



CENSUS OF INDIA, 1961

VOLUME VIII

MADHYA PRADESH

PART VIII —

ADMINISTRATION REPORT

A — ENUMERATION

G. JAGATHPATHI

Superintendent of Census Operations, Madhya Pradesh

BHOPAL

GOVERNMENT CENTRAL PRESS

1963

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PART IA—General Report.

PART IB—Report on Vital Statistics.

PART IC—Subsidiary Tables including reprints, if any, from previous Census Reports.

PART II A—General Population Tables (A Series) for the State and Primary Census Abstract (This volume will contain the State Tables down to the Tahsils and all cities, town-groups and towns).

PART II B—Economic Tables (B Series, Table I-IX). Likely to be in two sub-parts.

PART II C—Cultural and Migration Tables (C and D Series). Likely to be in two sub-parts.

PART III—Household Economic Table—Based on Household Schedules. (B Series, Table X to XVI).

PART IV—Housing and Establishment Tables (E Series Tables) including Subsidiary Tables and Reports on Housing and Establishment Tables.

PART V A—Report and Tables on Scheduled Castes and Scheduled Tribes (SCT, SC and ST Series Tables).

PART V B—Reprints from old Census Reports and Castes and Tribes.

PART VI—Village Survey Monographs. To be in several sub-parts.

PART VII—Survey of Handicrafts—To be in several sub-parts.

PART VIII A—Administration Report—Enumeration.

PART VIII B—Administration Report—Tabulation.

PART IX—Maps.

PREFACE

A census administration report should be considered useful not so much for the 'do's' that it may throw light upon as for the 'dons' which, in retrospect, stand out more clearly. One never ceases to thank God that, inspite of the mistakes that one has committed, the whole machinery is still resilient enough to come out finally with a reasonable degree of success. It is the much-maligned patwari and the school-teacher—and a host of other humble, low-paid officials in and outside government—that make extensive operations like the census at all possible. One hopes that, in the years to come, people in high position will do all they can to make these devoted workers feel that they are at least not forgotten; it is indeed unfortunate that, for some years now, references to them have been generally uncomplimentary—almost suggesting that they clearly fall outside the select circle of those who serve India's cause.

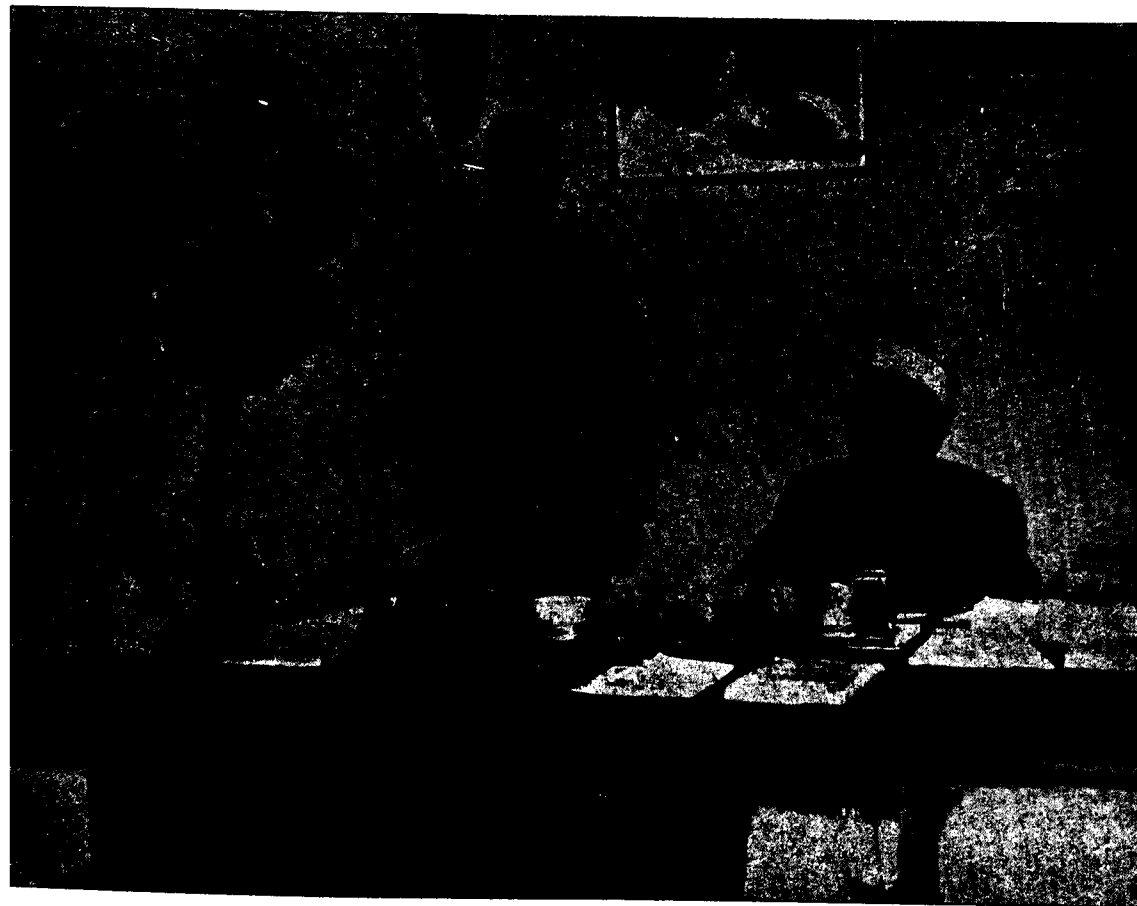
2. I am also unable to shake off an impression that, even in the crucial, final stage of the census, the whole system is not as devotedly geared to the single objective of making the campaign a success as one is entitled to expect it would be—though, by and large, it is so. I remember an instance of a few officials of a particular department who, when enumeration was only a few weeks away, were under orders of transfer from their districts to another where a special campaign in the field of agricultural production had been launched. It was clear—at least to me—that their connection with the campaign was by no means so direct and vital as to spell its success or failure but both an able junior colleague of mine and a respected officer of high seniority could not appreciate my point of view. Luck, however, was on my side. On the other hand, I shall always recall with a deep debt of gratitude the unstinted co-operation that it was my good fortune to be favoured with from many others. The vast majority of workers put in a good deal of hard work and there were quite a few Collectors and District Census Officers who knew the instructions perhaps better than I—the protagonist of this drama—did. The petty jealousies and animosities of the bureaucratic world often make one feel that cynical is what one should be; but after the census, I shall be retiring from the field with a pleasant memory of (nearly !) universal co-operation. To the Superintendent, Government Printing, Madhya Pradesh, and his workers, I am particularly grateful for doing rush jobs with great zeal and skill.

Finally, I should like to place on record the deep debt of gratitude that I owe to Shri Asok Mitra, I.C.S., Registrar General, India, and Shri H. S. Kamath, I.C.S., Chief Secretary, Madhya Pradesh, without whose sympathy and guidance it would have been presumptuous of me to hope to conduct a census.

G. JAGATHPATHI,
*Superintendent of Census Operations,
Madhya Pradesh.*

LIST OF CONTENTS

	PAGE
CHAPTER I	1
Introduction	
(Census Legislation—The Beginning—Training—Permanent Census Functions—Determination of Towns—Staff—Nature of Census Operations—Statistical Officials—Deputation—Recruitment—Strength—Accommodation.)	
CHAPTER II	19
The Preliminaries	
(The Two Pre-tests—Programme for a Pre-test—Location Code Numbering—Permanence thereof—New Schedules of the 1961 Census—Timing—The Household— <i>cum</i> —Individual Schedule—Agriculture—Other Activity—Census Population Record—Vital Statistics—The 1951 National Register of Citizens—The Questions—The abstracts—Scheduled Castes and Tribes—The Instructions Centralisation, its limits—Conference—Translation).	
CHAPTER III	38
The Operation and its Phases	
(The Manual <i>Vs.</i> Circulars—The First Circular—Difficulties—The Census Organisation—The Rural Urban classification—The Census of Cities—Circles and Blocks—Training—Defects in Enumeration—Provisional Totals—Post Enumeration Check—Publicity—Census of Technical and Scientific Personnel—Associated Studies—Maps—Fertility Survey—The Total Load.)	
CHAPTER IV	57
Miscellaneous Matters	
(Notification—Appointment Letters—Printing—Touring—Accounts—Budget—Financial Powers—Permanent Advance—Clerical Staff in the Districts—Honoraria—Recognition of Census Services—The Cost of Enumeration—A Census Martyr.)	
APPENDICES-A-X	63



The Governor of Madhya Pradesh answering Census questions.

CHAPTER I

INTRODUCTION

(Census Legislation—The beginning—Training—Permanent Census Functions—Determination of Towns—Staff—Nature of Census Operations—Statistical Officials—Deputation—Recruitment—Strength—Accommodation.)

A—THE CENSUS ACT

1. *Census legislation.*—As in 1951, the principal statute governing Census Operations continues to be the Census Act, 1948. The only amendment therein since the 1951 Census relates to section 1 which has the effect of making the Act applicable to Jammu and Kashmir. In addition to this Central Act, there is another law in Madhya Pradesh—the Central Provinces and Berar Local Authorities Census Expenses Contribution Act, 1949—which deals with the recovery from the local authorities concerned of some of the expenditure incurred by government on census arrangements. Also, there are a few provisions about the census in the law relating to Municipalities, Panchayats and other rural/urban local authorities.

2. *The adequacy of the Census Act considered.*—The major defect of the Census Act is that it does not deal expressly with operations ancillary to the census—both before (like House-listing), and after, it (like the Post-enumeration Check). The notification that has to be issued under section 3 of the Act relates in terms to the "Census" which, according to the Concise Oxford Dictionary, means: "official numbering of population with various statistics"; Ministry of Home Affairs Notification No. 2/115/59-Pub. I, dated the 5th December 1959, issued in connection with the 1961 Census is as follows:

"In pursuance of the Census Act 1948, (Act XXXVII of 1948), the Central Government is pleased to declare that a Census of the population of India shall be taken during the year 1961. The reference date for the census will be sunrise on the 1st March 1961."

3. There is no doubt a reference to house-numbering in section 9 of the Act but it is by no means clear whether the access to "any house, enclosure or other place" that is permit-

ted under this section for any Census Officer is permitted only during the period of enumeration or even earlier. For, it is only during the period of enumeration that, in the literal sense, a census, i.e., a count of persons is taken. It is of course true that the word "Census" has now a much wider application than that contemplated in the somewhat unhappily worded definition of the Oxford Dictionary but law is normally interpreted on the basis of dictionary definitions.

4. *House-listing and the Census Act.*—In 1961, house-listing was undertaken as a systematic operation and can be more properly termed a Census of houses. A number of tables (the E-series) have been constructed out of house-lists and there can be hardly any doubt about their immense usefulness. In fact, one of the important contributions of the 1961 Census to census procedure is the systematisation of house-listing procedure which in former censuses had, of necessity*, to be a quick operation strictly limited to its character as a preliminary accessory to the main task of enumeration. It seems to me essential that a Census Act should, in clear terms, enable this to be done; I am not at all sure that the present Act does so. It is the *listing* that is a necessary Census Operation rather than the numbering, which, even if it was not covered by the Census Act, could still be validly undertaken under laws relating to rural and urban local self-government. I made a reference on this point to the Registrar General, suggesting that, in view of the extended meaning that the word, 'Census', has now acquired, we may proceed on the assumption that the Census Act applies to house-listing though I did point out that, literally, census means only a count of the population. He was of the view† that the Census Act does not cover, and cannot, therefore, be considered applicable to, house-listing. Nor can the problem be solved by calling house-listing a "Census of house-holders" instead of a 'Census of houses'‡. For one thing, a person

*I refer here to the fact that the Superintendent of Census Operations (S.C.O.) used to be appointed very late (for the 1951 Census, he was appointed in former Madhya Pradesh on the 23rd January 1950, in Madhya Bharat on the 1st April 1950, and in Vindhya Pradesh on the 24th January 1950; there was no independent Superintendent of Census Operations for Bhopal State) with the result that the time required for (a) the preparation of clear instructions, (b) systematic house-numbering, (c) the training of 'house-listers' and (d) actual house-listing (the time for the last operations being such as to enable inspections all over the State) was just not available.

†Registrar-General's Memo. No. 1/2/60-RG, dated, the 4th April 1960 regarding scope of the Census Act in File No. 91/59 (Collection No. 4 in the list given in Appendix 'A' of the Administration Report, Part VIII B).

‡See Notification No. CNS-2059(VI)-H, dated the 18th February 1960, issued by the then Bombay Government included in 1961 Population Census Series-2, issued by the Superintendent of Census Operations, Bombay.

in charge of a factory building or, for that matter, any non-residential building, cannot be called a house-holder; the domestic connotation of 'house-hold' is far too patent to permit any non-domestic orientation. For another, as even such validity as house-listing may have if interpreted as a 'Census of house-holders' [the validity being dependent on the fact that a house-holder is always a legal person which makes the census a census of persons—even if only of those in charge of houses (or house-holds ?)] is derived from its character as an ancillary operation to the real census, it follows that the range of questions to be asked during house-listing will have to be accordingly limited. It is at least doubtful whether, in this view, questions regarding (a) the nature of output of workshops and factories; (b) the number employed therein; (c) the nature of power used; (d) the nature of roofs and walls; (e) the kind of ownership; and (f) the number of rooms in a house are all valid *at the time of house-listing* even though there can be no legal objection to any, or, in any case, most of them [i.e., (c) to (f)], being asked during enumeration. It cannot also be argued that a 'Census of house-holders' should be treated as a separate census of a particular category of persons independent of its ancillary character in relation to the count of persons. This would be an extra-ordinary view; it is, however, ruled out by the simple fact that, under section 3, the Central Government can take a census—not as many as it pleases the Census Organisation to take. The difficulty can be got over by defining 'Census' in the Act in such a way that it includes all operations considered by the Census Commissioner to be ancillary to enumeration whether preceding or following the latter. It may be of interest to take notice here of the notification issued by the then Government of Bombay (No. CNS-2059-VI-H, dated 18 February 1960, Political and Services Department) in which questions relating to house-listing were also published in the manner in which, under section 8(i) of the Census Act, questions relating to enumeration have to be. I am not sure that this a correct procedure for the reasons already indicated.

5. *Census designations: the necessity of legal sanction.*—The second modification relates to the necessity of some kind of legal sanction for the various administrative terms used in the census like 'Charge Officer', 'Charge', 'Supervisor', 'Circle', 'Enumeration', 'Block', 'District Census Officer' etc. Strictly speaking, no one can be appointed, for example, as 'Charge Officer'; he can be appointed only as 'Census Officer in charge of Census

Operations inTahsil/ Town'. This would obviously be a cumbersome business. I think there should be no difficulty in empowering State Governments under section 3 of the Census Act to give appropriate designations to Census Officers so as to distinguish the duties and responsibilities of each kind of Census Officer; the power should of course be capable of being delegated. In the appointment letters issued for various Census Officers in the 1961 Census (forms used may be seen in File No. 118/59 in Collection No. 22), an attempt was made to define the duties of Census Officers in some detail.

6. *The doubtful utility of section 6 and section 7.*—No orders were issued by District Magistrates under section 6 or section 7 of the Census Act. If the words, "to take, or aid in, or supervise the taking of, the census within any specified local area", of section 3(2) mean that either the taking, or the supervising, of the census in that area includes the making of all administrative arrangements for the purpose, then orders under section 6 or section 7 hardly ever become necessary; in any case, the appointment of an officer as Charge Officer under the Act has always implied that he should make all the necessary arrangements for the census in that area. Naturally, other powers required for the functioning of such an officer as Charge Officer are always delegated. It is difficult to see the particular usefulness of section 6 or of section 7 unless much too restricted an interpretation is put on section 3(2) contrary to census practice.

7. *Census Act—assessment of utility.*—The Census Act is a very important piece of legislation and, even though I am very doubtful about its effectiveness in respect of the obligation to answer truthfully, it does help a great deal, without ever having to be actually invoked (barring one or two cases all over this big State), in the matter of getting people to serve in the census particularly if such persons are in regular employ—whether under government or under a local authority or under some well established organisation. In spite of all this, trouble now and then arises from the most unlikely sources—government departments and government concerns where, in no possible circumstances, is prosecution conceivable.

8. *Treatment of work connected with census as duty.*—One other difficulty in respect of the Act relates to the financial aspects. Theoretically, the position is that, if a person under a State Government or the Central Government or a Local Authority, is appointed as a Census Officer, there is no obligation on the part of the employer to pay the emoluments

of the person concerned for the period for which he worked in the census except where such an employer has had the goodness (like the Madhya Pradesh Government) to issue instructions that such work under the Census Act should be treated as duty [please see Memo. No. 2499-1277-II-A(3), dated the 16th June 1960 issued by the State Government in the Home (General) Department—(Appendix 'A')]. This consideration becomes even more important in the case of travelling and daily allowances of local authority officials (mostly, teachers) appointed as enumerators/supervisors, etc., in rural areas where census duties require frequent movement out of the headquarters village/town. Such movement can be very arduous in the tribal and hilly areas. Somehow or other, we managed to get through this census but, in the next census, it seems unreasonable either to burden the (mostly, rural) local authorities with payments on account of Travelling Allowance and Daily Allowance in connection with census work done by their employees under compulsion of law. It is likely that this matter has been raised in some other State; if so, the Registrar-General, India, may be in a position to indicate the lines on which, and the conditions under which, such payments should be made. The difficulty is real and arises because it is only in the census year, and not in the normal years, that such payments have to be provided for by local authorities as most of their officials employed for the census do not normally have to tour.

9. There is a related question as to whether such an employer can terminate the services of an employee who has been employed in connection with the census and who has to do the work under the law. The Act is not clear on this point; I doubt whether the hindering or obstructing, referred to in the concluding portion of section 11(1) (a) of the Act, can be considered to include such action. I am also not sure whether, under section 7, the District Magistrate can direct a local authority "to give assistance" by not terminating the services of such employees; for one thing, section 7 refers to members, officers and servants of local authorities and not to the local authorities as such whereas section 6 of the Central Provinces and Berar Local Authorities Census Expenses Contribution Act, 1949 (now extended to the whole of Madhya Pradesh), which makes a clear and direct reference to local authorities, limits itself only to section 6 of the Census Act under which the duties, the performance of which can be made obligatory, are those of a Census Officer and these cannot include the kind of

prohibitory action required in the type of case being considered. Nor are local authorities entirely to blame in this matter as being much too parochial and narrow-minded and unmindful of their national obligations. It does happen that an enumerator/supervisor, who is an employee of a local authority, gets a day or two off on the ground that he is busy with the census even though in fact he is not; it is also not impossible for the cleverer and the more unscrupulous to hood-wink the census authorities and all others concerned. Take, for example, the case of a teacher (possibly the only person who can be found in the area to work for the census) in a village from which the place where training classes are held is 20 or 30 miles away and which is not served by any means of public transport. It is reasonable for him to urge, and for the census authority concerned to agree, that he may take two days to reach the training class and two more days to get back home. Actually, he might have got hold of a friend's bullock-cart or something even quicker—may be a Block jeep—with the result that he gets two or three days off in his home. If some body complains about this or, as is not unlikely, some member of the local authority sees this kind of thing going on right under his nose, the local authority may be driven by pique, rather than by any deliberate anti-census attitude, to take some action against the employee concerned. Equally validly, the census authority has no alternative other than to urge moderation on the local authority as it is no easy matter to find substitutes for enumerators even in well-populated urban areas, not to speak of tribal and other backward, inaccessible areas. A specific provision in the law to the effect that absence on census duty certified as legitimate by a duly authorised higher census officer should not be made a ground for any adverse action of any kind by any employee will certainly help. If, however, the Plans create a generally favourable atmosphere for the collection of statistics and a co-operative attitude becomes universal—it is now certainly short of being universal—there may be no need for any further amendments in the Census Act—or, for that matter, for the Act itself. Shri A. Mitra, now Registrar-General, made a similar point a decade ago in his Administration Report (Enumeration) for the 1951 Census when he was Census Superintendent, West Bengal:

".....the Act fails to make it clear that for the time that a worker is engaged in taking training and preparing for the census according to the programme drawn up by his census superior, such

a person is required to be paid in full by the employer as though he was on duty during his period of absence on census work." (page 2).

10. *Prosecutions under the Census Act.*—The number of prosecutions under the Census Act continues to be negligible. While there were no prosecutions at all in 39 districts, the figures regarding the rest are as follows:—

Number of prosecutions under the Census Act, 1948, in Madhya Pradesh.

1. Bilaspur ..	2
2. Raigarh ..	1
3. Satna ..	1
4. Morena ..	1

B—THE CENTRAL PROVINCES AND BERAR LOCAL AUTHORITIES CENSUS EXPENSES CONTRIBUTION ACT, 1949.

11. *Extension to whole of new Madhya Pradesh—usefulness of Act.*—This Act was in force only in the Mahakoshal region which was a part of Madhya Pradesh [i.e., the seventeen (present) districts of East-Nimar, Hoshangabad, Betul, Sagar, Damoh, Jabalpur, Narsimhapur, Mandla, Chhindwara, Seoni, Balaghat, Surguja, Bilaspur, Raigarh, Durg, Raipur and Bastar]. This has been since extended to the whole of Madhya Pradesh; please see Madhya Pradesh Extension of Laws Act, No. 23 of 1958 [vide section 3(1) read with item 57 of Part A of the Schedule]. As the rules framed by old Madhya Pradesh were inapplicable in the conditions of the new State, their revision is under consideration*. I think the whole approach behind this Act is based on the idea of a cheap census and is consequently likely to prove more and more futile in the sense that sums likely to be recovered under the Act will be symbolic rather than substantial. Even in the 1951 Census, the total recoveries (Rs. 23,767) in the whole of old Madhya Pradesh amounted to 3½ per cent of the total cost (Rs. 7,54,370). As, in the 1961 Census, honoraria were paid to enumerators and supervisors, on that account alone the total cost increased by about Rs. 11½ lakhs. The recoveries, even if they are on a higher basis than in 1951 (i.e., in a proportion higher than that in which the population has increased), are not likely to amount to more than a small percentage of the total cost of the census. It seems inevitable that, in the coming years, the cost of the census should be

borne more or less completely by the Centre. Another anomaly in the present procedure is that, while recoveries are made from local authorities, no recoveries are made from the State Governments who are more or less exactly in the same position. In any case, I doubt whether the large cost of honoraria would be acceptable to State Governments.

12. *Census and other laws.*—The census is referred to in some way or the other in the laws relating to municipalities and panchayats. In the new law relating to municipalities, "naming streets and parks and numbering of houses" figures as item (m) in the list of obligatory duties under section 123(1). Similarly, in the new Panchayats Act, section 53 relating to Gram Panchayats lays down their powers in respect of naming streets and numbering houses. As the older laws generally contained similar provisions, nothing was paid by the Census Organisation towards the cost of house-numbering; the Collectors were requested to secure the required funds from the Panchayats concerned and they did so, one and all; figures of expenditure incurred in different districts, etc., can be seen in Appendix 'B'. In respect of actual enumeration, however, in the Municipalities Act, the provision is in section 124 relating to "discretionary powers" vide item (g) in the list thereunder: "taking a census, for local purposes" (the words used are not, it will be observed, particularly well-chosen). Similarly, in the Panchayats Act, "help in the Census Operation" (again, not happily worded) figures as item (ee) in the list under section 38(1) which deals with the "obligatory functions of Gram Panchayats". Further, in the same list, item (jj) is "collection and maintenance of statistics"; the collection of statistics is also a function of the Janapada Panchayat [item (xiii) in the list under section 131(1) of the Panchayats Act] and of Zila Panchayats [item (xv) in the list under section 182(1) of the same Act]. In view of the fact that, under the Census Act as well as under the Central Provinces and Berar Local Authorities Census Expenses Contribution Act, 1949, it is obligatory for local authorities to assist in the census and carry out such instructions as may be issued to them by competent census authorities, I had pointed out† to the State Government in the Local Government Department (Urban) and in the Local Government (Rural) Department, when these Bills, which have now become law, were first

* A point to which I should like to draw attention is that, in these rules, municipalities are classified on the basis of population and different rates of contribution fixed. As new Acts will have come into force both in respect of Municipalities and the Panchayats long before the next census, the rules will have to be revised again.

† Memo. No. 527, dated the 31st March, 1960 to the Local Government (Rural) Department and Memo. No. 522 of the same date to the Local Government (Urban) Department to be found in File No. 113/59, collection No. 19.

published, that the provisions relating to the census require modification; but hardly any change on the lines suggested has been made though I was informed by the Local Government (Urban) Department that these suggestions would in due course be considered. In any case, the law by itself cannot ensure that a census is taken; it is always present in the background and a general awareness of its possible use has so far proved adequate in the case of even the most refractory among local authorities.

13. *The Superintendent of Census Operations—appearance on the scene.*—The Madhya Pradesh phoenix—that is, me—appeared on the scene on 20 April, 1959. In 1951, the only State which had this advantage of an early start was Madhya Bharat where a combined Census and Electoral Rolls Department was created as early as 1948 with the result that, by March, 1950 (a year before enumeration), the preliminaries were well on the way to completion. In old Madhya Pradesh, the Superintendent of Census Operations started work as late as February, 1950; this was the position in Vindhya Pradesh also where the Superintendent of Census Operations joined duty on the 24th January, 1950. The earlier re-appearance of the phoenix in the 1961 Census was undoubtedly a great advantage—in fact, the chief of the phoenixes, the Registrar-General, India, appeared on the scene much earlier than the State Superintendents of Census Operations; but, despite this early start, what Mr. Yeatts called the 'paralysing effect of the phoenix system' (para 51, page 10, India Administration Report, 1941) is unavoidable. Confidence is all that a Superintendent of Census Operations can start his work with if he is among the more thick-skinned of administrative thoroughbreds; if he is not, a lot of time is spent in learning—and, as much, if not more, in gathering all the material for study. The case against the phoenix system is much too obvious to need repetition; but then for what is obvious to seep through the impenetrable barriers of the bureaucratic machinery may take many more censuses—and many more phoenixes. Even the early start in this census is entirely due to the devoted efforts of Shri Asok Mitra, Registrar-General, India.

14. *Introducing the Superintendent of Census Operations.*—The State Government in the General Administration Department Circular Memo. No. 1588/1015/IV, dated the 9th June 1959 instructed all Departments of Government, Commissioners, Heads of Department

and Collectors to extend full co-operation in matters relating to the census; permission was also granted therein for me to correspond direct with any officer. But I find that the phoenix system is much too deeply embedded in the traditional outlook of the district administrative machinery for them to take very seriously the efforts of an enthusiastic Superintendent of Census Operations to wake them up much earlier than was usual in the past. The Collectors were all eager to assist but, unless, lower down also, the conviction early enough deepens that there is a job to be done and it is time to start, things do not get a move on. I should imagine that, if a Superintendent of Census Operations starts work in the ninth year of the decade of the previous census (1959), he should start moving out as often as possible even though at that time he would not have issued any instructions or letters to the field staff. If would be more in the nature of a general inspection tour to enable him to get the feel of the field machinery and, if possible, to locate weak points. But the trouble is that he himself would be completely ignorant of the more detailed aspects of census procedure and, on that account, judgment of the general fitness of the administrative machinery for the census may be a little difficult—unless he is that rare individual who is, with equanimity, accepting the responsibility of a second census. I myself spent the first few months in study and the literature relating to earlier Censuses in India—not to speak of other countries—is so large that it is impossible to find an end of such study—but it is very important. The reports of the last two censuses—of the State and of India—should be thoroughly studied first.

15. *Training for Superintendent of Census Operations.*—More time for study is indisputably one of the great advantages of the early appointment of the Superintendent of Census Operations—who is, and, in my view, because of the large amount of organisation and co-ordination involved, has to be, a non-technical official with experience of general administration. But I would suggest that, a few weeks—or, about two months—after the Superintendent of Census Operations joins in the State, he should undergo a short course of training in the Registrar-General's office in Delhi for about six weeks. I am sure that I would have benefited a good deal by such a course. There is a basic uniformity in the general approach towards the census all over the country—it has to be so because it is a Central subject and the whole operational strategy is centrally determined—and it is important that every Superin-

tendent of Census Operations should get the fundamental principles right. It will probably be useful if I illustrate.

16. *Training: necessity illustrated.*—In municipal towns, it is usual to present census figures ward-wise. This means that a primary census unit, i.e., the enumerator's block—should not consist of houses from two different wards or, in other words, every ward should be divided into a number of whole blocks. Similarly, a block in the rural areas, where it consists of more than one village, should not include only a part of one village, the other part being included in another block. In the light of these inviolable census principles, the following extracts, while not being entirely wrong in terms, are certainly defective in the sense that they are capable of being differently, and hence erroneously, interpreted:

(i) *Extract from Circular No. CC-1/97 dated January 16, 1960, regarding the General Village Register (G.V.R.) and Charge Registers (C.R.) (Para. 1)—*

".....it is better to ensure that groups of houses from different wards are not formed into one Census block; as far as it is at all possible, every enumerator's block must relate to a single ward though, of course, there can be more than one block in a ward."

(ii) *Extract from Circular No. 1, dated December 12, 1960 regarding the same subject [para. 6 (iv)].*

"There is no objection to two or three villages, at convenient distances, being grouped into a block so that the necessary work-loads are reached by such grouping. But, because a village is small, it should not be split up and added to nearby blocks of other villages. A small village must be treated as a whole."

The second extract could have been more mischievous, being less emphatic about the general approach than the former which has the saving clause: "as far as it is at all possible". These initial mistakes were of course rectified in due course but the point is that they should not have been committed in the first instance. The maximum possible clarity and correctness in all matters of detail in census instructions are of the highest importance; the field administration should be left only with the job of fitting local facts into the general scheme. Mistakes of this kind will be

avoided if the Superintendent of Census Operations himself is first initiated into the basic philosophy of this decennial ritual. Shri P. K. Dixit, Deputy Superintendent of Census Operations, rightly suggests that some training in tabulation (of which the Superintendent of Census Operations himself is not likely to have had much experience) should be imparted to Deputy Superintendents of Census Operations.

17. *Permanent census functions.*—The early appointment of the Superintendent of Census Operations, however, is not by any means a substitute for some kind of continuity in Census Administration in the inter-censal period. There are a number of essential jobs which, if dealt with in a routine way over the whole decennium instead of in a wholesale manner at the end of it, will get better done and will only need verification by the Superintendent of Census Operations' Office. I list below as many as occur to me:—

- (i) Keeping the General Village Registers up-to-date by:
 - (a) taking into account new villages and excluding those which have disappeared owing to desertion or to other causes like floods, the establishment of a new industrial town, the construction of a dam, etc., and
 - (b) keeping track of notifications (published in the weekly Gazette) relating to new municipalities or extensions of municipalities already established or, rarely, the dis-establishment of municipalities, making consequential changes in the list of rural habitations and maintaining an up-to-date record of the areas of towns;
- (ii) taking note of all changes in the boundaries of the State as a whole, of districts and of tahsils and readjusting population figures in the light of such changes (on the basis of notifications in the weekly Gazette);
- (iii) ensuring, by action through the department concerned, that house-numbering is kept up-to-date and on the proper lines—particularly when new areas become municipal and, also, whenever street-names are changed, or existing streets are re-aligned, keeping a record thereof showing the correspondence between the earlier and the later position;
- (iv) revising or compiling, as far as possible, ward-wise figures whenever wards are re-formed within existing municipal towns

or *ab-initio* established in new municipal towns;

- (v) making estimates and notes in respect of the State on the basis of the sample surveys of the National Sample Survey; and
- (vi) keeping the Census Library and records in good condition and answering enquiries about census figures.

There will no doubt be many more useful things that can be done by such an organisation. All of them are routine tasks indispensable for statistical accuracy but, in this age of the spectacular and the verbose, the diligent and efficient ant an inter-censal office would be no more and should be no less—evokes only pity and ridicule; more's the pity that it is so. Such a unit, whether located in the Directorate of Economics and Statistics or in a Department of Government, should have a few efficient clerks and an officer in-charge who, it is desirable, should not be frequently changed.

18. *First task: finalisation of list of towns.*—The first operational task that Superintendent of Census Operations should deal with—preferably in May or June, 19*9.—is the finalisation of the list of towns. All Census Statistics are presented for urban and rural areas separately and this means that urban areas should be determined first. I began rather late—i.e., September 1959. I shall deal with other aspects of the problem later* but, this being the first task that the new Superintendent of Census Operations will have to tackle, I am dealing with its administrative aspects here. He should start on this early for the reason that Collectors' recommendations on this matter are not likely to be based on a uniform approach though detailed instructions as to what they should do will no doubt be issued. In some cases, personal inspection may be necessary. The problem of defining a "town" was dealt with centrally by the Registrar-General, India, this time and I entirely agree that it is better than each Superintendent of Census Operations dealing with the matter himself. That this is the first operational task should, I suggest, be taken as apocalyptic.

*See Para 104 infra.

†There is of course the possibility that the Census may have already treated the new municipalities as towns; but even in that case, apart from changes as between the non-municipal and municipal areas as recorded in the Census registers becoming necessary, complications may still arise from a disparity between the area included in the municipality by Government and the area treated as a town by the census

1. However, see para 52 et. seq. regarding the Location
2. D. O. letter No. 21/5/59-RG, dated the 3rd June, Pradesh, Gwalior (File No. 40/59 in Collection
3. Home Department memo. No. 4441/II1A (3), dated memo No. 13664-2117/VII-N-II, dated the 22nd No. 14).

Code System.
1959 to the Director of Land Records, Madhya No. 14).
the 17th November 1959 and Revenue Department December, 1959 (File No. 40/59 in Collection

19. *"Freezing" municipal boundaries.*—As it is normal practice to treat all municipalities as towns, it follows that municipal areas must remain unaltered right from the time the list of towns is finalised. If some new municipalities are established or present municipalities extended, alterations will be required, in the first case, as between the rural and urban parts of the census registers,† and, in the second case as between non-municipal and municipal areas. The matter is particularly complicated in the former case by the fact that the continuous serial of location code (L.C.) numbers for each tahsil will be disturbed and will have to be re-written. The problem cannot also be solved by letting the irregular sequence stay as it is because, then, the last number of the serial will not automatically give the total number of habitations in the tahsil—which is important. The list of towns has to be finalised about the time the first operational circular is issued—i.e., October, 19*9. Therefore, we will have to ensure that from October, 19*9 onwards, municipal boundaries remain unchanged. I was a little late in the 1961 Census in that it was only on December 21, 1959, that I made a request to Government for a "freeze" on municipalities—rather, on fresh municipal notifications. I think we should make a start on this sometime in May, 19*9 so that, by about October 19*9, the position becomes clear and the Superintendent of Census Operations will be in a position to determine finally the rural-urban classification of the State. After that date, all changes should be resisted and should not be made without the Census Organisation being consulted.

20. *District and tahsil boundaries.*—Similarly, from about the same time, district and tahsil boundaries should stay constant. The Registrar-General, India, moved very early in this matter‡ and the State Government issued the necessary orders§.

21. *Fresh municipal notifications: how to be dealt with.*—But, in spite of all this initial effort, proposals for changes in municipal boundaries never cease and every case has to be examined carefully. Generally speaking, no

complication is likely to arise where it is proposed to include within municipal limits localities or areas which have already been treated as non-municipal urban for census purposes and the Superintendent of Census Operations can agree in such cases to the proposed notifications being issued as all he has to ensure is that the necessary changes in the urban census registers are made and, if necessary, blocks which, after such notifications are likely to be partly municipal and partly non-municipal, are reconstituted. But, if any notification relates to the conversion of area treated as rural in the census registers into municipal area, it should be resisted if the General Village Registers have been finalised. In other words, by the time the Second Census Operation (house-numbering and house-listing) commences, the boundaries of all territorial divisions right up to the Tahsil level and the division of habitations into rural and urban parts must be final. If, as is not unlikely, a permanent Census Organisation is not set up—or, even if set up, it does not properly deal with (d) of the functions listed in para 17 then, the best thing to do, in my opinion, is to get hold of all the decade's issues of the gazette and make a careful study of them. I have found that there is hardly any authority—sometimes not even the local authority finally concerned—that can authoritatively indicate changes in municipal limits even though there is no difficulty about newly established municipalities.

22. *Superintendent of Census Operations' Office: staffing.*—The staffing of the Superintendent of Census Operations' Office is naturally a matter that he will start doing something about right from the beginning. Actually, to begin with, he will have to procure a charge report form for himself from some other office and get it typed also in such friendly offices; during the first few days, he will glory in, or get bored with, single blessedness. But the problem of staffing is a very difficult matter and likely to become increasingly so because the number of efficient men in relation to the growing administrative machinery has been fast declining for some time past and there are no discernible signs of the trend being reversed.

23. *The Personal Assistant to the Superintendent of Census Operations.*—The office staff that the Superintendent of Census Operations will require falls into two categories: (a) that dealing with the operational side of the census; and (b) that dealing with other matters—financial, establishment, etc. As a sort of link between the two and as a confident of the Superintendent of Census Operations, the Personal Assistant (usually a stenographer) of the

Superintendent of Census Operations is the first official that should be chosen. I must confess that I was extra-ordinarily lucky in this matter and I can never forget how kind the Chief Secretary, Shri H. S. Kamath, I.C.S., was—he kindly gave me wide choice (and, after I had made the choice, particularly enquired whether I had satisfied myself fully). I am also grateful to Shri K. L. Pasricha, I.A.S., now Secretary, Commerce and Industry, Madhya Pradesh (then Deputy Secretary, Home Department) who let Shri Phadnis go to the census. Shri P. N. Phadnis was a great asset to me in innumerable ways. Right from the first operational circular issues till the work relating to tabulation is over, the vicarious manner in which the worries and responsibilities of Superintendent of Census Operations relating often to matters of insignificant detail are transmitted to the Personal Assistant, the keeper of his conscience, must have on occasion made him regret his decision to enter the Census Organisation. Shri Phadnis was always unperturbed and always dependable. I do not know whether Shri Phadnis will be willing to serve in the next census because it will depend on what position he will then be holding and on what emoluments the census will offer. But I should suggest that the Superintendent of Census Operations should certainly try to get him into the census; his permanent address is:

“Stenographer
C/O Establishment Officer,
Madhya Pradesh Secretariat,
Bhopal”.

24. *The nature of Census Operations.*—The 'operational' staff is difficult to get hold of. It is important to remember that the census is technical only in so far as its schedules and instructions are concerned even though administrative considerations must finally put a limit to the degree of complexity that is operationally feasible—i.e., clearly indicate what the technical 'last straw on the camel's back' is likely to be. I will give two instances from this census—one in which the administrative outlook produced good results and another in which the expert's desire for perfection resulted in, well, just nothing. The first relates to the definition of household industry adopted for the census which was entirely a contribution of Shri Mitra, the Registrar-General, India. I myself should have preferred a different version but, all the same, the actual definition, in spite of its arbitrary discrimination in respect of location as between rural and urban areas, was something preferable to an expert's definition which would have certainly attained to high doctrinal standards but would have driven

enumerators to desperation. The other relates to section III of Form VI used in the Post Enumeration Check which is merely a reproduction in a different form of section II, thereof. I do not grant that section III is essential but, even if it is, it is just not possible to make Verification Officers understand it unless they are put through some days of intensive training; the actual result, as apprehended, was that in most cases, section III was not filled in. I have mentioned these instances merely to show that, given the manner in which the Indian Census is taken, it must remain for sometime to come an administrative job—at least right from the stage when the schedules, etc. have to be finalised. It follows, therefore, that, on the operational side, there should be at least one man who has some experience of the census. In this again, I was very lucky in that I could secure the services of Shri Dayaram Gupta, a veteran of five censuses, who joined this office

in late January, 1960. The first eight circulars were my handiwork and, for the ninth, I made only a first draft. Thereafter, the broad outlines of a circular were settled first in discussion and the detailed drafting in Hindi was done by Shri Gupta. He was remarkably accurate and, luckily, both he and I were great sticklers for detail though the rather inordinate length of the Circulars, which resulted from this attitude towards detail, was in some cases not appreciated; I, however, think that, even at the cost of irksome length, clarity in detail must be achieved. Shri Gupta was a great asset and, if he is willing to serve in the next census, I should advise my successor, to get hold of him unhesitatingly; his permanent address is: Khasgi Road, Lashkar, Gwalior. If, for any reason, he is not available, I should suggest that one of the following Deputy Collectors should be appointed as a headquarters deputy to the Superintendent of Census Operations.

	Name	Age	Designation (as in Sept. 1961)	Permanent address
	(1)	(2)	(3)	(4)
		Years		
1.	Shri T. N. Shrivastava	42	Deputy Collector and District Census Officer, Bastar (Jagdalpur).	Hazari Villa, Jail Road, Civil Lines Raipur (M.P.).
2.	Shri K. L. Jain	29	Deputy Collector and District Census Officer, Durg.	C/o Shri Harprasad Jain, 568, Lordgunj, Jabalpur (M.P.).
3.	Shri U. K. Trivedi	44	Deputy Collector and District Census Officer, Betul.	Sewa Sadan, New Palasia, Road No. 2, Bungalow No. 11, Indore (M.P.).
4.	Shri H. C. Das	47	Deputy Collector and District Census Officer, Sagar.	C/o Shri D. F. Das, Methodist Church, Balaghat (M.P.).

The person available should be re-employed if he has by that time retired.

25. *Statistical officials.*—In addition, for the next census, some statistical men with census experience may also be available. This was not so in this census because the Directorates of Economics and Statistics both in former Madhya Pradesh and Madhya Bharat came into existence after 1951. I obtained the services of two statistical men from the Directorate of

Economics and Statistics; one of them, Shri K. B. Shrivastava, also later handled the tabulation of house-listing data. The other, Shri M. L. Sharma, is extra-ordinarily good at handling figures and tables and will be of great assistance in a Census Office. In the list below, I give details regarding Shri Sharma as also those relating to nine statistical officials working in the districts who have done very good work in this census and are likely to be very useful in the next.

S. No.	Name	Age (Date of birth)	Designation (September 1959)	Permanent address
(1)	(2)	(3)	(4)	(5)
1.	Shri M. L. Sharma	27-10-32	Computer	Directorate of Economics and Statistics, Madhya Pradesh, Bhopal.
2.	Shri R. L. Tondon	15-9-29	District Statistical Officer	District Statistical Office, Jabalpur
3.	Shri L. S. Pawar	11-7-27	District Statistical Officer	District Statistical Office, Raipur.
4.	Shri S. S. Dighe	22-11-33	District Statistical Officer	District Statistical Office, Sehore.
5.	Shri V. S. Vadalkar	17-12-28	District Statistical Officer	District Statistical Office, Dewas.
6.	Shri U. S. Trivedi	5-10-29	District Statistical Officer	District Statistical Office, Guna.
7.	Shri S. P. Singh	1-9-31	District Statistical Officer	District Statistical Office, Morena.
8.	Shri S. N. Tripathi	22-10-26	District Statistical Assistant	District Statistical Office, Raigarh.
9.	Shri B. P. Chandak	14-9-32	District Statistical Assistant	District Statistical Office, Chhindwara.
10.	Shri K. A. S. Bais	6-7-31	District Statistical Assistant	Office of the State Editor for Revision of District Gazetteers, M. P., Bhopal.

26. *Tabulation Assistants.*—Shri N. C. Ghosh did not work in the actual census but later in tabulation. Tabulation work also has to be planned in advance and as the Superintendent

of Census Operations is likely to be called upon to express his views on census tables it will be useful to appoint him early in the Census Office:

Name	Age	Designation (September 1959)	Permanent address
(1)	(2)	(3)	(4)
	Years		
1. Shri N. C. Ghosh	28	Statistical Assistant, Directorate of Land Records, M. P.	C/o S. P. Ghosh, Pleader, Kothli Bazar, Hoshangabad.
2. Shri Mohd. Aslam	30	Naib-Tahsildar	C/o Tajammul Hussain, Supdt., Civil Secretariat, Bhopal.

27. *Staff on deputation: retired officials.*—The appointment of persons on deputation—which, incidentally, is the only right course for a Superintendent of Census Operations to follow unless forced to do some thing else—is a very difficult matter. Occasionally, it may be possible to get a suitable person for re-employment and all such possibilities should be explored; success, however, is a matter of chance and a Census Office has to depend on deputationists. In the case of the re-employment of retired persons, as in many other matters, government are still unaware (or seem to be) that the Census Organisation—at least in its expanded form during the operational phase—is a purely temporary office and one inescapable implication of this fact is that, as in a permanent organisation, time and money cannot be wasted on people learning their jobs before they can be useful; the time for the leisurely acquisition of experience is just not there. Consequently, there is hardly any meaning in the kind of question that is asked in respect of the re-em-

ployment of retired persons, viz., is not a suitable person available from the open market? Honestly, one cannot say that one cannot get a typist in the open market but the point is that a retired typist is likely to be not merely a typist but also a despatcher, drafter of some sort and so on. There are occasions in the census when the whole office has to do just one job—copying or packing or duplicating or procuring materials, etc. A retired person is also useful because he will have developed, during the course of his working life, a number of contacts which, I may frankly say, are becoming increasingly important in present-day administration. I must also add that government have given a very free hand in this matter to the Census Organisation but I feel that it could, with advantage, be freer. I should advise the Superintendent of Census Operations to get hold of as many retired people as possible if they are physically fit and active; and, 55 is not an age these days at which most people are physically unfit for work.

28. *Difficulties in deputation.*—The problem, in the matter of deputation, however, is different—it is basically a lack of sympathy. Everybody, at least in the Superintendent of Census Operations' presence, is prepared to be loquacious about the importance of the census to the country but, when it comes to sparing men, difficulties arise. I found it very difficult to get the men I wanted from the Directorate of Economics and Statistics, an organisation, which I should have thought, should be particularly interested in manning a Census Organisation as well as possible. I at last got two men only one of whom proved to be really useful; the other left and was luckily replaced by a useful person. I had similar difficulties regarding the Head Assistant and the Accountant till finally Shri S. S. Gill, Collector, East-Nimar, was good enough to spare two men from his office; I could not get any one for these posts from the Secretariat. It is quite possible that if I had approached authority at higher levels instead of informally contacting those immediately concerned at lower levels I might have succeeded. But I do not favour that way of getting about this business unless all other sources are completely exhausted. I wish it were possible for the State Government to spare readily the few men that the Superintendent of Census Operations will require from a panel which they could require him to submit.

29. *Terms of deputation.*—The terms of deputation prescribed by the Central Government lay down that, if a person chooses the Central pay-scale, he will get dearness allowance at Central rates and, if he chooses his grade pay plus 20 per cent, he will get dearness allowance at State rates. This applies only to dearness allowance as Travelling Allowance and Daily Allowance rules applied to these deputationists are all Central. Luckily as a result of the recommendations of the Central and State Pay Commissions, most of the dearness allowance has been merged in pay and the pay-scales have also been raised. If the present position continues—which seems unlikely as prices are bound to rise appreciably by the end of the Fourth Plan, the difficulty regarding dearness allowance to which I have referred may not matter.

30. *Deputation special pay.*—The other aspect that I consider unfair in the matter of deputation is that, while officers get 33½ per cent of grade pay as deputation special pay, non-gazetted staff get only 20 per cent. If payments-in (taxes) are progressive, I really do not see why payments-out should be regressive. This may be a useful point to take up during the interregnum by the Registrar-General India's Office.

31. *Pace of recruitment.*—The pace of recruitment was as follows:—

Class III (Non-gazetted)											
Operational											
Year		Month		Post filled				Number		S. No.	
(1)		(2)		(3)				(4)		(5)	
1959	..	July	..	..	..	Statistical Assistants	..	..	..	2*	1
1960	..	January	..	..	..	Chief Technical Assistant	..	..	..	1	2
1960	..	September	..	..	..	Statistical Assistant	..	..	..	1	3
Non-Operational †											
1959	..	May	..	..	..	Stenographer	..	..	..	1	4
Do.	..	June	..	..	..	U.D. C.	..	..	..	1	5
Do.	..	July	..	..	..	Assistant Accountant	..	..	..	1	6
Do.	..	September	..	..	..	L. D. C. (E)	..	..	..	1‡	7

*One of them was reverted to his parent office on the 27th June 1960.

†The abbreviations used are: U.D.C. Upper Division Clerk; L.D.C. Lower Division Clerk; '(E)' and '(H)' respectively indicate an English and a Hindi typist.

‡Post held in abeyance from the 1st April 1961 (till the time of writing 20th September 1961).

