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GOVERNMENT OF INDIA  
MINISTRY OF HOME AFFAIRS

OFFICE OF THE REGISTRAR GENERAL, INDIA



CENSUS CONFERENCE

SUMMARY OF PROCEEDINGS

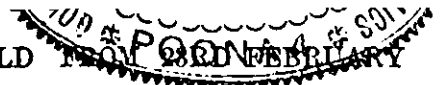
Held at New Delhi from 23rd February to 1st March 1950

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SUMMARY OF THE PROCEEDINGS OF THE CENSUS CONFERENCE HELD  
TO 1ST MARCH 1950.



The Hon'ble the Deputy Prime Minister opened the proceedings at 9-15 A.M., with a speech reproduced below :—

“FRIENDS:

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

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

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

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

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

Before proceeding to discuss the regular items on the Agenda the Conference considered as a special item a Paper placed before it on 'Elections and the Census'. The problem was to avoid a clash between the 1951 census and the conduct of general elections under the New Constitution.

The discussion on this subject occupied the whole of the forenoon and it was finally agreed that the following conclusions should be recommended to Government for acceptance :—

- (1) that the census should be held on the customary reference date, viz., 1st March 1951 and polling for the General elections should commence six weeks later ; and
- (2) if, however, Government decided (after further consideration) that the interval of six weeks was too short, then the reference date for the census might be advanced from 1st March to 1st February, but that this change should not be made unless it was really unavoidable.

The Chairman said that he would submit a full report to Government communicating these conclusions, the provisional time-tables on which they were based, and all other considerations which were mentioned in discussion. He would make it clear that the views expressed in Conference were those of the officers personally and should not be regarded as committing State Governments in any way.

I  
CENSUS CONFERENCE—AGENDA PAPER

*Questionnaire*

I intend (provisionally) to hold the Census Conference during the last week of February. I shall confirm the actual dates in a few days. Please plan your programme accordingly.

2. An important subject to be discussed at the Conference will be the terms of the questionnaire and instructions to the enumerators. We should make sure that we achieve a common understanding of the precise significance of our questions. Doubts and ambiguities, if any, should be removed. After the Conference, you will have to issue the questionnaire and the general instructions in the local languages. There may be points on which detailed local instructions might be necessary.

3. An outstanding feature of the instructions this time is the extension of the use of contractions. As you know, Yeatts attached great importance to this. He started this in 1941, in spite of misgivings expressed at the time. Experience justified his judgment. I have now heard some misgivings expressed with reference to the extension of this practice now proposed. I feel that we must proceed on the lines indicated by Yeatts. Precautions should, however, be taken to obviate errors on the part of the enumerators, due either to failure of memory or failure to refer to instructions in cases of doubt. One method of preventing such errors would be to specify the authorised contractions in the questionnaire itself. The questionnaire is bound to be looked at by the enumerator while the answers are being recorded and the correct contraction would therefore be prominently before him in print.

4. With reference mainly to this consideration, I have prepared a draft revise of the questionnaire. I would like you to examine this carefully. You will notice that the number of questions remains the same, and their scope has not been widened in any way. I have endeavoured, however, to bring about further simplification and clarity in certain questions. The original and the draft revise are shown side by side (copy enclosed) and you can see the difference for yourself. The points to which I would invite your attention are as follows:—

(i) *Means of livelihood.*—I have reduced the number of separate classes of agricultural income from 9 to 5. I have also effected some re-arrangement of questions, mainly from the point of view of ensuring that the three lines which have been allotted to question 10 are invariably used. According to the original questionnaire, they would have had to remain blank for a majority of the slips.

(ii) In question 2 part (c) I am substituting "Special Groups" for "Community" in order to bring the enumeration into line with the Constitution which recognises only scheduled castes, scheduled tribes, backward classes and the Anglo-Indians for certain special purposes. This does not, of course, affect the entry regarding religion in any way. I am inclined to the view that we should refrain from tabulating at this census any caste particulars other than those specifically recognised by the Constitution, even if this is asked for by private parties on a payment basis.

5. Please study the two versions of the questionnaire, and ascertain by consultation as well as experimental enumeration by yourself how the draft revise would work. We shall then have a thorough discussion at the Conference. After the questionnaire is discussed and settled, it will be easy to revise the instructions, and possibly further simplify and shorten them.

R. A. GOPALASWAMI,  
*Registrar General, India.*

*Summary of Conference Proceedings.*

The first item in the agenda, namely, Census questionnaire and instructions, was then taken up. The Chairman explained that there were three points.

*First*—Whether contractions are to be used ;

*Secondly*—Whether the authorised contractions should be stated in the questionnaire itself as in the draft revise ; and

*Thirdly*—Whether certain changes in the wording and arrangement of the questions be made.

With reference to the first of these points, the Chairman wanted to make it clear that he was not particular about the use of numerals in the contractions and wished to leave it to the discretion of the Superintendents to adopt either numerals or first letters or whatever form of contractions was most easily understood by the enumerators. All the Superintendents agreed that contractions should be used. Madras said that (so far as Madras was concerned) there would be no difficulty in the use of numerals and that this would simplify sorting to a certain extent. After some discussion, it was agreed that the specification of numerals or other abbreviations should be left entirely to the discretion of the Superintendents.

On the second point, the Conference unanimously accepted the form of the draft revise in principle—that is, to exhibit the authorised contractions against each question in the questionnaire itself.

Individual questions were then taken up.

## CENSUS QUESTIONS.

There was some discussion about 'relationship to head of household'. Was this information going to be used? If not, would it not be worthwhile to drop it altogether. The Chairman explained that this was a new feature of the present census. Mr. Yeatts introduced it partly because he wished to construct household tables, and partly because the United Nations had recommended its adoption following the practice in other countries. The Chairman had already drafted a Table for exhibiting the numbers of households of different sizes. The information would be useful for other purposes also.

**Question No. 1. Name and relationship to head of household.** After the name write 1 for the head of the household. For near relatives (viz., wife, son, daughter, brother, sister, father, mother) write actual relationship in full. For other relatives write 2. For unrelated persons (if any) living in the household write 0.

There was then a discussion about the definition of the term 'head of household'. It was agreed that there should be no enquiry on this point and the head of the household should be taken to mean any resident member of the household who is acknowledged as its head.

The question was then raised as to how the relationship should be expressed in the case of inmates of institutions hotels, etc. One view was that each inmate should be considered as a single-member household and the head thereof. Another view was that if the institution, etc. is numbered as a single house each inmate could not be treated as a head of household and the answer in his case should be 0, i.e., an unrelated person. There was a suggestion that even the enumeration pads should distinguish members of households from inmates of institutions. It was realised that houseless persons would be distinguished in any case, by the absence of a housenumber on the slip. It was finally decided that in the case of hotels and boarding houses the inmates who are normal residents therein (whether as staff or as lodgers) should be treated as separate households—even if a lodger was only a one-man household. In the case of jails and hospitals and similar institutions normally resident staff should be treated as separate households. Prisoners, patients, etc., should be regarded as visitors if they are away from their normal place of residence throughout the enumeration period. As such they would be regarded as 'unrelated members' of the institution treated as a household.

It was stated by Assam Superintendent that this question is likely to give some trouble in the border areas where there may be deliberately false returns of Nationality. The Chairman pointed out that the census does not provide any legal evidence of Nationality. He suggested that the Nationality should be recorded as given by the person enumerated; but the position should be reviewed at the stage of tabulation in order to ensure that the form in which Nationality data for Assam is published would not prove misleading or open to other objections.

**Question No. 2. Nationality, Religion, and Special Groups. Part (a) Nationality.** Write 1 for all Indian Nationals. For others write nationality in full.

It was agreed that Religion should be recorded as returned by the person enumerated. Bihar mentioned the difficulties formerly encountered in the recording of Religions or Tribes. The Chairman stated that in the case of Tribes all that would be necessary was to make sure that the tribesmen understood what they were called upon to answer. Thereafter the reply should be recorded exactly as it was given. Thus if a tribesman returned the tribal name itself as his Religion, it should be recorded as such. The form of

the question specifically provides for this.

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

the question specifically provides for this.

The subject proved contentions. Agenda Paper VI relating to backward classes was also discussed along with this

**Part (c) Special Groups.** You will be supplied with a list of scheduled castes, scheduled tribes and backward classes. If the person enumerated belongs to any one of them write the name of the caste, tribe or class as given in the list. If he is an Anglo-Indian, write A. In all other cases write 0.

Madras urged the need for recording all castes without exception on the ground that this was necessary for the administrative implementation of the system of communal representation in services, admission to educational institutions, etc. in that State. This contention was negatived by other States. Nevertheless, for other reasons, the discussion centred round two opposed points of view, namely (i) all castes and sub-castes as returned by the person enumerated should be recorded, and (ii) no caste should be recorded except in the case of Scheduled Castes and

Scheduled Tribes.

The reasons advanced in favour of the first view were—

- (i) from the enumerator's point of view it will be easier to record all castes as they are returned instead of recording a large number of castes from a list provided to him for that purpose which he cannot conveniently refer to.
- (ii) Enumeration only of the backward classes is likely to cause controversy, attempts to inflate figures and demand for enumeration of castes not included in the list.
- (iii) Article 340 of the Constitution requires the setting up of a Commission to enquire into the conditions of backward classes and unless the Commission is furnished with sufficient material, they cannot perform their function properly.
- (iv) In some places (e.g., Hyderabad) there are no reliable data at all and they should be obtained for the first time at this census; and
- (v) Castes are important facts socially and have legitimate material for socialistic studies.

The reasons advanced in favour of the second view included items (i) and (ii) of the foregoing and (iii) that an attempt to enumerate caste on a nation-wide basis would render recent Government policy regarding the ending of caste divisions nugatory and (iv) that there was unavoidable necessity for information about numbers only as regards Scheduled Castes and Scheduled Tribes.

The Chairman put the following two propositions to the Conference :—

- First. That a specific question should be asked 'Caste' or 'Tribe' and the answers should be recorded as returned.

