

CENSUS OF INDIA 1961

VOLUME V

GUJARAT

ADMINISTRATION REPORT

PART VIII-A — ENUMERATION



सत्यमेव जयते

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CONTENTS

	PAGE
PREFACE	v
CHAPTER I—INTRODUCTION	
1 Introduction	1
2 Separate Census Organisation for Gujarat	1
3 Census Legislation	1
4 Notifications under the Census Act	2
5 First and Second Pre-tests	2
6 Census Conference, September 1959	3
7 Census Schedules	3
(i) House-lists	3
(ii) Household Schedules	4
(iii) Individual Enumeration Slips	4
(iv) Centralisation of Instructions and Uniformity of Illustrations	5
8 Translation of schedules and instructions	5
9 Census preliminaries for Gujarat on the eve of bifurcation	5
10 Appointment of Office Staff	6
11 Office Accommodation and Equipment	7
(i) Location	7
(ii) Accommodation	8
(iii) Office Furniture	8
(iv) Stationery and Forms	9
12 (a) Paper	9
(b) Typewriters, Duplicators, Calculating Machines, etc.	9
(c) Library	10
13 Printing	10
(a) Printing of Census Schedules, their Storage and Distribution	10
(b) Printing of Forms, Registers, Instructions, etc.	10
14 Procurement of Maps	11
15 (a) Urban Classification	12
(b) Organisation of Census in Urban Areas	12
16 Touring	13
(a) Touring of Census Superintendent—Availability of Transport	13
(b) Facility of Transport	13
(c) Touring by other Officers	17
17 Any special Administrative or other difficulties	
18 Accounts-Budget	5
19 Receipts	15
20 Method of keeping Census Accounts	16
21 Financial Powers	16
22 Permanent Advance	17
23 Some initial difficulties in the matter of finance	17
24 Miscellaneous	17
(a) Conferences of Superintendents of Census Operations	17
(b) Telegraphic Address	17
(c) Facilities given by Railways and Postal authorities for Census despatches	18
(d) Census Records	18
25 The Census Publicity	18

CHAPTER II—ENUMERATION

	PAGE
1 Introduction	22
2 (a) Census Programme	22
(b) The First Circulars and Tours	22
3 (a) Preparation of Registers	23
(b) Preparation of Census Village Register	23
(c) Preparation of Census Charge Register	23
4 (a) Formation of Census Divisions	23
(b) Preparation of more check registers	24
5 The urban and rural location code number	24
6 Preparation of maps and verification of local jurisdiction	25
7 Appointment of District Census Officers and Taluka Charge Officers	26
8 Census Circulars	26
(a) Circulation of Census Instructions	26
(b) Circulars about Scheduled Castes and Scheduled Tribes, Synonyms and Generic Names	27
(c) Circulars about Mother tongue	27
9 Distribution Chart and Despatch of Forms	27
10 Appointment of Census Enumeration Agency	27
11 Training	28
(a) Training in house-numbering and house-listing	28
(b) House-numbering Operations : Difficulties and Deficiencies	29
(c) Desirability of permanent maintenance of house-numbers	29
(d) Affixing number plates by Gram Panchyats	29
(e) Quality of House-list, verification of shortcomings in house-lists	30
(f) Where and how house-numbering and house-listing went wrong or failed to be very satisfactory	30
12 (i) Training course for Enumeration	31
(ii) Training programme	31
(iii) Checking and Supervision	31
(iv) Travelling Allowance to Reserve Staff	32
(v) Manual of Instructions on Enumeration	32
(vi) Facilities regarding attendance, etc.	32
13 Distribution of schedules and maintenance of reserves	33
14 Enumeration	33
(a) General	33
(b) Arrangements for Special Areas	34
(c) Census of Cities, large Municipalities and Cantonments	34
(d) Census of houseless and mobile population	34
(e) Enumeration of Special Charges	34
(f) Difficulties about Enumeration of Mother tongue, if any	35

CHAPTER II—ENUMERATION—Contd.

	PAGE
(g) Preliminary Assessment of quality of Enumeration	35
(i) Coverage	35
(ii) Response	35
(iii) Care in filling up demographic questions	36
(iv) Care in filling up economic questions	36
(v) Care in filling up Household Schedules	36
(vi) Difficulties arising out of confusion over concepts and definitions	37
(vii) Arrangements for filling up last minute deflections	38
15 Provisional Totals	38
16 Post Enumeration Check	39
(i) Drawing of Sample	39
(ii) Organisational set-up	39
(iii) Training	39
(iv) Suggestions for future	39
17 (a) District and Taluka Census Clerks and other Special Staff	40
(b) Staff for City Corporation and Special Charges	40
18 Honorarium to Enumeration Staff	41
19 Whether census enumeration should be wholly paid ?	42
20 Recognition of Services of Enumeration Staff	42
21 Enumeration of technically qualified personnel	43
22 Special Studies	43
23 General	44
(a) The Next Census	44
(b) The Registrar General	45

APPENDICES

I	Census Notifications	46
II	Longish letter of Registrar General, India, No. 3/9/57-RG, dated 12-3-1959	47
III	Home Minister's address to the First Conference of Superintendents of Census Operations on 27-9-1959	55
IV-A	List of books purchased	57
IV-B	List of Books brought from Bombay	58
V	Circulars and Forms printed for Enumeration Period	60
VI	Budget Estimates for 1960-61 and 1961-62	63
VII	Total amount of contribution payable by Municipalities on <i>ad hoc</i> basis towards cost of census operations	64
VIII	Contribution from District Local Boards	66
IX	Financial Powers delegated to Superintendent of Census Operations	67
X-A	Title, number and location of important files and documents of current Census	68
X-B	Files of 1951 Census duplicated from the Census Records at Bombay	74

APPENDICES—*Contd.*

	PAGE
XI	Details of Radio Talks 76
XII	The Census Calendar 77
XIII-A	Number of Enumeration Schedules supplied and used 80
XIII-B	Number of forms supplied and used 82
XIV	Distribution of Letters of Authority in English and Gujarati 83
XV	Total number of Charge Officers, Circle Supervisors and Enumerators 83
XVI	Table comparing provisional and final figures of population 84
XVII	Special staff sanctioned for enumeration in Ahmedabad Municipal Corporation area 85
XVIII	Paid staff appointed by Ahmedabad Municipal Corporation for house-numbering and house-listing operations 85

ANNEXURES

A	Important Circulars and Letters which are not reproduced but are available in the records 86
B	Reprint of important circulars, notifications, etc., issued by the State Government 87
C	Forms and Census Schedules 91

PREFACE

This report places on record the details of the organisation and conduct of the First Population Census of Gujarat on its emergence as a separate State from May 1, 1960, so that it may serve as a guide for the future. The Administration Report of the 1961 Census will be published in two parts, viz., (1) Enumeration and (2) Tabulation. This sub-part relates to Enumeration. The second sub-part relating to Tabulation will follow on the completion of the subsequent stages of the census operations.

The organisation of Census in a newly formed State is indeed an uphill task beset with numerous difficulties, viz., office accommodation, equipment, staff, etc., especially when the entire machinery of the Government is to be set up *de novo* at a new capital. But all these were happily solved with the help and co-operation received from the Registrar General and the State Government. The work done by my staff and the help and guidance received from the Registrar General and *ex-officio* Census Commissioner have already been acknowledged in the body of this Report. I should, however, like to express here my thanks to Shri Ratubhai M. Adani, Minister, Public Works and Rural Development Departments, Shri V. Isvaran, Chief Secretary, Shri G. L. Sheth, Secretary, Public Works Department, and Shri N. D. Buch, then Deputy Secretary, General Administration Department, on whose assistance I had to frequently draw upon to ensure the success of this vast administrative undertaking.

AHMEDABAD,
6th August, 1962.

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CHAPTER I

INTRODUCTION

1. The census is a Union subject. It is perhaps the one and the only central programme in respect of which the entire work is done for the State without the local Government having any financial liability. The contribution the State Government, however, makes is unique and vital in that it shoulders the entire responsibility of providing the vast personnel required for census taking and extends all possible help and facilities so very essential for the success of this nation-wide administrative undertaking.

Separate Census Organisation for Gujarat

2. The census in India dates back to 1872. But the present will be the first occasion when a separate Administration Report for Gujarat comes to be written on account of its having a separate census organisation.

Though Gujarat came into being as a separate political unit from May 1, 1960 on the bifurcation of the composite Bombay State into Maharashtra and Gujarat, preliminary arrangements for the organisation of the census had been started as early as April 1959, when the Superintendent of Census Operations for the State of Bombay, of which Gujarat then formed part, was appointed. This report reviews all the measures taken since then to leave a complete record of the work done in all the stages.

A number of printed or cyclostyled circulars and forms on the organisation of the census operations have been issued for the guidance of census workers. Items covered by them will not be dealt with in detail as they will be available in the select files preserved for future guidance. Some of the more important and useful circulars have, however, been reproduced for ready reference.

Census Legislation

3. The legal background for the taking of census is provided by a permanent Statute, called the Census Act, 1948, Act No. XXXVII of 1948 as amended by Act XL of 1949, the Adaptation of

Laws Order 1950, and the Census (Amendment) Act of 1959.

It arms the administration with the necessary powers and authority required for the purpose and meet any eventuality wherein resistance is offered by a member of the public. It carries the legal sanction that is needed for the taking of the census and also enables the census authorities to invoke legal aid where one is needed to fight the recalcitrant elements of society that choose not to co-operate in census work. It equally guards against any uncalled for behaviour on the part of the census official and the public alike as also provides for the privileged nature of the census returns by guaranteeing their secrecy.

The fact that the census of the population of India shall be taken during the year 1961 for which the reference date will be the sunrise of March 1, 1961 was announced to the general public by the Government of India, in the Ministry of Home Affairs Notification No. 2/115/59-Pub. I dated December 5, 1959. But the preliminary arrangements for the organisation of census in the various States started much earlier that is to say, at the commencement of the financial year 1959-60, when Shri B. A. Kulkarni assumed charge as Superintendent of Census Operations for the composite State of Bombay. The Superintendent was introduced to the official world by circular No. CNS-1659-H dated November 20, 1959 from the Chief Secretary, expressing Government's desire that the officers of the State Government when approached by him should extend full co-operation and render all possible assistance. In view of the fact that the census work has to proceed on a rigid time schedule fixed on an all-India basis, Government also directed that all communications from the Superintendent of Census Operations should be treated with care and promptitude as if issued from a Department of the Secretariat. Further, the Government, by its No. MISC.1059/38182-E dated 1-12-1959 addressed to the Divisional Commissioners, asked them

to issue similar instructions to all the local bodies in their Divisions, namely, district local boards and municipalities. The early appointment of the Superintendent along with his Deputies gave him a unique opportunity of equipping himself with the necessary background to take up this work in an efficient manner. It gave him leisure to acquaint himself with previous census reports and literature and make preliminary arrangements for the taking of the census in the State without any undue rush and hurry. It also enabled him to have a thorough grasp of the various problems of the State and devote his energies to chalking out the details of organisation and execution of the census programme, an advantage which the former Superintendents did not possess, as they were appointed only a year ahead of the actual date fixed for census taking. That this was a step in the right direction is more than amply borne out by the huge volume of preparatory work done in connection with the complex and comprehensive nature of the current census and the various surveys and special studies it has organised.

Notifications under the Census Act

4. The Census of 1961 was first introduced to the State public by Notification No. CNS-2059 (vi) - H dated February 18, 1960 whereunder the local Government published the census questionnaire in the State Gazette giving the details of the questions that shall be asked by a Census Officer for recording the required information in the house-list form, enumeration slip and household schedule. A number of other notifications were also issued by the Government of Bombay under the enabling provisions of the Census Act of 1948, appointing Census Officers, assigning areas comprised within their respective jurisdiction, delegating powers (a) to take or supervise the taking of census and authorising them to direct by written order certain categories of persons to give such assistance as may be specified in such written order and (b) to give sanction for instituting prosecutions. All these notifications are listed in Appendix I.

While the Census Act lays down that every

person to whom a question is asked, under subsection (i) of Section 8 of the Act shall be legally bound to answer such question to the best of his knowledge or belief, it also enjoins on the Census Officer not to put any questions unrelated to the census. The public is further assured under the Act that the records of the census are neither open to inspection nor admissible in evidence in any civil proceedings whatsoever, or in any criminal proceedings other than a prosecution under the Act. Penalty has also been provided for the breach of the provisions of the Census Act both on the part of the Census Officer as well as the public.

Though there were some fears at the outset in some backward rural areas as to the real aim of the census which was erroneously thought to be connected with some sort of taxation or recruitment to the army, the role of the census as an operation meant for counting the number of persons living in the country has now become too well-known to the public at large to arouse any significant opposition. Any suspicion that was noticed in isolated instances soon disappeared when the object of the enumerator's visit was explained to the householder.

First and Second Pre-tests

5. Before the appointment of the Superintendents, a pre-test was organised by the Registrar General for testing the census schedules, questionnaire and instructions through the State Bureau of Economics and Statistics. As a result of their recommendations, the forms and instructions of the schedules were revised and a composite census schedule combining the household schedule in three parts with six detachable enumeration slips was devised.

The second pre-test was organised by the Superintendents. In all, four localities were selected in the regions included in the State of Gujarat, each locality approximately extending over 500 households. Two of them were situated in the urban areas of Rajkot City and Anand Town and two in the rural areas of Junagadh and Panchmahals districts. Primary school teachers and

talatis who were likely to work as enumerators in the main census were selected as enumerators. Circle Inspectors and higher officers of the Education Department served as supervisors. The District Statistical Officers of the Bureau of Economics and Statistics supervised the work. After completion of the second pre-test, a meeting of the District Statistical Officers was convened at Bombay and the suitability of the questions and instructions discussed. The convenience of handling of the format was also examined and detailed remarks on the second pre-test conveyed to the Registrar General. The comments on the second pre-test received from all the Superintendents were discussed at the first Conference of the Superintendents of Census Operations held at Delhi. The Conference felt that owing to the largeness of its size, the composite schedule would be inconvenient for handling and writing. It would require a great deal of care to detach the individual slips neatly without damage and also entail wastage of unused slips. It was, therefore, decided to have individual slips printed in the form of pads as at the Census of 1951. Separate forms of household schedules and house-lists were also finalised, and necessary modifications to suit the revised schedules made in the instructions for filling them.

Census Conference, September 1959

6. The first Conference of the Census Superintendents was called by the Registrar General in Delhi between September 24, and October 1, 1959. The Superintendents were prepared in advance for the heavy responsibilities they were to shoulder in connection with the Census of 1961 by the longish letter No. 3/9/57/RG dated March 12, 1959 the Registrar General addressed them which is reproduced as Appendix II. This letter which may as well be considered the foundation stone on which the future edifice of the census came to be built, examined all the varied aspects of the current census, the stages through which it would pass from time to time and the actions that will have to be taken to bring it to a successful conclusion. The first Conference coming in the wake of this letter prepared further ground for

a thorough and efficient organisation of the first stage of census-taking, namely, enumeration. The summary of the proceedings of this Conference is available in a printed booklet. As many as 19 items covering a wide range of subjects were discussed, concepts defined, and important decisions on organisational matters taken. It considered and finalised the enumeration schedules, census questionnaire, forms of house-lists and household schedules and the draft instructions for house-numbering, house-listing and enumeration in the light of two pre-tests. Organisational set-up, procedure and programme for training in house-listing and enumeration were laid down in detail along with arrangements to be made for the widest possible publicity, communication of provisional totals, payment of honorarium to census workers, etc.

While the Conference was in session, the Home Minister, the late Shri Govind Vallabh Pant, addressed the Census Superintendents at his residence on September 27, 1959. He stressed the complicated and arduous nature of the task facing the Superintendents and referred to the fundamental tradition the census had established in India, where it had "always been conducted in a scientific spirit and a rational manner without any bias or prejudice." He emphasised the need for ensuring accuracy in the work done by millions of enumerators so that the reports produced should prove of great assistance to those who had to carry on the task of administration, planning and reconstruction of the economic and social order of the country. The Home Minister's address is reproduced as Appendix III.

Census Schedules

7. (i) *House-lists*—Nowhere in the history of the census of India, did house-listing form part of the statutory census questionnaire. The numbering and listing of houses was purely an administrative arrangement to ensure complete coverage for the guidance of enumerators at the time of enumeration. But during the Census of 1961, a decision was taken to enlist all types of houses without any exception in a scientific way by collecting

statistics pertaining to the uses to which they were put, the number of rooms contained in census houses used for residential purposes, composition of the material of walls and roofs and number of persons residing in a particular census house. In case of census houses used as industrial establishments, namely, workshops, worksheds, and factories, data relating to the number of persons employed, the type of fuel and power used, and the nature of the products manufactured or articles processed, or servicing carried out have also been obtained for the first time. All these data have been collected for the first time at the instance of the National Buildings Organisation and the Ministry of Commerce and Industry.

Data on housing and information relating to industrial establishments are sadly lacking in this country and very little information on the character and level of activities of small establishments has been so far available. The house-list was, therefore, so designed as to incorporate all the details stated above at the specific request made in this behalf by the National Buildings Organisation and the Ministry of Commerce and Industry. These innovations served the double purpose of filling the gap in industrial and housing statistics and helping the enumerator in identifying the primary unit of our social structure, viz., the household, with reference to which all census data are recorded.

(ii) *Household Schedules*—In 1951, census record relating to some of the items of enumeration was preserved in the National Register of Citizens which the household schedule of 1961 replaces. It is designed to collect data on the chief economic activities of the household, namely, cultivation and household industry. The reverse of this schedule gives the census population record in respect of every individual enumerated in each household and furnishes such essential information as name, relationship to the head of the household, age, marital status, and description of work, if working.

(iii) *Individual Enumeration Slips*—Till the Census of 1931, the demographic and other details in respect of every individual in the country

were first transcribed on schedules from which they were later transferred in the Abstraction Office to individual slips by use of certain codes. But this practice was abandoned in 1941, when individual enumeration slip was introduced for the first time on which the census data were directly entered and sorted out in the tabulation office. The individual slip thus introduced has undergone various changes from census to census. The 1961 Census has improved upon its predecessors not only in the matter of its size which is bigger than that of 1951, but also its design. In 1951 the questions were merely numbered without the legend. The enumerator had, therefore, to refer oft and on to the instructions for ascertaining the item to which a particular question related. But this handicap was removed in 1961, as short description of the question is printed along with the number of questions and in case of certain important questions, geometrical designs have also been given to facilitate the recording of answers. The use of standard abbreviations printed on pulp board resulted in saving labour and time in recording answers given by the enumerators.