(1)	(2)	(3)	(4)	(5)
1960	.. February ..	.. Head Assistant ..	1	8
Do.	.. April ..	.. U. D. C. ..	1	9
Do.	.. June ..	.. Accountant ..	1	10
Do.	.. October ..	.. L. D. C. (H) ..	1	11
Do.	.. December ..	.. L. D. C. (E) ..	1	12
1961	.. February ..	.. L. D. C. (E) ..	1	13
Class IV				
1959	.. April ..	.. Peon ..	1	14
Do.	.. June ..	.. Peon ..	2*	15
Do.	.. December ..	.. Driver† ..	1	16
1960	.. March ..	.. Peon ..	1	17
Do.	.. October ..	.. Daftari ..	1	18
Do.	.. October ..	.. Peon ..	4	19
1961	.. April ..	.. Peon ..	1	20

By June 1959 (over 2½ months after I joined), I had only a stenographer, a U.D.C. and three peons. This was grossly inadequate; almost everything was wrong with the pace of recruitment in that people were in position much later than they should have been. The important man on the operational side joined in January 1960 (this was my own fault, I could not locate any suitable person earlier) and the head of the office staff joined a month later in February 1960. It seems to me absolutely essential that the Superintendent of Census Operations should have, by June 1959, the following staff:—

- One stenographer;
- One man on the operational side with census experience (Please see para 24 *supra*);
- One statistical assistant with census experience (Please see para 25 *supra*);
- One head assistant (Please see para 33 *infra*);
- Two L.D.C.'s (one, an English and the other, a Hindi, typist); and
- four peons.

Once he has these ten in position, everything will become easier and further recruitment does not have to be dealt with single-handed by the Superintendent of Census Operations which means a lot of time wasted. In addition, the Superintendent of Census Operations

should have one Deputy Superintendent of Census Operations recruited by deputation from the State Civil Service (please see para 34 *infra*).

32. I have now to answer the question: why did I not myself recruit people as suggested in the previous para? Frankly, I did not know my needs and, when I knew, it took time to get suitable men. In the next census, the Superintendent of Census Operations should not have the first difficulty at least in view of the fact that I have indicated the initial minimum needs. The second difficulty will of course persist but, in the appropriate places, I have made recommendations regarding suitable men.

33. *Non-operational staff.*—On the non-operational side, I was fortunate in securing the services of Shri R. G. Sakalle, the Head Assistant, from the East-Nimar Collectorate and of Shri K. R. Pagare, the Accountant, from the same establishment. Regarding the former, I had helpful advice from Shri S. C. Verma, sometime Collector, East-Nimar and now Collector, Raipur. Shri Sakalle will be 63 in 1971 but Shri Pagare should be available to work as Head Assistant as he will not then have retired. I also suggest that the others mentioned below should be taken into the census if possible; the statement gives details regarding Shri Sakalle and Shri Pagare also:—

S. No.	Name	Date of birth	Designation (Sept. 1959)	Substantive position	Permanent address
(1)	(2)	(3)	(4)	(5)	(6)
1	Shri R. G. Sakalle	.. 8-4-1908	Head Assistant	Assistant Superintendent.	C/o Pt. Ramnarayan Sakalle Jyotishacharya, Timarni, Dist. Hoshangabad.
2	Shri K. R. Pagare	.. 11-4-1922	Accountant	.. U. D. C. ..	Bhawsinghpura, Tahsil Khandwa (Distt. E. Nimar).
3	Shri A. C. Chaturvedi	.. 1-7-1929	Asstt. Acctt.	.. L. D. C. ..	C/o Establishment Officer, M. P. Secretariat, Bhopal.
4	Shri G. C. Khandelwal	.. 27-6-1932	U. D. C.	..	Building of Narayandas Tikaram Cloth Merchant, Kazipura, Bhopal.
5	Shri J. P. Soni	.. 7-7-1935	L. D. C.	.. L. D. C. ..	C/o Phoolchand Soni, Garipura Harda (Distt. Hoshangabad).

34. *Headquarters of Deputy Superintendents of Census Operations.*—Owing to the fact that there is no inter-censal establishment dealing with census matters regularly, in the initial stages, a lot of work could be usefully done regarding the matters I have listed in para 17 *supra* which otherwise gets postponed till after the census as happened this time because I did not have enough men who could run about and get all the figures required. That is why I have suggested earlier (see para 31 *supra*) that, right from the beginning, the Superintendent of Census Operations should have one Deputy Superintendent of Census Operations attached to him at headquarters. This advantage I did not have because I did not know my need. In due course, when Deputy Superintendents of Census Operations came to be appointed, the Registrar-General, India, was of the view that they should be stationed at suitable places other than Bhopal except for a short period of about six weeks at State headquarters during which period they got to know the fundamentals. I must respectfully differ from this view. Intensive field work connected with the census begins in middle 1950; in fact, as I will point out later, the Census Calendar itself in Madhya Pradesh started with June 1960—the first field operation shown therein being the numbering of buildings in urban areas; I consider that, at least till the end of May 1950, the Deputy Superintendent of Census Operations should stay in State headquarters along with the Superintendent of Census Operations and work and learn with him. Till May 1950, the principal jobs are: (a) getting the preliminaries settled—urban-rural classification, etc., and (b) getting the Census Registers relating to habitations written up. This latter operation

requires a lot of inspection but, being the first, it is infinitely better that the team of top census officers works together and exchanges ideas; Deputy Superintendents of Census Operations have often to come to State headquarters in any case. Besides, the Deputy Superintendents of Census Operations, by dividing up the preliminaries among themselves, can help the Superintendent of Census Operations, a great deal with respect to (a). I did not press this matter of stationing Deputy Superintendents of Census Operations longer at State headquarters after my first request was turned down. Shri Ballal, Deputy Superintendent of Census Operations, also thinks that the Deputy Superintendent of Census Operations should stay at the headquarters of the Superintendent of Census Operations almost till January 1951.

35. *Strength of Deputy Superintendents of Census Operations.*—In the 1961 Census, I had five Deputy Superintendents of Census Operations in all stationed at Gwalior, Indore, Bhopal, Jabalpur and Raipur. (I may explain also that even the Bhopal Deputy Superintendent of Census Operations could not be utilised in the Head office owing to the fact that, by the time he joined, field work took, and had to take, all the time he could spare). In fact the strength sanctioned was seven but, owing to a misunderstanding, the actual number stood at five. (The misunderstanding—entirely on my part—was that I thought that the five sanctioned later included the two I already had and, by the time it dawned on me that I had misunderstood the position and the position was clarified, it was too late to recruit and the officers would not have been of much use either). Madhya Pradesh is much too big a State in terms of area for two to manage once field

*One of the posts not filled from the 1st October 1960 till the end of the financial year 1960-61; thereafter the post was not recreated.

†With one exception—Driver—who is in class III.

operations start. The area of the State is 171,210 square miles, more than one and a half times as big as the smallest (Andhra Pradesh) of the five biggest States. It is more than $2\frac{1}{2}$ times as big as Mysore—which leads the five of the next largest—and more than $11\frac{1}{2}$ times as big as Kerala. The divisions are also very large; the areas are as follows:—

	Sq. Miles
1. Raipur	30,914
2. Bilaspur	21,302
3. Jabalpur	29,327
4. Bhopal	22,233
5. Indore	27,338
6. Rewa	22,843
7. Gwalior	17,253

The smallest of them, Gwalior Division (17,253 sq. miles) is bigger than Kerala (15,003 sq. miles); so in fact, is one of the districts of Madhya Pradesh, Bastar (15,124 sq. miles). The biggest of them, Raipur Division (30,914 sq. miles)—in which Bastar is included—is nearly as big as West Bengal (23,928 sq. miles). As the jurisdiction of each Deputy Superintendent of Census Operations had to extend beyond a Division, it can be well-imagined how difficult it is even for five to manage—and, for two, it is an impossible task.

36. *Difficulties of touring.*—Further, the bigger a territorial unit gets, the more difficult it becomes to get away from headquarters for long periods whereas, on the other hand, it is far more necessary to do so. I say this because the number of districts, queries from which await his return to headquarters, becomes larger and larger; it is also not possible, with these distances, to get *dak* delivered in camp, because one has to move quickly from place to place, not always in a predictable manner. In a smaller State, say, of about 15 districts of reasonable size, it is possible to cover 4 or 5 districts when one is out on tour and urgent matters can always be dealt with without difficulty because the touring officer can quickly move to the district concerned. Thus, the area of the State requires a fair number of Deputy Superintendents of Census Operations.

37. I am not suggesting that the size of a unit's population is not relevant at all. It is very much so, indeed, for a census. My point

is the different one that the area of the unit sets a floor to administrative strength which cannot be ignored without efficiency being impaired. Considering these factors, I do not think our touring in this census was as good as it could have been. I am definitely of the view that we should have seven Deputy Superintendents of Census Operations for this State with an Assistant Superintendent of Census Operations in the more populous divisions of Raipur, Jabalpur and Indore. The strength ultimately fixed for Deputy Superintendents of Census Operations for Madhya Pradesh—seven—is, therefore, right though there were no Assistant Superintendents of Census Operations.

38. *Appointment of Deputy Superintendents of Census Operations—timing.*—I have said 'ultimately' advisedly because the timing of the appointments in this census was not, in my view, proper. Regarding the first two Deputy Superintendents of Census Operations, the Registrar-General, India, wrote to me in June, 1959; one joined in November, 1959 and the other, in January 1960—obviously, very late. This was due to administrative difficulties in the State, one was undergoing a course of training in the Indian Institute of Public Administration and the other could not get relieved earlier. But some such difficulty is not uncommon. Regarding the other Deputy Superintendents of Census Operations, I got an indication only in April 1960 and this was connected specifically with tabulation offices to be set up after the census. I was asked to suggest the number required and I proposed five Deputy Superintendents of Census Operations in all with one Assistant Superintendent of Census Operations. I assumed that this would include the two I already had and moved the State Government accordingly. But the final sanction letter sanctioned five posts of Deputy Superintendents of Census Operations and one Assistant Superintendent of Census Operations and I continued to think—wrongly, that these included the two earlier posts. The three additional Deputy Superintendents of Census Operations joined in October, 1960. By that time, house-listing had been completed (which could have been supervised better if there were more Deputy Superintendents of Census Operations) and the first instalment of training courses was also over. Though the posts were sanctioned from 1st August, 1960, they could join only in October 1960, owing, again to administrative difficulties. One of them was a District Census Officer, the other was not relieved soon by the Collector and the third was in the Delhi School of Economics undergoing

training. Therefore, in making appointments to these posts, one must have some idea of the strength at least six months in advance of the actual time when they are needed.

39. I have somewhat different views in regard to when the Deputy Superintendents of Census Operations should actually be in position. In the 1961 Census, I must confess to Census administration having suffered owing to the aversion I have for asking for more staff. I did not ask for Deputy Superintendents of Census Operations at all till I was asked to do so, I was always more inclined to carry on with what I had, whether the results were satisfactory or not; this is very wrong and is based on a short sighted view of the public interest. I am now clearly of the view that the seven Deputy Superintendents of Census Operations that I have recommended for Madhya Pradesh should all join by April or May, 1960; this is only a few months in advance of what the Registrar General, India, had indicated for the 1961 Census. The phasing should be as follows:—

	No. of Dy. S. C. O's that should join about the time indicated in column (1)
(1)	(2)
January-March 1960	One
July-September 1960	Two
April-June 1960	Four

Therefore, it follows that, so far as the first Deputy Superintendent of Census Operations is concerned, the Superintendent of Census Operations designate should be asked to make a selection some time in July-September, 1960. In respect of the others, the Superintendent of Census Operations himself should move the State Government about six months ahead each time after getting the approval of the Registrar-General, India.

40. *Deputy Superintendents of Census Operations: recruitment.*—My Deputy Superintendents of Census Operations were all from the State Civil Service on deputation. I am convinced that this is by far the best source; the reason is that, in the operational stage, the census is primarily an administrative effort; I have referred to this point earlier. In the case of Deputy Superintendents of Census Operations, I doubt whether it will be possible to get them again for the next census; for, by that time their seniority will have gone up by

ten years. Their names and addresses are given below:—

Name	Permanent address
(1)	(2)
(1) Shri K. D. Ballal	'Avinash' House No. 8, Street No. 2, Race Course Road, Chhainsingh-ka-Bagichha, Indore.
(2) Shri K. S. Bhatnagar	Brahma Vihar, 5, New Palasiya, Indore.
(3) Shri G. N. Tiwari	C/o H. L. Tiwari, Pleader, Sohagpur (Distt. Hoshangabad).
(4) Shri P. K. Dixit	C/o S. P. Dube, Pleader, Balaganj, Hoshangabad.
(5) Shri K. C. Dubey	Civil Lines, Bilaspur (M. P.).

If for the 1971 Census, any of them are available, I have no hesitation in recommending that they should be taken.

41. *Staff: details.*—Details regarding the gazetted and non-gazetted staff appointed for the 1961 Census in my office and in the offices of the Deputy Superintendents of Census Operations are given in Appendix C. From among class IV staff, I would suggest that Shri Badri Singh, Daftari, (Permanent address: Near Ran Mandir Opp. Maternity Hospital, Laxmiganj, Lashkar) if available, should be brought in; he is a good and devoted worker.

42. *Office accommodation: Despatching.*—The State Government were extremely helpful in giving some accommodation to me within a few days of my joining duty; it was also conveniently situated in that it was in the same Block as the Home Department with which we are intimately connected. The space has been somewhat short of requirements but, in the difficult conditions in Bhopal, I should consider it liberal. If accommodation is available as per requirements, I should suggest that the operational staff should be seated separately in a different room and, also, at least one clerk and two peons should be made available to them exclusively. The rest of the office will be separate but will deal with all typing, despatching, etc. Power failures are frequent in Bhopal and it is essential that the office should always have one or two petro-max lights available. I consider it an administrative sin that any delay should occur either in typing or des-

patching—these two somewhat neglected branches are, to my mind, responsible for a good deal of delay and it is impossible in retrospect to fix responsibility for delay for there are many things that can go wrong, typewriters, availability of stamps or thread, etc., or lights. In the hectic days before enumeration, it must be routine practice that whatever is approved immediately goes to the typewriter, thereafter (where necessary) to the duplicator and thence to the despatching section. As, in the case of operational circulars, something like seven or eight hundred packets or envelopes will have to be despatched, the despatching section should be strengthened *whenever* a circular has to be despatched—*whenever* means 'whatever time it is of day or night, say, upto, 9 p.m.' In other words if a circular gets ready by about 9 p.m., despatching should start immediately and may—as it often has, go on till 3 or 4 a.m. My staff, without exception, responded to the task gloriously and, in the districts, one would rarely find a circular or letter *not* received within two or three days of the date put on it; more often, it was received in the districts the following day or the day after. I give below the number of copies despatched of each of the main circulars (subsidiary circulars also have to be despatched more or less in similar numbers—of which there were approximately 53 in all, the circularwise details regarding which are also given below:)

(A) Number of copies per circular despatched.

Circular No.	No. of copies despatched
(1)	(2)
1.	1,400
2.	1,278
3.	2,733
4.	719
5.	540
6.	2,574
7.	2,351
8.	791
9.	10,944
10.	594
11.	352
12.	352
13.	352
14 (1)	359
14 (2)	359
14 (3)	359
14 (4)	359
15.	359
16.	125

(B) Number of subsidiary circulars despatched

Circular No.	No. of subsidiary circulars despatched
(1)	(2)
1.	20
2.	..
3.	..
4.	3
5.	..
6.	6
7.	1
8.	1
9.	7
10.	..
11.	2
12.	1
13.	..
14 (1)	1
14 (2)	..
14 (3)	1
14 (4)	4
15.	4
16.	2

Total: 16 circulars and 53 subsidiary circulars.

Only operational matters were dealt with in circulars; during the pre-enumeration period particularly, there is a good deal of other despatching work also. I give below figures showing the total number of despatches of all kinds which issued from the Census Office:—

(C) Number of memos. circulars. etc., despatched.

1959	1960
May-June 127	July-September .. 1695
July-September .. 329	October-December 1182
October-December .. 396	
1960	1961
January-March .. 524	January-March .. 1600
April-June 595	April-June 1312
	July-September .. 1242
Total : 9002	
Average per month : 311.	

The average is not very high for an ordinary office—the trouble is that they are concentrated on particular days. It is always desirable to send a fair number of spare copies to district headquarters and, keep, similarly, a 10 per cent spare stock at headquarters. In the case of circulars or letters, which it was imperative that the districts should receive without any avoidable loss of time, I despatched the same circular twice on consecutive days to the same addresses.

43. *Large-scale despatching: road transport.*—I should like to draw attention here to one important aspect of despatching. *Never depend on railways for the simultaneous despatch of large quantities of material.* This, for three reasons: first, in spite of all instructions, parcels are not carefully handled, particularly at junctions (in at least two cases, where loads were to go along with men, the men were in the train with the loads out of it—even though it was a promise of the railway authorities that this will not happen); second, many places are not connected by rail involving inevitably rail-cum-road transport with the attendant possibility of delay at several points; and, third, road transport now a days is *cheaper*, dependable and incomparably more convenient *if full or nearly full trucks* are despatched *with a man from the office.* I would, therefore, strongly recommend that road transport should be utilised for the despatch of (a) house-listing forms and instructions; and (b) enumeration forms and instructions. For the former, we employed one truck and for the latter, twelve trucks. The routes chosen are indicated in Appendix D. The choice of the route will depend on: (a) roads (the point is that duplication of truck-runs should be avoided as far as possible); and (b) quantities to be loaded in relation to the capacity of the truck. At least for enumeration forms and instructions, the bigger truck—the Leyland or Mercedes Benz 5-tonner should be utilised. By hanging some banners around the body of the truck, some publicity at little cost can also be incidentally secured.

44. *Residential accommodation.*—Residential accommodation was more difficult for the staff. I was kindly given a place to live in soon after my arrival and, an year later, moved into a more spacious bungalow. Except for one Technical Assistant, one U.D.C. and two peons, no residential accommodation at all was given for the Census Staff in spite of repeated requests. Those who came on deputation of course continued to stay in the flats they were already in occupation of. In the divisional headquarters, where the Deputy Superintendents of Census Operations had to set up their offices, matters were even more difficult (except in Gwalior). But, till tabulation begins, a good approach to the problem is to secure a residence-cum-office for him; an incidental advantage of this arrangement is that the Deputy Superintendent of Census Operations is always available on telephone. None of our staff outside Bhopal has any residential accommodation provided by government (except for the Deputy Superintendent of Census Operations in Gwalior); luckily, in many cases, they

are local and we did not have any responsibility so that either recruiting local persons or taking on deputation those who are employed in local offices may be one way of solving the problem of residential accommodation.

45. *Furniture: Stationery.*—A little furniture was kindly provided for my office by the Registrar of the Secretariat—I am grateful to him and to Shri S. H. Aol, IAS, then Deputy Secretary to Government in the General Administration Department. In the first few days, I got some stationery also. But stationery supplies from the Central Stationery Office in Calcutta never arrive quickly though I should imagine that we in the census are much better treated. In the very few (3 out of 26) most expeditious instances, I find that it took over a month and three-quarters for that office to respond to our request. As I can never tire of repeating, outside the census, its importance—and its urgency—are rarely realised deeply enough for them to be actively helpful. Appendix E gives details regarding the number of requests sent from here for stationery; I cannot help thinking that response could have been a lot quicker. The routine, leisurely view of things—not uncharacteristic of many government offices—is the ubiquitous enemy of the census. For a few months in 1961, stock-taking in the Central Stationery Office came in the way of all supplies. There were in all 4 indents from the Head Office against which *part* supplies were made in 26 lots; the average time taken was 142 days—nearly four months and three weeks. The longest time taken was 309 days (over 10 months)—what was ordered in October, 1959 was supplied in July 1960. The time taken for the various lots has been classified below:—

Months	Number of lots
1. 1½—2	3
2. 2½—3	3
3. 3—3½	5
4. 3½—4	1
5. 4—4½	1
6. 4½—5	1
7. 5—5½	5
8. 5½—6	1
9. 6—6½	1
10. 6½—7	2
11. 7½—10	1
12. 10—10½	2
Total	26

About half the lots were supplied in 1½ to 4 months time and the rest in 4 to 10½ months time. And, the Census Office itself does not exist for more than about 3½ years! One implication is that I must stop ordering stationery some six months at least before I expect to wind up. What is worse is that so far only 40 per cent of the indents (in value) has been supplied. Some way must be found of getting quicker stationery supplies from the Stationery Office. The result was that I had to make local purchases—mostly, however, from the State Government Stationery Store; local purchases, so far, account for about 42 per cent of all stationery purchases (about 33½ per cent from the State Government Stores and about 8½ per cent from the market). But it is a very sad state of affairs that, some three months after the fourth indent (the first having been sent in February 1959) was sent in June, 1961, a Census Office has got from the Central Stationery Office no more than 40 per cent of its indented supplies. Of the first indent sent in February, 1959, we have received only about 38½ per cent in value; this was the preliminary indent placed by the Registrar-General, India himself! The details on the basis of which all these statements about stationery are made are all given in Appendix E. Quality has not been satisfactory in the case of (1) ordinary pencils; (2) pen-holders (the nibs do not hold properly after some time); (3) shorthand pencils; and (4) packing paper. I suggest that the first indent covering two years' requirements should be placed by the Registrar-General, India in June 19*8 on behalf of the Superintendent of Census Operations, Madhya Pradesh, with the instruction that the packages should be sent as soon as intimation is received from the new

Superintendent of Census Operations; Appendix F gives the requirements and the Indent form that has to be used is: S. O. 154. The supply of typewriters and calculating machines is grossly inadequate. Good typewriters, as Shri K. C. Dubey, Deputy Superintendent of Census Operations pointed out to me, are just not available. We had to face untold difficulties on this account. Six ordinary typewriters and six 26" roller ones are the minimum that the Census Office should have by April 19*0.

46. *Miscellaneous points.*—I should conclude this chapter with a few miscellaneous points. Telephone communication is difficult—sometimes impossible—with Chhatarpur, Ambikapur and Jagdalpur. In the later stages, telephone facilities were provided by the State Government for the District Census Officers in Indore, Raipur and Durg—which was a great convenience. In the first few months, postal articles should be collected from the Post Office by a peon of the Superintendent of Census Operation's Office. The telegraphic address should be registered immediately after the Superintendent of Census Operations joins and should be communicated to all concerned and arrangements should be made for delivery of telegrams and express letters outside office hours; delivery, until field operations are over, should be at the Superintendent of Census Operations' residence and not elsewhere. In the matter of telephone installation high priority should be obtained by the Registrar-General, India, in respect of Census Offices and residences in 19*8 itself and a copy of the priority instructions should be sent to the Superintendent of Census Operations alongwith the first letter.

CHAPTER II

THE PRELIMINARIES

(The Two Pre-Tests—Programme for a Pre-Test-Location Code Numbering:) *permanence thereof—New Schedules of the 1961 Census—Timing—The Household-cum-individual Schedule—Agriculture—Other activities—Census Population Record—Vital Statistics—The 1951 National Register of Citizens—The questions—The Abstracts—Scheduled Castes and Tribes—The Instructions Centralisation: its limits—Conferences—Translation).*

47. *The second pre-test.*—Within about seven weeks of my joining, I was called upon to conduct the second pre-test of Census Schedules, the first having been already conducted by the Directorate of Economics and Statistics. A good part of these seven weeks had been spent in gathering men "and material" for the "operations" and I can only say that the Registrar-General, India's readily-placed confidence that I could conduct the pre-test was embarrassing. Frankly, I do not think that I was fully equipped for this job. Indian Census practice involves an inter-censal discontinuity that results in the complete absence of a readily available fund of experience to be drawn upon when an officer is new to the job; at least one way in which the disadvantage can be partially overcome is, as I have suggested earlier in para 15, to train the Superintendent of Census Operations himself to begin with. The confidence with which I handled the later training classes for the actual census was definitely much greater than at the time of the pre-test.

48. The pre-test can in no way be called a miniature census. The scale of operations as such of the actual census raises problems which will not be encountered in the pre-test. The pre-test has a far more limited objective—the testing of schedules. On the schedules themselves, I shall have occasion later to comment and I shall deal here only with the operational difficulties of the pre-test. The choice of localities was left to the Collectors but a few requirements were indicated. I think I committed a mistake in spreading the pre-test localities all over the State—i.e., at each Commissioner's headquarters (of which there are seven) and a village near each of them. This made movement and supervision difficult with the result that the pre-test was not a closely controlled experiment which it should have been if it was to yield all its lessons. I think it will be far better to limit the area considerably. For pre-tests, I think the following districts should be quite adequate: Sehore, Hoshangabad, Raisen and Vidisha. Both the urban localities and the rural localities can be selected in these districts (which have towns of many sizes along with Bhopal City). As the number of enumerators will be in the region of about 40, they

could all be trained centrally at least twice (for the main census, the enumerator had to attend six training classes). Enough time was not available (actually, the printed forms reached me from the press only about 7 July, 1959, and the training sessions were to start on 9 July, 1959) for intensive training under personal supervision. The matter was initially delayed owing to the fact that Hindi translations of the schedules and instructions had to be made. Although it is possible to secure in any district enough English knowing persons for this small operation, the Registrar-General, India, was absolutely correct in insisting that the schedules, instructions, etc., should be in the regional languages—in the case of Madhya Pradesh, in Hindi. But this requires a little time for satisfactory results. The Hindi used in the pre-test instructions was, to my mind, rather difficult though the officials of the Directorate of Economics and Statistics, Madhya Pradesh (DES) were untiring in their efforts to produce something easy to understand and the Director and his staff, to whom I am extremely grateful, took on the job as if it were their own. To produce even a first draft for consideration, all the schedules and instructions require at least 10 working days so that final versions can be ready only in about a month's time. The job can be rushed as in fact it was but the results will not be satisfactory. I distinctly remember the wide variety of informal opinion that I gathered in respect of "household" "कुनबा" "परिवार" "हुटुम्बा" "गृहस्थी" and "खानदान". Finally, "गृहस्थी" was chosen for the pre test though "परिवार" was chosen for the actual census. I must also point out that the Registrar-General, India's view that an officer should be selected in each district for conducting the pre-test was, if I may respectfully say so, right and, because I did not realise its importance, I let my minor worries prevent me from associating selected officers intimately with the pre-test. I should, therefore, very strongly recommend that, for the pre-test, the first thing to do is to select one officer from each district to assist the Superintendent of Census Operations—who needs all the assistance he can get. The districts should be chosen first (not more than three), then the officers and then, the localities.

The selected officer may be a Deputy Collector or a Tahsildar but should have administrative ability and previous census experience. To these officers, the Registrar-General, India's letters about the pre-test should be given for study before the Superintendent of Census Operations first meets them in conference. Training should be centralised and all these officers should be present and take part. I should like to repeat that the pre-test is not a sample survey of any kind and has only operational—and no statistical significance; therefore, there is no harm whatever in selecting nearby districts for administrative convenience. Training of enumerators should start only after the printing has been completed and the first session should be followed, and the second session preceded by actual field work in a few households. The count of houseless persons should not be included in the pre-test; it is not necessary and the enumerator, who is aware of the experimental character of the operation, will not do it properly.

49. The Indian Census has three distinct parts: (a) house numbering; (b) house-listing; (c) enumeration. For the pre-test, house numbering should be a purely notional affair in so far as it relates to the numbering of buildings for the reason that no pre-test locality is likely to be large enough to throw up the characteristic problems involved. But the numbering of census houses and of census households, in accordance with such definitions as may be adopted, should be attempted and the problems studied. House-listing should be separated from enumeration and the house-lists should be seen by the Superintendent of Census Operations before enumeration begins. Again, owing to lack of time and to the wide-spread character of the locality-scatter, in the 2nd pre-test, house-listing and enumeration followed each other in quick succession. Lack of time was accentuated by the fact that the first conference of Superintendents of Census Operations was held in September, 1959—a few weeks after the pre-test report was written.

50. *Programme for a pre-test.*—A proper pre-test in my opinion should take, in all, at least some 15 weeks as the following "calendar" of operations would show:—

	No. of days
1. Despatch of 'Pre-test' circular to district officers and study thereof.	7
2. First meeting of officers to draw up the programme etc., and journeys connected therewith.	4

3. (a) Preparation of first (translated) drafts of schedules, instructions, etc.	15
(b) Selection of supervisors & enumerators.	
4. Second meeting of pre-test officers, journeys, etc.	4
5. Printing and despatch of schedules, instructions etc., to district officers, enumerators etc.	21
6. Training (two sessions) and connected journeys.	7
7. House numbering & house-listing, despatch of house-lists to SCO.	12
8. Third meeting of district officers, journeys, etc. to study house-lists received.	4
9. One more training class, if necessary ..	3
10. Enumeration	15
Total	92

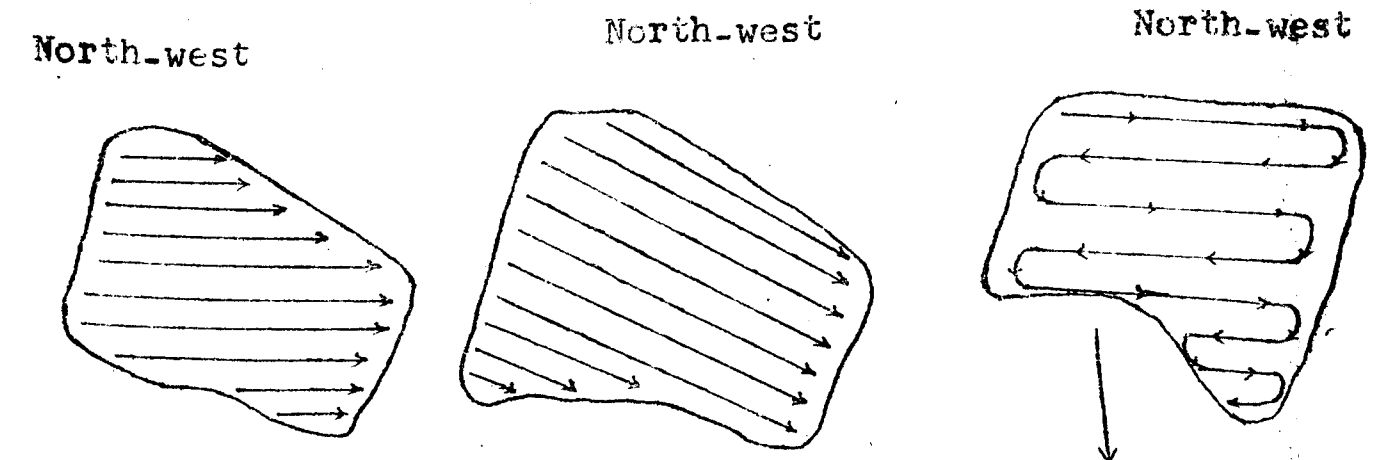
If holidays are taken into account and a few days are added for unexpected difficulties, the whole pre-test should not take less than some 15 weeks. This time was not available in 1959. I suggest that March-June, 19*9 should be the pre-test period, if the Superintendent of Census Operations is in position in January, 19*9. Given these timings, the conference can follow in September 19*9. I am unable to agree with the view put forward in the UNHB* (Vol. I) that a census test "should not be scheduled either too early, when the necessary bases are lacking or too close to the date of the regular census.....". The test should be held as early as possible and nearly two years in advance—which March-June, 19*9 would roughly mean. This view is based on the fact that, by 19*9, some idea of the inadequacies of the previous census will have been obtained and whether, in the light of this knowledge, what is required of the next census can be in fact obtained through the census is the question that the pre-test should answer.

51. *Change in census procedure.*—At the time of the pre-test, the principal changes introduced as compared with the 1951 Census were: (a) in the matter of schedules, (i) a house-list and (ii) a house-hold-cum-individual schedule; and (b) in the content of schedules, questions relating to (i) the possession of a torch-light and/or a cycle; (ii) land; (iii) house-hold industry; (iv) rural/urban character of birth place and duration of residence; and (v) work.

52. *Location code numbering: new system proposed.*—Before discussing the advisability of these changes, I should like to refer here to

one matter which could not be covered in the pre-test but which is of some procedural complexity in every census—the location code. It is well-known that location code numbers right up to the district (if not up to the tahsil) keep changing with each census. So long as we relate the components of the location code to mutable administrative units like the tahsil, district, etc., it is inevitable that location code numbers should change. Even if district/tahsil boundaries do not change at all during the inter-censal period, the mere absorption of a single village by an urban unit will alter the entire sequence or most of it, the extent of alteration depending on the position of the village in the serial. If it is No. 1, the whole sequence will change; if it is the last, there will be no change except for the omission of the last number in the serial. From 1951 onwards, we have started the extremely useful presentation of village-wise data in the District Census Handbooks and it is very important, in my view, that comparability between two or more censuses should be facilitated as much as possible. At the present moment, comparison is an extremely difficult business because, to begin with, there are many villages of the same name and, secondly, if the village has gone out of the tahsil or district, matters become even more difficult. Apart from all this, a lot of time is wasted in every census over the preparation of a complete list of habitations; the list itself is not a very difficult

matter but, for the field officers to understand the manner in which it is required that the habitations should be arranged, it always takes some time. For example, the instruction in the 1961 Census was that the villages should be arranged in "geographical order"—this latter term being made to mean that the number-sequence should always run from left to right and never from right to left. Strictly speaking, this method of numbering is not according to geographical order if the latter implies, as it should, that, in general, geographical proximity will also mean proximity in numbers; for, while, on the one hand, the east-west or the east-west-east (serpentine) numbering system will always have this defect that villages lying nearby in the north-south direction will have widely differing numbers (the difference depending on the number of villages in the immediately northern horizontal sequence), the 1961 Census practice has introduced another defect; for a village at the beginning of a particular horizontal sequence and that at the end of the previous horizontal sequence will have consecutive numbers even though they may be many miles away from each other. The numbering sequence is affected by the 'shape' of the tahsil map. For example, in a tahsil of the shape illustrated below, the one on the left is probably strictly correct according to instructions but the one on the right was found convenient by field officials in some districts and was not disturbed.



Patwaris generally adopt the 'serpentine' technique :

In 1951, in Madhya Pradesh, the alphabetical order was followed while, in Madhya

Bharat, the 'serpentine' technique was adopted.

53. Permanence of village L. C. numbers seems to have some importance for a reason other than that it makes easier the satisfaction of the occasional curiosity of a reader to compare the population of a particular village, at different points of time. In an undeveloped economy, the demographic land-scape may present little change for study over decades; all that may happen is that every village keeps growing more or less at the same speed at which the general population is increasing. But, in a developing economy, all kinds of change should take place and, at some stage, it will be necessary to study the nature of growth among habitations at least on a sample basis. This may help us to locate pockets of little, average or rapid change. It is always difficult to predict in advance the myriad ways in which census statistics will be utilised in later times. All that we in the census can, and should, do is to present all the figures we have in a manner which will make their study easy over the ensuing years. How then can we make village L. C. numbers permanent?

54. The solution, to my mind, lies in the utilisation of the admirable quarter-inch or one-inch topo sheets of the Survey of India and has to be based on the fact that, in terms of latitude and longitude, the position of every habitation is fixed. However, to give the exact longitude and latitude in terms of degrees, minutes and seconds for each habitation will be cumbersome and unnecessary. It will be seen that, in the quarter-inch sheets, every sheet is divided into 16 "squares", the side of each "square" being 15'; these are not exact "squares" because the actual mile-equivalent of a minute is different for longitudes and latitudes. Whatever changes may take place in State, district, or tahsil boundaries, these squares—and their boundaries—are permanent. The contents of the square may of course change; for example, a group of villages may disappear either because, having grown into a larger and denser agglomeration, they are no longer either identifiable or identified as separate habitations or because they have become submerged under a new reservoir. Changes of this kind will, however, be contained in, and limited to, the square itself so far as the numbering sequence of villages is concerned, if such a sequence is related to these squares. In other words, if in a particular square, there are 64 villages (this is a fairly large figure because this means that, roughly, there are 8 villages over the sixteen "latitude" miles of each square and, similarly, 8 villages along the 17 "longitude" miles, making $8 \times 8 = 64$ in all; in other words, along the latitude, there is a village for

every 2 miles, and, along the latitude, there is one for every $2\frac{1}{2}$ miles; if the average population of a village is taken as 643—the provisional 1961 rural population of India being 258.6 million and the 1951 Census total number of villages being 5,58,089, this will mean a density of 151 per square mile), we have to give a number to the square, and then number the villages from 01 to 64 and place this number next to the square number. The numbering of squares is a fairly easy matter.

55. The Survey of India has given a number to each quarter-inch topo-sheet and, in each such topo-sheet, there are sixteen squares which also have a Survey of India numbering scheme. But an ordinary tahsil is not likely to extend over more than 6 or 7 squares. The area of each square is about $27\frac{1}{2}$ square miles and the whole of Madhya Pradesh is contained in 65 topo-sheets (some of which, relating to the border districts, contain areas of other States also). The total number of tahsils in Madhya Pradesh is 190—which means that the average area of a tahsil is about 901 square miles. It follows that both the serial number of the square and the number of the topo-sheet can, in so far as a particular tahsil is concerned, be mostly accommodated in one digit. This is illustrated below for one of the larger tahsils of Madhya Pradesh—Konta in Bastar District.

Scheme of location code numbering for villages in Konta Tahsil of Bastar District.

Survey of India number of		First digit (or two digits) for all villages in the square of col. 2		
Topo-sheet	Square			
(1)	(2)	(3)		
65-B	3 D	01		
	4 D	02		
65-C	1 D	03		
65-F	3A, 2A, 3B,	04,	05,	06,
	2B, 2C, 1C,	07,	08,	09,
	2D, 1D, 3D,	10,	11,	12,
	3C, 4C, 4B,	13,	14,	15,
	4A,	16,		
65-G	1A, 1B	17,	18,	

(Konta being a rather large tahsil, the first part of the L. C. number may be of two digits but this is not likely to happen in most tahsils).

If this scheme of numbering the squares of the topo-sheet is shown at the beginning of the PCA of each tahsil, there will be no difficulty in identifying any village from census to census. All that is necessary is that the scheme of numbering of all the tahsils of the State should be published in each District Census Handbook.

56. However, it is still true that the actual number attached to the village will change if the tahsil boundaries change because the numbering of the related squares will change. But this is no disadvantage as, for one thing, tahsil boundaries usually do not change (and changes are even more unlikely if the Development Block becomes the ultimate administrative unit), and, for another, the relationship between the scheme of numbering of one census and that of another being clear and simple, the identification of a village is an easy matter. Moreover, the number of the village within the square will be practically permanent; and, where a village has disappeared for some reason, there will be no harm done if the numbers of the other villages are left unchanged even if they constitute a discontinuous sequence. The serial of village numbers should preferably be serpentine.

57. The problem of permanent L. C. numbering of villages is, however, not insoluble. During the actual enumeration (i.e., for operational purposes), the numbering suggested in para 53 *supra* can be adopted but, for publication in the Census Handbook, we may publish the actual Survey of India number of the square and the number of the village in that square. For example, village no. 63 in square No. 4-C of quarter-inch topo-sheet No. 65-B can be published as: 65-B: 4-C: 63. As the topo-sheet number and the square number will have to be repeated for groups of villages, ditto-marks can be used indicating thereby the proximity of the villages and the inconvenience of repeating this somewhat cumbersome number will be avoided. It seems to me that some rethinking—on the lines suggested—regarding L. C. numbering of villages is necessary if the utility of the Census Handbooks over long periods of time is to be enhanced. At least so far as the 1951 and 1961 Censuses are concerned, I propose to solve the problem of comparability by publishing the corresponding 1951 serial number of each village in the 1961 PCA's.

58. The numbering of towns becomes even simpler if we adopt this method. A square is not normally likely to contain more than one town and all we need to do is to indicate the topo-sheet number and the square number. Under the methods so far followed, changes in the L.C. numbers of towns and cities are unavoidable. If there is more than one town, two numbers can be given.

59. Under this system, district and tahsil location code numbers are necessary only for

operational purposes and not for publication though, of course, there can be no objection to their publication. It is, however, interesting in this connection to recall that Mr. M.W.W.M. Yeatts (a name unforgettable in Indian Census history) went even further: "it is in any case desirable that census charges and circles should have a permanent structure."* I wonder whether we can ever go thus far.

60. *Modification of 1951 procedure: new schedules: the House-list.*—The house-list of the earlier censuses was a relatively unimportant schedule from the statistical point of view; its importance was mainly operational. In the 1961 Census, the operational importance of the house-list of course continued but its statistical importance was immensely enhanced; this undoubtedly constitutes a major contribution to census practice. The form adopted was, however, rather big and inconvenient ($20" \times 13\frac{1}{2}"$). Columns 5-8 relating to industry were mostly blank in the rural areas; this was a waste of paper. Secondly, the tabulation requirements were not given as much consideration as they should have been in determining the nature of the schedule. For operational purposes, all that is required is a list of houses and households which in fact was prepared just before enumeration for the use of the enumerator. But, owing to the fact that the statistically important part was inseparable from the operationally important part, this latter also was retained in the districts at least till the end of October and, in many cases, till December. This was in fact one of the reasons why the tabulation of house-list data got delayed a good deal because we had to start with the sorting of enumeration schedules—the individual slips first, then the household schedule with the house-list coming in between. I am of the view that it would have been better to split up the house-list into two parts—one dealing with the operationally significant items and the other, with the statistically important items. The former are: Col. 1 (Serial No.), Col. 2 (Building number), Col. 3 (Census House Number), Col. 4 (Use of Census House), Col. 11 (Census Household Number), Col. 12 (Name of Head of Household) and Col. 18 (Remarks)—i.e., 7 columns in all which can be accommodated, for the same number (40) of entries, in a sheet half the size of the house-list form—this in fact was done when, for the enumerator, we got abstracts prepared from house-lists; the size of the form prescribed for this purpose was about $20" \times 8\frac{1}{2}"$ (70 entries). The statistically important items are the rest: Col. 5-8

*Census of India, 1941. Vol. I: India, Part II. Administration Report, p. 41.

†Please see Appendix—X.

(dealing with workshops and factories), Col. 9-10 (dealing with the walls and the roof of each Census House), Col. 13 (number of rooms), Col. 14 (rented or owned) and Col. 15-17 (Males Females, Persons)—11 columns in all. According to the prescribed tabulation of the 1961 Census (the E-series tables), there is no cross-tabulation between entries in Col. 5-8 on the one hand and those in the rest on the other hand; it is also doubtful whether we can have any useful cross-tabulation. It follows that, even at the stage of collection of data, a separate schedule can be used for Col. 5-8 on the one hand and another schedule (or a set thereof for the rest—because it may be necessary to have a separate schedule for Col. 9-10). But a few columns, which were separated earlier as operationally important are important statistically also; for, to begin with, every statistical schedule has to have an identifying entry and, second, the purpose column is necessary for some of the tables. Therefore, in the schedule designed for workshops and factories, the L.C. number of the census house will have to be given and, in the schedule designed for households, the L.C. number and the name of the head of the household will have to be repeated. The schedules can be designed in such a way that they can be bound in pads. In fact, it appears to me that, if this is done, it may be possible to combine the household schedule used during enumeration with the suggested household schedule for use in house-listing. For, without doubt, there has been some unnecessary duplication in the 1961 Census in respect of household industry. If we look at entries under parts B and C of the household schedule and those in Col. 5-8 of the House-list, it will be seen that: (a) the identifying entry relating to the name of the Head of the household (at the top in the Household schedule) and the L. C. number are duplicated; (b) the description of the nature of industry is the same as in col. 6 (and, in the case of a very good enumerator) possibly, Col. 8 also; and (c) the number of persons working in Col. 7 of the House-list appears now in part C split up into different groups. It is also obvious that, if we had all the information in one schedule, more cross-tabulations would have been possible; to mention the more obvious, the novel and very comprehensive E-III table would have gained considerably in utility if (i) the seasonal or non-seasonal character of the workshop or factory had been shown and, (ii) if possible, some indication of the split-up of the total number employed between members of household and hired workers had been indicated.

These items could be presented in a different table and comparability with E-III ensured.

61. It will naturally be pointed out that the household schedule presents a more comprehensive picture of the rural economy in that the economic activity of the household as a whole is reflected in the schedule. (This, of course, is not strictly correct because, where, in addition to agriculture, the household is engaged in an occupation which cannot be termed 'household industry', a total picture of that kind of household is not presented even though it was the intention to begin with to record all kinds of economic activity; this was later abandoned owing to the fact that it was considered impossible to put the concepts across to the ordinary enumerator). The solution to this difficulty is, however, not to duplicate effort but to compress all the entries into one schedule (this should not be impossible) to be filled up preferably at the time of house-listing—except for the Census Population Record (or its equivalent) which should be filled in only at the time of enumeration.

62. *The time factor.*—I say this because, for the amount of work to be done, the enumerator has comparatively much less time than the investigator doing house-listing; in the 1961 Census, the enumerator had to fill up some 700 individual slips and about 150 household schedules in the course of nearly 20 days. He had to visit each household twice. I am not, for the present, taking into consideration some other work also that he had to do—filling up the Census Population Record, making abstracts, etc. In striking contrast, the investigator had to fill up just one line for each household and/or house so that, in all, he had to fill in some two dozen house-list forms (if he had to deal with about 800 houses) during the course of about 40 days. In the rural areas, he had of course to do house-numbering also (including the numbering of "buildings") and, in urban areas, he had to number "Census houses" and "Census households". In other words, he did not ordinarily have to deal with more than about 20 houses a day and did not have to fill up more than about 20 lines of the 40 lines (on both sides together) of each house-list form. In view of the fact that it will not ordinarily be possible to substantially increase the period of enumeration whereas time for house-listing is not equally rigidly limited, it seems to me advisable that we should transfer the household schedule from enumeration to house-listing. I do not propose, however, to deal here with the exact form that this schedule should take if it is so transferred. The

other reason why such a transfer can be easily made is that country-wide synchronisation with reference to a particular moment of time is not of over-riding importance in house-listing. Nor is it a matter of any moment that the number of households at the time of house-listing will differ a little from that at the time of enumeration; in Madhya Pradesh, the figures were 66,61,146 (house-listing) and 65,95,867 (enumeration). It was also recognised that it would be impossible at the stage of tabulation to maintain undisturbed the connexion between a household schedule and the related individual slips.

63. *The household and individual schedules.*—The second important change introduced in the 1961 Census relates to the household-cum-individual schedule. As at first contemplated, the household schedule and the individual schedules (six of them) were to be in one single sheet, perforations at appropriate places ensuring that the individual schedules could be torn off for sorting when required. Opinion was unanimous that this was inconvenient and wasteful. Many households were either bigger or smaller than the one of six members which alone would ensure that just one whole household-cum-individual schedule was used up without an additional one being wasted owing to incomplete utilisation. It was found in the pre-test that wastage was as much as 40.6 per cent in the case of household slips and 12 per cent in the case of household schedules. Therefore, it was decided that we should have a separate household schedule and a separate individual slip, both bound in pads of convenient size. The household schedule was to have, on its reverse, a Census Population Record which was to take the place of the National Register of Citizens (NRC) of the 1951 Census.

64. *The household schedule.*—As I have suggested earlier (para 61), the household schedule (8½" x 6½"), should be taken up at the time of house-listing. It appears that a separate household schedule has been introduced for the first time in world census history; the various types of questionnaire listed in the United Nations Handbook of Population Census Methods* do not include any in which the household has been dealt with separately from the individual. I have no doubt that this novel technique of the 1961 Census has more than fully justified its introduction in the light of the information it has yielded and I am definitely of the view that, its operational posi-

tion apart, a household schedule as such dealing with the household as a whole should be retained.

65. *Agriculture.*—It follows that questions relating to agriculture (and, necessarily, land) will have to be retained. The Household schedule requires the following items of information to be recorded in respect of land: (a) the direct or indirect nature of the right in which land is held; (b) the actual right; and (c) area. It is a widely held view that the rights in which the actual cultivators hold the land are often different from those recorded in the village papers. In other words, even though the entry in the village papers is often that a particular piece of land is held directly from government and that it is cultivated by a particular person, the popular view is that this kind of entry is often false. It is doubtful whether any statistical enquiry conducted by an official agency is ever likely to reveal the actual position regarding this matter. I should imagine that, in the large majority of cases, the actual cultivator is also the person who holds the land from government; land reforms during the last decade have definitely led to this very desirable position. There is a fringe, however, in which cases of real exploitation and cases in which an intermediary is a genuine necessity (widows, particularly) are mixed up. Absentee landlordism is bound to increase to some extent because of increasing migration to urban areas and it will be a long time indeed before agriculture in this country has to support no more than the optimum population that it can in fact be expected to support. Therefore, the tendency to evade the land law will continue for a long time to come and pre-test experience clearly showed that it is futile to expect that, in respect of this fringe of doubtful cases, we will ever get accurate information. For, there are only two ways in which we can deal with this matter. First, we may just record whatever information is given by the respondent—who, it should be remembered, is often illiterate and uninformed in so far as the legal phraseology regarding his rights is concerned. In respect of area particularly, his information is often inaccurate. Second (and alternatively), the investigator appointed for the purpose can himself check, or can be instructed to get checked, such information as is given. This procedure often results in correct area figures but, once again, is not likely to ensure that the correct position regarding rights is recorded. Therefore, it still remains doubtful whether a rapid investigation of the kind that a census

*Vol. I, (STSTAT/SEA.F/5/Rcv. I), 1958, PP. 52-63.

is at all admits of enquiries into intricate matters like rights, etc., relating to land. It seems to me that the more appropriate course would have been to deal with this matter in some details in the village surveys that we have taken up as an associate census activity. In any case, as the household schedules are being tabulated on a sample basis, it is not possible to reach any definite conclusion regarding the usefulness or accuracy of the results that we have obtained. A further complication which even a patwari would find it difficult to deal with arises in the case of those who hold land in more than one village if these other villages are not within the same patwari circle but extend, as well they may, over more than one patwari circle or lie in different tahsils or districts or, even, States. As I pointed out in para 62 *supra*, synchronisation on an all-India basis is not important in these matters and, if the household schedule is linked up with house-listing, it is very likely that we may get better figures, not only because the investigator will have more time but also because adequate supervision and checking can be arranged. The main census report will have to be referred to for a more detailed discussion of land statistics.

