mysore
9. „ M. Ahmad, IAS., „ „ Orissa
10. „ R. L. Anand, „ „ Punjab
11. „ C. S. Gupta, IAS., „ „ Rajasthan
12. „ P. P. Bhatnagar, IAS., „ „ Uttar Pradesh
13. „ J. C. Sen Gupta, IAS., „ „ West Bengal &  
Sikkim
14. „ Mir Habibulla Kamili, „ „ Jammu & Kashmir
15. „ Baldev Raj, PCS., „ „ Delhi
16. „ R. C. Pal Singh, IAS., „ „ Himachal Pradesh
17. „ R. K. Birendra Singh, „ „ Manipur
18. „ C. R. Paul, „ „ Tripura
19. „ Mahabir Singh, „ „ Andaman & Nicobar  
Islands
20. „ C.K. Bala Krishnan Nair, „ „ Laccadive, Minicoy &  
Amindivi Islands
21. „ R. Yusuf Ali, IFAS., „ „ North East Frontier  
Agency
22. „ H. Zopianga, „ „ Naga Hills-Tuensang  
Area
23. „ K. S. Seshan, „ „ Pondicherry
24. „ D. Natarajan „ „ Deputy Registrar  
General
25. „ S. P. Jain „ „
26. „ A. Mitra, ICS., Registrar General, India & Ex-officio Census  
Commissioner for India (Chairman).