In addition to the usual demographic and social questions relating to name, relationship to head, sex, age, marital status, birth-place, nationality, religion, Scheduled Caste or Scheduled Tribe, literacy and education, mother tongue and subsidiary language, etc., more detailed information on internal migration has been gathered on the present occasion by adding two new questions. They ascertain from a person who is not born in the place of enumeration, (i) whether the birth-place was rural or urban, and (ii) if born elsewhere, the duration of his residence at the place of enumeration. Economic condition is sought to be ascertained by five questions. The basis so far in vogue for the collection of economic data was income or economic independence. It has been abandoned at the current census which lays stress on work or gainful employment, so that the category of workers would also include (a) family workers who are not in receipt of any income, or (b) working childrer whose earnings are not sufficient for their maintenance. This orientation of the concept of

work will help bring out a realistic picture of those economic activities wherein persons are working without actually earning some income, particularly members of the family other than the head, that is to say, women and children helping at family cultivation or household industries. Non-workers have also been separately categorised into (i) students, (ii) house-wives and persons engaged in unpaid home duties, (iii) infants and other dependents including permanently disabled or old persons, (iv) retired persons, rentiers and others who are in receipt of income without doing any work, (v) beggars, vagrants and others of unspecified source of existence, (vi) convicts in jails or inmates of penal, mental or charitable institutions, (vii) persons not employed before but seeking employment for the first time and (viii) persons employed before but now out of employment and seeking employment.

(iv) *Centralisation of Instructions and Uniformity of Illustrations*—The instructions to enumerators for filling up the individual enumeration slips and household schedules were discussed and finalised at the first Conference of the Superintendents after taking into consideration the points of view expressed by various States of the country. The instructions thus issued were so comprehensive and detailed that they covered all possible aspects of enumeration and ensured at the same time uniformity in procedure and work. Multiplicity in instructions and variance in illustrations were thus avoided by centrally evolving a common and uniform pattern.

Translation of schedules and instructions

8. The various census schedules and instructions finalised as above were translated into Gujarati with utmost care so as to avoid any doubt as to their meaning. Every word had, therefore, to be weighed from the point of view of the layman who was to work for enumeration as also of the still un-informed individual who was to be enumerated. Different terms and abbreviations to be used and questions to be put were, therefore, so worded as to ensure easy understanding by the respondent and bring forth correct answers to the various questions put by the enumerator.

Census preliminaries for Gujarat on the eve of Bifurcation

9. *Additional post of Superintendent*—It was at this stage when the necessary legal formalities were gone through and certain preliminaries relating to the organisation of the Census of 1961 were well under way that a decision to bifurcate the composite State of Bombay was taken by the Government of India. The immediate necessity of establishing a separate census organisation for the bifurcating States brought in its wake the problem of finding a separate Superintendent for the Gujarat State. An additional post of the Superintendent of Census Operations was created by the Government and Shri J. K. Gohel was appointed to take charge of that post. But Shri Gohel resigned from service before he joined his new assignment, and the Government was faced with the task of finding another officer to man it. It was at this stage that I came into the picture. Little did I know when I was informed that there was a trunk call from Shri G. L. Sheth, Secretary to the Government of Bombay in the Revenue Department, that it was in connection with my impending participation in the Census of 1961. I thought of all possible alternatives as to the purpose of the trunk call. The probable guesses that I made led me to surmise that working as I was at that time as a Member of the Rajkot Bench of the Bombay Revenue Tribunal, the call might be in connection with some advance intimation the Government wished to give me to keep in readiness to proceed to Ahmedabad, where the office of the Revenue Tribunal for the State of Gujarat was being set up. But, by some unknown process of intuition I also had a feeling that the trunk call might as well be in connection with the Census of 1961. The latter forecast came true when I actually received the call. Shri Sheth informed me that the State Government had proposed my name to the Government of India as Superintendent to be in charge of the census operations for the new State of Gujarat, and inquired whether I would be agreeable to accept the appointment. I had a difficult choice to make on the spur

of the moment — a choice between a fairly comfortable and independent office of a Member of the Revenue Tribunal on the one hand and that of a highly taxing post of Superintendent of Census Operations constantly working under heavy pressure on the other. My choice naturally fell on the latter, which was a job after my heart because of my association with all the previous censuses since 1931 and the opportunity it offered for doing some constructive work for the State of Gujarat shortly to come into existence. I, therefore, told Shri Sheth that I was inclined to accept his proposal since my name had already been proposed. He also gave me to understand that I would have to be in Bombay for some time to acquaint myself with the progress made so far in setting up the census machinery, arrange for the duplication of records and take necessary steps for the setting up of my office at Ahmedabad. This happened on March 10, 1960. The next day I received a message from the Divisional Commissioner saying that there was a trunk call from the Joint Secretary, Revenue Department, that I should resign my Membership of the Tribunal and proceed to Bombay immediately as I was to be in charge of the census operations for Gujarat. A demi-official letter to that effect was also received from the Chief Secretary to the Government of Bombay. I accordingly resigned my Membership of the Revenue Tribunal and proceeded to Bombay on March 15, and took over as Superintendent of Census Operations from March 16, 1960 on the additional post created for the purpose.

My grateful thanks are due to Shri B. A. Kulkarni for all the assistance that he rendered while I was at Bombay during the period preceding bifurcation. Fortunately, he was not absolutely unknown to me. I had already met him some time back during his visit to Rajkot when we had discussed certain important problems in connection with the forthcoming census, as he was informed by a common friend that I was associated with all the censuses since 1931.

When I took over at Bombay, the entire Secretariat was busy with the pressing problems of

reorganisation. The work of duplication of records had already been started before I joined. Steps were now to be taken by me for gathering the threads of work done so far, so that I should be able to weave them further without any entanglement. The difficulties involved in the organisation of the census under such unprecedented circumstances were forecast in no uncertain terms in the first letter which the Registrar General wrote welcoming me to the census organisation. He observed:—

“I fear that already a great deal of time has been lost and you will have an uphill task of it trying to organise the census of a newly formed State, the shift of the capital and the distribution of departments between Baroda and Ahmedabad will certainly cause some administrative inconvenience so far as you are concerned. But, since you have experience of Saurashtra, Kutch and Gujarat, the difficulties may not be so enormous.”

I thus came on the census scene on March 16, 1960. Securing of office staff, their deputation, office accommodation at Ahmedabad, arrangements for furniture, stationery, etc., claimed my immediate attention. It became abundantly clear to me that the tempo of reorganisation at the Secretariat was so great and the pressure of work so heavy that nothing short of personal contacts would avail under the circumstances. I met the Secretary of the High Power Committee appointed on the eve of bifurcation to tackle the problems of reorganisation of the new State and acquainted him with my difficulties. The things immediately began to move and show results. This shows that but for the foresight on the part of the Registrar General and the State Government in asking me to join immediately at Bombay, much precious time would have been lost and the entire time-table which subsequently went on so smoothly would have been totally upset.

Appointment of Office Staff

10. My first headache was to secure on deputation a nucleus staff required to establish the office at Ahmedabad. The new State itself was short

staffed and experienced dearth of trained personnel. In spite of this, it did its best to accommodate me and spared a number of persons including the Head Assistant, typist and two clerks. An upper division clerk was also made available later on.

Stenographer—A competent stenographer is indispensable for the efficient working of the office of the Superintendent of Census Operations. All attempts to recruit a suitable hand through the Employment Exchange failed. Efforts at recruitment through open market by advertisement in the press proved equally futile. For, the tests taken revealed that they possessed neither the speed professed, nor the efficiency claimed, not to talk of their utter lack of knowledge of spelling in English. I once again approached the State Government, as that was the only source from which a trained hand could be had. In spite of its own difficulties, it agreed to spare one from the General Administration Department. He had, however, to leave the census organisation after working for twelve months as he was not equal to the pressure of work in the census office because of his indifferent health. I was again faced with a situation in which I had to go without a stenographer. But this difficulty was fortunately removed by my being able to secure the services of another experienced and trained hand.

Two of the four statistical assistants who had already been taken on deputation from the Bureau of Economics and Statistics and the accountant had on loan from the office of the Accountant General, were transferred to Gujarat census as they were allotted to Gujarat State. Likewise, Shri K. F. Patel, the headquarters Deputy Superintendent was also transferred to the Gujarat census organisation. In Shri Patel, I had the one and only experienced hand who, because of his previous association with the Census of 1951 when he was in charge of the Tabulation Office at Baroda, proved to be an asset not only because of his past experience, but also because of his industrious and conscientious habits of work. The other staff did not lag behind. They rendered unstinted service in organising the new office in an alien place where they were utterly unknown and more

than compensated for their lack of experience in any of the past censuses by the enthusiasm and industry with which they worked without any regard for office hours. While it was not possible to get any more person on deputation either from the Secretariat or from the offices of departmental heads owing to the shortage of trained personnel with them, the raw hands that had to be recruited through the Employment Exchange were of little use in the census organisation which by its very nature demanded hard work and painstaking habits. Moreover, these raw persons took the first opportunity of going away immediately some permanent job was offered to them. The office had, therefore, to have recourse to having retired persons who, because of their past experience in administration, proved useful and worked shoulder to shoulder with the younger members of the staff.

The terms and conditions of deputation could not be settled in advance as the State Government was busy with the problems of reorganisation. This has, however, caused little difficulty in settling them later as the State Government accepted *in toto* the proposals made in this behalf. While the State Government servants on deputation were governed by the terms and conditions laid down by the Government of India, Ministry of Finance letter No. 3313-E.II(B)/57 dated October 9, 1957, the members of the State Civil Service were entitled to draw their grade pay *plus* a special pay of Rs. 150/- subject to the condition that the special pay did not exceed $33\frac{1}{8}\%$ of their basic pay, dearness allowance being payable at the rates admissible under the State Government rules and other allowances according to the Central Government rules. Incidence of leave salary and pension contribution was, however, regulated according to the provisions of Appendix III to the Accounts Code, Volume I.

Office Accommodation and Equipment

11. (i) *Location*—As for the location of office, Shri Kulkarni had already proposed to the State Government that the office of the Superintendent of Census Operations for Gujarat might be set up

at Baroda in view of the difficulty that would be obviously felt at Ahmedabad where a number of offices including the Secretariat was to be established. The Government, however, decided that the office of the Superintendent should be located at the headquarters of the State Government and that the needful would be done to provide accommodation for office as well as residence for the staff. This was a very wise decision. For, experience has shown that the office of the Superintendent of Census Operations must always be at the headquarters of the State Government, if the hurdles in the way of census that arise from time to time are to be expeditiously removed. Location of the census office outside the headquarters of the State would mean carrying on lengthy correspondence which takes its own time and fails to bring quick results. On the other hand, its location at the State capital facilitates the work and ensures quick decision by personal contacts, the great value of which can never be under-estimated.

(ii) *Accommodation*—Securing adequate office accommodation presented certain unforeseen difficulties. The Controller of Accommodation allotted for office use premises called 'Lalbai's building'. On receipt of the allotment order I thought it desirable that I should personally see them to make sure that they were suitable for office purposes. On personal inquiry on spot it was, however, found that no office could be started at the allotted place for another two to three months as the building was still under construction. The Controller of Accommodation was immediately contacted. This fact was also brought to the notice of the Secretary of the High Power Committee, who assured me that everything would be set right when Shri G. L. Sheth, who was in charge of making all arrangements for office and residential accommodation, visited Ahmedabad after a few days. I made it a point to visit Ahmedabad at that time and requested him to make available some space in the Secretariat itself as that would help me establish close liaison with the various Secretariat Departments, which was so very essential for a newly set-up office like the census. Despite Shri Sheth's desire to do so, paucity of

space came in the way of his acceding to my request. A private house which was requisitioned by the State Government was, therefore, made available for the use of my office. True to their promise, the State Government also made available residential accommodation to all the members of the staff including myself and every one of us had a roof to live under when we came to Ahmedabad. Fortunately, the building allotted to the census office was formerly occupied by a division of the Public Health Engineering which had a telephone connection also. This proved to be a great boon as this facility which was indispensable in the initial stages to establish contacts with the various departments of the State to set the census ball rolling in the State of Gujarat came handy to me at a time when others had to wait long in securing it. But this being a State Government connection, the telephone authorities threatened to disconnect it. The Registrar General, who was moved in the matter, obtained top priority from the Director General, Posts and Telegraphs, New Delhi, for the two connections required for the office and residence of the Superintendent. The only change which, therefore, took place was a change in number and machine.

(iii) *Office Furniture*—The office started without any furniture. Rents of furniture rose to unprecedented heights as office furniture was in demand allround. Minimum furniture required for immediate use was, therefore, obtained on hire till new furniture was ordered.

A sum of Rs. 2,000/- had been originally sanctioned by the Registrar General for the purchase of furniture required for the skeleton staff of the new office to be established at Ahmedabad. Further staff was also sanctioned to cope with the increasing pressure of work and the organisation of various special studies to be undertaken in connection with Census of 1961. The amount of Rs. 2,000/- was found to be inadequate as, just like hire charges, the prices of furniture had suddenly shot up at Ahmedabad where office furniture was in demand by quite a large number of offices that had to be set up at the State capital. The Registrar General was, there-

fore, moved to raise this amount to Rs. 5,651/- sanction for which was promptly obtained from the Ministry of Home Affairs.

Following the past practice, furniture and other equipment required for use in the census sections set up under District Census Officers and Charge Officers were made available by the Collectors and the local authorities in municipal areas as they functioned as branches of their respective offices.

(iv) *Stationery and Forms*—Stationery and forms proved to be another handicap. As this was thought of in advance, some stationery had been brought over to Ahmedabad from Bombay. But it was soon depleted and loan from various sources had to be resorted to. The difficulty in setting up a new office can very well be imagined, when it is borne in mind that the office had no equipment whatsoever to start with and purchases on credit were well nigh impossible for a Government office which was quite new and unknown. But the staff was bent upon setting up the office under any circumstances. They tried to manage not only by borrowing stationery from the Secretariat Departments but also by spending from their own pocket whenever necessary, as permanent advance could not be operated upon before my Deputy was declared drawing and disbursing officer, pending issue of orders notifying my appointment. Stationery was very late in coming from Calcutta. Indent for the stationery required was placed with the Controller of Printing and Stationery, Calcutta, on the first working day of the office at Ahmedabad, i.e., on May 2, 1960; but it was received in part only after a period of 3½ months. The entire indent was never received in full and the instalments were spread over a pretty long period. The result was that local purchases of stationery had to be frequently resorted to for meeting the immediate requirements. The difficulty in running the new office without the requisite stationery was so great that some workable *via media* had to be found out as there was a limit to the extent of borrowings from other departments. The State Government was, therefore, approached to make it available from the Director of Printing and

Stationery by book adjustment—a sanction which was readily accorded. Simultaneously, the Registrar General expedited all such matters whenever the difficulty was brought to his notice. Thus, what with the help rendered by the State Government and what with the expeditious sanctions given and indents placed by the Office of the Registrar General, my office started functioning in a normal manner even within less than a month of its commencement. When the Registrar General visited Ahmedabad on May 24, 1960 he was relieved to find that the initial difficulties had been overcome and that the census organisation was well on its way in Gujarat just like any other in the country.

12. (a) *Paper*—Supply of paper did not present any difficulty. The Registrar General had made advance arrangements for the adequate supply of paper which was required in quite a large quantity for the printing of circulars, forms, registers, instructions, etc. Three wagonloads of paper were received while I was at Bombay to make preliminary arrangements. One containing 1,000 reams was diverted to Baroda as quota for Gujarat and stored with the office of the Collector, as no Government Press was started at that time at Ahmedabad. This supply made it possible for the Superintendent also to meet the requirements of paper on the part of the District and Charge Census Officers to whom a total number of 108½ reams was despatched directly from Baroda.

(b) *Typewriters, Duplicators, Calculating Machines, etc.*—The workload of typing in the office of the Superintendent is indeed very heavy from the very start and requires not only a sufficient number of typewriters, but also machines of good quality to cope with the increasing tempo of work. Absence of typewriters was felt since the first day of working in the new office. For, though the order for the purchase of two typewriters was given while at Bombay, the machines were yet to be received. The initial correspondence which had to be attended to at that time on a priority basis was carried out in pencil or ink during the first few days, as attempts to get one on hire did not succeed. But I am happy to say

that the Chief Secretary, to whom this difficulty was pointed out, immediately made available on loan one typewriter from the secretariat. Another was brought from Baroda, where the regional office had already been started. More machines required later had to be taken on hire. But they were not easily available and those available were not in proper working order, charged heavy rent and were useless for any good and fast typing work. One duplicating machine was also purchased and received in the office on June 4, 1960. Its quick supply helped to no small extent the organisation of census in the newly formed State of Gujarat. The work in the interim period was managed by the staff with the good will of the various departments of the State secretariat and the office of the Collector. Two calculating machines were also made available by the Registrar General at the time of the second conference of Superintendents. In the initial stages, the entire staff was put to heavy strain owing to the non-availability of sufficient number of typewriters, absence of calculating machines and duplicator. But all these difficulties soon disappeared as they were already foreseen by the Registrar General who made all arrangements for their speedy supply.

(c) *Library*—This office was without a good library as most of the past Census Reports as well as other books purchased during preceding censuses were kept at Bombay as second copies were not available. This was also the condition of the secretariat library which could bring from Bombay only those books, for which second copies existed in the Bombay Secretariat. There was a limit to the books that could be purchased from the usual grant placed at my disposal. Attempts were, therefore, made to build up a library by calling lists of books with the various Collectorates and making selection of those likely to be useful for census purposes. In this way, a total number of 286 books have been obtained on loan. They comprised past Census Reports, books on economics, sociology, livestock survey, District Gazetteers, reports on departmental administration, etc. Books brought from Bombay and those purchased are printed

as shown in Appendices IV-A and IV-B.

Printing

13. (a) *Printing of Census Schedules, their Storage and Distribution*—All the census schedules, namely, house-lists, enumeration slips and household schedules were centrally printed at the Central Government Press, Nasik and directly despatched to the District Census Officers either by truck or rail where movement by road was not possible owing to the advent of monsoon. The trucks carrying the schedules for Banaskantha and Surendranagar districts had to be unloaded and stored in the central office at Ahmedabad as roads were washed out due to heavy rains. They were later despatched by truck to their destination in the months of July and August.

