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CENSUS OF INDIA, 1961

VOLUME XII—PART VIII-A

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ORISSA

ADMINISTRATION REPORT
(ENUMERATION)

M. AHMED, M.A., I.A.S.
Superintendent of Census Operations
Orissa

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GENERAL

Introduction—It is customary to keep a record of the work done and the experiences gained during the Census Operations, to serve as a guide for those who may have to shoulder the responsibility at the next Census. The scope of the Census of 1961 was considerably larger than that of the previous ones. The present Report attempts to mention the organizational and administrative set-up under which the Operations were conducted. The details of Census procedure, which are the subject matter of various Circulars issued by the Superintendent, have not generally been included in this Report. These Circulars and other important letters may be seen in a guard-file specially preserved for use in the next Census.

2. *Census Legislation*—Census in India is conducted under the authority of the Census Act (XXXVII of 1948), which authorizes the Central Government to take Census whenever it may so consider necessary. Census taking has become convenient and systematic on account of the various provisions contained in the Act. While the duties and functions of public servants have been clearly defined, the obligations of the members of the public have also been laid down and penalties for non-compliance indicated. This is helpful in tackling those who display little sense of responsibility.

3. The Act, however, is silent if the Pre-test Operations are a part of the Census and if the provisions of the Act apply to them automatically. The Pre-test Operations were conducted in 1959, but the legal basis was not free from doubt. It is necessary to include necessary provisions in this matter either in the Act or the Rules framed by the Central Government.

4. *First Communication from the Registrar-General*—Preliminary instructions regarding organization of the Superintendent's office and the outlines of 1961 Census were received from the Registrar-General in his letter No. 3/9/59-R.G., dated the 5th March 1959 (Appendix I). This letter served as the foundation of the entire structure which was going to be built for the purpose

of discharge of onerous duties of the office of the Superintendent. It gave a summary of all the preparations made till then in the Registrar-General's office for conducting the Census and also indicated the future line of action.

5. *Appointment of Superintendent*—In 1951 the Superintendent was appointed approximately one year before the commencement of Enumeration. It was quite a short period for preparation of grounds for conducting the Census throughout the State. On the present occasion the Government were moved to sanction the appointment much earlier. The post was created with effect from the 1st of March 1959, on which date the Superintendent joined. Early appointment of the Superintendent was essential in the interest of extensive preparation which was necessary for proper discharge of the functions taken over on the present occasion. But at the time of his appointment, there was no office, no Assistants, no peons, not even a scrap of paper. The Superintendent had to work single-handed to create the organization from scratch. At least a month was lost merely enquiring who should prove to be a dependable Stenographer or an Assistant and whose services could be secured for the new office, or where the office should be located.

6. For facility of work, the Government of India in their Notification No. 2/45/58-Pub., dated the 30th April 1959, issued by the Ministry of Home Affairs, declared the Superintendent as equivalent in rank to the Deputy Secretary to Government of India.

7. *State Government Circular*—The State Government were requested to issue a Circular to all Departments of Government, Heads of Departments, Board of Revenue, Revenue Divisional Commissioners and Collectors mentioning that the Government of India have ordered that the Census of population shall be taken in the year 1961 and have approved of appointment of the Superintendent of Census Operations for the State. Accordingly, the State Government issued a Circular under the signature of the Chief Secretary (Appendix VII).

stating that the Superintendent will be corresponding direct with the authorities to whom the Circular was addressed and that they should pay prompt attention to such communications. The Superintendent was to be treated as at par with the Heads of Departments of the State. This Circular letter introduced the Superintendent to all the top authorities of the State Government and facilitated exchange of correspondence.

8. *Office Staff*—In his first letter to the Superintendent (Appendix I), the Registrar-General accorded sanction for entertainment of office staff as given below :

Head Assistant	...	1
Accountant-Cashier	...	1
Statistical Assistants	...	2
Stenographer	...	1
Clerks	...	4
Peons	...	3

The sanctioned staff was recruited according to actual necessity from time to time. By the 1st July 1959, the total strength was 6 excluding Class IV employees, which rose to 7 by the 1st October 1959 and 8 on the 1st January 1960.

9. So great was the difficulty in finding experienced Assistants and Clerks that the Registrar-General was good enough to address the Chief Secretary for lending experienced employees of the State Government for the office of the Superintendent. In spite of this letter the Superintendent had to exert personal influence and with much difficulty secured the services of a Grade I Assistant of the Revenue Department for filling up the post of the Head Assistant and of a Stenographer from the office of the Revenue Divisional Commissioner, Sambalpur. Several Heads of Departments, District Collectors and other Heads of Offices were contacted for getting the services on deputation of one or two other Assistants. But the response was poor and many of the posts, including that of the Accountant-Cashier remained vacant. The Stenographer incidentally had extra experience in accounts as he had worked as a Senior Auditor in his parent office. He looked after the accounts of the office in addition to his own work till it was possible to obtain the services of a qualified Accountant. Two Statistical Assistants were easily available from the Bureau of Statistics. But they were fresh young men and had not become used to hard, solid work which a Census office demands. They were found anxious to return to their parent office and were relieved within a short time. Ultimate selection

went to a Senior Auditor of the Directorate of Industries who had worked in 1951 Census from a lower rank to that of a Technical Assistant. Lastly, with sustained efforts and personal contact, a few Clerks of the Ganjam Collectorate were taken on deputation. In a few cases the persons lent on deputation were returned quickly as they were found below the mark. The Employment Exchange was requested again and again to forward candidates having previous experience. The response was negligible both in number and in quality. The small number of Employment Exchange candidates who came and claimed to have previous experience were ultimately found to have been either dismissed persons or deserters or men with ill health or ill reputation. The last alternative was to depend on open market recruitment, which even was not free from difficulties. Any selected outsider who happened to be fairly intelligent or good enough for being retained was just on the look-out for a better opportunity elsewhere and left the job as soon as he could. The temporary character of the office was the reason for such instability. Even prospects of quick promotion did not prove to be adequate inducement.

10. *Accommodation and Equipment*—Finding of accommodation for the office was a problem. The Registrar-General requested the State Government to provide some temporary accommodation for the office of the Superintendent. All top authorities connected in the matter were approached but there was little interest as the Census is a Central subject, even though some other Central Government Organizations were favoured with some accommodation. The Superintendent's Mairi Office had to be located in a small residential house after an extensive search for accommodation in Cuttack town which has the disreputation of having neither large number of buildings nor big ones. It was decided to fix the Headquarters at Cuttack, because the Organization will not be bothered about residential accommodation of the staff. There were other considerations as well, primary among which was the availability of printing facilities.

11. The owner of the house selected for the office was a Doctor who brought pressure after sometime for release of the house as he retired from Government service in the meanwhile. It was again a difficult problem, and there was so much of exasperation at times that it seemed inevitable to

shift the office to Puri, where some private buildings were reported to be available. However, after another sustained search, the house of an Advocate, who had just died leaving no adequate resources for the family except the house itself to be let out, was secured on monthly hire. The buildings secured for the office were small and utterly inadequate for the purpose. The available rooms space in the first building which belonged to the Doctor was about 1,000 sq. feet. The office was housed there from April 1959 to June 1961. The Advocate's house where the office was located from June 1961 onwards had a little more covered superficial area, viz., less than 3,000 sq. feet. The Superintendent's own office room was accommodated in a small corridor in this building after improvising it with deal-wood plank fittings to serve as walls on two sides for protection against weather. Although the old Secretariat building at Cuttack was getting vacated part by part from time to time, the State Government were inclined to attach greater importance to the expansion of the residual offices there or the introduction of some new elements other than Census.

12. The office equipment had to be purchased from the local market according to the financial powers of the Superintendent and the Budget allotment. Stationery articles were received mostly from the Deputy Controller, Stationery, Calcutta, but all the items necessary for establishing a new office and running it for the year were not available from that source. In such matters local markets had to be depended upon.

13. *Furniture*—The State Government handed over to the Organization only two almirahs which they had received from the Census Superintendent on close of 1951 Census Operations. So a large number of furniture had to be purchased from the local market subject to the Superintendent's financial limit of expenditure of Rs. 2,500 per office per year. Besides, three cycles, two wall-clocks, reference books and periodicals and other stationery articles not covered in the supply of the Controller of Stationery were purchased locally.

14. No supply of furniture was made to the District or Subdivisional staff. They were expected to manage the work with the usual furniture of the Collectorate. They were, however, supplied with the required quantity of stationery direct from the Central Government Stationery Office at

Calcutta. Late in the year, a few complaints reached that the quantity was insufficient and had been exhausted. A small quantity was allowed to be locally purchased, but as this was not sufficient, these offices used at times some quantity of stationery supplied by State Government for normal administrative work.

15. *Paper*—Adequate quantity of paper required for day-to-day use in the office as well as for printing of forms, booklets, etc., were received from the Central Stationery Office, Calcutta. Local purchases were occasionally made in respect of such paper as were not supplied, e.g., tracing paper, drawing paper, art paper, etc. The first consignment of paper from the Stationery Office was received in August 1959. Adequate quantity of pulp-boards was also received for printing of abbreviation cards. No help from the State Government was received in the matter of procurement of paper.

16. *Typewriters, duplicators, etc.*—For the first few months, the office had no supply of typewriters and the work was managed by local arrangements. Two Standard Typewriters were received from the Remington Rand in June 1959 against sanction accorded by the Registrar-General. Shortly afterwards another typewriter with 27" roller was received. As these were not adequate for work, the Registrar-General was moved for supply of two more typewriters which were received late in September 1961. Later on when the Tabulation Offices started work, a number of machines were procured on monthly hire. One electrically-driven duplicator and two Facit calculating machines were also supplied by the Registrar-General in August 1959 and September 1960, respectively. The number of calculating machine was not enough. There was the necessity of securing at least one more machine which was belatedly done in the middle of 1962.

17. *Pre-test Operation*—The Census of 1961 has the distinction of introducing some new features in the numbering and listing of houses and in enumeration. It was, therefore, considered necessary that the draft instructions and questionnaire connected with these operations should be put to test before the actual operations started. Two Pre-tests were held accordingly. The first one was done as early as January 1959 by which time the Superintendent had not joined. It was, therefore, conducted by the Bureau of Statistics. On the result of this Pre-test, the questionnaire and the

instructions underwent some change. It was conducted in 8 out of 13 districts where the District Statistical Officers were available.

18. The second Pre-test which was conducted in July-August 1959 was intended to find out if the instructions and the schedules were easily understood by the Enumeration Agency and if they were well suited for eliciting prompt and accurate answers from citizens. The Superintendent explained the necessity of conducting this Pre-test to the District Magistrates of the State who met in a conference at Bhubaneswar on the 3rd July 1959. According to the instructions of the Superintendent, each District Magistrate chose a responsible officer in his district to remain in charge of the Pre-test Operations, to organize training class and to select urban and rural localities where the test should be held. Each locality was expected to have 100 households in urban and 150 households in rural areas. One Enumerator at the rate of 50 households in the urban and 75 households in the rural locality was selected, mostly from school teachers or subordinate village revenue officers. Supervisors appointed each for working in two separate localities were selected from amongst Tahsildars or other junior officers. The programme which covered 14 days, namely, first 5 days for study of instructions by the field staff, next 3 days for house-listing and the last 6 days for actual enumeration was strictly followed in all districts. 52 localities were involved containing 6,551 households and 29,949 persons in the Pre-test. The results were tabulated. The Pre-test disclosed *inter alia* the difficulty in filling up House Lists, Household Schedules and Enumeration Slips and emphasized on elaborating the final instructions for filling up these forms. Tabulation similarly disclosed some interesting features relating to the size of the household and high increase in literacy figures. In conducting the Pre-test, full co-operation from the State Government and the District Offices was available. The State Government were good enough not to disturb the Officers-in-charge of the Pre-test till the Operations were concluded. The District Magistrates readily made available the required number of officers and men for field investigation.

19. *First Conference of Superintendents*—All the Superintendents assembled in Delhi on the 24th September 1959 in a Conference convened by the Registrar-General, mainly to finalise the forms, the instructions and

other details of conducting the 1961 Census. The system, the procedure and the timetable of the house-numbering, the final review of the Second Draft of the House List, printing of forms, conducting of enumeration, preliminary arrangements for tabulation, preparation of District Census Handbooks, conducting of Socio-Economic Survey and a multitude of other connected items were all discussed and finalised in the Conference extending for seven days. The decisions of the Conference were indispensably necessary for standardizing the work throughout India, and for the day-to-day guidance of the Superintendents. The details of discussion and decision in the Conference are available in the Proceedings of the First Conference of Superintendents.

20. *Census Schedules*—On the result of the Pre-tests, the Census Schedules necessary for collection of required data in house-listing and enumeration operations were finalised in the Conference of the Superintendents. Three of the Schedules are important, namely, the House List, the Household Schedule and the Enumeration Slip.

(i) *House List*—This Schedule was filled up by the Enumerators after completing the house-numbering work in May 1960. The Enumerator was required to enquire from the head of the household regarding the purpose for which the Census house is used, the number of rooms contained in the household, whether the house is rented or owned and the number of persons residing in the household sexwise. It was also necessary to make a note of the materials of the wall and the roof, and also if the house belonged to a member of the Scheduled Caste or Scheduled Tribe. Some additional information was required to be collected in case the house was used as a workshop or factory. In such a case the name of the proprietor, the name of the product, average number of persons employed, the kind of fuel used were ascertained and recorded. The Schedule has been quite useful in studying housing conditions. It also gave a preliminary idea about the total population to be dealt with in each village or P. S. when the final enumeration came. Fixation of the number of Census divisions, such as, Blocks and Circles, and of the number of Census personnel for various territorial units was made easy on the basis of information available from the House Lists.

(ii) *Household Schedule*—The Household Schedule underwent extensive change as a result of difficulties experienced in course of the Pre-test. The final form of the Schedule was thus made comprehensive but small. This was intended to keep a record of cultivation, household industry and working members of the household concerned. On the reverse, there is another important matter, namely, the Census Population Record, which is compiled from the Enumeration Slips, and is, broadly speaking, a substitute for the National Register of Citizens of 1951 Census. It shows the members of the household by name, together with their relationship to the head of the household and details regarding age, marital status, description of work and sex.

(iii) *Enumeration Slip*—It is otherwise known as Individual Slip and is intended to record a large number of details with regard to every individual required to be enumerated. There are 13 broad questions with many sub-items relating to name, relationship to the head of the household, age, marital status, birth place, nationality, religion, literacy and education, mother-tongue, etc. There are also a number of questions with regard to economic activities, and to various categories of workers, non-workers, nature of establishments, etc., in great detail. The special characteristics of the 1961 Census are mostly embodied in the Enumeration Slip. Its size has, with great effort and after repeated experiments, been kept quite small so as to be handy in course of sorting operations.

21. *Translation of Schedules and Instructions*—After the Schedules were finalised, they were translated into Oriya along with their relevant instructions. The translation was done in the Superintendent's office and was carefully checked in the Registrar-General's office. The Registrar-General also supplied a copy of the model "Instruction to Enumerators". On the basis of these instructions the local Manual of Instructions for the Census Personnel in two parts was prepared. The Manual was issued in English and Oriya separately. Considerable care was taken to see that the translation correctly conveyed the sense of the original in easily-understandable language.

22. *Printing of Schedules*—The printing of Schedules first began when the second Pre-test was undertaken. The State Government Press was not free to take up

the work. It was, therefore, done by private Presses. As the volume of printing work at the early stage was limited much difficulty was not felt. The question of storage of printed materials did not arise because of a planned arrangement for their despatch to different districts as soon as they were received from the Press in batches. Only a small reserve of about 5 per cent was kept in the office. Printing of the important Schedules relating to the Enumeration was an enormous task. This office was responsible for preparation of all the fongs in the regional language. Thereafter the printing of millions of slips and Schedules was the responsibility of the Government of India Press, Calcutta. The fongs were prepared at Calcutta as it could not be done by any means at Cuttack.

23. The bulk of printed forms that was received from Calcutta was so great and the accommodation available in the Superintendent's office was so little that a special arrangement was made by asking the Subdivisional and the District Census clerks of each subdivision and district to come to the Superintendent's office in suitable batches for receiving the Subdivisional or the District quota one after the other. These clerks were responsible for transporting their quota of Schedules and forms to their respective headquarters by the earliest possible means. Distribution work was carried on day and night in the office as clerks from different parts of the State poured in or departed according to the timings of the trains or public buses.

24. The last-minute printing would not have been necessary but for the occurrence of a devastating flood in the coastal districts in the rainy season of 1960 when many of the villages were swept away or suffered damages otherwise. The house-numbering and house-listing operations which had been concluded had to be done over again in the affected villages with the approval of the Registrar-General. Obviously, this was one of the drawbacks of the decision of holding these operations prior to the rainy season of the year preceding the Enumeration. On this account it was necessary to rush in for one lakh additional House List forms in Oriya. The Superintendent of Census Operations, West Bengal, was very kind enough to look to the expeditious printing of these forms at Calcutta at a time when he could ill-afford to divert his attention from pressing problems of his own State.

25. Posters and publicity materials were all received by arrangements made by the Registrar-General. The burden of designing or printing them was not borne by this office. Even then the printing activity connected with the printing of hundreds of forms, registers, instructions, etc., was exceedingly heavy and could be managed through the ungrudging devotion of the staff. All such printing was done in private local Presses, as the State Government Press was not free.

26. *Urban classification*—There were 39 urban areas in 1951. Growth of towns was quite rapid during the last decade. Since a large portion of Census statistics is shown on the basis of urban/rural classification, it becomes necessary at the outset to prepare a comprehensive list of towns and to have a clear notion about the boundaries of each, so that the Enumerator of a town ward adjoining a rural Block knows definitely which house to count within the ward and which to leave for count in the rural Block. The District Collectors were requested to recommend suitable cases for drawing up a new list of towns on the basis of criteria indicated, namely :

- (i) It should be a Municipality, a Corporation, a Cantonment or a Notified Area with a population of 5,000 or more.
- (ii) At least 75 per cent of the male population should be dependant on non-agricultural occupations.
- (iii) There should be distinct urban characteristics, facilities for higher education, public utility services, urban diversions and recreations.

27. It was also brought to the notice of the District Collectors that if any of the localities treated as towns in 1951 had lost the above characteristics, they should recommend its declassification. No such case, however, was reported. On the other hand, 23 new localities were recommended for being declared as towns. The list of towns in 1961 stood at 62.

28. Census work in urban areas was organized on a slightly different basis than in the case of rural areas. At the beginning, Town Registers were prepared showing therein the number of houses and approximate population in each ward or village of the town. Each urban area was treated as a Charge howsoever small. Thereafter the usual Census Divisions of a Supervisor's Circle or an Enumerator's Block were

formed. But an urban Block was smaller than a rural Block and contained only 120 households or 600 persons as inhabitants on the average. There were, however, variations in many cases according to local conditions. The Code Numbers which were allotted to an urban Charge were indicated by Roman figures while rural Charges were given Arabic numbers in a continuous serial within each district.