*Second.* Enumerate only Scheduled Castes and Tribes and no other Castes under this head.

The following voted for the first proposition :—

- |                    |                   |
|--------------------|-------------------|
| 1. Uttar Pradesh.  | 6. Hyderabad      |
| 2. Madras.         | 7. Rajasthan.     |
| 3. Bihar.          | 8. Orissa.        |
| 4. West Bengal.    | 9. Madhya Bharat. |
| 5. Madhya Pradesh. | 10. Mysore.       |

The following voted for the second proposition :—

- |                       |                     |
|-----------------------|---------------------|
| 1. Punjab.            | 4. Bombay.          |
| 2. Assam.             | 5. Vindhya Pradesh. |
| 3. Travancore-Cochin. |                     |

The Chairman stated that he would place both views before the Government for their decision. For this purpose, he formed two sub-committees to draft separate statements of the reasons in support of the majority views and minority views respectively.

A suggestion was made that 'unmarried' may be changed into 'never married' and also some suggestions were made

Question No. 3. *Civil Condition.* Write for abbreviations to be used for the answers. It was ultimately decided to retain 1 for unmarried, 2 for married, 3 for the question as in the draft revise. widowed. If divorced write O.

It was agreed that the draft revise should stand with the addition of the following:—

Question No. 4. *Age.* Write age last birthday ; that is, the actual number of completed years.

'Write O for infants below 1.'

The draft revise was accepted with the following modifications :—

Question No. 5. *Birthplace.* Write 1 for every person born in your district. For others write the name of the district, Province, State or country where he was born according to the answer given.

(1) delete 'Province' in the second sentence ;

(2) add 'foreign' before 'country' in the same sentence.

The intention is that the district of origin should be ascertained for all persons born within the State but outside the district of enumeration.

There was some discussion about

Question No. 6. *Displaced Persons.* If the person enumerated is not a displaced person write O in both compartments. If he is a displaced person, write month and year of arrival in India, in the first compartment ; and the district of origin in Pakistan in the second compartment.

the utility of the question in view of the displaced persons censuses already taken. The Chairman explained that the Rehabilitation Ministry wanted this question. The Superintendents of affected States (especially Assam and Punjab) also explained why the question should be retained. It was agreed to retain the question as in the draft revise, subject to proper definition of a 'displaced person'. The Rehabilitation Ministry gave the following definition of a displaced person :—

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

There was some discussion on this and it was finally decided that the enumerator should ask a person whether he is a displaced person or not and if the reply is in the affirmative the particulars relating to the date of arrival and home in Pakistan should be noted. At the tabulation stage there should be scrutiny and exclusion of all persons whose dates of entry were outside to the dates mentioned in the definition. It was unnecessary that enumerators should do this, as this might induce wrong dates being given. The enumerator should, however, know the definition and explain it if required.

The draft revise was accepted.

Question No. 7. *Mother-tongue.* Write 1 for—; and 2 for—. In any other case write the name of the mother tongue fully.

It was also decided that it is not necessary to restrict the abbreviations only to two languages as shown in the draft revise. The number may depend on the local conditions and convenience and this was left to the Superintendents.

The draft revise was accepted,

Question No. 8. *Bilingualism.* If a person commonly speaks any Indian language other than his mother tongue, record it. For others Write O.

It was decided that it would be sufficient if only one subsidiary language is recorded,

The Conference realised that Questions 9, 10 and 11 of the draft revise were interdependent—that these questions were

Question No. 9. *Dependency and Employment.*  
Part One—*Dependency.* Write 1 for a self-supporting person, 2 for a non-earning dependant, and 3 for an earning dependant in the first compartment.

bound to give difficulty, but the difficulty must be faced in view of the importance of securing economic data. After discussion, it was agreed as a preliminary issue, that the classification of every person in one or other of three categories, viz., 'self-supporting', 'earning dependants', and 'non-earning dependants' should be made.

The question of definition was then taken up. Who was a non-earning dependant was clear enough. There was prolonged discussion on the criterion which should distinguish the 'self-supporting person' from the 'earning dependant'. Three suggestions emerged, viz.,

*First.* That member of the family who earned or received the largest income should be treated as self-supporting; and all others should be treated as earning dependants.

*Secondly.* The test should be whether a member of a family would be able to maintain himself as well as those persons who would be necessarily dependent on him, in the event of his separation from the family. If the answer is in the affirmative, then the person is 'self-supporting'. Otherwise he is an 'Earning Dependant'; and

*Thirdly.* The test is whether the actual cost of maintaining any particular person was or was not fully covered by his income. If it was, he should be regarded as 'self-supporting'. If it was not, he should be regarded as an 'Earning Dependant'.

A suggestion was made that, in view of the difficulty of definition, the categories may be reduced to two and everybody classified as either "Earning" or "Non-Earning". It was decided that this suggestion offered no way out, and it would present a more misleading picture of the resources of the people than a three-category-classification, however imperfect the definition.

Finally, the three criteria were put to vote with the following results—

Criterion No. I	4 in favour.
Criterion No. II	4 in favour.
Criterion No. III	7 in favour.

The Conference decided to accept Criterion No. III. The Chairman suggested that the requisite definition should be framed by a sub-committee with suitable illustrations. [NOTE.—A sub-committee was appointed, but it could not produce the definitions and illustrations before the Conference ended.]

The Chairman explained the origin of this new question. It was based on the United Nations' recommendations and the wishes of the Commerce Ministry. He himself reduced the categories from three to one, in order to avoid conundrums which he thought would otherwise trouble the enumerators. But the general opinion was that the question in its original form was feasible, and might be adopted; as it also satisfied international requirements. There was a suggestion from more than one State that it would be better to include unemployment also in the question. The Chairman thought the suggestion would

prove difficult. It was agreed after some discussion that the question should stand as follows:—

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

As regards the question relating to "unemployment" the Chairman explained that the scope of such a question was different from the one just now disposed of, and that if it was to be included at all, it should be included as a separate question. It was agreed that this might be considered accordingly at a later stage.

The Chairman suggested that the heading of question 9 may be changed into 'Economic Status'. It was agreed.

At the suggestion of Madhya Pradesh, it was agreed that the words 'of self-supporting persons' in the question should be deleted.

**Question. No. 10 Means of livelihood of self-supporting persons.**

An answer to this question should be recorded on every slip. If the slip relates to a self-supporting person record his means of livelihood. If the slip relates to a dependant (whether earning or non-earning) record here the principal means of livelihood of the self-supporting person on whom he is dependant. Use the following contractions:—

Write 1 for a person who cultivates land owned by him; 2 for a person who cultivates land owned by another person; 3 for a person who is employed as a labourer by another person who cultivates land; 4 for a person who receives rent from land owned by him and rented to another person for cultivation; 5 for a person who owns the whole or part of an estate and receives rent for land which is included in the estate but is not owned or cultivated by him.

For all other means of livelihood write fully and clearly what the person does in order to earn his livelihood and where he does it. Where a person has more than one means of livelihood, record them in separate lines. The means of livelihood which provides the largest income should be mentioned first as the principal means of livelihood; and the next as the subsidiary means of livelihood. Do not record more than two means of livelihood.

Where it was intelligible it was also important. It was agreed that an effort should be made to make this distinction

The agricultural means of livelihood for which contractions have been indicated in the questionnaire were then taken up. There was discussion as to the exact scope of the various terms used. It was agreed that the term "ownership" should be used so as to cover every case where a person had a permanent right of occupancy in the land. It was not essential that this right should include the right of unrestricted transfer. But it should be a heritable right. It was further agreed that each Superintendent should include in his booklet of instructions, certain illustrations specifying the tenures by their local names and explaining that they are included in the term "ownership".

The question of distinguishing Farm servants from casual agricultural labourers in item 3 was then raised by Madras. The Chairman observed that this suggestion had already been made by the Ministry of Agriculture and one or two other bodies also. There was some discussion about the importance of this. It was found that the distinction was intelligible.

There was a discussion on the need for distinguishing both item 4 and item 5. The Chairman explained that the idea was to distinguish between those rights which are affected at present by Zamindaris Abolition Schemes and those rights which are not. The distinguishing criterion was that the former consisted of proprietors or other tenure-holders who had only a right to receive rent and not a right to occupy and cultivate the land. These did not cultivate the land because the right to cultivate belonged to some one else; and should be distinguished from those who owned the land in the sense of having the right to cultivate it but had given temporary possession of the land to others for purposes of cultivation. Here again, it was agreed that the local names for the tenures involved should be specified in the instructions in order to distinguish item 4 and item 5, and significant in some States, but not in others.

[ NOTE.—On further consideration, after the Conference, the Chairman came to the conclusion that all this would involve a degree of elaboration which it would be very difficult to put across. He has, therefore, decided to lump item 4 and item 5 in a common category and not to split up item 3. ]

Assam stated that his Government wanted that acreage data should be shown. The Chairman remarked that the figures would convey nothing and the Conference agreed.

Punjab stated that he had a special problem. In Punjab, the displaced persons have only quasi-permanent rights at present on lands which will be made permanent on revision after three years. What would be the position of such persons? The Chairman explained that the actual legal position on the 1st March (the reference date for the census) should decide the matter. A displaced person cultivating a land will not, on the facts stated, be the owner of the land but only the cultivator of land owned by others. He was item (2) and not item (1).

The Chairman then referred to the points raised by Bombay about the wording of the question and made the following proposal which was agreed to :—

The secondary means of livelihood of self-supporting persons should be excluded from question 10 and recorded in question 11 and consequential amendments should be made in question 10."

Consequent on the decision to record the secondary means of livelihood of self-supporting person in question No. 11,

it was decided to adopt the following form for the question :—  
**Question No. 11. Means of livelihood of earning dependants.** Write 0 for self-supporting persons and non-earning dependants. For earning dependants write means of livelihood using contractions as in question 10.  
 "11. *Secondary means of livelihood.*—For a self-supporting person who has more than one means of livelihood write the means of livelihood next in importance to his principal means of livelihood. For an earning dependant write the means of livelihood which provides the earning. Use contractions given in question 10."