Requirements of census forms for the areas included in the State of Gujarat were worked out at Bombay before bifurcation on the basis of 25 per cent increase in population. After the mid-year population was estimated from the house-lists which revealed an increase of 26.81 per cent, these estimates had to be revised. Requirements of some of the districts, Broach and Surat in particular, had also to be adjusted owing to certain territorial changes after bifurcation. The Collectors were requested to make fresh estimates which were delayed from a number of districts. Meanwhile, to avoid last minute rush, the required quantity of additional forms was sent from the reserves maintained at the headquarters. The Nasik Press was simultaneously expedited which did its best to print and deliver the additional requirements in good time. The work done in connection with the printing of the various forms by the Nasik Press and the arrangements made by the Superintendent of Census Operations, Maharashtra, for their timely movement to various districts was so well organised that no difficulty was experienced because of the subsequent increase in the requirement of forms due to rise in the percentage of growth of population during the past decennium being higher than originally estimated.

(b) *Printing of Forms, Registers, Instructions, etc.*—Excepting the main census schedules and

publicity posters and folders printed centrally, the rest of the printing, viz., numerous circulars, census registers and census forms like charge and circle summaries, enumerator's abstracts, manuals of instructions for census workers on house-listing and enumeration, forms for Post Enumeration Check, etc., had been undertaken by the State Government Presses at Baroda, Rajkot and Bhavnagar and also at Ahmedabad, where a small press had been set up to begin with. The State Government had its own heavy programme of printing arising from the problems of reorganisation. The Director, State Printing and Stationery, was, therefore, requested to invite quotations and arrange for the printing of census material from local presses, so that the census work which had by its very nature to be done according to a fixed time-table, did not suffer. For, issue of timely instructions and supply of forms and registers well in advance were absolutely essential for the successful organisation of census operations in the State. Though this fact was repeatedly brought to the notice of the Director not only in writing but also in person, his zeal and ambition to do the work at Government Presses despite repeated failures to deliver the goods in time proved to be a great handicap. My office had, therefore, to resort to the expedient of sending cyclostyled circulars in advance followed by printed copies for distribution to a large number of census workers, so that timely action could be taken to carry out the various stages of the census programme. The District Census Officers were equally conscious of their responsibility and repeated the instructions to the census workers working under them. Appendix V gives the details of census circulars, forms and registers, instructions and publicity material printed at the State Government Presses.

Procurement of Maps

14. Efforts were made to secure State, district and taluka maps from all available sources, namely, the State Director of Printing and Stationery, Settlement Commissioner and Director of Land Records, Photo Zinco Press, Poona

and the Map Records Issue Officer, Dehra Dun. All the maps required could thus be procured. But it was found that quite a number of them did not show the latest territorial changes in the boundaries of the districts and talukas which had taken place during the past decennium, and were pretty numerous in some of the districts of Rajkot Division. Five copies of taluka and district maps thus obtained were sent to the Collectors with a request to bring them up-to-date with the help of the District Inspectors of Land Records by incorporating therein all the territorial changes and showing the boundaries of different talukas and districts as they stood on May 1, 1960, when the new State was inaugurated. They were also requested to send five blue prints of all such final maps after they had been certified to be correct and up-to-date by the District Inspector of Land Records. But the matter did not end here. For, changes in territorial boundaries were taking place even after bifurcation in spite of the Registrar General's request to State Governments conveyed through the Chief Secretaries under his D. O. No. 6/12/59-RG dated July 9, 1959 that no changes in the jurisdiction of taluka, district, etc., should be made between December 1959 and April 1961 and that all contemplated changes in the jurisdiction of taluka, districts, etc., should be finalised and notifications issued by the State Government before the end of 1959. This request was revived by me immediately on the formation of the new State and the State Government requested not to make any territorial changes till April 1, 1961. This was very necessary as any change in jurisdiction might disturb the arrangements for the delimitation of areas for census purposes and might diminish the utility of census information to the State Government in the next decade. As late as September 27, 1960, the Government published in the State Gazette Notification No. TLC/ 2660/A-5541-L constituting with effect from October 1, 1960 two more mahals—Nizar and Uchhal—in Surat district by excluding certain villages from Songadh taluka of Surat district and Sagbara mahal of Broach district, when house-listing was over and when essential preliminaries

in respect of enumeration had been concluded. This upset the census programme not a little in the districts of Surat and Broach. They affected the location code numbers already given and necessitated preparation of fresh maps and registers and estimates of forms. At long last the State Government acceded to my request and issued freezing orders under General Administration Department No. CNS-2059-A2 dated October 17, 1960 directing that there should be no further territorial changes in the jurisdiction of districts, talukas and mahals till the end of Census Operations in April 1961.

Simultaneously, the Agriculture and Lands Department, Collectors and municipal authorities were requested to furnish copies of notifications in respect of territorial changes effected since 1951. Survey Department was likewise approached for details of corresponding changes in area figures. But the response received was not wholly satisfactory. Even today, some of the notifications are not traceable and the discrepancies in area figures of different units as communicated by the Surveyor General and those furnished by the district Collectors and the Survey Department were ultimately reconciled by the settlement Commissioner calling a meeting of all Superintendents of Land Records and District Inspectors of Land Records for their finalisation on spot. Area figures are also not available for some of the municipalities which came into existence only recently. Request for a fresh survey in such cases has received scant response.

In some of the Princely States survey operations were started only after integration of these units either into the State of Saurashtra or into the State of Bombay. There are still some areas, where survey operations are not completed. Moreover, all the village sites are unsurveyed and even in municipal areas where city survey has been introduced, there are cases where latest boundaries are not obtainable. In all such cases instructions have been given that notional maps should be prepared wherein boundaries of charges, circles and blocks should be delineated. It is a matter of gratification that the District Census Officers

have tried their best to discharge this part of their duty to the best of their abilities by getting maps showing the latest boundaries of the districts and talukas duly verified by the District Inspectors of Land Records.

15. (a) *Urban Classification*—Till the Census of 1951, there was no uniformity in the criteria prescribed for distinguishing urban areas from rural. The definition of town, therefore, varied from State to State and the places were treated as towns, if, in the opinion of the State Government, or the Superintendent of Census Operations, they were deemed to possess urban characteristics. In view, however, of the increasing importance of studying urbanisation in all its varied aspects, the Registrar General, at the very outset, emphasised the need for a uniform treatment by strictly defining the concept of 'Town.' For the purposes of the Census of 1961, town has been defined as a place having a municipality or a cantonment or a place with a population of 5,000 and over, if 75 per cent of its male population pursued non-agricultural activities. These tests were prescribed and communicated to the Collectors with a request to furnish a list of places to be treated as towns in 1961. The final lists thus prepared were sent to the State Government and the Registrar General for approval. As against 243 places treated as towns in 1951, 181 qualify to be treated as urban according to the test prescribed in 1961. While 78 places treated as towns in 1951 have been omitted in 1961, 16 places have been added for the first time.

(b) *Organisation of census in Urban areas*—Census in urban areas has been organised on just the same lines as those in rural areas, except for this difference that the municipalities having a population of 20,000 and more were treated as separate charges under the Chief Officers who acted as Charge Officers, while those having less than 20,000 were placed under the Charge Officers of the taluka in which they were situated. The organisation of census in municipal areas requires a little more care in supervision as it has been found that some of the Chief Officers did not sufficiently realise the importance of census work and allowed it to drift and be managed by

subordinate officers. But where the Chief Officers took personal interest in the work as was seen at a number of places, the quality of work was up to the mark.

The Octroi Superintendent, Ahmedabad Municipal Corporation, was placed in charge of census operations for the areas included within the limits of the Ahmedabad Municipal Corporation. He worked as Charge Officer under the guidance and supervision of the District Census Officer, Ahmedabad District. In view of the complicated nature of the census organisation in such a large industrial and highly urbanised area as the city of Ahmedabad, certain special staff was provided to cope with the large extent and increasing pressure of census work in this city. It would be better if, in future, the status of the Census Officer for the city of Ahmedabad is raised to the level of a District Census Officer and one of the Deputy Commissioners of the Corporation entrusted with the responsibility of census work under direct supervision of the Superintendent. For, such an officer would be in a better position to co-ordinate the work and secure the co-operation of various departments of the Corporation because of his higher status.

Touring

16. (a) *Touring of Census Superintendent—Availability of Transport*—In such an important and extensive national programme as the census which comes only once in a period of ten years and is easily forgotten thereafter, touring by the Superintendent on an intensive scale is the only way to make himself known and felt and get things done by personal contacts. I, therefore, made it a point to visit as many district headquarters as possible and contact the Charge and Section Officers in a meeting convened in the presence of the Collector to explain to them the importance of the census in the context of development and planning, the comprehensive nature of the data it seeks to collect and the useful and conscientious role that all concerned should play to make it a success. Out of 17 districts in the State, I visited as many as 14 during the first

stage of house-listing and house-numbering and the rest were visited by my Deputy Superintendent who arranged similar meetings at the district level. At the second round which I undertook during the second stage of enumeration, I again covered an equal number of districts including those left out during the first round. The District Census and Statistical Officers, sub-divisional and taluka officers and the three Deputy Superintendents who were appointed in advance to be later placed in charge of Tabulation Offices also toured extensively. The cumulative effect of all this touring was to bring forth unprecedented co-operation from whomsoever it was sought and ensure intensive organisation of training, supervision and checking of the census work at various levels.

(b) *Facility of Transport*—My touring was greatly facilitated by the jeep station wagon which the Registrar General arranged to make immediately available. The facility of a station wagon so very essential for establishing contacts at a time when the census organisation was being newly established in Gujarat cannot be underestimated. It rendered the task of organisation easier by establishing personal contacts so very essential for clarification of doubts, removal of difficulties and guidance on spot in solving the problems of organisation. Since the commencement of the census organisation in Gujarat till the close of enumeration, I toured 12,814 kilometres, visited 49 places, addressed 50 meetings both for organisation, training in house-numbering and enumeration and instructions for the conduct of various special surveys and studies. These tours helped in taking stock of the situation and observing at first hand the progress made from time to time in the various parts of the State.

(c) *Touring by other Officers*—Similar tours were also undertaken by Census Officers at district and taluka levels. The touring by District Census Officers was likewise facilitated as the local Government at my request issued orders under R.D.D. No. JEEP/1060/13392-D dated August 30, 1960 making available the district Pool Jeep for census work without detriment to block work on the payment of usual charges prescribed for State

Government Officers.

Travelling allowance according to the service rules applicable to them was permitted to be drawn by these officers for the journeys undertaken by them exclusively in connection with the census work, provided they were not in receipt of P.T.A. or did not draw travelling allowance for performance of other departmental duties.

17. (a) *Any special Administrative or other difficulties*—Administrative difficulties under the circumstances in which the census organisation came to function at the capital of a new State would have been enormous, had it not been for the continuous co-operation and help rendered by the State Government. It acceded to all the requests made by me from time to time to speed up the various items of the census programme. Despite shortage of staff in their own departments, they tried their best to accommodate me by sparing on deputation such of the persons as they could do. Even when there was some natural hesitancy on the part of the head of the department to do so, it was easily overcome at the higher level where the importance of the census work was fully appreciated. The Chief Secretary himself took a keen and lively interest in the census work by doing all that was possible to facilitate the organisation of census in Gujarat. But for the sparing of nucleus staff while at Bombay, allotment of office and residential accommodation for staff and other facilities at Ahmedabad as and when required, the quick functioning of the office even during the first week of the inauguration of the new State would have been hardly possible. At my request, the Chief Secretary issued a circular No. CNS-1160/A dated May 27, 1960 explaining the importance of census which is a nationwide administrative operation and enjoined upon all the employees of Government to accept and perform readily any work connected with enumeration entrusted to them by responsible local census officers.

(b) This time the census work was very much facilitated by the State Government placing Personal Assistants to the Collectors in charge of census operations at the district level who were,

in turn, guided by the Collectors and supervised and controlled by the Divisional Commissioners to whom monthly progress reports were also to be furnished. Their full-time attendance to census duties was rendered possible by the Collectors progressively relieving them of their other duties. The special census staff which was provided at the district as well as at the charge levels conduced to the timely disposal of work as the District Census Officers made it a point to have experienced hands on deputation. No particular administrative difficulty was, therefore, experienced in the organisation or conduct of the census except in a few municipal areas, where the work was sometimes found to be lagging behind owing to lack of proper interest in census work on the part of Chief Officers. In such cases a timely word to the Collector or Municipal President proved effective in setting things in order.

(c) There were two occasions on which provisions of law had, however, to be invoked. The first instance took place in two villages of the Lunawada taluka of the Panchmahals district, where the villagers intentionally refused to give replies to the census questionnaire and obstructed the census workers in the discharge of their duties. The ring leaders had to be prosecuted. Another instance occurred in the Junagadh district, where the State Government directed prosecution of certain persons who wilfully gave wrong answers in reply to the question on mother tongue. Barring these two exceptions, there was not a single occasion when legal action had to be taken. On the whole, the atmosphere was one of wholehearted co-operation from all quarters rendering any such action unnecessary.

Accounts : Budget

18. The budget estimates for the year 1960-61 were originally prepared by the Superintendent of Census Operations, Bombay, for the entire Bombay State including the area now comprised within the Gujarat State and sanction for a total amount of Rs. 2,607,000/- conveyed under the Registrar General's letter No. 4/40/60-RG dated the April 21, 1960. Subsequently two separate budgets, viz., (1)

for Gujarat, Rs. 1,014,991/- and (2) for Maharashtra, Rs. 1,592,009/- were prepared. On bifurcation of the Bombay State into Gujarat and Maharashtra States, a total grant of Rs. 1,014,900/- was allotted to the Gujarat circle of accounts by reappropriation from the sanctioned grant of the Bombay State. (vide Registrar General's letter No. 4/40/60-RG dated July 4, 1960). This amount was subsequently raised to Rs. 1,269,850/-. Provision of grants made under different sub-heads for 1960-61 and 1961-62 and actual expenditure incurred during the year 1960-61 are shown in Appendix VI.

By General Administration Department letter No. CNS-1060-B dated November 18, 1960, the entire expenditure on census work under "B-Enumeration" was directed to be initially borne by the State Government which made necessary provision for the same in its budget and placed the grants at the disposal of the Collectors. To begin with, the State Government sanctioned an amount of Rs. 487,500/- for the period from 1-5-1960 to 30-9-1960. This amount was subsequently raised to Rs. 1,072,500/-. These grants covered the expenditure both for the municipal and non-municipal areas. Municipalities had to incur expenditure initially from their resources. This expenditure was reimbursed by the Collectors to the municipalities on receipt of the details of expenditure incurred by them. The expenditure in non-municipal area was met from grants placed at the disposal of Collectors. At the end of the year, the expenditure incurred by the State Government was reimbursed through the Accountant General from the Central Census Grant.

If the expenditure under this sub-head were to be debited directly to the central grant, it would have been necessary to maintain a big accounts section for drawing and disbursing the amounts to various Collectors and municipalities. Alternatively, if the central grants were placed at the disposal of the Collectors, it would have necessitated delegation of fresh financial powers to Collectors and other officials. The placing of grants at the disposal of Collectors by the State Government in the first instance to be later re-

couped by the Centre enabled them to carry on the work smoothly under the normal financial powers delegated to them.

19. *Receipts* — Under Rule 3 of the Bombay Local Authorities Census Expenditure Contribution Rules, 1960, notified by the Government of Bombay in exercise of powers conferred by Section 6 of the Bombay Local Authorities Census Expenses Contribution Act, 1950 (Bom. XXIII of 1950 published in the Bombay Government Gazette Extraordinary, Part IV-B dated March 15, 1960), municipalities and Municipal Corporations are required to contribute 50 per cent of the total expenditure in connection with the taking of census in all its stages within the limits of the municipalities. Since the actual expenditure for all the stages will be available only on the conclusion of the census work, this expenditure is tentatively estimated to be about Rs. 100/- per thousand of 1951 population on an *ad hoc* basis. Accordingly, all municipalities and the Municipal Corporation, Ahmedabad, were requested to credit 50 per cent of the amount payable by them, i.e., Rs. 50/- per thousand population in two instalments, first instalment during 1960-61 and the second in 1961-62. The total amount of the contribution payable by the municipalities on an *ad hoc* basis works out to be Rs. 192,749/- vide Appendix VII. A sum of Rs. 188,969/- has been paid by the municipalities so far.

Similarly, under Rule 4 of the aforesaid Rules, each District Local Board has to contribute towards 1961 Census expenditure at the rate of Rs. 250/- for each taluka or mahal or part thereof comprised within the limits of the area of the District Local Board. An amount of Rs. 46,250/- representing the contribution of District Local Boards was recovered fully in the year 1960-61 vide Appendix VIII.

Method of keeping Census Accounts

20. The following registers are maintained:—

(1) Cash Book, (2) Permanent Advance Register, (3) Bill Register, (4) Register of Contingent Expenditure, (5) Dead Stock Register, (6) Liability Register, (7) Leave Salary Contribution Register

and (8) Library Register.

In respect of the expenditure under the Sub-head "B-Enumeration", initial accounts are maintained by the Collectors who furnished monthly expenditure statements to this office in prescribed proforma. They were directed to get the expenditure incurred by them reconciled monthly with the expenditure booked by the Accountant General's office before final adjustment between the State and Central accounts was carried out. Necessary instructions in this connection were issued to the Collectors as per this office letters No CSF-2 dated 26-12-1960, 28-1-1961, 9-2-1961 and 18-2-1961. All the Collectors accordingly reconciled the figures of expenditure incurred by them and an adjustment of Rs. 1,086,941-46 was carried out by debit to Central Census Grant and credit to State Government before the close of the Accounts for the year 1960-61.

Rules laid down in the Central Government Compilation of the Treasury Rules and Accounts Code and General Financial Rules are followed in the maintenance of accounts. The accounts are maintained in the single entry system of book-keeping. Services of an experienced hand were taken on loan from the office of the Accountant General as accountant in this office. In the beginning he

had to work both in the capacity of an accountant and a cashier but in the latter part of the year, a retired accountant from the Treasury office was appointed as a cashier. A lower division clerk was also added to the accounts section as the tempo of work increased.

Financial Powers

21. As a result of the past experience gained by the Registrar General during 1951 Census as Superintendent of Census Operations, West Bengal, the handicaps from which a Superintendent of Census Operations suffers were too well known to him to be overlooked. He, therefore, made it a point to arrange for the delegation of adequate financial powers to the Superintendents to create temporary posts to man the office and incur contingent expenditure, immediately on the formation of the offices. Hence the difficulties usually experienced in the past have not arisen this time.

The powers delegated to the Superintendents of Census Operations are summarised in Appendix IX.