29. *Maps*—Map-making is an important item of work in the Superintendent's office. At the outset steps were taken to collect whatever maps could be available from different sources beginning from the Heads of the Departments to Taluk offices and police-stations. The result was poor. The Directorate of Land Records had practically no maps. It still depended in 1960 for preparation of Orissa's maps on the Director of Surveys, Gulzarbagh, Bihar, though the State had been separated from Bihar since 24 years. Under the circumstances, map-making had to become a heavy and long-term programme in course of which materials were collected in the form of crude samples or local information was gathered by laborious efforts for drawing of maps in an original manner. No trained Draftsmen were available for this purpose. A number of boys who had failed in the Annual Examination of the Cuttack Engineering School and were waiting for the year to take chance in the next examination were recruited in good number and were given adequate practice in line drawing and tracing. Also a few boys who had just passed a course of mechanical Draftmanship in the Industrial Training Institute were recruited. None of them had any idea whatsoever of the great technicalities involved in preparing original drawings of maps. A Pentagraph machine, a few survey instruments and stationery necessary for map-drawing were purchased and the work started under the Superintendent's personal direction. An old retired Inspector of the Settlement Department and the Superintendent's own Stenographer, in the absence of any other person suitable for the job, were primarily responsible for implementing map-making programme. Ultimately very good maps were turned out in respect of each Charge within the State. Their utility was proved by the fact that the National Atlas Organization of the Central Government requisitioned many of these maps which must have served as the foundation of the maps they produced.

30. The Notional Maps of villages were prepared in the District, Subdivisional and Taluk offices, but the quality was far inferior to those turned out in the Superintendent's office. Keonjhar district proved a defaulter in spite of long time given to it. Other districts more or less were able to complete the preparation of these maps.

31. *Gazetted Officers*—The Superintendent worked singlehanded for the first 15 months till June 1960. The post of a Deputy Superintendent for Headquarters office was created with effect from the 1st of April 1960. The first Gazetted Officer to join was Shri Trilochan Prusty, a Deputy Collector, whose services were available not earlier than July 1960, but he had to be relieved by the end of the year because of personal reason. He thus did not make himself useful to the Organization. By the autumn of 1960, the problem of recruitment and extensive training of thousands of Census personnel throughout the State had assumed importance. The Ministry accorded sanction in time for the entertainment of three more Deputy Superintendents. In the months of October and November 1960, these officers, namely, Shri Jadumoni Mohapatra, Shri Amiya Sankar Ray and Shri V. Rajeswar Rao, took up their appointments in this Organization as Deputy Superintendents. All of them were senior officers in the Orissa Administrative Service and held the posts of Subdivisional Officer prior to coming over to Census and proved themselves useful. Their services were utilized mostly for supervising training of personnel, Enumeration work and organizing and running the Tabulation offices. Shri J. Mohapatra also held the office of the Deputy Superintendent, Headquarters, for sometime in the year 1961. Another officer, Shri K. M. Das, Deputy Collector, was also appointed as Deputy Superintendent when Shri Mohapatra was required whole time for the Tabulation office of the Cuttack Zone. But within a short time, Shri K. M. Das desired to proceed on leave and it was not considered useful to bring him back.

32. Great care was taken to select Tabulation Officers in the post-enumeration period from amongst efficient and experienced Sub-Deputy Collectors or freshly-promoted Deputy Collectors. Although their appointment was sanctioned on the ground of extensive Tabulation work, the responsibility of the Superintendent's office was so multi-headed that it was not

possible to spare any one of them for working in the Tabulation offices, except for sometime in one case. The services of the 4 Tabulation Officers were utilized in departmental work, such as, management of Superintendent's Main Office, Special Surveys, Map production, Village Industry and Fairs and Festivals and District Census Handbooks. The number of officers sanctioned was too small in consideration of the work-load, for example, one officer was entirely inadequate to supervise the work of Village Survey, Craft Survey and Ethnographic Survey, all put together. The Superintendent had to pay much of his personal attention in order to supplement the work of all the individual officers. The name of the Tabulation Officers and the date of their joining are given below :

Shri K. C. Mohanty

Sub-Deputy Collector (Tabulation Officer No. I), joined on the 19th July 1961 and relieved in February 1962.

Shri B. C. Mohanty

Sub-Deputy Collector, promoted as Deputy Collector (Tabulation Officer No. II), joined on 28th June, 1961.

Shri N. C. Naik

Deputy Collector (Tabulation Officer No. III) joined on the 15th September 1961.

Shri L. N. Murty Patnaik

Sub-Deputy Collector (Tabulation Officer No. IV), joined on the 14th October 1961.

Shri S. K. Das

Sub-Deputy Collector (in place of Shri K. C. Mohanty) (Tabulation Officer No. V), joined on the 7th February 1962.

33. The terms and conditions of deputation of Deputy Superintendents were clearly defined in the letter No. 2/104/60-Pub., dated the 5th September 1960, from the Ministry of Home Affairs. They were entitled to draw their grade pay and dearness allowance at the rates admissible under the State Government Rules and other allowances at the Government of India rates plus special pay at the rate of Rs. 150 per month or 33½ per cent of their basic pay, whichever is less. These terms and conditions are fair, but the difficulty

was that unless their pay reached the level of Rs. 750, they were treated as second class officers for purpose of travelling allowance. They held, prior to coming over to Census, the rank of Subdivisional Officer which is a Class I rank. Some of the Deputy Superintendents possessed their own cars and were entitled to annas six per mile of journey by car, which was not adequate considering the level of prices obtaining in 1961-62. The matter requires consideration in future. The Tabulation Officers were not usually required to go out on tours. The Registrar-General's letter No. 3/86/60-R.G., dated the 21st October 1961, authorizes the Superintendent to determine the terms and conditions of the deputation of the Tabulation Officers. They were appointed either in the Central scale of pay of Rs. 350—20—450—25—475 plus other Central Government allowances, or on the basis of the usual deputation terms, i.e., 20 per cent of the basic pay as deputation allowance over the basic pay plus usual dearness allowance.

34. *Tours*—Extensive tours on the part of the Superintendent were necessary both before and after the enumeration period. Large parts of Orissa comprise ex-State areas which have poor communication. It was not possible to reach all places by a car which the Superintendent might possess. The Registrar-General foresaw this difficulty and took measures for the supply of a Station Wagon in the interest of work. The vehicle was received in the last part of 1959 and was very useful, along with the private car of the Superintendent for visiting distant and difficult areas for supervision or training work. The Station Wagon was also used by other officers of the Organization when necessary and also for transport of forms, stationery, etc. Three of the Deputy Superintendents had their private cars, which they used in tours for purpose of training and supervision work. The Tabulation Officers did not go out on tour, except rarely. With regard to the tours of District Census Officers and Subdivisional Census Officers, the Census work was combined with their normal administrative work and no separate charge against the Census Budget for such tours was made. But during the enumeration period the necessity of their frequent movement was felt and they were given permission to purchase petrol to a limited extent out of the contingent grant placed at their disposal so that they might use the

vehicles belonging to State Government on the basis of supply of petrol. This arrangement did not cost much but was found to be very convenient, and it removed an item of grievance of the State Government officers performing Census duties.

35. *Publicity*—Publicity work was varied as well as extensive in consideration of the great importance of the 1961 Census. The Registrar-General chalked out a general programme of publicity to be followed throughout India. His special Notes for use of the Press and Essays on different aspects of the Census were widely published in newspapers or periodicals. The radio talks given by the Registrar-General were also listened to throughout the country. A full length 16 mm. cinema film, depicting the roll which the citizen and the enumerator have to play, and the objectives of the Census of 1961, was specially prepared in English and Oriya and was supplied in adequate number for distribution to different publicity units of the State Government and the Central Government. In fact every district in the State was in possession of such films which were exhibited for a couple of months prior to the enumeration. A large number of cinema slides which were supplied for exhibition in the local cinema houses were greatly helpful in dissemination of the purpose and the programme of the Census.

36. Radio talks were also given in the local station of the All-India Radio. Prominent among the speakers are the Chief Minister, the Revenue Minister and the Chief Secretary of Orissa. Press Notes were issued in all the important local newspapers. One of the main purpose was to impress on the public that all information given to Census personnel were treated strictly confidential and that nobody could use them as a piece of evidence or in any other manner in court of law. This was necessary in order to induce the citizens to make correct statements before Census Enumerators. The objectives of the Census of 1961 were also stated in the Press Notes. Press representatives were invited on more than one occasion to attend the conference of District Census Officers or to acquire first-hand knowledge of the details of the Operations.

37. Among the publicity materials that were extensively displayed were colourful and attractive posters with instructive

slogans. They were pasted over walls in prominent places, such as, public offices, schools and dispensaries, market places, etc. Small and handy booklets in English and in the regional language were also distributed extensively either through the Census personnel or through the Public Relations Department of the State Government. The officials of this Department also arranged publicity meetings in different localities in the district and explained the purpose and procedure of the Census of 1961.

38. *Accounts*—Maintenance of accounts of the Organization was done under the provisions of "Compilation of General Financial Rules (Central)". Matters relating to travelling allowance were guided by the Supplementary Rules, and matters relating to service particulars by the Fundamental Rules. Besides the above, general circular orders were received either from the Registrar-General's office or from the Ministry of Finance for guidance of the office. The incumbent selected for appointment as Accountant-cum-Cashier had no previous experience of Central Rules. He, however, gathered necessary experience in course of time and managed the work satisfactorily. The volume of work was heavy and it was not possible for one hand to do all the work connected with Budgets, Audit objections, Bills, Office accounts, Cash Book, Contingency, Security deposits, Fines and Forfeitures. So he was given the assistance of one lower division assistant. An abstract of sanctioned grants and expenditure for the years 1959-60 to 1961-62, excluding those relating to Abstraction and Compliation, is given in Appendix XXX.

39. *Financial powers*—The financial powers of the Superintendent were indicated in letter No. 2/12/49-Pub., dated the 1st Nov. 1949, from the Ministry of Home Affairs to the Registrar-General. These powers were inadequate for day-to-day work and so they were enhanced from time to time not only with regard to creation of temporary posts but also with regard to some miscellaneous matters. A complete list of the financial powers of the Superintendent is given below :—

- (i) Financial powers of the Head of the Office as embodied in the Delegation of Financial Powers, General Financial Rules and Treasury Rules.

- (ii) Controlling officer of his own and his establishment's T. A. bills.
- (iii) Powers to create temporary posts and fix pay subject to a maximum of Rs. 160 per month in each case.
- (iv) Full powers to purchase for use of his offices books, newspapers and other publications subject to the condition mentioned in the Delegation of Financial Powers Rules, 1958 (Schedule V).
- (v) Powers to incur contingent expenditure up to Rs. 1,000 per annum in each case for recurring expenditure and Rs. 5,000 per annum in each case for non-recurring expenditure subject to the conditions specified in the Annexure to Schedule V of the Delegation of Financial Powers Rules.
- (vi) 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 his own office and to non-officials for work done in connection with the 1961 Census Operations.
- (vii) Powers to incur expenditure in light refreshments to representatives of Press, non-officials or officials (other than officials of the Superintendent's office) in meetings and conferences convened in connection with the Census.
- (viii) Powers to purchase stationery stores up to a limit of Rs. 500 per annum.
- (ix) Powers to purchase furniture up to Rs. 2,500 per annum for each office under the Superintendent.
- (x) Powers to incur expenditure on local purchase of rubber stamps and office seals to the extent of Rs. 25 per annum subject to limit of Rs. 10 at a time.

40. *Permanent Advance*—An amount of Rs. 200 only was sanctioned by the Registrar-General under Permanent Advance. The limit was in fact too low and difficulty arose whenever unexpected expenditure had to be incurred. Heavy amounts had to be paid at short notice towards railway freight of printed materials and parcels.

Advance T. A. was required to be given to peons or Assistants required to move in connection with urgent distribution programme or to convey immediate messages. There were many other unforeseen demands on Permanent Advance due to the nature of Census work emphasizing an unalterable time schedule for every type of work. This was partly managed by frequency of encashment of Abstract Contingent Bills which were subsequently squared up by sending Detailed Contingent Bills supported by sub-vouchers. Although it was irregular to have advanced money from the Superintendent's pocket for urgent expenditure when the Treasury was closed or was tardy in work, it could not be avoided in the interest of keeping up an unflinching programme. In future, the Permanent Advance should be fixed at Rs. 500 as otherwise there will be unnecessary increase in clerical and Treasury work, besides irregularities of the type mentioned above.

41. *Difficulties*—By tradition the Census Superintendent enjoys great freedom in his work and movements and is not much subjected to restrictions from above. The Home Ministry and the Registrar-General deal with him in a dignified and generous manner. The Superintendent has almost the final say in the administration of his office and in the discharge of his Statewide responsibility. It is on rare occasions that his proposals are modified or turned down. In these matters few public offices compare favourably with a State Census office. Paradoxically, the Superintendent's duties are harassing, embarrassing and exhausting as few other duties can be, and he succeeds, if at all, by summoning up the best of elements in him. Among the factors causing great difficulty are a few which can be remedied. The others are inherent with the nature of the work, and the Superintendent has to face them with no murmur.

42. Among the remediable factors contributing to his embarrassment is the time-old designation of the post, namely, 'Superintendent'. It was adopted as early as 1871 when the administration in British India was in an elementary stage. There were not too many offices comparable to the responsible office of the Superintendent of Census Operations. During the last 80 years things have changed radically, and this particular designation has been made applicable not only to Officers of mediocre status but also to subordinate Gazetted

Officers, such as, the Superintendent of Land Records (equivalent to a Sub-Deputy Collector or Tahsildar), and even to clerical ranks, such as, the Superintendent of a District Collector's Office. In the context of such designation being adopted by the present-day administration for officers or men of subordinate rank, it is no more capable of connoting the correct implications of the extensive responsibility of a country-wide administrative operation, such as the Census. The nature of work of the chief State Officer of the Census Organization requires establishment of personal contact with all the top-ranking officers of the State Government. The discharge of this function will suffer, at least on psychological grounds, if he bears a designation applicable to lower ranks. The necessity of change of the designation was realised by the Registrar-General in the early part of the present Census and suggestions were offered for changing the designation of the Superintendent to that of Census Commissioner and of the Census Commissioner for India to that of Commissioner-General of Census, India. But the matter was taken up after the Superintendents had joined office on the present occasion and started work under their old designation. The question was, therefore, dropped but should be revived sufficiently early in the next Census.

43. There are occasions when the State Government have to be firmly tackled, particularly in matters of policy, decisions or financial involvements. Such matters can be effectively dealt with at the level of the Ministry impressing on the State Government about the obligatory character of the measure, and making sure that the State Government comply with it. From what ultimately happens, one is likely to infer that the Central Government, perhaps being quite respectful of the autonomous character of the State Government, feel shy of putting things firmly, not to speak of bringing pressure or forcing compulsion. The Registrar-General at best issues a demi-official letter to the Chief Secretary, who, in Orissa, cannot afford to spend his precious time for Census matters on the ground that there is an administrative department for such functions. The communication is passed on to the Revenue Department and is finally looked into by a Deputy Secretary or Under-Secretary. Nothing materially is achieved, and not even an acknowledgment is made on most occasions. The Registrar-General's office

then keeps on directing the Superintendent to "pursue the matter" with the State Government. The Superintendent's harassment begins, for the dealing Deputy Secretary or Under-Secretary will not take any forward step in a matter in which higher officers have evinced little interest, and the higher officers will not take any action because Census has no priority for them. Things were thus doomed to failure, but for the fact that the Superintendent's personal relation was very good with each one of the three Revenue Secretaries who were in office from 1959 to 1962, namely, Messrs. R. P. Padhi (later Joint Secretary, Ministry of Finance, Government of India), H. K. Ghosh (late Finance Secretary, Government of Orissa) and B. K. Misra (still continuing at the time of drafting of the Report). Success of Census owes greatly to the sympathy and co-operation coming from these officers, and particularly to the first two, who were in office at the most critical period of the Census Operations.

44. The quality of Census work in a district is more or less proportional to the interest taken by the District Collector personally. The Superintendent does his best in inducing the Collector to spend a part of his busy time in looking into Census work. But that is not enough. The Collector invariably gives priority to all such matters as are considered important by the Divisional Commissioner, the Board of Revenue and the Chief Secretary. If the quality of Census work is to improve, all these top-ranking officers have to be brought into picture, by an arrangement to be approved between the Central and the State Governments. They should be made responsible, for example, in sending a Fortnightly Return or a Report on some special aspects to the Ministry and the Registrar-General. There should be continuing pressure from the Board of Revenue or the Divisional

Commissioner upon the District Collectors, if matters are to be kept up at a desired level. If this cannot be achieved, the Census should remain content with whatever quality of work is expected with the help of local officers working with an attention much divided between multifarious problems of the day.

45. There are exasperating tales of difficulties resulting from the failure to secure good office accommodation. Difficulties due to want of experienced clerical hands were also serious. Much of the Superintendent's time and attention was wasted on this account. Matters would not have been so bad if the top authorities of the State Government took a little more interest than they did. In one case (Jobra Tabulation Office), the Superintendent succeeded in getting a Minister involved, and a big achievement was the immediate result. But such performance is difficult to repeat.

46. Although the State Government issued an order on the request of the Superintendent stopping the transfer of officers engaged in Census work till the enumeration was over, the order of the State Government was a mere dead letter. Nobody, not even the officer who signed that order on behalf of the State Government, ever cared to respect the order. Transfers were as frequent subsequent to the passing of orders as they were before. The District Census Officers, the Subdivisional Census Officers, the Census Training Officers, the Police Officers and the School teachers trained for the Census work were transferred in good number even during the enumeration period. When the Superintendent protested, the administrative department consoled him by issuing a reminder to the Government order of stoppage of transfers. There could be little respect for a reminder if there was none for the original.

ENUMERATION

47. *Enumeration*—Broadly speaking Enumeration, which is the most important aspect of the Census Operations, has two stages, namely, (i) House-numbering and preparation of House Lists, and (ii) Enumeration of individuals and preparation of Enumeration Slips and Household Schedules. The first stage, namely, house-numbering and house-listing, was done in the month of May 1960, while the actual enumeration work was done from 10th of February 1961 to the sunrise of 1st of March 1961.

48. By splitting up the entire Operation into two portions it became easy to train the personnel who were first given necessary instructions only with regard to the first stage. A rough idea was given to them about the overall responsibilities of an Enumerator but no details regarding the second stage were given at the time of house-numbering. The Manual of Instructions was also issued in two parts so that the personnel might not be unnecessarily frightened at the sight of a big volume of instructions. Part I of the Manual simply dealt with house-numbering and house-listing, while Part II dealt with the enumeration and subsequent stages of work.

49. *Census Programme*—A programme of Operation was planned for completion of different stages of the work. In drawing up the programme of the earlier stages, it was borne in mind that the numbering of houses and the preparation of House Lists should be completed before the monsoon starts. Orissa is subjected to floods. There are many localities which remain cut off during the rains due to rivers and streams being unbridged. With the advent of the monsoon, cultivating operations engage the country folk who will not be inclined to respond to other matters so easily. They will continue to mind the cultivator's job till the harvest is over in December, which month will be too late to start the house-numbering work. In view of these considerations the work was planned to be completed before the rains. An approved programme was more or less complied with, though there were slight deviations in respect of a few items. The programme for subsequent stages was also drawn up having regard to the practicability of execution, and the date lines fixed by the Registrar-General for the more important events in the general calendar of Census Operations :

CENSUS CALENDAR FOR ORISSA

I. ORGANISATIONAL ARRANGEMENTS

19.2.1960 to 29.2.1960	...	Formation of Charges—Allotment of Code numbers to Police-stations and Towns—Selection of Charge Officers.
19.2.1960 to 18.3.1960	...	Preparation of Town Register and Village Register.
1.3.1960 to 18.3.1960	...	Issue of appointment orders of Charge Officers—Checking of preparation of Town and Village Registers—Calling for recommendations for Supervisors and Enumerators.
19.3.1960 to 31.3.1960	...	Formation of Circles and Blocks—Preparation of sketch maps of Charges and Circles—Final selection of Supervisors and Enumerators.
1.4.1960 to 15.4.1960	...	Issue of appointment letters to Supervisors and Enumerators—Preparation of Charge Register and Circle Register.