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

A suggestion was made that questions 12 and 13 should be combined, thus releasing one question for other use. This

was agreed to. It was decided to adopt the following form for the question :—  
**Question No. 12. Literacy.** Write 0 for a person who cannot read or write; write 1 for a person who can read; write 2 for a person who can read and write.  
 "12. *Literacy.*—Write 0 for a person who can neither read nor write; write 1 for a person who can read but cannot write; write 2 for a person who can read and write. If a person who can read and write has also passed any examination note the highest examination passed, instead of writing 2."

It was agreed that the test for literacy should be ability to read or write a simple letter in any script. In the case of ability to read it is sufficient if the person is able to read any simple letter in print or in manuscript.

It was decided to combine this question with No. 12 and release this question for other use. The suggestions made to

utilise this question were :—  
**Question No. 13. Education.** Write 0 for persons who have not passed any examination. For others write the highest examination passed.  
 Unemployment  
 Fertility  
 Infirmities.

The Chairman mentioned the objection which at previous censuses had been levelled against the inclusion of each of these questions. The general preference initially was in favour of 'unemployment'. After some further discussion the Chairman stated that he would like to leave the question to be utilised by the State Governments for any enquiry they wished to make provided only that it did not relate to caste. This proposal was welcomed by all the Superintendents.

There were no comments on question 14. Draft revise was accepted.

**Question No. 14. Sex.** Write 1 for males and 2 for females.

The Chairman wanted to know whether the Superintendents desired that the instructions also should be reviewed at the Conference. It was agreed that the instructions may be amended by the Chairman with reference to the decisions taken in the Conference and revised Model Instructions sent to the Superintendents as early as possible. The Chairman promised to take the orders of the Government of India on any points requiring their orders as early as possible and send the Superintendents the final questionnaire and the Model Instructions before the middle of March.



## CENSUS CONFERENCE—AGENDA PAPER

## Enumeration Procedure

Please refer to paragraph 7 of Section II of the General Scheme for 1951 Census.

I enclose herewith a copy of this paragraph, together with a draft revise for your consideration.

2. The main changes are as follows:—

(i) Fixation of a period of enumeration consisting of 10 days before and 10 days after the reference point, namely, the sunrise of 1st March, 1951. I wish to specify it in this manner in order to have an identical period throughout the country. The advantages are that adequate time would be provided everywhere for counting the house population and there would be no need for a second visit to every house at the end of the enumeration period in order to make a birth/death check. By spacing enumeration evenly during the two ten-day periods before and after the reference point the effect of the birth/death factor is nullified.

(ii) A precise definition of the circumstances in which absentees should be enumerated in their usual place of residence and visitors to be omitted from the houses where they are found. The object of this is to obviate the need for a second visit at the end of the census period to make a final check on absentees and visitors.

3. Do you think the suggested changes will serve the purposes intended fully? If they are adopted may we dispense with the hurried last-day check of all houses—which is the inconvenient remnant of the 'one-night' census? Do you anticipate any practical difficulties? Have you any suggestions for improvement? We shall discuss the subject at our Conference.

R. A. GOPALASWAMI,

Registrar General, India.

## Summary of Conference Proceedings

The Chairman explained that the objective of the present census is to enumerate all persons present in India at sunrise on the 1st March 1951, the reference date. There is thus no doubt or difficulty about *whom* we are trying to enumerate. The next question is *where* a person is to be enumerated. The *de facto* method means enumerating everybody at whatever place he happened to be in at sunrise on the 1st of March. The *de jure* method means enumerating everybody who has a normal place of residence at that place of residence and only those who had no normal place of residence at the place where they happened to be at sunrise on the 1st March. All Censuses upto and including 1931 were based explicitly on the *de facto* method; though in practice it could not be wholly *de facto*. In 1941 the *de facto* method was abandoned. What took its place was not, however, an entirely *de jure* record. This was so, because of the 'one month rule' or its equivalent adopted in most areas, and the 'final check'. In practice, what was attained may be regarded as a modified or 'extended *de facto*' record. What shall we have at this census a 'pure *de jure*' or an 'extended *de facto*'.

If an 'extended *de facto*' is decided upon, then there is the further question of what the 'enumeration period' should be, and whether it should wholly precede the reference date or be spread in equal intervals before and after the reference date.

The Chairman asked the Superintendents who had conducted the census in 1941 to begin by explaining what was done in 1941 in their areas.

In Madhya Bharat the enumeration was done for a period of fifteen days before the reference date with a final check. But he was doubtful, whether the check was actually done. A pure *de jure* system, he thought was not practicable, unless (as in U.S.A.) visitors and absentees were recorded and their cards exchanged and tallied. This complication would be far too costly for India; and without it there would be too many omissions and double enumerations.

In Vindhya Pradesh the Superintendent said that there was a final check.

The Rajasthan Superintendent stated that although a final check for three days was prescribed the majority of enumerators did not do it.

Other Superintendents then discussed the 1941 practice, as mentioned in the reports, and indicated their preferences about the system to be followed.

Madras preferred a modified *de facto* with a final check.

Uttar Pradesh thought that the method followed in 1941 in the State worked very well.

Bihar was prepared to accept the draft revise. The Superintendent of 1941 census had recommended a period of 15 days before the reference date with a final check.

Bombay thought the period of ten days on either side of the reference date was too long and considered that it might be reduced to five days on either side.

West Bengal wanted to follow the 1941 Bengal practice of a period before enumeration with a final check. In Bengal he had no reason to believe that there was no final check in 1941.

Madhya Pradesh was for following the draft revise. He has experience of the last two censuses and there was no final check.

Hyderabad said that he would accept the draft revise with the provision that the period is reduced to five days on either side.

Rajasthan read out the instructions issued by the Rajputana Superintendent in 1941 census which gave the period for absentees about three months. He was for the draft revise.

Orissa stated that the 1941 procedure which provided for a final check would be preferable.

Punjab said that for his State a period of 20 days was too long and this would lead to inflation of figures. In the present position of Punjab he said the physical presence of the person enumerated should be insisted at the time of enumeration.

Assam stated that the houselist contained all the details relating to the individual inmates of a house, which if brought up to date will give a full picture of resident householders. He was for enumeration before the reference date with a final check up.

Travancore was for the draft revise and suggested that the period may be five days on either side.

Madras stated that he had no reason to believe that there was no final check in Madras in 1941.

The Chairman summing up the discussion pointed out that every body agreed that the pure *de jure* record is out of the question. We should adopt an extended *de facto* system based on a prescribed enumeration period. Every one should be enumerated at his normal place of residence if he stayed there at *any time* during the enumeration period. He should be enumerated elsewhere only if he was away from his normal place of residence throughout the period; and also, of course, if he was houseless.

The real difference of opinion therefore was only as regards whether this enumeration period should be spread evenly round the reference date or should be entirely before the reference date followed by three days for final check-up for births and deaths and enumeration of visitors who have not been enumerated anywhere. The choice between the two courses really turned on whether the final check-up would serve a useful purpose.

[NOTE.—The issue had been raised that the assumption that the birth/death changes might be ignored and nullified by spreading the enumeration period evenly round the reference date. Dr. Nair assured the Conference that the assumption was statistically justified and this was accepted.]

The Chairman asked the Conference to vote as between the two proposals, on the basis solely of the utility of the final check-up.

Eight voted for the first proposal and seven for the second. In view of the closeness of the voting the Chairman thought a material change of practice should not be made. It was finally decided that the enumeration period should be spread over a period of twenty days before the reference date namely sunrise on the 1st March, 1951 followed by three days for final check-up of births and deaths and visitors who may not have been enumerated before. The enumeration of the houseless population will be as in the draft revise.

PRESENT PARAGRAPH 7 OF THE GENERAL  
SCHEME FOR 1951 CENSUS

7. Under enumeration again the populace falls under two broad groups—

- (i) house-owners ;
- (ii) others.

(i) means persons regularly resident and covers of course the vast bulk of the people ; (ii) covers the wandering tribes, boat-dwellers, tramps, sadhus, foreign visitors, etc.

(i) above is broadly all the people who can be found in numbered houses ; (ii) those who will have to be counted where they can be found.

The principle of enumeration for these two classes is, therefore,

(i) The great bulk of the population should be recorded at their homes during the month of February. The criterion should be that of normal residence. Thus if Ram Singh of house No. 47 in Village X is away from home when the enumerator calls but is expected to return and has not changed his residence, he should be enumerated as at house No. 47 and Ram Singh should refuse to be enumerated elsewhere.

(ii) They will be counted where they happen to be at sunrise of 1st March (unless for climatic reasons it is necessary to make special arrangements otherwise).

DRAFT REVISE

7. (i) For purposes of enumeration the populace falls under three groups—

- (a) resident householders,
- (b) non-resident householders, and
- (c) houseless persons.

(a) *Resident householders* mean persons who have a numbered house somewhere in India as their usual place of residence and also actually reside therein at some time or other during the enumeration period.

(b) *Non-resident householders* mean persons who have a numbered house somewhere in India as their usual place of residence but do not actually reside therein at any time during the enumeration period.

(c) *Houseless persons* mean persons (like members of wandering tribes, boat-dwellers, tramps, sadhus, foreign visitors, etc.) who do not stay at any place as their usual place of residence anywhere in India.

(ii) "Enumeration period" means a period extending to 10 days before and 10 days after sun-rise on the 1st March 1951.

(iii) The principle of enumeration is as follows :—

(a) *Resident householders* should be enumerated at their usual place of residence. The enumerator who visits a house, should first complete the enumeration of person's whom he finds therein and then enquire whether there are any other persons who are usually resident in that house but are temporarily away. If there are any such persons he should ascertain whether they had already resided in the house on any previous day during the enumeration period or are expected to return to the house before the expiry of the enumeration period. If the answer to either of the two questions is "Yes" such persons should also be regarded as resident householders and enumerated accordingly. If the answer is "No" to both questions, the absentee should not be enumerated at his house.