Permanent advance

22. The following amounts of permanent advance were sanctioned for the census offices:—

Sl. No.	Name of the Office	Amount sanctioned Rs.	Authority of the Registrar General
1.	Office of the Superintendent of Census Operations	200/-	No. 3/2/59-RG of 3-5-60
2.	Office of the Deputy Superintendent of Census Operations, Ahmedabad	100/-	-do- of 26-12-60
3.	-do- Surat	100/-	-do- of 26-12-60
4.	-do- Rajkot	100/-	-do- of 29-4-60
5.	-do- Bhavnagar	100/-	-do- of 28-11-60

No doubt, in the beginning due to heavy rush of expenditure in this office, which was to be set up anew at Ahmedabad, there were some difficulties in meeting all the expenses from the sanctioned amount of the permanent advance of Rs. 200/-. But they were overcome partly by booking railway parcels 'freight to pay' wherever possible and partly by persuading the local deal-

ers to prefer bills for supplies made by them with the understanding that the payments thereof will be arranged within a period of one month. At times, to meet immediate needs, amounts had to be drawn on abstract bills from the Treasury and detailed contingent bills thereof submitted to the Accountant General subsequently.

The working of the census organisation was

to no small extent facilitated by the prompt approval of and sanctions given by the Registrar General to the proposals made by the Superintendent either in the matter of creation of posts or in the matter of incurring contingent or other expenditure. Every care was taken to effect all possible economies in the expenditure incurred as also in the scrutiny of the financial propriety of the proposals made to the Registrar General with the result that there was not a single instance in which the sanction sought for was not accorded.

Some initial difficulties in the matter of finance

23. Though this office was started as an independent unit from May 1, 1960 on bifurcation of the former Bombay State into Gujarat and Maharashtra States, it had no drawing officer, as the appointment of the Superintendent was not notified and the powers of the 'Head of Office' delegated till August 22, 1960. Drawal of money from the Treasury for meeting any expenses connected with the office was not possible though a permanent advance of Rs. 200/- was sanctioned by the Registrar General under his letter No. 3/2/59-RG dated May 3, 1960. The result was that the salary of the office staff for May 1960 and a number of bills of the contractors which were pending could not be paid in time. In a city like Ahmedabad to which the staff coming from Bombay was entirely unknown, it was also difficult to purchase materials locally on credit. Even railway freight could not be paid for parcels received for want of delegation of financial powers. This office had, therefore, requested the Registrar General to declare Shri K. F. Patel, Deputy Superintendent of Census Operations as drawing and disbursing officer in respect of pay and allowances of the staff and contingencies and controlling officer for T. A. bills for journeys performed by him and other members of the staff. The Registrar General issued necessary orders immediately under his letters Nos. 3/55/59-RG dated June 14, 1960, June 28, 1960 and July 19, 1960. It may, however, be mentioned that initial contingent expenses on small items could be partially met from the balance of Rs. 164.44 np out of an amount of Rs. 500/- drawn by the

Superintendent of Census Operations at Bombay on an Abstract Bill in April 1960 for shifting office records from Bombay to Ahmedabad.

Miscellaneous

24. (a) *Conferences of Superintendents of Census Operations*—A vast undertaking that census is, calls for much pre-thought and planning for its successful organisation at various stages. All those who are charged with this responsibility must put their heads together from time to time to evolve a comprehensive formula of work which would meet all eventualities without leaving any scope for doubt in the interpretation of concepts and understanding of nuances in their application to practical work. For this purpose the conferences of Superintendents of Census Operations convened from time to time by the Registrar General have proved to be of immense value in arriving at a mutual understanding of common problems and assessment of those peculiar to one's own area. Similar meetings at lower levels have been found to be equally useful in tackling the problems of organisation and successful conduct of census operations through various stages in the States.

(b) *Telegraphic Address*—As it was anticipated that many telegrams will be received and sent by the office of the Superintendent, an abbreviated telegraphic address 'GUJCENSUS' was registered for this office at Ahmedabad on June 23, 1960. This has really resulted in saving and reduction in expenditure on telegrams.

(c) *Facilities given by Railways and Postal authorities for Census despatches*—At the request of the Registrar General, the Railway Board issued instructions to the General Managers of all Railways in India to ensure that all consignments containing census forms and materials when booked by rail should be moved expeditiously, taking care to see that none of the consignments was misdespatched or otherwise detained. The consignments containing census materials were, therefore, ordered to be marked 'Census Immediate' to enable the railway authorities to spot them and keep a special watch over their movement. Similarly the Director General of Posts and

Telegraphs arranged for expeditious transmission of letters, packages, telegrams, etc., posted or booked by the census authorities. It was directed that all postal articles bearing a rubber stamp 'Census Urgent' on address side should be handled by all post offices and Railway Mail Service section very expeditiously and should not be detained unnecessarily at any stage. As regards state telegrams in connection with census, it was further directed that all telegrams bearing indicator word 'Census' should be charged for as the first word of address and given priority over other telegrams of the same class at all stages. Both these circulars helped a great deal in ensuring quick transmission and delivery of census material and communications.

(d) *Census Records*—Twelve copies of bound volumes containing printed circulars issued by this office in connection with the Census of 1961 and two copies of volume of cyclostyled circulars and other important instructions issued by this office have been preserved with the office records for future guidance. Other files preserved are shown in Appendix X-Parts A & B.

The Census Publicity

25. Not only to the masses but even to most of the intelligentsia, the census is mere counting of heads and its more important aspects, demographic, social, cultural and economic, about which the census data are collected are generally lost sight of. Instances are not rare where census is confused with elections. Even some of those highly placed are prone to this error. This shows the general indifference and lack of proper appreciation of the aims and objects of this nationwide programme which plays a very vital role in the planning and development policies of the country. This is but natural when the association of the people with the census is narrow and their commerce limited. For, by its very nature it is an organisation which has to be set up only temporarily every ten years and, therefore, likely to be easily forgotten thereafter. The extent to which the census succeeds is mainly dependent on the completeness and accuracy of the replies given by

the public which should be fully familiarised not only with the aims and objects of the census, but also with the nature of the census questionnaire and the replies expected. Thanks to the widespread publicity undertaken during the current census by adopting all possible modes of publicity, comprehensive knowledge about its aims and objects was disseminated amongst the public which were made keenly alive to their sense of duty towards the census and the important role every citizen had to play to ensure the success of this national programme.

(a) *Press-(i) Slogans*—Census slogans emphasising the importance of census in the context of development and the country's Five-Year Plans and the duty of the citizen to preserve the census house numbers and give accurate and correct answers to the census questionnaire were published from time to time by the local newspapers. (ii) *Articles*—Articles on various aspects of the census were written and published in the local newspapers, college magazines and municipal bulletins.

(b) *Posters and folders*—Four posters, namely, (1) Census is essential, (2) Census (textual posture), (3) Census helps them all and (4) Census helps planned consumption, were centrally designed and 7,800 copies in English and 32,900 in Gujarati were received from the Director of Advertisement and Visual Publicity, Ministry of Information and Broadcasting, New Delhi. 500 copies each of the following folders in English in addition to 112,300 each in Gujarati were also received from him:—

1. What is Census and why should we have one?
2. How Census is taken?
3. Growing importance of Population Census.

The Director of Advertising and Visual Publicity arranged for their direct despatches to (1) the Director of Information for distribution to his subordinate Publicity Officers, newspapers and periodicals, educational institutions, social service organisations, Bharat Sevak Samaj, Y. M. C. A., reading rooms, etc., (2) the Development Commissioner for distribution to Block Development Officers, (3) the Public Relation Officers of railways and postal circles for distribution among staff in

their offices and (4) Field Exhibition Units, Five-Year Plans, Regional Offices, etc. The District Census Officers were, therefore, asked to supply posters and folders only to those officers who did not receive them direct, i. e., to Charge Officers, municipalities and gram panchayats for distribution to census workers.

(c) *Press Conference*—A press Conference of the representatives of all the leading local as well as important outside newspapers was convened in my office as soon as the mid-year estimates of population were compiled. A note explaining the various aspects and stages of census operations was prepared and circulated to the press representatives, who gave them widest publicity in their newspapers.

(d) *Meetings and Lecture Tours*—Two census conferences were held at Ahmedabad, one on July 26, 1960 and another on November 21 and 22, 1960 for imparting training to District Census Officers and District Statistical Officers for stages I and II relating to house-numbering and enumeration respectively. The latter was inaugurated by the Chief Secretary and also attended by Shri D. Natarajan, Deputy Registrar General, who was touring this State at that time. After the enumeration was over, a meeting was called on March 25, 1961 when instructions for carrying out Post Enumeration Check, reimbursement of census expenditure the municipalities had incurred from their own funds and reconciliation of census expenditure with that booked in Accountant General's office were given.

A special study camp of all the District Statistical Officers including the statistical assistants working in the development blocks was also held at Ahmedabad on October 10 and 11, 1960 for imparting training in the Socio-Economic Survey of selected villages. Progress made was reviewed at a later meeting held on April 28, 1961. Meetings of census workers were convened not only at the State level but also at the district and taluka levels, and even in the remotest corners of villages and addressed by the Superintendent, Deputy Superintendents, District Census Officers, District Statistical Officers and

Charge Officers according to a training programme circulated in advance.

In rural areas, Gram Sabhas were convened and a talk on the census by some responsible officer arranged. It was directed that as many meetings as possible should be attended by the District Panchayat Officers, Charge Officers, Block Development Officers, Section Officers and taluka panchayat officers themselves and the rest by others. A detailed programme for the whole charge was to be so prepared as to cover each and every panchayat in a taluka or mahal wherein the Gram Sabhas should be addressed and census questionnaire explained with reference to the replies to be recorded.

(e) *Film*—The film strips entitled "the National Roll-Call" were distributed to the District Publicity Officers through the State Directorate of Information for showing them in the districts. The film had great educative value in that it explained the utility and importance of the census to the general public in a simple and effective manner. But, in the district of Dangs, where facilities for showing the film did not exist, the Collector proposed to organise census publicity by cultural shows for which a special grant was sanctioned. He also arranged for census publicity at an agricultural show put up at Ahwa, the district headquarters when the exhibits displayed at the all-India Khadi and Village Industries Board Exhibition at Bhavnagar were also put up.

(f) *Leaflets, brochures, pamphlets*—In order to familiarise the rural folk with and interest them in the census programme, printed leaflets giving census questionnaire and the replies expected were distributed freely to the Gram Panchayats. In municipal areas, census questionnaire and articles on the census were published in the municipal bulletin and pamphlets appealing the public to co-operate in census work distributed.

(g) *Lantern slides*—215 slides in Gujarati were allotted to this State by the Directorate of Advertising and Visual Publicity, Government of India, and were distributed to all districts, except Dangs, where no facility to exhibit them

was available. The District Census Officers distributed them to cinema houses for publicity upto March 5, 1961 free of screening charges.

(h) *66th Session of the Congress and the All-India Khadi and Village Industries Board Exhibition—*

The 66th Session of the all-India Congress was held at Bhavnagar in January 1961 when people from all parts of the country visited that place in large numbers. The all-India Khadi and Village Industries Board organised an exhibition on that occasion. This appeared to be a unique opportunity for census publicity. This matter was brought to the notice of the Registrar General who desired that immediate steps should be taken to organise publicity at the said exhibition. The State Director of Information and Publicity who was contacted readily agreed to give all co-operation in this work. Two stalls were put up, one at the pavilion of the Central Government and another at the pavilion of the State Government. The expenses in connection with the former were borne by the census organisation, while those for putting up the stall at the State pavilion by the State Government. Maps showing mid-year population, graphs depicting movement of population from census to census and large size census forms consisting of house-list, individual enumeration slip and household schedule were prepared and displayed along with placards which pictorially represented the different stages of census operations and illustrated the various uses to which the census statistics are put. Census folders in English and Gujarati and special leaflets on the census questionnaire were freely distributed at the exhibition. Films of 35 and 16 mm. were also arranged to be exhibited on the exhibition grounds by the State Directorate of Publicity. Both the stalls were visited by a large number of persons who also included dignitaries like the Prime Minister, Ministers of the Central and State Governments and thousands of outside visitors who took very keen interest in the exhibits displayed.

(i) *Census Advertisements and Cartoons—*Three paid advertisements were published and repeated at frequent intervals in local newspapers and prominent English dailies like the *Times of India*, *Indian*

Express, etc. The first related to house-numbering and displayed the sketch of a house with the census number painted on the wall by the door. The public were requested to preserve this number intact and help the Population Census in every way which would be conducted from February 10 to March 5, 1961. The second related to enumeration and displayed a cartoon of enumerator recording entries in respect of various members of the household, who had gathered around him for the purpose. While the public were enjoined to give all co-operation and help in this national task, an assurance was given in both these advertisements that the information furnished would be privileged and strictly confidential. These advertisements proved very helpful in highlighting the census programme and drawing pointed attention of the people to their duty towards the census. The third advertisement related to special enumeration of scientific and technical personnel. It gave a facsimile of the postage prepaid enumeration card to be filled in by every such person. It was left at the first round and collected by the enumerator at the time of the second, or later posted by the enumerated.

(j) *All India Radio—*The All India Radio in Gujarat gave fullest co-operation in organising a series of broadcasts and talks from its stations at Ahmedabad, Rajkot and Baroda. The inaugural message of the Chief Minister was relayed on the eve of enumeration on 9-2-1961 preceded by an appeal by the Governor on 5-2-1961 to give whole-hearted co-operation in the successful conduct of the census. Radio talks were also delivered by the Development Minister, Shri Ratubhai M. Adani, the Mayor of the Municipal Corporation of Ahmedabad, Shri Balwantraj G. Mehta, Shrimati Jayaben Shah, Members of Parliament, the Director, Bureau of Economics and Statistics, and Shri Babubhai J. Patel, Vice-Chancellor, Sardar Vallabhbhai Vidyapeeth, Vallabh Vidyanagar. Three talks were delivered by me; the first explained the various stages of census operations and uses of the census statistics particularly in relation to the country's Five-Year Plans and economic development; the second was devoted to the organisation

of the census at various levels and the preliminaries to be undertaken in connection with the census enumeration and the third to the explaining of the census questionnaire and the replies to be given by the enumerated. In addition to these talks, fourteen special audiences' programmes were arranged at all the three stations in the women's programme, rural broadcast and programme for industrial workers. Details of all these broadcasts are given in Appendix XI.

(k) *Suggestions for improvement and rearrangement of programme for future*—On the whole, the publicity programme was very well organised in Gujarat. Greater publicity in villages

could have, however, been possible if the film strip, the "National Roll-Call" had been received in the beginning of December instead of January. For, in rural areas where the standard of literacy is not sufficiently high, audio-visual method of publicity should be resorted to, to a far greater extent than hitherto to bring about a proper understanding of the aims and objects of the census. There is much scope for improvement in the posters also. For, while the folders were well made and clearly brought out the various aspects of the census programme, the posters lacked force in design and pictorial representation.

CHAPTER II

ENUMERATION

Introduction

1. As already noticed in the preceding chapter, all the necessary steps had been taken first by the Government of Bombay and then by the Government of Gujarat to introduce the census to the public and the Census Superintendent to the official world.

On the eve of bifurcation a conference of Divisional Commissioners, Collectors and Commissioners of Municipal Corporations was convened at Bombay on April 1, 1960, which was inaugurated by the Chief Minister. This conference was meant to serve a double purpose. It honoured a past practice according to which such a meeting was called at the commencement of the census operations to focus the attention of the administration on the importance of this vast national undertaking and establish personal contact between the Superintendent and the District Officers to be in charge of the census-taking. This time it also served the further purpose of a get-together conference when all could meet before they dispersed and joined their respective States. For me in particular, the conference had a decided advantage in that I got personally introduced to all those who were to organise the census in the districts of Gujarat from May 1, 1960. Certain important decisions were also taken at the time, namely:—

- (i) Payment of honorarium to the Personal Assistants to the Collectors, who were to work as District Census Officers;
- (ii) Formation of towns with a population of 20,000 and over into independent charges;
- (iii) Progressively divesting the Personal Assistants to Collectors of a major portion of their duties from August 1, 1960 to March 31, 1961 to enable them to attend to the increasing tempo of census work and
- (iv) Fixation of the number of training classes to be taken by different officers.

2. (a) *Census Programme*—Amongst the most important preliminaries the District Census Officers undertook was the preparation of the district census scheme giving complete details about the various census divisions, different categories of census workers required, the programme for training and the conduct of census in all its stages within their respective districts. This proved very helpful in crystallising their ideas by bringing about a proper appraisal of the problems of organisation and the steps to be taken from time to time according to the calendar of census operations which was circulated to all the Collectors and Charge Officers under circular No. 5 dated April 4, 1960. Strict adherence to this calendar was enjoined upon all the categories of census workers by circular No. 11 dated May 26, 1960, whereby the necessity of willing and enthusiastic co-operation of the various sections of the services and the people was emphasised for ensuring the satisfactory discharge of this heavy responsibility. Items to be included in progress reports for the months of April and May were also laid down. By circular No. 5-A dated June 13, 1960, the calendar had to be a little modified so as to include detailed and specific programme for training, house-numbering and house-listing. The calendar thus revised is printed as Appendix XII.

(b) *The First Circulars and Tours*—The first ten circulars relating to organisational set-up were issued from Bombay, whereby copies of the census scheme and statutory provisions and Government orders for organising the Census of 1961 were printed and distributed to the Collectors and municipal authorities. Further instructions were issued by me from time to time from Ahmedabad on the formation of the new State. Circulars No. CSG/48 and CSP/3 both dated May 20, 1960 and No. 7-A dated May 26, 1960 had to be issued to clarify certain points regarding (a) the compilation of list of towns to be treated as independent charges, (b) special areas for which

separate administrative arrangements were to be made and (c) preparation of village lists and maps. These were deemed necessary to remove certain doubts and difficulties that came to my notice during my first tours to the districts. It is gratifying to note that the Collectors also issued similar circulars to their subordinate offices and also called periodical meetings of Charge Officers when the progress of work was assessed and instructions for further stages of work given.

The first tours that were so very essential to establish personal contact with the District and Charge Census Officers were undertaken immediately after the office was fairly established at the State capital. As already seen before, all the districts excepting the Dangs, which was inaccessible owing to rains, were visited during the first stage either by myself or by the Deputy Superintendent, who had to visit some of the districts as it was not possible for me to tour all of them within the limited time available, as staying at the headquarters to straighten the problems of organisation was equally necessary during this formative period when my office was newly established.

3. (a) *Preparation of Registers*—Various registers had to be prescribed and introduced to ensure complete and accurate coverage and avoid omission of any area and population. Charge Register, Personnel Register, register for distribution of census forms, Acquittance Roll for payment of honorarium, Village Register and list of urban areas were prescribed and sufficient copies of forms printed and supplied for use in subordinate census offices.