66. It will be relevant to mention here that questions regarding the area of land held do not seem to have been asked in any of the censuses the world over in the 1950 series while questions regarding tenure were of the simplest kind and were asked only in one or two countries. The recommendation of the United Nations is that only two questions need be asked—one relating to total area and the other relating to area held in owner-like possession*. I doubt whether it will be much use asking these two questions in the form proposed—in a complex industry like agriculture, total areas by themselves without any reference either to soil quality or to crops grown have probably no meaning. In coming censuses, it seems necessary to go into this question of land statistics once again in some detail and limit our questions to what are important and operationally feasible. My suggestions are principally two: (a) the emphasis on rights need not be as prominent or as detailed as in the 1961 Census, (I doubt whether I will be able to pronounce on the effectiveness of land reforms with the help only of the information collected in the census); and (b) some information on

quality—whether the quality itself is described or land revenue/rent figures are given from which quality can be inferred may not matter much—and output, it seems essential, should be collected.

67. *Household industry, business, etc.*—Initially, it was intended that information should be collected not only in respect of household industry but in respect of other household business also. In spite of the fact that it was finally decided to have household industry only, I am still of the view that our approach should have been more comprehensive. The Registrar-General in his earlier memoranda rightly emphasised the point that the household as such continues to be an important economic unit and that, for a proper appreciation of economic activity in all its manifestations in an underdeveloped country, we should try and get some information relating to the household as an entity. But it was later considered that “such establishments where goods were bought for the purpose of sale but no processing or servicing or manufacture was involved before sale of the goods so bought should be omitted from household industry or business even if the establishments were run by members of the household in a part of the house”†. This decision immediately restricted coverage and made it impossible for a full picture of the rural economy to emerge. That, finally, the 1961 Census has been able to present some figures regarding principal and secondary occupations is due to the fact that later on—in fact, much later than house-listing—it was decided that the principal occupation should be “ringed” and the secondary occupation should be “tick-marked” in the individual slips. At the first conference, a widely supported suggestion that we should differentiate between principal and subsidiary occupations was rejected on the ground that “value-judgments” would be involved and that we must fight clear of them. The principal trouble with the rural economy of India is, it will be readily conceded, the lack of productive (or remunerative) subsidiary occupation. This negative finding, however, cannot be adequately discussed unless we have some clear idea of the pattern of preferences in fact obtaining in the rural (or, for that matter, in the urban) areas. There is also a noticeable tendency for household industry to move into urban areas or large villages for understandable reasons of economy and convenience

so that the rural economy is more and more left only with retail trade of various kinds, village industries like black-smithy, etc. In these circumstances, an enquiry which took into account only ‘household industry’ leaves out a lot and may not in fact provide firm ground for any definite conclusions. It is quite possible that the concepts involved may be difficult but the way out is not to abandon a useful enquiry but to conduct it on a sample basis—the sample may be of households or, preferably, of blocks. In any case, as suggested earlier, the household schedule must be filled up during house-listing. In fact, all that was required of the investigator, according to the original (pre-test) schedule, was that he should give a brief description of the household industry or business, the subsequent classification of this activity being left to the data processing stage when it would be duly coded. In fact, restricting the entry to household industry really imposed upon the investigator the burden of judging whether a particular type of activity was household industry or not and then including or excluding it on the basis of such judgment—a task for which he was certainly not the most competent in the census hierarchy. For other changes made in the (Pre-test) household schedule, attention is invited to FCP.

68. *The Census Population Record.*—The Census Population Record (CPR) is entered on the other side of the household schedule and is intended to take the place of the National Register of Citizens (NRC) of the 1951 Census. I have been told by any number of field officials that, during the inter-censal period, the NRC, the only original census document available, was of immense utility. There is no evidence, however, that the NRC was ever misused, i.e., used for any non-statistical purposes. It is indeed a thousand pities that this ambitious design was beyond the capacity (or, possibly more accurately, grasp!) of our administrative machinery. The Census Register, as it is called in other countries, is an invaluable statistical record making accurate, almost day-to-day estimates of population possible. Its importance in India, where vital statistics are either non-existent or grossly inaccurate in many parts, cannot be over-emphasised. My predecessor in former Madhya Pradesh writes as follows regarding the maintenance of the NRC:—

“The problem of maintaining the National Register of Citizens is under the consideration of the Government of India and improvements in the method of main-

taining them will have to be considered in the light of the method adopted to maintain them.”*

Unfortunately, such consideration as there was ceased soon after the 1951 Census as the phoenix had vanished. In fact, the Registrar-General in the 1951 Census had prepared a very detailed scheme in which the NRC was linked up, on the one hand, with vital statistics and, on the other, with electoral rolls; this was never implemented even in part. The CPR of the 1961 Census is just another form of the NRC with this vital difference that it is not primarily designed for permanent maintenance. In fact, I really do not know why the name should have been changed merely because the NRC was never properly maintained. With the prospect of a permanent Census Organisation not being dimmer than it was in 1951—if any thing, it is brighter—we of the 1961 Census should have continued the efforts of our predecessors and tried to get the administration to maintain the NRC on an up-to-date basis even if such maintenance is limited to some basic characteristics. In any case, the CPR is a vast improvement on the original idea of not having any such record at all. I hope that a permanent Census Organisation, if one comes into existence, will devote itself to this important business of getting some kind of a Census Register maintained; it should not be more difficult than maintaining the *khasra* in respect of land.

69. It is relevant in this connexion to remember that, even if opinion in favour of maintaining a Census Register like the NRC is not unanimous, everybody is agreed on the imperative necessity of the accurate maintenance of vital statistics. In former Madhya Pradesh, vital statistics were the responsibility of the Police Department in respect of registration and of the Public Health Department in respect of compilation and publication—this continues to be the position so far as the Mahakoshal region of the new State of Madhya Pradesh is concerned. In the other regions, there are hardly any vital statistics owing mostly to the fact that this business has been transferred to the Panchayats who are supposed to be the agencies to which the village chowkidars should report births and deaths even though these latter are under the control of the Police Department. This just does not work and the matter has been receiving the attention of the Registrar-General during the last one or two years. One method evolved

*Handbook of Population Census Methods Vol. II P. 23. (Series F. No. 5. Rev. I), 1958, pp. 36-8 and 41-3.

†Summary of the proceedings of the Census Conference held between 21st September and 1st October 1959, p.9. This was the first conference and the proceedings will hereinafter be referred to as FCP, SCP or TCP according as the first, second or third conference is meant.

*1951 Census Administration Report, Madhya Pradesh, Part I-Enumeration, p.25.

is the Annual Sample Census of births and deaths conducted in Madhya Pradesh by the Directorate of Economics and Statistics; the report for 1960 is now nearly complete; it is proposed to conduct this every year and my successor will be well-advised to find out whether these censuses were in fact conducted every year and collect all the relevant reports. Admittedly, a sample census is only an imperfect substitute for complete registration—in fact, the former is more useful as a check on the accuracy of the latter. Therefore, attempts are now being made to systematise registration. A conference was held on 28th August 1961 in the Directorate of Economics and Statistics in this connexion and it was decided therein that, so long as Panchayats are not in a position to do this job properly, the old Madhya Pradesh practice of thana registration should be introduced throughout the State; further action with a view to securing the orders of government on this matter is being taken by the Directorate of Health Services. My successor may like to find out what has happened during the decade and then collect such vital statistics as may be

available from the agencies concerned. I am dealing with this matter at this stage because the maintenance of a Census Register on an up-to-date basis may well necessitate a reconsideration of this whole question of registration. In the Land Records Department, there is a Plan scheme for the improvement of the primary reporting agency which means, in part, a gradual reduction in the area for which a patwari is responsible. If a Census Register is to be maintained, it will be necessary to take this up with the Land Records Department and reconsider the details of the Plan scheme to which I have just referred.

70. The NRC was, in my view, better designed than our CPR for two reasons: (a) as pointed out earlier, it was designed as a register and was not linked up with any other schedule containing particulars not strictly relevant to the concept of a permanent population record; and (b) it was more comprehensive. I give the column headings of the NRC below:—

Serial No. of each Household	House No. of each Household	Household-wise Serial No. of citizens	Name of each person in each Household	Relationship to the head of the Household	Sex	Religion	Special groups	Civil condition
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)

Age	Mother-tongue	Economic Status		Means of Livelihood		Literary and Education	Is the house electrified	Remarks
		Dependency	Occupation	Principal	Secondary			
(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)

The column headings of the CPR as follows:—

Name	Sex		Relationship to head	Age	Marital Status	Description of work in the case of worker
	Male	Female				
(1)	(2)	(3)	(4)	(5)	(6)	(7)

71. Entries relating to (1) name, (2) relationship, (3) sex, (4) civil condition, and (5) age are identical, common and necessary. The serial number of the household does not find a place in the CPR because it is available on the reverse, i.e., Part I of the CPR and there is no question of the latter bearing a serial because each household gets one form. In addition, the NRC has two more serials—a serial for the households and another for the members of the household (the latter serial, though not provided for in the CPR, has in fact been introduced by many enumerators because of its obvious convenience) both of which are necessary for a register; the absence of a particular building (or house) number from the sequence will not cause any difficulty because of the separate continuous serial in the first column of the NRC and will be rightly assumed to be correct on account of the particular 'Census house' being non-residential or vacant—whereas, in any particular book of household schedules, the schedules are never filled in the order of 'Census house' numbers and there can always be a lurking suspicion about the completeness of household coverage. An indication regarding whether the head of the household is a member of a scheduled caste/tribe is given in Part I of the household schedule but, as in the case of the NRC (col. 8), this information is not available in the case of each member of the household. A notable inadequacy in the CPR is the absence of entries regarding religion and literacy—the former, in a world of institutionalised religion, is not entirely unimportant. Opinions will probably differ regarding the absence in the CPR of the entry regarding mother-tongue and I should personally think that the omission is justified though, in the context of the special concern for minority groups that a genuine urge towards national integration should engender, a fairly valid view can be held that the existence of the entry relating to the mother-tongue will help in many ways—particularly in planning the expansion of educational facilities.

72. But the most glaring point of contrast between the NRC and the CPR is that, while in the CPR the only entry made relates to a

person's occupation *if he is working* (no entries at all being required to be made regarding non-workers though, owing to space being available, such entries were made in many cases), the NRC provides for very detailed entries on the basis of the concepts relating to the 1951 Census. It seems to me that more detailed entries regarding occupation and industry with their code-numbers would have added immensely to the utility of the CPR as a sample-frame.

73. My conclusion, therefore, is that the inter-censal record that we are bequeathing to administration in the form of the CPR could have been more comprehensive than it is, particularly because in the 1961 Census we have collected such a rich variety of information. A more elaborate CPR would also not have been difficult to make for the enumerator if—of course, if (certainly not otherwise)—the other part of the household schedule is taken up at the time of house-listing. Part of the reason why the CPR had to be as short as we could make it was that, right from the beginning, it was taken for granted that Part I of the household schedule will be filled up at the time of enumeration. This view was never reconsidered with the result that, when a new schedule like the CPR—which was not initially planned for at all*—was introduced, we were in sympathy bound to make it as short as possible if the enumerator was not to revolt against an impossible burden. While what is operationally feasible in a census should be a matter entirely for the administrator, what is statistically desirable so far as Census Schedules are concerned has to be decided in the light of the best technical opinion available and there can be no doubt whatever that, with the growing importance of sample surveys (even if their occasional elevation to the status of a panacea for all our statistical ills is unjustified), statisticians would be overwhelmingly in favour of the admirable frame that a register like the NRC is. Besides, it may be that, at some point of time in the future, the administration may awaken to the necessity of keeping such a document up-to-date; the mediaeval poll-tax is an obvious, if unthinkable, 'catalytic agent'!

*"At the 1951 Census, a small remuneration was paid to the enumeration staff in some States by way of scrip-tory charges for the National Register of Citizens which was prepared at that Census. It is not proposed to prepare such a register at the next Census." [para. 44 of D. O. letter No. 3/9/59-RC, dated the 27th April 1959 (the first 'longish' letter introducing the SCO to the alarmingly extensive range of his Odyssey)].

74. *The individual slip.*—The Enumeration Schedule (i.e., the individual slip) of the 1961 Census is a more elaborately designed docu-

ment than its predecessor of the 1951 Census. The slip is reproduced below in actual size:

CONFIDENTIAL CENSUS 1961

Location Code _____

1(a) Name _____

Relationship 1(b) to Head _____ Age last birthday 2

Marital 3 Status _____ Birth-place 4(a) _____

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

5(a) Nationality _____ 5(b) Religion _____

5(c) S.C./S.T. _____ Literacy & 6 Education _____

Mother 7(a) tongue _____ Any other 7(b) language(s) _____

Working as 8 Cultivator _____ Working as 9 Agricultural labourer _____

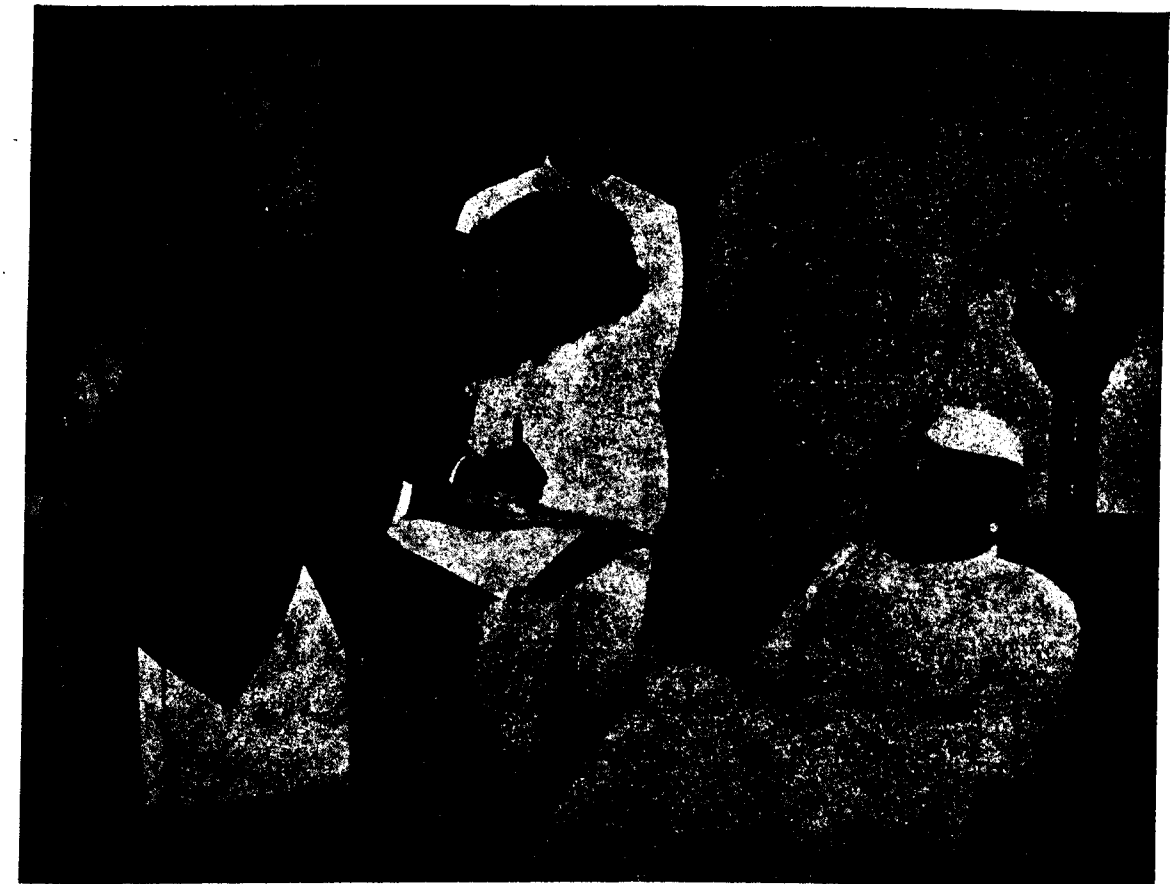
Working at 10 Household industry { (a) Nature of Work _____ (b) Nature of Household Industry _____ (c) If Employee ☐

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

12 Activity If Not Working ☐ 13 Sex ☐

Including the location code number, the slip requires, in all, twenty-five entries to be made by the enumerator in respect of each person (for a cross-mark has to be entered in the case of a negative reply). The 24 questions are divided into 13 major questions, with some of the questions being divided into two or more parts. In the 1951 Census, there were 14 major questions but one of them, the 13th, was an optional question in the sense that the subject-matter of the question was left to each individual State

to decide. The 13 major all-India questions with their parts amounted in all to 18 questions, or, 19 if the location code number is also included. In former Madhya Pradesh, the 13th question was devoted to fertility which meant really three additional questions, bringing the total to 22. In Madhya Bharat and Bhopal, the 13th question was devoted to change of occupation during the previous decade, bringing the total to 21 as it was in two parts. In Vindhya Pradesh, the 13th question



The (then) Chief Minister of Madhya Pradesh, Dr. K. N. Katju cheerfully facing the rigours of Census interrogation. Shri K. D. Ballal, then Dy. S. C. O. (later Central Tabulation Officer, New Delhi) can be seen standing by the side of the Chief Minister.

was devoted to unemployment, the total becoming 20. Out of these three kinds of subject-matter chosen for the 13th question, the 1961 Census included only unemployment though the nature of the question was different. The size of the slip of 1961 was about $6\frac{1}{2}'' \times 5''$ whereas in the 1951 Census it was $4\frac{1}{2}'' \times 4\frac{1}{2}''$ (in former Madhya Pradesh). While considering this matter, it would be worth-while remembering that, on the basis of the 1951 size (i.e., $20\frac{1}{4}$ sq. inch as against $32\frac{1}{2}$ sq. inch of the 1961 slip), the printing of the 580 mil. slips for the 1961 enumeration would have resulted in a saving of 526,520 lb. of paper, i.e., about 20 tons per square inch. The detailed calculation is in Appendix G.

75. *Common and identical questions.*—Mere numbers obviously do not result in any meaningful comparison. As between 1951 and 1961, questions regarding the following nine items were common and identical apart, of course, from the L. C. number:

- (1) Name.....
- (2) Age
- (3) Civil condition
- (4) Nationality
- (5) Religion
- (6) Literacy and Education
- (7) Mother-tongue
- (8) Bilingualism
- (9) Scheduled Castes/Tribes
- (10) Sex.....

(In the 1961 Census, there was a minor elaboration in regard to civil condition in that 'widowed' and 'separated' persons were categorised separately. Similarly, in 1951, an Anglo-Indian was separately indicated; this did not need to be done in 1961).

76. *Common but not identical questions.*—In respect of the following items, there was some difference in the kind of answers expected: (1) Relationship to Head; and (2) Birth-place. In the matter of relationships, the 1961 Census required them to be fully described. During the course of training, I was asked how the entry should be made if a full description of a ramified relationship were to extend beyond a line; I suggested that the length could be safely limited to the line provided! In 1951, the actual relationship was required only in the case of near-relatives. The entries relating to birth-place, however, were much more detailed in the 1961 Census and, in my view, fully justified. In 1951, all that was required was that, if a person was not born in the district of enumeration, the district, State or country should be mentioned; in 1961, however, even within the district, different entries were made for people born in the place of enumeration and for those born outside that place but

within the district. Further, whether one's birth-place was rural or urban was also to be recorded.

77. *Other questions.*—Having now accounted for 12 of the questions and ignoring the special 1951 question regarding displaced persons, we have now to deal with the remaining 12 questions of the 1961 Census which were either very differently designed though covering the same subject-matter or were entirely new. Out of these 12 questions, as many as 10 deal with the "activity" of persons (whether working or not); the other two are the following: first, the one relating to whether one's birth-place was rural or urban, to which a reference was made in para 76 *supra*; another relating to the duration of residence in the case of persons born in places other than where they were enumerated. I consider that both of them were useful, if difficult, innovations and are important for the study of migration; they should be retained in ensuing censuses also. The optional question of the 1951 Census was not an unqualified success. In Madhya Bharat and Vindhya Pradesh, no tables were prepared at all; the answers apparently were not good enough. The discontinuance of the option was, in my view, a wise step.

78. If I were asked to name the single most difficult problem in Census Organisation in India (or, generally, in underdeveloped countries), I should unhesitatingly answer: the framing of the economic questions with the connected instructions to enumerators. These are difficult not only for the enumerators but also for those who have later to deal with coding and tabulation. The difficulty is that, in the nature of things, the answer cannot be just 'yes' or 'no' and a full description has to be given of the various aspects which it is difficult to standardise owing to the infinite complexity of the occupational pattern. In the 1961 Census, we made an advance, I think, broadly in three directions: firstly the distinction between occupation and industry was very clearly brought out in the questionnaire itself, thus facilitating a better understanding of the inter-weaving between the occupational and industrial patterns; secondly, emphasis was shifted from income to work, the latter being admittedly less difficult to observe and describe; thirdly, a more comprehensive classification of those "not at work", i.e., the economically non-active population, roughly. It is no doubt true that changes of concept from census to census do raise difficult problems of comparison but it seems inevitable that, in the matter of economic questions, the attempt to secure greater clarity

must be given higher priority than the problem of comparability for the simple reason that the retention of operationally difficult and inadequately defined concepts results in figures the comparability of which is no more than superficial; in other words, vague categories cannot be compared with one another if we continue to use the same vague terms from census to census. The 'work' approach of the 1961 Census has also the general support of the Statistical Office of the United Nations.

79. In the 1951 Census, the following were the economic questions: Q. 9: Economic Status; (a) Dependency, (b) Employment; Q. 10: Principal Means of Livelihood. Q. 11: Secondary means of livelihood. The entries in respect of dependency could be of three kinds: self-supporting; earning dependent; or, non-earning dependent. There can be little doubt that all these are very vague concepts. In respect of "employment", the entries were to be: "employer", "employee", "independent worker" or other. The principal and/or secondary means of livelihood were to be fully described except that, if the entries related to agriculture, certain symbols were to be used for various classes of agriculturists. In contrast, the more elaborate and systematic 1961 Census economic questions were as follows: Q. 8: Working as cultivator; Q. 9: Working as Agricultural Labourer; Q. 10: Working as Household Industry; (a) Nature of work; (b) Nature of Household Industry; and (c) If employee; Q. 11: Doing work other than 8, 9, or 10: (a) Nature of work; (b) Nature of Industry, Profession, Trade or Service; (c) Class of worker; and (d) Name of Establishment; and Q. 12: Activity, if not working. The only entry that can be readily observed as being common and identical is the 1961 entry relating to class of worker in Q. 11 (c) and the 1951 entry relating to 'employment' in Q. 9(b). But in 1961 there were two refinements: first, family workers were entered as such and, second, in the case of household industry, the classification was only two-fold: "employee" and "others".

80. Two prominent differences in 'format' will also be readily noticed: first, household industry is accounted for in a separate category; and, second and much the more important, the 1951 classification into principal and secondary means of livelihood does not appear in the schedule itself and was provided for in the instructions; the principal among the entered occupations (naturally, where the other jobs done by a person are all such that they fall under Q. 11,

the principal occupation alone was to be entered, the others being ignored) was to be ringed, e.g., (8) and the secondary occupation was to be ticked, like this, e.g., $\sqrt{9}$. The 1961 instructions also were very elaborate and I shall not discuss here the conceptual problems involved. I shall deal only with the operationally significant aspects.

81. The final design of the individual slip, settled in the First Conference, derives directly from the original intention that there was to be no classification of occupations into "principal" and "secondary"; that there should be an indication regarding these characteristics was a decision taken at the Second Conference in August, 1960—a little too late operationally (see para 67 *supra*). Naturally, whether or not there should be such a classification is a matter of judgment as to whether, in an economy like ours, secondary occupation is important or not. In 1951, those with secondary occupations (519 lakhs) were about 36.5 per cent of all workers (1423 lakhs) (i.e., the total of self-supporting persons and earning dependents—the inclusion of the 1951 Livelihood Class IV in 'workers' is of very doubtful accuracy) in India as a whole. In the case of non-agricultural classes (404 lakhs), those with non-agricultural secondary means of livelihood (59 lakhs) constituted about 14.7 per cent. In the case of large populations like ours, 36.5 is obviously not a population that can be lightly treated; even 14.7 per cent, in my view, deserves detailed treatment. This 14.7 per cent is about 4.2 per cent of total workers. If the instructions of the 1961 Census were strictly followed, all combinations of principal and subsidiary occupations will have been obtained in the enumeration in respect of the categories: (i) agriculture; (ii) agricultural labour; (iii) household industry; and (iv) occupations other than the first three. The omissions are: (a) those whose principal and subsidiary occupations fall into the category of household industry; and (b) those whose principal and subsidiary occupations fall into the category of non-household industry, trade, etc. Examples are: (1) a weaver who also makes, say, bidies at home; or (2) a clerk who also takes up tuitions in his spare-time; there could be many others—these omissions are total. As the economy develops and so long as we do not reach current western living standards, this category of non-agricultural classes having non-agricultural secondary means of livelihood may become important and, in any case, is probably an important economic indicator. But, in the case of a schedule which does not automatically bring to the notice of the enumerator any

omission on his part, can we be sure that instructions will have always been followed? It should be remembered in this connexion that, while in the 1951 Census the individual slip contained just the numbers of questions, brief captions were introduced into the 1961 slip in the hope that the reduced strain on the enumerator in identifying the question will lead to better results. In contrast, the same (1961) slip contains no indication at all in respect of the requirement that the principal and subsidiary occupations have to be shown. I think that this is an unfortunate omission and should be rectified. The questions in this regard recommended by the United Nations also require returns separately in respect of principal industry/occupation and secondary industry/occupation* though, in the case of cultivators in particular, some additional information is required in respect of area of the holding and tenure in which it is held. I am quite certain, that, if right from the beginning there had been no doubt about whether or not we should distinguish between principal and secondary industry/occupation, the design of the schedule would have been different. It was in my view not necessary to provide separately for agriculture, agricultural labour, household industry, etc. The economic questions should have been in two main parts: the first part relating to principal, and the second, to secondary, industry/occupation. In the case of each part, two geometrical designs could have been provided—one to indicate status (employer, employee, etc.), and the other, to indicate whether or not that particular "activity" is household industry. A line also should be provided in each case for the name of the establishment; this entry has been occasionally helpful in coding though Shri K. D. Ballal, Deputy Superintendent of Census Operations, is of the view that, except in the case of large concerns, this entry was generally not of much use. Industry and occupation should be separately entered in each part. There can be little doubt that the design of the individual slip should not be changed once it has been settled and, even if a change becomes necessary, it should not be made as late as August, 1960. In some States the instructions had been printed by then with the result that amendments had to be issued in the form of highly irritating, loose slips which, apparently, intensely dislike their being "bonded" to some page and keep flying about. However, while this did not happen in Madhya Pradesh, the first round of training, which we

completed in June-July 1960, contained no reference to this instruction regarding "ringing and ticking".

82. On the other hand, the 1961 Census made a distinct advance in the enumeration of the economically inactive population. The only category of 'non-workers' of the 1961 Census that could be readily identified in the 1951 Census was a part of the 1961 Category of "retired persons, agricultural or non-agricultural, rent-receivers, etc.," i.e., agricultural rent-receivers and their dependents who were included in Livelihood Category No. IV: "Non-cultivating owners of land; agricultural rent-receivers; and their dependents". In 1961, non-workers were divided into as many as eight categories and the figures have yielded some very useful tables. This classification should, in my view, be retained in its broad outline. The only point about which I am doubtful is whether we have succeeded in getting dependable figures in respect of unemployment.

83. The reference period for 'work'.—The census, as I used to say in the training classes, is a snap-shot and not a feature-film. It is impossible to choose a date for the snap such that the picture obtained is an accurate "time-based" microcosm; that is, the census, in its economic tables, will not depict the economic activity of each person in such a way that the nature and the magnitude indicated are truly representative of that person's annual (not to speak of decennial) activity. Thus the reference period in respect of work has to receive very careful attention. In this census, it was a fortnight in the case of non-seasonal, and the last season in respect of seasonal, workers. According to the Statistical Office of the United Nations,** "the reference period should be viewed as a sample of time"; this is an impossible ideal to achieve.

84. Geometrical patterns.—In the household schedule (Part I) two geometrical patterns (a rectangle and a parallelogram) have been used in the right-hand top corner and, in the individual slip, six in all have been used—two on the left-hand side (a circle and a parallelogram) and four on the right (two rectangles and two triangles). So far as the enumerator is concerned, these patterns are undoubtedly a help in respect of short symbols or abbreviations that have to be entered on the right-hand side. The

*Hand-book of Population Census Methods (Series No. 5 Rev. 1), United Nations, 1958, pp. 41-2 (also the whole of Chapter VI).

**Hand-book of Population Census Methods op. P. 32.

eye moves from left to right so that, normally, even in the absence of a pattern, anything on the left is not likely to be missed but, on the right, a pattern helps to focus the attention of a tiring eye. But, at the stage of tabulation, I think geometrical patterns quite definitely make easier the quick recognition of the appropriate entry. In the 1961 slip, the geometrical patterns introduced have been very judicious and useful. The only entry on the right-hand side for which the positive answer is a single-letter abbreviation and for which no pattern has been provided is that relating to agricultural labour (Q. 9). There are two other entries for which also the positive answers are all abbreviations of one kind or the other but for which no patterns have been provided but they (Q. 3 and Q. 8) are on the left side and it does not, therefore, matter. A general check-up on these lines of the geometrical patterns during the course of finalisation of the schedules would be very helpful indeed.

85. *The abstracts.*—No abstract was prescribed for house-listing to be filled up by the investigator. For the enumerator, we prescribed abstracts, one for each pad of household schedules/individual slips and another, in a separate form ("Enumerator's enumeration abstract") for each block. The importance of these abstracts is that they form the basis of provisional totals. There is also another aspect; if some abstract has to be made, all the slips/schedules have to be gone through and so an opportunity is created for the correction of all obvious errors. It was this latter consideration that made me prescribe a more elaborate abstract for the household schedules than was prescribed by the Registrar-General. All that was required by the original abstract was the number of houses and households dealt with in each pad apart from the usual identifying details and, to enter those numbers, an enumerator had only to make an intelligent count of the schedules, taking care to distinguish between houses and households. It was not necessary for him to take even a cursory look at the contents of the schedules. Therefore, in Madhya Pradesh, we added a few more entries to the abstract relating to (a) the number of households engaged only in agriculture; (b) the number engaged only in household industry; and (c) the number engaged in both. This made it necessary both for the enumerator and his supervisors to glance through the contents and our hope was that, in the process, any wrong or missing entries will get dealt with; this did happen in some cases. This procedure also resulted in our being able to produce another set of useful provisional figures

immediately after the census. However, no part of the provisional totals relating to household schedules was required to be telegraphed to State headquarters.

86. *Scheduled castes and scheduled tribes.*—The enumeration of scheduled castes/tribes is a special problem of enumeration which requires careful attention but which, it seems to me, will never lend itself to a satisfactory solution. On the one hand, there is among the people of these castes/tribes—castes particularly—a tendency to raise themselves in social esteem by giving themselves high-sounding caste names which mostly consist of two parts—one of which is the name of a so-called high caste like Brahman or Thakur and the other, some differentiating prefix or suffix which serves the purpose of not offending the susceptibilities of the high castes for after all, the scheduled caste concerned has admitted the existence of a difference in caste. However, which is higher does not require explicit elucidation (which, of course, is in any case not possible these days); it is a matter of implicit convention. This is the first factor which complicates enumeration; a few common examples are:

Kolis or Koris getting themselves recorded as 'Tantuvey Vaishya'; Mirdhas or Khangars as 'Khangar Kshatrias' or 'Khangar Thakur'; Mahtar or Bhangi as 'Valmik'; Chamars as 'Yadav' or 'Jat'; Suryavanshis as 'Kanauiyas'.

Even though the *raison d'être* for this tendency is a mistaken view regarding the importance of caste, it is to be welcomed in a sense because, so long as caste continues to have some hold on the people (and there is little evidence to show that, in vital matters like marriage, the importance of caste has decreased; in fact, even in the general elections, not to speak of panchayat or other elections at lower levels, the role of caste has by no means been negligible), factors of this kind operating together with urbanisation, migration and education should gradually obliterate this blot on our society. The second factor is the problem of sub-castes/sub-tribes (and the associated problem of synonyms, generic names, etc.). It was required that the name of the sub-caste/sub-tribe be written in the slip along with the name of the connected main scheduled caste/tribe (in brackets). A euphuistic synonym for 'chamar', for example, is 'chamakar'. There are some names which are almost homonymous like the following: Mehara (मेहरा) and Mahara (महारा) which are not scheduled castes and Mahar

(महार) which is; Agaria (अगरिया) which is a scheduled tribe and Aghariya (अगरीया) which is not. The problem of finding out whether a homonym returned by a person is the name of a scheduled caste/tribe was left to the enumerator and there is no reason to believe that this job was not done satisfactorily. But the real problem in the case of these castes/tribes is the changeability of the whole list from time to time with the added complication that scheduling has almost always a geographical limitation in terms of districts or tahsils. This changeability by itself is bad enough but, in the new State of Madhya Pradesh, these lists differ from region to region.

87. *Religion.*—There were a few complaints that, in the case of people of scheduled castes who had recently become Buddhists, they were not being recorded as such; the Collectors were requested to make an immediate investigation and set matters right.

88. *Age.*—Age continues to be a difficult problem for the census. As in the 1951 Census, Charge Officers were requested to prepare local calendars of important events by reference to which age could be estimated. The calendars prepared can be seen in the enclosures to letter No. 2151, dated the 15th May 1961, to the Registrar-General (File No. 76/60 Collection No. 21). They were of some help but the returns still show large inaccuracies—particularly, the tendency for ages to cluster around digits ending with 0 to 5. It will be a long time before we can expect to get accurate age figures; for, this characteristic of age has first to acquire widespread economic significance.

89. *The instructions.*—Instructions for the 1961 Census both in respect of house-listing and in respect of enumeration were finalised centrally in conferences. The intention being that concepts, definitions, etc., should be uniform throughout the country, the 'Central' instructions should limit themselves to such matters and should not deal with procedural matters because instructions connected with the latter will vary with the administrative set-up of the State on the one hand and with the methods adopted and agency utilised for house-numbering, house-listing and enumeration, on the other. Let us take, for example, this sentence from the instructions for house-listing (hereinafter referred to as IHL) relating to col. 2: "Experience suggests that the best way of numbering is to continue with one consecutive serial on one side of the street and complete the numbering on that side before crossing over to the end of the other side of the street

and continuing with the serial, stopping finally opposite to where the first numbering began". If any investigator were to try and follow this instruction, he would find himself immediately in hot water. To begin with, where the streets require separate identification, the instructions are incomplete to the extent that the numbering or naming of streets is not dealt with at all and, in any case, in a large town or city, there can be no question of an individual investigator on his own attempting the naming or numbering of streets or buildings; secondly, the instruction is not categorical enough; there seems to be a lack of finality about it. Moreover, there are some places where this cannot be followed—villages, undeveloped areas of towns with widely scattered houses, slum areas, etc. Also, a census direction that a novel system be followed needs to be preceded by some introductory material explaining why the new dispensation is to be preferred. In Madhya Pradesh, for example, ward-wise numbering has been in force for many decades and the circular issued had to be supplemented by a good deal of persuasion before it was implemented. Even in regard to the actual process of numbering, there are many matters which should be, but are not, dealt with in the model instructions—like, for example, numbering/naming of roads, streets and lanes in municipal and non-municipal areas, numbering in slums, the preparation of maps, etc. I came to the conclusion that, in Madhya Pradesh, we can attempt this street-wise numbering system only in urban areas and issued instructions accordingly in circular No. 6. One of our intentions in house-numbering was that there should be some permanence about them. The implications of the intention have not been brought out in the model instructions. In Madhya Pradesh, we suggested to the authorities in charge of numbering that they should retain at least building numbers on a permanent basis whether or not they do so in the case of census-house-numbers, there being no question of maintaining household numbers on a permanent basis. Owing to the fact that there is a long interval between house-numbering and enumeration, there is always the problem of (a) new buildings and (b) buildings which were initially missed; this also has to be covered by the instructions to enumerators. These matters—all of which follow from the one sentence from the IHL, I quoted earlier—required a circular of over 10 printed pages (No. 6).

90. The problem of conceptual uniformity should not be mixed up with procedural matters of purely operational significance. This is so because it is inevitable that, in each State,

some additional instructions regarding these latter have to be issued. One of the reasons why this has to be done is that the phasing of the various operations differs from State to State. In Madhya Pradesh, house-listing was done by patwaris in rural areas, ignoring for the moment a few exceptional cases. This automatically makes it necessary that the various kinds of area that an investigator may have to deal with be explained because, to begin with, the location code that has to be entered differs in structure from area to area. In addition, the following matters were dealt with in the separate volume of house-listing instructions issued in Madhya Pradesh: (a) Training; (b) Supply of forms; (c) Relations with supervising officers; (d) numbering of houses and households; (e) making of maps, sketches; (f) abstracts; and (g) despatching. A number of illustrations were included as also (i) one side of a house-list form filled in with various kinds of entry; and (ii) a notional sketch of a village. Further, the investigator was not to bear any expenditure on materials required for numbering—these were supplied, or paid for, by panchayats, municipal committees, etc. The effect of what I have said is that the Central instructions *should not have* dealt with the first three columns and column 11 of the house-list at all but should have dealt with the preparation of abstracts. All the other columns deal with concepts connected with the understanding of tables. So far as the first three columns and column 11 were concerned, States should have been separately asked to adopt the centrally determined definitions for 'building', 'Census house' and 'Census household'. In Madhya Pradesh, the IHL were in two parts: the first (a red pamphlet) containing general instructions and, in particular, elaborating the sentence in the central IHL that I quoted in para. 89 *supra*; and the second (a blue pamphlet) which was more or less a translation of the Central IHL.

91. Similarly, the Central Instructions regarding enumeration (hereinafter referred to as IE) did not deal with the following matters: (a) Recognition of census work; (b) Post-enumeration check (the threat of it, I mean—analogue to the one contained in the Central IE for Q. 11 (a): "at previous censuses much trouble has been caused by inadequate answers, and if you do not succeed in obtaining satisfactory information on the individual slips, you will be required to make a further visit for that purpose"); (c) the duties and programme of an enumerator; (d) the maintenance up-to-date of the house-list abstract; (e) the

making of the abstract on the pad of household schedules; (f) the preparation of block summaries; (g) relations with supervising officers; (h) definition of agriculture; and (i) arrangement of records and handing over. Matters under (c), (d) and (g) will to some extent be influenced by the procedural peculiarities of each State and may, if found convenient, be left to the States. But the others could be mentioned in the Central IE. When finalising Central instructions whether for house-listing or enumeration, it will be useful to remember all the time that they need only deal with those columns or questions which are connected with the census tables; the rest may be wholly or partly left to the States but, even in the case of these others, such concepts as may be involved—'Building', 'Census house', etc., may be centrally defined. To illustrate, the definition of a 'Census house' could be centrally settled; also, the decision that a Census house should have a separate sub-number in certain circumstances can also be centrally taken; but all other questions should be left to the States. I am of the view that the 'Central' finalisation of instructions both for house-listing and enumeration is very much a step in the right direction. In 1951, it was only a brief set of instructions for enumerators that could be Centrally finalised; I do not think anything more can possibly be attempted if the Superintendents of Census Operations are appointed as late as February 1960.

92. There is one further point that deserves mention in connexion with the instructions relating to the avoidable lack of precision at some points—I shall illustrate by a few examples from the IE. The instruction regarding temporarily absent heads of households is as follows: "if he should be away for a fairly long time which covers the entire enumeration period then the person who is incharge in his absence should be recorded as the Head of the household". In actual fact, we had to say that, the person incharge should be entered if the normal Head is likely to be away throughout the enumeration period because there was no other means by which the often-expressed desire for clarification of the words italicised could be met. Another such case relates to the treatment of in-patients in hospital as workers; the instruction is: "similarly a person temporarily in a hospital or similar institution he should be recorded for the kind of work he was doing before he was admitted into hospital or institution". What does "temporarily" (italicised by me) mean? The clarification given was that it should be taken to mean:

"any one who is not in the hospital/institution throughout the enumeration period". Similarly, it needed to be made clear, as Shri G. N. Tiwari, Deputy Superintendent of Census Operations, points out, that a 'household' should live in a census house or part thereof; for, a group of house-less persons, even if they are a family, is not a 'household'. These are small matters and of some significance only to particular enumerators; precision is not likely to lead to greater statistical inaccuracy than imprecision.

93. *Census Conferences.*—For the 1961 Census, up to the time of writing (February, 1962), we have had three conferences, one in September-October, 1959, for finalising all operational matters; the second in August, 1960, for deciding matters relating to sorting and tabulation; and the third in February, 1962, for dealing with the reporting and publication programmes. During May-June, 1961, three regional conferences were held in Trivandrum, Darjeeling and Srinagar principally for reviewing progress in sorting and tabulation; Madhya Pradesh attended the Darjeeling conference. The eternal problem regarding any type of conference, where final decisions are taken, is that, while on the one hand, there is this very great advantage that one gets to know many points of view and a variety of experience, on the other hand, owing principally to lack of time, decisions tend to be a little hasty. Almost always, the agenda is a little too crowded for careful deliberation. There is, however, no doubt in my mind that these conferences are valuable and, indeed, indispensable. Unfortunately, it is an inevitable feature that, while each Superintendent of Census Operations is engaged almost always in dealing with some

pressing matter or the other, the agenda for an ensuing conference always requires a good deal of study about matters which will engage his attention only much later. A good headquarters Deputy Superintendent of Census Operations—or a good Statistician—both of which commodities are hard to come by and I did not have either—entirely engaged in the study of problems relating to subsequent phases is probably the best solution. It is hoped that my successor will do better in these matters than I did; I should strongly advise him to have in the headquarters at least two good men, Deputy Superintendents of Census Operations or Statisticians, preferably with census experience, one of whom will deal with current operations and the other, with the next phase and miscellaneous non-operational work. I should also suggest a change in the working hours of the conferences. The 1961 practice was to start generally at 10 a.m. hoping to break up at 1 p.m. (which we almost never did) and to reassemble at 2-30 p.m. (or, a little later, if the morning session went up to 1-30 p.m.), hoping to finish for the day at 5-30 p.m. (which, again, we almost never did; we used to go on till 6 p.m.). A better programme is to start at 8 or 8-30 a.m., go on till 1 or 1-30 p.m. (with a short interval of 15 minutes at about 10-30 a.m.) and then break up for the day—this programme will ensure more time for study.

94. In para 48 *supra*, I have made a casual reference to the problem of translation. The final instructions for house-listing and enumeration were translated by Shri Daya Ram Gupta, and I have included in this volume a note (Appendix 'H') by him on the problem of translation.

CHAPTER III

THE OPERATION AND ITS PHASES

(The Manual Vs. Circulars—The First Circulars—Difficulties—The Census Organisation—The Rural—Urban Classification—The Census of Cities—Circles and Blocks—Training—Defects in Enumeration—Provisional Totals—Post—Enumeration Check—Publicity—Census of Technical and Scientific Personnel—Associated Studies—Maps—Fertility Survey—The Total Load).

95. *The Manual Vs. Circulars.*—Before the first circular is issued by the Superintendent of Census Operations, he will have to decide for himself whether he would prefer a manual containing most of the instructions and issue it to the field staff or issue one circular after another, each circular dealing with a particular operation. I should at the outset make it quite clear that I am very much in favour of the latter system which, for convenience, I shall call the "circular system" hereafter. The main reason for my preference is that, when he starts his work, the Superintendent of Census Operations is not in possession of a fund of knowledge waiting to be transformed into a manual for the benefit of lesser men. He learns as the operation proceeds from one phase to another. In the circular system, one very great advantage is that the experience gained in the implementation of one circular will be reflected in the next. I shall illustrate this point by two examples. In Circular No. 1 (all the circulars issued will be found in a separate unprinted volume) dealing with the preparation of the General Village Register and the Charge Registers, the following sentence occurs: "But, because a village is small, it should not be split up and added to nearby blocks of other villages". An inference can be extracted from this sentence that splitting up a big village and a part of it being added to a part of another big village are permissible. This, of course, was not the intention and had to be made clear in a subsequent circular. Another important point that was omitted in Circular No. 1 was that the lists of villages/towns should be compared with those in the District Census Handbooks and all discrepancies reconciled. It will also be better to issue this circular after finalising the list of towns—if that is possible. Similarly, in Circular No. 5 dealing with the location code, the problem posed by non-ward areas/non-municipal areas of towns was not adequately dealt with; this was done in subsequent circulars. If a manual had been issued,

it would have been still necessary to issue amendment slips or clarifying circulars the incorporation of both of which into an already large volume is a somewhat inconvenient business. I consider it important that the field staff should always concentrate on the operation in hand without being bothered about what is to come next. Further, the increasing knowledge on the part of the Superintendent of Census Operations of the kind of field staff he has to deal with will also imperceptibly influence the drafting of the circulars. But the circular system places one very heavy responsibility on the Superintendent of Census Operations' Office: the drafting, printing/cyclostyling and despatching of the circulars must always be planned well ahead and the field staff must get them well in advance of the operation (well enough in advance in fact for them to become aware of a circular which they somehow discover they have not received and to obtain copies before the operation is due to start). In order to ensure that circulars regarding an ensuing operation definitely reach the field, we did three things: (a) we issued copies to the Collector, District Census Officer, District Statistical Officer/Assistant, and Charge Officer with large number of spare copies; (b) some time we posted the same circular twice on consecutive days to the same addresses where the circular was an important one and (c) from June 1960, we started the issue of a periodical letter listing all circulars issued and requesting field officers to indicate whether or not they have received all of them. Occasionally I also drew the attention of the Collectors to a particular circular by means of a d.o. letter. I am fully satisfied that the circular system kept up the tense atmosphere necessary for an accurately timed operation like the census.

96. *Adequate time for implementation.*—It is extremely important that enough time should be given for the implementation of each circular. In normal administration, one gets used

OPERATION]

39

to receiving circulars and letters after the last date prescribed in them for compliance has passed. This cannot happen in the census. Once the field staff get the impression that dates are not to be taken seriously, all is lost.

97. *Number and subject-matter of circulars.*—In all we issued 19 major circulars; important details regarding them are given in the following tables:—

Number of circular	Subject	Date of issue	Last date prescribed for the Operation
(1)	(2)	(3)	(4)
1	The preparation of the General Village Register and (Provisional) charge Registers.	12th December 1959	25th February, 1960.
2	Acts relating to the census	3rd February 1960	.. ..
3	The 1961 Census : an outline	Do.	.. ..
4	Census, 1961—Instructions—Study and clarification of doubts	29th April 1960	.. ..
5	Location code for the 1961 Census : Districts and Tahsils	3rd May 1960	.. ..
6	House numbering	5th May 1960	31st July 1960.
7	The Census Calendar	26th May 1960	.. ..
8	Training—Census Conferences	10th June 1960	.. ..
9	House numbering and House-listing	30th June 1960	10th October 1960.
10	The formation of charges and the appointment of charge officers.	1st October 1960	.. ..
11	Preparation of Final Charge Registers and the Finalisation of the Census Organisation.	3rd October 1960	1st December 1960.
12	Requirements of Census Schedules	3rd October 1960	5th December 1960.
13	Training of Checking Officers, Supervisors and Enumerators	16th November 1960	12th January 1961.
14(1)	Final arrangements for the 1961 Census	5th January 1961	7th February 1961.
14(2)	Special arrangements for Houseless population	6th January 1961	9th February 1961.
14(3)	Reporting of Commencement of Enumeration and of Provisional Totals.	7th January 1961	9th March 1961.
14(4)	Despatch of Census Records	8th January 1961	15th March 1961.
15	Special Enumeration of Technical and Scientific personnel	7th January 1961	5th March 1961.
16	Post-Enumeration Check	10th February 1961	8th April 1961.