(b) *Non-resident householders*.—If the enumerator comes across a visitor staying in a house or found at a place which is not his usual place of residence he should enquire whether such a person had been in his usual place of residence after the enumeration period began, or whether he expects to be back there before the enumeration period ended or whether he had been previously enumerated anywhere else. If the answer to any of these three questions is 'Yes' then the visitor should not be enumerated. If on the other hand the answer is 'No' to all the three questions then the visitor should be treated as a non-resident householder and enumerated in the house or other place in which he is found.

(c) *Houseless persons* should be enumerated wherever they happen to be during the night preceding the sunrise of 1st March (unless for climatic reasons it is necessary to make any change in the time of enumeration). It should be clearly ascertained before enumeration that they have no usual place of residence and have not been enumerated anywhere else.

## III

## CENSUS CONFERENCE—AGENDA PAPER

## Census Division—Location Code—Staff Set-up

## I.—CENSUS DIVISIONS

By this time you will have read all about the formation of Census Divisions in the past—Charges, Circles and Blocks. They figured in the 1941 census, just as much as in all previous censuses, notwithstanding the many changes then introduced.

These Census Divisions used to correspond to the set-up of the census staff hierarchy. There was a charge superintendent for each charge, a supervisor for each circle, and an enumerator for each block. Important records and registers, based on census divisions, were used as instruments of control and supervision of all census operations. They were assigned numbers which constituted the Location Code. The relevant numbers had to be impressed on every enumeration slip, in order to identify the slip for sorting purposes.

2. In the General Scheme of the present census (*vide* Section II) you have been told "Do not be misled by reference to 'blocks' etc. In the past the census made use of such elements as 'circles', 'charges'. The terms had their origin in the old practice of a one-night census and are no longer necessary. The units for our census should be those of the country as a whole; village/tahsil/district—with, where relevant, town and ward. *The enumeration charges should be correspondingly allotted and described.* The tahsildar is *ex-officio* your Director of Census so to speak within the tahsil; Village officers, patwaris, etc., are the enumerators of their villages. Where a village, ward, etc., is big and the local officers think some assistance should be given, the appropriate division of labour should be arranged; but the concept of the village, ward as the essential unit and not any sub-division should always be retained."

I have read the administration reports of the 1941 census in a number of Provinces, and I have felt some doubts about the exact nature of the changes you may have to make in the arrangements of 1941, with reference to the principles set out above. You may probably feel such doubts also. It is therefore, necessary that we should discuss this matter at our Conference and remove all doubts. This paper is intended to serve as a basis for discussion.

## II.—LOCATION CODE

3. We should distinguish, at the outset, the census divisions which are necessary for the Location Code from those which correspond to the staff set-up. We should consider the two separately, whether or not the eventual conclusion is that the same census divisions should be used for both purposes as was done at the last census.

From an all-India point of view, it is essential that there should be a location code based on identical principle throughout the country. This should be settled centrally. Whether any changes (either of substance or of nomenclature) should be made in the 1941 pattern of the staff set-up, is a matter on which the final decision is for you to take. But the two are closely connected with one another. Discussion at the Conference will help to pool ideas from all parts of India, and ensure that both decisions are correctly taken.

4. *Types of Location Code.*—At the last census, the location code consisted of six elements *viz.*, District/Tahsil/Charge/Circle/Block/House. The General Scheme for the present census visualises a four element code.

## Summary of the Proceedings

The Chairman invited each Superintendent to describe the 1941 position in his State, and what he had in mind for the coming census.

The general conclusion was that the census divisions of the past censuses namely, Charge, Circle and Block would be retained in fact. The terminology will also be retained except in a few cases. In Madhya Pradesh the entire village is treated as a unit and in cases where more than one enumerator had to be employed the houses allotted to the additional enumerator were specified by administrative orders, without a formal division into separate blocks. The Chairman presumed that in such cases care would be taken to ensure that every house was made somebody's responsibility.

The Conference then considered the question of the Location Code.

The Chairman put the question whether having regard to the continued retention of "artificial" census divisions such as Charge, Circle and Block it would be possible to express the location code in terms of the normal administrative units or whether there is likely to be any difficulty or confusion by doing so.

All the Superintendents were of the view that it was possible to base the location code on the present administrative units. Most of them preferred a four-element location code for a house. There was some discussion of the difficulties presented by large, medium and small urban areas. The conclusion was that these differences could be reflected in a multiple number for the house. Thus the standard location code would consist of four elements *viz.*, District-Tehsil/Thana—Village/Town-House, it being understood that the code number for the house may have to be a single number or multiple number according to the nature of the inhabited locality in question.

Paragraph 10 of the Agenda Paper was then taken up. It was agreed that the correct answer is for the enumerator to write up the second and third elements of the Location Code *at the time he takes delivery of the pad*; and this result can be secured by holding the Supervisor responsible for ensuring that the tahsil and village numbers are written on individual slips.

My own opinion (which is provisional at present) is that we should have a four-element code for rural areas and a five-element code for urban areas. I think also a distinction will be necessary between Municipal and Non-Municipal urban areas. I would accordingly distinguish three types of location code as given below:—

*Type A.*—(Rural Census).

District/Tehsil/Village/House.

Thana.

*Type B.*—(Non-Municipal Urban Census).

District/Tehsil/Town/Block/House.

Thana.

*Type C.*—(Municipal Census).

District/Municipality/Ward/Block/House.

5. *District, House and Household.*—Every district has a number already allotted to it and printed on the slips.

Houses are being numbered in all areas. (I would like information to be exchanged at the conference about the unit of habitation for which a single series of numbers is being given. I realise that in many places a house may have to be defined by a street or block number followed by another number defining the location of that house in that street or block. I should also like that information is exchanged on the form in which House-Lists are being prepared). At this census, we should observe a distinction between the household and the house. In 999 cases out of 1000 a household (meaning the people who eat together) will also occupy one house (meaning a structure with a separate main entrance). The house number will be the same as the household number also. In exceptional cases, where two or more households are found within the same house, that fact should be brought out by adding a subdivision letter to the house number on the slips relating to each household.

6. *Comments on Type A (Rural Census).*

(i) *Tehsil/thana Number.*—The tehsil exists in almost all parts of the country (though known as 'taluk' in some areas). In the eastern Indian Provinces, however, tehsils do not exist and have no exact equivalents. There is a sub-division which is a slightly higher formation and there is also a thana which is a slightly lower formation. Both are stable units. One of them should be adopted. I think the thana is more suitable. (In Bengal, however, there is a circle in between the sub-division and the thana. Whether this unit should be preferred to the thana in that Province is a point for consideration).

(ii) *Village.*—The Revenue Survey Village is the most common unit and it is also the permanent unit. Let us adopt it uniformly. Village statistics will undoubtedly be required separately for each and every survey village. They are unlikely to be required separately for different parts of a Revenue Survey village, even if there are recognisably distinct habitations in any such village. In unsurveyed areas, of course, there would be a problem. In such cases the inhabited locality which was treated as a village in the 1941 census should be adopted as the census village unless it has ceased to be inhabited. Any habitation which has sprung up subsequent to the 1941 census in a non-urban tract should be brought into account with a separate number as a census village, unless it can be added conveniently to a village already numbered.

CONTD. TO NEXT COLUMN

CONTD. FROM PREVIOUS COLUMN

7. *Comments on Type B.—(Non-Municipal Urban Census).*

(i) *Town.*—Every non-municipal town will be found in some tehsil/thana. I think the number of such non-municipal towns in each tehsil/thana is unlikely to be very large and may, therefore, be distinguished by Roman numerals I, II, III, etc., forming a running series within the tehsil/thana and thus distinguished from the village number series.

(ii) *Blocks.*—I do not think the use of the word Block can be conveniently avoided in urban areas generally. Hence I propose to retain it in the Location Code for all urban areas. The division of a town into blocks may be based on any one of the following lines:—

(a) Town Survey Blocks.

(b) Revenue Survey Villages included in the town.

(c) Blocks formed as units of enumeration at the 1941 census.

(d) Existing divisions made for electoral purposes.

(e) Natural divisions based on habitational grouping. The division which is most durable and convenient may be chosen. I should hesitate to adopt existing electoral divisions, if these are likely to be changed with reference to the imminence of adult suffrage.

8. *Comments on Type C.—(Municipal Census).*

(i) *Municipality.*—Note that the slips for municipalities will not contain the tehsil/thana number at all. The second element will be the number of the municipality within the District. It follows that all the municipalities in any one district should be given a running series of numbers for the district. For reasons already indicated I think this series should be in Roman numerals I, II, III, etc.,

(ii) *Ward Number.*—I visualise the ward being the third element in municipalities, but not in non-municipal towns. I would favour ward boundaries following town surveys wherever these are available in preference to electoral wards if they happen to be different. It would, of course, be for the municipal authorities to decide on the basis of all relevant considerations, what sort of delimitation of wards should be followed at this census, remembering that the statistics will be compiled for wards as thus delimited. The Block in a Municipality should be a convenient subdivision of the ward, delimited on the same criteria as non-Municipal Urban areas.

9. The three different types of Census location code will incidentally serve the purpose of distinguishing between slips relating to rural, non-municipal and municipal tracts respectively. Do you anticipate difficulties in adopting the proposed types in your area? Have you any suggestions for improvement?

10. The reports of the last census indicate that omissions to inscribe the location code on the slips occurred fairly extensively. We ought to guard against this and devise a fool-proof method of ensuring this. Possible methods are rubber-stamping, punching, etc., before the enumerator gets his pad or writing up when he gets it. At the same time, flexibility in the transfer of pads should be preserved and wastage of pads avoided. Will you please think over the problem and come prepared with suggestions for the conference.

III.—STAFF SET-UP

11. I do not propose to work out even in outline the changes (whether of name or substance) which might be necessary in the staff set-up much less in the instructions

regarding records and registers. I would merely invite your attention to the need for reviewing these matters with reference to the following considerations :—

*Firstly.*—If the enumerators and supervisors are burdened with numbers relating to charges, circles, blocks and so on, which conflict with the location code numbers which I have described above, there is the risk of confusion and the possibility of wrong entries being made on slips. This should be completely guarded against.