(b) *Preparation of Census Village Register*—With bifurcation in the offing and consequential changes in the territorial jurisdiction of some of the administrative units, detailed instructions for the preparation of lists of revenue villages as on May 1, 1960 were issued under circular No. 7 dated April 11, 1960. A model village list was enclosed to show how this list was to be prepared. Later on further instructions given under circular No. 7-A dated May 26, 1960 required area figures for each village to be shown both in acres and square miles as the latter was the unit to be mentioned against

each village in the District Census Handbook. Specific instructions were also given for noting in the remarks column 'changes in positions since 1951. Simultaneously, maps with location code numbers were also to be prepared according to the specimen accompanying circular No. 7 to ensure that not a single village inhabited or deserted was omitted. Needless to add that a village was defined as a revenue village with the hamlets attached as shown in the revenue records.

(c) *Preparation of Census Charge Register*—Having ensured that all the areas of the State were accounted for in the village register as well as in the maps, the next step was to prepare charge register giving 1951 figures of houses and population and estimates for 1961. Blocks for stages 1 and 2 were tentatively delimited and requirements of enumerators and supervisors for both these stages estimated.

4. (a) *Formation of Census Divisions*—The most essential prerequisite of census work is a graduated break-up of the entire district to ensure proper division of work and the building up of a pyramid of jurisdiction and responsibility from below. The census divisions thus formed more or less correspond to the administrative divisions from district downwards, namely, district, taluka, town, village, ward, etc. As will be seen later, such a break-up helped to establish a naturally acceptable location code of four elements in rural areas, namely, district, taluka, village and house, which was raised to five in case of urban areas by the addition of a location code for ward also. The district is thus divided into a number of charges to be further sub-divided into circles and blocks. An enumerator's block in rural areas consisted of 150 census houses, or approximately 750 persons and 120 census houses or 600 persons in urban areas. As the work relating to enumeration had to be done in two stages, viz., (1) house-numbering and house-listing and (2) enumeration, the original instructions distinguished blocks of two types, (a) the block of the first stage and (b) the block of the second stage. The block of the first stage was required to be five times the size of the second, so that the work of house-numbering

could be done with a limited number of workers. This distinction, however, caused some confusion in actual practice and an explanatory circular No. 5-A dated May 26, 1960 had, therefore, to be issued and necessary clarification made in the meetings of Charge Officers called at the district level, whereby the artificial distinction between the two different sizes of blocks was removed. It was directed that there should be no distinction whatsoever between the block of the first stage and the block of the second stage. A block is an enumerator's block for all practical purposes with the only difference that the work of five blocks may be entrusted to a worker during the first stage, so that it may be done with the minimum of staff with the least disturbance to the normal official work.

In this connection, the services offered by the National Sample Survey Organisation in the preparation of urban frame deserve special mention. In the latter half of 1959, it proposed to the Registrar General that its field staff can be utilised in demarcating blocks of convenient size bounded by permanent easily identifiable boundaries like roads, streets, canals, etc., having a population of approximately 150 households or multiple of 150 households, so that they could be used as a basis for the formation of census sub-divisions as also on a frame for the various surveys undertaken by N.S.S. in future. This work was originally planned to be carried out in 42 towns and cities of Gujarat; but it could be completed in 17 towns only and dropped in the rest as the sanction for funds allotted to the National Sample Survey expired by the end of June 1960. The blocks thus demarcated were to be shown on sketch maps with details of their boundaries, two copies of which were to be prepared, one for the national sample survey and another for the census organisation. But the staff engaged in this work prepared only one copy which could be made available to the municipal authorities for tracing and copying only a little before house-numbering operations started. The material thus supplied was used by the municipalities to the extent possible in the formation of census blocks and circles.

(b) *Preparation of more check registers*—With a view to ensure proper organisation of and control over the work in the subordinate census offices certificates were obtained from the District Census Officers and Charge Officers to the effect that all the registers prescribed along with the charge abstract were correctly and fully maintained by them. They were to further certify that all areas and buildings within their respective jurisdictions had been included in the enumerator's blocks and that no area or building had been left out from numbering and listing and that there was no overlapping in jurisdiction of enumerators and supervisors. By circular No. 38 dated December 2, 1960, a register of training classes held and attended at various levels was also prescribed and maintained by each Census Officer. To ensure intensive checking by the Inspecting Officers, i.e., Supervisors, Section Officers, District Census Officers, District Statistical Officers and Prant Officers, check slips showing the number of entries checked were printed and supplied to all of them to keep a complete record of the checking of the enumeration work done by them.

The urban and rural location code number

5. The location code numbers are meant to ensure easy identification of the individual enumerated and the house where he resides. As already seen above, the four figure code has been adopted for rural areas, namely, (1) district, (2) taluka, (3) village and (4) house. But there is one more element in the location code number of urban areas, as a separate code number is also to be given to the wards. The code numbers in towns are (1) district, (2) taluka, (3) town, (4) ward, and (5) house. However, in case of Ahmedabad Municipal Corporation area, an exception had to be made by addition of two more elements after ward number, viz., (1) circle and (2) block, in the location code numbers to be given.

In 1951, the Ahmedabad Municipal Corporation had adopted a permanent house-numbering scheme based on city survey numbers which are permanent, and spent a considerable amount of money after this work by engaging the services

of experienced surveyors under an expert civil engineer. In this system, the building bears the city survey number of the plot on which it is constructed and sub-numbers are given to different tenements with number plates. The first household bears the main city survey number, while the remaining tenements bear sub-numbers along with the main survey number. It was, therefore, decided to give sub-number 'o' to the first household which had no sub-number. With this modification the existing system was also adopted for 1961 Census with the concurrence of the Registrar General and fresh house-numbering avoided. However, in some of the wards, some more villages were added during the past decade and the original survey numbers of these new areas were retained by the Corporation for the purpose of permanent house-numbering. This involved more than one series of house-numbers starting from number one in different areas comprised in one ward. This difficulty was overcome by forming separate circles of all such areas and by adopting circles and block numbers as elements in the location code in addition to the ward number. There were again certain areas where permanent number plates had yet to be affixed. In such areas house-numbers were painted in colour. The Ahmedabad Corporation area thus had seven elements of location code number, viz., district/taluka/city/ward/circle/block/house.

While code numbers to districts and talukas were given by my office, the district census authorities were requested to give code numbers to villages and houses in rural areas and to towns, wards and houses in urban areas. It was emphasized that while giving location code numbers either to the district, taluka, village, town, ward or house, the starting point should, as far as possible, begin from north-west and proceeding clockwise in a zig-zag manner like the alphabet 'Z' end in the south-east direction. Though the same procedure was to be followed in urban areas, it was not always possible to adhere to it strictly and the numbers could be given even from east to west depending on the existing layout and axis of the roads, streets, lanes, drains,

etc. Where ward-numbers were already given by the municipalities in numerals, they were to be retained, as giving of two sets of numbers to one and the same ward would cause confusion both at the time of house-numbering and enumeration. But if they were given by alphabets, they were to be converted into numerals, so that numbers assigned to wards would be on a uniform basis.

By circular letter No. CEN - 18 dated June 18, 1960, opportunity was taken to address all the municipal presidents inviting their attention to the desirability of naming roads, streets and lanes and affixing name-boards so as to ensure easy identification of areas within the municipal limits. Replies received revealed that name-boards were affixed by a majority of the municipalities and most of those that did not have them, readily agreed to implement my suggestion.

Preparation of maps and verification of local jurisdiction

6. Circular No. 12 dated May 30, 1960 was issued to give further guidance to the census officers in the preparation of census maps. Most of the taluka/mahal maps were available with the office of every mamlatdar/mahalkari. Most of the town maps were likewise available with the municipal authorities. Since there had been numerous changes in the territorial jurisdiction of various administrative units since 1951 owing to the reorganisation of districts and talukas and expansion of municipal limits, the District Census Officers were specifically requested to bring all the existing maps up-to-date by showing the boundaries of various administrative units as they existed on May 1, 1960 with the assistance of District Inspectors of Land Records and municipal authorities. Four copies of the maps thus finalised were to be taken out and various census divisions showing charges, circles and blocks proposed to be formed delimited therein. In those urban areas where maps drawn to scale were not available, sketch maps showing the division of town into wards, circles and blocks were prepared so that no area within the municipal jurisdiction was omitted from house-numbering, house-listing and enumeration.

Appointment of District Census Officers and Taluka Charge Officers

7. A series of notifications were issued by the State Government on February 18, 1960 under enabling clauses of the Census Act of 1948 as amended from time to time gazetting their appointments as census officers for the areas stated against each. Collectors, Personal Assistants to Collectors, assistant and deputy Collectors, mamlatdars, mahalkaris, aval karkuns, all Officers Commanding the Stations, all executive officers of cantonments, presidents, chief officers and executive officers of municipalities, etc., were appointed Census Officers and delegated necessary powers for the taking of the Census. Personal Assistants to Collectors were designated District Census Officers to work under the direct control and supervision of the Collectors. All taluka officers, i.e., mamlatdars, mahalkaris, were appointed Charge Officers in rural areas. But in urban areas, while towns having a population of 20,000 and over were formed into separate and independent charges under the Chief Officer or the Executive Officer of the municipality, places having a population of less than 20,000 were placed under the charge of mamlatdars/mahalkaris, the executive officers of the municipalities working as section officers. Looking to the comprehensive and complex nature of the census work on the present occasion, all the Charge Officers were assisted by section officers drawn from the ranks of the Block Development Officers, panchayat officers, inspectors of the Education Department, etc., who helped them in supervision and imparting training. The District Statistical Officers of the Bureau of Economics and Statistics also played an important part and helped not only the District Census Officers in supervision and training, but also rendered valuable services in the conduct of the various special studies and surveys undertaken in connection with the Census of 1961, viz., socio-economic survey of selected villages, rural and tribal craft survey, post-enumeration check, pre-test of census schedules, etc. Because of their background of statistics which makes them better equipped for the census work, this agency should

be utilised with still greater advantage in future.

Census Circulars

8. (a) *Circulation of Census Instructions*—Instructions are the real basis of training. They have to be carefully drafted in a simple and lucid language to explain the three principal stages of census work, viz., (1) organisation, (2) house-numbering and house-listing and (3) enumeration. In addition to separate booklets on each of them, comprehensive explanatory and illustrative circulars were issued from time to time, so that the census worker is not flooded all at a time with a mass of literature which he will not care to study and still less to digest. To be effective, they should be spaced in such a way that the worker is prepared well in advance for the next stage. This practice was followed throughout the entire operations. Supplementary instructions were promptly issued to remove any doubt or misunderstanding that came to notice during the course of tours or as a result of clarifications sought by District Census Officers, so that errors and omissions of common occurrence could be avoided in other areas. Some of the enumerators and supervisors took such keen and lively interest in their work that they addressed the Superintendent direct for elucidation of the points they came across during the course of enumeration. Such queries were promptly replied and further circulars issued wherever necessary for the guidance of all concerned.

Mere issuing of instructions by itself is not enough. It must be further ensured that the instructions issued filtered down to the lowest level in time. Otherwise, the purpose for which they have been issued will be frustrated. Despite best endeavours, there were occasional delays in the supply of printed circulars by the State Government Press which was working under heavy pressure at that time. The expedient of sending advance copies of all such circulars which were in turn repeated by the District Census Officers to the Charge Officers had, therefore, to be resorted to. Care was also taken to issue all important circulars meant for supervisors and enumerators in Gujarati as even

some of the Charge Officers found it difficult to understand circulars in English.

(b) *Circulars about Scheduled Castes and Scheduled Tribes, Synonyms and Generic Names*—Lists of Scheduled Castes and Scheduled Tribes included in the schedule accompanying the Reorganisation Act were printed in vernacular. They were also incorporated in the booklet entitled "Instructions to Enumerators" printed in vernacular, along with the synonyms and generic names of castes and tribes as finalised in consultation with the Director of Social Welfare.

(c) *Circulars about Mother tongue*—Queries were made from certain quarters as to the entries to be made in respect of mother tongue when a wrong reply was deliberately given. This was occasioned by a fairly wide propaganda undertaken in some quarters which advised Muslims to return Urdu as their mother tongue. Clarification was immediately issued under circular No. CEN - 36 dated February 21, 1961 that the enumerator should never deviate from the principle that he has to record the mother tongue as returned by the person enumerated. Where the enumerator has strong reason to suspect that the person enumerated is deliberately giving a wrong answer, he may draw his attention to the penal provisions of the Census Act which lays down penalty for wilful wrong answers. But after having drawn the attention to this provision of the law, he should record the answer returned by the citizens.

Distribution Chart and Despatch of Forms

9. As already noticed, only the census schedules were printed at the Central Government Press, Nasik, and despatched directly to the districts. All the other forms, registers, circulars, instructions, etc., were printed at the State Government Presses and distributed by rail or truck according to the requirements of various offices. The despatch of forms and circulars entailed heavy load of work on the part of the Head Office, whose staff was constantly kept busy in making out parcels and arranging despatches, as this part of the work the State Government Press was unwilling to undertake. The District Census Officers in turn arranged for their redistribution to their subordinate census officers.

Charts for the distribution of census material to the various charges have also been worked out and preserved in the records. Care was also taken to see during the course of inspection of various district and charge offices that the forms supplied were properly stored to avoid damage and wastage. The various census forms and schedules supplied and used are given in Appendix XIII-A and B.

Appointment of Census Enumeration Agency

10. Letters of authority to be issued under Sub-Section III of Section 4 of the Census Act, 1948, were printed and supplied to the districts for issue to the enumerators and supervisors as per statement given in Appendix XIV. By circular No. CNS-1160-A dated May 27, 1960, the Chief Secretary directed all the heads of departments to spare the services of their staff to the maximum extent practicable required by the Collectors for appointment as enumerators, supervisors, section officers and checking officers. Departments under the Central Government were also asked by the Ministries concerned to spare their staff for the census work. A similar resolution No. B-14109/60 dated October 13, 1960 was also issued by the Registrar, High Court of Gujarat, inviting the attention of the various judges and magistrates under it to spare as many members of the staff working in all the courts under them as it may be possible for them to do. By circular letter No. CEN-2 dated June 15, 1960, comprehensive instructions for enlisting the personnel required for the census work were issued and the Collectors were requested to employ as enumerators, supervisors, checking officers and section officers, suitable persons made available by the various offices. It was also advised that 16 per cent of the staff should be kept in reserve to be utilised at the time of emergency as also to fill in the gaps caused by unavoidable absence. The total number of Charge Officers, circle supervisors and enumerators, etc., thus appointed are shown in Appendix XV.

The State is divided into 17 districts, further subdivided into 243 charges, 6105 circles and

33,363 blocks giving an average of 14.3 charges, 359.1 circles and 1962.5 blocks per district. Every Charge Officer had thus under him on an average of 25 circles and every supervisor an average of 5 blocks to deal with during the Census of 1961. But the district of Dangs had only one charge, 16 circles and 82 blocks because of its being exclusively a forest area.

The agency employed as enumerators was mostly recruited from the ranks of primary school teachers and revenue officials in rural areas, and the employees of the municipality and clerical staff of the various government offices in urban areas. Supervisors were employed from persons occupying more responsible position like circle inspectors, aval karkuns, ward officers, etc. So far as help from the State Government, Central Offices and municipalities was concerned, there was nothing more to be desired. All possible help was made available and there was not a single place where necessity of paid enumerators was felt. The quality of enumerators was more or less uniform, but that of the supervisory staff varied. It was noticed that the quality of work depended more on the sincerity of the supervisor and the personal interest evinced by him than on mere efficiency or intelligence of the worker. The sentimental aspect or for that matter the patriotic aspect of the work and its national character and importance were appreciated in proper spirit by only a minority of the census workers. For the most of them, the census work had to be done because they could not escape it. Instances where attempts to be relieved of census duty were greater in urban areas than in the rural. It was particularly so on the part of urban school teachers, who were ill at ease to shoulder this additional responsibility, because of the financial aspect which it affected by coming in the way of their daily tuitions. No special problem had to be faced in the matter of recruitment. All the prescribed training classes were held both at the time of house-numbering as well as enumeration according to the fixed time-table, chalked out in advance in consultation with the District Census Officers.

Training

11. (a) *Training in house-numbering and house-listing*—Detailed instructions in Gujarati were distributed to the census workers on house-numbering and house-listing supplemented by explanatory circulars illustrating the points requiring clarification observed during the course of training and supervision. The work of training in house-numbering was divided between two classes and intensively organised at all levels. The confusion prevalent in certain quarters as regards the term 'Block' had again to be removed by a further circular letter No. CEN-8 dated June 29, 1960 which made it clear that 'Block' is a block for all purposes and for all stages and that there should be no significant variation in its composition either at the time of house-numbering or enumeration. The idea is not to create a bigger block for house-numbering and smaller one for enumeration. The only thing that was to be done was that an enumerator's block which consisted of about 120 houses in urban areas and about 150 houses in rural areas was the enumerator's block for all purposes with the only difference that at the time of house-numbering, the work of four to five blocks was to be entrusted to one enumerator. They were also explained that block is merely an administrative census division at the lowest level and does not form an element in the location code. The training to the District Census Officers was imparted first at a meeting convened at my headquarters on July 26, 1960, when practical training was given on the roll-up map. It was thereafter undertaken and completed in the districts by August 1960. Every Charge Officer took at least two classes to train the supervisors and enumerators - the first being devoted to explaining the definition and concept of building, census house and household, and the method of house-numbering and the second to practical demonstration. To facilitate the programme of house-numbering, copies of the map of the village site of Ghitorni supplied by the Registrar General were printed and supplied to the census workers to give them an idea as to how the numbering was to be done proceeding from north-west and ending on south-east. Training started a little

late in the city of Ahmedabad, and in the district of Dangs it could be started in the first week of September after the cessation of rains.

(b) *House-numbering Operations, Difficulties and Deficiencies*—During the course of training, it transpired that the distinction between 'building', 'census house' and 'household' was not properly understood in some places. These concepts were clearly defined and the system of house-numbering in rural and urban areas explained in a series of circulars by specific illustrations and diagrams.

No difficulty in house-numbering operation was experienced from any quarters, except in two ex-jagirdari villages, Lakdipoyda and Khempur in Lunawada taluka of the Panchmahals district, where the villagers refused to permit the census workers to do any census work. All efforts made by official as well as non-official agencies to persuade the villagers proved utterly futile. The house-numbering in Lakdipoyda could be done for a few houses only, while in the village Khempur, it could not be undertaken at all owing to the opposition and threats by the village people.