II. HOUSE-NUMBERING AND HOUSE-LISTING

16.4.1960 to 30.4.1960	...	Training of Charge Officers, Supervisors and Enumerators in house-numbering and house-listing—Distribution of House List Forms and Abstracts—Payment of cost of house-numbering materials to Enumerators.
1.5.1960 to 7.5.1960	...	Preliminary house-numbering with chalk or gerumati.
8.5.1960 to 22.5.1960	...	Final house-numbering and preparation of House Lists—Preparation of House List Abstracts.
23.5.1960 to 31.5.1960	...	Preparation of second copy of House Lists and House List Abstracts—Final check of House Lists and Abstracts by the supervising officers.
1.6.1960	...	Transmission of House Lists and Abstracts to Charge Officers.
2.6.1960 to 9.6.1960	...	Scrutiny of House Lists and Abstracts by Charge Officers.
10.6.1960 to 11.6.1960	...	Despatch of House Lists and Abstracts by Charge Officers to S. D. Os.
12.6.1960 to 15.6.1960	...	Verification of House Lists and Abstracts by S. D. Os. and despatch to D. C. O.
16.6.1960 to 30.6.1960	...	Scrutiny and verification of the House Lists and Abstracts in the District Census Office—Despatch of one set to the S. D. O. and second set to Superintendent of Census Operations, Orissa.

III. ENUMERATION

25.10.1960 to 14.11.1960	...	Training Officers to receive instructions in imparting training to Census personnel.
15.11.1960 to 15.1.1961	...	Training of Census personnel at the rate of one day per week for eight weeks.
15.1.1961 to 9.2.1961	...	Sample Census in selected areas
10.2.1961 to 28.2.1961	...	General enumeration and preparation of Census Schedules.
Night between 28.2.1961 and 1.3.1961.	...	Enumeration of houseless population

IV. REVISIONAL ROUND

1.3.1961 to 4.3.1961	...	Enumerator to revisit every household for revisional work.
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V. TRANSMISSION OF POPULATION TOTAL

5.3.1961	...	Enumerator to hand over to the Supervisor the Pads of all Census Schedules and Enumerators' Final Abstract.
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6.3.1961	...	Supervisor to hand over Circle Summary and Enumerators' Final Abstracts to Charge Officer.
7.3.1961	...	Despatch of Charge Summary with supporting papers by Charge Officers to S. D. O.
8.3.1961	...	Preparation of Subdivisional Summary by S. D. O. and despatch to D. C. O.
9.3.1961	...	D. C. O. to prepare District Summary
10.3.1961	...	District Summary to be reviewed by District Collector who will transmit District Population figures to R.-G. and S. C. O. by express telegram.

VI. COLLECTION OF ENUMERATION SCHEDULES AND OTHER PAPERS

11.3.1961	...	Supervisor to make over Circle Bundle of all Census Schedules, Account of used and unused Pads and Papers to Charge Officer.
16.3.1961	...	Charge Officer to despatch the bag of Census Schedules, Accounts of used and unused Pads and Papers of the Charge to S. D. O.
Between third week of March and first week of April 1961	...	Despatch of all Census Schedules and other Papers from the Subdivisional Census Office together with statements and Accounts of used and unused Pads and other Papers to the Zonal Tabulation Office.

VII. POST-ENUMERATION CHECK

8.3.1961 to 11.3.1961	...	Preparation of Censused House List by Supervisors.
12.3.1961	...	Despatch of Forms I and V by Supervisor to S. D. O.
16.3.1961	...	Forms II and VI to be supplied by S. D. O. to Verification Officers.
22.3.1961	...	Verification Officers carry out verification work.
27.3.1961	...	Despatch of Forms II and VI by Verification Officer to S. D. O.
31.3.1961	...	Matching of House Lists and Reverification by S. D. O.
6.4.1961	...	Despatch of Summary of Results of Checks by S. D. O. to District Census Officer.
13.4.1961	...	Despatch of District figures by D. C. O. in Forms IV and VIII to the Superintendent of Census Operations.

50. *The First Circulars*—It was necessary to introduce the objectives of the Census to the State Government officers and men who were expected to be connected with the Operations. It was also necessary to give them an idea of what sort of function was

expected to be discharged by them. The Superintendent's first circular, therefore, contained "A Note on Principal Stages of Operation and Main Lines of Investigation in the Census of 1961". This circular was sent out by the State Government to all

District Magistrates and Subdivisional Officers for perusal and information. It gives a preliminary idea about the territorial divisions, appointment of personnel, house-numbering operations, enumeration, tabulation, special studies, investigations and research. It was issued towards the close of the year 1960. Early in 1961, other circulars containing greater details of different specific aspects of the Operations were issued to all the District Magistrates. In Circular No. 2, instructions were issued to the District Magistrates for preparation of Village Register and Town Register. Circular No. 3 dealt with the instructions regarding formation of Census divisions and appointment of Census personnel and indicated the detailed functions of the District Census Officers. The Superintendent at this stage had to contact personally the District Magistrates and the District Census Officers to see that the circulars were properly understood and complied with. Matters were clarified in course of personal discussion. Subsequently, several other circulars followed, copies of which have been preserved separately in office.

51. *Preparation of Registers*—In order to ensure proper control of the Operations, a number of Registers were devised and maintained. The forms of most of those Registers were then printed and supplied either for use in the Superintendent's office or by the District Offices and offices subordinate to them.

52. The Village Register and the Town Register were necessary for the start of work in Subdivisional and District Offices. A list of villages situated in each Police-station had to be prepared first of all, showing the serial number or the Code number of each village, its area, number of houses, approximate population, etc. Similarly the Town Register would show in respect of each town, the name or number of the wards (or village in absence of wards) and their approximate population and number of houses, etc. These two Registers were intended to serve as the basis of grouping the villages or wards into Blocks and Circles. Thereafter, the selection of personnel to serve as Enumerator or Supervisor was easily done.

53. The Charge Register, meant for the use of the Charge Officer and higher officers, recorded the serial number of different Supervisors' Circles with the names and addresses of Supervisors and the names of villages in the Enumerators' Blocks within

the Circle. This Register was prepared after demarcation of Census divisions and appointment of Census personnel. Similarly, Circle Registers were also prepared for each Circle showing the name and address of the Charge Officer on one hand and the name of the village, number of houses, name of Enumerators, etc., on the other hand.

54. *Census divisions*—Census territorial divisions should, as far as possible, correspond closely to the existing administrative divisions, from the level of a district downwards, that is to say, the district, the subdivision, the police-station or the taluk and the village or the town. There was no difficulty with regard to the district and the subdivision, but the question was what should be the next territorial division for Census work. So many alternatives were open, namely, Grama Panchayats, N. E. S. Blocks, Electoral constituencies and Police-stations. A careful examination was made for adopting either the Grama Panchayat or the N. E. S. Block as a territorial unit for display of Census statistics. After discussion with the top officers of these branches of administration, it appeared that the State had not yet been fully covered by these units. Moreover, in case of at least one of them, namely, Grama Panchayats, change of jurisdiction and reduction of size was under contemplation. It appeared that no useful purpose would be served by adopting such an unstable basis for presentation of Census statistics to the future generation. There was no other choice but to accept the Police-station as the unit although previous experience showed that the arrangement was not quite advantageous. The State was divided into 393 Charges, each Charge being equivalent to the full jurisdiction of a Police-station or a part of such Police-station wherever it was apportioned between different taluks or subdivisions. As a result no standard size could be obtained in respect of the Charges. Some were quite big and some too small.

55. The Supervisor's Circle was more or less standardized by carving it out so as to comprise 5 Enumerators' Blocks. There were departures here and there in consideration of local convenience. The Enumerator's Block was either a village or a ward or a portion of a village or a ward according to its population. In urban areas a Block had 120 households or 600 inhabitants while in rural areas the number was 150 and 750 respectively. In this manner the State was

divided into 22,469 Blocks, 4,570 Circles and 393 Charges.

56. *Check Registers*—A few Registers were prescribed for the facility of check and control. Such Registers were maintained in different offices from a Police-station upwards. The most important among them are the Registers of Thana Total, Charge Total and Distribution of Forms. Moreover, the District Census Officers were required to prepare and maintain the Personnel Register showing the name and other details of the Enumeration staff.

57. *Location Code*—The Location Code is a device to enable any house in any locality within the State to be identified and located unmistakably. This was achieved by allotting a 'Code number' to every house, such Code number being a combination of 4 different numbers, each indicating a different element.

58. For rural areas, the Location Code was constituted by the first number indicating the District, the second number indicating the Police-station within the District, the third indicating the village within the Police-station and the fourth number indicating the serial number of the house within the village. For the urban areas, the first number indicated the District, the second number which was written in Roman figure indicated the serial number of the town within the District, the third number indicated the serial number of the ward within the town and the fourth number indicated the house within the ward. The last number which was the serial number of a house within the village or ward, as the case may be, was a composite number indicating the building, the Census house and the household. Detailed instructions in this connection were given in circulars and in the Manual of Instructions as to how one can be distinguished from the other and how to number them.

59. *Appointment of District Census Officers and others*—By notification of the State Government (Appendix XII), the Additional District Magistrates of respective districts were appointed as the District Census Officers. Similarly all the Subdivisional Officers were appointed as the Subdivisional Census Officers in another Government notification (Appendix XIII). All these officers were delegated with the powers of the State Government with regard to appointment of different categories of Census personnel within their respective

jurisdictions. In South Orissa, where there were taluks, the Government approved of appointment of Taluk Officers as the Taluk Census Officers. After the appointment of Gazetted Officers was over, the appointment of Charge Officers and Supervisors was completed by the month of March 1960.

60. *Circulation of Manual of Instructions and Circulars*—Instructions necessary for carrying out the duties of an Enumerator, a Supervisor or a Charge Officer were laid down in the Manual of Instructions, Part I and Part II. Part I dealt with the instructions up to the preparation of House Lists and Part II related to all subsequent stages. Moreover there were as many as 11 circulars on specific subjects for drawing more pointed attention of the officers concerned. The circulars and the Manuals were sent out in adequate number for distribution to all the personnel concerned. Supervising officers were also supplied with copies for their reference and use. The Manuals contained some useful appendices, such as list of Scheduled Castes and Scheduled Tribes, the Census Act of 1948 and some important *pro formas*.

61. *Distribution of Forms and Schedules*—A vast quantity of Registers, Forms and Schedules was distributed to District and subordinate Offices for the facility of work. The distribution was based on actual requirement of each district, to which a certain percentage was added towards reserve. A State reserve was then kept in the Superintendent's office. Instructions were given regarding economy in the use of forms. In actual practice, it was noticed that there was judicious use of the forms in some case, but there was, at times, indiscriminate use, resulting in quick depletion of the State reserve. There was also the occasion of a few districts wanting still more and though they were chastised for wanton wastage, a second impression of the form had to be rushed through and a further supply made to the district concerned in the interest of work.

62. Where the quantity of Forms or Schedules was very heavy or where promptitude in despatch was necessary, the distribution was made directly to the District and Subdivisional Clerks appearing in Superintendent's office. At times this was necessary, because despatch by railway parcel was considered risky and time-taking. There were cases of extreme delay or

even loss of consignments causing great inconvenience. The quantity of actual distribution of Forms, Registers and Schedules to different districts is shown in Appendices XXVIII and XXIX.

63. *Appointment of Enumeration Agency*—Covering at the rate of one Enumerator for a population of 120 in towns or 150 in villages, the number required to enumerate the population of the entire State ran to several thousands. To select suitable persons capable of discharging the scheduled duties in every locality of the State, whether accessible or inaccessible, healthy or unhealthy, rural or urban, and to train them and maintain discipline, it was necessary to build up a massive and effective supervisory organization. The time was short and unalterable. It was necessary to make all Departments of Government agreeable to spare the services of anybody under their control whom the District Magistrate required for Census work. The State Government, therefore, sent out a circular (Appendix X) addressed to all Departments of Government, Heads of Departments and the High Court to issue orders to their subordinate staff to accept whatever assignment might be given in connection with Census work. The Heads of Departments, in turn, issued similar circulars to their subordinate officers. The Inspector-General of Police particularly issued circulars (Appendices XX to XXIII) to the effect that the services of Police officers should be lent freely for Census work. Similarly the Director of Public Instruction issued a circular (Appendix XXIV) with regard to the school teachers. Wherever Government employees were not available or wherever a non-official appeared to be quite willing and suitable for the responsibility, the District and Subdivisional Census Officers took resort to selection of such persons for the discharge of Census work. With all these elaborate arrangements it was possible to appoint Enumerators numbering 22,528, Supervisors numbering 4,586 and Charge Officers numbering 394. The Officers-in-charge of Police-stations were generally appointed as Charge Officers of their respective jurisdictions. Similarly the Chairman or the Executive Officer of a Municipality was appointed as the Charge Officer of his town. The Supervisors were generally drawn from Naib-Tahsildars, High School teachers, Patwaris, Veterinary Assistant Surgeons, Block Extension Officers, Forest Range Officers, and to a large extent

from the section of public-spirited non-officials.

64. The Form of appointment letters was printed and supplied to the appointing authorities, who entered the name, address and designation of the selected personnel, duly signed them and handed them over to the individuals concerned. All the Census personnel were deemed to be public servants as soon as the appointment letters were handed over.

65. *Remuneration*—Enumeration agency in India was honorary and unpaid in the past. In the present Census, it continued to be honorary, but in view of changing circumstances, it was considered necessary to give to each Enumerator and Supervisor a small amount towards incidental expenses. Each Enumerator was given Rs. 5 for house-numbering with chalk or *gerumati* and finally with coal-tar in his Block. The amount was paid in two instalments of Rs. 3 and Rs. 2 to ensure that the work progresses from stage to stage. With regard to the actual enumeration, an Enumerator was paid @ 2 nP. per head of the population actually enumerated in the Block. The Circle Supervisor was not paid any amount for house-numbering and house-listing, specifically, but was given overall at the rate of half a naya paisa per head of population enumerated within his Circle, in order to meet the incidental charges.

66. In difficult areas, however, the arrangement was somewhat different. In wild and inaccessible areas where no local Enumerators were available, outsiders were sent on monthly or daily remuneration. The details have been dealt with elsewhere in this Report.

67. *Quality of Agency employed*—The enumeration work of the rural areas was managed mostly with the help of primary school teachers, and occasionally with that of subordinate Revenue Officers. The Revenue Officers acquitted themselves satisfactorily on the whole. Their work was characterised by adequate sense of responsibility, and the quality was good. A large majority of the school teachers also did good work, but a few were difficult to deal with as they wanted to shirk. This small number of Enumerators gave a good deal of trouble to the supervising agency and finally the work turned out by them was found perfunctory. As a class, however, the school teachers are quite acceptable.

particularly because of their availability in most of the villages in the State. The Supervisors were more conscious and dependable though a few were not serious. As a group, their performance was somewhat better than that of Enumerators. The Sub-Inspectors of Police who worked as Charge Officers were the weakest in the whole hierarchy of Census personnel. Excepting a negligible number of quite brilliant officers among them, the whole lot proved inefficient or unmindful of the Census responsibility. There were repeated circular letters from the Inspector-General of Police. In some cases the District Superintendents also wrote to their subordinate officers, but matters did not improve because the Sub-Inspectors knew that they were not liable to incur departmental displeasure or undergo punishment for bad work in Census.

68. In town areas, the work of the Census personnel is less thorough than in rural areas. The worst lot of urban Census personnel belonged to Balasore town. The Chairman of the Balasore Municipality was the Charge Officer and the Commissioners of the Municipality were the Supervisors. The Chairman was busy protecting himself against various allegations likely to jeopardise his political aspirations. The Commissioners among whom were some businessmen, Advocates, Doctors, etc., were least interested in the Census work, which they thought would kill their time which could be more profitably utilized for professional work. It was a sad mistake on the part of the officers of the district to have selected the Municipal Office-bearers as Census personnel. In future, the set of selfish persons of the Municipality should not be allowed to undertake Census responsibilities. In Cuttack, things were not so bad although it cannot be called satisfactory. The Sub-Deputy Collector, who was in subordinate charge of the office of the District Census Officer, ultimately got the work done by the tax-collecting staff of the Municipality because the usual agency had failed. In Rourkela, census-taking was considered a matter of no importance by the employees of the Steel Factory, because their undivided attention was required for the erection of the Steel Factory, as they pleaded. Puri and Sambalpur responded fairly well while other towns more or less came up to the mark.

69. In the next Census, it should be seriously considered if the Police officers should be selected as Charge Officers and if

the Municipalities, particularly of the towns mentioned above, should at all be brought into the picture of census-taking.

70. *Training in house-numbering and house-listing*—The District Census Officers prepared a programme of training of Census personnel in house-numbering and house-listing within their respective districts between 16th April 1960 and 30th April 1960. The training was actually imparted by the District Census Officers themselves and in some cases by the Subdivisional Census Officers, as the Census Organization had no Deputy Superintendents for training purpose appointed by that time. The District Census Officers had received a course of two-day training directly from the Superintendent at Cuttack. Further difficulties were removed in course of the Superintendent's tours. The Manual of Instructions, Part I, printed in Oriya and English, was distributed in sufficient number to all the trainees. House List Forms and Abstracts were also supplied. It cannot be said that the course of training given to all the personnel was exhaustive, but it was just sufficient for them to carry on the work. The level of training should be as elaborate in future as it was organized on the present occasion for enumeration work.

71. *House-numbering*—The house-numbering operation was spread over 22 days from the 1st May 1960 to the 22nd May 1960. Prior to that the required number of Forms of House Lists and House List Abstracts had been supplied to the Enumerators. They were expected to complete the preliminary numbering of houses with chalk or *gerumati* between the 1st May 1960 and 7th May 1960. After the numbering was checked by the Supervisors or other officers, the numbers were to be written with coal-tar. The house-numbering work was completed throughout the State by 22nd May 1960, excepting in a few urban areas, where the operation was delayed by a few days.

72. The number allotted to a Census house was composite in Constitution. Its first element indicated the serial number of the 'Building' within the village or ward, the second element indicated the serial number of Census house within that building and the last element related to the serial number of households within the Census house. The triple element number was a source of confusion, particularly as the definition of a 'Building' was not clear to many of the

personnel. In future, there should be only two parts of the house number, namely, one for the Census house and the other for the household within the Census house.

73. *Quality of House Lists*—The columns relating to building number, house number, name of the head of the household, whether the house is rented or owned, number of persons residing, etc., were generally entered in a correct manner. There were, however, some mistakes in the description of factories, workshops and in recording the man-power, fuel, etc. This may be the result of owners of the factories and workshops not fully co-operating with the Enumerators. In future the shortcoming should be removed by proper publicity work. Moreover the Enumerator should be given more detailed training with regard to the classification of factories, the fuel used and other details. The quality of House Lists prepared for industrial areas was somewhat inferior. In future such area should require special attention.