*Secondly.*—Your predecessor is likely to have left notes indicating the weaknesses experienced in the staff set-up of the 1941 census and the sources from which the staff was recruited. It will be your duty to make such changes as are necessary to remedy these defects.

*Thirdly.*—Considerable advance was made in 1941 in reducing the numbers of “passengers” carried by the census organisation. People who are difficult to train and difficult to control are a liability and not an asset. It is better to do without them as far as possible though in some cases, local influence may point to their retention even if they do no useful work. You will endeavour to see that a further limitation (even below the 1941 level) in the numbers of enumerators and supervisors is achieved, wherever this can be conveniently effected.

*Finally.*—The aim is to integrate the census divisions with the existing administrative divisions within the district. In other words, do not form a temporary sub-division of an existing administrative unit purely for census purposes—if this can possibly be avoided.

12. With reference to the last mentioned criterion, a suggestion has been made which you might consider. The charge and the circle represent areas of individual responsibility exactly corresponding to administrative units only in certain places (e.g., where there are Kanungos and Patwaris). In other places, some sort of artificial sub-division for supervision purposes is almost invariably made, and different areas allotted to officers chosen from different departments as well as non-officials. The suggestion is that in these cases, the existing administrative unit may be retained intact, a *Census Supervision Committee* may be formed for it; and that the President of the Committee may be called the Chief Supervisor and others Supervisors. The possible advantages are complete flexibility in allocation of supervisory duties by the Chief Supervisor among all the members of the Committee and better cooperation and team work among persons who are not normally subordinate to one another. I should like you to examine this suggestion closely in the light of local conditions in your area.

**ONE WORD OF CAUTION.**—Generally speaking, the organisational set-up in 1941 succeeded in delivering the goods. There must, therefore, be good reasons underlying every change which is proposed to be made. The possibility of confusion arising in the minds of tehsil/thana and village staff owing to conflict between old and new instructions should always be borne in mind and guarded against. With reference to all these considerations you should form your own provisional conclusions as to the lines on which you will issue instructions regarding the staff set-up in your area. You can finalise them after the conference is over.

R. A. GOPALASWAMI,

*Registrar General, India.*

## IV

## CENSUS CONFERENCE—AGENDA PAPER

*Organisational Details*

After going through the All-India Administration Report of the 1941 Census, I have extracted a few items (copy enclosed) of organisational detail, which I thought were worth bringing to your notice. We shall go over these items, not with a view to detailed discussions of all of them, but to check up that all important matters are agreed upon in the scheme for the present census, and there are no doubts or difficulties.

2. If there are any points (whether out of the Administration Report of your predecessor or otherwise) which you would like to bring up for discussion, please let me know. We shall go over them also at the same time.

R. A. GOPALASWAMI,  
*Registrar General, India.*

*Summary of the Proceedings*

The Conference discussed housenumbering.

The net result of the exchange of information was as follows :—

Housenumbering has been completed in many States but in some of them it was not done according to the instructions. In many cases the numbering which was done long ago has to be brought up to date with reference to the additions of new structures or removal of some old structures. Some of the Superintendents mentioned that numbers have been obliterated due to rain or other causes and that fresh numbering after Diwali would be necessary. In places where they have not been completed or have to be redone it is expected that the numbering would be completed soon. In the Punjab there is a Provincial Act for housenumbering called the Enumeration of Dwellings Act, 1948. But no rules have been issued under the Act laying down the procedure for numbering and it would be necessary for the rules to be framed before the housenumbering started.

It was pointed out that in some cases the Provincial enactments prohibited the mutilation or obliteration of the house numbers, as for example, the Madras Village Panchayats Act, 1950.

As regards houselists, it was found that no houselists had been prepared except in one or two States. It was the unanimous view that houselists were essential for ensuring proper enumeration. (At this stage, it was suggested that the houselist might be connected with the proposed Home Census Register and both topics were therefore discussed together). Madhya Pradesh mentioned that in the 1941 census the enumerators did the enumeration on registers which they fair-copied on the slips, at the time of enumeration. If this is so, this preliminary enumeration could be a combined operation for the houselist and the Home Census Register. It would not only be useful but would save the enumerators double work.

*Extract from the All-India Administration Report for 1941 census*

(1) *Housenumbering, Houselists and Maps.*—(i) If there are permanent housenumbers, census-taking would be greatly simplified since the houselist will be more or less ready made. If the village can be made equal to a block, the actual importance of the houselist itself for census diminishes. If the village itself is the block and the enumerator the village officer then he knows every place where he has to go and the preparation of *ad hoc* houselist could possibly be dispensed with.

(ii) In 1941, a good deal of fresh material was put into the houselist designed to throw light on general housing conditions. Other information collected were numbers present, age, sex and the list approximated to a preliminary census. This came in use—fully in checking and purifying the Punjab enumeration.

(iii) In N.W.F.P., no houselist was prepared but there was a map for each village showing every house in the village. There were great possibilities in the map both as a guide to the village for village officers of the Provincial Government, etc., and for future census officers.

The map of course does not provide a continuing record of the population as a houselist would.

(iv) The houselist showed itself useful in many ways and was frequently referred to by other officers.

(2) *Questionnaire.*—The partly dependent category corresponds to a genuine feature of the country's life and one which merits study. This census practice might be repeated.

There is no difficulty about means of livelihood apart from the chronic one of getting the citizens to be sufficiently explicit for our purposes.

It should be laid down that the same particularity must be given for the means of livelihood of a person on whom some one else is dependant as for the main question.

(3) *Urban classification.*—General tables should decline to recognise as towns anything falling below the minimum of 5,000. If a State in its own volume chooses to class some microscopic units as towns, it may do so if it likes but the volumes in the All-India Series should adhere to a common minimum. The variation from the past could be met by showing the smaller towns in a subsidiary table and commenting on the flyleaf that common tables observe the same minimum.

(4) *Railway areas, Defence Services and Cantonments.*—In one railway the practice was observed of drawing all railway census officers from the same branch as the senior officer put in charge of the operations generally on the particular line. This conduces towards discipline and is worthy of imitation.

2. The cardinal points for military enumeration are (a) each unit should have within it men competent to carry out the enumeration; (b) the civil authorities should arrange to train these men; (c) the military authorities should then be left to do the enumeration; and (d) they should be told clearly where to send the completed slips.

3. The old practice of separating civil and military populations in the cantonments may be given up. The Defence Department records would show how many soldiers they had in a particular area or town.

(5) *Recruitment and Training.*—(i) By departing from the single-night theory we were able, to a much greater extent, to confine the enumeration work to persons in the service of Government or in association with it.

(ii) In the northern and southern Provinces the great bulk of the rural areas there are in every village or group of villages officers paid by Government suited for functioning as enumeration agency.

(iii) In Bihar nothing exists. The only Government agency is the police whose connection with the people are not of the kind designed to secure willing co-operation. In Bengal we took the step of transferring the police census role to the Chairman of the Union Boards as Union Board is a regular feature of the local self-Government. In Bihar the census scheme could be tied firmly into the estate services.

(iv) In Bihar members of tribes were appointed as charge superintendents and enumerators and did excellent work.

(v) Enumerators must be trained through their charge superintendents and supervisors. The Superintendent trains the revenue officers, charge superintendents, supervisors and few local officers. But the bulk of training is in second hand. The enumerators should be given assiduous practice beforehand.

(vi) The pad system lent itself to preliminary practice. The enumeration could be practised on the back of an envelope, on an old piece of paper, on a slate or on a black-board. The enumerator's guide was made in a booklet form with the text of the questions on a detachable sheet.

(vii) Mr. Elwin in Madras devised a folding blackboard on which a replica of the slip was painted.

(6) *Staff problems.*—(i) My officers did have local difficulties through inconsiderate transfer of their subordinates. In Bihar police officers with specific duties as charge Superintendents were proposed for transfer without any reference to the Superintendents.

(ii) The U.P. Government warned district officers that the condition and efficiency of census operations in their districts would be accounted among the feature, bearing on their record. This U.P. action should be an invariable feature.

Similar benefit was observed from a Bihar Government's letter declaring the importance they attached to census work and calling for special confidential reports on officers' performance in this field.

(iii) There should be no general exemption of any kind except for serving soldiers and police who could of course be used for the enumeration of soldier or policemen. Exemptions can only be for individuals for individual reasons such as ill-health etc. Exemptions should be in the complete discretion of local authorities.



(iv) In urban regions enumerators experience the difficulty of finding people at home. If the questionnaire can be determined much earlier and the Press and other agencies played their real part, it might be possible for the householder to consider the answers in advance and instruct his wife or other person likely to be found at home or leave a record for the enumerator.

Here enters the purdah difficulty.

Women enumerators are one answer.

Twelve English and Parsi women volunteered as enumerators in Calcutta on this occasion to deal with blocks in prosperous residential localities and 6 were actually employed.

(7) *Public relations.*—(i) In any census the citizen's part is the more important and fundamental, for our enumerators are primarily scribes and it is the citizen's collaboration which produces the valid record. It is important to get this point across for on its proper appreciation depends the validity of any census record.

(ii) Every census has seen the old nuisance about tribal enumeration and 1941 saw communal activities at their height. The Imperial tables were based on community and not religion which gave the number of persons of tribal origin. An attempt was made to improve the asking of religion question for tribes but clamour from interested parties resulted in its abandonment.

(iii) Attempts were made to have communal agencies recognised in the enumeration stage but this was not countenanced.

(iv) 1941 saw communal prejudices affect the language record. This had its chief appearance in Bihar. Muslims demanded the production of census instructions in Urdu though they were generally acquainted with the Hindi script. Some Muslim enumerators insisted on making their record in Urdu. This introduces the difficulty that since few Hindus in Bihar know Urdu the bulk of the supervisors are unable to read a Urdu record. This weakens check and supervision. It would be advisable to get this point cleared up well in advance.