98. *Time for implementation inadequate in some cases.*—My experience suggests that in the case of Circular No. 1 at least four months should have been allowed for implementation. Except the notable instances of a few districts listed below, the initial preparation of these registers took a very long time. In many cases,

the registers were badly done and had to be extensively revised. Two copies of all these registers have been preserved in the Census Office and can form a basis for action in the 1971 Census; they can be sent to the districts and new registers can be prepared with reference to them according to such instructions as may be issued.

(The prescribed date for submission of GVRs was 8th March 1960).

Registers received on or before the 8th March 1960:—

1. Vidisha,
2. Damoh,
3. Narsimhapur,
4. Bhind,
5. East-Nimar,
6. Hoshangabad,
7. Datia,
8. Raigarh,
9. Rewa,
10. Durg,
11. Sehor,
12. Gwalior,
13. Betul.

Registers received between the 8th March 1960 and the 15th March 1960.

1. Dhar,
2. Chhindwara,
3. Indore,
4. Raisen,
5. Jabalpur,
6. Jhabua,
7. Ujjain.

Similarly, the time given for the implementation of Circular No. 6, which dealt with the numbering of buildings in urban areas, was not adequate probably because the system proposed was entirely novel. I shall be requesting the State Government to issue instructions to urban local authorities to maintain house-numbers,

street-names, etc., on a permanent basis but, as there is no agency for enforcement, I do not know to what extent such instructions will prove to be effective. But, if in the next census, the operation will have to be totally redone, I suggest that at least four months should be allowed. The bigger municipalities and corporations are the most difficult and lethargic customers in this matter. I should like to mention here that, even though, in Indore and Gwalior, there was a lot of resistance initially, the final job was very well done—particularly in Indore. In Ujjain and Bhopal also, it was extremely well-done. Katni and Sagar continued to be problems for a long time and I do not think the job even in the final stages was well done. My own feeling is that this kind of numbering on the basis of streets, roads and lanes should be attempted only in municipal/corporation areas with a population of 50,000 or more. I have suggested in para 18 *supra* that the question of rural-urban classification should be tackled first and, as soon as the list of towns is finalised, the numbering of buildings at least (if the 1961 definition of buildings is retained, my view being that it *should* be) should be started immediately thereafter, *i.e.*, some time in January, 19*0; this will avoid a number of headaches later. Finally, the circular regarding the Post-Enumeration Check (referred to hereinafter as the PEC) issued very late because they were received from Delhi very late; it should be out at the latest by January 19*1, on the basis that the reference date continues to be 1st March 19*1.

99. *Supplementary circulars.*—Almost everyone of these circulars had to be supplemented by a number of clarificatory circulars—Circular No. 1 required the largest number, *i.e.*, as many as 20. Among these there are a few which are just as important as the main circulars themselves; I list them below:—

Serial No.	Number	Date	Subject
(1)	(2)	(3)	(4)
1.	CC-1/33	9th January 1960 ..	Lists of Towns.
2	CC-6(ii)/1060	1st January 1960 ..	Hindi instructions for officials in charge of numbering of buildings in urban areas.
3	CC/12/3151	4th November 1960 ..	Distribution of forms to supervisors, enumerators, etc.
4	CC/11/3230	9th November 1960 ..	Location code numbering where numbering of buildings is on the basis of street-wise serials.
5	CC/16/1011	25th February 1961 ..	} Post-Enumeration Check.
6	CC/16/1059	27th February 1961 ..	
7	CC/16/1173	8th March 1961 ..	
8	CC/16/1175	8th March 1961 ..	

100. *Numbering of supplementary circulars.*—I never succeeded in systematising the numbering of supplementary circulars. I am of the view that this number should consist of three parts: if we take CC-6/8/1234 as an example, "CC-6" would indicate the number of the main Census Circular, "8" would show that this is the eighth supplementary circular relating to Circular No. 6 and "1234" is the despatch number. Apart from the special kind of numbering for Census Circulars, the general numbering system is bedevilled by the phoenix-like character of our office because continuity alone will make necessary the adoption of a numbering system that facilitates easy cross-referencing. But I should still think that the numbering system can be considerably improved even in the present conditions. One sug-

gestion that can be considered is that the system followed in the Registrar-General's Office can be adopted by Superintendent of Census Operations with the necessary modifications. Two more points of routine. First, as practically all circulars have to be sent/endorsed to the same people, it will be better to get the endorsement printed with some space left for special entries in the case of particular circulars. Second, with each circular, certain forms are prescribed. My practice was to number these continuously from circular to circular with the letters of the alphabet.

101. *Some important circulars.*—A few other circulars, also equally important, got numbered (I think, by inadvertence or in haste) independently. They are listed below:—

Serial No.	Number	Date	Subject	No. of main circular to which relates
(1)	(2)	(3)	(4)	(5)
1	3141-56/59	3rd November 1960 ..	Publicity	..
2	3259	10th November 1960 ..	Delegation of powers under the Census Act.	2
3	96	12th January 1960 ..	Clarificatory instructions to enumerators.	4 or 13
4	168	12th January 1960 ..	Instructions to Supervisors ..	Do.

(The one at S. No. 1 should have been treated as a main Census Circular).

102. *Important circulars issued by other authorities.*—Further, there are a few circulars

issued by the State Government or Heads of Departments to officers at various levels requiring them to extend the fullest co-operation to the Census Organisation; I mention below the most important.

Serial No.	Number	Date	Authority issuing
(1)	(2)	(3)	(4)
1	1588-1013-I(V)	9th January 1959 ..	State Government in the General Administration Department.
2	3215/60/DES-Co-ord. ..	7th March 1960 ..	Director of Economics and Statistics.
3	5023/3452-XVII-U	18th May 1960 ..	State Government in the Local Government (Urban) Department.
4	2499-1277-II-A(3)	16th January 1960 ..	State Government in the Home (General) Department.
5	Genl./5/106/69/9	11th October 1960 ..	Director of Public Instruction.

I have not listed the circulars issued by the various Ministries of the Central Government; they will be found among the circular volumes—the most important being those from the Ministry of Defence relating to the Armed Forces and to Cantonments.

103. *The Census Organisation.*—The Census can be sub-divided into three inter-connected censuses—(a) a Census of habitations; (b) a

Census of "houses"; and (c) a Census of persons; it is to this last operation that we generally refer when we use the word, 'Census'. In strict correspondence, there are three types of organisation. The Census of habitations—*i.e.*, the preparation of 'the General Village Register' which is little more than a list of villages and towns, is a matter dealt with by the revenue set-up (Collectors and Tahsildars) of the State Government. The Superintendent of Census

Operations himself will have to make a list of habitations which he will treat as towns—after consulting the Collectors first and the State Government next. (The circular that I issued in this regard to Collectors—Appendix 'I'—itself went out with the approval of the State Government). This census of habitations could probably be made more elaborate at the next census and some tables presented for habitations alone in the same manner as some tables were presented for houses in the 1961 Census; such tables could be: Villages classified by total area and abadi area, villages classified by principal and secondary crops, etc. Shri K. C. Dubey, Deputy Superintendent of Census Operations suggests that area figures should be collected at this stage rather than later. I entirely agree. Care will have to be taken about villages or parts of villages treated by us as non-municipal urban because their agricultural area will have to be shown in the rural registers and only the urban *abadi* area in the urban registers.

104. *The rural-urban classification.*—The rural-urban classification is a celebrated census conundrum. The earlier practice was to leave the whole matter to the Census Superintendent concerned, more or less. This resulted in some very curious towns. In the 1951 Census, in Vindhya Pradesh, out of a total of 64 "towns", as many as 48 had a population of less than 5000 each. The break-up of these 48 on the basis of size is as follows:—

Serial No. (1)	Range of Population size (2)	Number of towns in that range (3)
1	Less than 1000	1
2	1000—2000	15
3	2000—3000	13
4	3000—4000	17
5	4000—5000	2

As many as 45 of these had populations in the range 1000—4000. Considering the fact that, even where the population is 5000 or greater, there are a few cases in which there can be serious doubt as to whether they can be called towns, one feels that the 1951 listing of towns in Vindhya Pradesh could not be justified on any ground.* What is even more difficult to follow is that Sidhi, a district headquarters, was not treated as a town. A more definitive formulation was necessary and the 1961 definition did make things much more satisfactory. One of the requirements, however, was that the density should be more than 1000 per square mile. Operationally, this was

both difficult and unnecessary. In many growing villages, the residential area has outgrown the settlement *abadi*/site (or the *abadi*/site set apart under law) and it is difficult to determine what area should be adopted for calculating density—even though, of course, finally some area has to be adopted for the tables. The determination of this area is a difficult and time-consuming business. But, to my mind, density is not a very relevant consideration in this matter and, in any case, a density of 1000 per square mile is wholly irrelevant; for, this means 200 families to the square mile or 31.25 families for every 100 acres! Or, about 16 (precisely, 15.625) persons in every 10 acres! If there were no population limit, almost every village will have densities far exceeding this, if the inhabited area alone were taken into consideration—as it normally is in the case of urban areas. Therefore, I did not bother the Collectors with the density criterion. It is in fact the limit of 5000 which matters—and the additional condition that at least three-fourths of the adult male population should be non-agricultural. The limitation of size to a minimum of 5000 gives rise to this operational difficulty that, at the time at which the Superintendent of Census Operations sets about this task, he will have available with him only the earlier census figure regarding the population of the habitation—which it is likely to be unrealistic to adopt as a basis. Therefore, we have to provide Collectors with a formula for calculating the likely population in the census year. For 1961, on the advice of the Registrar-General, I adopted an annual rate of growth of 2 per cent over the 1951 population (which was the rate indicated by inter-censal sample surveys). The application of this formula led to wrong estimates in two cases—Gogaon in West Nimar District and Datla Bandhi in Chhindwara District whose likely populations in 1961 were estimated at 5330 and 7044 whereas the actual populations were 4744 and 3860, respectively. This was one difficulty. The other was that we had only 1951 male (not adult male) figures for calculating the ratio of non-agricultural males (ignoring the difficulty which was insuperable—that the so-called non-agricultural categories were not really 'non-agricultural' fully). In one case (Ichhawar) in which we adopted the 1951 ratio and in four others in which we expected that by 1961 the ratio would have crossed the 75 per cent mark, we went wrong; the details are given on the next page.

Serial No.	Name of Town	Population		Ratio of non-Agricultural males			Remarks
		1951	1961	1951	1961	Variation (6)–(5)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
				Per cent.	Per cent.	Per cent.	
1.	Ichhawar (Sohore District)	4098	5136	77.7	60.6	17.1	Tahsil Hqr.
2.	Patan (Jabalpur District)	3646	5617	55.0	66.1	11.1	Do
3.	Pendra (Bilaspur District)	6642	6081	56.9	61.2	4.3	..
4.	Akaltara (Bilaspur District)	5146	8164	49.8	63.9	14.1	..
5.	Arang (Raipur District)	6703	8469	54.8	61.0	6.2	..

I, therefore, made initially two lists—List I containing names of 191 towns in respect of which the application of the definition presented no problem (as in the case of municipalities or industrial towns like Bhilai or Nepanagar) and List II containing names of 28 doubtful cases which I thought could be re-examined after census results regarding population, work, etc., became available. This was not a happy decision. For one thing, provisional figures were published on the basis of the 219 towns in the two lists. For another, the location code numbering in the case of towns was different from that relating to villages so that the presentation of these figures would present some (though not insuperable) difficulty. But the real reason why finally I decided not to change the lists of towns at all was that, on the basis of the definition adopted, as many as 14 places got elevated to the status of towns merely because they were municipalities even though in all cases the population was less than 5000 and, in quite few cases, considerably less, as the following table would show:—

Serial No.	Population size range	Number of municipalities in the range indicated in column (1)
(1)	(2)	(3)
1	3000—3500	3
2	3500—4000	4
3	4000—4500	3
4	4500—4999	4
	3000—4999	14

(This result is mostly due to the fact that in the Madhya Bharat region all tahsil headquarters were made municipalities irrespective of their population. It is interesting to recall that in 1951 the Madhya Bharat Census Superintendent did not treat such places as towns even if they were municipalities. The above table does not include the special case of Pachmarhi Municipality which is part of the Pachmarhi Towngroup and is contiguous with Pachmarhi Cantt).

Therefore, the inclusion of two towns, which is somewhat anomalous on the basis of popula-

tion should not, I felt, really matter very much. So far as the other five are concerned, (two of which are tahsil headquarters and two of which are Development Block headquarters) there is no anomaly so far as population is concerned; and, in the smaller municipalities, there are many which have considerably less than 75 per cent of their adult male population engaged in non-agricultural pursuits. Another peculiar feature is that, in two cases—Chachaura-Binaganj (Guna District) and Sardarpur-Rajgarh (Dhar District)—what are in fact two habitations, separated by a distance of two miles in the case of the former and of three miles in the case of the latter, have been treated as a single town. I was not aware of this before I finalised the list of towns and the Collectors concerned did not point this out. The habitation-wise population of these towns is as follows:—

Chachaura ..	3,996	Sardarpur ..	2,605
Binaganj ..	2,602	Rajgarh ..	4,805
Total 6,598		Total 7,410	

For a fuller discussion of this matter, please see the chapter on urban population in the main census report.

105. *The cities.*—The census of cities requires special attention. Even though all of them have the necessary resources in staff and money, somehow the whole apparatus—massive, cumbersome and ill-coordinated—appears unable to move fast enough. The case of the Calcutta industrial region is probably not strictly analogous because there are as many as 38 inter-penetrating local authorities and it is just as well that there is a separate census officer (Deputy Superintendent of Census Operations) for the whole area. I should very strongly urge that, right from the beginning, the Superintendent of Census Operations should be assisted by an officer of the rank of Tahsildar (*i.e.*, eight Tahsildars in all) for each of the following cities/town-groups: Gwalior, Indore, Bhopal, Jabalpur, Raipur, Durg, Ujjain and Sagar; for convenience, they should work under the Deputy Superintendent of Census Operations concerned. Further, each

*On these and related matters, please see my note on this problem which was an enclosure to my D. O. letter No. 148-SOO/MP/59, dated July 4, 1959 to the Home Secretary to the Government of Madhya Pradesh (Shri M. P. Shrivastava, IAS) to be found in File No. 26/59, Collection No. 18.

Deputy Superintendent of Census Operations should also be given the assistance, right from the beginning, of at least one Naib-Tahsildar who will deal with particularly difficult rural/urban areas. Like the Deputy Superintendents of Census Operations, they should be taken on deputation and given appropriate designations.

106. Figures for urban areas have to be presented separately for (a) the municipal ward-area; (b) the municipal non-ward area; and (c) the non-municipal urban area of each town/city ('city' meaning a town with a population of a lakh or over). The necessity for an early freeze on municipal/corporation boundaries has already been referred to in paras 19 and 21 *supra*. There is, however, a small complication in the matter of location-code numbering to which I shall refer here. The first part of the location code is the district number and, in the case of towns, the second part is the number of the town; the complication refers to the third part which consists of the ward-number in municipal ward-areas and, where houses have been numbered street-wise according to Circular No. 6, another number in brackets showing the number of the street. What should correspond to the ward number in non-municipal urban/municipal non-ward areas? We decided that it should be the supervisor's circle number followed by the block number in brackets—and, thereafter, the street number. In order to avoid confusion, it will be better to enclose in brackets the supervisor's circle number and the block number which need only be separated by a hyphen. Further, this joint number should be preceded by the abbreviation NW for non-ward municipal area and NM for non-municipal urban area. (This was pointed out to me by Shri K. L. Jain, District Census Officer,

Durg, but then it was too late to make any changes and we made a block-wise allocation of enumeration slips and thus managed to keep the areas separate). The third part of the LC number will finally look as follows: NW (13-2) (4) or NM (2-3) (2)—the actual numbers used are just illustrative.

107. But for Tikamgarh—where the serial of house-numbers covered the whole town without bothering itself with wards or streets—and Bhillai, where a special location code had to be evolved to suit the numbering system of the organisation which was recognised for census purposes—house-numbering was mostly on the basis of Circular No. 6, i.e., street-wise and, in some towns, ward-wise (please see Appendix 'J'). The instructions issued in respect of Bhillai are reproduced as Appendix 'K'; I do not think the same instructions can be applied in 1971 and, once again, the problem will have to be solved *ad hoc*. It will probably be good thing if the Registrar-General could take up this question of permanent house-numbering in new industrial townships coming up under the Five-Year Plans whether in the public or in the private sector.

108. *Census divisions: Enumeration.*—The general instructions issued were that, in urban areas, the enumerator's block should be of about 120 households (population about 600) and that, in rural areas, it should have about 150 households (population about 750). This was a great improvement on the 1951 practice; I give below the relevant 1951 figures for Mahakoshal, Madhya Bharat and Vindhya Pradesh (figures for Bhopal are not available) on the one hand and, the 1961 figures for Madhya Pradesh, on the other:—

Serial No.	Item	1951				1961	
		Mahakoshal	Madhya Bharat	Vindhya Pradesh	Total	Madhya Pradesh	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	
1. Charges		395	86	37	518	216	
2. Circles		5,078	1,781	1,765	8,624	9,405	
3. Supervisors		5,242	2,040	1,765	9,047	9,405	
4. Blocks		49,858	26,012	20,648	96,518	49,531	
5. Enumerators		32,070	13,622	20,648	66,340	49,531	
6. Number of houses		2,864,642	1,422,024	756,957	5,043,623	6,227,790	
7. (a) Number of inhabited villages		35,996	19,866	10,924	66,786	70,425	
(b) Number of towns		67	67	64	198	219	
(c) Total		36,063	19,933	10,988	66,984	72,644	
8. Population		13,640,495	7,934,154	3,374,690	23,169,339	32,372,408	

The number of charges has been considerably reduced. The general principle was that each tahsil constituted a single, combined rural-urban charge except that every town/city with a population of 30,000 and over was treated as a separate charge; Jaora in Ratlam District was also treated as a separate charge, its 1951 population being only slightly less than 30,000. The whole idea was to reduce as much as possible the responsibility of the head office for direct communication even though spare copies were liberally sent and, locally, smaller urban units functioned more or less independently. The Collector was authorised to create additional charge officers wherever necessary. I think, generally speaking, this system has functioned well. It will not, I think, be advisable to treat every one of the 219 towns as a separate urban charge; many of them are very small with hardly any staff and require the assistance, supervision and control of the Tahsildar. The danger in creating a large number of independent urban charges is that, even in cases where control is necessary, it may be resented on the ground that the particular charge officer is independent and responsible only to the Collector and the Superintendent of Census Operations. The charge is purely an administrative category and does not necessarily have to be separate for rural and urban areas. It is by no means essential that the actual administrative head (like, e.g., a Managing Director) should be appointed charge officer: the actual person who will be

effectively responsible for the census in that area should be appointed on the advice of the 'top man'. As the charge officer is invariably an officer of government in charge of a tahsil or the Executive Officer of a municipality/corporation or the Managing Director in an industrial township and so on, the size of a charge is, therefore, 'given' and cannot be varied by the Census Organisation.

109. *Circles and blocks.*—Circles and blocks are, both, small administrative charges specially created for census purposes. The charge is a unit of final responsibility, the circle is a unit of supervision and control while the block is a unit of enumeration or investigation. The number of supervisors/enumerators should, therefore, be the same as the number of circles/blocks. But in 1951 the practice seems to have been to treat each village as a block, and make an enumerator responsible for more than one block. I do not see much point in calling a village also a block; calling it a village should be quite adequate. The 1961 practice, I think, was definitely better. Even though attempts were made by constant supervision and checking to make the size of the block as uniform as possible, the Census Organisation should not be too rigid in this matter. The right policy is to begin by being very rigid and relax gradually. The payment of honoraria to supervisors/enumerators also makes some uniformity necessary. The following table classifies blocks by size:—

URBAN				RURAL			
Serial No.	Population size range	No. of Blocks	Per cent	Serial No.	Population size range	No. of Blocks	per cent
(1)	(2)	(3)	(4)	(1)	(2)	(3)	(4)
1	300 or less	314	3.9	1	349 or less	1,573	3.9
2	301—549	3,323	41.7	2	350—699	21,037	52.0
3	550—650	2,272	28.5	3	700—800	8,857	21.9
4	651—800	1,649	20.7	4	801—950	7,703	19.0
5	801 and over	415	5.2	5	951 and over	1,315	3.2
		7,973	100.0			40,485	100.0

The total number of blocks in this table (48,458) is less than that shown in the earlier table in para 108 because the former was taken from the Charge Registers available in this office (which were probably modified about the time of enumeration owing to special needs connected with special trains, fairs, etc.). In the widely varying conditions of Madhya Pradesh, I think the pattern of size-variation shown in the table is a fair approximation to the ideal of uniformity. The average population per enumerator's block was 580.4 in urban areas and 685.3 in rural areas—on the whole

it was 668.1 (the figure of 48,458 has been used in this calculation). The 1951 figure was about 379.4 per enumerator, the whole population being considered. I would make one suggestion even though it may increase the cost of honoraria to some extent. If the present work-load on the enumerator continues, there should be no block with a population of more than 800 in rural areas—which means over 7 households per day for an enumeration period of 19 days (excluding check-rounds); in urban areas, a maximum size of 700 should be strictly adhered to. The size for a supervisor's circle can

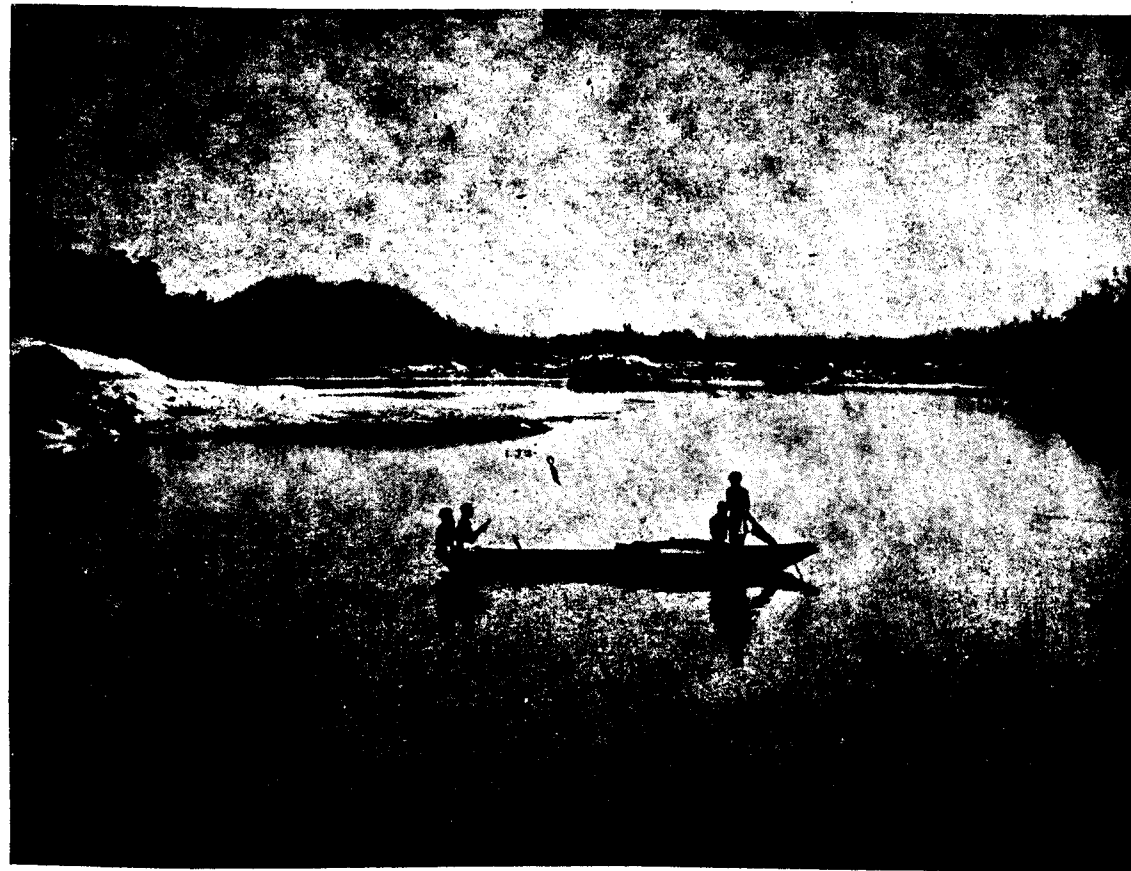
vary within wider limits. Reserves at the rate of 5 per cent (but also see para 133 *infra*) should be appointed and trained at the level of supervisor and enumerator.

110. *Finalisation of blocks and circles.*—The practice followed in Madhya Pradesh with regard to the finalisation of blocks and circles was as follows: alongwith the GVR, the Collectors were requested also to prepare Charge Registers in accordance with the instructions in Circular No. 1. However, as at that time, it was only the 1951 population figures that were available, they were requested to estimate 1961 population by adding 25 per cent in rural areas and 40 per cent in urban areas; in the case of entirely new habitations, *ad hoc* estimates were to be made. My view is that, however, hard we may try, it is extremely difficult to constitute proper blocks on the basis of the figures of the previous census. Shri K. D. Ballal, Deputy Superintendent of Census Operations, however, thinks that the preparation of these Provisional Charge Registers was redundant because, even in respect of personnel, it could hardly be expected to continue to be valid for as long as ten or twelve months. This is true but I still think that the making of this register does help at least in posing personnel and demarcation problems—particularly in urban areas on the one hand and backward, hilly areas on the other. The time available after house-listing for this purpose is very little and the job may get unduly rushed. It is for this among other reasons that I do not think it is correct to get house-listing and enumeration done by the same personnel—i.e., enumerators. These initial Charge Registers were later called 'Provisional'; they should not be so called in the beginning owing to the obvious reason that enough attention may not be devoted to the task. If carefully dealt with at first, very little change becomes necessary later on in the rural areas. The Final Charge Registers were written up after house-listing in November, 1960. At the time of drawing up the Provisional Charge Registers, the district authorities were also requested to collect information about personnel likely to be available for census duties. The Circular on the Final Charge Registers (No. 10) contains the detailed instructions in this regard. Even thereafter in fact, right up to the end of enumeration—special blocks may have to be created here and there for special trains, fairs, etc.

111. *Enumerators and supervisors.*—Most enumerators were teachers and patwaris. This will continue to be so because there can be no question of employing specially recruited

people for this purpose. The emphasis should always be on employing people who are in some kind of regular employment even though theoretically the Census Act empowers us to employ anyone. People in regular employ develop habits of discipline and obedience which are obviously big assets and should be utilised for the census. One problem that arises in connexion with teachers is that for all of them it is 'examination-time' in the sense that some of them are preparing to take higher examinations and others are busy preparing their students for examinations. It is true that we pretend that census work is only part-time; in many cases, it is not and we generally overlook or get others to overlook total absence from normal duty. Fortunately, we did not have much difficulty this time but this is a matter which needs attention. If the reference date continue to be the 1st of March, I think it will be a good thing if the Registrar-General or the Ministry of Education addresses Vice-Chancellors with the request that university examinations may not start earlier than April 15. Another problem relates to the 'practical' examinations in Science subjects in High Schools which start right from early February onwards and go on up to the date on which the Final School (Matriculation or Higher Secondary) examination starts. In both these matters, Shri S. P. Verma, Director of Public Instruction, Madhya Pradesh, and Shri Mumtazuddin, Secretary, Board of Secondary Education, Madhya Pradesh, were extremely helpful. Wherever Science teachers had to be appointed as enumerators/supervisors, Shri Mumtazuddin was so kind as to postpone the 'practical' examinations to later dates. I took up this matter rather late because I became aware of it late but it will be advisable to take up this matter early enough, i.e., say, sometime in July, 1960. Shri Ballal, Deputy Superintendent of Census Operations, thinks that even the postponement of examinations does not solve this problem; his view is that the reference date should instead be 1 January 1961. Appendix 'L' gives a detailed classification of enumerators/supervisors. In the case of women's hospitals, hostels, etc., women preferably from the institutions themselves should be appointed as enumerators/supervisors. The circular should specify this requirement—this was not done for the 1961 Census in Madhya Pradesh though women were in fact appointed.

112. *Census divisions: houselisting.*—There are at least two more reasons, in addition to the one mentioned in paragraph 110 why personnel for house-listing should be different from those



The Indravati which one has to cross on the way to Abhujmar.

for enumeration (I do not mean that, in every case, they should be different persons jurisdictionally—though, the number required being very much larger in enumeration, many new people will in any case have to be employed for enumeration). First, it is difficult administratively to ensure that there are no transfers for as long a period as seven or eight months. Many teachers are under local authorities and it is not easy always to deal with them. Secondly, figures produced by two different kinds of set-up, if found to agree, can be considered to be reliable. In Madhya Pradesh, for example, the household population at the time of house-listing (September-October, 1960) was 31,902,916 and, on March 1, 1961, it was 32,247,314. The increase was 1.08 per cent which is indeed remarkably accurate in view of the 1951-61 growth rate of about 1.09 per cent per half year. If the same man does the house-listing and the later enumeration, it is difficult to ensure that he does not repeat the same errors. In the rural areas, patwaris were appointed 'investigators' for house-listing. We used different terms also for house-listing—'investigators' and 'House-listing Superintendent'. Each Patwari was responsible for his circle; he was also to do the numbering and also make a notional sketch of each village—in many cases these sketches were much more accurate than the word, 'notional', would suggest. In urban areas, we could not specify any such clear-cut jurisdiction; all we said was that that, in ward-areas, the ward should be taken as a unit, and that the work-load should be in the range of 600-750 houses. The numbers employed for house-listing are shown in detail in Appendix 'M'.

113. *Time chosen for house-listing.*—September-October 1960 was the time chosen for house-listing in Madhya Pradesh—both of them, months of heavy rainfall. Considering this fact, I should say that it was a magnificent achievement particularly in Abujmarh which is separated by the bridgeless Indravati. (A visit to Abujmarh is a great experience but not an easy matter—because miles and miles have to be covered on foot; the visit made me immobile for two days!) Rains start in June though in recent years a tendency has been observed for them to start late and go on till even November. If, therefore, rains are to be avoided, house-listing has to be taken up in April-May 1960, i.e., almost a year ahead of enumeration; this will naturally require the advancement of dates for "building numbering" in urban areas. Even

if this can be done I doubt whether house-numbers will be maintained undisfigured or unobliterated for such a long period. Again, in urban areas, it will be difficult to employ teachers who will be busy with examinations. May be I am prejudiced in favour of September-October but all these matters should be carefully considered. Where rains are expected to interfere, the operation may be started, say, two or three weeks earlier and, where they unexpectedly interfere, the operation may end up two or three weeks late—though, in such areas, a very strict watch will have to be kept on the timely implementation of the subsequent programme. House numbers will require at least one thorough check about a month after Diwali. A longer period will have to be provided for if the household schedule also is to be filled up at the time of house-listing.

114. *Training.*—Training was far more intensive in the 1961 Census than in previous censuses—though whether it was adequate is a matter of opinion. I do not think, however, that more training is possible within the time permitted so that further improvement in the quality of work will have to come about through (a) officials of higher calibre; (b) reduced work-loads; and (c) simpler instructions. Training in the census is mostly a two-tier operation. An average tahsil has any thing like 200-300 enumerators and 50-60 supervisors so that training cannot be centralised at the district level for all its tahsils. So, the Superintendent of Census Operations and his Deputies introduce the Census Programme and census instructions to the trainers—i.e., the District Census Officers, the Sub-Divisional Officers, Tahsildars, Naib-Tahsildars and Collectors also, sometimes. These officers then deal with the enumerators, supervisors and other categories of census officers. The first round of training for 'trainers' was in June-July, 1960. It was principally connected with house-listing but also dealt with enumeration though not in great detail. This was in 12 centres (please see Circular No. 8, dated the 10th June, 1960), in all of which I was present myself alongwith the Chief Technical Assistant (Shri Dayaram Gupta) and the Deputy Superintendent of Census Operations concerned. The second round of training was begun on 21 November, 1960 and completed on the 30th November 1960; this was organised in each district. These were divided among the Chief Technical Assistant, the Deputy Superintendents of Census Operations and myself. Detailed instructions were issued regarding the training of field-staff. While in the first round, we took two days in each centre, we took only

one day in the second—in both cases, a little fieldwork was included. I would suggest that, in the second round also, it should be two days, explanation of instructions on the first morning, practical work on the first afternoon, examination of errors in fieldwork on the second morning and a final lecture-cum-question session in the second afternoon. Our programme in the second round was probably a little too quick. In training classes, participation of the trained is important—this can be achieved by (a) questions; and (b) the reading of important portions of the instructions. The Chief Technical Assistant, the Deputy Superintendents of Census Operations and myself all discussed this matter and selected passages from the instructions for reading. All of us also attended many training classes of the fieldstaff and some of the ones I saw were indeed extremely good. But one can never be certain that, in the remotest corners of this far-flung State, training was always what one likes it to be. It is physically impossible to be everywhere. One other suggestion can be considered at the next census though, if each group of enumerators/supervisors is to be put through six classes, the staff required may be considerable. This is to employ some two dozen Assistant Superintendents of Census Operations or Investigators centrally, train them and let them handle the training classes of enumerators, etc. A greater uniformity in the understanding of concepts is likely to be achieved this way. If six classes are imperative—as I think they are—the first two may be handled by these Assistant Superintendents of Census Operations or investigators and the rest by the normal revenue local authority staff. An advantage is that all these people will be available later on for the tabulation offices. This was what was done in 1951 in Madhya Bharat. The problem will of course be to get this large number of good men for these jobs—mostly retired men will have to be employed. For other details regarding training, the relevant circulars may please be referred to.

115. *Touring*.—The census is largely a matter of issuing circulars and ensuring their implementation. Touring, therefore, is indispensable. On the other hand, there is no point in overdoing it. It is more important to visit repeatedly the 'weak' spots rather than, in pursuit of a theoretical objective of covering as wide an area as possible, keep roaming about all over the place. In connexion with the census, I did not visit Morena, Bhind, Datia, Tikamgarh, Sidhi, Jhabua, East Nimar, Rajgarh, Narsimhapur and Mandla though, earlier in another capacity, I had seen six of these

districts. They were visited by the Deputy Superintendent of Census Operations concerned and I kept myself informed of what was happening. Appendix 'N' shows the details connected with the touring of the Deputy Superintendents of Census Operations as well as with mine. The difficulty created by long absences from headquarters has already been referred to in para 36 *supra*.

116. *District Census Officers*.—That is why in a State like this it is extremely important to have good District Census Officers. But it is unfortunate that this need is not sometimes appreciated in high quarters. In two of the biggest districts of the State, I probably had the worst District Census Officers though, by a stroke of luck, in one, a good man became available about the time of the second round of training who was made an additional District Census Officer and, in the other, after some time the job was given to a really competent person. Understaffing and staff of poor quality are almost universal these days and it is difficult for the Superintendent of Census Operations always to get the best assistant of the Collector for the census—but that is no reason why he should be specially favoured with the worst. I remember one case in which the District Census Officer, in addition to being inefficient, was also a little lame. In many districts, there was a genuine shortage of staff but these were all due to the fact that we are still passing through the stage of integration. In spite of all these difficulties, the Chief Secretary (Shri H. S. Kamath) was very kind and agreed to the addition of as many as 31 Deputy Collectors to the district staff in connexion with the census and elections. In some districts, I had really first class men as District Census Officers—where the census was no worry to me. Unless the Commissioner and the Collector are willing to spare good men, proper manning of this job in the districts will be impossible and it is not fair to expect the State Government to interfere in what is essentially a matter for the discretion of the local officers. Persuasion is the only way and success is as much a matter of chance as it is of persuasive ability—the latter quality is ineffective against the immutable finality of some people's opinions. In order to improve checking and supervision, we introduced the category of 'checking officers' both during house-listing and enumeration.

117. I have referred earlier (para 43 *supra*) to the advisability of depending on road transport for all large despatches in preference to rail transport. I give below the dates on which important forms were despatched from Bhopal:

Serial No.	Particulars	Date of despatch
(1)	(2)	(3)
1.	House-list forms	5-7-1960
2.	Circular No. 9 regarding House numbering	
3.	Hindi instructions for filling the House-lists	
4.	General instructions to investigators	
5.	Appointment letters :—	3-10-1960
	(1) Charge Officers	
	(2) Supervisors	
	(3) Enumerators	
6.	Enumerators Instructions	22-12-1960
7.	Abbreviation Cards	
8.	Charge Summary	
9.	Circle Summary	
10.	Block Summary	14-1-1961
11.	Household Schedule pads of 10 each	
12.	Enumeration pads of 50 each	
13.	Charge/Circle Register forms	
14.	Abstract of Charge Register forms	14-1-1961
15.	Enumeration pads	
16.	Household Schedule pads	
17.	Supplementary instructions to Enumerators	
18.	Supplementary instructions to Supervisors	
19.	Technically qualified personnel Census Cards	

It will be observed that the attempt always was *not* to send forms, etc., long before they are required. This is very important. If sent too early, there will be many district/tahsil offices where you will not be able to lay your hands on them when they are needed.

118. *Figures, symbols and words*.—In assessing the quality of any Census Operation, it is worthwhile remembering what Mr. Yeatts said in his 1941 Administration Report*: "In any case the rows of digits which appear against countries' populations in published statistics have really no meaning after the first one or two significant figures". In a massive operation of this kind, all we produce is a series of approximations. Whether in house-listing or enumeration, census entries can be of three kinds—a figure, an abbreviation (or a symbol) or a descriptive entry. The first two relate, naturally, to answers that are simple and straightforward. In the house-list, the statistically significant columns are eleven (i.e., column 4, 6-10 and 13-17). Of these eleven, five were to be descriptive (4, 6, 8-10), five were to be in figures (7, 13, 15-17) and one was an abbreviation (14). The entry in column 17 is only a total and thus *not* an independent one. In the case of the household schedule, out of the 24 entries to be made

(the entry relating to 'Head' in Part C has been counted only as one because only one of the three spaces provided will be filled in any schedule), six [the institutional entry in the rectangle, the SC/ST entry in the parallelogram, the three entries relating to 'Local name of right in land' in A-1(i), A-(ii) and A-2 and the entry (or entries) relating to household industry in B] are descriptive and the rest (eighteen) consist of figures [the four entries relating to area, the entry (or entries) relating to 'number of months during which conducted' and the thirteen entries relating to 'C']. In the individual slip, out of the 23 (statistically significant) answers to be recorded (the location code and name have not been included), nine are descriptive [1(b), 5(c), 7(a), 7(b), 10(a), 10(b), 11(a), 11(b) and (c)], two [2 and 4(c)] consist of figures and all the rest but one, i.e., eleven [3, 4(a), 4(b), 5(a), 5(b), 8, 9, 10(c), 11(c), 12 and 13] are symbols or abbreviations. One entry that relating to Literacy and Education—may either be a symbol or be descriptive; it is, however, most of the time a symbol. Besides all these, there are two further entries to be made in the individual slip (the total thus becoming 25 in all) relating to principal and secondary occupations which are symbols (O and V). The Census Population Record, being a derived

*Yeatts, op.cit., p. 12.

record, is not being considered here. To sum up, in the three basic census documents, we have sixty statistically significant entries of which twenty-five are in figures, twenty are descriptive and the rest (fifteen) are either symbols or abbreviations.

119. *The problem of assessing quality.*—While attempting an assessment of the quality of Census Operations the kind of entry one finds easiest to judge is the descriptive entry and this also happens to be the one our enumeration staff is least qualified to make. I should suggest that, while finalising schedules, we pay careful attention to the number of descriptive entries that we would be wanting the enumerators to make. The attempt should be on the one hand to reduce them as much as possible and, on the other, to make as many of them as possible part of the schedules to be filled in during the operation for which we give comparatively more time. The design of the household schedule, if shifted to house-listing, will require careful consideration from this point of view also.

120. *Common defects.*—The most common defect of the descriptive entry is inadequacy rather than inaccuracy. The most difficult among the twenty-five entries were those relating to production, occupation and industry. The greater the precision with which we tabulate, the more detailed will the entry have to be. Enumerators of urban areas at least have to be carefully trained in this matter. It will be necessary to indicate what the minimum detail required is; e.g., the raw material used, the kind of output produced, etc., must invariably be mentioned. In the matter of entries which are either figures or symbols, in most cases they were properly filled in though their accuracy is difficult to judge. But, in the case of all types of entry, one frequently comes across cases in which no entry at all has been made or a patently wrong entry has been made; the most common example of the latter is the one relating to sex when it is inconsistent with the name of the person and relationship to head. These are instances of lack of supervision and, in the next census, a month or so spent in checking and coding the slips at district headquarters may reduce the time required for sorting in the tabulation offices considerably. This is a suggestion which, I hope, will be carefully considered. In order to make this possible, the required number of checkers and coders, along with some supervisory staff, should be recruited in November or December 1950 or even earlier. They should first deal

with the coding of house-list items and then with the coding of entries in sample census slips. However busy the Superintendent of Census Operations may be with arrangements for enumeration, I recommend strongly that this step be taken; its immense usefulness will become apparent only later.

121. *Communal riots in Jabalpur.*—As enumeration was about to start, communal riots broke out in Jabalpur. The result was that, during the first seven days of the enumeration period of nineteen days, no work at all was done. It is a great tribute to the district administration that enumeration was got completed within the twelve days available and I recall with a profound sense of gratitude the unhesitating assistance given in this regard by the Inspector-General of Police, Shri K. F. Rustamji, to the Census Organisation. He agreed, if it came to that, to provide an armed constable to each enumerator in the disturbed areas; this electrified the atmosphere and, after the first two or three days, no armed constables were required to accompany enumerators—the whole area was of course being intensively patrolled. Out of the 659 enumerators for Jabalpur Corporation area, one fled the city because of the riots. Shri G. N. Tiwari, the Deputy Superintendent of Census Operations, and the District Census Officer, Shri S. R. Phanse, showed remarkable resourcefulness during this period and Shri J. K. Chowdhary, Chief Executive Officer of the Corporation, and Shri M. K. Pathak, the officer incharge of the census in the corporation, took enormous pains to get the job done. It is a matter of particular pride that, in spite of all these difficulties, the census was accurate; there was no communal bias in the count justifying an unfavourable view about its correctness.

122. *Provisional totals.*—The communication of provisional totals in every census is a kind of test of the efficiency of the Census Organisation. The totals must be despatched by a certain date even though I should not personally attach much importance to who is first, who is second, and so on. Conditions vary such a great deal from district to district that it will be unfair to judge districts merely on this basis—for example, Surguja and Bastar on the one hand and Panna and Datia on the other are certainly not the same cup of tea though the trouble taken by the District Census Officers in the bigger and more difficult districts was indeed extraordinary. According to the prescribed programme, the enumerator was to reach the supervisor with his papers on

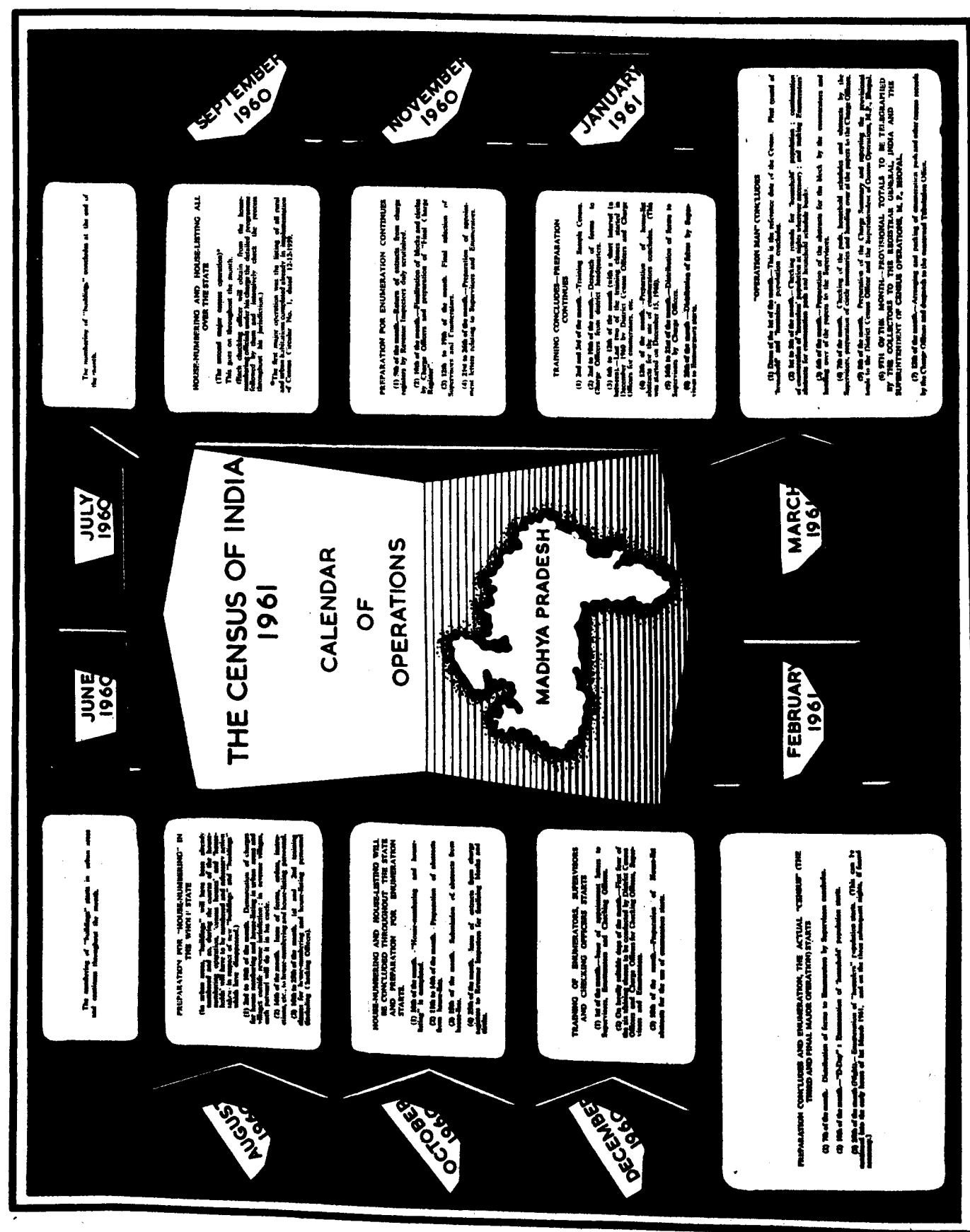
the 6th March, 1961 and the supervisor was to reach the charge officer similarly on the 7th March, 1961. It is necessary that the enumerator and the supervisor should go *themselves* and not send papers by messenger or post because they will be useful for checking summaries, totals, etc. The charge officer was to send a telegram on the 8th March, 1961, to State and District headquarters and also send summaries, totals, etc., to district and State headquarters by express delivery post. The district totals were to be telegraphed to State and India headquarters on 9th March, 1961. The first charge officer to report totals on telephone was the Tahsildar, Kawardha, and the first district ~~so~~ to report was Panna, followed by Durg as a close second. An appendix (Appendix 'O') gives details of despatch and receipt of telegrams relating to provisional totals. I think we should give two days at least to the enumerator and two days to the supervisor—one day at these levels is, in my view, not adequate. Because of this, in some districts, enumerators were asked to communicate totals, etc., to their supervisors earlier than the prescribed date. The Development Commissioner, Madhya Pradesh, Shri P. S. Bapna, IAS, was extremely kind and permitted block vehicles to be used for the transmission of provisional totals. In fact, one of the Superintendents of Census Operations' jobs should be to ensure that, at all stages, the District Census Officer at least has some vehicle at his disposal. The final population figure for Madhya Pradesh is 32,372,408 whereas the provisional figure was 32,394,375; the difference is—0.07 per cent.

123. *The Census Calendar.*—The Census Calendar is a very difficult thing to work out carefully. To begin with, it commits the Census Organisation itself to certain dates and it becomes incumbent on us to stick to those dates. I do not think it will be wise to finalise the calendar much too early in the operations because the whole picture may not be very clear. The result is bound to be a number of changes in the prescribed dates—which is not at all desirable. We issued the Census Calendar* on the 26th May 1960, the first month of this calendar being June 1960. It could probably have issued a few days earlier but certainly not much earlier. The Madhya Pradesh Calendar for the 1961 Census also looks like a calendar presenting, as it does, a month-wise break-up of operations. In not a single case did we have to change the dates; they proved suitable for most of the State. There were recalcitrant units here and there and that is why I have suggested a readjustment of the time-schedule in earlier paragraphs. On the whole,

*See opposite page.

the presentation of the programme in a neat, well-designed sheet looking like a calendar instead of in the usual cyclostyled circular, did help; the whole operation thereby gained a reputation for being carefully planned.