(c) *Desirability of permanent maintenance of house-numbers*—Giving of house-numbers is the most essential pre-requisite of census taking in that it helps in identifying the primary social structure in the country, namely, the household. No census can proceed before this preliminary operation is properly and thoroughly organised. The census house-numbers being, by their very nature, temporary, are first given in chalk and then in some cheap paint which may be oil and *geru* or tar, so that with reasonable precaution on the part of the householder, they would remain intact till the enumeration is over. Giving of census house-numbers is a scientific process. The vastness of this operation requires a large number of persons for house-numbering and house-listing, involving much time and labour and no small amount of money which are wasted in the absence of a country-wide system of permanent maintenance of house-numbers and the process has to be repeated over again every ten years. This could be very well avoided, if the census house-numbers are adopted, maintained on a permanent basis

and brought up-to-date by periodical verification. For, census is not the only object or the purpose for which they are useful. There are, besides, numerous other important uses to which they can be put and for which different authorities have to go in for different systems of house-numbering, viz., the municipalities, gram panchayats, Election Commission, etc. They would also facilitate the identification of houses for a variety of other purposes, viz., postal authorities, preparation of legal documents, etc., and supply frame-work for a number of surveys for which house is an essential unit. Immediate steps should, therefore, be taken for the adoption of census-numbers and their maintenance on a permanent basis by affixing number plates, in joint collaboration by the Central and State Governments and local authorities at the panchayat and municipal levels.

In all the past censuses this work was got done by experienced contractors engaged by the local revenue authorities in urban areas after *kucha* numbers with chalk were given by enumerators. This time the enumerator was paid an honorarium towards the expenses that he had to incur for the purchase of painting material, brush and labour charges to carry them from one place to another. The numbers thus applied caused much annoyance and resentment on the part of the owner who naturally disliked any defacement of his building. If the system of permanent maintenance of house-numbers advocated above is not introduced before the next census, it would be advisable to revert to the former system of applying the numbers on a uniform basis through contractors who are suited to do this work in a far better and more decent way than the enumerators who were transformed into painters overnight much against their will.

(d) *Affixing number plates by Gram Panchayats*—In Gujarat, some spade-work has been done in the direction of permanent maintenance of house-numbers. Since the numbers given at the time of the census are temporary in nature, Government was requested to consider the desirability of their adoption on a permanent basis by the panchayats in rural areas and the municipi-

palities in urban areas. Government accepted this proposal and by circular No. VPS-2460-E dated November 23, 1960, advised gram panchayats to adopt census-numbers and affix number plates by defraying the expenses from their resources, which, if necessary the panchayats could even recover from house-owners. Collectors were also requested to impress upon the gram panchayats in their districts the desirability of numbering on a permanent basis after *kucha* numbers were given by the census staff.

(e) *Quality of House-list, verification of shortcomings in house-lists*—In the past Censuses, house-listing was purely an administrative arrangement. Only residential houses were numbered and the list prepared indicating the name of the head of the household for easy identification. Like the individual enumeration slip brought into use since 1941, the house-list form has been prescribed for the first time in 1961 as a statutory part of the census schedules. The concept of a 'census house' has been enlarged and made comprehensive. It includes dwellings with their variations into shop-cum-dwelling, workshop-cum-dwelling, temple-cum-dwelling, etc., as well as non-dwellings such as shop, school, business houses and industrial establishments classified into workshops and factories. While all the different shades of a census house were easily understood, the concept of a workshop could not be grasped properly. column 4 of the house-list contained instances wherein shops of barbers and washermen and studios of painters and photographers were entered as workshop, while establishments of tailors and sweetmeat manufacturers were shown as mere shops. This is but natural when the census connotation of the term 'workshop' is different from the meaning popularly attached to it. Workshop is generally associated in public mind with a place, where a number of persons are employed and where only repairing or servicing is done outside the house with the help of machinery, and the household or the individual aspect of working- which also include production and processing is generally lost sight of.

Columns 5 to 8 relate to establishments wherein entries in respect of workshops and factories were

to be made. They suffered from omission and incompleteness particularly in case of those establishments which were seasonal in character and were not working at the time of house-listing. The result was that some of the columns 5 to 8 were kept blank. Material of wall and roof as also the tenure status whether owned or rented of a census house offered little scope for misunderstanding. Columns 11 and 13 of the house-list were required to be filled up for households only. There were several cases in which it was filled up also for workshops and factories. Such entries were ignored. Wherever columns 15 and 16 were filled in and column 17 kept blank, total was struck at the time of scrutiny.

There were omissions here and there in respect of columns 5 to 8 and rarely in case of other columns. These and other omissions were made good before undertaking coding in the house-list which were examined for their correctness and the mistakes found got rectified by reference to entries in other columns. For the remaining entries, references were made to the Charge Officers by sending them printed forms in which particulars relating to code numbers of district, taluka, town, village and house-number and the nature of discrepancy were noted. On receipt of replies, relevant information was supplemented in the house-lists and coding done accordingly. This necessarily entailed delay in finalising Table E-III. On the whole the entries in the house-list, despite novelty, were correctly made.

(f) *Where and how house-numbering and house-listing went wrong or failed to be very satisfactory*—House-numbering was very satisfactorily carried out throughout the State. The Charge Officers were required to make sure and certify that no area was left out from house-numbering. No instance of leaving out any portion from house-numbering has come to notice except a small area of a newly built railway colony on the outskirts of Ahmedabad City situated within the limits of Daskroi taluka, which was left out for some time as the mamlatdar presumed it to have been included within the Corporation limits. House-numbering in this area was carried out immediately the error

was detected.

12. (i) *Training course for enumeration*—The programme of training for the last and final stage of enumeration was organised with all possible care by advance planning. To begin with, a conference of District Census Officers, District Statistical Officers, Chief Officers of borough municipalities and Officer-in-Charge of census operations for the Ahmedabad Municipal Corporation was convened at Ahmedabad on November 21 and 23, 1960, which was inaugurated by the Chief Secretary to initiate a series of training classes all over the State. Shri D. Natarajan, Deputy Registrar General, also happened to visit this State at the time the Conference was in session. His presence was availed of in elucidating a number of points raised during the course of discussions.

(ii) *Training programme*—It was emphasised that the training work should be complete and thorough and properly co-ordinated between the district and taluka levels. At the district level, the District Census Officers, District Statistical Officers, Prant Officers and even the District Project Officers participated in this work. They held at least two training classes for the Charge Officers, and devoted to general instructions and another to clarification of doubts of Charge Officers who were also required to fill sample slips and schedules. The Charge Officers then took up the training of supervisors and enumerators which consisted of six classes, two of which were devoted to training sample census in special slips printed in red. At the taluka level, the Mamlatdars, Block Development Officers, Head Masters of schools, etc., were in charge of definite territorial units in respect of which they were responsible for all the six training classes meant for the enumerators and supervisors. Before the commencement of intensive training at the taluka level, it was made incumbent upon the district level officers to ensure that the Charge Officers had thoroughly mastered the instructions given. While these six rounds of classes were going on, the Deputy Superintendents of Census Operations and district level officers aforesaid were constantly on the move and attended as many of the classes as possible in the areas

allotted to them and made sure that the training was imparted on correct lines and clarified the doubts and difficulties on spot.

A detailed programme for conducting the various classes was laid down for the guidance of the census officers under circular No. 33 dated November 7, 1960. Training programmes were likewise formulated by the District Census Officers and others to make sure that all the six classes were duly held.

(iii) *Checking and Supervision*—Utmost care was taken to ensure thorough checking and supervision of the work done during the course of enumeration. The following are the percentages prescribed:-

<i>Officers</i>	<i>Percentage</i>
(i) Supervisors	33% of Enumerators' work.
(ii) Section Officers	7% Out of which 4% of entries will be from those checked by supervisors.
(iii) Charge Officers	-do-
(iv) Prant Officers	4% Out of which 2% of entries will be from those checked by supervisors.
(v) District Census Officers/District Statistical Officers	2% Out of which 1% of entries will be from those checked by supervisors.

These percentages did not refer to the villages to be covered but to entries recorded so that the inspection was both intensive and extensive. A register of training classes held and attended at various levels was maintained by each Training Officer. A separate register of the entries checked at different levels was also kept by the Checking Officers.

It has been suggested that, looking to the complex nature of the census questionnaire, it would be useful if specimen slips filled in for different categories of workers were printed and distributed to the census workers to give them an exact idea of the manner in which replies are to be recorded. For it was felt that despite practical demonstration on roll-up maps and

training in sample census, mistakes did occur in recording the replies during the initial stages, which were reduced to the minimum after a few days' work was checked and necessary guidance given by the supervisory officials.

(iv) *Travelling Allowance to Reserve Staff*—A question was raised by a number of Charge and District Census Officers that, since no honorarium was payable to the reserve staff who had also to attend all the six training classes, payment of travelling allowances to such reserve staff should be sanctioned. According to the instructions given to all the Census Officers, reserve workers were to be assigned duties so far as possible at the places of their headquarters or in the vicinity of the place of their duty, so that they could conveniently attend training classes without having to undertake long journeys. But in exceptional cases where this was not possible, it was ordered that the reserve staff who did not get honorarium should be allowed to draw travelling allowance as on tour according to the service rules applicable to them. It was, however, clarified that whenever such persons were subsequently appointed as regular enumerators or supervisors, the payment thus made should be deducted from the honorarium payable.

(v) *Manual of Instructions on Enumeration*—Booklet called "Instructions to Enumerators" was printed in Gujarati and distributed to all the categories of census workers. In addition to the detailed instructions for recording replies to various questions in the enumeration schedules, it contained all the material required by the enumerator, e.g., lists of Scheduled Castes and Scheduled Tribes along with their synonyms and generic names, location code numbers given to urban areas, taluka and districts, list of important events, circulars explaining the concepts of 'building,' 'house' and 'household' and the method of house-numbering illustrated by map of Ghitorni village, explanatory note giving local names of rights on land, abbreviations to be entered in reply to various questions, specimens of enumeration slip and household schedule, forms of enumerator's abstracts, circle and charge summaries, etc. The

Chief Minister's message to the census workers was also printed in the booklet. He laid stress on the importance of the accurate recording of replies to the census questionnaire on which the results of the census ultimately depended.

(vi) *Facilities regarding attendance, etc.*—All possible help and concessions were given by the Government and the local authorities to facilitate enumeration in the State. Immediately after the formation of the new State, the Government of Gujarat issued Circular No. CNS-1160-A dated May 27, 1960, directing all the heads of departments to give maximum possible co-operation to the census authorities in organising the taking of the next census, spare the services of their staff to the maximum extent practicable and give them necessary concessions regarding office attendance, etc., both during the enumeration period spread over nearly three weeks and the period of training preceding it. They were further directed that the staff employed on census work should not give any cause for complaint in the performance of the census duties, which should be carried out diligently and conscientiously as part of the normal duties of the post held by them. It was also announced that the manner in which they performed census duties would be taken into account in the periodical assessment of their work and conduct. By a later circular letter No. CNS-1160-A dated July 30, 1960, Government made it clear that it attaches great importance to the efficient conduct of the census operations for which the prime responsibility rests with the Collectors. It was further pointed out that this responsibility would not be adequately discharged unless more than ordinary interest and energy were displayed by subordinate officers such as Deputy/Assistant Collectors, Mamlatdars/Mahalkaris, and officers of similar rank appointed as census officers. It was, therefore, laid down that the Collector should submit to Government through the Superintendent a merit statement indicating, among other things, the enthusiasm and energy shown by the officer in census work and the extent to which he supervised the same personally and was able to secure accurate and prompt work from

the subordinate census staff for incorporation in the officer's confidential file.

To facilitate attendance at the training classes, instructions were given that no class should have more than forty trainees and that as far as possible, they should be so organised that the enumerators were not required to go long distances to attend them. It has been reported that the training classes were held punctually according to the programme and were, for the most part, attended by all the enumerators and supervisors except in certain large cities, where complaints about non-attendance were received. The State Government was immediately approached. By circular No. G.A.D. No. CNS-1160-A2 dated January 5, 1961, all heads of departments were directed to see that those appointed as enumerators, supervisors, or section officers did not shun their duties by absenting themselves from attending the training classes.

By G. R. No. CEN-1060-D dated December 28, 1960, all public offices were closed on Wednesday March 1, 1961 to enable the census workers to attend whole time to their census duties. Since the teaching staff forms bulk of the census workers, the Director of Education, by his circular No. E (Misc)/2044 dated December 13, 1960 directed that school timings should be suitably adjusted during the enumeration period, i.e., from February 9, to March 6, 1961, so that the teachers were enabled to attend to the census work daily for at least 2½ hours. The annual examinations in the schools were also advised to be held only after March 6, 1961. The Chief Secretary, as well as the Registrar, High court, directed that no leave should be granted except on medical grounds nor should any subordinate be transferred except for urgent reasons during the enumeration period. It was brought to my notice that the examinations in Hindi to be held by the Rashtra Bhasha Pracharak Samiti during the enumeration period on February 25 and 26 would seriously interfere with the census work. The Samiti was telegraphically requested to postpone the examinations. It readily agreed that the persons engaged in census work would be allowed to appear for the next examination to be held in April at the centres

directed by the Samiti. Mention must also be made of the fact that the Transport Committee of the Ahmedabad Municipal Corporation, following the precedent of 1951 Census, accepted my request to issue free bus passes to census workers who had to perform their census duty at a distance of more than two miles from the place of their residence. My grateful thanks are due to all the authorities and institutions for the varied concessions given which have greatly facilitated the work of enumeration in Gujarat.

Distribution of schedules and maintenance of reserves

13. As noticed earlier, census schedules were despatched directly by the Central Government Press, Nasik, to all the District Census Officers, who, in turn, arranged for their distribution to the Charge Officers working under them. Requirements of various forms and schedules estimated on the basis of note accompanying circular No. 4 dated March 21, 1960 were checked up once again in the light of figures of mid-year population revealed by house-listing. In addition to the percentage increase as revealed by the mid-year population estimates, all the Charge Officers were to provide 15 per cent for wastage and 5 per cent for houseless population. After consolidating the requirements for the districts arrived at on this basis, the District Census Officers were to provide 5 per cent reserve over the requirements estimated by the Charge Officers. A further two per cent reserve was also built at the Head Office so that the schedules could be rushed where needed without any loss of time. Detailed instructions were also issued for the distribution of all the census material required both for the training sample census as well as for the actual enumeration. The arrangements made at the different levels were so systematic that no hitch was experienced any time anywhere in the State.

Enumeration

14. (a) *General*—While the reference date was March 1, 1961, the actual enumeration started from February 10 and lasted upto February 28. During the revisional count from March 1

to 5 all births and deaths and entries of visitors not enumerated elsewhere, were checked or entered with reference to the sunrise of March 1, 1961. The enumerators were also instructed that both the enumeration slips as well as the household schedules should be filled in on spot.

(b) *Arrangements for Special Areas*—Though the District Census Officers were responsible for the organisation and conduct of the census as well as for the training and supply of forms in special areas such as defence, cantonments, railway colonies, ports, forests, etc., the actual enumeration was to be carried out by the staff provided by these authorities. This was very necessary as the enumeration could be best done by the persons known to the locality. While no particular difficulty was experienced in the enumeration of these special areas, work in the initial stages within the limits of cantonments and defence areas was hampered not a little by the unhelpful attitude and refusal of the military authorities to help the local census authorities on the grounds of secrecy. The matter was ultimately straightened out by the good offices of the Registrar General at whose instance special directives were issued to the different defence units to give maximum co-operation in the census work.

(c) *Census of Cities, large Municipalities and Cantonments*—Towns with population over 20,000 were declared separate census charges and placed in charge of Chief Officers or Executive Officers of the municipalities. The Ahmedabad Municipal Corporation had appointed the Octroi Superintendent as Census Officer for the areas comprised within the municipal limits of Ahmedabad. The quality of work and organisation in cities and large towns varied with the zeal and enthusiasm shown by these executive officers which were, in some cases, not upto the expectations. But for most part, the interest shown was quite satisfactory and in some cases so unique that various innovations were resorted to, to establish popular contact, secure public co-operation and ensure correct enumeration. Training in these areas where a large number of enumerators and supervisors has to be trained, presents its own

problem. All are not actuated by high motives of service or sentimental regard for national duty. The performance of census duty is regarded more or less as a sort of extra work which cannot be avoided. A suggestion has, therefore, been made by the Census Officer, Ahmedabad Municipal Corporation, to the effect that rather than extending the work of enumeration over a long period of 19 days followed by a period of 5 days of checking, whole-time paid workers should be pressed into service and the enumeration carried out within as short a period as possible. This being an important suggestion, it is proposed to examine it later in a separate and independent section.

(d) *Census of houseless and mobile population*—The beggars, vagrants, pavement-dwellers and other houseless persons were enumerated by the ordinary block agency, namely, the enumerator, on the night of February 28/March 1, 1961. No special agency was appointed for their enumeration as in the past. This procedure was, however, departed from in the City of Ahmedabad at the express desire of the Collector, Ahmedabad, who was of the opinion that, in view of a large number of houseless population in the city, its enumeration should be done with the help of the police. All the houseless persons were, therefore, collected and enumerated on the night of February 28, at different times at different police stations in the city. Advance intimation about pilgrim specials and coaches were received from the railway authorities. The District Census Officers arranged for their enumeration on the night of February 28, as they were not enumerated at their normal places of residence, which they had left before February 10, and where they were due to return after February 28, 1961. To facilitate the enumeration of all such persons, the detention of pilgrim special trains and coaches for at least three hours on the night of February 28, at certain halting stations was arranged by the Railway Board. Their enumeration was carried out with the help of the railway personnel and reserve staff wherever necessary.

(e) *Enumeration of Special Charges*—Special arrangements were made for the enumeration of port areas and sea-going vessels. The enumeration

of the port population was governed by the following principles :-

The population of ports comprises two types, namely, (1) land and (2) sea-population. The land population which normally resides in houses was enumerated in its homes by the enumerator appointed for the area in which the houses were situated during the enumeration period. Each port, major or minor, was for all census purposes, treated as part of the town or village within the revenue limits of which it was situated. But sea population, i.e., passengers and crew of sea-going vessels, sailing barges, ocean liners and naval ships anchoring at the harbour who were not enumerated in their homes, were counted on March 1, 1961, detailed instructions for which were given in Circular No. 27 dated September 27, 1960. For vessels entering the port after March 1, enumeration was extended up to March 20, 1961. Customs Officers and port authorities were appointed as Census Officers in charge of enumeration of persons and crew on board. Household schedule was not to be filled up for ship's crew. Instead of location code number of house, the name of the ship was entered in the individual slips of the passengers and crew of the ships.

Enumeration in forest areas was arranged with the help of rangers and beat-guards.