(8) *Area for Tabulation.*—The difficulty about areas is chronic. Survey determinations are always improving and the improvements where frontiers are difficult or undetermined may be considerable. It is far better to have this area business taken up thoroughly and settled between 1948-51 i.e. column 2 of Imperial Table I should be settled by the 1st January 1951 and left unaltered thereafter for that census.

The difficulty does not affect only inter-Provincial or State/Province boundaries. In the N.W.F.P., for example, there exist apparently long unsettled questions on where exactly certain town boundaries run or, for example, in what particular local area a large jail may be. Since it is an accepted principle that urban and rural areas are kept distinct throughout, it is most desirable to get these and any other boundary question cleared up before the superintendent begins.

## V

## CENSUS CONFERENCE—AGENDA PAPER

*Training Sample Census*

Your most important responsibility is to build up the "enumeration army" and ensure that it is fully trained. The report left by your predecessor will no doubt give you all the guidance necessary for organising this work on lines suited to your local conditions.

2. There is only one suggestion for improvement on past practices which I wish to propose, *viz.* "A Training Sample Census".

The idea is to hold a dress rehearsal of the census in sample areas and thus provide *field training for all census officers of and above the rank of Census Supervisors.*

3. This should obviously be undertaken sometime after your circular instructions are issued and what may be called "classroom training" is finished. It should be completed well before the end of the current year, so that supervisors may utilise the results of experience in giving intensive training to enumerators. Some month in the second half-year of 1950 is indicated. What do you think would be a suitable month in your State?

4. One or two villages in each tehsil/thana and a certain number of town blocks in urban areas should be selected. I propose that the selection should be made on a random-sample basis from your office with reference to instructions which will be given by me in due course. The training sample census should be carried out (not just anywhere according to the convenience of the officers concerned) but in the villages and town blocks thus selected. This is an essential feature of the proposal.

5. In the villages and blocks thus selected supervisors must be concentrated and should carry out their duties exactly as if they were enumerators. The higher officers should function exactly as if they were supervisors.

6. After enumeration, the pads should be despatched, provisional totals reported, and post-enumeration operations (*e.g.* registration at tehsil/thana offices, local tabulation at district offices, central tabulation at your office, etc.) should be carried out exactly as required to be done later at the full census.

7. The experience thus gained at each stage should be reviewed and instructions based thereon formulated for guidance of all officers taking part in the full census later.

8. The main purposes which I wish to secure are:—

- (i) to ensure the maximum possible *efficiency in training for census enumeration*; and incidentally secure advance local publicity for the census;
- (ii) to secure essential data on the basis of which standard out-turns can be fixed, and instructions regarding the methods of work finalised and other preparations completed for *census tabulation*;

and

- (iii) to obtain country-wide experience of sampling and develop a T-sample as well as a Y-sample as alternative methods for future use.

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As there was no time to discuss the subject and as the Chairman gained the impression from private talks that many Superintendents were opposed to the proposal, he announced that he was prepared to drop the proposal. This was agreed to.

9. A comparative study of the tables based on the T-sample, the full count, and the Y-sample will provide us with data which should prove amply sufficient for establishing the value as well as limitations of sampling for purposes of future collection and maintenance of basic population data.

10. I shall be grateful if you would turn this over in your mind and come prepared for discussion at the conference.

R. A. GOPALASWAMI,  
*Registrar General, India.*

## VI

## CENSUS CONFERENCE—AGENDA PAPER

*Backward Classes*

You will observe from part (c) of Question 2 of our Census Questionnaire (and the draft revise I have sent to you for examination) that we should record particulars for "Scheduled Castes", "Scheduled Tribes" and "Backward Classes". The identity of the castes or tribes which are "scheduled" will be settled authoritatively in accordance with Articles 341 and 342 of the new Constitution.

There will, however, be no similar authoritative list of backward classes. At the instance of the Government of India, State Governments are already engaged in preparing such lists.

Will you please ascertain what is being done and try and expedite the preparation of these lists?

2. Special interest is already being evinced in "backward classes" and we should expect to get enquiries on this point.

This interest is natural and arises out of Article 340 of the new Constitution. In the old censuses a record was always made of caste details in every case. In the earlier tabulations the caste literacy tables were prepared and it was possible to compare and contrast the degrees of literacy of different castes. It was suggested that this should be attempted at this census, and the identity of backward classes determined on the basis of such tables. As you know, however, policy in respect of 'caste' has changed and experience has also shown the inaccuracy of particulars obtained in respect of them. The suggestion has, therefore, not been accepted.

3. It is, however, necessary and desirable that you should make an effort to ascertain the basis on which lists of backward classes have been prepared, and whether they are correct and complete. The latter point is difficult for there is no clearly defined criterion laid down anywhere for this purpose. I suggest that in scrutinising the list of backward classes you should take into consideration the literacy proportion of such classes (this may be found either in the 1921 census tables or 1931 census tables or both). Try and ascertain the difference between this proportion for each backward class and the general literacy proportion of the area inhabited by that class. Obviously this would not be a conclusive factor but, at any rate, it would provide something precise to go upon.

4. I hope you will be able to bring to the Conference, your list of backward classes, with the "differential literacy factor" mentioned above. We may exchange information regarding the position in different States.

R. A. GOPALASWAMI,

*Registrar General, India.*

*Summary of Conference Proceedings*

This question was discussed along with Question 2 Part (c) in Agenda Paper No. I.

## VII

## CENSUS CONFERENCE—AGENDA PAPER

*Census Tabulation—Procedural Changes*

*Pre-1941 Censuses.*—The procedure usually followed for census tabulation at all censuses prior to 1941 involved three common features.

*First.*—The work was done in centralised sorting offices under the immediate control of each Superintendent. Nothing was done by Provincial agency;

*Secondly.*—The entire process of tabulation was based on the sorting of slips; these slips having been previously made out by copying from enumeration schedules; and

*Thirdly.*—The entire process was manual and carried out by employing very large numbers of temporary staff for a period of about six months (A sorting office covering a population of 10 millions used to employ well over 300 sorters and, in addition the necessary complement of supervisory staff).

2. *1941 Census.*—A copy of the instructions issued during the 1941 census is enclosed. (These, incidentally, proved to be largely inoperative since full tabulation was not carried out). The main change embodied in the 1941 instructions was the omission of the slip copying stage. In other respects, the pre-1941 practice was intended to be followed. (When full tabulation was given up, the Y-Sample was extracted and preserved. It has since been tested scientifically and utilised for preparing age tables. At this census, we should use this method for constructing Age-Tables and develop the experiment on a scale sufficient to test out the possibilities of census-sampling as well as of mechanised tabulation. Only thus can we reach firm conclusions on the most economical and efficient methods for adoption in future censuses).

3. *Inter-censal Statistical Requirements.*—The following is an extract from the recommendation made in a Report of a high-power Committee of Administrators, Economists and Statisticians appointed by the Government of India.

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

I think we should implement this recommendation at this census.

4. Having taken into account all the considerations mentioned above, I have reached the provisional conclusion that certain changes should be introduced in the census tabulation procedure set out in the instructions for the 1941 census. These changes are listed below:—

*First.*—Registration and recording of census information;

*Secondly.*—Decentralisation of rural census tabulation;

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## HOME CENSUS REGISTER

The Chairman recalled the main points. There was the important recommendation of an inter-Departmental Committee which laid it down that a Register of this kind was essential for social economic enquiries conducted on the basis of statistical sampling. The importance of this consideration was endorsed by Dr. Nair who explained that it was not only necessary to have the particulars of houselist populations but also the main characteristics of the individuals—in particular, those relating to means of livelihood. The Conference accepted this opinion.

A second consideration on which the Chairman invited views was the utilisation of the information contained in this register for the annual revision of Electoral Rolls. As names and ages are recorded it would be possible to take each year's age group from the register, omit deaths as recorded in Death Registers and thus prepare the preliminary list of amendments and alterations to be published annually for purposes of revision of electoral rolls. After some discussion, the conclusion was that this proposed register would facilitate, as well as diminish the cost of electoral roll revision operations which will have to be conducted from year to year.

Thirdly, any information not extracted and tabulated as part of census operations and available in the Registers might be later extracted and tabulated as and when found necessary.

Madras had doubts initially on whether the additional burden that would be thrown on overworked village officers would be justified by the utility of the Registers. After discussion Madras agreed with the others and the Conference decided unanimously to recommend that these registers should be prepared either in combination with the houselist or separately as may be found convenient. The Chairman said that absolute identity of form in all States was not essential. He therefore asked each Superintendent to consider the form suitable for his State and send him a draft form for approval. He suggested however that the answers to the following census questions should find a place in the register in all the States:—

Name

Sex

Age

Dependency

Principal Means of Livelihood.

Secondary Means of Livelihood

The view was expressed that, having regard to the purposes in view it is essential that arrangements should be made for maintaining the Register after their preparation.

As regards other matters in the Agenda Paper the Chairman said that as decisions were not immediately required they could be settled by correspondence. The Superintendents were asked to send their comments in due course.

*Thirdly.*—Sample Census Tabulation. The nature of the changes involved under these heads is described in paragraphs 5 to 7 below.

5. *Registration and Recording of Census Information.*—By 'registration' I mean the transference of the data recorded in slips at the enumeration stage by transcription in a register (which I propose to call the "Home Census Register"). A draft form of the column-headings for such a register is appended (*vide* Appendix). I visualise this register being written up for each Village and each Town Survey Blook separately. As far as possible, I presume this would be written up by the supervisors and enumerators who collected the original information. The registers should be systematically checked at the tehsil offices for rural and non-municipal areas and at the Municipal Offices for municipal areas.

I realise at once that there is a risk of this proposal proving the last straw on the camel's back of unpaid enumeration. It is, therefore, an essential part of the proposal that (while 'enumeration' must continue to be unpaid) 'registration' should be treated as a part of Tabulation and paid for, in the same manner as slip copying used to be at all censuses prior to 1941.