124. *The post-enumeration check.*—The instructions for the Post-Enumeration Check are to be found in Circular No. 16 and the ones supplementary to it. I have only this comment to make that these were at some points unnecessarily complicated and defeat the very purpose of the check in the sense that these complicated instructions have probably made the check itself inaccurate. The PEC should strictly limit itself to being a check of numbers—instead of which the 1961 PEC was designed as an elaborate sample survey of census errors. The intention apparently was to find out why and where we went wrong instead of merely finding out the extent to which we went wrong. The instructions were more lengthy than those issued for enumeration! I give below examples of unnecessary refinement; (a) the prescription of two code-numbers PEC Block No. and Location Code of Block; (b) the preparation of the Census House-list (for purposes of comparison, the book of household schedules could be directly utilised); one of the details was the number of sheets used for the Census House-list; (c) the whole of Form VI (I am sure Form V itself could have been so designed as to make the checking of numbers easy—all that was necessary was to prepare another copy of Form V incorporating the introduced errors)—and in any case Section III of Form VI which was rarely filled in; (d) the instructions relating to comparison and coding—which should be much simpler. Finally, the instructions were received in final form very late indeed—printing was a touch-and-go business. I do not know why the Superintendent of Census Operations need be subjected to this kind of anxiety and worry—particularly when the whole thing was very complicated. I committed the mistake of splitting up the procedure into a number of parts and drafting a separate circular for each part; this took a lot of time though the PEC would just not have been carried out if the instructions were sent out to the districts in the form in which they came. In one instance, we were told that something was implied in instructions already sent—which it certainly was not; and it was made explicit because we had not discovered the subtle implication. A note I submitted to the Registrar-General on the PEC and the Registrar-General's final note regarding this matter are to be found as Appendices 'P' and 'Q'.



125. *Publicity.*—In the 1961 Census, all means of modern publicity were utilised. The real publicity problem is the rural area which can be reached only in two ways; (a) the primary school; and (b) the language newspaper. The school teacher is in many ways a pillar of the Census Organisation. I tried hard this time to get lessons on the census introduced in school text-books but did not finally succeed. The syllabuses had been changed and I had sent draft lessons also but, somehow, translation and printing could not be arranged. It may be possible in the next census to pursue this matter. It is hard to exaggerate the powerful impact that this will have on the people as a whole; even the illiterate will be reached in some part through their school-going children. I do not know what the views of the Registrar-General are in this matter but I feel that a circular issued early though—say, some time in 1959—to all Directors of Public Instruction should certainly help a great deal. We started quite early in the field of radio talks but I doubt whether this is really widespread in its impact. More often, like Burke's speeches, they are read, if at all, later in the newspapers than heard when delivered. The most notable of these broadcasts was that given by the Chief Minister of Madhya Pradesh, Dr. Kailash Nath Katju on 9 February, 1961. Its directness and its sincerity must have put up the census a good deal in the esteem of the common man. If we had succeeded in putting across through the Vividha Bharati a few census snippets, the impact would indeed have been very great—as great as that of commercial broadcasting through Radio Ceylon. The first item on the radio regarding the census was an interview on the 17th April, 1960. The interviewer was the Madhya Pradesh correspondent of the Statesman, Shri Tarun Bhaduri. Next, on the 26th June 1960, there was a Hindi talk by me on the "forthcoming" census, which began a series on that subject. In 1960, there were four more census items on the radio—three by Shri K. D. Ballal, Deputy Superintendent of Census Operations, Indore, and one by Shri D. R. Gupta. In connexion with enumeration, we had four talks, apart from a few other items. The details regarding all these broadcasts are given in Appendix 'R'. I am grateful to Shri N. L. Chowla, Station-Director, AIR, Indore, for the willing co-operation extended to the Census Organisation in this regard. It is a matter of deep regret to me that, because he was unwell, the Chief Secretary, Shri H. S. Kamath, could not give a talk on the census just before it commenced.

126. So far as newspapers are concerned, I think an occasional press conference secures much greater publicity than a press-note or an article. Matter regarding press conference appears in the regular news columns over which the eye glances—and stays for a little while if the headlines hit it hard. On the eve of house-listing, I sent a request to editors of journals and newspapers that they might take editorial notice of "this", the First Census Operation. Many of them did. Of the two English dailies in Bhopal, however, it was only the Madhya Pradesh Chronicle that wrote an editorial on this matter and I am particularly thankful to the Editor for this kindness. Besides, radio talks and articles on the census were also sent to, and widely published by, the press. I have a feeling that, by the time enumeration was about to commence, an "atmosphere" favourable for the count had been created though, owing to inadequate staff, I could not carry out my intention of bringing out a number of supplements in English and Hindi newspapers. But, 'Nai Dunia', a Hindi daily of Indore, was a notable and heart-warming exception—they brought out a beautiful supplement and I am very grateful indeed to its talented and public-spirited editor, Shri Rahul Barapute. Some Collectors—Shri E. B. Reinboth in Morena, Dr. Bool Chand in Raisen, Shri D. B. Sinha in Chhindwara—also issued special appeals in connexion with the census which, from the 'top man' in the district, had a powerful effect on the people. Posters and booklets—extremely well designed—were received from Delhi and distributed all over. In the cities, there were festoons of posters at a high level across the streets which easily caught attention. We had cinema slides—again very attractive—shown all over the State. (Incidentally, I took care to issue a circular requesting district authorities to ensure that the slides were withdrawn on the 5th March, 1961, so that people may not laugh at being reminded of their duties towards an operation that has been completed). Collectors were requested to arrange short talks in schools and colleges and the response was indeed very good. The Governor of Madhya Pradesh, in his 1961 Republic Day broadcast, made a suitable reference to the census; he was also good enough to pose for a photograph being questioned in connexion with the census—which was published in the Press. Finally, I must mention the extremely good film that was released by the Ministry of Information and Broadcasting and exhibited in cinemas.

127. *Census of technical and scientific personnel.*—During the period of enumeration, an



Shri Asok Mitra, I.C.S., Registrar-General, addressing a Press Conference in Bhopal on 10th December 1960

attempt was made to collect information about technical and scientific personnel. The enumerator was to find out whether, in each household visited by him, there was any person with scientific or technical qualifications. To every such person, he was to hand over a card which was to be filled up by the respondent and either posted direct to the Registrar-General or handed over to the enumerator during his check-rounds. At the present moment, I have no idea about the extent or satisfactoriness of the response. In Madhya Pradesh the cards were distributed in all urban areas and in every village with a (house-list) population of more than 2000. In all 248,500 cards were distributed and, according to returns received from districts, 5233 cards were sent to the Registrar-General.

128. *Associated studies: Village surveys.*—The 1961 Census will be long remembered, I am sure, for the number of associated studies and tasks undertaken. The first of these is the Socio-Economic Surveys—for which we selected 49 villages mainly on the basis of the returns relating to caste/tribe in the 1931 Census. I do not know why the Registrar-General circulated a very innocent-looking and short questionnaire in this regard because any village survey worth the name has to be very exhaustive indeed. I, therefore, drafted a rather elaborate household schedule (undoubtedly rather lengthy) which was somewhat unfavourably commented upon by the Registrar-General in the Darjeeling Conference. But subsequent refinements have extended the scope beyond all initial expectation and the survey is now also in part an opinion survey whereas the schedule we had made here was mostly factual. If consolidated and printed, the schedule should in its final form run to some 100 pages. I plead fully guilty to the charge of having been unable to do much in this matter till about June 1961; somehow, the meticulous attention to detail necessary for a survey of this kind was incompatible with the speed and tension with which we had to handle the main census in 1960 and the first half of 1961. But, when we did get down to this task in July 1961, I believe we in Madhya Pradesh have produced surveys not entirely unworthy of a Census Organisation. I do not know how many of the 49 villages we will be able to finish though the number should not be less than 25 but the many defects there are bound to be in these surveys will be due not to lack of effort but lack of ability. While sending out the circular to Collectors regarding the selection of villages, we listed the districts and in another column we repeated a set of three distances—the distance

against each district being the one that the selected village should be at from the nearest urban centre. The intention was to secure in the villages not merely a wide variety of caste/tribe but also some variation in the levels of 'acculturation'. It appears that we succeeded in this aim. I suggest that at least half a dozen investigators be appointed right in 1969 to work on these surveys, if these are to be taken up in the coming censuses also. Also, right from then, there should be one officer dealing with this matter—either a specialist in Anthropology or some Social Science or a Deputy Collector with a good academic record. After an initial study of such work as we in the 1961 Census will have turned out, they can start; the objective should be a dozen reports a year. It was my good fortune that I had Shri K. C. Dubey, Deputy Superintendent of Census Operations, to deal with matters relating to these surveys. His are some of the best reports that I have come across. He suggests that these investigators should be properly trained first in view of the fact that even M.Sc.'s in Anthropology did not prove much good to us.

129. *Handicraft surveys.*—The next in importance are the Handicraft Surveys. Once again we were not clear in what we wanted to achieve. The study of selected handicrafts is a different thing from a survey of the handicrafts of the State—which latter I thought it was. Once again, my views were adversely commented upon because I was trying to collect through Block Development Officers some information regarding significant handicrafts. I was told this was all wrong though I do not see really how one can get some idea of the handicrafts of the State without some field survey by local officials—and the census has no local officials of its own. Further, initially, I got the impression that we should take up the study of only those handicrafts which had something special about them—whether in raw material, design or technique. However, a circular letter received a few months ago suggests that we should not be so predisposed—even humdrum pursuits like carpentry or blacksmithy deserve study. And, finally what was shown to us as a model was first-rate so far as the description of the technique and its economic aspects were concerned but did not deal with the handicraft in its demographic setting. In a recent conference we have now been asked to achieve the limited objective of making surveys of a few selected handicrafts.

130. *Maps.*—A profusion of maps is likely to be one of the major achievements of the

1961 Census. In association with the Directorate of Economics and Statistics, Madhya Pradesh, (who brought out, as early as August 1958—within less than two years of the formation of the new State of Madhya Pradesh—an Atlas of the State and are probably the only State in India to have done so), we are bringing out a Demographic Atlas of the State on a very elaborate scale. This consists of as many as 52 maps. Secondly, we are going to produce maps of all cities—I do not know to what extent they will be considered satisfactory but we are working very hard on them. These are very detailed showing much greater detail than even the guide maps of the Survey of India. Thirdly, we have got drawn maps of many towns which vary widely in quality. I am thinking of getting them all redrawn properly and have not yet decided on the manner of publication. Fourthly, we have sketches of practically all the inhabited villages of Madhya Pradesh—i.e., 70,414 of them. Many of these have been done beautifully and deserve publication; if there is an inter-censal organisation, this is a matter which could be attended to. They are all of course being preserved carefully, tahsil-wise. Finally, I have been asked to make sketches of enumeration blocks in rural and urban areas. What I propose to do in rural areas is to take *Majmuli* maps and mark the blocks on them but I am still at a loss as to what to do in urban areas because the town-numbering scheme is not likely to be permanently maintained and, in the absence of comparability or identifiability of street-names/house-numbers, these maps of blocks are not likely to be of much use. The National Sample Survey hit upon a good approach in this matter; they constituted blocks in such a way that the boundaries of blocks could be identified in terms of natural land-marks so that, whatever the vagaries of the house-numbering system, the blocks themselves could be identified. I do not think this approach will succeed in all cases but we are still likely to have a fair number which are identifiable over long periods of time. This has been done in 14 towns and sketches of the enumeration blocks of these towns are available. Incidentally, I should mention that we will also be making district maps; we have not so far had good district maps in Madhya Pradesh. This business of maps has been a very difficult one all through. Even now I have no men in the Census Organisation who can at least understand the technique of map-making, let alone make maps. We have been depending on all kinds of agencies and finally the only good thing about all this is going to be that all our maps

will have been produced at very low cost. If in the succeeding censuses we are going to make maps on this scale, I suggest that we have a competent technical officer of Class I status dealing with them. Again, it was my bad luck that I made a suggestion early in this regard which was turned down.

131. *Fertility survey*.—The last of the associated surveys is the fertility survey. It will be recalled that, in the First Census Conference, a suggestion that we include a question on fertility was not accepted. Instead, we have been asked to carry out a fertility survey on a sample basis in all the PEC Blocks. The schedules, etc., have just been finalised and the staff in our tabulation offices is going to carry this out. For reasons which I have been unable to appreciate, a question on mortality has not been included in this survey. Also, a schedule on work has been included the purpose of which, according to my understanding, is to judge the extent to which census figures relating to the economically active population are accurate and dependable. I am quite clear in my mind that we are not going to succeed in this objective. It will be useful if the correspondence regarding this matter is gone through; it is to be found in File No. 86/61 in Collection No. 21.

132. *The total load*.—I do not know whether it is fair to put all this impossible load on a buoyant, ethereal phoenix fated to self-immolation. Like our predecessor, we started this time also in the innocent belief that all we had to do was a census—doing this well is by itself a difficult enough task. We hoped that, as we had more time, we would do a good and thorough census. I do not deny that most of what we undertook was very useful and important. I think that in two matters we strayed a little too far from the demographic field; first, the handicraft studies: neither were we competent to undertake these studies nor can it be reasonably held that these are directly or intimately connected with the census. Secondly, in the matter of maps, I think we should have set before ourselves a more limited objective strictly related to the demographic aspects. We could also have had more guidance in the matter of staff-needs; instead, we hopped merrily from one make-shift arrangement to another. We should have had right from the beginning at least four sections in each Superintendent of Census Operations Office: (a) The Census proper; (b) Rural Surveys and Handicraft studies; (c) Cartography; and (d) Tribal studies—and each of them should have been

headed by a gazetted officer of proven competence. In the coming censuses I would very strongly urge indeed that the staffing of the Superintendent of Census Operations' Office be taken up in greater earnest even if, in the initial stages, whole-time working of the normal kind may not be possible. All this should be preceded by a period of training for the Superintendents of Census Operations themselves during which they can be initiated into the demographic arcana and imbued with confidence. In administration, one does not always have a sympathetic appreciation of the load that the organisation can take. This consideration becomes all the more important in the census in which an important part of the work is unhurried and careful study. If we provide adequate time for this purpose by ensuring that the other load on the Superintendents of Census Operations and Deputy Superintendents of Census Operations is not unduly large, it will be beneficial to the census. We should be fully worked—but work should be taken to include study.

133. *Areas requiring special attention*.—In concluding this chapter, I wish to emphasise the necessity of paying special attention in the operational phase to three types of area: (a) remote, inaccessible areas; (b) big towns and all cities; and (c) new industrial townships. The first thing that such special attention should ensure is that in districts having such areas the District Census Officers should be dependable and competent. In category (a), I should place the districts of Bastar, Surguja, Jhabua and the other large districts of Chattisgarh. The main difficulty in these areas relates to enumerators. In this census, the Collector, Bastar, was authorised to engage paid enumerators wherever necessary though ultimately none was employed—which was compensated to some extent by the payment of honoraria at higher rates in some cases. But it is important to be prepared for the possibility of paid enumerators having to be employed. In

the case of big towns and cities, the difficulty is that the census, being a non-party matter, does not interest any party. In practically all cases the staff of such local authorities is somewhat lethargic—particularly at the lower levels, and required a good bit of persuasion, cajoling, etc. I should like to mention here that, when house-numbers were changed in a particular city as a result of the new system, some members of the corporation objected to the particular numbers their houses were given and to the streets in which their houses were placed where such placing involved a judgment—as, e.g., in the case of corner houses. I have already suggested the appointment of special staff for this purpose. There is only one more thing I want to mention here—if the state of affairs in the case of a particular town, is such that a decision to withdraw the responsibility for the census from the local (or industrial) authority and make it a direct responsibility of the Census Organisation has to be taken, it should be taken quickly enough. The problem of new industrial townships is, however, different. Very often, they are government concerns and senior officers are in charge; complaining against them is difficult and tactful handling is necessary. More important, changes take place very quickly in such areas; particularly during the construction phase, whole new settlements suddenly spring up or disappear. The local census officers have to be particularly vigilant and should be provided with transport for constantly moving about in the area. Also, such area in and around new townships as is uninhabited should still be demarcated into blocks and enumerators appointed for them, the boundaries being demarcated in terms of natural landmarks like trees, dilapidated buildings, survey marks, etc. Such enumerators should keep visiting their (uninhabited) blocks at least twice every day and start enumeration as soon as there is a new settlement. Finally, larger reserves than usual should be appointed in such townships. As the tempo of industrial development increases, this kind of problem is likely to become more and more common.

CHAPTER IV MISCELLANEOUS MATTERS

(Notifications—Appointment letters—Printing—Touring—Accounts—Budget—Financial Powers—Permanent Advance—Clerical Staff in the Districts—Honoraria—Recognition of Census Service—The cost of enumeration—a Census martyr).

134. Notifications under the Act.—Notifications, as shown below, issued under the Census Act may be seen in Appendix 'S':—

I—GOVERNMENT OF INDIA

No. 2/105/59-Pub-I, dated 5-12-1959 Under section 3 Regarding reference date.

II—STATE GOVERNMENT (HOME DEPARTMENT)

* (1) No. 4829-2945-II-A (3), dated 6-10-1960 Under section 4(2) Delegations.
* (2) No. 4830-2945-II-A (3), Do. Under Section 4(3) Do.
* (3) No. 4831-2945-II-A (3), Do. Under section 4(4) Do.
* (4) No. 4832-2945-II-A (3), Do. Under section 7 Do.
(5) No. 4833-2945-II-A (3), Do. Under section 6(1) Do.
(6) No. 6368-4435-II-A (3), dated 29-12-1960 Under section 12 Do.
(7) No. 82-78-II-A (3), dated 9-1-1961 Under section 8 Do.

* Amendments issued to these Notifications are as under:—

- (i) No. 217-4356-II-A (3), d. 17-1-1961, reg. (1), (2) and (3).
- (ii) No. 220-4634-II-A (3), d. 17-1-1961, reg. (1)
- (iii) No. 223-4634-II-A (3), d. 17-1-1961, reg. (2)
- (iv) No. 226-4634-II-A (3), d. 17-1-1961, reg. (3)
- (v) No. 229-4378-II-A (3), d. 17-1-1961, reg. (3)
- (vi) No. 232-4378-II-A (3), d. 17-1-1961, reg. (4)
- (vii) No. 235-117-II-A (3), d. 17-1-1961, reg. (1)
- (viii) No. 238-117-II-A (3), d. 17-1-1961, reg. (2)
- (ix) No. 241-117-II-A (3), d. 17-1-1961, reg. (3)

The Collectors were authorised to appoint Additional Charge Officers wherever necessary.

135. Appointment letters.—The printed forms of appointment letters may be seen in File No. 118/59 in Collection No. 22.

An attempt was made to make two things—i.e., the area to be dealt with and the duties to be performed—as clear as possible. It is particularly important—legally as well as operationally—to give a full and clear description of non-municipal areas of towns where they are part of a Census Officer's charge.

136. Paper: typewriters, etc.—Paper, for operational purposes, was received in good time and I had no difficulty at all in this matter. Typists are a more difficult problem. The prospect is that there will always be a shortage of typists and, if in succeeding censuses, the language is Hindi, the problem will become even more difficult. I have suggested elsewhere

that the Superintendent of Census Operations should, as soon as he joins, recruit three or four typists from the open market so that within an year or so—i.e., by the time the avalanche of circulars starts—they would have become proficient and dependable. In the matter of typewriters, we had no difficulty so far as the ordinary ones were concerned—we got one from the Madhya Bharat Office and seven, to begin with, from the Registrar of the Secretariat, with whom four typewriters had been deposited by the Superintendent of Census Operations' Office of old Madhya Pradesh. But, even of these, we did not have enough for the tabulation offices which had, therefore, to beg or borrow. But the bigger ones—the ones used for typing big statements—of which we had only 5 in all—were not enough. In early 1962, we secured one more from the State Government. We had a duplicating machine and, whenever we were in difficulty, the State Secretariat helped us out—invaluable assistance indeed. Calculating machines, particularly after the census is over

MISCELLANEOUS]

57

and figures start pouring in from Tabulation Offices, are very necessary; we had only two Facit machines—one hand-operated and the other, electrical*. Great progress in these matters is bound to be made in the future but, as things stand at present, the Facit machine is incomparably the most convenient and handy. The Superintendent of Census Operations' office should have at least one and a half dozen of these—two each for the 6 Tabulation Offices and six for the head-office.

137. Printing.—At this stage, I shall deal only with the printing required for field operations—which is large but nothing compared with the printing of Census Reports, etc. We got all our circulars, etc., printed through State Government Presses at Bhopal and Gwalior, on two or three occasions, they were full up and so the work was farmed out by the Superintendent, Government Printing, to private presses. It is to be noted that the farming out was not done by this office; so far as we were concerned, we placed orders only on the Government Press. This arrangement is on the whole convenient and has had the approval of the Chief Controller of Printing and Stationery, Government of India. As far as possible, we should

not ourselves take up the responsibility of dealing direct with private presses owing principally to the fact that we are not technically equipped for the purpose. Occasionally, Collectors resort to local printing of forms when urgently needed; this happened during house-listing in Hoshangabad and Chhatarpur. All forms required for house-listing and enumeration were centrally printed in the 1961 Census and this was a great facility provided by the Registrar-General, and the Chief Controller of Printing and Stationery to State Superintendents of Census Operations—this arrangement should definitely continue. One important task of the Superintendent of Census Operations will be to store all these forms as and when received from the Central Presses till they are despatched to the districts. These should not be sent to the districts more than a few weeks earlier than when they are needed. Also, the Superintendent of Census Operations, in spite of the problem of storage that has to be faced for some months, should insist that all material from Central Presses should reach him first and should not be despatched direct to the districts. This is a far more convenient and dependable arrangement. There was not much last-minute printing to be arranged this time because the house-lists provided us with fairly accurate figures. All that we ordered was:

House-list Forms.	Household Schedule Pads. Black	Enumeration Pads. Black
88,030	11,600 Pads of 50 each	22,000 Pads of 25 each.
50,000	12,000 Pads of 25 each	
138,000	36,000 Pads of 25 each	Red
	Red	
	22,000 pads of 10 each	22,000 pads of 50 each.

The latter indent proved to be unnecessary. But such mistakes do occur though we must be as careful as we can in the scrutiny of panicky demands from districts. In last-minute printing, the Manager of the Aligarh Press—Shri S. Sarthy—was extremely helpful. Our debt of gratitude to the officials of the State Printing and Stationery Department—Shri G. N. Parthasarathy, the Superintendent, Shri Ramroop Singh, the Deputy Superintendent, and Shri S. P. Nigam, Assistant Superintendent, and a number of other officials—is indeed irrepayable. I have taken the precaution of reserving a certain number of silver and bronze medals for award to officials of this department (though

no decision has as yet, i.e., 13th March, 1962—been taken; I am thinking of moving in this matter after the bulk of printing work is over).

138. Touring by census officials.—Whether or not to pay the travelling allowances of census officials (i.e., those under the State Government, under local authorities, etc.) is a question to which there is only one answer: we should pay. 'Census' is a Central subject under the constitution and the sooner we realise this, the better it would be. It is only because the State Government have been kind—and, local authorities probably ignorant—that expenditure on T. A. for census touring has been borne by them, so

* One more hand-operated machine has just been received (July 16, 1962).

far. I am sure there are other States in which this unfair shifting of the burden has been stopped a 'Census' or two ago. Similarly, the cost of extra staff at the higher levels appointed for the census should also be borne by the Centre. What we have been doing so far is to make initially a token resistance whenever any one makes a demand but, if the latter persists, to pay up without further question so that awareness of the possibility of soaking us does not spread as a result of any conflict of opinion (particularly because there can be no conflict) publicising the issue and making everybody wiser. The Centre may have to foot a big bill on this account but that is inevitable. The total amount of such expenditure in this census has been negligible (only Rs. 1,87,750). One of the tricks used for shifting the burden is to request district authorities to ask census officers to do some other work also during their tours and charge T. A. to their respective departments on that account. But, in the later stages specially, it is impossible for census officers to think of anything other than the census.

139. *Touring of the Superintendent of Census Operations.*—The Willy's Jeep—Station Wagon came to us in December, 1959. Owing to the fact that the Press is over 6 miles away from Bhopal, the station-wagon has a lot of work in Bhopal itself with the result that taking it out is not always easy. It will have to be given now and then also to those Deputy Superintendents of Census Operations who have no cars of their own.

140. *Accounts.*—The special accounts rules relating to the census are reproduced in Appendix 'T'. The Superintendent of Census Operations should try and get hold of an accounts clerk as early as possible.

141. *Budget.*—There is little that I can usefully say regarding budgeting. All central printing is debited to the Registrar-General, India's budget. Once the decisions regarding the major aspects are taken—schedules, staff, honorarium, etc.—budgeting is a matter of careful working out of detailed provisions. One special difficulty relates to the bills of the State Press which we never received in time and had often to be obtained by us by special effort. Appendix 'U' gives in summary form details regarding the 1959-60, 1960-61 and 1961-62 budgets.

142. *Financial powers.*—Appendix 'V' gives a list of financial powers of the Superintendent of Census Operations and the Government of

India sanctions, etc., on which they are based. The powers, in my view, are adequate. I have only to suggest that Deputy Superintendents of Census Operations be given some more powers at least in respect of contingencies and appointment of sorters.

143. *Permanent advance.*—The head office has a permanent advance of Rs. 200 and each Tabulation Office, one of Rs. 50. The latter should also be raised to Rs. 200; Rs. 50 is woefully inadequate.

144. *Clerical staff in the districts.*—During 1960-61, from about July onwards, clerical assistance was sanctioned for the districts and tahsils at central expense. The formula adopted was as follows: one I grade, and one II grade clerk in the Collectorates of bigger districts (with more than three tahsils each); and one II grade clerk in those of smaller districts; and one II grade clerk in each tahsil office. In the Collectorates, the staff continued up to 30th April, 1961, and, in the tahsils, up to 31st March, 1961. Where no additional staff was appointed, special pays (in the form of fees, in most cases) were sanctioned. Details regarding these are given in Appendix 'W'. Peons were appointed wherever necessary. In addition, in the Indore Collectorate, one I grade and one II grade clerk were appointed for some time meant specially for the Indore Corporation. In the pattern of staffing for Collectorates, I suggest one change—in the smaller districts, the clerk should be I grade and not II grade. The staff should be in position from April 1960 onwards.

145. *Honoraria.*—One special feature of the 1961 Census was the payment of honoraria to house-listing and enumeration personnel. The rates paid were as follows:—

	Rs. nP.
Supervisor	18.50
Supervisor (Reserve)	9.25
Enumerator	14.00
Enumerator (Reserve)	7.00

The important point to note is that the rates were uniform irrespective of the size of the block. I am very clearly of the view that there should be no relationship—not even a partial one—between the number of persons enumerated and the amount of honorarium. One extreme case may illustrate my point: the enumeration, say, of a thousand people in one, two or even three nearby villages is a far easier affair than the enumeration of, say, five

hundred people in seven or eight widely scattered villages not well-served by communications (which is not an unusual matter in tribal areas). Further, there is no need (God knows!) to add to our population by this simple expedient of paying more for more population—real or fictitious; may be, I am exaggerating the incentive but why should it be there at all? What we should try and do is to see that block size is as uniform as possible. As in the 1961 Census, we may say that the total number of enumerators in a territorial unit should not, in general, exceed, say, 110 per cent of the number obtained by dividing the estimated 1961 population (based on house-list figures which should be appropriately augmented) by the assumed work load of the enumerator nor need it be less than, say 90 per cent thereof. The maximum adopted in the 1961 Census was 105 per cent of the number obtained by dividing 125 per cent of the 1951 population by 750 in rural areas and 140 per cent of the 1951 population by 600 in urban areas; no minimum was laid down but it is advisable to do so. Having done our best in the matter of uniformity, the rates of honoraria should be uniform. In the 1961 Census, the two exceptions related not to large populations handled but to the difficult conditions in which the census staff worked. In Jabalpur, which was ravaged by a communal holocaust, we paid Rs. 75 to the Corporation Census Officer and Rs. 50 each to 15 sub-charge officers; similarly, in Bastar, affected by torrential rain during the enumeration period, we paid Rs. 50 each to 28 enumerators and 9 supervisors who were responsible for the almost impossible census of Abujmarh.

146. *Honoraria for house-listing.*—The position regarding house-listing was different. As I have pointed out earlier, the size of an investigator's charge was not uniform because it was related (in the rural areas, entirely) to existing administrative arrangements at the lowest level. The size of the patwari circle itself varied a great deal. Therefore, in order that the amount of honorarium may not affect the quality of work the precaution was taken of telling the investigators that a suitable honorarium (the actual amount of which was not specified nor the method of calculation) would be paid. The principles on the basis of which house-listing investigators were to be paid were indicated later as follows:—

- (i) The aggregate amount for each tahsil, town, etc., should not exceed the allotment made for that unit. The total amount for the State was calculated on the basis of Rs. 5 per block fixed by the

Registrar-General, India, and was distributed to each unit on the basis of population. (As pointed out elsewhere, expenditure on house-numbering was not borne by the Census Organisation but by local authorities so that the whole of this Rs. 5 per block was available for honoraria);

- (ii) An investigator who did full work (in respect of a population of about 3,000) satisfactorily, attended at least two training classes and did not receive any T. A. from other sources was to be paid Rs. 15; no one was to get less than Rs. 5. The guiding principle was to be Rs. 5 in urban areas and Rs. 4 in rural areas for a population of about 700, other conditions being more or less the same;
- (iii) The amount of honorarium was to be suitably reduced (subject to a minimum of Rs. 4 and a maximum of Rs. 10) in the case of people who did only part of the work (either listing or numbering) or did not attend any training classes or received some T. A. from other sources;
- (iv) Persons who made fair copies were to be paid in proportion to the work done, the maximum being Rs. 10, i.e., as in sub-para (iii);
- (v) Reserve investigators who did not do any listing or numbering were not to get any honorarium but, if they attended training classes and travelled more than four miles on that account, they were to be paid T. A. at the rate of 2 annas per mile subject to a maximum of Rs. 4.

There is reason to believe that, in the case of investigators, these principles worked fairly well. The Deputy Superintendents of Census Operations were to scrutinise the district lists and fix finally the honoraria to be paid. The major failure in this regard was that we did not pay any honorarium to supervisory personnel as we did in the case of supervisors for enumeration. I think that this was due to the fact that the implications—particularly organisational—of our transforming house-listing into a census of houses were not fully realised. In previous censuses, house-listing was a very simple matter and the random checks and threats of Revenue Officers were probably enough to make house-listing serve its very limited purpose of providing a basis for calculating requirements of forms, schedules, etc. House-listing on the lines on which it was done in the 1961 Census is a systematic operation

yielding a number of useful tables and, therefore, obviously required well-organised intensive supervision. It was, therefore, necessary to pay some honorarium to supervisory personnel.

147. *Honoraria and T. A.*—There was an element of unfairness in the payment of honoraria for enumeration also in that the amount was the same both for those who received T. A. from other sources and for those who did not. All government officials (except those receiving fixed T. A. and those not entitled to T. A. within their jurisdictions like patwaris) got T. A. but the worst sufferers were teachers and other employees of local authorities who were not touring officers. The trouble was that a good deal of money was provided in the 1960-61 budget and, as enumeration ended on the 5th of the last month of the financial year 1960-61, the fear of lapses made it impossible to work out principles in detail as we did in the case of house-listing. I have two suggestions to make in this regard: first, the budget provision for honoraria should be entirely made in 19*1-2, no provision being made therefor in 19*0-1. Second, if the honorarium for a government official who receives T.A. (whether fixed or otherwise) is Rs. x, that for an enumerator who gets no T.A. at all, should be Rs. 2x provided that in the latter case the block extends beyond 4 miles of headquarters. Where a person gets T.A. at less than government rates normally, he should be asked to make a claim at full government rates and paid accordingly, the amount of honorarium being unchanged at Rs. x. It may be possible in coming censuses to consult Collectors in advance, i.e., before the matter is settled at the first conference of Superintendents of Census Operations.

148. *Disbursement procedure.*—The procedure in the 1961 Census was to place the required funds at the disposal of the District Census Officer who would draw, pay and send acquittance rolls to the Superintendent of Census Operations. In other words, the Superintendent of Census Operations did not sanction the honorarium payable in the case of each official; no lists showing the names of officials and the corresponding honoraria, signed by the Superintendent of Census Operations himself, were sent to the districts. No objection was raised by the Accountant-General to this procedure; it will be worthwhile for the Superintendent of Census Operations to clear this matter of procedure with the Accountant-General, within a few months of his taking over. The 1961 procedure is convenient and quick; there is no danger of wrong payments as responsibility squarely rests on the district authorities as it should.

149. *Adequacy of honoraria.*—It is a different matter if we do not pay any honoraria at all; but, having accepted payment in principle, we are bound in due course to get committed to paying reasonable amounts. Rs. 14 for an enumerator is nowhere near adequate. The period of enumeration was 24 days in all and, in these days of high prices, something like Rs. 40 would be nearer what we should pay. After all, he is supposed to attend six training classes generally at places many miles away from headquarters and one cannot get a decent meal these days on less than 14 annas (88 nP.).

150. *Recognition of census service.*—Awards in the 1961 Census were of six kinds.

- Government of India: 1. Silver Medals;
2. Bronze Medals;
- State Government: 3. Sanads for outstanding work signed by the Chief Secretary;
4. Sanads for very good work signed by the Commissioner of the Division;
5. Sanads for very good work signed by the Collector;
6. Certificates of satisfactory work signed by the District Census Officer; and
7. Certificates of satisfactory work signed by the Charge Officer.

In order to secure the agreement in principle of the State Government for the award of the last five categories of sanads/certificates, the Superintendent of Census Operations must move early. The expenditure on printing was borne by us. I was told in many places that these sanads/certificates are cherished possessions. My recommendation is that they should all be continued. In the 1961 Census, 50 per cent of the Silver medals and 70 per cent of the Bronze medals were reserved for enumerators; this should continue. Awards should also go to workers in the Census Department itself, workers in the Tabulation Offices and officials of the Printing and Stationery Department; medals should be reserved for this purpose (about a dozen and a half in all) for award after completion of tabulation (sometime in 19*2) and of printing (God knows when!). Proposals for the award of silver and bronze medals to Collectors, District Census Officers and District Statistical Officers/Assistants were made to the State Government by me in consultation with the Deputy Superintendents of Census Operations; no recommendations were asked for from the districts in this regard. The number of medals so awarded is deducted from the district quota of medals before the latter

is communicated to districts for recommendations; occasionally, it does happen that such a deduction results in a very small number of medals or none at all for others in the district—in such cases a few inter-district adjustments were made. Initially, district quotas were calculated on the basis of population. The number of sanads for outstanding, very good and good work was not to exceed 1 per cent, 3 per cent and 5 per cent, respectively, of the total number of census workers in the district. During the course of scrutiny in consultation with Deputy Superintendents of Census Operations, a few excesses were permitted in difficult and deserving cases. May I also mention in this connexion that the Chief Secretary, Shri

Kamath, kindly signed over 800 sanads in spite of being extremely pre-occupied with other matters? (Regarding this subject, please see the relevant files—File No. 26/60 in Collection No. 16). I hope it will be possible in the next census to get a few gold medals also instituted. It is now March, 1962, and decisions regarding awards have not yet been taken; it is likely that the whole matter may hang on till June 1962. It should be possible to finalise these matters early and get the awards made on Republic Day, 19*2.

151. *The cost of the census.*—The cost of the census under different heads was as follows:—

	1959-60	1960-61	1961-62
	Rs.	Rs.	Rs.
A. Superintendence	71,193	1,69,648	1,20,219
B. Enumeration	..	7,56,300	6,21,688
C. Printing and Stationery ..	92,040	45,448	56,230

Figures relating to centrally printed schedules and forms are not yet available so that final expenditure will be considerably greater than here shown. The total expenditure, however, is likely to increase in the future if all the expenditure properly debitable to the census head is so debited.

152. *Sudhu Kotwar.*—I shall conclude the Administration Report with a reference to Sudhu Kotwar of Khairagarh Tahsil who was killed at about 5 p.m. on 10th February 1961 by a wild bear while on his way through thick forest from Lamra to Sarodhi in Khairagarh

Tahsil of Durg District to make a proclamation regarding the census. The Government of India, with the kind concurrence of the State Government, awarded a compensation of Rs. 250 to the widow and the minor son who have been left behind. It is humble workers like these that make censuses possible; it is their devotion to duty that ensures coverage and accuracy—without that quality in the field staff, a proper census is unthinkable.

APPENDICES

APPENDIX A

GOVERNMENT OF MADHYA PRADESH

HOME (GENERAL) DEPARTMENT

Memorandum No. 2499-1277-II-A(3), dated Bhopal, the 16th June 1960.

To

ALL COMMISSIONERS OF DIVISIONS.

ALL HEADS OF DEPARTMENTS.

ALL COLLECTORS OF DISTRICTS.

SUBJECT:—*Census Operations in Madhya Pradesh.*

REFERENCE:—*General Administration Department memo. No. 1588-1015-I (V), dated the 9th June 1959.*

It is the view of government that Census Operations should be carried out as far as possible through official agencies and local authorities. The services of all persons employed under government are to be considered available for the purposes of the census. It is, however, not advisable that assistance from the rank and file of the police force should be required in any great measure except where this is unavoidable. With this exception, all government servants in whatever departments they may be employed, are bound to serve in connection with the census. It must also be made clear to all local authorities that their employees are in exactly the same position and are likewise bound to serve.

2. Government are well aware of the large increase in the work in all offices, but would nevertheless point out that census is an operation of the highest national importance, in which the requisite accuracy cannot be secured without the zealous co-operation of all departments of government. To achieve the best results, therefore, all departments must work together harmoniously. All Heads of Departments are, therefore, requested to bear in mind that this work is not subordinated to ordinary departmental work.

3. The instructions of the Government of India regarding the duty of government servants in connection with the census are reproduced below :—

"It is an accepted principle that all government servants are bound to assist in the work of taking the census, when called upon to do so by the Census Officers. The Government of India recognize, however, that special reasons may exist for exempting particular officials or classes of officials from this obligation, as for instance those who will be on duty on the night of the census, while the services of others can probably be utilized only to a limited extent varying according to circumstances. It will be necessary in certain cases, e.g., in that of the Post Office, that orders should be issued defining the obligations of all the officials concerned."

The State Government have no doubt that the requirements of the State Superintendent of Census Operations in the matter of assistance from government officials will not be of such an exacting character as to involve much dislocation of ordinary work; but it is inevitable that there should be some interference with the routine of departmental duties and it should be impressed on all subordinate departmental officials that census work is to be regarded as a part of their duty as government servants, not as something outside the range of it in which assistance may be given by them as a favour.

4. The principal executive authority for the census is the Collector in each district and the Tahsildar in each tahsil. The Collector will be assisted by the District Census Officer and the District Statistical Officer/Assistant in planning out Census Operations for the district as a whole and in implementing the instructions issued by the Superintendent of Census Operations, Madhya Pradesh, from time to time. He must ensure the effective supervision of census work at all levels by Sub-Divisional Officers. Collectors can avail themselves of the services of government servants in all departments except the Police and, in doing so, must distribute the burden equitably and consult, wherever at all possible, the heads of the offices concerned.

5. The Census for 1961 will be held with reference to the 1st March 1961. Actual enumeration work will, however, take place between the 10th February 1961 and the sunrise of 1st March 1961, which will be followed by a final check during the first five days of March 1961. Of no less importance, however, are the operations in connection with house numbering and house-listing to be undertaken earlier in June-October 1960. It should be realized that, in a State-wide Operation, it is not always possible to provide for the peculiar, local difficulties of a particular area.

6. Government desire that the instructions issued from time to time by the Superintendent of Census Operations, Madhya Pradesh, should be carefully studied and all government servants should co-operate in ensuring the success of all Census Operations, and in building up the great counting organization, i.e., the census enumeration army. Government observe that, in the implementation of the instructions so far issued in connection with the census there have been some inexcusable delays and hope that nothing will now be left undone to ensure that timely and successful completion of all census work. Particular attention should be devoted to making local authorities play their proper role in the census.

7. Finally, government desire that good work done in connection with the Census Operations should be reported in the District Census Reports. Work of this kind might also specially be mentioned in the Annual Confidential Reports. The Superintendent of Census Operations is being asked to bring to the notice of the departments concerned cases of negligence on the part of individual employees and, if the complaints are found to be justified, serious notice would be taken. These facts may be brought to the notice of all government servants.

By order and in the name of the Governor of Madhya Pradesh,

M. P. SHRIVASTAVA,
Secy. to Govt., Madhya Pradesh,
Home Department.

No. 2499-1277-II-A(3), dated Bhopal, the 16th June 1960.

Copy forwarded for information to—

- (1) The Registrar, High Court of Judicature at Jabalpur, Jabalpur, Madhya Pradesh.
- (2) All Departments of Government.
- (3) The Registrar-General, India, Ministry of Home Affairs, Kotah House Annexe, 2-A, Mansingh Road, New Delhi-2, with reference to his D.O. No. 7/8/60-RG, dated 5th May 1960, to the Chief Secretary.
- (4) The Superintendent of Census Operations, Madhya Pradesh, Bhopal (with 200 spare copies).

S. N. KUNZRU,
Deputy Secretary.

APPENDIX B

Statement showing the amount of Honoraria for House-numbering and House-listing disbursed to the Investigators in the year 1960-61.

Serial No.	District	No. of Investigators	Amount	Remarks
(1)	(2)	(3)	(4)	(5)
			Rs. nP.	
1.	Morena	548	5,259.00	
2.	Bhind	421	4,464.00	
3.	Gwalior	384	3,700.00	
4.	Datia	155	1,389.00	
5.	Shivpuri	471	3,904.00	
6.	Guna	465	4,087.71	
7.	Tikamgarh	307	2,915.50	
8.	Chhatarpur	414	4,829.00	
9.	Panna	215	2,275.00	
10.	Satna	448	4,829.00	
11.	Rewa	454	5,458.00	
12.	Shahdol	354	4,742.06	
13.	Sidhi	161	3,046.81	
14.	Mandsaur	546	4,941.00	
15.	Ratlam	320	3,224.97	
16.	Ujjain	475	4,291.00	
17.	Jhabua	319	3,324.00	
18.	Dhar	417	4,221.00	
19.	Indore	370	4,452.30	
20.	Dewas	275	3,023.00	
21.	West Nimar	470	5,571.00	
22.	East Nimar	411	4,301.00	
23.	Shajapur	386	3,612.00	
24.	Rajgarh	337	3,617.00	
25.	Vidisha	369	3,302.00	
26.	Schore	530	4,832.00	
27.	Raisen	377	2,771.68	
28.	Hoshangabad	503	4,342.00	
29.	Betul	347	3,235.00	
30.	Sagar	716	5,532.00	
31.	Damoh	266	2,916.00	

(1)	(2)	(3)	(4)	(5)
			Rs. nP.	
32.	Jabalpur	625	7,192.50	
33.	Narsimhapur	300	2,851.00	
34.	Mandla.. .. .	500	3,940.00	
35.	Chhindwara	421	5,320.00	
36.	Seoni	330	2,378.00	
37.	Balaghat	303	2,713.00	
38.	Surguja.. .. .	453	6,276.49	
39.	Bilaspur	702	9,250.00	
40.	Raigarh	365	6,733.75	
41.	Durg	911	13,083.00	
42.	Raipur	759	11,351.00	
43.	Bastar	431	5,259.00	
		18,331	1,98,755.77	

APPENDIX C

List showing dates of Joining, Pay, etc. of Deputy Superintendents of Census Operations

Serial No.	Name of incumbent	Designation	Date of joining	Pay including deputation Special Pay as on 1-3-1961	Allowances	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
				Rs.	Rs.	Rs.
1	*Shri K. D. Ballal	Deputy Superintendent of Census Operations, Indore.	3-11-59	650.00	85.00	735.00
2	*Shri G. N. Tiwari	Deputy Superintendent of Census Operations, Jabalpur.	27-1-60	500.00	75.00	575.00
3	*Shri P. K. Dixit	Deputy Superintendent of Census Operations, Bhopal.	5-10-60	466.67	75.00	541.67
4	*Shri K. S. Bhatnagar ..	Deputy Superintendent of Census Operations, Gwalior.	13-10-60	625.00	85.00	710.00
5	*Shri K. C. Dubey	Deputy Superintendent of Census Operations, Raipur.	24-10-60	466.67	75.00	541.67

List showing dates of Joining, Pay and Allowances, etc. of office Staff, office of the Superintendent of Census Operations, Madhya Pradesh, Bhopal.

Gazetted—Class II

1	*Shri N. B. Basu	Chief Investigator	21-9-60	230.00 DSP 46.00	40.00	316.00
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Non-Gazetted—Class III

2	**Shri D. R. Gupta	C. T. A.	27-1-60	315.00	70.00	385.00
3	*Shri R. G. Sakalle	Head Asstt.	26-2-60	370.00	..	370.00
4	*Shri P. N. Phadnis	Steno	12-5-59	200.00 DSP 40.00	40.00	280.00
5	*Shri K. B. Shrivastava ..	S. A.	5-7-59	235.00 DSP 47.00	40.00	322.00
6	*Shri M. L. Sharma	S. A.	12-9-60	210.00	20.00	230.00
7	*Shri K. R. Pagare	Accountant	28-6-60	157.00	65.00	222.00
8	**Shri S. R. Dube	UDC (II)	1-6-59	170.00	65.00	235.00
9	*Shri A. C. Chaturvedi ..	Asstt. Acctt.	1-7-59	131.00	10.00	141.00
10	‡Shri G. C. Khandelwal ..	U. D. C. (II)	11-9-59	130.00	17.00	147.50
11	*Shri Syed Manzoor Ali ..	U. D. C.	1-2-61	90.00 DSP 18.00	45.50	153.50
12	‡Shri J. P. Soni	L. D. C.	6-10-60	110.00	17.50	127.50
13	‡Shri P. N. R. Nair	L. D. C.	28-12-60	110.00	17.50	127.50
14	‡Shri Tara Chand	Driver	8-12-59	113.00	17.50	130.50

(1)	(2)	(3)	(4)	(5)	(6)	(7)
		<i>Class IV</i>		Rs.	Rs.	Rs.
1	†Shri Badri Singh	Daftri	1-6-59	75.00	10.00	85.00
2	*Shri Narayan	Peon	20-4-59	71.00	15.00	86.00
3	*Shri Ram Chandra	Peon	1-6-59	71.00	10.00	81.00
4	†Shri Vithoba	Peon	24-10-60	70.00	15.00	85.00
5	†Shri Daulat Ram	Peon	24-10-60	70.00	15.00	85.00
6	†Shri Krishna Behari	Peon	24-10-60	70.00	15.00	85.00
7	†Shri Madhukar	Peon	24-10-60	70.00	15.00	85.00
8	†Shri Bismilla	Peon	21-3-60	70.00	15.00	85.00
9	†Shri Gajanan	Peon	3-4-61	70.00	15.00	85.00

*On deputation.

**Re-employed on fixed pay.

‡ Out-sider, Temporary.

†Temporary.

APPENDIX D

Despatch of House-listing Forms : July 1960.

Truck-route—
Bhopal to—

1. Raisen.
2. Sagar*(a).
3. Chhatarpur*(b).
4. Panna.
5. Satna.
6. Rewa*(c).
7. Jabalpur*(d).
8. Seoni*(e).
9. Balaghat.
10. Durg.
11. Raipur*(f).
12. Bilaspur*(g).

*In addition to the twelve places that the truck actually visited, forms for the following districts also were carried by the truck and delivered at these places—

- (a) Damoh.
- (b) Tikamgarh.
- (c) Shahdol and Sidhi.
- (d) Mandla and Narsimhapur.
- (e) Chhindwara.
- (f) Bastar.
- (g) Raigarh and Surguja.

In all, the truck covered 22 districts.

Despatch of Enumeration Forms : December 1960.

In all twelve trucks, which covered 39 districts, were hired; the details regarding the places visited by each truck are given below :—

Truck (1)

Shivpuri,
Gwalior,
Datia,
Morena,
Bhind.

Truck (7)

Jhabua,
Dhar,
Ratlam,
Mandsaur.

Truck (2)

Chhatarpur,
Panna,
Satna,
Rewa.

Truck (8)

Durg,
Sagar.

Truck (3)

Ambikapur,
Sidhi,
Shahdol.

Truck (9)

Dewas,
Indore,
Khargone,
Khandwa.

Truck (4)

Balaghat,
Raigarh,
*Raipur.

Truck (10)

Guna,
Ujjain,
Shajapur,
Rajgarh.

Truck (5)

Bilaspur,
Seoni.

Truck (11)

Jagdalpur,
*Raipur.

Truck (6)

Mandla,
Damoh,
Jabalpur.

Truck (12)

Hoshangabad,
Narsimhapur,
Chhindwara,
Betul.

*Forms for Raipur District were divided between Trucks (4) and (11).

APPENDIX E

Statement showing supply of Stationery Articles by the Government of India, Stationery Office, Calcutta, to the Office of the Superintendent of Census Operations, Madhya Pradesh, Bhopal, During the period February, 1959 to September, 1961 (12-11-1961).