74. *Training in Enumeration work*—High importance was attached to the organisation of training of Census personnel in connection with the enumeration work. It was realised that a good deal of accuracy in enumeration depended on the intensity and thoroughness of the training. The State Government were requested to issue a detailed circular to District Officers (Appendix XIV). Accordingly all the District Officers were strongly impressed about the necessity of arrangements for imparting thorough and intensive training to the personnel. The centres of training were selected with the assistance of local officers in such a manner that no locality attached to a Training Centre was more than six miles distant. Each Centre was to hold the Training Class on a particular day of the week for eight consecutive weeks. Every Census personnel attached to the Centre was bound to attend at least six Training Classes. The Training Centres were divided among a number of Training Officers selected by the District Census Officer at the rate of one Officer for three Centres. The Training Officers who were generally Deputy Collectors, Tahsildars or other Revenue officers were first of all given intensive training and were taught how they should work out a training programme and what instructions they should give on each day of the training. Forms and Schedules meant to be used in course of the training were

distributed in time. A large number of Training Officers were mobilised in the months of November and December 1960 and January 1961 to impart the training. The quality of the training was high and attendance was quite satisfactory. Besides the regular Census personnel, 5 per cent of reserve personnel were also trained simultaneously. Many of the Training Classes were conducted personally or watched by the Superintendent, the Deputy Superintendents, the District Census Officers and other senior officers. Some of the District Magistrates were present in a few of the Training Classes.

75. As the State Government decided to pay travelling allowance to Government servants for attending Training Classes, there was no reluctance on the part of most of the workers to attend. Non-official workers were paid out of grants placed at the disposal of the District Census Officers by the Superintendent.

76. *Enumeration period*—The period of Census enumeration started from the 10th February 1961 and ended at the sunrise of the 1st March 1961. House-to-house visit by the Enumerator in his Block began almost everywhere on the first day of this period. According to the instructions, such visit ended on or before the daytime of the 28th February 1961. The night of 28th February was earmarked for enumerating the houseless population. No fresh record was to be prepared after the sunrise of 1st of March, but four days, namely, from the 1st March 1961 to 4th March 1961, were fixed for revisional round of work. During this period the Enumerator revisited every household in his Block to prepare additional slips of birth or of new-comers or to cancel slips already filled up in case of death.

77. The whole country was geared up by continuous propaganda for the previous few months to receive the Enumerator when he came and to co-operate with him in filling up of the Schedules. The work was carried on smoothly everywhere, thanks to the zeal and devotion of the personnel and the excellent response from the citizens. A negligible number of cases were reported against a few Enumerators not turning up for work on the 10th of February. In all such cases the supervising officers pulled up the delinquents; as a result the work was completed according to the approved time-schedule.

78. The personnel had been trained thoroughly how to tackle citizens who might not be fully co-operative or citizens who might have difficulty in understanding the questionnaire. In most cases the difficult citizens were tackled properly and answers recorded correctly.

79. *Govind Dwadasi Festival*—A festival of unprecedented sanctity in the history of the Hindu religion, called the 'Govind Dwadasi', took place on the 27th of February 1961. Such a festival is believed to occur once in a thousand years or more. There is no record of the previous festival which might have taken place during historical times. On account of its great sanctity, pilgrims from all over India were expected to congregate in Puri round-about the date of the festival which fell within the enumeration period. District authorities roughly estimated that about 10 to 12 lakhs of pilgrims may visit. This would result in unprecedented movement from within and outside Orissa, disturbing the usual Census arrangements to a considerable extent. Elaborate arrangements were made by the Railway Administration to meet the transport problem and by the State Government to handle the problems relating to law and order, public health, sanitation, food and accommodation. It was apprehended that many of the pilgrims would be leaving their normal residence during the enumeration period and will be either on the way or at Puri where it would be very difficult to catch them for a count. Puri was ready with an enumeration agency to tackle the population of 60,000 and not 12 lakhs. So it was necessary to make elaborate arrangements after taking orders from the Registrar-General to meet the situation.

80. After the festival was over, the Administration accepted the figure of 6 lakhs as being the reasonable number of pilgrims who visited Puri. Special arrangements made to ensure enumeration of every pilgrim not censused anywhere else was done by establishing four Check Posts on the roads leading to Puri. A few selected Railway stations were also the Centres of special enumeration. All these Check Posts and Centres were manned by special paid Enumerators working round the clock in three shifts of 8 hours each. The total cost incurred on this account is Rs. 1,145, but the number of persons enumerated by all these elaborate arrangements was 5,024 only, which is too small as compared with the amount spent or the arrangements made.

But the occasion was so big and all other administrative arrangements were so elaborate that it would have been a mistake for the Census not to have fallen in line and made special arrangements. Moreover, without these arrangements, a population of over 5,000 would have escaped enumeration.

81. *Non-synchronous Enumeration*—In the Census of 1951 and of earlier decades the problem of enumeration in inaccessible areas was tackled by extension of the actual period of enumeration and by appointment of paid Enumeration agency. The process was technically called 'Non-synchronous Enumeration'. In the year 1941 the total area involved under non-synchronous enumeration was 14,158 sq. miles extending over 3 districts, namely, 3,583 sq. miles in Ganjam, 9,875 sq. miles in Koraput and 700 sq. miles in Mayurbhanj. In 1951 the non-synchronous tracts were reduced considerably to the level of 9,685 sq. miles, namely, 2,184 sq. miles in Ganjam, 6,801 sq. miles in Koraput and 700 sq. miles in Mayurbhanj. In these areas enumeration began sometime in November-December of the year preceding the Census year and was concluded either simultaneously with the regular enumeration or a little later.

82. With the gradual spread of literacy and improvement in the modes of communication, it was thought possible to reduce the non-synchronous tracts considerably in 1961 or to eliminate them altogether. After discussion with the District Officers concerned it was considered worth while to eliminate the non-synchronous method. The old practice of prolonged enumeration outside the regular enumeration period in the inaccessible areas was finally given up for the first time in 1961.

83. *Enumeration in inaccessible areas*—Although the system of non-synchronous enumeration was decided to be abandoned, the problem of tackling the inaccessible areas remained, though to a lesser extent than in the previous Census. The Registrar-General was moved to accord sanction to a scheme of appointment of paid Enumerators and Supervisors in inaccessible areas for a certain period so that such paid agency would be able to complete the enumeration work within the regular enumeration period between the 10th February 1961 and the 4th March 1961. Three districts, namely, Ganjam, Mayurbhanj and Koraput, asked for special

staff for appointment of paid personnel. Although this was sanctioned by order of the Registrar-General, it was not necessary in course of the final arrangements in Ganjam district to appoint anybody, as the work was carried on by regular Enumeration staff. In

Koraput and Mayurbhanj a few paid personnel were, however, appointed and a certain amount of expenditure was incurred in this connection. The details of the personnel appointed and expenditure incurred are given in the following statement :

District	Paid Enumerators			Paid Supervisors			Total Expenditure
	Number	Rate of Pay	Expenditure	Number	Rate of pay	Expenditure	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
			Rs.			Rs.	Rs.
Koraput	52	Rs. 60 per month	7,789	8	Rs. 80 per month	1,651	9,440
Mayurbhanj	11	Varying from Rs. 7-50n.p. per day to Rs. 50 per month.	252	6	Rs. 2 per day	12	264
						Total	9,704

84. *Enumeration in cities and special areas*—The two most populous localities, namely, Cuttack and Rourkela, required constant attention on the part of superior officers. Among towns of smaller size, Balasore gave headache to the utmost. In Balasore town the agency, namely, the Chairman of the Municipality as Charge Officer and Commissioners of the Municipality as Supervisors, were found incompetent and unsuited to the task. Mention has been made earlier that in future the assistance of the Balasore Municipality should not be taken for enumeration work. In Cuttack the Enumerators were indifferent and great pressure was brought upon the District Census Organization and the Executive Officer of the Municipality who, however, got the work ultimately done by the regular employees of the Municipality. In Rourkela the Management of the Steel Factory apparently co-operated but all the employees wanted to evade on the pretext of their being very busy in building a big Steel Factory of India. The Subdivisional Census Officer who was a young man without much experience was at his wit's end at the magnitude and cosmopolitanism of this quickly-growing town. The Superintendent had to make repeated contacts with the District Magistrate and with the General Manager of the Factory and on one occasion there was a meeting of the top authorities of the district and of the Factory. Matters improved thereafter but left much to be desired. In future great precaution is necessary in respect of Rourkela, Cuttack and Balasore towns.

85. There were two special Charges for enumeration work in the State. One of

them is the Proof and Experimental Military Establishment at Chandipur in Balasore and the other is the Military population in Cuttack city. The Officers Commanding gave full co-operation in taking Census on the basis of the Defence Ministry's circular (Appendices IV and V), but they probably found it inconvenient to entrust the intricacies of enumeration details to the Military personnel. They required the assistance of civil Enumerators which was duly arranged and the work done satisfactorily.

86. *Houseless and Mobile population*—Such persons were enumerated in one short, extensive and quick operation conducted simultaneously throughout the State in the night of 28th February—1st March. Detailed instructions were given in the Manual of Instructions and in course of training. No difficulty was experienced.

87. *Language difficulty*—Many different languages are spoken in the State. If the records were prepared in all these languages, there will be difficulty in supervision work wherever the superior officers did not know these languages. Moreover, sorting of Schedules in the Tabulation Office will become complicated and the chances of errors will increase. So a circular was issued by the Superintendent to the effect that the records should be prepared in either of the two languages, Oriya and English, and no other. Enumerators and Supervisors who knew either of these two languages were selected for appointment. If a third language was spoken in any locality or by any individual, the Enumerator had his own arrangement of correct interpretation. The

records were prepared in Oriya extensively. Only in a few cases, as in Rourkela, the language adopted was English.

88. *Assessment of quality of enumeration*—Enumeration on the whole was complete and thorough, although cases of indifference or insincerity on the part of a few personnel were reported. Coverage seems to have been full. Difficult areas which are either inaccessible or problematic due to fluctuating population were satisfactorily tackled with persistent effort. The response in the matter of appointment in the Census personnel, officials and non-officials as well as in the matter of co-operation from citizens in course of enumeration work was satisfactory. The State Government were always sympathetic in the issue of circulars and orders or in the release of officers required for Census work, whenever so wanted. Difficulty, if any, was not in recruitment of personnel but in keeping their spirits and interests unflagging in course of months of disciplined training and field work, which gave them no direct personal benefit. The slogan of 'National work' was good, but only good for sometime, and not for a long time. In spite of all these difficulties, the response was excellent and the quality of work good. The filling up of Census Schedules, which in the beginning appeared difficult, was achieved with considerable success. The demographic part of the questionnaire was easily handled. The economic questions in the Enumeration Slip and a few details in the Household Schedule presented some amount of difficulty. There was also some difficulty in properly understanding the implications of a few terms and concepts. Just as the words 'Building' and 'Census house' created difficulties in the house-numbering stage, so also some of the headings of the Schedule, namely, 'nature of work', 'nature of industry' and 'nature of establishment' proved to be a source of some amount of confusion. But the course of training anticipated these difficulties and the personnel were got ready for overcoming them. In any case of difficulty felt by an individual, the supervising agency came to his assistance. Of course the position would have been more satisfactory if one link in the chain of Census personnel, namely, Charge Officers, had proved to be really useful.

89. *Provisional totals*—A careful and well-planned system had been built in good time for the transmission of the provisional population total. The District Magistrates

were strongly impressed and frequently reminded about their personal responsibility in conveying the District Population total to the Registrar-General on the scheduled date, namely, 10th March 1961. The District Census Officers built up the relay system according to instructions given in the Manual and circulars, so that the messages would travel with utmost speed from one level to the other on a date fixed unalterably for each stage. As soon as the Enumerator completed the revisional round of the work, he appeared before his Supervisor on the 5th of March 1961 with all Schedules duly filled up. This was carefully checked by the Supervisor who, in his turn, moved with necessary papers relating to his Circle to be handed over to the Charge Officer. The messages were conveyed by the Charge Officers to the Subdivisional Census Officers who on the 9th of March or in the morning of 10th of March submitted the District figures for the approval of the District Collector. The process came to an end when the District Collector sent telegraphic messages to the Registrar-General, India and to the Superintendent.

90. This vast relay of messages from thousands of personnel dispersed throughout the State worked like an automatic machine till the responsibility was completely discharged on due date. But in one case the District Collector was left helpless, Kalahandi was ready with figures in the morning of 10th of March, for being despatched to Delhi, but the telegraph and the Trunk telephone lines were out of order. Ultimately he succeeded in sending the message by a special messenger travelling by car to another station from which telegram or telephonic messages were possible to be despatched.

91. *Post-enumeration check*—This check was intended to find out the extent of error in the enumeration work. It was organized throughout the State on the 21st and 22nd of March 1961. It was confined to 10 per cent of the houses situated within 1 per cent of the Blocks in rural areas and 5 per cent of the houses situated in 5 per cent of the Blocks in urban areas, inaccessible areas excluded. The number of houses checked were 22,157 in rural and 13,278 in urban areas.

92. The forms and the procedure of the check being somewhat complicated a conference was convened at New Delhi which was attended by the Deputy Superintendent-in-charge. On his return, the work was

organized and was carried on according to instructions. A summary of the results is given below :

(i) *Rural areas*—On checking 22,157 houses only 20 houses were found missing. Similarly 59 persons were found missing out of a population of 111,194.

(ii) *Urban areas*—The number of houses found missed is 21 out of 13,278, and the number of men is 40 out of 57,506. The above result will indicate that the enumeration work had the minimum amount of error and is on the whole reliable.

93. *District Establishment*—In 1951 the clerical work in districts was done at the cost of the State Government. On the present occasion, the quantity of work appeared to be extensive, justifying appointment of whole-time clerks. It was, therefore, considered necessary that whole-time clerical posts should be sanctioned out of the Census Budget (Central) and that adequate number of clerks should be appointed in District, Subdivision and Taluk offices in the following scale :

(i) District Office—		
Upper Division Clerk	...	One
Lower Division Clerk	...	One
Peon	...	One
(ii) Subdivisional Office—		
Lower Division Clerk	...	One
(iii) Taluk Office in Ganjam and Koraput—		
Lower Division Clerk	...	One

The approximate period of appointment was 15 months from the 1st March 1960. There were extensions in some cases. The amount of pay, etc., for the sanctioned staff is mentioned in the Superintendent's letter to the District Census Officers at Appendix XXVI.

94. *Honorarium to Enumeration Staff*—The question of grant of honorarium to Census personnel did not arise in 1951 or earlier Censuses. It was in 1961 for the first time that the Government of India agreed to pay a reasonable amount of honorarium to the Enumerators and Supervisors to be shared on 50 : 50 basis between the Centre and the State. Payments were made according to the following scale :

(i) *Enumerator*—An amount of Rs. 5 was paid to each Enumerator towards the cost of materials necessary for house-numbering and towards incidental expenses. With regard to

enumeration work, he was paid at the rate of 2 nP. per head of population enumerated by him.

(ii) *Supervisor*—He was paid at the rate of half a naya paisa per head of population enumerated within his Circle.

95. District Census Officers were requested to send an estimate of expenditure in their districts, calculated according to the above scale of payment. This was checked in the Superintendent's office and passed. The required amounts were allotted to the District Census Officers for disbursement to the personnel. Appendix XXXII contains a statement of payment made for each district. The total expenditure of Rs. 5,50,876.13 nP. was shared half and half between the Centre and the State.

96. *Recognition of merit*—The Registrar-General allotted 214 Silver Medals and 428 Bronze Medals for distribution to officers and personnel who might have distinguished themselves by zeal and earnestness in the performance of their respective duties. According to the scheme, a large percentage of the medals were to be given to Enumerators and Supervisors. Recommendations were accordingly invited from the District Magistrates. With regard to superior officers connected with the Census Operations, the State Government were moved to call for recommendations from the Divisional Commissioners. Accordingly recommendations were received from Divisional Commissioners and District Magistrates which were examined and consolidated with additions and alterations wherever necessary by the Superintendent. The final recommendation of the Superintendent was forwarded to the State Government for approval and for distribution of the medals through District Officers.

The list of distribution is given below :

Rank	Silver Medals	Bronze Medals
Enumerators	107	303
Supervisors	41	41
Charge Officers	12	12
Census Establishment in Districts below the rank of Subdivisional Officers	15	15
Officers of the rank of Subdivisional Census Officers and above	23	25
Tabulation staff	16	32
	214	428

97. *Special studies*—Apart from the conventional responsibilities of the office of the Superintendent of Census Operations, a large number of responsibilities, new in nature, were taken at the instance of the Registrar-General. One such important branch of activity related to the preparation of Ethnographic Notes on all the Scheduled Castes and Scheduled Tribes of Orissa. Orissa has 62 Tribes and 93 Castes scheduled by order of the Government. Preparation of extensive Notes on each one of them was a gigantic task. Secondly, a comprehensive survey of a number of villages from all districts of the State was undertaken. Monographs were prepared in respect of each of such villages, particularly relating to the social, economic, cultural and religious activities of the people. These Monographs were profusely illustrated and supported by useful statements. Another series of work is the preparation of Monographs on

traditional crafts. Crafts which were either thriving for the present or were in a stage of decay after a prosperous period were selected in the different regions of the State for study. Last but not the least is the preparation of the Atlas Volume of Orissa, which gave the maximum amount of anxiety and trouble in course of collection of data from thousand and one sources and in the process of attainment of cartographic dexterity on the part of a batch of inexperienced young men picked up from open market. Orissa had no organization, official or non-official, for production of simple thana maps, not to speak of more complicated technical maps. The State Government depended on the Directorate of Surveys, Gulzarbagh (Bihar), for such purpose. The Census Organization, however, ventured to accept this difficult assignment with constant encouragement from the Registrar-General.

APPENDIX I

No. 9/9/59-R.G.

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

2-A, MANSINGH ROAD
NEW DELHI
The 5th March 1959

DEAR AHMED,

The next decennial Indian Census will be the 10th of the Indian Census series and the second since Independence. The reference date for the Census will be 1st March 1961.

2. It should be our earnest endeavour to make the next Census one of our very best

3. We are lucky to have secured the early appointment of Census Superintendents in the States. In previous censuses, Census Superintendents were appointed just about a year or less before the enumeration date. My modest experience of the 1951 Census showed that the time at the disposal of a State Census Superintendent was quite insufficient to obtain a proper background of the Census and of the conditions of his State which are so essential. The merger and integration of former princely States presented complex problems to some of the Superintendents in 1951. In the forthcoming Census, too, the recent reorganization of States is likely to create diverse problems constantly demanding your attention.

4. The Indian Census has, in the past, been compared to the mythical phoenix, which arises with renewed vigour from its ashes. The Census organization, similarly, is set up one or two years before the Census date and lasts for three or four years and is heard of no more till the next Census. Though the Government of India, after Independence, passed a permanent Census Act and created a permanent post of Registrar-General, this post was never filled up continuously by a full-time officer. Fortunately, however, the core of the Census Commissioner's office has this time continued uninterruptedly from the last Census. In the States, the West Bengal office has been in continuous existence since 1950, while Mysore too has continuously maintained its Census Department following the tradition of the erstwhile princely State. There is no running Census office in any other State and the S. C. O. has, therefore, to start from scratch.

You will start with the following staff for your office but you should be very careful in choosing your men, as you cannot afford to go in for indifferent quality for your key men :

(1) Head Assistant	...	1
(2) Accountant-Cashier	...	1
(3) Statistical Assistants	...	2
(4) Stenographer	...	1
(5) Clerks	...	4
(6) Peons	...	3

5. The State Government have already been requested to arrange office accommodation for you. But should they be unable to secure it (indeed, this will really be the work of the local Estate Officer of the Government of India), it should be your foremost duty to find out suitable accommodation for your office. It will repay to select accommodation as near as possible to the main offices of the State Government, as you will have constantly to deal with them.