By 'recording' I mean that the Census slips (after they are sorted out for purposes of tabulation) should be classified for each Census Tract in 60 separate files *i.e.*, three different classes of the Farm population and 57 different occupational sub-divisions of the Non-Farm population. (I use the term 'census tract' to mean (a) all villages included in one tehsil/thana or (b) all non-municipal towns included in one tehsil/thana or (c) every municipality). I propose that these files should be known as 'Occupational Census Files'.

The intention is that the occupational census files of every District should be preserved as part of the public records of the District Office. They would then be available for all enquiries held during the inter-censal period. The occupational census files and the Home Census Register will thus become sources of factual information for Type Studies, as well as a scientifically designed base for Random Sample Enquiries. They may be used as such by all departments of the State Governments as well as the Union Government and also by all bodies and associations interested in such information and recognised by any of the Governments concerned.

6. *Decentralisation of Rural Census Tabulation.*—My second proposal is that the responsibility for preparing tables for rural areas should be separated from that for urban areas. The procedure followed at the old censuses should be followed in respect of the urban areas as soon as the registration of census information is completed. The sorting and sub-sorting work relating to the slips from urban areas is complicated and will be best attended to according to the old procedure. The preparation of almost all tables for rural areas in each district should be entrusted to a special temporary Census Tabulation Section, created in each District Office. The work will consist mostly of over-check of the Home Census Registers and abstracting various totals from these Registers. Abstraction based on sorting of slips will be very limited. (These observations may require some qualification as regards the non-farm population of rural areas. These and other details might be reserved for later consideration).

The advantages which I hope to secure from a broad measure of decentralisation are as follows:—

- (i) The Superintendent's Tabulation Office will become a manageable unit. This is an important consideration because, under present conditions, it must be very difficult to extract appropriate out-turn of work on a

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piece-work basis from several hundreds of sorters employed on a purely temporary basis for a few months. There would also be other difficulties about recruitment, accommodation, etc. The proposed decentralisation will help to secure a greater leavening of experienced and responsible Government servants.

- (ii) The bulk of the census slips *viz.* those relating to the Farm population, need not travel long distances. 'Recording' and 'Registration' will be greatly facilitated.

7. *Sample Census Tabulation.*—My third proposal is that there should be four Regional Offices located at suitable centres in different Regions, in order to undertake Tabulation on samples for each region. The offices will probably have to be combined with those of some of the Superintendents and provided with the necessary mechanical equipment and trained operators. I expect these offices to undertake the following work:—

- (i) Preparation of all tables involving cross tabulation by age groups—this is to be done for a Y-sample to be taken out as in the 1941 census; and

- (ii) a run-through on the machine of all tables based on the Y-sample—in order to enable comparisons being made between Sample Tables and tables prepared on full count.

8. I shall be grateful if you would think out all the implications of these three proposals, consult officers who may be interested in the subject and come prepared for general discussion at the Conference.

It is not essential that we should reach decisions on all details of organisation of census tabulation at this Conference, which is primarily concerned with enumeration. It is, however, necessary that if any important changes are to be made in the pattern prescribed for the 1941 census, they should be decided upon in the next two months. I shall need time to get the approval of Governments where necessary, and prepare detailed instructions. You will also need time to earmark staff and accommodation and make many other preparations in order to ensure that tabulation proceeds without a hitch immediately on the completion of enumeration.

R. A. GOPALASWAMI,  
Registrar General, India.

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## VIII

## CENSUS CONFERENCE—AGENDA PAPER

*Re-casting of Old Census Tables*

Information collected at the present census will, in many cases, have to be compared with information of previous censuses in order that the census reports might be rendered intelligible and be fully utilised.

2. In the past, this has required some special attention, as a result mainly of territorial changes during the intercensal period. The dimensions of the problem will be much greater at this census than at any previous census, in view of the very large territorial changes which have been and are still taking place.

3. Changes in the forms of tables will entail some adjustments in the data contained in previous census tables, so as to make them comparable. This has particular reference to the means of livelihood tables of 1931. There are at present no comparable data for 1941 except in a few States. It is possible (though not certain) that we might get some data by processing of the Y-sample, now in progress. It is necessary that we should achieve maximum possible comparability with prior census data and prepare a really effective review of the great changes which must have taken place in the numbers, distribution and internal structure of the Farm Population and the different occupational divisions of the Non-Farm Population during the last two decades.

4. This means that, as soon as the form of the 1951 census tables is finalised we should begin recasting the 1941 and 1931 census tables in the 1951 forms, with reference particularly to the 1951 territorial structure. I think this work should be taken in hand as soon as possible and attended to systematically by staff set apart in your office for this purpose. It should be completed well before the end of the current year. I shall be grateful if you would think over this problem. We shall review it briefly in discussion at the Conference.

R. A. GOPALASWAMI,  
*Registrar General, India.*

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Some of the Superintendents mentioned that it would be impossible to recast all the previous Censuses Tables with reference to the territorial changes that have taken place recently. But the Chairman said that it would be necessary to have at least the population figures for the previous Censuses for purposes of comparison.

## IX

## CENSUS CONFERENCE—AGENDA PAPER

*Means of Livelihood*

I enclose a draft revise of the Scheme for Means of Livelihood Table a copy of which has already been sent to you. The main change effected in the draft revise is the separation of the Farm population which is a very large majority of the total population and presents special features meriting independent study. I use the expression "Farm Population" in a restricted sense to mean only persons who actually cultivate or otherwise perform labour on land, which is classifiable as "Farm land". Persons who derive their principal means of livelihood from agriculture but who do not cultivate or otherwise perform labour on farmland are included in the Non-Farm Population. Such persons, as well as all other persons, who secure their means of livelihood from production of raw materials (including mining and quarrying) are brought under one of the occupational divisions of the non-farm population described as "Primary Production". In all other respects, the occupational "divisions" and "sub-divisions" of the Non-Farm Population follow closely the "divisions" and "major groups" of the U.N.O. classification scheme. In the result, there will be 3 classes of the Farm Population; and 8 occupational divisions of the Non-Farm Population. Below the 8 occupational divisions, there are 57 occupational sub-divisions. Below each occupational sub-division of the Non-Farm Population, there are a number of Occupational Groups. These are based almost entirely on the classification adopted at the 1931 census. Thus comparability is preserved both with the 1931 census and the U.N.O. classification scheme, and at the same time, a change in the method of final presentation of census information is facilitated as explained below.

2. I enclose a draft of the specimen headings of means of livelihood tables which I propose to compile at this census. (The headings are for UNION tables. For corresponding State tables "State" should be substituted for 'UNION' and 'district' for 'State'. There will, of course, be no 'Imperial' Tables, and no 'Province' from 26th January 1950.)

The intention is to separate the General Population Tables from the Means of Livelihood Tables; to exhibit the principal and secondary means of livelihood of different divisions and sub-divisions of the non-farm population more clearly than in past censuses; and, at the same time, reduce the volume of printing required.

It will be necessary to work out clear-cut definitions for some of the terms employed. We shall do this after discussion at the Conference. For the present, I hope the terms are clear enough to enable you to scrutinise the drafts closely and come prepared to discuss them. In the light of conclusion reached at this Conference, the Classification Scheme, definitions and instructions will be finalised.

R. A. GOPALASWAMI,

*Registrar General, India.*

*Summary of Conference Proceedings*

The Chairman said that as decision on this was not immediately required it could be settled by correspondence. The Superintendents were asked to send their comments in due course.



## X

## CENSUS CONFERENCE—AGENDA PAPER

*District Census Review*

Please read this note in conjunction with section VI of the General Scheme. I agree with the main idea of the General Scheme that an unduly elaborate omnibus type census report should be avoided. In particular, the old preoccupation of the census with caste and tribal divisions should be dropped.

It is also important that the general relationship between Population and Sustenance as it has developed in the recent past and may be expected to develop in the foreseeable future should be prominently brought out.

2. Consistently with these main points, it would, however, be necessary, I think to undertake at this census certain items of work which used to be normally undertaken at all pre-1941 censuses, in connection with the preparation of census reports. The work I refer to may be described as a review of the census tables from the point of view of ascertaining various factors and making various inferences which ought to be presented along with the tables in order that they may be properly understood and used. I think we should carry out this work with even greater care and thoroughness than in the past.

3. Each Table presents its own problems. Broadly speaking, these problems can be grouped under the following heads.

*First.—Assessment of precision.*—There are various factors, including the manner in which questions are framed and answers are ascertained, which affect the degree of precision attaching to the figures in the Census Tables. I have already indicated that I wish to institute a comparison between tables prepared from the full count, and parallel tables prepared from samples. This process may also throw up information having a bearing on the question of precision.

*Secondly.—Assessment of comparability with past census data.*—Most tables are significant mainly on the basis of comparison with parallel data of past censuses. Subsidiary tables are usually prepared for this purpose. It would be necessary to ascertain and bring to notice factors which may affect the comparability of these tables.

*Thirdly.—Correlation of census data with non-census data.*—Again, census data has to be compared with related non-census data where these are readily available from other sources. For instance the rates of growth of population as revealed by census figures should be compared with similar rates indicated by vital statistics. Likewise, changes in the numbers, structure, and distribution of the farm population will have to be correlated with corresponding changes in farm production as ascertained from available agricultural statistics. Similarly, changes in the number, structure and distribution of various occupational divisions of the non-farm population may have to be compared with industrial and trade statistics, as well as statistics in the growth of such services as Hospitals, Schools, etc. Such correlation will be exhibited through subsidiary tables designed for the purpose; but, in order that these tables might be really useful, they should be accompanied by the minimum of necessary explanation.

*Finally.—Assessment of Significance.*—There are some aspects of census information in which no department specialises. There are others where the significance of changes can be best appreciated only in the light of local

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The Chairman said that as decision on this was not immediately required it could be settled by correspondence. The Superintendents were asked to send their comments in due course.

knowledge at the time the figures are reviewed for precision, comparability, and correlation as described above. In all such cases, it is our duty to secure that the significance of the census figures is properly assessed, and made intelligible.