(f) *Difficulties about Enumeration of Mother Tongue, if any*—No particular difficulty was experienced in recording replies to the question on mother tongue except in a few places such as Junagadh, Veraval, Mangrol and some parts of Ahmedabad and Panchmahals districts, where certain communal organisations advised their co-religionists to return Urdu as their mother tongue. In the district of Dangs, some propaganda was carried out to return Marathi in preference to Dangi. As already noticed, in all such cases the enumerators were strictly enjoined first to give a warning about wilfully giving wrong answers and then to record the mother tongue as returned by the person enumerated. On a report received from the Collector, Junagadh, that deliberate attempts were made to make false answers in reply to the question on mother tongue, the State

Government in G.A.D. by its No. CNS-1061/1335-A2 dated April 9, 1961, directed that prosecution under Section 11 (1) (d) of the Census Act of 1948 should be launched in selected cases in Junagadh city against the persons concerned.

(g) *Preliminary Assessment of quality of Enumeration—(i) Coverage*—So far as the coverage goes, the enumeration was comprehensive and complete and the cases of omission through oversight or absence of proper care on the part of the enumerator were rare. Thanks to the widest possible publicity undertaken on the present occasion, the public awareness was so great that omissions were brought to the notice of the census authorities by the members of the public by letters and telephones which were promptly attended to.

(ii) *Response*—The response of the public was unique and unprecedented. There was not a single case of default or unwillingness on the part of the respondent to make correct and complete replies except in the two villages of Lakdipoyda and Khempur in the Panchmahals district, where other considerations based on false and misconceived notions about their revenue rights intervened and led villagers to non co-operate not only in the census work but in all government work. Since all methods of persuasion failed, steps were taken to recover the revenue dues under the Land Revenue Code. Prosecutions were also filed against the ring leaders numbering 58 under the Census Act. But none of these proved effective. The Census Act provides for fine only and imprisonment in case of default. The villagers were so obdurate that they preferred to court imprisonment rather than pay the fines inflicted by the court. Even the posting of punitive police at these villages failed to disarm opposition. Meanwhile, my representations to Government to take strong action to carry out enumeration continued. The Government eventually decided to send special police force and recover all outstanding revenue dues by harvesting the standing crops. When this was done, the stubborn resistance the villagers had been offering to the revenue officials for the last five years soon disappeared and the census work, which was suspended in these two villages

was taken up and completed without any let or hindrance on October 25, 1961. The one and only obstacle the Census of 1961 experienced in Gujarat was thus removed and the census returns which had so far remained incomplete brought up-to-date.

(iii) *Care in filling up demographic questions—*

No particular difficulty was experienced in recording replies to demographic questions. Accuracy of age returns is dependent upon the knowledge of their ages on the part of the person enumerated. And it is a patent fact that correct ages are not always known in this country. Against question 2, instead of returning the age in completed year, the age was often shown in completed years and fraction and at times in months. Against question 4(a) in some instances for persons born in another village or town of the district in which enumerated, instead of writing 'D', names of places of birth were recorded without mentioning the name of the district. Similarly, in the case of persons born in other districts in the State of enumeration as also in case of those born in another State in India, instead of writing the name of district and the name of the State respectively, which the enumerators as well as the enumerated did not know, the actual places of birth were recorded. Against question 5(c), vague terms and abbreviations, such as Harijan, Antyaj, Adivasi, S/C, S/T, etc., were sometimes entered instead of the particular scheduled Caste or Tribe to which the enumerated person belonged. In the matter of literacy and education, instead of the highest examination passed, a few of the enumerators wrote, 'non-matric', 'upto B. A.', etc. Against question 7(a), rather than writing the mother tongue in full, Gujarati was abbreviated as 'Gu'. (ગુ). Instances were also noticed, wherein, under question 7(b), the same language as the one returned as mother tongue was also shown as subsidiary to the mother tongue. These variations were, however, such as did not in any manner detract from the accuracy of the demographic returns which were on the whole correctly recorded. They mainly resulted, as in the case of birthplace or age, not from any misconception about the replies to be recorded but from the lack of adequate knowledge and

information on the part of the respondent.

(iv) *Care in filling up economic questions—*

Replies to questions 8 and 9 regarding agriculture and agricultural labour presented little difficulty and were for the most part correctly noted. But replies to questions 10 and 11 were sometimes found to be far from complete. Though the vagueness in the return of general terms like business, trade, service, etc., was minimised to a large extent as a result of intensive training and explanatory circulars, such returns could not be totally eliminated. Blanks have been found either against question 10(a) or 10(b). In the triangle against question 10(c), where entry was to be made in respect of employee only, 'FW' and 'SW' were also entered, though these particulars were to be noted only against question 11(c). Necessary details were at times lacking also against questions 11(a), 11(b) or 11(c) keeping one or the other blank, or repeating the same reply against more than one sub-questions. Distinction between the 'nature of work' done by the person from the nature of industry, business, profession or service was also not properly appreciated. While 11(a) was for the most part correctly entered, general terms like clerk, accountant, cashier, etc., were shown against 11(b) instead of the industry, etc., in which he worked. In the triangle against question 11(c), single workers carrying on independent business or trade were occasionally shown by an abbreviation 'મ' for 'મલિક' i.e., employer, as 'malik' also means owner in Gujarati. For, a single worker is also a 'malik', i.e., owner of his own business. Persons of a joint family though serving at different places were not infrequently shown as family workers. Lack of proper appreciation of difference between worker and non-worker resulted in showing full-time students or children attending schools who do no other work under question 11 instead of question 12. Similarly, entries of persons engaged in unpaid house duties like house-wife or other adult females were made under question 11 instead of question 12.

(v) *Care in filling up Household Schedules—*

According to the instructions, Part I of the household schedule was to be filled in on spot along

with the individual slips of the members of the household. It was, however, noticed during the check made in the beginning of enumeration that some enumerators did not fill in Part I of the household schedule at the time of enumeration, but kept separate notes for filling in the same afterwards. Instructions were, therefore, given during the course of inspection to fill in Part I of the household schedule on spot. It was also noticed that some enumerators in reply to question "Is this an institution?" replied 'Yes' in the parallelogram provided on the top of the schedule instead of mentioning the nature of the institution. Totals of sections AI(i) and AI(ii) were at times not made against AI(iii). In cases in which areas of land cultivated by the household was shown against AI(i) or AI(ii), particulars of workers at cultivation in Block C(i) were not correctly shown as was later found on checking the last column of Part II of the household schedule. Instances also came to notice where particulars of household industries were not shown in Section B, although the number of workers in the household industry was shown in Section C(2). The number of months for which the household industry was conducted was not infrequently omitted. Workers in household cultivation and household industry were shown under section C separately against items 1 and 2 and their total struck at item 3, though these entries were to be made only against column 3 crossing C 1 and 2. Similarly, the households which did not cultivate land but leased it to others and were, therefore, shown under Section A2 were incorrectly shown as cultivators under Section C(1).

Errors and omissions noticed above were for the most part of such a nature that they could be easily rectified at the time of checking the enumeration slips and household schedules. They arose partly from the poor calibre of enumerators and partly from the apathy of some amongst the enumerators and supervisors who failed to evince proper interest in their work which they regarded not as a labour of love, but as some kind of forced labour which could not be evaded. These shortcomings which were found here and

there are unavoidable and inherent in a system of enumeration which calls for honorary duties on the part of large numbers drawn from the various levels of Government employees.

(vi) *Difficulties arising out of confusion over concepts and definitions*—Instead of the concept of dependency and income hitherto adopted, the 1961 Census sought to classify four types of economic activities as well as the activity of the non-workers in the individual enumeration slip itself by providing separate questions, viz., question 8 'working as cultivator,' question 9 'working as agricultural labourer,' question 10 'working at household industry,' question 11 'doing work other than 8, 9 or 10, and question 12 'activity if not working.' The enumerator was thus required to distinguish which particular type of economic activity or activities the respondent was following both as regards industry and occupation. The definitions provided and the concepts enunciated for different types of economic activities required the enumerators to be very precise in drawing a clear distinction between the different types of economic activities. Ordinarily, a person holding land and deriving income from agriculture is considered to be an agriculturist. But according to the concept brought into vogue in the individual slip of 1961, that person should be either supervising the agricultural operations or cultivating the land himself. He ceased to be a cultivator, if the land was given out to another person or persons for cultivation for money, kind or share of the crop. Moreover, persons growing or keeping orchards or groves or working in plantations for tea, coffee, rubber, cincona and other medicinal plantations were to be taken to question 11 meant for those following activities other than cultivators, agricultural labourers or household industry. This required detailed examination of the respondent's profession by the enumerator and a fine line of distinction had to be drawn for deciding whether he should be actually treated as agriculturist or classified into other industrial categories.

Similar difficulty was also experienced in case of household industry. The definition of the household industry laid down that the industry should

be conducted by the head of the household himself and/or mainly by the members of the household at home or within the village in rural areas and only at home in urban areas. Thus, in addition to its location or the place where it was conducted, the household industry was to be further correlated to production, processing, servicing or repairing, including makers and sellers of goods. This caused some confusion. The enumerator was also at a loss in distinguishing servicing from services rendered and fell into the error of interpreting washing of clothes and hair-cutting as processing or servicing.

Difficulty was also experienced in distinguishing a person's own occupation from the nature of industry in which he worked. It was also found that question 10(c) was not infrequently treated on par with question 11(c) as the exact nature of the entries to be made in the special triangles provided in respect of each of them was not properly appreciated. Question 12 presented little difficulty compared to other questions. However, there were a few instances where students and house-wives doing only household duties were shown against question 11 instead of question 12.

The errors and omissions noted above arose from the fact that some of the concepts and definitions have been brought into use at the Census of 1961 for the first time. Moreover, some of the distinctions drawn being of a specialised nature, could not be properly appreciated by the ordinary enumerator of an average calibre, most of whom were drawn from the ranks of school teachers and village officials. In spite of these handicaps, it is gratifying to note that the intensive training both theoretical as well as practical imparted on the present occasion have been instrumental in minimising the mistakes which would have otherwise crept in. It must also be recorded that most of them have worked so very conscientiously and zealously that particulars regarding nature of industry and work have been recorded in far greater detail than expected against questions 10 and 11. It would not be out of place to suggest that in view of the general classification that the

enumerator is expected to make at the stage of enumeration, it is desirable that the broad basis of Standard Industrial and Occupational Classifications is explained during the course of training and also included in the manual of instructions to enumerators, so as to give them the necessary background of the details to be filled in against economic questions.

(vii) *Arrangement for filling up last minute deflections*—Instructions were given under circular No.40 dated December 23, 1960 to all the District Census Officers as well as the Deputy Superintendents amongst whom various districts were distributed to make a complete note of all the discrepancies and errors that came to their notice while examining the sample enumeration slips as also during the course of their supervision while actual enumeration was going on. A number of explanatory and illustrative circulars were issued from time to time both by the Superintendent as well as by the District Census Officers immediately such mistakes or omissions came to their notice by giving specific illustrations for their avoidance.

Provisional Totals

15. A detailed programme for drawing up summaries and reporting of Provisional Totals as also for the despatch of census records was laid down at the conference of the District Census Officers and District Statistical Officers. The forms in which express telegrams were to be sent to the Registrar General as well as to the Superintendent and the proforma in which district Provisional Totals reported talukawise were also prescribed. Separate figures for city/town/town-group were called for to facilitate the compilation of provisional figures separately for urban and rural areas.

With the good offices of the Home Ministry, arrangements were also made for wirelessing the Provisional Totals from two taluka headquarters, where telegraph and telephone facilities did not exist. These were :—

(i) From Sagbara and Dediapada to Broach in Broach district and (ii) From Vijaynagar to Himatnagar in Sabarkantha district.

The figures of provisional totals for all the districts were compiled on the 12th and communicated to the Registrar General on 'phone' on March 13, 1961.

Mid-year population estimates were available for all the administrative units on the completion of house-listing in October/November 1960. They were, therefore, utilised for computing the requirements of various forms, appointment of staff and making all other arrangements including the provision of reserves. A comparison of the provisional figures with those obtained from the house-lists revealed some gap which, on inquiry, was found to be due to the inflated figures given by the heads of households to escape detection of wrong entries in sugar ration cards. A table comparing the provisional figures and the final figures arrived at after tabulation is given in Appendix XVI. It will be seen that the difference between the provisional figures disclosed immediately after the conclusion of enumeration and those found actually after tabulation is insignificant and comes to 0.102 only for the State as a whole.

Post Enumeration Check

16. (i) *Drawing of Sample*—In Indian censuses prior to 1951, no precise estimate of the extent of error in the census count was made. In 1951 Census such an attempt was made for the first time on a random sample basis by taking out one per cent of villages and ten per cent of houses in the rural areas and five per cent of blocks and two per cent of houses in urban areas for sample verification. In 1961, one per cent of blocks and ten per cent of houses and two per cent of blocks and five per cent of houses have been taken as State sample for rural and urban areas respectively. Samples of enumeration blocks and of houses in the sampled blocks were drawn separately for rural and urban areas according to the instructions given in Registrar General's letter No. 16/3/60-RG dated nil. In all, 249 blocks from rural areas and 184 blocks from urban areas were selected for Post Enumeration Check programme.

(ii) *Organisational set-up*—The District Census

Officers were instructed to utilise the services of efficient and capable english-knowing staff for this work. The verification officers and Charge Officers were appointed from Revenue, Education and Community Development Departments. Chief Officers of municipalities and mamlatdars were appointed as Charge Officers. The District Census Officers were instructed to keep a close watch over the entire work and ensure that the various stages of Post Enumeration Check went through smoothly according to itemised time schedule of the programme.

(iii) *Training*—The Research Officer from the Superintendent's office attended the meeting in connection with Post Enumeration Check programme on March 8, 1961 at New Delhi. After receiving training, the Research Officer arranged a tour programme from March 10 to 18, 1961 to impart instructions to the District Census Officers and Charge Officers. Looking to the complex and complicated nature of work and frequent queries made and difficulties experienced by the District Census Officers, it was felt that a second round of training for the District Census Officers was necessary. Class was held on March 25, 1961 at Ahmedabad when the doubts and difficulties raised by the District Census Officers and District Statistical Officers in filling up the various Post Enumeration Check forms were fully clarified, and the field work was taken up in hand immediately.

(iv) *Suggestions for future*—(a) It was reported by many District Census Officers that the work of Post Enumeration Check was of a complicated and technical nature which should be better entrusted to specialised staff. The possibility of reducing the multiplicity and complexity of forms to the barest minimum should, however, be examined, if the ordinary enumeration agency is to be utilised for this work in future. There has been a general feeling that the instructions for filling the forms should be simpler and less involved and that the entire Post Enumeration Check programme well planned in advance, so as to avoid the last hour rush for training and supply of forms and instructions.

(b) The printing of forms, instructions, etc.,

should be better done centrally, so that the Superintendents are not over-burdened at a peak period of census activity when they are busy with the final stage of enumeration and organisation of regional tabulation offices.

(c) The honorarium of Rs. 4/- given to the Verification Officer is insufficient as the Verification Officer has to be a person who has worked in some different jurisdiction and should also possess a calibre capable of understanding the technical and somewhat complicated instructions for Post Enumeration Check issued in English. It is utterly inadequate in rural areas as it is not enough to cover even his out-of-pocket expenses incurred on food during his stay at the Post Enumeration Check Block for not less than two days.

17. (a) *District and Taluka Census Clerks and other Special Staff*— The following staff was sanctioned for each of the district and taluka census offices in Gujarat :—

District : 1 Aval karkun (senior clerk)

1 Clerk-typist and

1 Peon

Taluka : 1 Clerk-typist

In Surat district, the District Census Officer was given one more clerk owing to the very large size of this district which consisted of as many as 21 talukas divided into 25 charges.

Special staff was also sanctioned to the municipalities on the following basis:—

1 Towns constituted as independent census charges ... 1 L. D. C.

2 Towns having more than 50,000 population ... 1 Aval Karkun & 1 L. D. C.

3 For every additional 50,000 population ... 1 more L. D. C.

While the staff for the district and taluka census offices was made available for a period of 15 months, that for the municipalities for eight months—October, 1960 to March 31, 1961 as sanction of the State Government creating these posts was received towards the end of October. This period was later extended by two months, upto May 31, 1961, as certain residuary work in connection with the census was still pending. By CNS-1060/38920-A2 dated October 29, 1960, the

Government while conveying the said sanction, advised the municipalities to exercise maximum economy and appoint staff sanctioned only where necessary. It was further laid down that the municipalities would initially bear the expenditure on staff which would be ultimately shared equally by the municipalities and the Central Government under the Bombay Local Authorities Census Expenses Contribution Rules, 1960.

(b) *Staff for City Corporation and Special Charges*—In view of the largeness of its size and the intensive nature of organisational work in a highly urbanised and industrial city that Ahmedabad is, special staff as shown in Appendix XVII was sanctioned for the Ahmedabad Municipal Corporation. In addition to this staff the work relating to the first stage of house-numbering was done with the assistance of paid staff, as the Census Officer, quoting the precedent of the Census of 1951, expressed his inability to get this work done in the city of Ahmedabad on mere payment of honorarium. Staff as mentioned in Appendix XVIII involving an estimated expenditure of Rs. 34,356-56 np was entertained for this work.

Some of the municipalities, rather than entertaining separate staff sanctioned as above, distributed census work amongst some of the selected members of their staff on payment of lump-sum honorarium which proved to be more economical than the expenditure involved in having separate staff. A demand for payment of honorarium to Section Officers was received from some of the city municipalities on the ground that a heavy load of work fell on their shoulders in organising and supervising census work within municipal limits. A proposal was, therefore, made to the Registrar General for payment of a lump-sum honorarium to these officers. But it was not entertained by the Registrar General as it was felt that the Ministry for Finance would not accept it. On a personal representation made, however, to the Registrar General, by the Charge Officer, Baroda Borough Municipality, where only a limited number of Section Officers was entertained, payment of lump-sum honorarium for the entire period of

the census at the rate of Rs. 100/- per Section Officer was sanctioned.

With a view to ensure equitable treatment to Section Officers of other cities who stood on the same footing as Baroda, which had six Section Officers, it was proposed that at Surat which had two Section Officers and at Jamnagar which had one Section Officer, honorarium should be paid at the same rate as Baroda, i.e., a lump-sum honorarium of Rs. 100/- and that at Rajkot and Bhavnagar which had twelve each should be paid a lump-sum honorarium of Rs. 50/- only. Unfortunately this proposal to mete out a fair and just treatment to the Section Officers working in the remaining four cities has not been entertained, though in all fairness, it should have been. They should not have suffered for default of opportunity on the part of their Charge Officers, to make personal representation which one of their colleagues had luckily had.

A special pay of Rs. 120/- plus conveyance allowance of Rs. 50/- per month had been sanctioned to the Census Officer, Ahmedabad Municipal Corporation, and an honorarium of Rs. 75/- per month to all the District Census Officers. This was a step in the right direction which has contributed in no small measure in securing conscientious attention and hard work on the part of these officers in putting through the Census programme.