6. The records of the 1951 and previous censuses, if any, should be fetched to your office. Due to the reorganization of States, your present jurisdiction may have greatly changed from the last Census. You may not have access to the records of those parts which were outside the 1951 jurisdiction of your State. You might, therefore, try to obtain the records of these parts from your colleagues in the neighbouring States, provided they could be conveniently spared without any inconvenience. It may be necessary for you to send some of your staff to fetch them or copies of them from

neighbouring States. You should have a complete set of 1951 Census publications, both for All-India and for the different States, which will probably be among the Census records. But if they are not, you will doubtless ask officers of the State Government keeping charge of Census papers and obtain these reports. You should also have in your office all other Census publications that might have been used by your predecessor which may be either in the Census records or with the State Government. Reports of previous censuses should be available in the State Secretariat library or other good libraries.

7. Enclosed you will find the following papers on various administrative and financial matters connected with your office :

- (1) Orders of the Government of India in regard to your financial powers
- (2) Orders in regard to permanent advance for your office
- (3) Auditor-General's rules for classification of accounts
- (4) Instructions of the Chief Controller of Printing & Stationery in regard to supply of stationery to your office and printing.

The Deputy Controller of Stationery, Calcutta, has been advised to supply you with a modest quantity of stationery, so that you may have no difficulty in starting an office.

8. It will be rewarding to study the 1951 All-India Census Reports and as many other State reports as possible. You should also study the Administration Report of your State and any papers recommended therein for your study. It should be extremely profitable to spend sometime with your predecessor of 1951. If you do not know your State well enough at first hand, it will be useful to acquire working first-hand knowledge by visiting different parts of the State as quickly as possible.

9. I propose to hold, as soon as practicable, a conference this year of all State Census Superintendents at which the preliminary arrangements for Census enumeration will be discussed and finalised. By that time you should have made a preliminary study of previous censuses, papers and documents, brushed up your knowledge of statistics and also formed your views on various aspects of Census enumeration that are dealt with in the following paragraphs. Most of them will be discussed and finalised at the conference on the basis of which a calendar of operations will have to be devised on a strict time-schedule, for the most sacred thing in a Census operation is the Census calendar.

10. A Census, according to the late Mr. Yeatts, could be summed up as "first you count and then you tabulate". Enumeration is the more important of the two operations, because at the Census enumeration the aim should be to catch every man only once and leave out none. It involves the building-up of a counting organization which should be so perfect that there will be no likelihood of any one being omitted from the count.

11. In India the canvasser method is used for enumeration which means that a Census Officer designated 'Enumerator' should visit every house within his allotted block of houses during a prescribed enumeration period. This involves first a clear delimitation of territories by which the meanest household will be accounted for. The most essential prerequisite of Census work is a graduated breaking-up of the entire district to distribute the work and the building-up of a pyramid of jurisdiction and responsibility from below. In the censuses earlier than 1951, it was the practice to create artificial divisions in a district like Charges, Circles and Blocks for Census purposes. At the 1951 Census, this practice of artificial divisions was given up and the usual administrative divisions of districts for revenue or general administration purposes, e.g., tehsil/thana, town, village, ward, etc., were maintained whole hog for the Census. This helped to establish a naturally-acceptable location code on the basis of territorial units in a district. By giving a number to a district, a number to a thana, tehsil, taluk or town, a number to the village or ward of a town and a number to the Census house, a Census house can be located easily by a code consisting of four numbers, viz., (1) number of the district, (2) number of thana, tehsil, taluk or town, (3) number of the village or ward, and (4) number of the Census house.

12. At the 1951 Census some latitude was given to the State Census Superintendents in developing a location code. But in 1961, in order to make location code really worth while for the whole of India, it should have a uniform structure for all States. The location code of a dwelling in a non-municipal area will consist of four numbers : (1) number of the district, (2) number of the thana, tehsil or taluk, (3) number of the

revenue village or mouza, and (4) number of the dwelling in the village or mouza. The location code of a dwelling in municipalities and non-municipal towns will similarly consist of four numbers : (1) number of the district, (2) number of the municipality or non-municipal town to be described by a Roman numeral, (3) number of the territorial ward or block or locality, if there is no ward, and (4) the number of the dwelling in the territorial ward, etc.

13. It was the 1951 Census practice to have a separate serial for districts in each State. For the next Census, however, it is proposed to number all districts in a continuous serial so that each district will be assigned a unique number for the country as a whole. The actual system of numbering, i.e., whether the States will be taken in alphabetical order or arranged geographically and what order should be followed within each State for numbering the districts, will be decided later.

14. Within each district in the rural areas, thanas/tehsils/taluks will be numbered serially based on the entity of recognized administrative subdivisions. In the case of towns all the towns in a district will be given one serial. Roman numbers will be given to them to distinguish them from the thana/tehsil/taluk numbers. Towns will be numbered serially in the order to be decided upon.

15. Revenue villages or survey mouzas in a thana/tehsil/taluk will be serially numbered according to their geographical location. In cases where a revenue village consists of more than one hamlet or there are distinct hamlets attached to a revenue village, the hamlets may be given sub-numbers under the main number of the village. In the case of urban areas where there are wards, the wards can be numbered serially according to the order adopted by the municipality. Where, however, the municipalities have not been divided into wards, distinct localities can be demarcated bounded by well-defined roads, streets or lanes and given numbers.

16. A list of places to be treated as towns for the forthcoming Census is drawn up by State Superintendents at the beginning of Census operation. The list should be approved by respective State Governments concerned. In the past it has been the practice to designate as towns all municipalities, cantonments and other places having a local administration, e.g., civil lines. All other places with a total population of not less than 5,000 persons were also treated as towns if, according to the State Government and the Census Superintendent, they possessed urban characteristics. In actual practice, however, many States sometimes declared as towns even those places which were not municipalities, cantonments or civil lines with populations much less than 5,000. Since urbanization is going to be a major field of study from 1961 onwards, greater strictness and uniformity should henceforth prevail in the definition of 'town' so that precise criteria may be set up in the interest of comparability.

17. For Census purposes a town is defined as an area of 5,000 population or over not less than three-fourths of whom live on non-agricultural livelihoods. Where the population is predominantly agricultural, the background is rural and the place cannot, therefore, be classified as urban. Where the livelihood is predominantly non-agricultural there is likely to be a more urban background and the place can be treated as a town.

18. At the 1951 Census, in West Bengal, it was prescribed that, in order that a place may be classified as a town, it should have (1) a population of not less than 5,000, (2) a density of not less than 1,000 persons per square mile, and that (3) at least three-fourths of the adult male population should be employed in pursuits other than agriculture. It is possible that in many States, where the average urban density is not as high as in West Bengal, urban localities may not attain such a high density. But it should be possible to apply the other two criteria uniformly to all States. I would, therefore, suggest that in the case of all States, localities other than municipalities, cantonments or civil lines should be treated as towns for purposes of the Census, if their population is not less than 5,000 and their adult male population in non-agricultural livelihoods is at least three-fourths of the total male population of the locality. From the 1951 District Census Handbooks, you will be able to find out the proportion of agricultural and non-agricultural classes for each village or town, from which you can draw up a tentative revised list of towns on the above basis. The criteria to be adopted can be further discussed at the conference and the list finalised and approval of the State Governments taken where necessary.

19. You should have an up-to-date tehsil/thana/ taluk map showing the location and boundaries of villages and towns in as big a scale as possible but preferably 1"=1 mile. You should have at least two copies of this map and one copy may be kept in the tehsil/thana/taluk office. I have written to the various State Governments for the preparation of these maps. In case the maps are not available in your State, you should take immediate steps to have them prepared and copies taken. These maps will ensure complete coverage of the Census. They will also be useful in your tours.

20. The ultimate unit so far as the Census is concerned is the household. This was defined at the 1951 Census as "a group of people who live together and take their meals from a common kitchen". It is proposed to follow this definition in the next Census also. Above the household is the Census house where also it is proposed to follow the 1951 Census definition, viz., "a dwelling with a separate main entrance". There may be a number of households in a Census house or a Census house may consist of only one household.

House-numbering and preparation of House Lists are distinct operations in the population Census. I shall deal with them separately below.

21. The head of the enumeration hierarchy in a district is the District Census Officer who will usually be an Administrator or Revenue Divisional Officer at the headquarters of the district. He acts on behalf and on the authority of the District Officer and is the key person for making all arrangements for the Census in the district—delimitation of territories, preparation of various registers, the training of enumerators. You should secure the appointment of the District Census Officers as early as possible and also obtain the State Government's assurance that they will not be disturbed from this post till the completion of enumeration and the handing over of the necessary documents to the Census Tabulation office. In the past, State Superintendents were not infrequently much inconvenienced by frequent transfers of the District Census Officers even at the final stages of preparation for the Census. Such transfers cannot but affect the quality of enumeration in the district.

22. Below the District Census Officer is the officer designated as 'Charge Superintendent'. Where possible, a whole thana/tehsil/taluk may be constituted into a Charge and the general Administration or Revenue Officer of the thana/tehsil/taluk may be appointed as Charge Superintendent. Otherwise, the district may be divided into a number of Charges and suitable officers of Government or local bodies may be appointed Charge Superintendents. Charge Superintendents will be the principal channel of communication between District Census Officers and supervisors and enumerators. In the beginning, they will, by virtue of their local knowledge, assist in the appointment of competent supervisors and enumerators and, in the later stages, they will effectively instruct and train enumerators and keep the Census on a strict time-table.

23. The District Census Officer and the Thana/Tehsil/Taluk Census Officer usually have to attend to a great deal of correspondence. No whole-time clerical assistance was ever given before 1951. At the 1951 Census, however, one clerk was attached to each District Census Officer and in some cases a clerk was also sanctioned for each Thana/Tehsil/Taluk Census Officer. It will be possible in 1961 to render uniform clerical assistance to all District and Thana/Tehsil Taluk Census Officers. In the case of districts, each District Census Office will be provided with one upper division clerk, two lower division clerks and two peons and each Subdivisional Census Office with one lower division clerk and one peon for a period of fifteen months, i.e., from 1st March 1960 to 31st May 1961.

24. Next to the Charge Superintendent in the Census hierarchy is the 'Census Supervisor'. The supervisor will be in charge of a number of enumerators. The number of enumerators under a supervisor differed in the past from State to State.

25. The supervisors are an important link in the chain of Census Officers. They will have to master the instructions and rules issued for their guidance and explain them to and instruct the enumerators. They will have to move about their circles and inspect the work of the enumerators.

26. Below the supervisor is the 'Census Enumerator' who does the house-counting and makes out the House Lists and visits every house during the enumeration period and fills up the enumeration schedules. The success of enumeration depends on the quality

of the enumerator and the training that has been imparted to him. The enumerator's charge has differed in the past from State to State. The Charge was necessarily smaller in urban areas than in rural areas. In the case of small villages consisting of 150 to 200 houses, one enumerator will suffice to do the enumeration of the entire village. In the case of big villages, they may have to be split up into blocks, each block being assigned to an enumerator. In the case of urban areas, blocks will have to be formed for enumerators. Past practice will be your guide in the matter.

27. The Census has, in the past, relied on the revenue officials, officials of union boards, local bodies, school teachers, etc., for carrying out the enumeration. Although this system has worked satisfactorily, it will still be worth while if you could investigate whether enumerators could not be recruited from a single agency, e.g., village school masters, in rural areas. This implies that there should be a sufficient supply of school masters so that all the enumerators could be recruited from this source.

28. In addition to the school masters, thanks to developmental activities, educated personnel may be available at the village level who could supplement the school masters, should sufficient number of school masters be not available. I would request you to make on-the-spot studies in consultation with the District Officers and formulate views on the agency that should be used for enumeration purposes in your State. This can be discussed further at the conference and finalised.

29. We have effected considerable reduction in the army of enumerators employed in the censuses since 1931. This was because the 1931 and earlier censuses were confined to one night and arrangements had to be made for visiting all the houses during the Census night and also for enumeration of travellers by train and other floating population. After the 1931 Census, the 'one-night' Census was given up and enumeration spread over a number of days. At the 1951 Census, enumeration was spread over twenty days—from 9th to 28th February 1951—followed by another period of three days—from 1st to 3rd March 1951—to check births and deaths that took place subsequent to enumeration but before the reference date (1st March) and for the enumeration of casual visitors not enumerated elsewhere. At the next Census also, enumeration will be spread over a number of days. The period of twenty days was fixed at the last Census primarily for administrative convenience. The experience of the 1951 Census suggests that a period of twenty days may be on the high side and may have to be reduced a little. The reduction in the period will also reduce omissions in recording new births and deaths and migration. The period will, however, have to depend on so many factors, like the availability of Enumeration staff and the time taken for filling up the Schedule. The Enumeration Schedules are being pre-tested which will give an indication of the average time taken for filling up the Schedule. On this basis, we can fix a norm for each enumerator which will help us in determining the period of enumeration and the optimum strength of Enumeration staff that should be appointed. The matter can be further discussed at the conference on the basis of the results of the pre-test. You can yourself have some pre-testing of the Schedules made in order to examine this aspect of the question.

30. Various Forms and Registers are usually prepared to show the Census divisions and allotment of Enumerators, Supervisors, etc. The Forms varied from State to State in the past. I propose to have a uniform set of Forms for all the States and also of uniform sizes. I have asked the Controller of Printing & Stationery to supply you 23 lbs. Royal White Printing paper (20"×26") for preparation of these Forms. We shall, at the conference, decide on the Forms and Registers to be prepared for enumeration and their exact contents and sizes.

31. Soon after the delimitation of territory and appointment of Enumeration staff, viz., Enumerators, Supervisors and Charge Superintendents, the house-numbering and house-listing operations should be started. House-numbering can start after the rains in 1960.

32. In 1948, Mr. Yeatts, the first Registrar-General, issued instructions for the numbering of houses and their permanent maintenance. Though some of the State Governments issued instructions for numbering and even their maintenance, it was found at the time of the First Conference for 1951 Census, held early in 1950, that in most of the States this house-numbering had to be done over again as the first numbers were not continuously maintained.

33. It will be useful for you to study whether in any part of your State the house-numbers given for the 1951 Census have been maintained, i.e., kept up to date. In Madhya Pradesh, for example, the late Shri Kerawalla, the 1951 Census Superintendent, has stated in his Administration Report that in his State, the State Government had taken steps to number the houses even before the arrangements for the 1951 Census started and permanent number-plates were introduced in many municipalities. I give below an extract from the Administration Report of Madhya Pradesh :

"In almost all places, the house-numbering was originally done by painting the numbers on the door shutters or walls of the houses and the real work concerned with the house-numbering done in 1950 was about repainting the obliterated numbers in rural areas and getting permanent numbers affixed in the more important municipal areas. As a result of intensive efforts, sixty out of one hundred and ten municipalities in Madhya Pradesh agreed to have permanent number-plates throughout their jurisdiction, and it is a matter of satisfaction that in many of these towns permanent number-plates were affixed before the Census actually commenced. These numbers were checked very intensively by several officers. In the Wardha district, the Deputy Commissioner personally checked the house-numbers in a number of villages and took strong disciplinary action against a Revenue Inspector who had failed to comply with his instructions in the matter."

But I have no information that house-numbering has been maintained after the 1951 Census either in Madhya Pradesh or in any other State. You should, therefore, make a careful study whether any numbering exists and, if so, whether the numbering is up to date. If the numbering is not up to date, renumbering should be done for the 1961 Census.

34. There are two methods which could be adopted for the numbering of houses. In rural areas, a village may or may not consist of a number of streets in a certain order. If the streets are arranged in a certain order, the best method of numbering would be to number the houses continuously in the various streets, the streets being taken in order starting from the north and ending in the south. Within a street, there are two alternatives : either the houses can be numbered in one continuous series clockwise or odd numbers may be given to houses on one side and even numbers to those on the other side. The first method is preferable as there will be continuity in the house-numbers. If in a village there is no division into regular streets, the houses can be numbered continuously starting from the north-western end and ending in the south-eastern, taking care to see that no house is omitted.

35. In the case of urban areas, there can be a continuous numbering of houses in the same manner as in rural areas on the basis of the municipal ward, if the wards are small. If the wards are big and consist of a number of long streets which cut across the boundaries of wards, each street can be given a continuous serial of house-numbers for its entire length. In the case of urban areas, different methods can be followed depending on the size and nature of the locality. The system followed in the 1951 Census would be a useful guide. You may study the numbering system adopted at the last Census in your State and formulate proposals for numbering for the next Census. These can be finalised at the conference in which an attempt will be made to conform as closely as possible to the method adopted for the preparation of electoral rolls of the State. You may also study the numbering system used for electoral rolls and compare it with the 1951 Census system.

36. The marking material used at the last Census could be repeated in the next. But municipalities which agree to maintain permanent number-plates at their own expense should be encouraged to do so.

37. The maintaining of house-numbers will be useful for statistical studies. The Statistical Adviser to the Government of India has also emphasized the need for maintaining house-numbers given at the Census. You should, therefore, try to maintain the house-numbers. How we should set about to do so may be discussed at the next conference.

38. The House List should be prepared almost simultaneously with house-numbering. I enclose a copy of the draft House List and the instructions for filling it. The House List is being pre-tested along with the Enumeration Schedule by the various State

Statistical Bureaus and other agencies. The results will help us to take a decision on its final form. It would also be useful if you could have the draft House List pre-tested in a few localities. The results of your pre-test will also be useful in coming to a decision on the contents of the House List.

39. In past censuses, the contents of the House List were left to the discretion of State Superintendents. At this Census, it is proposed to have a uniform House List for all States.

40. In order to meet the wishes of the National Buildings Organisation, it is proposed to have at the next Census information on 'buildings', a 'building' being defined as a separate structure on the ground. The adoption of 'building' will, however, depend on whether it is possible to put across the concept at the pre-testing stage. If we adopt three sub-numbers for a household, namely, Building No., Census house No. and Household No., a household may consist of either one number, or two numbers or three numbers as explained below : If in a building, there should be more than one Census house and if in each of them or in any of them there should be more than one household, the households will have three sub-numbers—Building No., Census house No. and Household No. If, however, a building and a Census house are the same and there are a number of households, there will be only two sub-numbers—Building No. and Household No. If in a building there should be only one Census house and one household, there will be only one number, namely, the Building No.

41. We should give the number in such a way that it would be easy to distinguish between these different categories. Arabic numerals may be given to distinguish the buildings, Roman numerals to distinguish the Census houses and alphabets to denote the households, in which case 4/I/A will denote the first household in the first Census house of building No. 4. This matter will have to be gone into in greater detail after the pre-testing and we will have to take a decision in this matter at the conference.

42. It will be very useful to have a map for every village and ward of a town showing the broad layout of the village and the house-numbers shown therein. The map need not be drawn to scale but a map large enough to show the house-numbers would be sufficient. A map of this kind, if prepared, will also help the maintenance of House-numbers. It may not be difficult to prepare such village maps now since most of the villages are likely to be covered by the Community Development Programme before the 1961 Census. This map will also be useful to the Community Development Programme work.

43. India's tradition of honorary enumeration will have to be continued in the next Census also. It is unique that in this country Census is acknowledged as a national undertaking in the taking of which all the State Governments extend their unstinted support and ready assistance and a very large number of officials and non-officials co-operate.