4. I have given some thought to the manner in which this work may be best organised and would like to have, at any rate, a preliminary exchange of views on this subject at our conference. I make the following proposal which I would like you to think over :—

The Census Review, as described above, shall be carried out on a District basis. For this purpose, a small committee should be formed in each district consisting of two or three officials and three or four non-officials. They should be chosen by the District Magistrate with reference to their local knowledge and experience, interest in the subject, and willingness to undertake the work. After the District Tables are compiled, those relating to each District should be referred to the Census Review Committee of that District. Certain broad heads of review (to be standardized by me for the country as a whole) should be indicated to them. The committee should be given about a month to study the tables and record such comments as they may desire to make by way of review. The District Magistrate—if he is not himself the Chairman of the Committee—should consider this review and comment on it. Your general report, (as well as brief introduction to individual tables) should be based on a study of all these District Census Reviews, along with any other supplemental information, which you might collect from other sources.

5. If you agree that these District Census Reviews should be prepared as proposed, do you think they should also be printed and published ?

I am inclined to think that we should recommend to the State Governments that they should print and publish a District Census Handbook for every district at the end of this Census. This might well include—

A—a brief general introduction to the District,

B—the Review of the District Census of 1951, and

C—Village Statistics (*Vide* paragraph 5 of Section II of the General Scheme).

I am sure that a handbook of this kind will be of very great value for the administration, and would take the place of the old gazetteers. In fact, I would go further and suggest that the materials referred to as A & B above should be edited and translated in a form suitable for use as text-books in our schools.

I hope you will come prepared with comments and suggestions.

R. A. GOPALASWAMI,

*Registrar General, India.*

## XI

## CENSUS CONFERENCE—AGENDA PAPER

## Census Expenditure

1. *Introduction.*—The Indian census is outstanding in two respects. First, it is the largest of all census undertakings in the whole world (China does not take a regular census). Secondly, it is also one of the most economical. The following table indicates the scale of expenditure in the past.

	Population in millions. (Exclusive of States which formerly did their own census)	Enumeration		Tabulation		Total Census	
		Total cost in lakhs	Cost per 1000 persons	Total cost in lakhs	Cost per 1000 persons	Total cost in lakhs	Cost per 1000 persons
			Rs. a. p.		Rs. a. p.		Rs. a. p.
1931	316	14.33	4-8-6	35.50	10-14-0	49.83	15-7-3
1941	347	14.62	4-3-3	6.40	..	21.11	..

The 1941 census was complete as regards enumeration; but tabulation was cut short drastically. The 1931 census was a full census for both purposes. Though that census coincided with the onset of the economic depression and a retrenchment campaign, and tabulation did suffer somewhat in consequence, the omissions were not considerable. We may, therefore, take it that, the cost of a complete census in India is very nearly 16 rupees per thousand population, at the 1931 level of paper prices, wages and salaries.

The comparable United Kingdom cost (for the 1921 census) was a little over £9 per thousand population. In 1940 the U.S.A. spent 320 dollars per thousand population. (This, however, includes, the cost of collection of agricultural and other data along with the population census).

2. *Essential features.*—I have mentioned these comparative figures, in order to indicate how easy it will be for census expenditure to mount up to a prohibitive level unless certain essential features of the regulation of census expenditure are borne in mind. These are—

- (i) unpaid enumeration;
- (ii) piece-work payment for tabulation; and
- (iii) strict budget control of expenditure.

It is essential that we should follow these principles strictly and thereby preserve the financial basis on which alone the census can be taken.

3. *Unpaid enumeration.*—Unpaid enumeration not only means that no payment is made for persons who actually perform enumeration. It also means that the entire machinery of State Administration (including the administration of municipalities and other local bodies) is made available for all work connected with census enumeration, according to actual requirements and convenience, without any charge being made therefor to the Centre. There is complete understanding on this point between the Central Government and the State Governments, and this has been repeated from census to census. You should ensure that this understanding is given full effect in spirit and letter at this census also. Whenever you are in doubt, consult the 1941 practice which should be your guide in respect of enumeration. In case of special difficulty you may always refer to me.

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The Chairman invited attention to the Agenda paper of the subject; the importance of maintaining the principle on unpaid enumeration; and the need for keeping down the cost with reference broadly to the 1941 precedent. He requested each Superintendent to describe the position in each State and the prospects of adhering to the general policy, and special difficulties, if any. There was a general exchange of information, of which the upshot was as follows:—

*General.*—There are difficulties in most places on account of overwork and inexperience of district staff. But, broadly speaking, it is expected that the unpaid enumeration system and the 1941 practice of giving effect to it can be maintained, subject to the following comments and reservations:—

(i) *Madhya Pradesh.*—The Superintendent stated that a strong directive should issue from the Centre for the co-operation of the State Governments in insisting on securing voluntary service for enumeration

(ii) *Uttar Pradesh.*—It would be necessary to give a clerk for each district for about six months late in the year. The Superintendent suggested that it would be easier to pay lumpsum contribution to the State Government for travelling allowance for census touring.

(iii) *Orissa.*—Enumeration in the merged States except Mayurbhanj, an enlightened State, would have to be paid. These corresponded to former Madras Agency areas, now included in Orissa, where paid enumerators were employed during the 1941 census.

(iv) *Madhya Bharat.*—Staff in the districts was practically nil and the Superintendent will have to employ additional staff for the supervision of work in districts. He assured that the expenditure will be less than what was spent by the States in the past.

(v) *Rajasthan.*—Districts and tehsils wanted staff for census work. The Superintendent considered it very difficult to get unpaid work at any stage of census work. He has worked out rates for payment for the various stages of work. He was of the opinion that if unpaid work is insisted upon, there would be strike by the staff.

(vi) *West Bengal* announced that the unpaid enumeration system will not work at the present census. Conditions are not entirely normal. The District Magistrates have lost the influence they once possessed over the Union Boards through whom enumeration has got to be done in the districts. The habit of payment has already been encouraged during the census of displaced persons and the preparation of Electoral Rolls. Hence,

- (a) some payment for enumeration will be necessary;
- (b) accounting staff will have to be appointed, in consequence; and
- (c) some Districts will not be able to supply District Census Officers. The Centre may, therefore, have to employ officers in some districts. The enumeration staff who would be responsible for house-numbering, house-listing, enumeration, etc. should be appointed from the beginning of September, 1950.

With reference to the statement made by West Bengal, other Superintendents (particularly those of adjoining States)

4. *Piecework payment for tabulation.*—Though tabulation is far off, I wish prominently to draw your attention even at this stage to the extreme importance of this factor from the point of view of economy as well as speed in tabulation. Please therefore consult all relevant information which may be available in the records left by your predecessor (in respect not only of the 1941 census but also of the 1931 census) and formulate your ideas regarding the organisation of payment on a piecework basis. These should be tested out in the tabulations following the training sample census, and definite instructions regarding rates and procedure should be finalised before the end of this year. In another paper I have proposed certain changes in the tabulation procedure. If these are eventually decided upon, Home Census Registers will be prepared in the tehsil and municipal offices, and a considerable part of the Tabulation work will be carried out in the district offices. This should not make any difference to the principle of piecework payment. On the other hand, decentralisation will make it all the more necessary that the entire payment for all such work should be organised exclusively on a piecework basis. Thus, I visualise the following:—

(i) Home Census Registers should be written up as far as possible by enumerators. They should be paid an honorarium at a prescribed rate based on the number of persons in respect of whom entries are made in each Register.

(ii) District tabulation will be effected directly from Home Census Registers, a process with which the ordinary district staff is quite familiar. This work may be carried out as far as possible, by persons selected from among census supervisors, if they are willing to undertake the work, and are known to be good at handling figures. I suggest (if this can be arranged with the consent of State Governments) that the selected officials should be given leave for a few weeks; collected at the District Office, and asked to carry out tabulation under proper supervision. They should be permitted to receive an honorarium from the Centre, in addition to such leave salary as may be due to them. This honorarium should again be based on the output of tabulation work. If such an arrangement is feasible, it might improve the quality and speed of tabulation, without increasing the cost. It is also possible that the honoraria disbursed in every district in this way might help to sweeten the pill of unpaid census enumeration. I would like you to turn these suggestions over in your mind, consult experienced officers, and come prepared for discussion at the conference.

5. *Budget control of expenditure.*—(i) *Revised Budget for 1950-51 and Budget Estimate for 1951-52.*—The budget estimate for 1950-51 was prepared on the figures supplied by the Provincial Governments which were mostly based on the expenditure for 1940-41 revised with reference to increase in basic pay, dearness allowance, etc. Superintendents should prepare revised estimates for 1950-51 based on the actuals for six months and send them to me by the 15th September 1950. Along with this the estimate for 1951-52 should also be sent. The tables we decide upon and the procedure for tabulation will have an important bearing on the budget for 1951-52. Hence the need for consideration in advance of the points mentioned in paragraph 4 above. It is essential that the cost of the census as a whole should at that stage be estimated as closely as possible, and the estimate should not be exceeded.

pointed out that a material change of the kind proposed will have repercussions. The Chairman stated that he appreciated this fact, and while he took cognizance of Bengal as a problem, the solution will have to be sought at a very high level on a Government-to-Government basis. He also noted the difficulty about Rajasthan, but it was less serious. He requested all Superintendents to do their best to maintain the general policy.

The question of payment for the preparation of the Home Census Register was then taken up. It was unanimously agreed that payment was necessary. It was thought desirable in order to safeguard the principle of unpaid enumeration as also to enable the expenditure to be shared between the Centre and each State that the Register should be treated as something different from the normal census operation. Consistently with this view, it was agreed that the Register should be named the "Register of Citizens" (and not the Home Census Register).

The Chairman requested the Superintendents to furnish along with the form of the Register (which has been referred to before) the following particulars also:—

(1) Paper required

(2) Estimated cost of preparation at piece work rate.