Indent No. and Date	Total Value	Voucher No. and date	Date of receipt of Sty. articles	Value of Sty. articles received
(1)	(2)	(3)	(4)	(5)
	Rs.			Rs.
Preliminary Indent No. 1, dated 4-2-1959 (Submitted by R.G.I., New Delhi) (1959-60).	1236.10	9545/18-3-59 ..	6-5-1959	38.02
		9931/16-3-59 ..	Do.	52.09
		10555/20-3-59 ..	Do.	273.30
		398/23-6-59 ..	6-7-1959	6.00
		219/29-6-59 ..	13-7-1959	104.50
				473.91
Indent No. 3, dated 6-10-59 (1959-60)	1224.26	5974/12-11-59 ..	28-11-1959	18.39
		5976/13-11-59 ..	Do.	374.51
		5987/15-11-59..	Do.	107.34
		Correcting Fluid ..	28-3-60	6.00
		7769/18-12-59..	5-1-60	76.80
		7199/16-12-59..	Do.	115.38
		508/2-7-60..	10-8-60	162.03
		423/6-7-60..	Do.	37.27
				897.72
Indent No. 4, dated 13-6-60 (1960-61)	6683.01	2228/8-9-60 ..	27-9-60	602.71
		2705/20-9-60 ..	13-10-60	513.00
		2777/11-10-60..	3-11-60	165.65
		5861/31-10-60..	18-11-60	24.58
		5566/1-11-60 ..	Do.	299.44
		5571/2-11-60 ..	Do.	1054.76
		4396/29-11-60..	15-12-60	80.96
		5470/14-12-60..	2-1-61	644.77
		5439/16-12-60..	Do.	140.43
		Correcting Fluid ..	4-4-61	8.00
				3534.30
Indent No. 5, dated 23-6-61 (1961-62)	4027.68	1441/24-8-61 ..	11-9-61	133.23
		1711/24-8-61 ..	12-9-61	65.48
		2110/31-8-61 ..	Do.	103.68
		2213/7-9-61 ..	19-9-61	707.16
		2554/18-9-61 ..	7-10-61	273.70
		Total ..		1283.25
		Grand Total ..		6,189.18

APPENDIX F

List showing the stationery articles received during the year 1959-60 and 1960-61 in the office of the Superintendent of Census Operations, Madhya Pradesh, Bhopal.

S. No.	Name of item	Total Stationery received
(1)	(2)	(3)
1	Blank Registers—White $\frac{1}{2}$ qr.	38 Nos.
2	Blank Registers—1 qr.	14 "
3	Blank Registers—2 qrs.	39 "
4	Ink Blue black fountainpen	28 "
5	Envelopes (SE5) large	54,000 "
6	Envelopes (SE2) small	16,375 "
7	Pen Holders	59 Nos.
8	Stencil ink tubes	103 "
9	Duplicating paper	824 reams.
10	Carbon paper small	26 packets.
11	Carbon paper large	9 packets.
12	Pencil black lead middling	126 Nos.
13	Pencil copying	38 "
14	Pencil Red Blue	14 "
15	Erasers Pencils	25 "
16	Thread cotton red white	20 "
17	Twin Hemp	30 "
18	Twin white	78 "
19	Ink pot glass	58 "
20	Ink powder blue black	107 packets.
21	Ink red	74 packets
22	Nib (Relief)	37 dozen.
23	Rollers wooden	15 Nos.
24	Office Paste	24 "
25	Blotting paper white	326 Sheets.
26	Paper white cream laid 10 lbs.	11 $\frac{1}{2}$ reams.
27	Paper (Yellow) 40 lbs.	95 sheets.
28	Paper wrapping inf. 38 lbs.	9 reams.
29	Paper brown 80 lbs.	9 "
30	Paper weight glass	31 Nos.
31	Stapling Machine	3 Nos.
32	Brush long handles	8 Nos.

(1)	(2)	(3)
33	Brush type cleaning	8 Nos.
34	Brush gum	3 „
35	Pads stamp inked	18 „
36	Paper clips	28 boxes.
37	S. Plate fool scap	4 Nos.
38	Ribbon typewriters	26 Nos.
39	Gum Arabic	15 seers.
40	Tags cotton	53 Bundles.
41	Docket punching machines	7 Nos.
42	Jute twine (Sutli)	50 seers.
43	Short hand note books	53 Nos.
44	Stencil paper Foolscap	64 qrs.
45	Staple wire	89 packets.
46	Tap white	500 yards.
47	Paper Type writing	115 packets.
48	Pen nib red ink	72 doz.
49	Pins	27 packets.
50	Sealing Wax	16 boxes.
51	Needles large	4 Nos.
52	Pin cushion	9 „
53	Ink for stamp pads	34 Nos.
54	Scissors	3 „
55	Pencil drawing	3 „
56	Blank note books	12 „
57	Paper Badami 10 lbs.	17 reams.
58	Paper Badami 20 lbs.	1 „
59	Note sheets packets	168 packets.
60	Pencil short hand	56 Nos.
61	Type writer erasers	20 „
62	File covers	950 Nos.
63	Correcting fluid	10 „
64	Call Bells	2 „
65	Blotters wooden	7 Nos.
66	Desk Knives	10 „
67	Gum Bottle empty	12 „
68	Paper semi/bl. D'F/Scape-24 lbs.	240 sheets.

(1)	(2)	(3)
69	Pen Holder Officers	6 Nos.
70	Ink stand wooden	4 „
71	Card Board	48 sheets.
72	Hessian cloth	2,129 yards.
73	Duster	23 Nos.
74	Waste Paper Baskets	4 Nos.
75	Candles	48 Nos.
76	Craft Paper	19 qrs.
77	Basta cloth	40 yards.
78	Locks	10 Nos.

APPENDIX G

Size of 1951 slip $4\frac{1}{2}'' \times 4\frac{1}{2}''$ = $20\frac{1}{4}$ sq. inches.
 Size of 1961 slip $6\frac{1}{2}'' \times 5''$ = $32\frac{1}{2}$ sq. inches.
 Net increase in 1961 slip = $12\frac{1}{4}$ sq. inches.
 The number of slips printed in 1961 = 580,000,000.
 Therefore, the extra paper consumed was $= \frac{580,000,000 \times 49}{4}$
 = 7,105,000,000 sq. inches.

As one ream of $26'' \times 40''$ paper has $26 \times 40 \times 500 = 520,000$ sq. inches, the net saving in reams comes to 13,663 or about 546,520 lbs. taking the paper to be 40 lbs. per 244 tons for an increase of $12\frac{1}{4}$ sq. inches.

Therefore, for 1 sq. inch the increase is $= \frac{244 \times 4}{49}$
 = 19.92 tons per sq. inch or say 20.

APPENDIX H

Note on the Difficulties of Translation

Translation from English to Hindi in connexion with the census actually started with the second pre-test of the draft questionnaire, household schedule, etc. The house-lists, household schedules, individual slips and instructions for filling them were received from the Registrar-General, India, in English and they had to be hurriedly translated and got printed at Bhopal. As the Superintendent Census Operations Office was in the initial stages of establishment and no technical staff was available, the work of translation was entrusted to the Directorate of Economics and Statistics, Madhya Pradesh who were very helpful. Regarding the nature of translation, the Superintendent of Census Operations, vide his D.O. Letter No. 113-SCO-MP/59, dated the 26th June 1959 to Dr. M.M. Mehta, Director of Economics and Statistics, suggested that "it should be possible to make the translation a little more easily understandable to the ordinary Hindi speaking person; the translator could be less literal in his approach" and in this regard also conveyed the Registrar-General's view "that it would be better to use local language translations of the draft questionnaire during the pre-test operations rather than proceed with the English versions.

Though the Directorate Officials made every effort to make the translation easily understandable as such and liberally put down the English words in brackets as a help, it was realised later on that the Hindi used in the pre-test was some what difficult to follow and the unfamiliar words made the style look somewhat laboured and unfelicitious. A perusal of the Hindi versions of the house-list, household schedule, individual slip, instructions for filling up the house-list form and the slip etc., used during the second pre-test will make the point clear.

Later, all the translation work was taken up in the Superintendent of Census Operations Office itself. All the important circulars, clarifications and instructions were issued in Hindi only; some were issued both in English as well as in Hindi, e.g., Circular Nos. 1, 3 and 9.

A note on "The Forthcoming Census of 1961" was received in English from the Registrar-General, India. It was translated into simple Hindi and issued as Circular No. 3 alongwith its English version. Difficulties generally arose in finding suitable and easily understandable Hindi words for technical terms. To illustrate the point, we could not find a Hindi equivalent to the English word, 'Cross-tabulation'. Therefore, a Sanskrit word "अनुप्रस्थसारणीयन" with cross-tabulation in brackets was used; in such cases, there was no alternative to being literal. One can only hope that such words will become more and more familiar.

In the census, many words are used which have special meanings and significance; they are not to be understood in the ordinary sense. In such cases it is really difficult to select the one appropriate Hind-word from among many possible ones which conveys the exact idea underlying its English original. 'Household' can be translated in five different ways : कुनबा, परिवार, कुटुम्ब, गृहस्थी, खानदान. "गृहस्थी" was chosen for purposes of the pre-test but, as the word did not do justice to the idea inherent in Household, it was later discarded and the word "परिवार" was adopted. Similarly, 'Head of the Household' could be translated either as "मुखिया कर्त्ता" or 'गृहपति'. During the pre-test, we used the word 'गृहपति' but in the actual enumeration "कर्त्ता" was adopted. "Name of establishment" was translated as "प्रतिष्ठान का नाम" in the pre-test; this also was changed to "कारोबार या संस्था का नाम" in the final census.

Instructions for filling up the final house-lists were translated in the Superintendent of Census Operations Office and the translation forwarded to the Registrar-General, for his approval. The Registrar-General India's Office suggested minor changes here and there. The translation of 'Instructions to Enumerators' was also submitted to the Registrar-General, India, but no comment was received from his office on this booklet. The translations were now made in very simple and easily understandable language using common and widely prevalent words. By the same token, English words were also used such as :—

चार्ज आफिसर, ब्लाक, रिकार्ड, सुपरवायजर, फार्म, स्कूल, नर्स, नम्बर, जेल, होटल, होस्टल, टेंट, रेलवे, बस, स्टेशन, बैलास्ट ट्रेन, बस स्टैण्ड, (बर्ली के) पेड, म्युनिसिपैलिटी, कारपोरेशन, बार्ड, सिकल, लोकेशन कोड नम्बर, हाँडिंग, लाइन, समरी, बोर्डिंग हाउस, स्लिप, फेलेन्डर, डाक्टर, एजेंट, इन्वीनिटर, रजिस्टर्ड फेन्ट्री आदि। Some of the familiar Urdu words used were :

जिम्मेदारी, होशियारी, रिहायशी, मालिक, अलबत्ता, दरअसल, बख्शहत, आबादी, मर्दुमशुमारी, बेचिराग, खानापूरी, कस्बा, रकबा, हल्का, इत्मीनान, रह करना, दुबस्ती, जिक्र, खानाबदोश, सिलसिला, जांच, जिन्स, नोद्वयत, कब्जा, असाबी, कास्तकार, तफवील, मुआवजा, रजामन्दी, तलाक, ब्यौरा, वगैरह।

There is no doubt that English cannot be used for operational purposes except to a very limited extent. The use of the local language makes the whole thing definitely a lot easier. But, at the same time, words will have to be borrowed freely from other languages like English and Urdu in order to reflect in some measure the nuances and refinements of the English version Hindi syntax being very different, accuracy often requires that the translation be free rather than literal.

D. R. GUPTA.

APPENDIX I

D.O. No. 325-SGO-MP/59

Phone No. 645 (Office)
644 (Residence)

M.P. SECRETARIAT BUILDING,
'A' BLOCK, BHOPAL.

August 21, 1959.

G. JAGATHPATHI, I.A.S.,
CENSUS SUPERINTENDENT,
MADHYA PRADESH.

DEAR SHRI

As you are no doubt aware, census data are tabulated separately for rural and urban areas and a list of towns has to be prepared for each census because definitions are improved upon or changed and new towns keep coming up. For the 1961 Census, a place will be considered a town if it is :

- (a) a municipality, corporation, cantonment, 'civil lines' area; or
- (b) a notified area or a town area with a population of at least 5,000; or
- (c) a locality with a population of not less than 5,000, in which at least 75 per cent of the male population is dependent on non-agricultural occupations.

2. (i) The municipalities, corporations and cantonments in your district are listed below:
- (ii) Those underlined were formed after the 1951 Census Operations and information regarding them may kindly be furnished in Form 'A' attached.
- (iii) If there have been any changes in the jurisdiction of municipalities/corporations/cantonments after the 1951 Census Operations, the latest position may kindly be indicated in respect of each of them in Form 'A'. This is specially important in the case of the larger towns and cities.
- (iv) Particular care may kindly be taken in respect of the population figures. Only 1951 Census figures should be used for this purpose; no estimates of any kind should be used.

3. (i) For *Schore and Raisen Districts only*.—The following places, which are 'town' areas, will be treated as 'towns' as the population in each case is greater than 5,000:—

- (1) Ashta (6,234), Schore District;
- (2) Bairagarh (13,816), Schore District;
- (3) Begumganj (6,617), Raisen.

(ii) For *Raisen and Sidhi Districts only*.—Raisen (4,064), a 'town' area, and Sidhi (4,500), a notified area, will be treated as towns because they are the headquarters of districts even though the population of each of them was less than 5,000 in 1951.

(iii) For *Raisen District only*.—Baraily (4,257), Raisen District, another town area, is likely, on the basis of an assumed 2 per cent annual natural increase, to have a population exceeding 5,000 in 1961 but, before it is classed as a town, it is requested that the position regarding the permanent movement of people away from, and into, the town for various reasons may kindly be checked up as carefully as possible. The result of this check may kindly be communicated.

4. (i) For preparing a list of towns under category (c) of the definition in para 1 above, the following procedure be followed:—

- (a) A list of places with a population of at least 4,100 each in 1951 may be prepared with the help of the District Census Handbook.

(b) Thereafter, the total *male* population of the place (TM) and the total *male* population of that place engaged in Livelihood Categories V (Production other than cultivation), VI (Commerce), VII (Transport) and VIII (other services and miscellaneous sources)—i.e. the non-agricultural classes—(NAM) may please be calculate d.

(c) If NAM/TM is greater than 3/4, i.e., 75 per cent, the place can *prima facie* be treated as a town.

(d) Thereafter, a careful local check may kindly be instituted as to whether permanent movement of people away from, and into, the place, if any, has been such that the population is not likely to be at least 5,000 in 1961. If this check indicates that the population is likely to be 5,000, the place may provisionally be treated as a town. Information regarding these towns may please be given in Form 'B'.

(ii) Entirely new towns may also have sprung up as a result of the establishment of new industry, etc., or of the growth of two or more adjoining villages into an urban complex. A list of such towns may kindly be given separately and the estimated present population of each such town may be indicated. Information regarding these places may please be given in Form 'C'.

5. It is important that any reference to a place must be immediately followed by its *Location Code Number* (L.C. No.) in brackets. All place names may kindly be written both in Hindi and in English; care may kindly be taken to see that the Hindi name is correctly written. The English name may be taken from the District Census Handbook unless it is considered that the name as recorded in the Census Handbook is wrong and should be changed; the reasons for such a procedure may kindly be indicated.

6. I should be grateful if you could kindly send a reply to this letter by 28th October 1959. It is hoped that, with the assistance of the District Statistical Officer/Assistant, you will have no difficulty in adhering to this date.

Yours sincerely,

G. JAGATHPATHI.

Shri.....

Collector.....

1. Copy forwarded for information to—

(i) The Secretary to Madhya Pradesh Government, Home Department, Bhopal;

(ii) The Secretary to Madhya Pradesh Government, L.S.G. (Urban) Department;

(iii) The Director of Economics and Statistics, Madhya Pradesh, Bhopal; and

(iv) The Inspector-General of Municipalities, Madhya Bharat Region, Gwalior; in continuation of my D.O. letter/endorsement No. 148/149-SCO-MP/59 dated the 6th July, 1959 on the same subject.

2. Copy forwarded to Commissioner,..... Division,....., for information. A list of municipalities, corporations and cantonments in Division enclosed herewith.

3. Copy forwarded to the District Statistical Officer/Assistant,..... District for information and necessary action. It is requested that all necessary assistance in this regard may kindly be given to the Collector.

G. JAGATHPATHI,

Superintendent of Census Operations.

FORM A

The numbers and dates of all notifications in respect of changes in constitution after March 1, 1951 and in respect of first notification also in the case of municipalities/corporations/cantonments established after March 1, 1951, may please be given without fail.

District :
L. C. No.:

Tahsil :
L.C. No. :

MUNICIPALITY/CORPORATION/CANTONMENT: L.C. No.

1. TOWNS CONSTITUTING THE MUNICIPALITY/CORPORATION/CANTONMENT ON MARCH 1, 1951, OR VILLAGES CONSTITUTING THE MUNICIPALITY/CORPORATION/CANTONMENT AT THE TIME OF FIRST NOTIFICATION, IF DATE OF FIRST NOTIFICATION IS LATER THAN MARCH 1, 1951.

S. No.	Name of Village	Location Code No.	Population (1951 Census)	No. and date of Gaz. Notfn.
(1)	(2)	(3)	(4)	(5)

II. SUBSEQUENT CHANGES: (A) VILLAGES ADDED

S. No.	Name of Village	Location Code No.	Population (1951 Census)	No. and date of Gaz. Notfn.
(6)	(7)	(8)	(9)	(10)

II. SUBSEQUENT CHANGES: (B) AREAS REMOVED

S. No.	Name of Village	Location Code No.	Population (1951 Census)	No. and date of Gaz. Notfn.
(11)	(12)	(13)	(14)	(15)

Remarks

FORM B

District L. C. No.	Tahsil L. C. No.	Village L. C. No.
1. Population (1951 Census)	..	
2. Total male population (TM)	..	
3. Total male population engaged in non-agricultural occupations (NAM)	..	
4. NAM/TM	..	, which is less than/ greater than $\frac{1}{2}$.
5. Estimated immigration since 1951	..	
6. Estimated emigration since 1951	..	
7. Estimated population 1961	..	

For obtaining the estimate of population for 1961, multiply the figure against entry No. 1 above by 1,219 and, to the result, add the figure against entry No. 5 and subtract the figure against entry No. 6.

FORM 'C'

New Towns

Village	L. C. No.	Population (1951 Census)
1.		
2.		
3.		
4.		
5.		
6.		
7.		

3. If entirely new, estimated population. ..

4. Reasons for the establishment of the new town. ..

APPENDIX J

List of towns where house-numbering was done in accordance with Circular No. 6 (i. e., Street-wise)

Bilaspur Division.—

Surguja District—

Ramanujganj,
Manendragarh,
Baikunthpur,
Abmikapur,
N. Jhagrakhand Colliery,
Chirmiri Colliery.

Bilaspur District—

Korba,
Kota,
Bilaspur,
Champa,
Sakti,
Mungeli.

Raigarh District—

Jashpurnagar,
Kharsia,
Raigarh,
Sarangarh.

Raipur Division.—

Durg District—

Kawardha,
Chhuikhadan,
Rajnandgaon,
Durg,
Rajhara-Jharan Dalli.

Raipur District—

Raipur,
Bhatapara,
Dhamtari.

Bastar District—

Kanker,
Jagdalpur.

Indore Division.—

Indore District—

Indore,
Mhow.

Dewas District—

Dewas,
Sonkatch.

Ratlam District—

Ratlam,
Alot.

West Nimar District—

Khargone,
Anjad,
Sendhawa.

Ujjain District—

Ujjain,
Mahidpur,
Khachrod.

Jhabua District—

Thandla,
Alirajpur.

Dhar District—

Dhar,
Kukshi.

Mandsaur District—

Mandsaur,
Manasa,
Gandhisagar,
Garoth.

East Nimar District—

Khandwa,
Burhanpur.

Bhopal Division.—

Shajapur District—

Susner,
Agar,
Shajapur,
Shujalpur.

Vidisha District—

Basoda,
Vidisha.

Shore District—

Bhopal,
Shore,
Ashta,
Berasia.

Raisen District—

Raisen,
Begumganj,
Baraily.

Hoshangabad District—

Hoshangabad,
Piparia,
Sohagpur,
Itarsi,
Pachmarhi,
Seoni-Malwa
Harda,
Timarni.

Betul District—

Betul,
Betul Bazar,
Multai,
Amla.

*Jabalpur Division.—**Narsimhapur District—*

Narsimhapur,
Gadarwara.

Chhindwara District—

Jamai,
Chhindwara,
Sausar,
Pandurna,
Datla Bandhi,
Badkuhi,
Chikhlikalan,
Lodhikheda.

Sagar District—

Bina,
Khurai,
Sagar M.C.,
Garhakota,
Deori,
Rahatgarh,
Rehli.

Damoh District—

Damoh.

Jabalpur District—

Murwara,
Sihora,
Jabalpur Corp.,
Katni (OFA),
Tikuri,
Kymore,
Khamaria,
Patan,
Katangi, Panagar.

Mandla District—

Mandla,
Nainpur.

Balaghat District—

Katangi,
Wara-Seoni,
Balaghat,
Tirodi.

*Rewa Division.—**Chhatarpur District—*

Nowgong,
Maharajpur,
Chhatarpur,
Bijawar,
Garhi Malehra.

Panna District—

Panna.

Satna District—

Satna,
Nagod,
Unchehra,
Maihar.

Rewa District—

Rewa.

Shahdol District—

Umara,
Shahdol,
Johilla Colliery,
Burhar,
Nargada Hari Dafa

List of towns where house-numbering was done in other ways**WARD-WISE—**

Khetia (West Nimar).
Nalkheda (Shajapur).
Kurwai (Vidisha).
Ichhawar (Shore).
Pachmarhi (Hoshangabad).
Kareli
Chhota-Chhindwara. } (Narsimhapur).
Sidhi (Sidhi).

SECTOR-WISE—

Bhilai Nagar (Durg).
Nepa Nagar (East Nimar).

BLOCK-WISE—

Govindpura (Shore).
Jabalpur Cant. (Jabalpur).

CIRCLE-WISE—

Bairagarh (Shore).

In Tikamgarh there was a single house-numbering serial in the town as a whole.

APPENDIX K

Location Code Numbering in Bhilai Nagar

1. The Bhilainagar area can be divided into two parts.—(1) The sector area; and (2) the non-sector area.

2. (a) In the sector area, two sectors have no numbers.

These must be numbered

(b) In the sector area, most streets have been given numbers in Arabic numerals and most avenues have been numbered with alphabetical letters. The number painted on the house consists of (i) the number of the house; and, below it (ii) the number of the street (Arabic numeral) or the number of the avenue (Alphabetical letter). Further, where a single building has two or more houses, they have been given sub-numbers in the form of alphabetical letters : A, B, C, D and E, etc., for the location code, these alphabetical sub-numbers will be substituted by Arabic numerals : 1, 2, 3, etc., for A, B, C, etc.

(c) There are, in the sector area, some streets and avenues which have no numbers but have names. This is the first kind of sequence which has no number as a sequence. Secondly, there are tubular sheds, bazar areas, etc., where again the sequences have neither names nor systematic numbers. Thirdly, there are some camps of labourers or others living in huts or other temporary buildings; these huts, etc., have been numbered but there is no means of identifying the sequence because the sequence as such has no systematic number or name. All these three types of sequences must be numbered in a continuous sequence with each number in the sequence preceded by 'C' with a hyphen, thus : C-1, C-2, C-3, etc.

3. In the non-sector area, all separate sequences—including that of '32 Bungalows'—must be numbered, each number being preceded by 'X' with a hyphen, thus : X-1, X-2, X-3, etc.

4. (i) Where a building, or house, which has a number (or a sub-number) given by the Project authorities is such that its parts have separate entrances and are being used as separate units of accommodation (like servants living in servants' quarters which do not have separate numbers or which are part of the main building but have separate entrances), they should be treated as separate census houses and given additional numbers in brackets. For example, suppose that building 35/Av.B has two houses given sub-numbers: 'A' and 'B', by the Project authorities and each of these two houses has two census houses in the sense defined above. Further, assume that each census house has only one census-household. The location code numbers of the four census households will be as follows :—

41/VII/2/7/35(1)/Av.B (1);

41/VII/2/7/35(1)/Av.B (2);

41/VII/2/7/35(2)/Av.B (1); and

41/VII/2/7/35(2)/Av.B (2).

(In the above example, the supervisor's circle number has been taken to be 2 and the sector number has been assumed to be 7).

(ii) If, in the above example, the first census house has two census households, their numbers will be :—

41/VII/2/7/35(1)/Av.B (1 ऋ); and

41/VII/2/7/35(1)/Av. B (1 ए).

(iii) If the census house numbers or census household numbers are different from the numbers given by the Project authorities (with the exception of the substitution of alphabetical sub-numbers by Arabic numeral referred to in the later half of para 2 (b) above regarding which oral instruction should suffice) the census house numbers or the census household numbers have to be actually painted on the structures or parts of structures concerned.

5. (i) The location code numbers of households, in any one of the sequences of the C-series in the sector area will have the number of the sequence in brackets after the sector number in the fourth position three examples follow :—

41/VII/12/5(C-III)/21;

41/VII/12/5(C-III)/21 (1);

41/VII/12/5(C-III)/22(1 ऋ).

(12 is the supervisor's circle number and 5, the sector number).

(ii) In the non-sector area, in the fourth position, the number of the sequence in the X-series alone need be written as in the following examples :—

41/VII/21/X-II/42;

41/VII/21/X-II/43(1);

41/VII/21/X-II/44(1 ऋ).

6. A register should be prepared giving in detail the location and other identifying features of each sequence in the C-series and the X-series. The description of each sequence should include figures regarding houses, households, etc., and a rough sketch showing its location, the lay-out of the huts or houses and their numbering sequence. A copy of this register should be sent to the Collector, Durg, and another to the Superintendent of Census Operations, Madhya Pradesh, Bhopal.

G. JAGATHPATHI,
Superintendent of Census Operations,
Madhya Pradesh.

BHOPAL :
December 8, 1960

APPENDIX L.

Enumeration Staff and sources from which Recruited

Name of State :—Madhya Pradesh.

SUPERVISORS

			School Masters	Police Depart- ment	Forest Depart- ment	Munici- pāl Servants	Patwaris	Gram Sewaks	Pancha- yat Secre- taries	Other Officials	Non- Officials	Un- Classified	Total
	(1)		(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Total	..	..	2116	20	190	214	6198	389	66	849	128	244	10414
Regular	..	..	1581	20	147	172	5806	235	31	582	97	213	8884
Reserve	..	..	535	..	43	42	392	154	35	267	31	31	1530

ENUMERATORS

Total	..	..	36730	64	868	790	6261	1410	1118	2428	2461	2792	54922
Regular	..	..	32084	50	651	618	5424	1118	874	1861	1741	2280	46701
Reserve	..	..	4646	14	217	172	837	292	244	567	720	512	8221

The total allotment for payment as honoraria to supervisors, enumerators and investigators was Rs. 11,78,026.25 nP. out of which accounts for Rs. 36,802.06 nP. were still awaited from the districts on 1-7-63, when this statement was prepared.

APPENDIX M

House-Listing Staff

Name of State—Madhya Pradesh

S. No.	Name of districts	No. of Investiga- tors employed
(1)	(2)	(3)
1	Morena	545
2	Bhind	421
3	Gwalior	384
4	Datia	135
5	Shivpuri	455
6	Guna	469
7	Tikamgarh	314
8	Chhatarpur	414
9	Panna	228
10	Satna	448
11	Rewa	451
12	Shahdol	352
13	Sidhi	161
14	Mandsaur	546
15	Ratlam	320
16	Ujjain	469
17	Jhabua	319
18	Dhar	416
19	Indore	364
20	Dewas	275
21	West Nimar	475
22	East Nimar	403
23	Shajapur	381
24	Rajgarh	334
25	Vidisha	369
26	Sehore	505
27	Raisen	343
28	Hoshangabad	576
29	Betul	336
30	Sagar	666
31	Damoh	266
32	Jabalpur	657
33	Narsimhapur	306
34	Mandla	441
35	Chhindwara	477
36	Seoni	329
37	Balaghat	303
38	Surguja	474
39	Bilaspur	639
40	Raigarh	499
41	Durg	1,008
42	Raipur	759
43	Bastar	431
Total ..		18,463

APPENDIX N

Tour details of Shri G. Jagathpathi, Superintendent of Census Operations, Madhya Pradesh.

S. No.	Date of departure	Date of return	Places visited	Districts covered	Remarks
(1)	(2)	(3)	(4)	(5)	(6)
1	1-6-1959	.. 4-6-1959	.. Delhi ..	..	..
2	9-6-1959	.. 17-6-1959	.. Madras ..	..	..
3	19-7-1959	.. 24-7-1959	.. Jabalpur Rewa Bilaspur Raipur ..	.. Jabalpur Rewa Bilaspur Raipur ..	..
4	27-7-1959	.. 29-7-1959	.. Indore ..	.. Indore	..
5	30-7-1959	.. 31-7-1959	.. Gwalior ..	.. Gwalior	..
6	23-9-1959	.. 2-10-1959	.. Delhi ..	..	..
7	27-11-1959	.. 30-11-1959	.. Indore Dhar ..	.. Indore Dhar ..	..
8	16-12-1959	.. 18-12-1959	.. Ashta Indore Depalpur Sonkutch ..	.. Schore Indore " Dewas ..	..
9	25-12-1959	.. 4-1-1960	.. Bhaora Shivpuri Narwar Gwalior ..	.. Rajgarh Shivpuri " Gwalior ..	..
10	19-1-1960	.. 21-1-1960	.. Indore Shajapur Sarangpur Dewas ..	.. Indore Shajapur Rajgarh Dewas ..	..
11	26-1-1960	.. 29-1-1960	.. Jabalpur Patan Sihora Katni ..	.. Jabalpur " " " ..	..
12	31-1-1960	.. 3-2-1960	.. Indore Maheshwar Mandleshwar Kasrawad ..	.. Indore W. Nimar " " ..	..
13	15-2-1960	.. 16-2-1960	.. Itarsi ..	.. Hoshangabad	..
14	18-2-1960	.. 22-2-1960	.. Sagar Chhatarpur Khajuraho Panna Satna Rewa ..	.. Sagar Chhatarpur " Panna Satna Rewa ..	..
15	15-4-1960	.. 3-5-1960	.. Damoh Jabalpur Seoni Raipur Kanker Bhanupratappur Kondagaon Jagdalpur Dantewara Durg Balaghat Sagar ..	.. Damoh Jabalpur Seoni Raipur Bastar " " " " Durg Balaghat Sagar ..	..

(1)	(2)	(3)	(4)	(5)	(6)
16	15-5-1960	.. 18-5-1960	.. Schore Indore Ujjain Dewas and Sonkutch ..	.. Schore Indore Ujjain Dewas ..	..
17	16-6-1960	.. 25-6-1960	.. Satna Shahdol Mandragarh Ambikapur Rewa Chhatarpur ..	.. Satna Shahdol Surguja " Rewa Chhatarpur ..	..
18	29-6-1960	.. 4-7-1960	.. Indore Ratlam Bhaora ..	.. Indore Ratlam Rajgarh ..	..
19	5-7-1960	.. 7-7-1960	.. Gwalior ..	.. Gwalior	..
20	18-7-1960	.. 28-7-1960	.. Raigarh Raipur Seoni Jabalpur ..	.. Raigarh Raipur Seoni Jabalpur ..	..
21	7-8-1960	.. 13-8-1960	.. Delhi ..	..	..
22	6-9-1960	.. 9-9-1960	.. Schore Ashta Dodi Metwara Indore Ratlam Dhoswas Namli Mandasaur Nipania Ajikhed Jaora Badnawar Dhar Khalghat Mhow ..	.. Schore " " " Indore Ratlam " " Mandasaur " Ratlam " Dhar " West Nimar Indore ..	..
23	11-9-1960	.. 11-9-1960	.. Raisen Bhilsa Sanchi ..	.. Raisen Vidisha Raisen ..	..
24	24-9-1960	.. 27-9-1960	.. Ghairatganj Rahatgarh Sagar Jabalpur Katangi Jabera Damoh Hatta Garhakota Begamganj Raisen ..	.. Raisen Sagar " Jabalpur " Damoh " Sagar Raisen " ..	..
25	13-10-1960	.. 16-10-1960	.. Sagar Chhatarpur Panna Satna Rewa Katni Jabalpur ..	.. Sagar Chhatarpur Panna Satna Rewa Jabalpur " ..	..
26	20-11-1960	.. 22-11-1960	.. Indore ..	.. Indore	..
27	22-11-1960	.. 24-11-1960	.. Jabalpur ..	.. Jabalpur	..

(1)	(2)	(3)	(4)	(5)	(6)
28	25-11-1960	.. 27-11-1960	.. Durg ..	.. Durg	
29	29-11-1960	.. 1-12-1960	.. Guna ..	.. Guna.	
30	12-12-1960	.. 12-12-1960	.. Sanchi ..	.. Raisen	
31	12-12-1960	.. 15-12-1960	.. Jabalpur .. Seoni .. Chhindwara .. Durg ..	.. Jabalpur .. Seoni .. Chhindwara .. Durg ..	
32	16-12-1960	.. 17-12-1960	.. Ujjain .. Indore ..	.. Ujjain .. Indore ..	
33	23-12-1960	.. 2-1-1961	.. Sagar .. Jabalpur .. Seoni .. Chhindwara .. Sausar .. Durg .. Balaghat .. Damoh ..	.. Sagar .. Jabalpur .. Seoni .. Chhindwara .. " .. Durg .. Balaghat .. Damoh ..	
34	11-1-1961	.. 13-1-1961	.. Ghoda-Dongri .. Betul .. Itarsi .. Hoshangabad ..	.. Betul Hoshangabad	

Tour details of Shri K. D. Ballal, Dy. S. C. O., Indore.

S. No.	Date of departure from Hd. Qrs.	Date of return to Hd. Qrs.	Places visited	Districts covered	Remarks
(1)	(2)	(3)	(4)	(5)	(6)
1	29-12-59	.. 31-12-59	.. Sawyer .. Ujjain .. Mhow ..	.. Indore .. Ujjain .. Indore ..	
2	5-1-60	.. 5-1-60	.. Depalpur ..	.. Indore	
3	6-1-60	.. 6-1-60	.. Dhar .. Ghatatillod .. Kelod .. Mhow ..	.. Dhar .. " .. Indore .. "	
4	11-1-60	.. 13-1-60	.. Rajpur .. Barwani .. Khargone .. Sanawad ..	.. West-Nimar .. " .. " .. "	
5	20-1-60	.. 20-1-60	.. Mhow ..	.. Indore	
6	21-1-60	.. 23-1-60	.. Mhow .. Dewas .. Ujjain .. Barnagar .. Badnawar .. Ratlam ..	.. Indore .. Dewas .. Ujjain .. " .. Dhar .. Ratlam ..	
7	27-1-60	.. 31-1-60	.. Biaora .. Shivpuri .. Gwalior .. Morena .. Bhind .. Guna ..	.. Rajgarh .. Shivpuri .. Gwalior .. Morena .. Bhind .. Guna ..	
8	2-2-60	.. 2-2-60	.. Maheshwar .. Mandleshwar .. Kasrawad ..	.. West-Nimar .. " .. "	
9	4-2-60	.. 11-2-60	.. Sonkatch .. Bhopal .. Vidisha .. Gwalior ..	.. Dewas .. Sohore .. Vidisha .. Gwalior ..	
10	13-2-60	.. 14-2-60	.. Sendhwa .. Julwania .. Rajpur .. Barwani ..	.. West-Nimar .. " .. " .. "	
11	19-2-60	.. 24-2-60	.. Betul .. Multai ..	.. Betul .. "	
12	26-2-60	.. 27-2-60	.. Bhopal ..	.. Sohore	
13	2-3-60	.. 2-3-60	.. Mhow ..	.. Indore	
14	3-3-60	.. 5-3-60	.. Jhabua ..	.. Jhabua	
15	7-3-60	.. 9-3-60	.. Khargone .. Khandwa ..	.. West Nimar .. East Nimar ..	
16	11-3-60	.. 12-3-60	.. Mandsaur ..	.. Mandsaur	
17	16-3-60	.. 19-3-60	.. Bhopal .. Gwalior .. Bhind ..	.. Sohore .. Gwalior .. Bhind ..	

(1)	(2)	(3)	(4)	(5)	(6)
18	22-3-60	.. 27-3-60	.. Bhopal	.. ..	Sehore
19	31-3-60	.. 31-3-60	.. Ujjain	.. ..	Ujjain
20	2-4-60	.. 5-4-60	.. Guna	.. ..	Guna
			Gwalior	.. ..	Gwalior
21	11-4-60	.. 12-4-60	.. Ratlam	.. ..	Ratlam
22	12-4-60	.. 14-4-60	.. Bhopal	.. ..	Sehore
			Vidisha	.. ..	Vidisha
			Raisen	.. ..	Raisen
23	18-4-60	.. 18-4-60	.. Mhow	.. ..	Indore
24	20-4-60	.. 20-4-60	.. Dhar	.. ..	Dhar
25	27-4-60	.. 30-4-60	.. Rajgarh	.. ..	Rajgarh
			Guna	.. ..	Guna
			Shivpuri	.. ..	Shivpuri
26	3-5-60	.. 3-5-60	.. Dewas	.. ..	Dewas
27	11-5-60	.. 13-5-60	.. Khargone	.. ..	W. Nimar
28	17-5-60	.. 18-5-60	.. Ujjain	.. ..	Ujjain
			Dewas	.. ..	Dewas
29	20-5-60	.. 20-5-60	.. Dhar	.. ..	Dhar
30	22-5-60	.. 25-5-60	.. Sonkatch	.. ..	Dewas
			Bhopal	.. ..	Sehore
			Dewas	.. ..	Dewas
31	29-5-60	.. 31-5-60	.. Jhabua	.. ..	Jhabua
			Ratlam	.. ..	Ratlam
32	1-6-60	.. 1-6-60	.. Ujjain	.. ..	Ujjain
33	2-6-60	.. 2-6-60	.. Mhow	.. ..	Indore
34	6-6-60	.. 10-6-60	.. Gwalior	.. ..	Gwalior
			Morena	.. ..	Morena
			Bhopal	.. ..	Sehore
35	12-6-60	.. 16-6-60	.. Ashta	.. ..	Sehore
			Bhopal	.. ..	..
36	19-6-60	.. 26-6-60	.. Narsingarh	.. ..	Rajgarh
			Bhopal	.. ..	Sehore
			Hoshangabad	.. ..	Hoshangabad
			Itarsi	.. ..	..
			Betul	.. ..	Betul
			Gwalior	.. ..	Gwalior
			Bhind	.. ..	Bhind
37	1-7-60	.. 8-7-60	.. Ratlam	.. ..	Ratlam
			Biaora	.. ..	Rajgarh
			Gwalior	.. ..	Gwalior
38	11-7-60	.. 19-7-60	.. Sonkatch	.. ..	Dewas
			Bhopal	.. ..	Sehore
39	23-7-60	.. 27-7-60	.. Sendhwa	.. ..	West Nimar
			Barwani	.. ..	..
			Rajpur	.. ..	..
			Kasrawad	.. ..	..
			Khargone	.. ..	..
			Bhikangaon	.. ..	..
			Khandwa	.. ..	East Nimar
			Burhanpur	.. ..	..
			Nepanagar	.. ..	..
			Barwaha	.. ..	West Nimar

(1)	(2)	(3)	(4)	(5)	(6)
40	28-7-60	.. 2-8-60	.. Shajapur	.. ..	Shajapur
			Bhopal	.. ..	Sehore
			Berasia	.. ..	..
41	6-8-60	.. 6-8-60	.. Depalpur	.. ..	Indore
42	9-8-60	.. 9-8-60	.. Kannod	.. ..	Dewas
			Nanasa	.. ..	..
43	11-8-60	.. 13-8-60	.. Sawer	.. ..	Indore
			Ujjain	.. ..	Ujjain
			Mahidpur	.. ..	..
44	16-8-60	.. 18-8-60	.. Badnawar	.. ..	Dhar
			Ratlam	.. ..	Ratlam
			Mandsaur	.. ..	Mandsaur
45	20-8-60	.. 25-8-60	.. Agar	.. ..	Shajapur
			Shivpuri	.. ..	Shivpuri
			Gwalior	.. ..	Gwalior
			Guna	.. ..	Guna
			Biaora	.. ..	Rajgarh
			Shajapur	.. ..	Shajapur
46	26-8-60	.. 26-8-60	.. Dhar	.. ..	Dhar
47	29-8-60	.. 3-9-60	.. Ashta	.. ..	Sehore
			Bhopal	.. ..	..
			Hoshangabad	.. ..	Hoshangabad
			Itarsi	.. ..	..
48	7-9-60	.. 18-9-60	.. Jhabua	.. ..	Jhabua
			Thandla	.. ..	..
			Ranapur	.. ..	..
			Jobat	.. ..	..
			Alirajpur	.. ..	..
			Ambua	.. ..	..
			Kukshi	.. ..	Dhar
49	12-9-60	.. 20-9-60	.. Shajapur	.. ..	Shajapur
			Guna	.. ..	Guna
			Gwalior	.. ..	Gwalior
			Morena	.. ..	Morena
			Joura	.. ..	..
			Bhind	.. ..	Bhind
			Mehgaon	.. ..	..
			Shivpuri	.. ..	Shivpuri
			Kolaras	.. ..	..
			Biaora	.. ..	Rajgarh
			Rajgarh	.. ..	..
			Sarangpur	.. ..	..
			Shajapur	.. ..	Shajapur
			Dewas	.. ..	Dewas
50	23-9-60	.. 25-9-60	.. Sawer	.. ..	Indore
			Tarana	.. ..	Ujjain
			Ujjain	.. ..	..
			Nagda	.. ..	..
			Ujjain	.. ..	..
51	26-9-60	.. 29-9-60	.. Rajpur	.. ..	West Nimar
			Barwani	.. ..	..
			Anjad	.. ..	..
			Kasrawad	.. ..	..
			Khargone	.. ..	..
			Bhikangaon	.. ..	..
			Khandwa	.. ..	East Nimar
			Sanawad	.. ..	West Nimar
			Barwaha	.. ..	..

(1)	(2)	(3)	(4)	(5)	(6)
52	3-10-60	.. 10-10-60	.. Bhopal .. Hoshangabad .. Itarsi .. Gwalior .. Sehore ..	.. Shore .. Hoshangabad .. " .. Gwalior .. Sehore ..	
53	14-10-60	.. 14-10-60	.. Sawer .. Ujjain ..	.. Indore .. Ujjain ..	
54	16-10-60	.. 19-10-60	.. Shajapur .. Guna .. Gwalior .. Shivpuri .. Biaora ..	.. Shajapur .. Guna .. Gwalior .. Shivpuri .. Rajgarh ..	
55	22-10-60	.. 25-10-60	.. Ujjain .. Badnagar .. Dhar ..	.. Ujjain .. " .. Dhar ..	
56	27-10-60	.. 30-10-60	.. Sonkatch .. Bhopal ..	.. Dewas .. Sehore ..	
57	31-10-60	.. 7-11-60	.. Badnagar .. Ratlam .. Jaora .. Mandsaur .. Neemuch .. Jawad .. Malhargarh .. Manasa .. Sitamau .. Garoth .. Gandhisagar .. Bhanpura .. Sailana ..	.. Dhar .. Ratlam .. " .. Mandsaur .. " .. " .. " .. " .. " .. " .. " .. " .. Ratlam ..	
58	10-11-60	.. 12-11-60	.. Maheshwar .. Manawar .. Mhowgaon ..	.. West Nimar .. Dhar .. Indore ..	
59	14-11-60	.. 15-11-60	.. Sawer .. Mahidpur .. Ujjain .. Dewas ..	.. Indore .. Ujjain .. " .. Dewas ..	
60	17-11-60	.. 20-11-60	.. Bagli .. Bhopal ..	.. Dewas .. Sehore ..	
61	21-11-60	.. 2-12-60	.. Khargone .. Khandwa .. Ujjain .. Mandsaur .. Jaora .. Ratlam .. Jhabua .. Shajapur .. Rajgarh .. Biaora .. Bhopal ..	.. West Nimar .. East Nimar .. Ujjain .. Mandsaur .. Ratlam .. " .. Jhabua .. Shajapur .. Rajgarh .. " .. Sehore ..	
62	2-12-60	.. 2-12-60	.. Dhar ..	.. Dhar ..	
63	6-12-60	.. 7-12-60	.. Vijayganj .. Mandi .. Ujjain .. Mahidpur ..	.. Ujjain .. " .. " .. " ..	
64	11-12-60	.. 13-12-60	.. Sonkatch .. Bhopal .. Raisen .. Sanchi ..	.. Dewas .. Sehore .. Raisen .. " ..	

(1)	(2)	(3)	(4)	(5)	(6)
65	14-12-60	.. 15-12-60	.. Maheshwar .. Barwaha .. Maheshwar ..	.. West Nimar .. " .. " ..	
66	16-12-60	.. 16-12-60	.. Ujjain ..	.. Ujjain ..	
67	20-12-60	.. 20-12-60	.. Sawer .. Ujjain ..	.. Indore .. Ujjain ..	
68	21-12-60	.. 26-12-60	.. Kannod .. Nemawar .. Khategaon .. Bagh .. Hatpipla .. Ashta .. Bhopal ..	.. Dewas .. " .. " .. Dhar .. Dewas .. Sehore .. " ..	
69	28-12-60	.. 4-1-61	.. Badnagar .. Jaora .. Sitamau .. Shamgarh .. Garoth .. Bhanpura .. Gandhisagar .. Malhargarh .. Manasa .. Neemuch .. Jawad .. Mandsaur .. Kachnara ..	.. Dhar .. Ratlam .. Mandsaur .. " .. " .. " .. " .. " .. " .. " .. " .. " .. " .. " ..	
70	9-1-61	.. 14-1-61	.. Mahidpur .. Ujjain .. Khachraud .. Alote .. Ratlam .. Neemuch .. Mandsaur ..	.. Ujjain .. " .. " .. Ratlam .. " .. Mandsaur .. " ..	
71	18-1-61	.. 21-1-61	.. Dhar .. Sardarpur .. Jhabua .. Meghnagar .. Bamnia .. Petlawad ..	.. Dhar .. " .. Jhabua .. " .. " .. " ..	
72	24-1-61	.. 24-1-61	.. Ujjain ..	.. Ujjain ..	
73	28-1-61	.. 28-1-61	.. Ratlam ..	.. Ratlam ..	
74	29-1-61	.. 31-1-61	.. Rajpur .. Barwani .. Khargone .. Kasrawad ..	.. West Nimar .. " .. " .. " ..	
75	1-2-61	.. 3-2-61	.. Sonkatch .. Bhaurasa .. Bhopal ..	.. Dewas .. " .. Sehore ..	
76	13-2-61	.. 16-2-61	.. Sonkatch .. Bhopal .. Nevri .. Bagh .. Khategaon .. Sandalpur .. Kannod ..	.. Dewas .. Sehore .. Dewas .. Dhar .. Dewas .. " .. " ..	

(1)	(2)	(3)	(4)	(5)	(6)
77	20-2-61	.. 23-2-61	--	Sawer Indore Ujjain Ujjain Hingoria " Badnagar " Amla " Jaora Ratlam Bamankhed Mandsaur Neemuch " Barkhedapant " Mandsaur " Ratlam Ratlam Badnagar Dhar	
78	25-2-61	.. 27-2-61	--	Khargone West Nimar Sendhwa " Manawar Dhar Gandhwani " Jobat Jhabua Alirajpur " Jhabua " Dhar Dhar	
79	1-3-61	.. 2-3-61	..	Sawer Indore Ujjain Ujjain Pantpihya "	
80	14-3-61	.. 14-3-61	..	Dewas Dewas	
81	27-3-61	.. 28-3-61	..	Bhopal Sehore	

Tour details of Shri G. N. Tiwari, Dy. Superintendent of Census Operations, Jabalpur

S. No.	Date of departure from Headquarters	Date of return to Headquarters	Places visited	Districts covered	Remarks
(1)	(2)	(3)	(4)	(5)	(6)
1	31-1-1960	.. 3-2-60	.. Maheshwar Mandleshwar Kasrawad Indore ..	.. W. Nimar " .. " .. Indore ..	.. With S.C.O., M. P., Bhopal for training.
2	8-2-1960	.. 14-2-60	.. Shahdol Bilaspur Mungeli Janjgir Sakti Raipur Dhamtari ..	.. Shahdol Bilaspur " .. " .. " .. Raipur "	.. Checking of Census registers.
3	18-2-1960	.. 24-2-60	.. Damoh Hatta Patan Jabalpur Seoni Waraseoni Balaghat Jabalpur Chhindwara Lakhnadon Narsimhapur ..	.. Damoh " .. Jabalpur " .. Seoni Balaghat " .. Jabalpur Chhindwara Seoni Narsimhapur ..	.. Checking of Census Registers.
4	19-4-1960	.. 4-5-60	.. Patan Bilaspur Raipur Raigarh Jashpur Jagdalpur Ambikapur Dharmajaigarh Gharghoda ..	.. Jabalpur Bilaspur Raipur Raigarh " .. Bastar Surguja Raigarh "	.. Checking of Census Registers.
5	17-5-1960	.. 18-5-60	.. Bhopal ..	.. Sehore ..	.. To attend Meeting
6	2-6-60	.. 7-6-60	.. Jabalpur Raipur Jagdalpur Bilaspur ..	.. Jabalpur Raipur Bastar Bilaspur ..	.. For checking G.V.R. and C.R. and building inspection.
7	12-6-1960	.. 25-6-60	.. Bhopal Katni Manendragarh ..	.. Sehore Jabalpur Surguja ..	.. For attending meeting at Bhopal and for conducting training classes with reference to Circular No. 8 d/10-6-60.
			.. Ambikapur Shahdol Rewa Sagar Chhatarpur ..	.. Surguja Shahdol Rewa Sagar Chhatarpur ..	.. For conducting training of high officials with reference to Circular No. 8 d/10-6-60.
8	3-7-1960	.. 10-7-60	.. Katni Bilaspur Raigarh Raipur Sagar ..	.. Jabalpur Bilaspur Raigarh Raipur Sagar ..	.. For checking building numbering.
9	15-7-1960	.. 15-7-60	.. Damoh ..	.. Damoh ..	
10	18-7-1960	.. 25-7-60	.. Katni Raigarh Seoni Raipur ..	.. Jabalpur Raigarh Seoni Raipur ..	.. For checking house numbering.