44. At the 1951 Census, a small remuneration was paid to the Enumeration staff in some States by way of scriptory 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. But the question whether the Enumerators and the Supervisors should not be given a small honorarium to cover their out-of-pocket expenses and other incidental charges that may be incurred by them will have to be examined at the next conference, to which you will no doubt carry the views of the State Government. We can write to the State Governments requesting their co-operation as in the past.

45. The Census medal introduced in the last Census was much appreciated and we can also think of instituting a similar medal for the 1961 Census. These matters can be discussed further at the conference.

46. I enclose a copy of the draft Enumeration Schedule and the draft Instructions for the next Census. I enclose also a copy of the note which I sent to the Home Ministry as a brief rationale of the Questionnaire which gives the background of the Schedule and the Questionnaire. Two meetings were held, one with the representatives of the Ministries, Planning Commission, Central Statistical Organisation, National Sample Survey, Indian Statistical Institute, etc., and the other with the Directors of State Statistical Bureaus. In the first meeting, the Schedule and Questionnaire for the next Census were discussed. These were also discussed at the second meeting among other matters. I enclose a copy each of the proceedings of these two meetings.

47. The Directors of State Statistical Bureaus kindly volunteered to pre-test the Questionnaire with the help of their staff and also with the help of school teachers and Patwaris who are our usual agency for enumeration. I enclose a copy of the letter I sent them in regard to pre-testing. The pre-testing has either been completed in some of the States or is under completion. The results of the pre-testing will be analysed in this office in order to find out the changes might be required in the form of the questions or instructions. The Directors of State Statistical Bureaus have also undertaken the translation of the Questionnaire and Instructions into the regional languages for purposes of pre-testing. You can get copies of these translations from the Directors.

48. It would be convenient at this stage, preparatory to the conference, if you could also undertake pre-testing of the Schedules and Instructions in the rural and urban areas in some districts of your State by employing the same agency as we propose to use for the next Census. This can be done during the months of May-June and you can take about 5,000 households consisting of 2,500 in urban and 2,500 in rural areas. You can yourself analyse the results of the pre-test. We can finally settle the modifications, etc., required in the questions and instructions at our conference.

49. On you rests the ultimate responsibility for correct enumeration of the population of your State. You should, therefore, be satisfied that the Questionnaire can be put through and correct answers ensured. The scope of misinterpretation of the questions should be reduced to a minimum. The pre-test offers you ample opportunity to secure this objective.

50. In addition to the usual instructions, it will be desirable to have typical answers printed and circulated to enumerators along with the instructions. These will especially be useful in illustrating the questions on occupations and industries where the enumerators will be liable to record incomplete or incorrect answers. Typical entries can also be drawn up on an all-India basis and Superintendents can use the local vernacular terms in their own instructions to enumerators.

51. The household population will be enumerated in the Household Enumeration Schedules. In addition to the household population, we shall have to make arrangements for the enumeration of population residing in institutions like hospitals, etc., and for the enumeration of floating population like wandering tribes, tramps, *sadhus*, etc. In the case of the floating population enumeration can be done on the night preceding the sunrise of 1st March. It will not be necessary to fill up the Household Schedules for this class of population. We can, therefore, either use the Enumeration Slips in the Schedule or have different Schedules. This also we can discuss and decide at the conference.

52. It has been tentatively decided to have the Enumeration Schedules and Instructions printed centrally at Central Government Presses. This will ensure uniformity in the quality of printing, which is important and uniformity of instructions in the regional languages. It is necessary, however, that before the translations are sent for printing the Superintendent of Census Operations concerned should be satisfied that the translations will work well in his region since in the case of Hindi and a few other regional languages, more than one State will have to use the same Schedules. I enclose a copy of a discussion I had with the Controller of Printing & Stationery in this connection. Manuals, circulars or other local instructions can be printed by you at the local Government Presses. It is also proposed to have a uniform size for all materials issued in connection with the Census as you will see from the summary of discussions enclosed. You will have to work out your requirements of the Enumeration Schedules and Instructions and place an indent with this office before the end of this calendar year.

53. As I have already stated, enumeration of household population will be spread over a number of days in February, ending with 28th February 1961. The exact period for enumeration will be fixed later. As at the 1951 Census, the first three days of March 1961 will be devoted for the final check during which every house will be revisited by the enumerator concerned. The object of this second visit will be to bring enumeration up to the reference date (i.e., 1st March 1961). For this purpose, the enumerator should (1) enumerate every birth that has taken place in a household since his last visit, (2) cancel the slip for any death that might have taken place in any house since his last

visit, and (3) enumerate any visitor whom he finds in the household and who has not been enumerated anywhere else during the period of enumeration. These points have been incorporated in the general instructions to enumerators.

54. India has a tradition of publishing provisional population figures within a month or six weeks of completion of enumeration. For the 1951 Census, the provisional totals were published in April 1951. In many States they were published around the 10th of March. The provisional figures published and the final figures of population differed only to a very small extent. In a population of 357 million, the provisional totals showed an excess of only about 60,000 persons.

We should publish the provisional totals at the next Census as early as possible after the completion of enumeration. This is a matter of organisation. The Enumeration Schedule for each household provides for an Enumerator's Abstract showing the total population and literates. There will also be an Enumerator's Abstract for his entire Block. The enumerator should be trained to add up the population and the literates in his Block from each Schedule Abstract and post them in his Block Abstract which he should hand over to the Supervisor on the 3rd March 1951. The Supervisor should, in turn, add up these abstracts and send the total recorded on his Supervisor's Abstract together with the Enumerator's Abstracts to his Charge Superintendent. The Charge Superintendent will, in his turn, add up the totals of his Supervisor's Abstracts in his Charge Superintendent's Abstract, from where it should be sent to the district headquarters. The District Census Officer should consolidate the figures for the district and telegraphically intimate the figures to you and to me without the slightest delay. The figures for the States can be consolidated both by you and by me and will be published for general information after you have tallied it with me over the telephone. When all the States have been tallied the all-India figures will be published by me.

55. It takes two to make a Census : the citizen and the enumerator. The success of a Census depends on the training of the Enumeration staff and the co-operation of the public. Intensive training should be given to the enumerators and you should work out a programme of training for all the Enumeration staff. The quality of training and the enthusiasm of the public will depend, to some extent, upon the number of training classes you can yourself take both at district and subdivision headquarters. At the last Census, in some of the States, a training Sample Census was held about three months before the Census date. In a certain State, each enumerator was called upon during the Sample Census to census fully only three Census households selected according to a particular pattern within his jurisdiction. The sample Training Census served to infuse confidence and thoroughness into Census enumerators. In other States, where a training Sample Census was conducted, the Supervisors carried out the actual enumeration and the Charge Superintendents acted as Supervisors. In these cases, intensive training was given to the Supervisors and Charge Superintendents. It will be profitable to follow a uniform procedure at the next Census. A Sample Census, where Enumerators, Supervisors and Charge Superintendents, all partake, would be more useful than the one where only the higher officials partake. If we take the households on a random sample, it may be possible to have some preliminary tabulations also.

56. Publicity is as important as training. The citizen's role in the Census is perhaps more important than that of the enumerator in the Census since, by and large, it is for the citizen to understand the questions and give the correct answers. Various methods of publicity were adopted in the States in 1951 and you might study them with profit.

The Information & Broadcasting Ministry have made a provision of Rs. 4.5 lakhs for the year 1959-60 for Census publicity which includes the following items : (i) Preparation of seven million copies of folders in the various regional languages explaining and illustrating Census methods and procedure; and (ii) seven lakhs of broad-sheets explaining the importance of the Census.

In addition, it is also proposed to have an Information Film of educational value which will explain the purpose of the Census, its importance in the context of planning and also how it is taken. The script for the film is under preparation and it is likely to be produced during the year 1959-60.

Publicity can be discussed at the conference so that we can adopt a variety of procedure calculated to secure the widest and most effective publicity.

57. Tabulation follows enumeration. The tables have not yet been finalised. This office has framed certain tentative tables on the basis of the draft Questionnaire. With the help of the Enumeration Schedules completed during the pre-testing operations, it will be possible to carry out test sorting and tabulation in my office to finalise the table forms and table headings and also the best sequence of sorting so that the greatest economy of effort and money can be secured.

58. We have to follow the traditional method of tabulation adopted in India, namely, by hand-sorting. It would be necessary to open *ad hoc* tabulation offices which should start operating immediately after the completion of enumeration. It will be desirable to have one tabulation office for every six million population and you will have to locate the tabulation offices at convenient places depending upon the availability of accommodation and of temporary staff who will be requisitioned for service for about five or six months. Right from now, you might be on the look-out for suitable buildings for these offices. You should also make early arrangements for locating the officers who will be in charge of these various tabulation offices. They should be officers belonging either to the State Civil Service or Junior State Civil Service and should be capable of successfully running these offices by maintaining a high standard of discipline and extracting work of good quality from purely *ad hoc* and temporary staff.

The Deputy Superintendents can be appointed a few months ahead of the enumeration so that they can help you in training the Enumeration staff in the districts of their tabulation offices. They will also get to know the quality of enumeration in their charge.

59. We shall have a Tabulation Conference around October 1960, when we shall finalise the arrangements for tabulation in addition to reviewing the progress of work in regard to enumeration.

60. One of the most important publications of the 1951 Census was the District Census Handbook. This should be continued at the next Census. We should endeavour to enrich the publication by adding general information of value in regard to each village, like existence of primary or secondary schools, nearness to railway station, drinking water facilities, etc. You can think over the useful information that could be given in the District Census Handbook in regard to each village. We can have a final list prepared which you can start compiling with the help of the various Governmental authorities.

61. Last but not least is reporting and the publication of reports. I shall take this up later.

62. I enclose for your study—

(a) the following publications of the United Nations :

- (1) Handbook of Population Census Methods—Volumes I to III,
- (2) Population Census Methods,
- (3) Demographic Year Book 1955,
- (4) Demographic Year Book 1956,
- (5) Principles and Recommendations for National Population Censuses, and

(b) a copy of a circular Summary of Census Operations' published for 1951.

Yours sincerely
A. MITRA

APPENDIX II

Rules for the Classification and Record of Receipts and Expenditure in connection with the Census to be held under the Indian Census Act, 1948

1. 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 authorized by the Provincial Superintendent should be billed for as a Central charge.

3. Pay and allowances of whole-time officers and any remuneration authorized 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 authorized 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. Authorized 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 Establishments
- A3—Allowances, Honoraria, etc.
- A4—Grants-in-aid, Contribution, etc.
- A5—Other Charges

B—ENUMERATION

- B1—Pay of Establishments
- B2—Allowances, Honoraria, etc.
- B3—Other Charges

C—ABSTRACTION AND COMPILATION CHARGES

- C1—Pay of Establishments
- C2—Allowances, Honoraria, etc.
- C3—Other Charges

D—MISCELLANEOUS STAFF

E—PRINTING AND STATIONERY

APPENDIX III

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS

NOTIFICATION

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

No. 2/115/59-Pub. I.—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 Government of India

PRIORITY

APPENDIX IV

No. 11581/B/S.D.-1

ARMY HEADQUARTERS
GENERAL STAFF BRANCH

D.H.Q. P.O. NEW DELHI-11
The 4th December 1959

To

HEADQUARTERS
SOUTHERN COMMAND
EASTERN COMMAND
WESTERN COMMAND

SUBJECT—Census of India, 1961—Cantonment and Defence Services

1. The Census for 1961 is due to be taken in February-March 1961. A list of Superintendents of Census Operations in various States, who are already in position, is at Appendix A* attached.

2. You are requested to issue necessary instructions to all concerned to extend full co-operation to the Census Superintendents and District Officers with regard to the Census informations/Unit/Defence establishments.

3. Please acknowledge.

[ILLEGIBLE]

For Chief of the General Staff

*Appendix not given here.

PRIORITY

APPENDIX V

GOVERNMENT OF INDIA
MINISTRY OF DEFENCE

OFFICE MEMORANDUM

New Delhi, the 21st August 1959

SUBJECT—Census of India, 1961—Cantonment and Defence Services

No. F. 21 (1)/59/D. (Co-ord.)—The preparation for the 1961 Population Census of India has already been started by the Registrar-General, India, Ministry of Home Affairs. The Census will be taken in February-March 1961. The Superintendents of Census Operations are already in position in most of the Union Territories and States. A list of the State Census Superintendents, who have already joined, is attached herewith for information.

2. Army Headquarters, etc., are requested to issue necessary instructions urgently to the authorities concerned to extend their fullest co-operation to the Census Superintendents and District Officers concerning the Census in Defence establishment, etc. A copy of such instruction may kindly be endorsed to the Registrar-General, India, Ministry of Home Affairs and this Ministry.

R. M. CHAKRAVARTY

Under-Secretary to the Government of India

APPENDIX VI

Copy of Letter No. E(G)-59-E-2-1, dated the 22nd August 1959, from Shri R. E. de Sa, Secretary, Railway Board, to the General Managers, all Indian Railways and copy endorsed to the Registrar-General, New Delhi

SUBJECT—Decennial Census to be held in 1961

Please refer to this office letter No. E50CE-2/2, dated the 20th June 1950 (copy enclosed), containing instructions issued in regard to Census in 1951. It is proposed to take the decennial Census in February-March 1961. The procedure will generally be the same as that adopted in 1951.

2. The plans for the Census, general directions, objectives, method of training enumerators, etc., will be laid down by the Census Superintendents/Commissioners, but the Railway officers appointed for the purpose will be responsible for carrying them out. A list of Census Superintendents/Commissioners is enclosed. It is desired that respective Census Superintendents/Commissioners should be contacted immediately and efforts made to maintain closest possible liaison with them.

3. The Railway Board trust that as on previous occasions, Railways will co-operate with the Civil authorities in the matter.

APPENDIX VII
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
 No. VC-22/59—50477-R.

FROM SHRI V. RAMANATHAN, I.C.S.
 CHIEF SECRETARY TO GOVERNMENT

To ALL DEPARTMENTS OF GOVERNMENT
 ALL HEADS OF DEPARTMENTS
 MEMBER, BOARD OF REVENUE
 ALL REVENUE DIVISIONAL COMMISSIONERS
 ALL COLLECTORS

Dated Bhubaneswar, the 4th December 1959

SUBJECT—Immediate attention to communications from the Superintendent of Census Operations, Orissa
SIR,

I am directed to say that for work connected with the forthcoming Census in 1961, the Government of India have, as usual, created a post of Superintendent of Census Operations, Orissa. Shri M. Ahmed, I. A. S., has taken over charge of this post. His office is located at Ranihat, Cuttack.

2. The State Government have been pleased to authorize the Superintendent of Census Operations, Orissa, to correspond direct with the authorities to whom this communication is addressed on all matters connected with the Census of 1961 and I am to request that prompt attention may kindly be paid to communications received from him. In this respect he may be treated as at par with the Heads of Departments of the State.

Yours faithfully
 V. RAMANATHAN
Chief Secretary to Government

APPENDIX VIII
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
 No. VC-23/59—10666-R.

FROM SHRI J. DAS, I.A.S.
 DEPUTY SECRETARY TO GOVERNMENT

To ALL REVENUE DIVISIONAL COMMISSIONERS

Dated Bhubaneswar, the 5th March 1960

SUBJECT—Geographical area of the territories of the States as constituted under the States Reorganisation Act, 1956 (corrected up to the 31st March 1959—Freezing.

REFERENCE—Letter No. 21/5/59-R.G., dated the 3rd June 1959, of the Registrar-General, India

SIR,

I am directed to say that in order to facilitate fixing of population according to well-determined geographical units throughout the State of Orissa in the Census Operations of 1961, Government have been pleased to issue a freezing order to the effect that there should be no changes in the boundaries of districts, subdivisions, police-stations, taluks, villages or other territorial units of the State from the date of this order till the 31st March 1961.

Yours faithfully
 J. DAS
Deputy Secretary to Government

APPENDIX IX
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
NOTIFICATION

Bhubaneswar, the 8th March 1960

No. VC-42/59—10958-R.—Under the powers conferred by sub-section (4), section 4 of the Indian Census Act (Act No. XXXVII of 1948), the State Government are pleased to delegate the powers of appointing Census officers of different ranks conferred by sub-section (2), section 4 of the said Act to the authorities as specified against each, viz

Name of Census officers	Name of authorities empowered to appoint
1. Charge Officers	... District Magistrates
2. Supervisors	... District Census Officers (Additional District Magistrates).
3. Enumerators	... Subdivisional Census Officers (Subdivisional Officers).

Under the powers conferred by sub-section (3), section 4 of the said Act, the State Government further authorize the authorities mentioned above to issue declarations in writing referred to therein in respect of all officers appointed by them.

Under section 7 of the said Act, the State Government further empower the District Magistrate and the Additional District Magistrate within their respective district, and the Subdivisional Magistrate within his respective subdivision to call upon persons, as mentioned in the said section, to give such assistance as shall be specified in the order towards the taking of the Census.

By order of the Governor
 H. K. GHOSH
Secretary to Government

APPENDIX X
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
 No. VC-17/60—17463-R.

FROM SHRI J. DAS, I.A.S.
 DEPUTY SECRETARY TO GOVERNMENT

To ALL HEADS OF DEPARTMENTS (INCLUDING THE HIGH COURT, ORISSA)
Dated, Bhubaneswar, the 14th April 1960

SUBJECT—Authorization to the District Magistrates to appoint any officers of any Department to do Census work along with their ordinary work.

I am directed to invite your attention to the Circular Memo. No. VC-26/59—6965(22)-R., dated the 5th July 1950, of Revenue Department and to enclose for your information and guidance a copy of the Census Superintendent's letter No. 393-Cen., dated the 17th March 1960, on the subject of the forthcoming Census.

2. For smooth and timely conduct of the 1961 Census Operations the co-operation of all Departments of Government which have subordinate staff scattered throughout the State is essential. I am to request that you will be good enough to issue circulars to your subordinate officers to accept whatever assignment is given to them by orders of the District Magistrates or other authorized officers in connection with the Census Operations of 1961 without interfering unduly with their ordinary duties. I am also to request that the Superintendent of Census Operations, Orissa, may be supplied with a copy of any orders that may be issued by you on the subject.

J. DAS
Deputy Secretary to Government

APPENDIX XI
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
 MEMO. No. VC-53/60—51630-R.

Dated the 30th November 1960

To

ALL DEPARTMENTS OF GOVERNMENT

SUBJECT—Restriction of transfers until March 1961 of all officers directly concerned with Census work.

In continuation of this Department Memo. No. 17466, dated the 14th April 1960, the undersigned is directed to say that it is essential that in the last stages of the Census Operations for 1961, transfers of officers, at all levels directly concerned with the Census Operations, should be stayed till the middle of April 1961 except in those cases where transfer is unavoidably necessary. The period between October 1960 and April 1961 inclusive is crucial for the Census Operations in Orissa and the officers entrusted with the Census duty will take sometime to compile their reports. It is, therefore, requested that necessary instructions may be issued to all concerned authorities that as far as possible no officer or subordinate connected with the Census Operations should be transferred till the middle of April 1961.

The receipt of this memo. may kindly be acknowledged.

H. K. GHOSH
Secretary to Government

APPENDIX XII
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
 No. VC-43/59—54125-R.