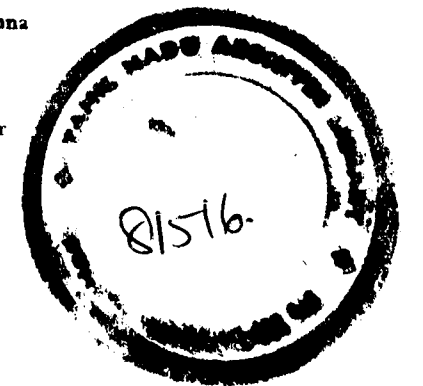
(1)	(2)	(3)	(4)	(5)	(6)
11	1-8-60	.. 5-8-60	.. Jagdalpur .. Dantewada .. Raipur .. Bilaspur ..	.. Bastar " Raipur Bilaspur ..	.. Conducting of training classe of Investigators.
12	12-8-60	.. 12-8-60	.. Narsimhapur .. Gadarwara ..	.. Narsimhapur " ..	.. For checking of building numbering and conducting of training classes of in- vestigators.
13	17-8-60	.. 23-8-60	.. Sihora .. Katni .. Rewa .. Sidhi .. Satna .. Unchahera .. Panna .. Chhatarpur .. Teekamgarh .. Jatara .. Sagar .. Khurai .. Damoh .. Hindoria ..	.. Jabalpur " Rewa Sidhi Satna " Panna Chhatarpur Teekamgarh " Sagar " Damoh " ..	
14	25-8-60	.. 1-9-60	.. Seoni .. Balaghat .. Bhilai .. Rajnandgaon .. Khairagarh .. Raipur .. Bilaspur .. Sakti .. Raigarh ..	.. Seoni Balaghat Durg " " Raipur Bilaspur " Raigarh ..	
15	2-9-60	.. 10-9-60	.. Bilaspur .. Raipur .. Dhamtari .. Jagadalpur .. Dantewada .. Durg .. Bhilai .. Balod .. Khairagarh .. Chhui Khadan .. Dongargarh .. Balaghat ..	.. Bilaspur Raipur " Bastar " Durg " " " " " Balaghat ..	.. For checking of building numbering and house list- ing.
16	17-9-60	.. 17-9-60	.. Khamaria .. Amakhoh .. G.C.F. .. Amanala ..	.. Jabalpur " " " ..	.. For checking of building numbering and house listing
17	19-9-60	.. 20-9-60	.. Shahpura ..	.. Jabalpur ..	
18	23-9-60	.. 23-9-60	.. Katangi ..	.. " ..	
19	25-9-60	.. 28-9-60	.. Durg .. Raipur .. Bilaspur ..	.. Durg Raipur Bilaspur ..	
20	5-10-60	.. 17-10-60	.. Katni .. Durg .. Rajnandgaon .. Khairagarh .. Rajahara-Jharandalli .. Balod .. Raipur .. Raigarh .. Dharamjaigarh .. Gharghoda .. Bilaspur .. Katghora .. Durg .. Bhilai ..	.. Jabalpur Durg " " " " Raipur Raigarh " " Bilaspur " Durg " ..	.. For checking of building numbering and house list- ing.

(1)	(2)	(3)	(4)	(5)	(6)
21.	27-10-60	.. 30-10-60	.. Bhopal ..	.. Sehore ..	.. To attend meeting in S.C.O 'Office Bhopal.
22.	2-11-60	.. 10-11-60	.. Satna .. Rewa .. Sidhi .. Shahdol .. Raipur .. Balaghat .. Seoni .. Mandla ..	.. Satna Rewa Sidhi Shahdol Raipur Balaghat Seoni Mandla ..	.. To inspect implementation o Circular No. 10, 11 & 12.
23.	17-11-60	.. 26-11-60	.. Patan .. Bhopal .. Damoh .. Katni .. Satna .. Sidhi .. Shahdol .. Rewa .. Panna ..	.. Jabalpur Sehore Damoh Jabalpur Satna Sidhi Shahdol Rewa Panna ..	.. To inspect implementation of Circular No. 10, 11 & 12. To attend meeting of Dy. S.C.O's to conduct enumerator's classes.
24.	27-11-60	.. 30-11-60	.. Seoni .. Lakhanadon .. Balaghat .. Baihar ..	.. Seoni " Balaghat " ..	
25.	1-12-60	.. 3-12-60	.. Bhopal .. Mandla ..	.. Sehore Mandla ..	.. To attend meeting at Bhopal.
26.	6-12-60	.. 10-12-60	.. Seoni .. Chhindwara .. Sausar .. Lodhikheda .. Pandhurna .. Chourai .. Balaghat .. Parasia .. Ramkona ..	.. Seoni Chhindwara " " " Balaghat Chhindwara " ..	.. For indsection of training classes.
27.	13-12-60	.. 17-12-60	.. Seoni .. Chhindwara .. Satna .. Narsimhapur .. Kondia .. Mohpani .. Lakhanadon .. Dhuma ..	.. Seoni Chhindwara Satna Narsimhapur " " Seoni " ..	.. In connection with R.G.I.'s visit.
28.	21-12-60	.. 31-12-60	.. Rewa .. Deotalao .. Mauganj .. Govindagarh .. Beohari .. Shahdol .. Burhar .. Nargadahari Dafai .. Sidhi .. Semrai .. Deosar .. Singrauli .. Sirmaur .. Chachai .. Rewa .. Katni .. Khatoli ..	.. Rewa " " " Shahdol " " " Sidhi " " " Rewa " " " " ..	
29.	11-1-61	.. 14-1-61	.. Jabera .. Nohta .. Damoh ..	.. Damoh " " ..	.. Checking of houses number- ing.

(1)	(2)	(3)	(4)	(5)	(6)
			Hatta Damoh		
			Sarkhadi Sagar		
			Khurai "		
			Banda Damoh		
			Panji "		
			Tendukheda "		
30. 17-1-61	.. 17-1-61	.. Niwas Mandla			
		Mandla "			
31. 19-1-61	.. 21-1-61	.. Lakhanadon Seoni			
		Balaghat Balaghat			
		Baihar "			
		Waraseoni "			
32. 22-1-61	.. 25-1-61	.. Amarpatan Satna			
		Satna "			
		Nagod "			
		Gopal Sagar "			
		Maihar "			
		Singhpur "			
		Kohari "			
33. 27-1-61	.. 30-1-61	.. Patan Jabalpur			
		Dindori Mandla			
34. 1-2-61	.. 3-2-61	.. Bhopal Schore			.. To attend meeting in S.C.O's office.
35. 14-2-61	.. 14-2-61	.. Sihora Jabalpur			
36. 21-2-61	.. 21-2-61	.. Nehagawan Jabalpur			
		Chhapara "			
		Sihora "			
37. 23-2-61	.. 23-2-61	.. Mandla Mandla			
38. 24-2-61	.. 26-2-61	.. Rewa Rewa			
		Satna Satna			
		Katni Jabalpur			

TOUR DETAILS OF SHRI K. S. BHATNAGAR, DY. S. C. O., GWALIOR.

S. No.	Date of departure from Head quarters	Date of return to Head quarters	Places visited	Districts covered	Remarks
(1)	(2)	(3)	(4)	(5)	(6)
1	18-10-60	.. 18-10-60	.. Raisen, Sanchi	.. Raisen	House numbering.
2	27-10-60	.. 27-10-60	.. Hoshangabad	.. Hoshangabad	Checking charge register.
3	1-11-60	.. 8-11-60	.. Biaora, Rajgarh, Chachoda, Gwalior, Guna, Sabalgarh, Morena, Joura Karera, Tikamgarh,	Rajgarh, Guna, Morena, Gwalior, Shivpuri, Tikamgarh,	
4	13-11-60	.. 17-11-60	.. Narsingarh, Shivpuri, Datia, Gwalior, Morena.	Rajgarh, Shivpuri, Datia, Gwalior, Morena.	
5	17-11-60	.. 20-11-60	.. Guna Gwalior	Guna, Gwalior	
6	21-11-60	.. 29-11-60	.. Bhind, Morena, Mohana, Shivpuri, Datia, Jhansi, Tikamgarh, Chhatarpur.	Bhind, Morena, Shivpuri, Datia, Jhansi, Tikamgarh, Chhatarpur	.. For training classes.
7	30-11-60	.. 30-11-60	.. Halt Chhatarpur.		
8	1-12-60	.. 4-12-60	.. Panna, Dikhvari	.. Panna.	
9	7-12-60	.. 8-12-60	.. Dabra, Morena, Ambah, Joura Kolaras, Pohri.	Morena, Gwalior Shivpuri.	
10	11-12-60	.. 13-12-60	.. Bhopal	Schore	Meeting SCO.
11	15-12-60	.. 17-12-60	.. Gohad, Mehgaon, Bhind, Lahar.	Bhind.	
12	21-12-60	.. 24-12-60	.. Shivpuri, Manpura, Karera, Kolaras, Pachhawali, Guna Ruthiai.	Shivpuri, Guna.	
13	26-12-60	.. 31-12-60	.. Datia, Tikamgarh, Mavai, Jatara, Nowgong, Harpalpur, Chhatarpur, Panna, Ajaigarh.	Datia, Tikamgarh, Chhatarpur, Panna	
14	1-1-61	.. 2-1-61	.. Panna, Chhatarpur, Niwari, Orchha	Panna, Chhatarpur, Tikamgarh	
15	10-1-61	.. 15-1-61	.. Shivpuri, Guna, Mungaoli, Biaora, Khilchipur, Narsingarh, Sarangpur.	Guna, Shivpuri, Rajgarh.	
16	16-1-61	.. 16-1-61	.. Bhopal	Schore.	
17	17-1-61	.. 21-1-61	.. Narsingarh, Biaora, Chachoda, Raghogarh, Guna, Shivpuri, Pohri, Karera, Datia, Dabra.	Rajgarh, Guna, Shivpuri, Datia, Gwalior,	



(1)	(2)	(3)	(4)	(5)	(6)
18	27-1-61	 28-1-61	.. Ambah, Morena, Sabalgarh, Joura, Kolaras, Jigni.	Morena, Shivpuri	
19	30-1-61	 31-1-61	.. Kolaras, Guna, Chachora, Biaora, Narsingarh.	Shivpuri, Guna, Rajgarh	
20	1-2-61	3-2-61	.. Bhopal	Sehore.	
21	11-2-61	 15-2-61	.. Shivpuri, Guna, Biaora, Narsingarh, Bhopal	Shivpuri, Guna .. Enumeration work, Rajgarh, Sehore,	
22	20-2-61	 24-2-61	.. Jhansi, Babina, Chhatarpur, Panna, Tikamgarh, Datia.	Jhansi, Datia .. Enumeration of Babina, Tikamgarh, Chhatarpur, Panna	
23	27-2-61	 28-2-61	.. Joura, Morena, Ambah, Bhind, Gohad.	Morena, Bhind	
24	1-3-61	 1-3-61	.. Bhind, Mehgaon	Bhind.	

Tour Details of Shri P. K. Dixit, Dy. Supdt. of Census Operations, Bhopal.

S. No.	Date of departure from Head quarters	Date of return to Head quarters	Places visited	Districts covered	Remarks
(1)	(2)	(3)	(4)	(5)	(6)
1	26-10-60	 26-10-60	.. Sehore	.. Sehore.	
2	1-11-60	 2-11-60	.. Agar, Susner, Shajapur	Shajapur.	
3	3-11-60	 4-11-60	.. Kurwai and Basoda	Vidisha.	
4	4-11-60	 4-11-60	.. Berasia	Sehore.	
5	5-11-60	 9-11-60	.. Piparia, Chhindwara, Gadarwara, Amarwara, Hoshangabad, Narsimhapur	Chhindwara, Hoshangabad, Narsimhapur.	
6	10-11-60	 11-11-60	.. Banapura, Harda, Sohagpur	Hoshangabad.	
7	14-11-60	 14-11-60	.. Raisen	.. Raisen	
8	15-11-60	 15-11-60	.. Bareli	.. Raisen.	
9	16-11-60	 18-11-60	.. Ujjain, Agar	Ujjain, Shajapur.	
10	20-11-60	 21-11-60	.. Sehore	.. Sehore.	
11	22-11-60	 30-11-60	.. Vidisha, Raisen, Barman, Narsimhapur, Chhindwara, Betul, Hoshangabad	Vidisha, Raisen, Narsimhapur, Chhindwara, Betul and Hoshangabad.	
12	4-12-60	 4-12-60	.. Sanchi	.. Raisen.	
13	4-12-60	 7-12-60	.. Sohagpur, Hoshangabad	Hoshangabad.	
14	12-12-60	 12-12-60	.. Sanchi	.. Raisen.	
15	13-12-60	 16-12-60	.. Nagpur	..	(In connection with R.G.I. visit).
16	24-12-60	 26-12-60	.. Indore, Agar	Indore and Shajapur.	
17	1-1-61	 3-1-61	.. Raisen, Vidisha, Kurwai, Lateri.	Sanchi, Basoda, Sironj,	Raisen, Vidisha.
18	6-1-61	 12-1-61	.. Budni, Hoshangabad, Itarsi, Dolaria, Sohagpur, Piparia, Multai, Hoshangabad	Sehore, Hoshangabad, Betul.	
19	15-1-61	 15-1-61	.. Goharganj	Raisen.	
20	18-1-61	 19-1-61	.. Ujjain, Agar	Ujjain, Shajapur.	
21	20-1-61	 21-1-61	.. Ganj Basoda	Vidisha.	
22	27-1-61	 29-1-61	.. Shujalpur, Indore, Khandwa, Burhanpur, Napanagar, Khandwa, Hoshangabad.	Shajapur, Indore & E. Nimar. Hoshangabad	
23	30-1-61	 31-1-61	.. Vidisha	.. Vidisha.	
24	3-2-61	 4-2-61	.. Agar	.. Shajapur.	
25	5-2-61	 7-2-61	.. Hoshangabad, Banapura.	Hoshangabad.	

**Tour Details of Shri K. C. Dubey, Dy. Superintendent of Census Operations,
Madhya Pradesh, Raipur**

S. No.	Date of departure from Headquarters		Date of return to Headquarters	Places visited	Districts covered	Remarks
(1)	(2)	(3)	(4)	(5)	(6)	
1	27-10-60	..	27-10-60	.. Vidisha	Vidisha ..	Joined at Bhopal on 24-10-60.
2	4-11-60	..	4-11-60	.. Bhilainagar	.. Durg ..	Joined duty at Raipur on 30-10-60.
3	5-11-60	..	6-11-60	.. Bhanupratappur	.. Bastar.	
4	8-11-60	..	9-11-60	.. Bilaspur	.. Bilaspur.	
5	11-11-60	..	13-11-60	.. Durg	.. Durg.	
6	16-11-60	..	23-11-60	.. Bhopal, Manendra- garh, Ambika- pur, Raigarh, Bilaspur.	.. Sehore, Bilaspur, Surguja and Rai- garh.	
7	24-11-60	..	26-11-60	.. Durg	.. Durg.	
8	30-11-60	..	6-12-60	.. Bhopal, Bilaspur.	Sehore, Bilaspur.	
9	8-12-60	..	8-12-60	.. Bhilai	.. Durg.	
10	0-12-60	..	14-12-60	.. Bhilai, Rajnand- gaon, Dongar- garh, Durg.	.. Durg.	
11	15-12-60	..	19-12-60	.. Bilaspur, Mungeli, Nandghat,	.. Bilaspur and Durg.	
12	20-12-60	..	20-12-60	.. Bhilai.	.. Durg.	
13	1-12-60	..	23-12-60	.. Gariaband Chhura	.. Raipur.	
14	24-12-60	..	27-12-60	.. Kanker, Bhanu- pratappur, Dham- tari.	..	
15	28-12-60	..	30-12-60	.. Durg	.. Durg.	
16	1-1-61	..	4-1-61	.. Gariaband	.. Raipur	

(1)	(2)	(3)	(4)	(5)	(6)
17	7-1-61	..	8-1-61	.. Bhilai, Durg.	.. Durg.
18	11-1-61	..	17-1-61	.. Sarangarh, Rai- garh, Sitapur, Ambikapur, Ghar- ghoda,	.. Raigarh, Surguja
19	23-1-61	..	30-1-61	.. Kondagaon Nara- yanpur Jagdal- pur Bijapur.	.. Bastar.
20	31-1-61	..	4-2-61	.. Bhopal ..	.. Sehore.
21	10-2-61	..	10-2-61	.. Durg and Bhilai- nagar.	.. Durg.
22	11-2-61	..	18-2-61	.. Bhopal, Bilaspur.	.. Sehore, Bilaspur.
23	12-3-61	..	12-3-61	.. Durg	.. Durg.
24	16-3-61	..	16-3-61	.. Bhilainagar.	.. Durg.

APPENDIX O

Provisional Totals—Information Regarding Despatch of Telegrams

District	Despatch		Receipt	
	Date	Time	Date	Time
(1)	(2)	(3)	(4)	(5)
1. Morena ..	8-3-61 ..	2000	9-3-61 ..	0800
	9-3-61 ..	1600		
2. Bhind ..	..	..	8-3-61 ..	1935
3. Gwalior ..	..	..	..	..
4. Datia ..	8-3-61 ..	1900	8-3-61 ..	1710
5. Shivpuri ..	9-3-61 ..	1230	9-3-61 ..	1500
6. Guna ..	9-3-61 ..	1400	9-3-61 ..	2200
7. Tikamgarh ..	9-3-61 ..	0900	..	..
8. Chhatarpur ..	9-3-61 ..	0700	9-3-61 ..	1020
9. Panna ..	6-3-61 ..	2000	6-3-61 ..	..
10. Satna ..	..	..	9-3-61 ..	1251
11. Rewa ..	9-3-61 ..	1000	9-3-61 ..	1100
12. Shahdol ..	9-3-61 ..	1830	9-3-61 ..	1830
13. Sidhi ..	9-3-61 ..	..	..	..
14. Mandsaur ..	8-3-61 ..	2200	9-3-61 ..	1150
15. Ratlam ..	9-3-61 ..	1130	9-3-61 ..	1100
16. Ujjain ..	..	..	9-3-61 ..	1212
17. Jhabua ..	9-3-61 ..	1635	9-3-61 ..	2200
18. Dhar ..	8-3-61 ..	1605	8-3-61 ..	1545
19. Indore ..	..	..	8-3-61 ..	1740
20. Dewas ..	9-3-61 ..	2000	..	..
21. West Nimar ..	19-3-61 ..	1856	19-3-61 ..	1215
22. East Nimar ..	9-3-61 ..	..	9-3-61 ..	1312
23. Shajapur ..	9-3-61 ..	1700	..	..
24. Rajgarh ..	8-3-61 ..	1700	..	..

(1)	(2)	(3)	(4)	(5)
25. Vidisha ..	8-3-61 ..	2055	8-3-61 ..	2020
26. Sehore ..	9-3-61 ..	1400	9-3-61 ..	..
27. Raisen ..	..	..	..	..
28. Hoshangabad ..	9-3-61 ..	1630	9-3-61 ..	1525
29. Betul ..	8-3-61 ..	1450	8-3-61 ..	1310
30. Sagar ..	8-3-61 ..	1230	8-3-61 ..	1600
31. Damoh ..	8-3-61 ..	2000	8-3-61 ..	1955
32. Jabalpur ..	9-3-61 ..	1100	9-3-61 ..	1322
33. Narsimhapur ..	8-3-61 ..	1400	8-3-61 ..	1525
34. Mandla ..	..	..	9-3-61 ..	1200
35. Chhindwara ..	9-3-61 ..	1430	9-3-61 ..	1330
36. Seoni ..	9-3-61 ..	1200	9-3-61 ..	1207
37. Balaghat ..	8-3-61 ..	1520	8-3-61 ..	1620
38. Surguja ..	8-3-61 ..	1700	..	..
39. Bilaspur ..	8-3-61 ..	1300	8-3-61 ..	1610
40. Raigarh ..	8-3-61 ..	..	9-3-61 ..	1530
41. Durg ..	7-3-61 ..	2300	..	..
42. Raipur ..	8-3-61 ..	1510	8-3-61 ..	1620
43. Bastar ..	8-3-61 ..	1300	8-3-61 ..	1630

APPENDIX P

Copy of letter No. 2661, dated the 16th June 1961, from the Superintendent of Census Operations, Madhya Pradesh, Bhopal, addressed to the Registrar-General, India, New Delhi.

SUBJECT.—Census 1961—Post Enumeration Check—Final Report regarding Madhya Pradesh.

Circulars regarding the PEC were received in this office during the period 3rd February 1961 to 13th February 1961. It was extremely difficult in the time available to understand the instructions thoroughly, split them up into circulars in a form suitable for the State and despatch them to districts; printing was really a touch-and-go affair and it was sheer good luck that they could be got ready in time. Lack of time also prevented the issue of instructions in Hindi as, in many parts of the State, it is difficult to get supervisors whose knowledge of English was such that they could understand these circulars. I myself took quite some time in understanding the instructions fully and had to bother Shri S. P. Jain a number of times on the telephone for clarification of some points. Nor was it possible during that period to organise any training for field officers. Verification/Reverification Officers were all busy in the census and could not be expected to do anything else till about 12th March, 1961 from which date the Dy. Supdts. of Census Operations, who alone could train PEC Officers, were all extremely busy in connection with the setting up of tabulation offices—recruitment, accommodation, receipt of records, etc. That is why I decided to centralise the direction of PEC Operations at the level of the District Census Officers—who themselves in this State number 43, a large enough number to make matters difficult, whereas I would have had to deal with 219 officers if the Charge Officer had been made the pivot. Many of the forms and instructions were despatched to the headquarters of Dy. Supdts. of Census Operations from where the District Census Officers collected them by sending clerks—thus avoiding the vagaries of the postal system. The result, therefore, was that the District Census Officers, with the help of District Statistical Officers/Assistants, had to handle the whole operation unaided by personal instruction from my Dy. Supdts. of Census Operations or myself. On the whole, however, I should think that the PEC was carried out satisfactorily and there were no procedural errors in the PEC which render faulty the estimate of error in the census count based on the PEC. Instead of sending copies of circulars straight to the districts in the same form in which they were received, I drafted separate circulars for various phases which, I believe, made the whole procedure clearer.

2. (i) The selection of PEC blocks started in right earnest on receipt of circular II on 3 Feb. 1961. The total number of blocks in the State and the number in which the PEC was carried out are as follows :—

	Number of Blocks in the State	Number of Blocks where the PEC was carried out	Percentage of (2) to (1)
	(1)	(2)	(3)
Rural	41,352	407	1 per cent.
Urban	8,179	164	2 per cent.
Total	49,531	571	1.15 per cent.

Some errors were committed while communicating details regarding sample blocks to the district. What happened was that, while typing out details regarding selected blocks districtwise, 6 rural blocks were inadvertently omitted and these mistakes escaped notice even when comparing the fair copies with the manuscript. I regret this operational failure; at least part of the reason is that we were doing things in a hurry. No areas, however, have been left out of the PEC on account of inaccessibility in spite of the difficulties involved.

(ii) I give below a table which compares the size-distribution of the sample blocks with that of totality of blocks; there is some deviation of the sample from the universe but this probably does not detract very much from the value of the error—estimate.

Population range	Percentage of total blocks in this range	Percentage of sample (PEC) blocks in this range	Deviation (2)—(3) (+) (—)
(1)	(2)	(3)	(4)
Rural			
0-349	3.93	4.91	(—)0.98
350-699	51.94	44.23	(+)7.71
700-800	21.85	24.08	(—)2.23
801-950	19.01	21.37	(—)2.36
951 and above	3.27	5.41	(—)2.14
Urban			
0-300	3.93	3.66	(+)0.27
301-549	41.68	40.85	(+)0.83
550-650	28.49	29.27	(—)0.78
651-800	20.68	18.29	(+)2.39
801 and above	5.22	7.93	(—)2.71

Figures in column (2) have already been communicated to you in an unnumbered memorandum of this office dated 3rd February 1961.

3. (i) The net error in the census count is over-enumeration to the extent of 0.25 per cent.

(ii) In house-listing, as compared with a total of 75,265 houses 216 houses were missed involving a population of 553 persons (296 males, 257 females). The number of houses that were censused but should not have been censused is 4 involving a population of 7 persons (3 males, 4 females). This latter figure of over-enumerated houses is of houses which, being unmatched entries in the Censused House-list, were by mistake not carried over into the list of extras. The net error, therefore, is under-enumeration to the extent of 0.15 per cent attributable to defective house-listing; the actual number of persons is 546 (293 males, 253 females). The total population of the sampled blocks is 369,712 (Males 191,066; Females, 178,646).

(iii) The total number of Census Houses (R or PR) in PEC Blocks forms 1.21 per cent of the total number of occupied Census Houses; the total number of sample houses in the PEC was 6,390 and the total population (censused) in these houses was 31,795 (16,196 males, 15,599 females). In calculating errors, we have divided the number of persons involved in the 'not known' category into over-enumerated and missed categories in the same proportion in which these two kinds of error were independently found to have occurred. This, to my unstatistical mind, seems a reasonable method to adopt. The detailed calculations are as below :—

	Total			Rural			Urban		
	P	M	F	P	M	F	P	M	F
1. Censused population	31,795	16,196	15,599	27,085	13,748	13,337	4,710	2,448	2,262
2. Over-enumerated	224	97	127	166	69	91	58	28	30
3. Missed	126	47	79	101	39	62	25	8	17
4. (a) Not Known	111	46	65	91	38	53	20	8	12
(b) Over enumerated out of (a) ..	70	30	40	56	24	32	14	6	8
(c) Missed out of (a)	41	16	25	35	14	21	6	2	4
5. Total over-enumerated [2+4(b)]	294	127	167	222	93	129	72	34	38
6. Total missed [3+4(c)]	167	63	104	136	53	83	31	10	21
7. Net error (+) (5-6)	+127	+64	+63	+86	+40	+46	+41	+24	+17
8. Net error percent $7 \times 100/1$..	+0.399	+0.395	+0.404	0.317	0.291	0.345	0.870	0.980	0.751

If we exclude the NK category altogether, the net error in respect of persons will be reduced to 0.30%.

(iv) It only remains to combine the two types of error:—

This has been done as follows:—

		Persons	Males	Females
1. (a) Error per cent in House-listing	+ Total ..	(—)0.148	(—)0.153	(—)0.142
	Rural ..	(—)0.076	(—)0.078	(—)0.073
	Urban ..	(—)0.358	(—)0.360	(—)0.355
(b) Error calculated on the basis of total population.	+ Total ..	(—)47,944	(—)25,396	(—)22,430
	Rural ..	(—)21,101	(—)10,998	(—)9,975
	Urban ..	(—)16,573	(—)8,994	(—)7,564
2. (a) Error per cent in enumeration of persons	+ Total ..	(+)0.399	(+)0.395	(+)0.404
	Rural ..	(+)0.317	(+)0.291	(+)0.345
	Urban ..	(+)0.870	(+)0.980	(+)0.751
(b) Error calculated on total population ..	+ Total ..	(+)129,254	(+)65,564	(+)63,815
	Rural ..	(+)88,015	(+)41,031	(+)47,144
	Urban ..	(+)40,275	(+)24,485	(+)16,003
3. Total error (+) [1(b)+2(b)]	Total ..	(+)81,310	(+)40,168	(+)41,385
	Rural ..	(+)66,914	(+)30,033	(+)37,169
	Urban ..	(+)23,702	(+)15,491	(+)8,439
4. Total error percentage	+ Total ..	(+)0.25	(+)0.24	(+)0.26
	Rural ..	(+)0.24	(+)0.21	(+)0.27
	Urban ..	(+)0.51	(+)0.62	(+)0.40
5. Population	Total ..	32,394,375	16,598,526	15,795,849
	Rural ..	27,765,100	14,100,082	13,665,018
	Urban ..	4,629,275	2,498,444	2,130,831

4. (i) The census of houses (house-listing) seems to have been quite thorough. In fact, in areas like Bhilai, the enumerator was asked to check his list of houses once again about the 20th of February 1961 because there was a good deal of movement in and out; in fact, blocks were demarcated more on the basis of area than on the basis of households. An examination of the Lists of Extras shows that the number of houses wrongly enumerated was 4 and the number missed was 216; to the number over-enumerated has been added, as pointed out earlier, the number of unmatched entries in the CGL not carried over by mistake into the Lists of Extras; this is 2.

(ii-a) The analysis of the census of over-enumeration of houses is as follows:—

Code number of reason	Number of houses	Population		
		Persons	Males	Females
9(a)	2	7	3	4
9(b)	..	..	..	..

(ii-b) The analysis of 'missed' houses is as follows:—

Code number of reason	Number of houses	Persons in missed houses		Enumerated elsewhere		Actual No. of persons in missed houses		
		M	F	M	F	M	F	P
8(a)	2	5	4	..	..	5	4	9
8(b)	36	63	43	3	3	60	40	100
8(c)	50	56	49	12	11	44	38	82
8(d)	76	135	124	15	8	120	116	236
8(e)	40	77	67	16	12	61	55	216
10.	12	14	10	8	6	6	4	10

(iii) No analysis need be made of houses entered in the Lists of Extras but found to have been correctly censused or not censused because these are all wrong entries made by the VO's. These discrepancies arose mostly because of differences of opinion as to whether a particular building should be treated as consisting of one or more census houses. Sometimes, houses which were 'V' or 'NR' during the census subsequently became 'R' or 'PR'—and vice versa; new houses (huts, for example) were included by the VO's though they did not exist during the census.

(iv) It is somewhat surprising that the largest category of "missed" houses should be that of those having census numbers but not censused in spite of it. The next two large categories are 8(b) and 8(c) errors in respect of which are to be expected to some extent. The preponderance of 8(d) may be due to the fact that they were vacant during the census period—which fact could perhaps not be brought out in the PEC.

5. (i) Mistakes in the enumeration of persons are analysed below:—

A—Over-Enumeration

	Persons	Males	Females
(i) NER	40	19	21
(ii) NEV	21	9	12
(iii) NEF	163	69	94
(iv) Total	224	97	127

B—Under-Enumeration

	Persons	Males	Females
(v) NRP	157	67	90
(vi) NRA	61	25	36
(vii) V	19	5	14
(viii) Total	237	97	140

(ii) I give below the same figures tabulated on the basis of age:—

	Persons				Males				Females			
	0—4	5—49	50 & above	Age not stated	0—4	5—49	50 & above	Age not stated	0—4	5—49	50 & above	Age not stated
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
1. (a) NRP	53	92	12	..	33	33	1	..	20	59	11	..
(b) NRA	9	44	8	..	6	15	4	..	3	29	4	..
(c) V ..	9	9	1	..	4	1	..	..	5	8	1	..
(d) Total	71	145	21	..	43	49	5	..	28	96	16	..
2. (a) NEF	1	..	1	161	..	..	1	68	1	..	..	93
(b) NRP	3	17	2	18	2	8	2	7	1	9	..	11
(c) NEV	1	4	2	14	..	2	1	6	1	2	1	8
(d) Total	5	21	5	193	2	10	4	81	3	11	1	112
3. Grand Total [1(d)+2(d)]	76	166	26	193	45	59	9	81	31	107	17	112

It will be observed that both in over-, and in under-, enumeration, the largest group (311) is that in the age-group: 5-49 and, within the group, the number of females (96) is almost twice the number of males (49) among those missed and, among those wrongly enumerated, the number of females (107) is considerably larger than, though not nearly twice as large as, the number of males (59). Under enumeration of females is understandable but over enumeration is somewhat difficult to appreciate. However, in the over-enumerated category, the largest category (163) is that of NEF. I am of the view that these are all correctly enumerated cases and have been shown as mistakes because the respondents were unable to recall the names given at the census—giving false names is a very common practice and the exact name given is not remembered for long after wards. If the NEF category is excluded, the error in the census becomes very small indeed.

6. (i) In actually carrying out the PEC, there was some deviation from the instructions which however, does not effect the validity of the results of the PEC.

(ii) Errors were not always introduced at the rate of one per house; though never less, often more were introduced. In a few cases, ghost entries became in effective because some missed person had the same name; however, in the few cases where a person enumerated had given at the census a wrong name, the 'earlier' ghost was discovered -- being otherwise of identical sex and description.

(iii) Form I (CHL) and form II (VHL) presented no great difficulty. I am, however, not quite clear why we could not have used the same method (of introducing errors) for checking coverage of houses also as was used for checking enumeration of persons. This will avoid, errors arising from (a) copying into List of Extras; and (b) a different sequence being adopted by the VO which makes the difficult business of matching more difficult. The fact that the sequence of numbers of census houses (R or PR) can never be regular makes this method possible; all that will be necessary is to provide a little space at the end for census houses with no numbers.

(iv) In the List of Extras, the requirement that a code number should be given as well as a 'description' of the reason was probably unnecessary. Codes for field workers should not be used where their number is as large as 15. A mistake, which could have been but was not rectified at my level, was to design this form vertically; it should have been horizontal providing more space for the 'description' columns.

(v) Form V was again a simple matter. In Form VI, however, there were many complications in design which, in any opinion, were necessary. To begin with, there is no reason at all why the serial number in Section II should be continuous for all households while the same serial in Section I is separate for each household; in actual fact, VO's used S. No.'s 1-5 for the first household and S. No.'s 6-10 for the second. It was only in one or two cases that the number of persons missed in a household exceeded five. Secondly, Section III was unnecessary and was in practice not correctly filled in at all in most cases. In spite of repeated clarification that it is only a second check and that, in cases where Section II has been correctly done, it reproduces Section II in a convenient form, it was hardly ever properly understood. There was, however, no adverse effect on accuracy because Section II has been generally done very carefully. Even though reverification of Form VI was not prescribed except in some glaring cases, it was done in most districts as a matter of course.

(vi) Ghost entries, correctly discovered to be NEF, were also in correctly entered into Form VII and treated as cases of over-enumeration; there have been corrected at headquarters.

(vii) As pointed out in para 6 of the "Instructions to Verification Officers", which was an enclosure to my circular No. CC-16/1059, dated 27th February 1961, those who should have been enumerated fall into four categories and those who should not have been, into three categories. For the check-mark column (vii) of Section I of Form VI, we have provided three types of entry which are adequate NER, NEV and NEF. But for the residential status column (vi) of Section II, we have provided only three types of entry NRP, NRA and V; the two categories of visitors who should have been enumerated but missed should preferably have been given two different kind of code because, from the stand-point of the PEC, visitors are an important category requiring careful verification. Also, where the time of death or birth determines whether a person should or should not have been enumerated, we should have had a separate code both in NE and NR.

(viii) The part of instructions dealing with how the Reverification Officers should fill up the other columns of Form III are really very difficult to remember; it should be possible to make them simpler.

7. I am glad to report that in Dewas District of this State no reverification at all was found necessary. In many other districts, reverification became necessary because the VO did not do the work on the right times. I regret that I could not send the papers to you by 30th April 1961 as required by you. Papers from Bantar were received as late as 3rd June 1961; conditions in that district were extremely difficult in the recent past.

APPENDIX Q

ACCURACY OF THE CENSUS COUNT

Post-Enumeration Check

A Post-Enumeration Check of 1961 Census count was undertaken in each State around 22 March 1961. Error in population count might occur on account of (a) omission or duplication of a house as a whole and hence its inmates, and (b) omission or duplication in counting inmates in a house canvassed by the census enumerator. The effect of type (a) error on population count was sought to be estimated from a sample of enumeration blocks and of type (b) error from a sample of houses in sampled blocks. In rural areas 1 per cent of blocks and 10 per cent of houses and in the urban areas 2 per cent of blocks and 5 per cent of houses generally were taken for these purposes. The results show that there were 1,007 persons for every 1,000 persons counted in the 1961 Census. It is a reasonably safe conclusion (level of probability being 99.7%) that the number of persons omitted per 1,000 counted could not have exceeded 8 or fallen short of 6. A similar Post-Enumeration Check conducted after the 1951 Census showed an under-enumeration of 11 persons per 1,000 counted with upper and lower limits of 12 and 10 respectively.

The following Statement gives the results by States in rural and urban sectors. Row (i) shows the estimated error as a percentage of censused population and row (ii) shows its sampling percentage error. Negative sign means a net over-counting, figures without sign in row (i) representing a net omission.

POST-ENUMERATION CHECK, 1961

STATEMENT I

1.	State		Rural			Urban			Combined		
			(a) type	(b) type	Total	(a) type	(b) type	Total	(a) type	(b) type	Total
	(1)		(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
2.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
3.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
4.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
5.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
6.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
7.	Madhya Pradesh	(i)	0.08	0.11	0.19	0.37	0.52	0.15	0.12	0.02	0.14
		(ii)	31.0	91.0	54.6	21.4	87.4	296.4	19.7	585.3	79.8
8.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
9.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
10.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
11.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
12.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
13.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
14.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
15.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
16.	..	(i)	..	..	..	..	..	..	..	..	..
		(ii)	..	..	..	..	..	..	..	..	..
	India	(i)	0.09	0.52	0.61	0.28	0.69	0.97	0.13	0.55	0.68
		(ii)	11.2	7.6	6.7	9.3	11.4	8.6	7.7	6.5	5.5

The estimated true population of each State in rural and urban sectors per 1,000 enumerated by census is given below in Statement II. It also gives the lower and upper estimates of the true population with a confidence limit of 99.7 per cent.

STATEMENT II

True Population per 1,000 Enumerated By Census

State	Rural			Urban			Combined			
	Estd. value	99.7% confidence value		Estd. value	99.7% confidence value		Estd. value	99.7% confidence value		
		Lower	Upper		Lower	Upper		Lower	Upper	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	
1.	..	..	..	..	..	..	..	..	..	
2.	..	..	..	..	..	..	..	..	..	
3.	..	..	..	..	..	..	..	..	..	
4.	..	..	..	..	..	..	..	..	..	
5.	..	..	..	..	..	..	..	..	..	
6.	..	..	..	..	..	..	..	..	..	
7.	Madhya Pradesh	1,002	999	1,005	998	985	1,011	1,001	998	1,004
8.	..	..	..	..	..	..	..	..	..	
9.	..	..	..	..	..	..	..	..	..	
10.	..	..	..	..	..	..	..	..	..	
11.	..	..	..	..	..	..	..	..	..	
12.	..	..	..	..	..	..	..	..	..	
13.	..	..	..	..	..	..	..	..	..	
14.	..	..	..	..	..	..	..	..	..	
15.	..	..	..	..	..	..	..	..	..	
16.	..	..	..	..	..	..	..	..	..	
India	..	1,006	1,005	1,007	1,010	1,007	1,013	1,007	1,006	1,008

The small dimension of the error, of a limit of confidence nearing certainty, bears testimony to the excellence of the Census count, which was but the result of close, patient and thorough organisation. The reasons why the error should be so small in an Indian census are built into the organisation itself. First, almost the entire country is divided into minute revenue areas each with its well-defined boundaries, which render omissions or overlaps difficult. Secondly, for most of these villages, large-scale maps are available, which facilitate identification and satisfactory verification on the ground. Thirdly, the census enumerator is selected from among the villagers themselves in the over-whelming majority of cases who brings into the work his intimate local knowledge. Fourthly, the enumerator-designate was required to paint and number all census houses, establishments and census households in his beat several months ahead of the census count, and to list all population in the houselists, which acquainted him over again with his own area. He was at the same time required to fill up houselists which served as a check to his preliminary listing. Fifthly, apart from the official maps, he was required to make out a national map of his area on which he was required to plot every landmark, natural feature and configuration and each census house and household. Sixthly, all these stages were closely checked and supervised by his superiors. In the seventh place, he received a minimum training course of six practical lessons during one of which he was required to undertake a sample census of several households, the results of which were discussed again in class. In the next place, there was a revisional round following main census count, and the enumerator had a further chance of picking up in the second round whatever he had missed in the first. Finally as corroborated by the 1961 Census results as well, error in population count is higher in the more congested urban areas with their complex structure of housing and mobility of population. In India, the number of urban areas and the urban population, especially in towns and cities of over 50,000, still continue to be small. Thus, one of the major factors contributing to enumeration error still remains narrowly circumscribed, so that it fails to affect to any considerable degree the greater accuracy of the dominating rural areas. All these factors, therefore, more than compensate for the diversity of the census personnel and the low rate of general literacy, so much so that the count of human beings itself, as distinct from a record of their attributes, the reliability of which will still largely depend on the level of literacy and education, is apt to be as accurate as the results of the Post-Enumeration Check testify.

It is a matter for gratification that the extent of error in 1961 Census count is substantially lower than that shown by 1951 Census count. This seems to be mainly due to the clear and timely planning of the census operations, for which steps were taken well in advance of the census reference period. The Census Superintendents were in position early in 1959. They got enough time to think and plan the organisational aspects of the work. In 1951, Census Post-Enumeration Check was an afterthought but in 1961 it was included as a distinct item in the census time schedule. The knowledge of its coming kept the organisation on its toes. The Post-Enumeration Check in 1961 was conducted soon after the main census and was differently organised after a detailed consideration of the main census operations. The check was linked closely with the main census record. It was direct and conducted by an efficient and carefully selected supervisory staff, which had actually taken part in the field work in the main census enumeration, though in another locality. The staff was fully familiar with the problems of the census organisation. This fact itself must have helped in yielding a true estimate of the error.

APPENDIX S

List of Notifications, etc.

(Please see para 134, Chapter IV.)

S. No.	Issued by State and Central Governments	Page
1.	Notification No. 2/115/59-Pub. I	92
2.	" 4829-2945-II-A (3)	93
3.	" 4830-2945-II-A (3)	96
4.	" 4836-2945-II-A (3)	98
5.	" 4831-2945-II-A (3)	99
6.	" 4838-2945-II-A (3)	101
7.	" 4832-2945-II-A (3)	102
8.	" 4839-2945-II-A (3)	103
9.	" 4833-2945-II-A (3)	104
10.	" 4834-2945-II-A (3)	105
11.	" 6368-4435-II-A (3)	106
12.	" 82- 78-II-A (3)	107
13.	Amendment Notifications.	109-111

APPENDIX R

Details regarding radio broadcasts

S. No.	Date	Officer concerned	Subject	Medium
(1)	(2)	(3)	(4)	(5)
1.	17-4-1960	.. Interview with S. C. O. by Shri Taroon Bhaduri, Representative of the Statesman at Bhopal.	1961 Census	English
2.	27-5-1960	.. Shri K. D. Ballal, Deputy Superintendent of Census Operations, M. P., Indore.	"Ham Kitane Hai"	Hindi
3.	12-6-1960	.. Do.	House numbering in urban areas.	Do.
4.	26-7-1960	.. Shri G. Jagathpathi, Superintendent of Census Operations, M. P., Bhopal.	"Aagami Jan Ganana" ..	Do.
5.	2-8-1960	.. Shri D. R. Gupta, Technical Assistant ..	"Ganana Ki Vidhi Aur Griha Soochi Ka Nirman."	Do.
6.	8-9-1960	.. Shri K. D. Ballal, Deputy Superintendent of Census Operations, M. P., Indore. (Interview by Shri Mahendra Joshi).	House-numbering and House-listing in rural areas.	Do.
7.	26-1-1961	.. Governor of Madhya Pradesh	1961 Census	English
8.	31-1-1961	.. Shri N. R. Dikshit, Deputy Minister (Home), Madhya Pradesh.	Forthcoming Census ..	Hindi
9.	4-2-1961	.. Shri A. Mitra, ICS, Registrar-General, India, New Delhi.	1961 Census—Appeal to give correct information.	English
10.	5-2-1961	.. Shri M. P. Shrivastava, Secretary to Government, M. P., Home Department, Bhopal.	1961 Census, its importance in a planned economy.	English
11.	7-2-1961	.. Shri G. Jagathpathi, Superintendent of Census Operations, M. P., Bhopal.	"AAJ KE PRASHNA" ..	Hindi
12.	9-2-1961	.. Dr. K. N. Katju, Chief Minister, M. P., Bhopal.	"San Eksath Ki Jan Ganana"	Do.

120

No. 2/115/59-Pub. I

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

New Delhi-11, the 5th December 1959—19th Agrahayana 1881.

NOTIFICATION

In pursuance of section 3 of the Census Act, 1948 (XXXVII of 1948) the Central Government is pleased to declare that a census of the population of India shall be taken during the year 1961. The reference date for the census will be sunrise on the 1st March 1961.

FATEH SINGH.

Joint Secretary, to the Govt. of India

(Please refer to remaining Notifications on pp. 129-147)

121

APPENDIX T

No. 3/77/59-RG

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

Office of the Registrar-General, India

Kotah House Annexe,
2/A, Mansingh Road,

New Delhi, the 26th August 1960.

To

THE SUPERINTENDENT OF CENSUS OPERATIONS,
MADHYA PRADESH,
BHOPAL.

SUBJECT:—*Appointment of Clerks and peons in the District and Tahsil Offices for the work relating to the 1961—Census.*

SIR,

With reference to your letter No. 1986-75/59, dated the 8th August 1960, on the subject mentioned above I have the honour to say that if the State Government are not agreeable to the expenditure on the Census staff in the District and Tahsil Offices being initially incurred by them, you can authorise the District Census Officers to draw the pay and allowances of this staff on separate bills and charge direct to the Census grant, *vide* Rules 2-3 of Rules for the Classification and Record of Receipts and Expenditure in connection with the Census, (copy enclosed).

Yours faithfully,

D. NATRAJAN,

Deputy Registrar-General, India

Rules for the classification and record of receipts and expenditure in connection with the census to be held under the Indian Census Act, 1948.

All census charges should be recorded under the major head "47-Miscellaneous Departments—Statistics Census". The detailed classification in the accounts should follow the heads adopted in the Central Demands for Grants.

2. Only expenditure authorised by the Provincial Superintendent should be billed for as a central charge.

3. Pay and allowances of wholtime officers and any remuneration authorised to others for census work should be drawn on separate bills and charged direct to the census grant under "47-Miscellaneous Departments—Census Central."

4. Travelling allowance authorised by the Provincial Superintendent for debit to Census Operations should be drawn on separate bills and taken to the census grant under "47-Miscellaneous Departments—Census".

5. Postage and telegraph charges on census business should be drawn on separate bills and debited against the census grant.

6. Receipts and recoveries of expenditure in connection with the Census Operations, such as sums recovered from Indian States and Municipalities; sale proceeds of paper and realizations from the sale of articles bought for census purposes, should be credited as receipts under the minor head "Census" to be opened under the major head "XXXVI Miscellaneous Departments—Statistics".

7. When charges for Stationery and Printing are incurred they should be treated as census expenditure and should not be taken to "56-Stationery and Printing."

8. Authorised charges debitable to census should never be presented in bills containing charges debitable to other accounts.

9. All bills for contingent expenditure on census work must be countersigned by the Provincial Superintendent.

10. The heads in the Central Demands for Grants will be as follows :—

A. SUPERINTENDENCE—

A1—Pay of Officers.

A2—Pay of Establishment.

A3—Allowances, Honoraria, etc.

A4—Other Charges.

B—ENUMERATION—

B1—Pay of Establishment.

B2—Allowances, Honoraria, etc.

B3—Honoraria to Enumerators.

B4—Other Charges.

B5—N. R. C.

C—ABSTRACTION AND COMPILATION CHARGES—

C1—Pay of Officers.

C2—Pay of Establishments.

C3—Allowances, Honoraria, etc.

C4—Other Charges.

D—PRINTING AND STATIONERY

E—MISCELLANEOUS STAFF.