FROM

SHRI H. K. GHOSH, I.A.S.
 SECRETARY TO GOVERNMENT

To

ALL COLLECTORS

Dated Bhubaneswar, the 26th December 1959

SUBJECT—Appointment of District Census Officers

SIR,

I am directed to say that in connection with the works relating to the forthcoming Census Operations, 1961, the State Government have been pleased to appoint the Additional District Magistrate (I) of Cuttack district and the Additional District Magistrates of the other districts as *ex officio* District Census Officers in their respective districts under section 4(2) of the Census Act (XXXVII of 1948) from the 1st January 1960 till the Census Operations are over. The said Additional District Magistrates are empowered to perform all the duties and functions of District Census Officers in connection with the 1961 Census Operations.

Yours faithfully
 H. K. GHOSH
Secretary to Government

APPENDIX XIII
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
 No. VC-43/59—11015-R.

FROM

SHRI J. DAS, I.A.S.
 DEPUTY SECRETARY TO GOVERNMENT

To

ALL COLLECTORS

Dated the 8th March 1960

SUBJECT—Appointment of Subdivisional Officers as Subdivisional Census Officers

SIR,

I am directed to say that in connection with the works relating to the forthcoming Census Operations, 1961, the State Government have been pleased to appoint all the Subdivisional Officers as *ex officio* Subdivisional Census Officers in their respective subdivisions under section 4(2) of the Census Act (XXXVII of 1948). The said Subdivisional Officers are empowered to perform all the duties and functions of the Subdivisional Census Officers in connection with 1961 Census Operations.

Yours faithfully
 J. DAS
Deputy Secretary to Government

APPENDIX XIV
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
 No. VC-51/60—39740-R.

FROM

SHRI H. K. GHOSH, I.A.S.
 SECRETARY TO GOVERNMENT

To

ALL DISTRICT MAGISTRATES

Dated Bhubaneswar, the 13th September 1960

SUBJECT—Census of 1961—Programme of training of Census personnel

SIR,

I am to address you on the important subject of organization of training to be given to Census personnel in connection with the Enumeration work for the Census of 1961. The Census questionnaire, on the present occasion, has been designed with a view to provide a comprehensive mass of data so much needed for the formulation of the series of Five-Year Development Plans, and also to serve as the foundation of various administrative, economic and sociological policies. Naturally, therefore, the set of questions which the enumerator will have to put to every individual residing in his allotted area is elaborate, and perhaps difficult. A great deal depends on the intensity and thoroughness of training to be given to the enumerator and other personnel if the accuracy and reliability of the figures and information to be collected by them are called for.

2. It has been decided by the Government of India that each enumerator must attend the minimum number of six training classes in order to be fit enough to discharge his work and in order to be eligible to receive some amount of honorarium. Persons who fail to attend training classes at least six times may not be considered good enough for work. For each centre of training there should be a list of a fixed number of Enumerators, Supervisors and Charge Officers who will be asked to come for training on fixed days. Since it is likely that in the course of six training days, a few trainees may remain absent on unavoidable grounds of health or otherwise, it is considered necessary that each training centre should hold eight training classes, so that everybody attached to that centre may have the chance to attend at least six of them.

CENTRES OF TRAINING

3. The training will be given in selected centres. Each centre should be so selected that *no locality attached to such centre should be more than six miles distant*. Roughly speaking, this will amount to fixation of one centre for an area of 100 sq. miles. In sparsely populated areas, the centres should be fixed for larger areas. Areas which have high density of population of above 300 persons per sq. mile should have one centre for 100 sq. miles. Similarly areas having medium density of population of 150 to 300 persons per sq. mile should have one centre for every 150 sq. miles. Areas having low density of population of less than 150 per sq. mile should have one centre for every 200 sq. miles. Accordingly, a statement is attached showing what should be the number of training centres in each district. The number of training centres as shown in column 5 of the statement has been broadly fixed according to the above principles. There may be no objection to your making slight changes if there are good grounds.

4. Each centre should hold the training class on a particular day of the week for 8 consecutive weeks. For example, training Centre No. 15 may hold the training on Friday, the 18th November 1960, and on 7 consecutive Fridays, till the course of 8 training classes, and on Friday of the 8th week, namely, on the 6th January 1961. Similarly, Centre No. 16 may fix the training on Sunday, the 20th November and on further 7 Sundays ending on the 8th January 1961, and so on. The time of the training class should also be fixed and announced earlier, say 10 A.M. to 4-30 P.M. The place where the training classes will be held should also be fixed in advance and the trainees should be informed about it. If possible, the training may be given in a school building where a blackboard may be available for use.

NUMBER OF TRAINING OFFICERS

5. Each training officer should take charge of three training centres situated more or less contiguously. So he will have to spend three days every week in actually holding training classes in these three centres. The remaining four days will be left free for him either for his movement from one centre to the other or for rest.

6. On the basis of three training centres being entrusted to one training officer, column 6 of the statement shows the number of training officers necessary for each district. There may be, however, cases of illness or unforeseen reasons of absence. It is necessary to keep approximately 25 per cent more by way of reserve. The reserve strength is shown in column 7 and the total requirement of training officers in column 8 of the statement. The number of officers as shown in column 8 for each district should be selected at once and kept ready for the training work. They should not be transferred or otherwise disturbed for a period of four months from October to the end of January 1961.

7. Besides the training officers, the Officer-in-charge of Census work in the headquarters should undertake training in at least two centres and the Subdivisional Officer and the District Census Officer in one centre each.

SELECTION OF TRAINING OFFICERS

8. Training officers up to the required strength indicated in column 8 of the statement should be selected from the rank of Deputy Collectors and Sub-Deputy Collectors stationed in each district. In case of shortage, the list should be completed by inclusion

of officers of the other departments, such as, Social Education Organisers and officers of the Grama Panchayat, Supply and other Departments. If there are any Central Government servants, selection should also be made out of them. There is also no objection to select non-officials, such as, Chairman of Municipality, employee of a Company, landlord, etc., provided they are graduates or otherwise well qualified and are capable of touring according to the fixed programme of training.

9. Training officers other than Deputy and Sub-Deputy Collectors should not generally be sent to any training centre outside the limit of a subdivision in which they reside. Most of the selected officers should be able to draw their travelling allowance for tours connected with this training from the head of expenditure from which they draw their salary. In case any of them is unable to draw the travelling allowance in this manner on account of the fact that no travelling allowance is normally provided for them in their respective departmental budget, they may be allowed travelling allowance at rates normally admissible to them out of a special grant to be placed at your disposal by the Superintendent of Census Operations. This amount will be paid if the training officer furnishes a certificate that he will not draw travelling allowance from his departmental head of account.

TRAINING PROGRAMME

10. Having first drawn up a list of training centres and of training officers, a programme should be drawn up showing the particular centres allotted to each training officer and the particular days of the week on which each such training officer will take up training classes in different centres. The full course of training comprising 8 days should be spread over a period of 8 weeks, and should begin from the 15th November 1960 and end not later than the 15th January 1961.

11. In preparing the programme of training, either of the two alternatives must be followed, viz. :

- (i) either one particular training officer may be attached to a fixed group of 3 training centres for all the 8 weeks of training ; or
- (ii) the training officers may change their groups of centres by rotation or by interchange.

Too much of rotation should be avoided to prevent confusion resulting in the programme. Perhaps a good arrangement may be as follows : Mr. X remains in charge of centres Nos. 1, 2 and 3 for the first four weeks, while Mr. Y is put in charge of centres Nos. 4, 5, and 6 during the first four weeks. In the second four weeks, Mr. X takes over centres 4, 5 and 6, while Mr. Y is attached to centres 1, 2 and 3.

INSTRUCTIONS TO BE RECEIVED BY TRAINING OFFICERS

12. In order to enable the District Census Officers, Subdivisional Census Officers and other training officers to undertake the training work, they should themselves receive proper instructions at first. Their training will be arranged personally by the Superintendent of Census Operations, Orissa. The District Census Officers will receive training in a Conference to be held at Cuttack. The Subdivisional Census Officers, the Officer-in-charge of Census work at the district headquarters and other training officers will get necessary instructions from the Census Superintendent or Deputy Superintendent in the district headquarters on a suitable date fixed for this purpose.

COMMUNICATION OF THE TRAINING PROGRAMME

13. The details of the training programme as mentioned in paragraph 10 above should be finalised by the 24th September 1960. A copy of the programme should be sent to this office, and another copy to the office of the Superintendent of Census Operations on that date. Relevant extracts should also be given to all Subdivisional Census Officers

and training officers, with request to get ready for receiving instructions as per paragraph 12 above and for visiting training centres on fixed dates for imparting training to the Census personnel.

14. In view of considerable importance of the matter, it is requested that the arrangements mentioned above may please be finalised under your personal attention promptly.

STATEMENT
SHOWING NUMBER OF TRAINING CENTRES AND TRAINING OFFICERS.

District	Area	Density of population	Area in sq. miles to be covered by one training centre	Number of training centres	Number of training officers	Reserve training officers	Total number of training officers
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Kalahandi	.. 5,057	170	150	34	11	3	11
Koraput	.. 9,875	129	200	50	17	4	21
Sambalpur	.. 6,765	192	150	45	15	4	19
Bolangir	.. 3,412	269	150	23	8	2	10
Baudh-Khondmals	.. 4,282	107	200	22	7	2	9
Ganjam :							
Plains	.. 3,315	442	100	33	..	..	..
Agency	.. 1,410	113	200	7	..	..	..
District Total	.. 4,725	344	..	40	13	3	16
Sundargarh	.. 3,788	150	150	25	8	2	10
Dhenkanal	.. 4,226	199	150	29	10	2	12
Puri :							
Nayagarh	.. 1,551	259	150	10	..	..	..
Other Subdivision	.. 2,450	420	100	25	..	..	..
District Total	.. 4,001	389	..	35	12	3	15
Keonjhar	.. 3,216	183	150	22	7	2	9
Cuttack	.. 4,210	601	100	42	14	3	17
Mayurbhanj	.. 4,021	256	150	27	9	2	11
Balasore	.. 2,507	441	100	25	8	2	10

Yours faithfully
H. K. GHOSH
13-9-60
Secretary to Government

APPENDIX XV
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
No. VC-56/60—52884-R.

FROM SHRI B. M. PADHI, O.A.S.
DEPUTY SECRETARY TO GOVERNMENT

TO ALL DEPARTMENTS OF GOVERNMENT
ALL HEADS OF DEPARTMENTS
ALL SUBDIVISIONAL OFFICERS

Bhubaneswar, the 9th December 1960

SUBJECT—Census—Time spent by Government officers attending training class or enumeration work in connection with the Census Operations of 1961 treated as duty

SIR,

I am directed to say that under the provision of the Orissa Local Authorities Census Expenses Act, 1940, it is binding on the State Government to give such assistance in connection with the Census as it may be called upon to give by the orders of the Census Authorities. Accordingly it will be the responsibility of the Departmental authorities concerned to depute their officers and staff to do the Census work and in this connection to attend necessary training course for facility of the Census Operations. Government have, therefore, been pleased to decide that their services in the Census Operations will be treated as normal duty under rule 72(a) of the Orissa Travelling Allowance Rules.

For their journeys in connection with the above work beyond their normal jurisdiction they will draw travelling allowance as on tour under rule 72(c) of the said Rules.

The Accountant-General, Orissa, is being informed.

Yours faithfully
B. M. PADHI

Deputy Secretary to Government

APPENDIX XVI
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
No. 1061-CEN.

SHRI H. K. GHOSH, I.A.S.
SECRETARY TO GOVERNMENT

BHUBANESWAR
The 27th February 1961

MY DEAR (ALL D. Ms.)

The main responsibilities connected with the Census enumeration work are going to be shortly over. The whole process, however, will be finalised only after a test check is made about the accuracy or otherwise of the enumeration work done. Accordingly Government of India desire that a Post-Enumeration Check should be conducted in a few selected villages in all the districts. Ahmed is issuing detailed instructions to you in this matter in his letter No. 1019-Cen., dated the 27th February 1961, read with Circular No. 11.

This is a very important item of work and Government would like you to pay personal attention to it. The work should be done mainly by the Subdivisional Officers themselves, but they can utilize the services of any Gazetted officer who might be doing Census work in his subdivision. The work should be completed by the 23rd of March 1961.

Yours sincerely
H. K. GHOSH

APPENDIX XVII

SHRI A. K. BARREN, M.C., I.A.S.
REVENUE DIVISIONAL COMMISSIONER
CENTRAL DIVISION

CUTTACK
The 11th May 1960

D. O. No. 41(4)-Res./C.C.D.

MY DEAR (ALL D. MS. OF CENTRAL DIVISION)

Preliminary arrangements for the forthcoming decennial Census of India are now in progress. The details of action to be taken are embodied in the Manual of Instructions for Census Personnel and in different circulars issued by Ahmed, copies of which, I presume, have reached you. According to the programme the current month has been set apart for allotment and marking of house numbers throughout the whole State and for preparation of House Lists. It is of utmost importance that no locality or tract, howsoever small, inaccessible or insignificant, is left out of the list, and there is no omission or duplication in bringing a particular house to the list. This requires sustained vigilance and alertness on the part of superior officers while several thousand workers are engaged in the operation in every nook and corner of the district.

The Chief Minister has stressed the importance of the Census Operations in his message, dated the 6th March 1960. I hope, you will be able to find sometime to see that the work is proceeding in your district in a systematic and satisfactory manner.

Yours sincerely
A. K. BARREN

N.B.—Two other Divisional Commissioners also issued circulars to the District Magistrates of their respective Divisions, more or less in the same strain.

APPENDIX XVIII

Copy of D. O. letter No. VC-51/60—57977-R., dated the 29th December 1960, from
Shri M. Ramakrishnayya, I. A. S., Chief Secretary to Government of Orissa

MY DEAR (ALL COLLECTORS)

I may recall instructions issued under No. VC-51/60—39740-R., dated the 13th September 1960, regarding the importance of the arrangements to be made for the conduct of Census in February-March 1961. You were requested to organize an intensive training programme and ensure that all concerned are taught adequately in the methods of Census. It has since come to notice that the training programme has had to be altered or deferred here and there as a result of the organization of the elections to Panchayat Samitis. I trust you have taken adequate steps to make the necessary adjustments. In fact, one of you had pointed out that, as a result of the adjustments, the completion of the Samiti elections will have to be deferred by a few days. Similar adjustments might have been made by you to ensure that both the important programmes are carried out without any serious hitch. According to the reports received elections to Panchayat Samitis are over in most districts and are likely to be over in a few days in the remaining districts. The rest of the operations, namely, convening of the Samitis and elections of the President, Government hope, are not likely to interfere very much with the Census work. At any rate, they can be planned suitably.

I am, therefore, desired to request you to see that the leeway, if any, in the Census programme be made up and suitable steps taken to ensure that the Census Operations will go forward without any hitch on the dates set by the Government of India.

Yours sincerely
M. RAMAKRISHNAYYA

APPENDIX XIX
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT

No. CENSUS—11008-R.

FROM

SHRI J. DAS, I.A.S.
DEPUTY SECRETARY TO GOVERNMENT

TO

ALL DISTRICT MAGISTRATES, ORISSA

Dated Bhubaneswar, the 8th March 1960

SUBJECT—Appointment of Sub-Inspectors of Police as Charge Officers for Census, 1961

SIR,

I am directed to say that Government have been pleased to order that Sub-Inspectors of Police will be appointed as Charge Officers in connection with Census of 1961, whenever they are required by any District Magistrate for the purpose.

Yours faithfully
J. DAS
Deputy Secretary to Government

APPENDIX XX
OFFICE OF THE INSPECTOR-GENERAL
OF POLICE, ORISSA, CUTTACK

No. XB-1/60—6661-S.

TO

ALL DISTRICT SUPERINTENDENTS OF POLICE, ORISSA

Dated the 18th March 1960

SUBJECT—Police-stations as Units for Census Operations, 1961—Declaring
Officers-in-charge of police-stations as Charge Officers

A copy of letter No. 126-Cen., dated the 31st January 1960, from the Superintendent of Census Operations, Orissa, together with a copy of programme of operations in connection with Census of India of 1961, is enclosed for your information in continuation of Memo. No. 11010-R., dated the 8th March 1960, from the Secretary to Government of Orissa, Revenue Department, to your address.

Please instruct all Thana officers under you to place their services at the disposal of the Magistrates of their districts for the purpose whenever so required. You are also requested to see that the Police officers connected with the Census Operations do this work in this connection strictly according to the various instructions issued from time to time.

J. C. GHOSH
Inspector-General of Police, Orissa

APPENDIX XXI

OFFICE OF THE INSPECTOR-GENERAL
OF POLICE, ORISSA, CUTTACK

No. 22757(13)-S.

To

ALL DISTRICT SUPERINTENDENTS OF POLICE (BY NAME)

Dated the 24th September 1960

SUBJECT—Census Operations during 1961

I am to draw your attention to my office letter No. 9774(13)-S., dated the 27th April 1960.

Recently Government have pointed out to me that whereas a few of your officers have done really good work so far, a large majority of the Charge Officers have not taken their work sincerely. As a result, it has not been possible for the District authorities to stick to the time-schedule, which in Census is all-important. I would, therefore, ask you to impress upon all your officers who have associated themselves as Charge Officers to take the work seriously and give no occasion for any more complaint. The Charge Officers will be required to attend a few training classes to enable them to conduct the enumeration work in a systematic manner. Will you please issue necessary instructions to the Charge Officers and ensure that the Charge Officers duly attend to their allotted duties.

J. C. GHOSH

Inspector-General of Police, Orissa

APPENDIX XXII

Copy of letter No. 24794(13)-S., dated the 26th October 1960, from the Inspector-General of Police, Orissa, to all District Superintendents of Police

SUBJECT—Census Operations during 1961

In continuation of this office letters No. 9774(13)-S., dated the 27th April 1960 and No. 22757(13)-S., dated the 24th September 1960, on the subject noted above, I am further to point out that in the conference of District Census Officers held at Cuttack on the 17th October 1960 and inaugurated by the Minister, Revenue, it was pointed out that some of your Charge Officers have not taken up their work seriously and moreover in some cases transfer of such officers is dislocating the schedule which are serious and might hold up the progress of Census work.

I am, therefore, to impress on you once again that Police officers associated with Census must be sincere in this undertaking and the transfer of such officers should be held up till February 1961 unless it is unavoidable. In the latter contingencies the Additional District Magistrates concerned who are the District Census Officers may be consulted in advance to make suitable arrangements.

You are further requested to see that the posts of Sub-Inspectors in Thanas and the Assistant Sub-Inspectors of Outposts do not remain vacant till the Census work is over.

J. C. GHOSH

Inspector-General of Police, Orissa

APPENDIX XXIII

Copy of letter No. 25804(13)-S., dated the 7th November 1960, from the Inspector-General of Police, Orissa, to all District Superintendents of Police

SUBJECT—Census Operations during 1961

In continuation of this office letters No. 9774(13)-S., dated the 27th April 1960, No. 22757(13)-S., dated the 24th September 1960 and No. 24794(13)-S., dated the 26th October 1960, on the subject noted above, I am to inform you that the transfers of Police officers associated with Census work should be held up till the 15th March 1961 and not till the end of February 1961 previously intimated.

You are, further, requested to instruct your subordinate officers, namely, Deputy Superintendents of Police and the Circle Inspectors to check up the progress of Census work by the Charge Officers in their respective jurisdictions.