APPENDIX—U

Statement showing Allotments and Actual expenditure under various sub-heads

Head of Account and primary unit	1959-60			1960-61			1961-62			
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
		Sanctioned budget grants	Revised estimates	Actual expenditure	Sanctioned budget grants	Revised estimates	Actual expenditure	Sanctioned budget grants	Revised estimates	Actual expenditure
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
A. Superintendence—										
A.1. Pay of Officers ..		15,000.00	17,500.00	17,987.00	33,800.00	33,950.00	93,139.00	18,500.00	23,450.00	22,941.00
A.2. Pay of Estt. ..		8,200.00	10,200.00	10,176.00	40,000.00	35,450.00	35,694.00	34,300.00	59,125.00	50,385.00
A.3. Allow. & Hon. D.A. ..		7,600.00	10,500.00	10,486.00	19,500.00	38,400.00	9,592.00	17,400.00	6,763.00	6,677.00
T.A. ..		..	..	..	26,300.00	..	22,710.00	15,700.00	27,116.00	19,479.00
O.A. ..		..	..	..	1,600.00	..	3,053.00	2,300.00	3,731.00	1,869.00
A. 4. Other Charges ..		12,500.00	30,100.00	33,194.00	41,000.00	66,700.00	65,460.00	29,000.00	30,000.00	24,868.00
Total ..		43,300.00	68,350.00	71,193.00	1,64,200.00	1,73,900.00	1,69,648.00	1,17,200.00	1,50,185.00	1,20,249.00
B. Enumeration—										
B. 1. Pay of Estt. ..		..	..	..	5,52,900.00	72,000.00(a)	72,994.00	27,000.00	38,500.00	35,629.00
B. 2. Allow. & Hon. D.A. ..		..	..	..	1,25,900.00	60,500.00	59,053.00	11,700.00	26,800.00	20,134.00
T.A. ..		..	..	..	10,000.00	..	2,922.00	10,000.00	4,500.00	3,945.00
O.A. ..		..	..	..	2,500.00	..	555.00	200.00	200.00	641.00
B. 3. Hon. to Enumerators. ..		..	..	..	1,38,400.00	60,500.00(b)	62,530.00	21,900.00	31,500.00	24,720.00
B. 4. Other Charges ..		..	..	..	3,00,000.00	6,21,900.00	6,19,974.00	2,76,000.00	5,76,000.00	5,55,140.00
Total ..		..	..	..	10,21,300.00	7,54,400.00	7,56,300.00	3,24,900.00	6,46,000.00	6,15,489.00

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
C. Abstraction and completion—									
C. 1. Pay of Officers	..	..	..	7,700.00	7,300.00	7,198.00	37,800.00	32,800.00	33,625.00
C. 2. Pay of Estt.	..	..	..	3,100.00	6,600.00	4,087.00	16,94,600.00	15,96,500.00	15,55,084.00
C. 3. Allowances & Honoraria	..	..	..	3,200.00	8,250.00	1,363.00	8,28,500.00	23,605.00	25,330.00
D.A.	..	..	..	7,400.00	..	5,948.00	28,800.00	27,221.00	16,768.00
T.A.	..	..	..	300.00	..	83.00	5,500.00	24,088.00	10,058.00
O.A.	..	..	..	..	..	..	..	..	..
C. 4. Other Charges	..	..	..	10,900.00	8,250.00	7,394.00	8,62,800.00	74,914.00	52,156.00
Total	..	..	..	2,800.00	23,000.00	22,965.00	1,89,700.00	1,34,300.00	1,27,997.00
D. Printing and Stationery	..	..	..	24,500.00	45,150.00	41,644.00	27,34,900.00	18,38,514.00	17,68,862.00
Total	..	..	..	70,000.00	1,02,900.00	45,448.00	25,000.00	55,000.00	56,231.00
Grand Total	..	..	..	70,000.00	1,02,900.00	45,448.00	25,000.00	55,000.00	56,231.00
	..	..	..	1,63,234.00	10,76,350.00	10,13,040.00	32,52,000.00	26,89,699.00	25,60,801.00

Notes.—(a) Includes Rs. 17,101.75 which have not come in A.G.'s account in 1960-61.
 (b) Includes Rs. 15,243.26 which have not come in A.G.'s account in 1960-61.
 (c) Includes Rs. 10,269.36 of the year 1960-61 account came in A.G.'s account up to the end of December, 1961 i.e., in 1961-62.
 (d) Includes Rs. 8,874 of the year 1960-61 account came in A.G.'s account up to the end of December, 1961 i.e., in 1961-62.

APPENDIX—V Delegation of Financial Powers

S.No. (1)	Powers (2)	Sanction No. & date (3)	Issuing authority (4)
1.	SCO was declared to be the Head of Office in respect of Census Office established in Madhya Pradesh in connection with the 1961 Census.	3/55/59-RG 14-5-59.	Registrar-General, India.
2.	Permanent Advance of Rs. 200/- sanctioned for SCO's Office.	3/2/59-RG 14-5-59.	Registrar-General, India.
3.	A.G. authorized T.O., Bhopal, to honour bills signed by SCO.	DAXX/772 28-5-59.	Accountant-General.
4.	Creation of posts—The powers to create temporary posts in class III and Class IV or a period not exceeding two years subject to the conditions laid down in Rule 9 of the Delegation of Financial Powers Rules, 1958.	F.2/16/59-Pub. I(I)-13/11/59.	Ministry of Home Affairs.
5.	Powers to create temporary posts subject to the condition that the pay of the appointment does not exceed Rs. 160 per month and to fix the pay of the posts. These powers will be operative in cases where the posts carry fixed pay or scales of pay which have not been approved by the Ministry of Finance.	2/150/60-Pub.I 7-11-60.	Ministry of Home Affairs.
6.	Purchase of books and other newspapers—Full powers to purchase for use of their offices, books, newspapers and other publications subject to the condition mentioned in the Delegation of Financial Powers Rules, 1958—Schedule V.	F. 2/16/59-Pub.I 13-2-60.	Ministry of Home Affairs.
7.	Powers regarding local purchase of stationery stores—Rs. 500 per annum.	12(76)-E.II(A)-60 6-8-60.	Ministry of Finance.
8.	Contingent Expenditure—Power to incur contingent expenditure upto Rs. 1,000/- per annum in each case for recurring expenditure and Rs. 5000/- in each case for non-recurring expenditure provided that, in respect of matters specified in Col. 2 of the Annexure to Schedule V of the "Delegation of Financial Powers Rules, 1958", the power to incur expenditure will be subject to the limits and conditions specified in that Annexure. These powers will also be subject to the conditions specified under Rule 10(5) of the "Delegation of Financial Powers Rules, 1958".	2/150/60-Pub.I 26-2-62.	Ministry of Home Affairs.
9.	Miscellaneous Expenditure—The powers to incur expenditure on entertainment (light refreshments) up to Rs. 200 per annum subject to the general instructions issued by the Ministry of Finance.	F. 2/16/59-Pub. I(i)-13-11-59	Ministry of Finance.
10.	Expenditure on light refreshment—The expenditure per head per meeting not to exceed Rupee one.	F.2(12)/E.II(A)59 4-9-59.	Ministry of Finance.
11.	RGI permitted SCO to serve light refreshments at meetings and conferences of representatives of Press, non-officials or officials (other than those belonging to Census to be convened in connection with the 1961 Census.	4/36/58-RG 14-1-60	Registrar-General, India.
12.	Powers to sanction the grant of recurring and non-recurring honoraria, up to a limit of Rs. 100 in each case, to government officials other than those in their own office and to non-officials for work done in connection with the 1961 Census Operations.	F.2/16/59-Pub.I 22-12-59.	Ministry of Home Affairs.
13.	Controlling Officers for their own and their establishments travelling allowance.	F.2/16/59-Pub.I 22-12-59.	Ministry of Home Affairs.
14.	SCO authorized to draw a number of advances in a month to meet contingent expenditure through abstract bills subject to the condition that the amount of each drawal does not exceed Rs. 1,500 and that no fresh advance is drawn unless account for the earlier one is rendered and that a certificate to that effect is recorded in each bill.	F.2/186/60-Pub.I 9-11-1961.	Ministry of Home Affairs.

APPENDIX 'X'
CENSUS OF INDIA 1961
HOUSELIST

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

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

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

Line No.	Building Number (Municipal or local authority or Census Number, if any)	Building Number (Column 2) with sub-numbers for each census house	Purpose for which census house used, e.g., dwelling, shop, shop-cum-dwelling, business, factory, workshop, school or other institution, jail, hostel, hotel, etc.	If this census house is used as an establishment, workshop or factory				Description of census house		Sub-number of each census household with census house number (Column 3)	Name of Head of Household	No. of rooms in census household	Does the household live in own or rented house? (a) Own (O), (b) Rented (R)	No. of persons residing in census household on day of visit			Remarks
				Name of establishment or proprietor	Name of product(s), repair or servicing undertaken	Average No. of persons employed daily last week (including proprietor, or household members, if working)	Kind of fuel or power if machinery is used	Material of wall	Material of roof					Males	Females	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1																	
2																	
3																	
4																	
5																	
6																	
7																	
8																	
9																	
0																	
1																	
2																	
3																	
4																	
5																	
6																	
7																	
8																	
9																	
0																	

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

Signature of Enumerator

Date

Total for page

X

APPENDIX—W

Details regarding special pay sanctioned for Districts in lieu of extra staff.

District	Special Pay
<i>District Gwalior</i>	
Shri Om Prakash Sharma, Election Supervisor, Collectorate, Gwalior	Rs. 15.00 per month.
Shri B. L. Upadhyaya, U.D.C., Collectorate, Gwalior	Rs. 15.00 per month.
<i>District Mandsaur</i>	
Shri Laxmichand Jain, Election Supervisor, Collectorate, Mandsaur	Rs. 10.00 per month.
Shri Bhagwant Rao Kunjar, U.D.C.	Rs. 5.00 per month.
Shri Mohd. Khan, U.D.C.	Rs. 5.00 per month.

SCHEDULES

[Published in Part I of "Madhya Pradesh Rajpatra," dated the 14th October 1960]

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

Bhopal, the 6th October 1960.

No. 4829-2945-II-A(3).—In exercise of the powers conferred by sub-section (2) of section 4 of the Census Act, 1948 (XXXVII of 1948), and in supersession of all previous notifications issued in this behalf the State Government hereby appoints the persons specified in column (2) of the Schedule below as Census Officers within the local areas specified in the corresponding entry in column (3) thereof :—

Schedule

Serial No. (1)	Officers (2)	Local Areas (3)
1.	Superintendent of Census Operations, Madhya Pradesh	The whole State.
2.	The Deputy Superintendent of Census Operations, Madhya Pradesh (West).	Within the limits of Gwalior, Indore and Bhopal Divisions.
3.	The Deputy Superintendent of Census Operations, Madhya Pradesh (East).	Within the limits of Rewa, Jabalpur, Bilaspur and Raipur Divisions.
4.	All Collectors of the Districts	Within the limits of their respective jurisdictions.
5.	All Additional Collectors, Assistant Collectors and Deputy Collectors of the Districts.	Do.
6.	All District Statistical Officers/Assistants	Do.
7.	All Tahsildars	Do.
8.	All Naib-Tahsildars	Do.
9.	All Officers Commanding, Stations and Station Staff in Army and Air Force Units.	Within the military areas.
10.	The Executive Officer of the Cantonment of Morar in the Gwalior District.	Within the limits of the Morar Cantonment.
11.	The Executive Officer of the Cantonment of Mhow in the Indore District.	Within the limits of the Mhow Cantonment.
12.	The Executive Officer of the Cantonment of Pachmarhi in the Hoshangabad District.	Within the limits of the Pachmarhi Cantonment.
13.	The Executive Officer of the Cantonment of Sagar in the Sagar District.	Within the limits of the Sagar Cantonment.
14.	The Executive Officer of the Cantonment of Jabalpur in the Jabalpur District.	Within the limits of the Jabalpur Cantonment.
15.	Municipal Commissioner, Deputy Municipal Commissioner and Health Officer of Municipal Corporation of Gwalior, in the Gwalior District.	Within the limits of Municipal Corporation. Gwalior.
16.	Municipal Commissioner, Deputy Municipal Commissioner and Health Officer of Municipal Corporation of Indore, in the Indore District.	Within the limits of Municipal Corporation. Indore.
17.	The Chief Executive Officer for the Corporation of the City of Jabalpur, in the Jabalpur District.	Within the limits of the Municipal Corporation of the City of Jabalpur.
18.	The Municipal Secretary for the Corporation of the City of Jabalpur, in the Jabalpur District.	Within the limits of the Municipal Corporation of the City of Jabalpur.

(1)	(2)	(3)
19. The Municipal Commissioner of the Ratlam City Municipality in the Ratlam District.	Within the limits of the Ratlam City Municipality.	
20. The Secretary of the Raigarh Municipality in the Raigarh District.	Within the limits of the Raigarh Municipality.	
21. The Secretary of the Raipur Municipality in the Raipur District.	Within the limits of the Raipur Municipality.	
22. The Executive Officer of the Rewa Municipality in the Rewa District.	Within the limits of the Rewa Municipality.	
23. The Chief Executive Officer of the Jaora Municipality in the Ratlam District.	Within the limits of the Jaora Municipality.	
24. The Chief Executive Officer of the Mandsaur Municipality in the Mandsaur District.	Within the limits of the Mandsaur Municipality.	
25. The Chief Executive Officer of the Neemuch Municipality in the Mandsaur District.	Within the limits of the Neemuch Municipality.	
26. The Executive Officer of the Bhopal Municipality in the Sehore District.	Within the limits of the Bhopal Municipality.	
27. The Municipal Engineer, Bhopal City Municipality in the Sehore District.	Within the limits of the Bhopal Municipality.	
28. The Municipal Commissioner of the Ujjain City Municipality in the Ujjain District.	Within the limits of the Ujjain City Municipality.	
29. Health Officer, Ujjain City Municipality in the Ujjain District.	Within the limits of the Ujjain City Municipality.	
30. The Secretary of the Damoh Municipality in the Damoh District.	Within the limits of the Damoh Municipality.	
31. The Secretary of the Khandwa Municipality in the East Nimar District.	Within the limits of the Khandwa Municipality.	
32. The Secretary of the Burhanpur Municipality in the East Nimar District.	Within the limits of the Burhanpur Municipality.	
33. The Secretary of the Sagar Municipality in the Sagar District.	Within the limits of the Sagar Municipality.	
34. The Secretary of the Murwara Municipality in the Jabalpur District.	Within the limits of the Murwara Municipality.	
35. The Secretary of the Bilaspur Municipality in the Bilaspur District.	Within the limits of the Bilaspur Municipality.	
36. Managing Director and Secretary, National News-print and Paper Mills Ltd., Nepanagar, in the East Nimar District.	Within the limits of Nepanagar area.	
37. Managing Director and Labour Officer, Heavy Electricals Ltd., Bhopal, in Sehore District.	Within the limits of the area under Heavy Electricals Limited, Bhopal.	
38. (a) General Manager, (b) Shri L. P. Witari, Assistant Estate Manager, and (c) Shri D. N. Mishra, Zonal Engineer (Civil), Bhilai Steel Project, Hindustan Steel Limited, Bhilai Nagar, in the Durg District.	Within the limits of the Bhilai Nagar area, and Rajhara-Jharandalli area of Bhilai Steel Project.	

By order and in the name of the Governor of Madhya Pradesh

M. P. SHRIVASTAVA,
Secy. to Govt., Madhya Pradesh,
Home Department.

GOVERNMENT OF MADHYA PRADESH
HOME DEPARTMENT

No. 4836-2945-II-A (3), dated Bhopal, the 6th October 1960.

Copy forwarded for information and necessary action to—

1. All Department of Government.
2. All Heads of Department.
3. All Commissioners of Divisions.
4. All Collectors, Assistant Collectors and Deputy Collectors of Districts.
5. The Superintendent of Census Operations, Madhya Pradesh, Bhopal (with 200 spare copies).
6. All Officers specified at serials 2, 3 and 6 to 38 in the schedule above.
7. The Registrar, High Court of Judicature, Madhya Pradesh, Jabalpur.

S. C. MISRA,
Officer on Special Duty.

[Published in Part I of "Madhya Pradesh Rajpatra", dated the 14th October 1960]

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

Bhopal, the 6th October 1960.

No. 4830-2945-II-A (3).—In exercise of the powers conferred by sub-section (3) of section 4 of the Census Act, 1948 (XXXVII of 1948), and in supersession of all previous notifications issued in this behalf, the State Government hereby authorises the authorities specified in column (2) of the Schedule below for the purposes of the said sub-section for the local areas specified in the corresponding entry in column (3) of the said Schedule :—

Schedule

Serial No. (1)	Officers (2)	Local Areas (3)
1.	Superintendent of Census Operations, Madhya Pradesh.	The whole State.
2.	The Deputy Superintendent of Census Operations, Madhya Pradesh (West).	Within the limits of Gwalior, Indore and Bhopal Divisions.
3.	The Deputy Superintendent of Census Operations, Madhya Pradesh (East).	Within the limits of Rewa, Jabalpur, Bilaspur and Raipur Divisions.
4.	All Collectors of the Districts.	Within the limits of their respective jurisdiction.
5.	All Additional Collectors, Assistant Collectors and Deputy Collectors of the Districts.	Do.
6.	All District Statistical Officers/Assistants	Do.
7.	All Tahsildars.	Do.
8.	All Naib-Tahsildars	Do.
9.	All Officers Commanding, Stations and Station Staff in Army and Air Force Units.	Within the military areas.
10.	The Executive Officer of the Cantonment of Morar in the Gwalior District.	Within the limits of the Morar Cantonment.
11.	The Executive Officer of the Cantonment of Mhow in the Indore District.	Within the limits of the Mhow Cantonment.
12.	The Executive Officer of the Cantonment of Pachmarhi in the Hoshangabad District.	Within the limits of the Pachmarhi Cantonment.
13.	The Executive Officer of the Cantonment of Sagar in the Sagar District.	Within the limits of the Sagar Cantonment.
14.	The Executive Officer of the Cantonment of Jabalpur in the Jabalpur District.	Within the limits of the Jabalpur Cantonment.
15.	Municipal Commissioner, Deputy Municipal Commissioner and Health Officer of Municipal Corporation of Gwalior, in the Gwalior District	Within the limits of Municipal Corporation, Gwalior.
16.	Municipal Commissioner, Deputy Municipal Commissioner and Health Officer of Municipal Corporation of Indore, in the Indore District.	Within the limits of Municipal Corporation, Indore.
17.	The Chief Executive Officer for the Corporation of the City of Jabalpur in the Jabalpur District.	Within the limits of the Municipal Corporation of the City of Jabalpur.
18.	The Municipal Secretary for the Corporation the City of Jabalpur in the Jabalpur District.	Within the limits of the Municipal Corporation of the City of Jabalpur

(1)	(2)	(3)
19.	The Municipal Commissioner of the Ratlam City Municipality in the Ratlam District.	Within the limits of the Ratlam City Municipality.
20.	The Secretary of the Raigarh Municipality in the Raigarh District.	Within the limits of the Raigarh Municipality.
21.	The Secretary of the Raipur Municipality in the Raipur District.	Within the limits of the Raipur Municipality.
22.	The Executive Officer of the Rewa Municipality in the Rewa District.	Within the limits of the Rewa Municipality.
23.	The Chief Executive Officer of the Jaora Municipality in the Ratlam District.	Within the limits of the Jaora Municipality.
24.	The Chief Executive Officer of the Mandsaur Municipality in the Mandsaur District.	Within the limits of the Mandsaur Municipality.
25.	The Chief Executive Officer of the Neemuch Municipality in the Mandsaur District.	Within the limits of the Neemuch Municipality.
26.	The Executive Officer of the Bhopal Municipality in the Sehore District.	Within the limits of the Bhopal Municipality.
27.	The Municipal Engineer, Bhopal City Municipality in the Sehore District.	Within the limits of the Bhopal Municipality.
28.	The Municipal Commissioner of the Ujjain City Municipality in the Ujjain District.	Within the limits of the Ujjain City Municipality.
29.	Health Officer, Ujjain City Municipality in the Ujjain District.	Within the limits of the Ujjain City Municipality.
30.	The Secretary of the Damoh Municipality in the Damoh District.	Within the limits of the Damoh Municipality.
31.	The Secretary of the Khandwa Municipality in the East Nimar District.	Within the limits of the Khandwa Municipality.
32.	The Secretary of the Burhanpur Municipality in the East Nimar District.	Within the limits of the Burhanpur Municipality.
33.	The Secretary of the Sagar Municipality in the Sagar District.	Within the limits of the Sagar Municipality.
34.	The Secretary of the Murwara Municipality in the Jabalpur District.	Within the limits of the Murwara Municipality.
35.	The Secretary of the Bilaspur Municipality in the Bilaspur District.	Within the limits of the Bilaspur Municipality.
36.	Managing Director and Secretary, National News-print and Paper Mills Ltd., Nepanagar, in the East Nimar District.	Within the limits of Nepanagar area.
37.	Managing Director and Labour Officer, Heavy Electricals Ltd., Bhopal, in Sehore District.	Within the limits of the area under Heavy Electricals Limited, Bhopal.
38.	(a) General Manager, (b) Shri L.P. Witari, Assistant Estate Manager, and (c) Shri D. N. Mishra, Zonal Engineer (Civil), Bhilai Steel Project, Hindustan Steel Limited, Bhilai, in the Durg District.	Within the limits of the Bhilai area, and Rajhara-Jharandalli area of Bhilai Steel Project.

By order and in the name of the Governor of Madhya Pradesh,

M. P. SHRIVASTAVA,
Secy. to Govt., Madhya Pradesh.
Home Department.

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

No. 4837-2945-II-A(3), dated Bhopal, the 6th October 1960.

Copy forwarded for information and necessary action to—

1. All Departments of Government.
2. All Heads of Departments.
3. All Commissioners of Divisions.
4. All Collectors, Assistant Collectors and Deputy Collectors of Districts.
5. The Superintendent of Census Operations, Madhya Pradesh, Bhopal (with 200 spare copies).
6. All Officers specified at serials 2, 3 and 6 to 38 in the Schedule above.
7. The Registrar, High Court of Judicature, Madhya Pradesh, Jabalpur.

S. C. MISRA,
Officer on Special Duty.

[Published in Part I of "Madhya Pradesh Rajpatra", dated the 16th October 1960]

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

Bhopal, the 6th October 1960.

No. 4831-2945-II-A (3).—In exercise of the powers conferred by sub-section (4) of section 4 of the Census Act, 1948 (XXXVII of 1948), and in supersession of all previous notifications issued in this behalf, the State Government hereby delegates the power of appointing Census Officers conferred upon it by sub-section (2) of the said section to the authorities specified in column (2) of the Schedule below within the areas specified in the corresponding entry in column (3) of the said Schedule :—

Schedule

Serial No. (1)	Officers (2)	Local Areas (3)
1.	Superintendent of Census Operations, Madhya Pradesh.	The whole State.
2.	The Deputy Superintendent of Census Operations, Madhya Pradesh (West).	Within the limits of Gwalior, Indore and Bhopal Divisions.
3.	The Deputy Superintendent of Census Operations, Madhya Pradesh (East).	Within the limits of Rewa, Jabalpur, Bilaspur and Raipur Divisions.
4.	All Collectors of the Districts.	Within the limits of their respective jurisdictions.
5.	All Additional Collectors, Assistant Collectors and Deputy Collectors of the Districts.	Do
6.	All District Statistical Officers/Assistants.	Do
7.	All Tahsildars.	Do
8.	All Naib-Tahsildars.	Do
9.	All Officers Commanding, Stations and Station Staff Officers in Army and Air Force Units.	Within the military areas.
10.	The Executive Officer of the Cantonment of Morar in the Gwalior District.	Within the limits of the Morar Cantonment.
11.	The Executive Officer of the Cantonment of Mhow in the Indore District.	Within the limits of the Mhow Cantonment.
12.	The Executive Officer of the Cantonment of Pachmarhi in the Hoshangabad District.	Within the limits of the Pachmarhi Cantonment.
13.	The Executive Officer of the Cantonment of Sagar in the Sagar District.	Within the limits of the Sagar Cantonment.
14.	The Executive Officer of the Cantonment of Jabalpur in the Jabalpur District.	Within the limits of the Jabalpur Cantonment.
15.	Municipal Commissioner, Deputy Municipal Commissioner and Health Officer of Municipal Corporation of Gwalior, in the Gwalior District.	Within the limits of Municipal Corporation, Gwalior.
16.	Municipal Commissioner, Deputy Municipal Commissioner and Health Officer of Municipal Corporation of Indore, in the Indore District.	Within the limits of Municipal Corporation, Indore.
17.	The Chief Executive Officer for the Corporation of the City of Jabalpur in the Jabalpur District.	Within the limits of the Municipal Corporation of the City of Jabalpur.
18.	The Municipal Secretary for the Corporation of the City of Jabalpur in the Jabalpur District.	Within the limits of the Municipal Corporation of the City of Jabalpur.

(1)	(2)	(3)
19. The Municipal Commissioner of the Ratlam City Municipality in the Ratlam District.	Within the limits of the Ratlam City Municipality.	
20. The Secretary of the Raigarh Municipality in the Raigarh District.	Within the limits of the Raigarh Municipality.	
21. The Secretary of the Raipur Municipality in the Raipur District.	Within the limits of the Raipur Municipality.	
22. The Executive Officer of the Rewa Municipality in the Rewa District.	Within the limits of the Rewa Municipality.	
23. The Chief Executive Officer of the Jaora Municipality in the Ratlam District.	Within the limits of the Jaora Municipality.	
24. The Chief Executive Officer of the Mandsaur Municipality in the Mandsaur District.	Within the limits of the Mandsaur Municipality.	
25. The Chief Executive Officer of the Neemuch Municipality in the Mandsaur District.	Within the limits of the Neemuch Municipality.	
26. The Executive Officer of the Bhopal Municipality in the Sehore District.	Within the limits of the Bhopal Municipality.	
27. The Municipal Engineer, Bhopal City Municipality in the Sehore District.	Within the limits of the Bhopal Municipality.	
28. The Municipal Commissioner of the Ujjain City Municipality in the Ujjain District.	Within the limits of the Ujjain City Municipality.	
29. Health Officer, Ujjain City Municipality in the Ujjain District.	Within the limits of the Ujjain City Municipality.	
30. The Secretary of the Damoh Municipality in the Damoh District.	Within the limits of the Damoh Municipality.	
31. The Secretary of the Khandwa Municipality in the East Nimar District.	Within the limits of the Khandwa Municipality.	
32. The Secretary of the Burhanpur Municipality in the East Nimar District.	Within the limits of the Burhanpur Municipality.	
33. The Secretary of the Sagar Municipality in the Sagar District.	Within the limits of the Sagar Municipality.	
34. The Secretary of the Murwara Municipality in the Jabalpur District.	Within the limits of the Murwara Municipality.	
35. The Secretary of the Bilaspur Municipality in the Bilaspur District.	Within the limits of the Bilaspur Municipality.	
36. Managing Director and Secretary, National News-print and Paper Mills Ltd., Nepanagar, in the East Nimar District.	Within the limits of Nepanagar area.	
37. Managing Director and Labour Officer, Heavy Electricals Ltd., Bhopal, in Sehore District.	Within the Limits of the area under Heavy Electricals Limited, Bhopal.	
38. (a) General Manager, (b) Shri L.P. Witari, Assistant Estate Manager, and (c) Shri D.N. Mishra, Zonal Engineer (Civil), Bhilai Steel Project, Hindustan Steel Limited, Bhilai Nagar, in the Durg District.	Within the limits of the Bhilai Nagar area and Rajhara-Jharandalli area of Bhilai Steel Project.	

By order and in the name of the Governor of Madhya Pradesh,

M. P. SHRIVASTAVA,
Secy. to Govt., Madhya Pradesh,
Home Department.

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

No. 4838-2945-II-A(3), dated Bhopal, the 6th October 1960.

Copy forwarded for information and necessary action to—

1. All Departments of Government.
2. All Heads of Departments.
3. All Commissioners of Divisions.
4. All Collectors, Assistant Collectors and Deputy Collectors of Districts.
5. The Superintendent of Census Operations, Madhya Pradesh, Bhopal (with 200 spare copies).
6. All Officers specified at serials 2, 3 and 6 to 38 in the Schedule above.
7. The Registrar, High Court of Judicature, Madhya Pradesh, Jabalpur.

S. C. MISRA,
Officer on Special Duty.

[Published in Part I of "Madhya Pradesh Rajpatra", dated the 14th October 1960]

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

Bhopal, the 6th October 1960.

No. 4832-2945-II-A (3).—In exercise of the powers conferred by section 7 of the Census Act, 1948 (XXXVI of 1948), and in supersession of all previous notifications issued in this behalf, the State Government hereby appoints the authorities specified in column (2) of the Schedule below for the local areas specified in the corresponding entry in column (3) thereof for the purposes of the said Section:—

Schedule

Serial No. (1)	Authorities (2)	Local Areas (3)
1.	All Additional Collectors, Assistant Collectors, Deputy Collectors, Tahsildars and Naib-Tahsildars.	Within the limits of their respective jurisdictions.
2.	The Executive Officer of the Cantonment of Morar in the Gwalior District.	Within the limits of the Morar Cantonment.
3.	The Executive Officer of the Cantonment of Mhow in the Indore District.	Within the limits of the Mhow Cantonment.
4.	The Executive Officer of the Cantonment of Pachmarhi in the Hoshangabad District.	Within the limits of the Pachmarhi Cantonment.
5.	The Executive Officer of the Cantonment of Sagar in the Sagar District.	Within the limits of the Sagar Cantonment.
6.	The Executive Officer of the Cantonment of Jabalpur in the Jabalpur District.	Within the limits of the Jabalpur Cantonment.
7.	The Municipal Commissioner for the City of Gwalior.	Within the limits of the Municipal Corporation, Gwalior.
8.	The Municipal Commissioner for the City of Indore.	Within the limits of the Municipal Corporation, Indore.
9.	The Chief Executive Officer for the Corporation of the City of Jabalpur in the Jabalpur District.	Within the limits of the Municipal Corporation of the City of Jabalpur.
10.	The Municipal Secretary for the Corporation of the City of Jabalpur in the Jabalpur District.	Within the limits of the Municipal Corporation of the City of Jabalpur.
11.	The Municipal Commissioner of the Ratlam City Municipality in the Ratlam District.	Within the limits of the Ratlam City Municipality.
12.	The Municipal Commissioner of the Ujjain City Municipality in the Ujjain District.	Within the limits of the Ujjain City Municipality.
13.	The Secretary of the Damoh Municipality in the Damoh District.	Within the limits of the Damoh Municipality.
14.	The Secretary of the Khandwa Municipality in the East Nimar District.	Within the limits of the Khandwa Municipality.
15.	The Secretary of the Burhanpur Municipality in the East Nimar District.	Within the limits of the Burhanpur Municipality.
16.	The Secretary of the Sagar Municipality in the Sagar District.	Within the limits of the Sagar Municipality.
17.	The Secretary of the Murwara Municipality in the Jabalpur District.	Within the limits of the Murwara Municipality.
18.	The Secretary of the Bilaspur Municipality in the Bilaspur District.	Within the limits of the Bilaspur Municipality.
19.	The Secretary of the Raigarh Municipality in the Raigarh District.	Within the limits of the Raigarh Municipality.
20.	The Secretary of the Raipur Municipality in the Raipur District.	Within the limits of the Raipur Municipality.

(1)	(2)	(3)
21.	The Executive Officer of the Rewa Municipality in the Rewa District.	Within the limits of the Rewa Municipality.
22.	The Chief Executive Officer of the Jaora Municipality in the Ratlam District.	Within the limits of the Jaora Municipality.
23.	The Chief Executive Officer of the Mandsaur Municipality in the Mandsaur District.	Within the limits of the Mandsaur Municipality.
24.	The Chief Executive Officer of the Neemuch Municipality in the Mandsaur District.	Within the limits of the Neemuch Municipality.
25.	The Executive Officer of the Bhopal Municipality in the Sehore District.	Within the limits of the Bhopal Municipality.
26.	Managing Director and Secretary, National News-print and Paper Mills Ltd., Nepanagar in the East Nimar District.	Within the limits of Nepanagar area.
27.	Managing Director, Heavy Electricals Ltd., Bhopal, in the Sehore District.	Within the limits of the area under Heavy Electricals Ltd.
28.	General Manager, Bhilai Steel Project, Hindustan Steel Limited, Bhilai in the Durg District.	Within the limits of the Bhilai area of Bhilai Steel Project.

By order and in the name of the Governor of Madhya Pradesh,

M. P. SHRIVASTAVA,
Secy. to Govt., Madhya Pradesh,
Home Department.

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

No. 4839-2945-II-A(3), dated Bhopal, the 6th October 1960.

Copy forwarded for information and necessary action to—

1. All Departments of Government.
2. All Heads of Departments.
3. All Commissioners of Divisions.
4. All Collectors, Assistant Collectors and Deputy Collectors of Districts.
5. The Superintendent of Census Operations, Madhya Pradesh, Bhopal (with 200 spare copies).
6. All Officers specified at serials 1 to 28 in the Schedule above.
7. The Registrar, High Court of Judicature, Madhya Pradesh, Jabalpur.

S. C. MISRA,
Officer on Special Duty.

[Published in Part I of "Madhya Pradesh Rajpatra", dated the 14th October 1960]

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

Bhopal, the 6th October 1960.

No. 4833-2945-II-A (3).—In exercise of the powers conferred by sub-section (1) of section 6 of the Census Act, 1948 (XXXVII of 1948), and in supersession of all previous notifications issued in this behalf, the State Government hereby appoints the authorities specified in column (2) of the Schedule below for the local areas specified in the corresponding entry in column (3) thereof for the purposes of the said sub-section :—

Schedule

Serial No. (1)	Authorities (2)	Local Areas (3)
1.	All Additional Collectors, Assistant Collectors, Deputy Collectors, Tahsildars and Naib-Tahsildars.	Within the limits of their respective jurisdictions.
2.	The Executive Officer of the Cantonment of Morar in the Gwalior District.	Within the limits of the Morar Cantonment.
3.	The Executive Officer of the Cantonment of Mhow in the Indore District.	Within the limits of the Mhow Cantonment.
4.	The Executive Officer of the Cantonment of Pachmarhi in the Hoshangabad District.	Within the limits of the Pachmarhi Cantonment.
5.	The Executive Officer of the Cantonment of Sagar in the Sagar District.	Within the limits of the Sagar Cantonment.
6.	The Executive Officer of the Cantonment of Jabalpur in the Jabalpur District.	Within the limits of the Jabalpur Cantonment.
7.	The Municipal Commissioner for the City of Gwalior.	Within the limits of the Municipal Corporation, Gwalior.
8.	The Municipal Commissioner for the City of Indore.	Within the limits of the Municipal Corporation, Indore.
9.	The Chief Executive Officer for the Corporation of the City of Jabalpur in the Jabalpur District.	Within the limits of the Municipal Corporation of the City of Jabalpur.
10.	The Municipal Secretary for the Corporation of the City of Jabalpur in the Jabalpur District.	Within the limits of the Municipal Corporation of the City of Jabalpur.
11.	The Municipal Commissioner of the Ratlam City Municipality in the Ratlam District.	Within the limits of the Ratlam City Municipality.
12.	The Municipal Commissioner of the Ujjain City Municipality in the Ujjain District.	Within the limits of the Ujjain City Municipality.
13.	The Secretary of the Damoh Municipality in the Damoh District.	Within the limits of the Damoh Municipality.
14.	The Secretary of the Khandwa Municipality in the East Nimar District.	Within the limits of the Khandwa Municipality.
15.	The Secretary of the Burhanpur Municipality in the East Nimar District.	Within the limits of the Burhanpur Municipality.
16.	The Secretary of the Sagar Municipality in the Sagar District.	Within the limits of the Sagar Municipality.
17.	The Secretary of the Murwara Municipality in the Jabalpur District.	Within the limits of the Murwara Municipality.

(1)	(2)	(3)
18.	The Secretary of the Bilaspur Municipality in the Bilaspur District.	Within the limits of the Bilaspur Municipality.
19.	The Secretary of the Raigarh Municipality in the Raigarh District.	Within the limits of the Raigarh Municipality.
20.	The Secretary of the Raipur Municipality in the Raipur District.	Within the limits of the Raipur Municipality.
21.	The Executive Officer of the Rewa Municipality in the Rewa District.	Within the limits of the Rewa Municipality.
22.	The Chief Executive Officer of the Jaora Municipality in the Ratlam District.	Within the limits of the Jaora Municipality.
23.	The Chief Executive Officer of the Mandsaur Municipality in the Mandsaur District.	Within the limits of the Mandsaur Municipality.
24.	The Chief Executive Officer of the Neemuch Municipality in the Mandsaur District.	Within the limits of the Neemuch Municipality.
25.	The Executive Officer of the Bhopal Municipality in the Sehore District.	Within the limits of the Bhopal Municipality.
26.	Managing Director and Secretary, National News-print and Paper Mills Ltd., Neapanagar in the East Nimar District.	Within the limits of Neapanagar area.
27.	Managing Director, Heavy Electricals Ltd., Bhopal, in the Sehore District.	Within the limits of the area under Heavy Electricals Ltd.
28.	General Manager, Bhilai Steel Project, Hindustan Steel Limited, Bhilai in the Durg District.	Within the limits of the Bhilai area or Bhilai Steel Project.

By order and in the name of the Governor of Madhya Pradesh,

M. P. SHRIVASTAVA,
Secy. to Govt., Madhya Pradesh,
Home Department.

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

No. 4834-2945-II-A (3), dated Bhopal, the 6th October 1960.

Copy forwarded for information and necessary action to—

1. All Departments of Government.
2. All Heads of Departments.
3. All Commissioners of Divisions.
4. All Collectors, Assistant Collectors and Deputy Collectors of Districts.
5. The Superintendent of Census Operations, Madhya Pradesh, Bhopal (with 200 spare copies).
6. All Officers specified at serials 1 to 28 in the Schedule above.
7. The Registrar, High Court of Judicature, Madhya Pradesh, Jabalpur.

S. C. MISRA,
Officer on Special Duty.

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

Bhopal, dated the 29th December 1960.

NOTIFICATION

No. 6368-4435-II-A (3).—In exercise of the powers conferred by section 12 of the Census Act, 1948 (XXXVII of 1948), and in supersession of all previous notifications issued in this behalf, the State Government hereby authorises the authorities specified in the Schedule below for the purposes of the said section within their respective jurisdictions.

Schedule

- (1) All Commissioners of the Divisions; and
- (2) Superintendent of Census Operations, Madhya Pradesh.

By order and in the name of the Governor of Madhya Pradesh,

P. S. RAIZADA,
Dy. Secy. to Govt., Madhya Pradesh,
Home Department.

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

NOTIFICATION

Bhopal, dated the 9th January 1961—Pauha 19, 1882.

No. 82-78-II-A (3).—With reference to section 8 of the Census Act, 1948 (XXXVII of 1948), the State Government hereby directs that every Census Officer in Madhya Pradesh appointed under section 4 of the said Act, shall ask of all persons, within the limits of the local area, for which he is appointed, the questions specified in the Schedules I and II below in connection with the taking of census.

Schedule I

(परिवार पक्षों से सम्बंधित)

प्रश्नावली

- (१) परिवार के कर्ता का पूरा नाम क्या है ?
- (२) यदि परिवार का कर्ता किसी अनुसूचित जाति या अनुसूचित जनजाति का है तो उस जाति या जनजाति का नाम क्या है ?
- (३) यदि परिवार की ज़ोत की ज़मीन है तो उसमें अपनी और सरकार से प्राप्त ज़मीन है वह जिन-जिन हकों पर है उनका स्थानीय नाम क्या है ? और प्रत्येक हक की ज़मीन का क्षेत्रफल कितने-कितने एकड़ है ?
- (४) यदि परिवार की ज़ोत की ज़मीन में अन्य लोगों या संस्थाओं से नगदी, जिन्स (भावली) या बटाई पर प्राप्त हुई ज़मीन है तो वह जिन हकों पर है उनका स्थानीय नाम क्या है ? और प्रत्येक हक की ज़मीन का क्षेत्रफल कितने-कितने एकड़ है ?
- (५) यदि परिवार द्वारा अन्य लोगों को खेती के लिये ज़मीन नगदी जिन्स (भावली) या बटाई पर दी गई है तो वह जिन हकों पर दी गई है उनके स्थानीय नाम क्या है ? और प्रत्येक हक की ज़मीन का क्षेत्रफल कितने-कितने एकड़ है ?
- (६) यदि परिवार द्वारा कोई पारिवारिक उद्योग किया जाता है तो उस उद्योग का व्योरा क्या है ? और वह साल में कितने महीने चलता है ? यदि एक से अधिक पारिवारिक उद्योग किये जाते हैं तो प्रत्येक के बारे में यह जानकारी दीजिये ?
- (७) पारिवारिक खेती या पारिवारिक उद्योग या पारिवारिक खेती और पारिवारिक उद्योग दोनों में काम करने वालों की संख्या क्या है ? परिवार के काम करने वाले पुरुषों और स्त्रियों (कर्ता सहित) और भाड़े के मजदूरों (अगर कोई हों) जो चालू या पिछले मौसम में पूरे समय काम लिये गये हों, उनकी संख्या अलग-अलग बतलाईये ?

(व्यक्तिगत विनती की पक्षों से सम्बंधित)

प्रश्नावली

- (१) नाम क्या है ?
- (२) परिवार के कर्ता से सम्बंध क्या है ?
- (३) पिछले जन्म दिन पर आयु के कितने वर्ष पूरे हो चुके हैं ?
- (४) वैवाहिक स्थिति क्या है ?
- (५) जन्म स्थान कहाँ है ?

- (६) क्या जन्म ग्रामीण अथवा नागरिक क्षेत्र में हुआ था ?
- (७) यदि जन्म ग्रन्थ हो तो यहाँ का निवास काल कितने वर्ष है ?
- (८) राष्ट्रीयता क्या है ?
- (९) धर्म क्या है ?
- (१०) यदि किसी अनुसूचित जाति या अनुसूचित जनजाति के हैं तो उस जाति या जनजाति का नाम क्या है ?
- (११) क्या साक्षर हैं ? यदि कोई लेखी परीक्षा या परीक्षाएँ पास की हैं तो सबसे ऊँची परीक्षा या परीक्षाओं के नाम क्या हैं ?
- (१२) मातृभाषा क्या है ?
- (१३) यदि अन्य भाषा (यें) बोलते और समझते हैं तो वह कौन-कौन सी हैं ?
- (१४) क्या काश्तकार हैं ?
- (१५) क्या खेतिहर मजदूर हैं ?
- (१६) यदि किसी पारिवारिक उद्योग में कार्य कर रहे हैं तो :—
- (क) जो काम करते हैं उसका व्यौरा क्या है ?
- (ख) उस पारिवारिक उद्योग का व्यौरा क्या है ?
- (ग) क्या उस पारिवारिक उद्योग में नौकर हैं ?
- (१७) यदि उपर्युक्त वर्णित कार्यों के अतिरिक्त अन्य काम करते हैं तो :—
- (क) जो काम करते हैं उसका व्यौरा क्या है ?
- (ख) जिस उद्योग, पेशा, व्यापार या नौकरी में काम करते हैं, उसका व्यौरा क्या है ?
- (ग) मालिक, नौकर, अकेले काम करने वाले या पारिवारिक काम करने वाले इन वर्गों में से किस वर्ग के हैं ?
- (घ) उस कारोबार या संस्था का काम क्या है, जहाँ काम करते हैं ?
- (१८) यदि दो या अधिक काम करते हैं तो उनमें मुख्य काम कौन सा है, और मुख्य काम के बाद दूसरा स्थान किसका है ?
- (१९) यदि काम नहीं करते तो क्या करते हैं ?
- (२०) पुरुष हैं या स्त्री ?

By order and in the name of the Governor of Madhya Pradesh,

P. S. RAIZADA,
Deputy Secretary.

GOVERNMENT OF MADHYA PRADESH
HOME DEPARTMENT
NOTIFICATION

Bhopal, the 17th January 1961.

No. 217-4336-II-A(3).—Corrigendum.—In column (2) of the entry against serial No. 16 of each of the Schedules to this Department Notifications No. 4829-2945-II-A (3), 4830-2945-II-A (3) and 4831-2945-II-A(3), dated the 6th October 1960, published at pages 1584 to 1588 of the "Madhya Pradesh Rajpatra", Part I, dated the 14th October 1960, for "Deputy Municipal Commissioner", read "Assistant Municipal Commissioner".

No. 220-4634-II-A (3).—In exercise of the powers conferred by sub-section (2) of section 4 of the Census Act, 1948 (XXXVII of 1948), the State Government hereby makes the following amendments in this Department Notification No. 4829-2945-II-A (3), dated the 6th October 1960, namely :—

Amendments

In the Schedule to the said Notification—

- (i) in column (2) against Serial No. 16, for the words "and Health Officer", the words "Health Officer and Assessment and Estate Officer" shall be substituted.
- (ii) in column (2) against Serial No. 38, after item (c), the following item shall be added, namely :—
- "(d) Shri R. M. Ray, Senior Deputy General Manager, Bhilai Steel Project, Bhilainagar, in the Durg District."

No. 223-4634-II-A (3).—In exercise of the powers conferred by sub-section (3) of section 4 of the Census Act, 1948 (XXXVII of 1948), the State Government hereby makes the following amendments in this Department Notification No. 4830-2945-II-A (3), dated the 6th October 1960, namely :—

Amendments

In the Schedule to the said Notification—

- (i) in column (2) against Serial No. 16, for the words "and Health Officer", the words "Health Officer and Assessment and Estate Officer" shall be substituted.
- (ii) in column (2) against Serial No. 38, after item (c), the following item shall be added, namely :—
- "(d) Shri R. M. Ray, Senior Deputy General Manager, Bhilai Steel Project, Bhilainagar, in the Durg District."

No. 226-4634-II-A(3).—In exercise of the powers conferred by sub-section (4) of section 4 of the Census Act, 1948 (XXXVII of 1948), the State Government hereby makes the following amendments in this Department Notification No. 4831-2945-II-A(3), dated the 6th October 1960, namely :—

Amendments

In the Schedule to the said Notification—

- (i) in column (2) against Serial No. 16, for the words "and Health Officer", the words "Health Officer and Assessment and Estate Officer" shall be substituted.
- (ii) In column (2) against Serial No. 38, after item (c), the following item shall be added, namely :—
- "(d) Shri R.M. Ray, Senior Deputy General Manager, Bhilai Steel Project, Bhilainagar, in the Durg District."

No. 229-4378-II-A(3).—In exercise of the powers conferred by sub-section (1) of section 6 of the Census Act, 1948 (XXXVII of 1948), the State Government hereby makes the following amendment in this Department Notification No. 4833-2945-II-A(3), dated the 6th October 1960, namely:—

Amendment

In the Schedule to the said Notification, in column (2) against Serial No. 28, for the words, "General Manager", the words "General Manager and Senior Deputy General Manager", shall be substituted.

No. 232-4378-II-A (3).—In exercise of the powers conferred by section 7 of the Census Act, 1948 (XXXVII of 1948), the State Government hereby makes the following amendment in this Department Notification No. 4832-2945-II-A(3), dated the 6th October 1960, namely:—

Amendment

In the Schedule to the said Notification, in column (2) against Serial No. 28, for the words "General Manager" the words "General Manager and Senior Deputy General Manager" shall be substituted.

By order and in the name of the Governor of Madhya Pradesh,

P. S. RAIZADA,
Deputy Secretary.

GOVERNMENT OF MADHYA PRADESH

HOME DEPARTMENT

NOTIFICATION

Bhopal, the 17th January 1961.

No. 235-117-II-A(3).—In exercise of the powers conferred by sub-section (2) of section 4 of the Census Act, 1948 (XXXVII of 1948), the State Government hereby makes the following further amendment in this Department Notification No. 4829-2945-II-A(3), dated the 6th October 1960, namely:—

Amendment

In the Schedule to the said notification in column (2) against Serial No. 15, for the words "Health Officer", the words "Revenue Officer" shall be substituted.

No. 238-117-II-A(3).—In exercise of the powers conferred by sub-section (3) of section 4 of the Census Act, 1948 (XXXVII of 1948), the State Government hereby makes the following further amendment in this Department Notification No. 4830-2945-II-A(3), dated the 6th October 1960, namely:

Amendment

In the Schedule to the said notification, in column (2) against Serial No. 15, for the words "Health Officer" the words "Revenue Officer" shall be substituted.

No. 241-117-II-A(3).—In exercise of the powers conferred by sub-section (4) of section 4 of the Census Act, 1948 (XXXVII of 1948), the State Government hereby makes the following further amendment in this Department Notification No. 4831-2945-II-A(3), dated the 6th October 1960, namely:—

Amendment

In the Schedule to the said notification, in column (2) against Serial No. 15, for the words "Health Officer", the words "Revenue Officer" shall be substituted.

By order and in the name of the Governor of Madhya Pradesh,

P. S. RAIZADA,
Deputy Secretary.

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