J. C. GHOSH

Inspector-General of Police, Orissa

APPENDIX XXIV

No. 13704(66)

FROM

PROF. B. C. DAS, M.A. (Pat.), B.A. (Hons.) (Lond.)
DIRECTOR OF PUBLIC INSTRUCTION, ORISSA, CUTTACK

To

ALL SUBORDINATE OFFICERS

Dated Cuttack, the 13th May 1960

For smooth and timely conduct of the 1961 Census Operations the co-operation of all Departments of Government, which have subordinate staff scattered throughout the State, is essential. All subordinate officers of the Education Department shall accept whatever assignment is given to them by orders of the District Magistrates or Additional District Magistrates, Subdivisional Magistrates and the officers in charge of police-stations as District Census Officers, Subdivisional Census Officers and Charge Officers respectively in connection with Census Operations of 1961, without interfering unduly with their ordinary duties.

2. Enrolment drive for primary schools is a legitimate duty of the inspecting officers and primary school teachers. It is, however, possible to do full work for enrolment drive during the period 15th to 22nd May as well as to do particular Census work which is assigned during this period.

B. C. DAS

Director of Public Instruction, Orissa

APPENDIX XXV
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS, ORISSA
 No. 441-CEN.

To

ALL DISTRICT MAGISTRATES

Dated Cuttack, the 1st February 1961

SUBJECT—Partial relaxation from normal duties of Government servants appointed as Census personnel

SIR,

The Government have been pleased to pass orders in Revenue Department letter No. 52884-R., dated the 9th December 1960, to the effect that the work done in connection with Census by Government servants appointed as Census personnel will be treated as their normal duty. This order should not be extended to mean that the Government servant concerned should stop attending to his normal duty on the ground that he is busy with Census work. The Census work has been spread over a period of 23 days from the 10th February to 4th March 1961, so that the personnel concerned could attend to his normal duties and also undertake the Census work. The volume of Census work is not so much that one should devote whole-time attention for all the 23 days.

It will, therefore, be wrong to allow any Census personnel to be away from his normal departmental work for the entire period of 23 days or any considerable portion of it. What is necessary is to allow reasonable time and opportunity to every Census personnel so that he completes the Census work. In case of necessity, he may be allowed to attend to his work at late hours or return from office in early hours to enable him to attend to Census work. He may also remain absent on a few days where prolonged journey or similar other necessity may justify.

All Heads of Offices will please allow reasonable concession to the Census personnel in the matter of office attendance or in certain special cases absence from office to the minimum extent.

Yours faithfully
 M. AHMED

APPENDIX XXVI
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE SUPERINTENDENT OF CENSUS OPERATIONS, ORISSA
 No. 109(13)-CEN.

FROM

SHRI M. AHMED, I.A.S.

SUPERINTENDENT OF CENSUS OPERATIONS, ORISSA, CUTTACK

To

THE DISTRICT CENSUS OFFICER,.....

Dated the 25th January 1960

SUBJECT—District Office Establishment for Census work

SIR,

For the facility of Census work in the District and Subdivisional Offices, it has been decided to sanction the following posts for a period of one year in the first instance, with effect from the 1st March 1960 :

(a) For District Census Office—

1. One Census Head Clerk in the scale of Rs. 70—2—80—4—100
2. One L. D. Clerk in the scale of Rs. 50—2—70—2—90
3. One Office Peon in the scale of Rs. 18—1/2—24

(b) For Subdivisional Census Office—

1. One L. D. Clerk in the scale of Rs. 50—2—70—2—90 for each subdivision in the district.

(c) Additional Clerk for City or special areas—

1. Cuttack City ... One L. D. Clerk in the scale of Rs. 50—2—70—2—90.
2. Rourkela Notified Area ... One L. D. Clerk in the scale of Rs. 50—2—70—2—90.

2. Incumbents may be selected for the above posts out of the experienced hands in the District and Subdivisional Offices respectively. They will be entitled to draw pay, dearness and other allowances at the State Government scale as may be applicable on the date of their appointment. Increments will accrue to them on the usual date as in their parent offices respectively.

3. In case the person selected for the post of Head Clerk or Lower Division Clerk has got a uniformly good record of service, and in case the District Census Officer is satisfied that he will prove to be exceptionally prompt and industrious so long as he holds the post, recommendation may be made for grant of one or two advance increments over the present stage of pay, and such recommendation will be duly considered. It is, therefore, expected that intelligent and experienced clerks should be selected for the posts of Head Clerk and Lower Division Clerk so that they may be entitled to some amount of additional benefit in pay. It should, however, be understood that advance increments can only be given if the confidential Character Roll discloses meritorious service throughout and if the incumbent is likely to discharge his duties efficiently and promptly so long as he continues in the Census Establishment.

4. The pay and dearness allowance, etc., of the District and Subdivisional Establishment will be debitable to "Demand No. 51—Census—47—Miscellaneous Departments—B—Enumeration—B. 1—Pay of Establishment and B. 2 (a)—Allowances and Honoraria".

5. I am, therefore, to request you to please select suitable persons for the District Census Office as well as for each of the Subdivisional Offices in your district and forward their names, the pay and allowances drawn by them at present to this office by the 10th February 1960 so that sanctions may be accorded in time. It should be distinctly understood that the selected incumbents should be in a position to join the new appointments in the forenoon of the 1st March 1960.

Yours faithfully
 M. AHMED

APPENDIX XXVII
Census Divisions and Personnel

District	Charges	Circles	Blocks	Charge Officers	Supervisors	Enumerators
(1)	(2)	(3)	(4)	(5)	(6)	(7)
ORISSA	393	4,570	22,469	394	4,586	22,528
Kalahandi	21	239	1,209	21	239	1,209
Koraput	41	371	1,828		371	1,828
Sambalpur	44	370	1,837	44	370	1,837
Bolangir	31	241	1,177	31	256	1,228
Bardh-Khondmals	14	165	786	14	165	786
Ganjam	49	536	2,620	49	536	2,620
Sundargarh	23	215	962	24	215	962
Dhenkanal	33	273	1,368	33	273	1,368
Puri	33	493	2,413	33	493	2,413
Keonjhar	16	178	862	16	179	862
Cuttack	38	836	4,126	38	836	4,126
Mayurbhanj	23	310	1,489	23	310	1,497
Balasore	27	343	1,792	27	343	1,792

APPENDIX XXVIII

Distribution of Forms, Registers and Circulars

N. B.—In the column headings, abbreviation has been used to indicate language of the Forms, etc., namely, O for Oriya and E for English.

Districts	Register No. I— Town Register (E)	Register No. II— Village Register (E)	Charge Register (E)	Circle Register (Urban) (E)	Circle Register (Rural) (E + O)	Circle Summary (E + O)	Charge Summary (E)	Distribution Register (E)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	
ORISSA	..	1,051	14,052	6,023	1,483	21,196	11,674	1,003	5,734
Kalahandi	..	46	930	1,376	45	2,296	573	52	298
Koraput	..	69	1,540	1,090	200	2,650	970	80	464
Sambalpur	..	124	1,017	464	100	1,650	954	106	470
Bolangir	..	82	550	238	75	990	577	76	302
Baudh-Khondmals	..	23	1,380	151	315	1,320	598	42	201
Ganjam	..	157	1,414	508	150	2,250	1,336	164	680
Sundargarh	..	46	295	244	108	660	665	58	269
Dhenkanal	..	77	740	292	90	1,640	648	82	350
Puri	..	87	1,950	356	100	2,150	1,219	87	616
Konjhar	..	41	360	173	30	660	458	40	223
Cuttack	..	162	1,726	560	150	2,620	2,058	96	1,045
Mayurbhanj	..	41	1,160	279	45	1,155	775	54	388
Balasore	..	96	990	292	75	1,155	853	66	428

APPENDIX XXVIII—contd.

Enumerator's Final Abstract (E+O)	Attendance Register (E)	Chief Minister's Message (E)	Census Act (E)	Pro gramme of Operations (E)	Appointment letter of Charge Officers (E)	Appointment letter of Supervisors (E+O)	Appointment letter of Enumerators (E+O)	House List Abstract (E+O)
(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
146,240	3,385	2,900	148	690	610	9,790	38,275	136,967
9,478	190	200	8	40	30	400	2,125	8,617
17,404	400	250	18	75	65	600	3,800	17,300
10,396	300	250	12	60	65	2,625	3,700	9,500
7,590	230	200	10	50	35	400	2,125	8,800
13,126	150	200	8	40	25	225	1,450	10,300
12,650	320	250	20	75	70	900	4,250	12,000
5,256	155	250	8	50	40	450	1,500	5,650
7,590	200	250	16	60	45	375	2,000	6,800
15,290	280	200	10	50	50	800	4,050	10,750
6,004	180	200	8	40	25	275	1,500	6,200
18,868	500	250	12	50	75	1,650	6,775	17,200
11,624	230	200	10	50	45	590	2,575	11,600
11,564	250	200	8	50	40	500	2,625	12,250

APPENDIX XXVIII—contd.

Town Total	Thana Total (E)	Addition and Cancellation List (E+O)	List of Abbreviations (E+O)	Syllabus for Training (E)	House List Extract (E+O)	Manual of Instructions Part I (E+O)	Manual of Instructions Part II (E+O)	Circular No. 2 (E)
(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)
820	5,350	53,401	40,205	950	149,185	41,840	41,175	94
25	300	2,764	2,050	60	7,586	1,875	2,200	6
50	450	4,043	4,950	180	12,382	3,320	3,300	6
150	700	4,577	3,325	90	12,448	3,200	3,550	10
30	200	3,038	2,075	48	9,002	3,750	2,250	8
30	350	1,971	1,400	40	5,609	2,875	1,500	6
250	850	5,730	4,300	122	16,470	4,020	4,600	8
50	175	2,897	1,750	36	6,358	5,020	2,200	8
40	225	3,376	2,430	40	9,456	2,150	2,525	4
50	500	5,318	3,850	70	15,062	3,600	4,280	8
20	350	2,117	1,550	40	5,598	1,350	1,670	6
75	700	8,806	7,150	120	25,364	5,830	7,300	10
20	250	3,597	2,475	54	10,092	2,250	2,700	8
30	300	5,167	2,900	50	13,758	2,600	3,100	6

APPENDIX XXVIII—contd.

Circular No. 3 (E)	Circular No. 4 (E)	Circular No. 5 (E)	Circular No. 6 (E+O)	Circular No. 7 (E+O)	Circular No. 8 (E+O)	Circular No. 9 (E+O)	Circular No. 10 (E+O)	Circular No. 11 (E)
(28)	(29)	(30)	(31)	(32)	(33)	(34)	(35)	(36)
104	104	128	31,300	37,914	28,625	2,014	7,057	821
6	6	8	1,600	1,897	1,565	86	349	36
6	6	8	2,650	2,855	2,350	369	526	42
10	10	12	2,700	3,277	2,355	276	527	85
8	8	10	1,600	2,010	1,650	94	361	53
6	6	8	1,300	1,326	1,140	39	230	14
8	8	10	3,200	5,088	3,170	270	663	110
8	8	8	1,700	1,602	1,430	134	403	60
14	14	16	1,800	2,504	1,905	113	452	49
8	8	10	3,300	3,642	2,820	170	827	86
6	6	8	1,400	1,430	1,225	75	259	24
10	10	12	5,500	6,048	4,890	171	1,352	160
8	8	10	2,000	2,347	1,935	77	416	32
6	6	8	2,550	3,888	2,190	140	692	70

APPENDIX XXIX
Distribution of Schedules

Districts	For Training (Red Print)			For Enumeration (Black Print)			House List (Number of Sheets)					
	Number of Enumeration Pads of 25 slips			Number of House- hold Schedule Pads of 10 slips			Number of House- hold Schedule Pads of—			English		
	Oriya			English			100 slips			Oriya		
	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
(1)												
ORISSA ..	35,233	463	35,203	463	186,696	176,549	93,472	66,678	340,188	31,900	10,600	1,000
Kalahandi ..	1,853	25	1,853	25	9,761	11,067	4,430	3,276	16,500	1,800	500	15
Koraput ..	2,823	45	2,823	45	14,396	18,066	5,217	10,065	41,550	2,800	2,000	200
Sambalpur ..	3,184	30	3,184	30	15,418	11,522	7,432	4,214	24,700	3,000	700	30
Bolangir ..	1,905	20	1,905	20	10,705	10,859	4,956	2,842	17,300	1,950	500	50
Baudh-Khondmals ..	1,317	20	1,317	20	4,507	9,453	2,488	4,114	16,000	1,000	200	10
Ganjam ..	4,078	87	4,078	87	19,438	17,210	9,195	5,728	37,938	3,500	1,000	200
Sundargarh ..	1,511	55	1,511	55	8,309	4,631	3,957	6,727	14,500	1,200	2,500	200
Dhenkanal ..	2,109	20	2,109	20	9,976	10,595	4,107	3,276	18,000	1,950	500	50
Puri ..	3,743	40	3,743	40	23,494	26,643	13,009	7,949	38,100	3,500	500	25
Keonjhar ..	1,331	35	1,331	35	8,142	6,712	3,711	2,113	14,000	1,200	400	50
Cuttack ..	6,366	41	6,331	41	35,385	27,307	19,298	8,833	50,000	5,500	800	50
Mayurbhanj ..	2,302	20	2,302	20	12,110	12,003	10,080	2,819	27,600	2,000	500	100
Balasore ..	2,716	25	2,716	25	15,055	10,481	5,592	4,722	24,000	2,500	500	20

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APPENDIX XXX
Sanctioned Grants and Expenditure

Head of Account and Units	Sanctioned Budget						Expenditure (Actuals)			
	1959-60		1960-61		1961-62		1959-60		1960-61	
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
A. SUPERINTENDENCE	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
A 1—Pay of Officers ..	..	25,800-00	27,550-00	26,100-00	19,750-00	29,479-21	..	..	..	26,112-95
A 2—Pay of Establishment ..	..	13,500-00	34,550-00	56,700-00	11,494-66	34,702-12	..	..	..	56,802-80
A 3—Allowances and Honoraria —	..	..	..	..	..	..	..	..	..	..
Dearness Allowance ..	..	..	..	..	5,173-24	..	..	..	..	4,816-12
Other Allowances ..	..	..	..	..	438-00	1,458-25	..	..	..	1,647-47
Travelling Allowance ..	..	..	..	..	6,682-09	11,479-30	..	..	..	13,099-60
Total—Allowances ..	..	12,300-00	16,100-00	20,200-00	12,293-33	12,937-55	..	..	..	19,563-19
A 4—Other charges ..	..	39,200-00	38,650-00	34,150-00	31,515-86	40,260-30	..	..	..	32,010-59
TOTAL OF A. SUPERINTENDENCE ..	..	90,800-00	1,16,850-00	1,37,150-00	75,053-85	1,17,379-18	..	..	..	1,34,489-43
B. ENUMERATION	..	..	..	..	..	..	..	..	..	..
B 1—Pay of Establishment ..	..	..	72,500-00	12,650-00	..	70,451-45	..	..	..	12,614-38
B 2—Allowances and Honoraria—	..	..	..	..	..	..	..	..	..	..
Dearness Allowance ..	..	..	..	..	..	34,671-67	..	..	..	5,572-78
Other Allowances ..	..	..	..	..	..	22,077-32	..	..	..	6,819-62
Travelling Allowance ..	..	..	..	..	..	1,442-22	..	..	..	9,016-11
Total—Allowances ..	..	..	76,600-00	21,450-00	..	58,191-21	..	..	..	21,408-51
B 3—Honorarium to Enumerators ..	..	..	5,20,900-00	32,600-00	..	5,20,705-70	..	..	..	32,587-27
B 4—Other charges ..	..	..	11,600-00	650-00	..	11,600-00	..	..	..	618-29
TOTAL OF B. ENUMERATION ..	..	..	6,81,600-00	67,350-00	..	6,60,948-36	..	..	..	67,228-45
D. PRINTING AND STATIONERY	..	..	43,300-00	8,800-00	37,900-24	39,635-97	..	..	..	8,474-67
TOTAL OF A, B and D ..	..	1,34,100-00	8,23,450-00	2,13,300-00	1,12,954-09	8,17,963-51	..	..	..	2,10,192-55

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APPENDIX XXXI

Expenditure in District Offices

Districts	Pay of Establishment	Dearness and other allowances	Travelling allowance for non-officials	Contingen- cies	Total
(1)	(2)	(3)	(4)	(5)	(6)
	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
Kalahandi ..	3,994.32	2,123.00	1,000.00	1,840.00	8,957.32
Koraput ..	9,503.10	5,388.00	..	4,940.00	19,831.10
Sambalpur ..	5,053.76	3,007.00	2,000.00	3,712.00	13,772.76
Bolangir ..	4,850.02	2,569.00	..	2,090.00	9,509.02
Baudh-Khondmals ..	4,796.07	2,221.01	54.00	1,340.00	8,411.08
Ganjam ..	9,942.73	5,628.00	2,000.00	4,170.00	21,740.73
Sundargarh ..	4,830.37	3,001.83	750.00	1,440.00	10,022.20
Dhenkanal ..	7,491.96	3,791.71	1,000.00	1,840.00	14,123.67
Puri ..	4,488.58	2,609.16	1,500.00	3,340.00	11,937.74
Keonjhar ..	3,564.10	2,099.00	750.00	1,340.00	7,753.10
Cuttack ..	6,645.94	3,461.00	2,500.00	4,440.00	17,046.94
Mayurbhanj ..	4,317.60	2,158.00	1,250.00	2,340.00	10,065.60
Balasore ..	3,908.26	2,294.26	1,250.00	2,440.00	9,892.52
Total ..	73,386.81	40,350.97	14,054.00	35,272.00	1,63,063.78

APPENDIX XXXII
Honorarium to Enumeration Staff

Districts	Enumerators			Supervisors			Paid to Enumeration Staff			Paid to Supervisors			Total for Districts		
	House-numbering			Enumerators			Enumerators			Enumerators			Enumerators		
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
Kalahandi	..	1,209	239	6,045.00	20,189.80	26,234.80	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.	Rs. nP.
Koraput	..	1,828	371	9,140.00	29,964.38	39,104.38	..	..	..	..	..	..	..	..	..
Sambalpur	..	1,837	370	9,150.00	30,174.42	39,324.42	..	..	..	..	..	..	..	..	..
Bolangir	..	1,228	256	6,140.00	21,400.32	27,540.32	..	..	..	..	..	..	..	..	..
Baudh-Khondmals	..	786	165	3,940.00	10,287.24	14,227.24	..	..	..	..	..	..	..	..	..
Ganjam	..	2,620	536	13,274.00	37,473.10	50,747.10	..	..	..	..	..	..	..	..	..
Sundargarh	..	962	215	5,060.00	15,188.80	20,248.80	..	..	..	..	..	..	..	..	..
Dhenkanal	..	1,368	273	6,835.00	20,612.64	27,447.64	..	..	..	..	..	..	..	..	..
Puri	..	2,413	493	13,275.00	37,316.68	50,591.68	..	..	..	..	..	..	..	..	..
Keonjhar	..	862	179	4,365.00	14,917.86	19,282.86	..	..	..	..	..	..	..	..	..
Cuttack	..	4,126	836	20,630.00	61,289.48	81,919.48	..	..	..	..	..	..	..	..	..
Mayurbhanj	..	1,497	310	7,460.00	24,181.94	31,641.94	..	..	..	..	..	..	..	..	..
Balasore	..	1,792	343	8,960.00	28,316.24	37,276.24	..	..	..	..	..	..	..	..	..
Total	..	22,528	4,586	1,14,274.00	3,51,312.90	4,65,586.90	..	..	..	..	..	..	..	..	..