Honorarium to Enumeration Staff

18. Prior to the Census of 1961, no honorarium was paid to any class of census workers, either enumerators or supervisors. The result was that the census work was done with some grudge as there were cases in which the census workers had to incur expenses in addition to the travelling allowances paid to them for census journeys performed beyond certain limits. Moreover, entertaining of T.A. bills of a vast army of enumerators and supervisors entailed a huge amount of accounting work with which the office of the Superintendent was unable to cope during the post enumeration period when his office had to be usefully occupied with the more serious problems of sorting and abstraction of census data. Since these difficulties were too well known to the Registrar General

because of his experience in West Bengal, he, from the very start, pursued this question and persuaded the Ministry of Finance to agree to the payment of honorarium to the enumerators and supervisors as decided at the first conference of the Superintendents of Census Operations, when the following limits for the payment of honorarium were fixed:—

- (1) Honorarium for house-numbering and house-listing, including cost of house-numbering material and carriage cost of paint, pot, brushes and stencils Rs. 5/- per block

(An average block in rural areas consisted of 150 houses and an average block in urban areas of 120 houses. This charge covered the expense of house-numbering and of attending at least two training classes).

- (2) Enumeration charges to each enumerator for enumerating an average of 700 persons in each block on the basis of an average population of 750 persons or 150 households for a rural block and 600 persons or 120 households in an urban block. This charge included the enumerator's expenses for attending a minimum of six training classes for equipping himself with stationery, ink, pen, etc. Rs. 15/-
- (3) Charges for supervision of enumeration Rs. 4/- per block
- (4) Total of enumeration charges for each block of an average of 700 persons. Rs. 24

To facilitate payment and easy calculation, specific instructions were issued not only for the payment of advance towards honorarium, but also the balance immediately after every stage of work was concluded. Express instructions were issued for the prompt payment of honorarium during the financial year 1960-61 and by calling for progress reports on the payment made. It is gratify-

ing to note that as a result of timely implementation of these instructions, payment to the tune of Rs. 613,895-75 np was made before March 31, 1961 out of a total amount of Rs. 668,844-90 np payable. This is exclusive of an amount of Rs. 107,280-09 np paid for house-numbering and house-listing, bringing the total amount of honorarium paid in 1960-61 to Rs. 721,175-84 np.

Whether census enumeration should be wholly paid?

19. The Indian Census has established an enviable tradition over a number of decades that had made it the most economical in the world. Under the circumstances in which we live and the widespread illiteracy which is yet to be eradicated, the introduction of the self-enumeration method of organising the national count may not be possible even after another ten years. For, it presupposes a high degree of literacy on the part of the respondent to ensure that the replies recorded by him against the census questionnaire are correct and complete in all particulars. In all probability we may have again to fall back upon the householder system of personal interview with the head of the household which has been in vogue for nearly hundred years. In that case, the advantage gained as a result of tradition built over a century which makes census a national programme worked through a large army of honorary workers, cannot and should not be lightly thrown away by substituting it by an entirely paid agency of special staff recruited for the purpose, as has been suggested in some quarters. This would be very expensive and the country can ill afford it. It may perhaps be argued that the resentment on the part of workers to shoulder this extra burden in addition to the normal duties may be greater in future. This feeling can, however, be reasonably expected to be more than counter balanced by the growing consciousness of national duty which every one must perform as labour of love for the common good of all. Public opinion can also be aroused and the apathy and indifference towards census work further removed by the popular institutions that will come into existence in the near future on the advent of democratic decentralisation,

which is bound to play an important role in organising the future censuses. There should, therefore, be no objection to the continuance of the present system of enumeration particularly because of the very welcome feature introduced in 1961 in the payment of honorarium to compensate the worker for the out-of-pocket expenses incurred by him. The payment of honorarium may not be adequate. Some of them may even have to bear some extra cost. But that can be compensated by making suitable adjustments in the honorarium paid.

Recognition of Services of Enumeration Staff

20. Following the practice of 1951 Census, the Government of India, agreed to the proposal of the Registrar General for the award of medals to census workers whose services were distinguished by outstanding zeal and quality. 4,100 silver medals and 8,200 bronze medals were manufactured by the Government of India Mint, Bombay, on the basis of the population of 1951. But since this population showed a very large increase over their numbers returned in 1951, the number of silver medals was subsequently raised to 5,380 and that of bronze to 10,760. There was a corresponding increase in the quota originally allotted to Gujarat which raised the number of silver medals, to 251 from 190 and bronze to 502 from 380. In addition to the census workers engaged in actual enumeration, office staff of the census offices at various levels inclusive of the staff of the tabulation offices were also made eligible for this award. The Government of Gujarat further decided to give merit certificates to those, whose work was of good quality but could not be appreciated by the award of medals.

The Collectors were required to forward their recommendations to the Deputy Superintendents in charge of Tabulation Offices for scrutiny and verification of the nature and quality of work done by those recommended for the award of medals. On receipt of the Deputy Superintendents' remarks, the Collectors were asked to furnish their final lists to the Superintendent of Census Operations for onward transmission to the Government and

Registrar General for approval after including the names of the District Census Officers and staff members eligible for the award.

Enumeration of technically qualified personnel

21. A special census of technically qualified persons holding either degrees or diplomas equivalent to degrees has also been taken along with the 1961 Census. This inquiry has been confined to all urban areas and selected rural areas of the State. The areas with low level of literacy where technically qualified personnel is usually not available were dropped from the purview of this inquiry. A special enumeration card was devised for the purpose. These cards were to be given by the enumerator to such households wherein a technically qualified member resided. It was to be left in the household at the time of enumeration for being filled up by the technically qualified person and collected by him at the time of the revisional round between March 1 and 5, 1961. While revisiting the house the card was to be collected, but if it was unfilled at that time, the enumerator was to make a specific request to the person concerned or to the head of the household to fill it up and send it by post as it was not necessary to affix any postage stamp on the card as it was a pre-paid business reply card. These cards were to be originally received in the office of the Superintendent. But according to the later instructions, the District Census Officers were asked to despatch them directly to the Registrar General. As against a total number of 292,483 cards distributed, 31,451 cards are reported to have been thus posted to the Registrar General by the District Census Officers in addition to those sent direct by the respondents either to this office or to the Registrar General. Circular No. 41 dated December 24, 1960 as well as No. 44 dated January 18, 1961 explain the action to be taken for ensuring correct enumeration of technically qualified persons.

Special Studies

22. *The Census in India*, has from time to time brought within its compass a number of special studies and investigations, designed to

throw light on the sociological and anthropological aspects of population. In pursuance of this tradition, the Registrar General, India, decided that the Census of 1961 should also take upon itself the task of conducting a number of special studies in addition to the enumeration of the people. The four special studies which form part of this extra-Censal programme are :—

- (i) Socio - Economic Survey of selected villages;
- (ii) Survey of Rural and Tribal Crafts;
- (iii) Fairs and Festivals and
- (iv) Monographs on Scheduled Castes and Scheduled Tribes.

(i) *Socio-Economic Survey*—Keeping in view certain important principles laid down by the Registrar General, 41 villages have been selected for socio-economic survey. Villages thus selected were to be representative of the areas or zones which are socially, culturally and economically quite distinct from other areas, possess a population of 500 to 700 and are normally away from district or taluka headquarters and also from main lines of communications. This survey has been carried out through the District Statistical Officers and Statistical Assistants of the State Bureau of Economics and Statistics. While the model village and household schedules as received from the Registrar General have been in the main adopted for the purpose of this survey, certain additions have been made with a view to bring out local characteristics. A third schedule has also been added in consultation with the Human Variation Unit of the Indian Cancer Research Centre on consanguinity of marriages in the villages selected for socio-economic survey in compliance with the recommendations of the U.N.-cum-W.H.O. Seminar held at Bombay in September, 1960. Though field survey has been completed in all the 41 villages, village survey monographs are proposed to be published for 25, as it is felt that looking to the specialised nature of this study, it may not be possible to report on all of them during the time available for this work.

(ii) *Rural and Tribal Crafts Survey*—On the basis of request from the Ministry of Com-

merce and Industry, special questions on household industry in the household schedule and on establishments and workshops in the house-list were introduced in 1961 Census programme, in order to obtain a frame for all types of industry in the country, and assess the magnitude of household industries and small establishments, so that these data could be related to livelihood and population. It was, however, felt that a mere enumeration of the total number of establishments and their classification would be incomplete without a proper description of what they produce and how they produce. As the census organisation can well afford a comprehensive survey of a descriptive nature, the Registrar General advised the superintendents to conduct a detailed inquiry into rural industries and crafts at selected important centres in each State. These centres have been selected with reference to their general reputation and excellence of articles produced in consultation with the Registrar, Co-operative Societies, who is also the Director of Small Industries, and the Director of Social Welfare. 33 industries have thus been selected for survey at 92 centres.

On the model of the proforma received from the Registrar General, two schedules, namely, village and household schedules, have been designed for this survey. These schedules have been translated into vernacular and printed for distribution to field investigators. Services of Statistical Assistants, Village-level Workers, and Extension Officers, Industries and Co-operation from the Community Development Block, were requisitioned for this survey which was conducted under the supervision and guidance of Assistant Directors, Small Industries.

(iii) *Fairs and Festivals*—With a view to study the social and cultural life of the people, the necessity and importance of making a special study on the subject of Fairs and Festivals, was first visualised by the present Registrar General, Shri A. Mitra, in 1951, the then Superintendent of Census Operations, West Bengal. As some of the old and traditional fairs and festivals are on the way to extinction on account of various forces working against them, it was

decided to collect during the Census of 1961, all available material relating to the fairs and festivals held in different parts of the State. Rather than restricting the inquiry only to Government or semi-Government sources, as many individuals as possible were approached to ensure a wide coverage. With this end in view, a questionnaire collecting authentic and detailed information on the subject was printed in the regional language and was freely circulated to the press correspondents, journalists, scholars and specialists interested in this field. The material thus collected will, it is hoped, furnish a valuable source of reference.

(iv) *Monographs on Scheduled Castes and Scheduled Tribes*—It has been decided to write monographs on each of the Scheduled Castes and Scheduled Tribes inhabiting the State of Gujarat and notified to be scheduled under the notifications issued by the President of India. The District Social Welfare Officers were, therefore, asked to report the villagewise population figures of Scheduled Castes and Scheduled Tribes, so that their concentrations in particular areas could be decided for collecting the information required for writing the monographs. A questionnaire on the basis of points furnished by the Registrar General was devised and circulated amongst the District Social Welfare Officers, branches of Harijan Sevak Sangh and prominent social workers. Ex-criminal tribes which have now been denotified and some of the minor tribes and backward classes have also been taken up for study in addition to the castes and tribes treated as scheduled. The monographs to be published will take into account all the available literature on the subject and information proposed to be gathered after on the spot study.

General

23. (a) *The Next Census*—The Census is a decennial affair undertaken every ten years at the commencement of a decade. The next census will thus be carried out in 1971. The first Five-year Plan was framed before the Census of 1951 and the Third Five-Year Plan before the Census of

1961. The great importance and utility of census statistics in framing the country's Five-Year Plans have been acknowledged at all hands. In order that they may prove really useful, it is for consideration whether our next census should be taken in 1970 instead of in 1971, the subsequent censuses being taken thereafter at the close of every decade, so that the estimates of mid-year population and the final figures of population and other relevant information so very essential for correct planning may be respectively available towards the close of 1969 or the beginning of 1970 and fruitfully utilised for the framing of the Fifth Five-Year Plan. If this is done, the upsetting of some of the important plan targets as has been the case on the present occasion can be avoided by basing them on up-to-date census returns. In the alternative, the Fourth Plan may be for six years.

(b) *The Registrar General*—The help and guidance received from the Registrar General and his office at every stage of the census operations have contributed in no small measure to the successful organisation of this vast undertaking. The detailed instructions issued from time to time, clarifications made, discussions carried out at the Conference of Superintendents, suggestions and advice offered during the tours of the Registrar General, etc., have gone a long way in solving the complex problems of organisation and conduct of a number of special studies and surveys connected with the Census of 1961. But all these would not have been of much avail had they not been accompanied by correct approach to the problems facing the Superintendents. For, it was no small relief for them to realise that they had the backing and support of the Registrar General in all that they did in the furtherance of the census programme. It was still more gratify-

ing to find that the Registrar General who also includes his stalwart lieutenant Shri D. Natarajan, the Deputy Registrar General, was ever anxious to see that the work of the Superintendents was facilitated in every respect not only by offering all possible assistance and guidance but also by the speedy issue of sanctions to the proposals made and quick removal of hurdles that came their way.

Above all, what is far more important and necessary in such a nationwide administrative undertaking is the high sense of devotion to duty Shri A. Mitra, the Registrar General, inspired in his colleagues. Perhaps, no administrative undertaking offers that opportunity which the census does for producing something which is constructive and likely to be useful to the country for years to come. Conscious of the fact that this was the first census of India to be taken up by an entirely Indian team, he expressed his hope and the country's expectations in the following terms:—

“I am sure you regard this assignment as a Superintendent of Census Operations a great opportunity to set your course on a fruitful hobby, perhaps ending in a contribution of permanent interest and value. Already you must be thinking of how to enrich your Census Report for 1961 with an investigation or discussion of some subject or topic which will be unique and has not been adequately treated in the previous Census Reports of your State. For after all a man's worth is judged not for doing what he is paid for but for doing something in excess of what he was required to do.”

It is this noble objective which the Registrar General placed before the Superintendents that has raised the entire programme far above its ordinary level. For all this, the Superintendents are grateful to him more than they can express.

APPENDIX—I

Notifications of the Governments of Bombay and Gujarat issued under the Indian Census Act (XXXVII of 1948)

Sl No.	Section of the Act	No. and date of Notification	Short Subject
1	2	3	4
(A) Notifications of the Government of Bombay			
1	Section 4 (2) of the Census Act, 1948	No. CNS - 2059 (i) H dated February 18, 1960	Appoints (1) all Revenue Officers, (2) all Officers Commanding Stations, (3) all Executive Officers of Cantonments, (4) Presidents, Chief Officers, Executive Officers, Health Officers and Secretaries of all municipalities and (5) Municipal Octroi Superintendent, Ahmedabad, as Census Officers for their areas within their respective jurisdiction.
2	Section 4 (4) of the Census Act, 1948	No. CNS - 2059 (ii) H dated February 18, 1960	Delegates powers to the Superintendent of Census Operations, and Officers mentioned at Sl. No. 1 to appoint Census Officers within the areas under their respective jurisdiction.
3	Section 4 (3) of the Census Act, 1948	No. CNS - 2059 (iii) H dated February 18, 1960	Delegates powers to sign letters of appointment in respect of Census Officers appointed by the Officers mentioned in Sl. No. 2 within the areas under their respective jurisdiction.
4	Section 6 (1) of the Census Act, 1948	No. CNS - 2059 (iv) H dated February 18, 1960	Authorises the Municipal Octroi Superintendent, Ahmedabad, and Personal Assistants to the Collectors to call upon Officers of Navy, Air force, Military, Railways, Commercial firms, etc., to perform the duties of Census Officers within the limits of their respective jurisdiction.
5	Section 7 of the Census Act, 1948	No. CNS - 2059 (v) H dated February 18, 1960	Authorises the Municipal Octroi Superintendent, Ahmedabad and Personal Assistants to the Collectors to call upon private land holders, officers, staff and members of local bodies, officers and staff of any firm, factory or establishment to give assistance towards the taking of census within the limits of their respective jurisdiction.
6	Section 8 (1) of the Census Act, 1948	No. CNS - 2059 (vi) H dated February 18, 1960	Publishes Census Questionnaire.
7	Section 12 and the proviso to section 13 of the Census Act, 1948	No. CNS 2059 (vii) H dated February 18, 1960	Authorises the District Magistrates and the Municipal Commissioner for the city of Ahmedabad to sanction institution of prosecution under the Census Act within the limits of their respective jurisdiction.
(B) Notifications of the Government of Gujarat			
1	Section 4 (2) of the Census Act, 1948	No. CNS - 2059 A dated August 17, 1960	Appoints Additional Mamlatdars as Census Officers for the areas within their respective jurisdiction.
2	Section 4 (3) of the Census Act, 1948	No. CNS - 2059 A dated August 17, 1960	Delegates to the Additional Mamlatdars powers of signing letters of appointment of Census Officers.
3	Section 4 (4) of the Census Act, 1948	No. CNS - 2059 A dated August 17, 1960	Delegates to the Additional Mamlatdars powers to appoint Census Officers within their respective jurisdiction.
4	Section 4 (3) of the Census Act, 1948	No. CNS - 2059 A2 dated October 11, 1960	Delegates to the Presidents, Chief Officers or Executive Officers of Anjar and Gandhidham Municipalities powers of signing letters of appointment of Census Officers.
5	Section 4 (4) of the Census Act, 1948	No. CNS - 2059 A2 dated October 11, 1960	Delegates to Presidents, Chief Officers or Executive Officers of Anjar and Gandhidham Municipalities powers to appoint Census Officers within the limits of their jurisdiction.
6	Section 90 of the Bombay Reorganisation Act, 1960	No. CNS - 1160 A2 dated November 14, 1960	Authorises Superintendent of Census Operations, Gujarat to appoint Census Officers and sign letters of appointment in their respect within the limits of the State of Gujarat.

APPENDIX—II

Letter from the Registrar General, India, No. 3/9/57-RG, dated March 12, 1959 giving an outline of the scheme for the Census of 1961

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 March 1, 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 reorganisation 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 organisation, 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 Governments 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 reorganisation 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, providing 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 and 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

some time 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 organisation which should be so perfect that there will be no likelihood of anyone 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 pre-requisite 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., was 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, taluka 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, taluka 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 the location

code really worthwhile 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 taluka, (3) number of the revenue village or *mouza* and (4) number of the dwelling in the village or *mouza*. The location code of dwelling in the 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/talukas will be numbered serially based on the entity of recognised 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/taluka numbers. Towns will be numbered serially in the order to be decided upon.

15. Revenue villages or survey *mouzas* in a thana/tehsil/taluka 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 lists 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 Superintendents, 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 urbanisation 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 $\frac{3}{4}$ th 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/taluka 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/taluka 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 he 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/taluka may be constituted into a charge and the general administration or revenue officer of the thana/tehsil/taluka 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/taluka 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/taluka Census Officer. It will be possible in 1961 to render uniform clerical assistance to all District and thana/tehsil/taluka Census Officers. In the case of districts, each District Census Officer will be provided with one Upper Division Clerk, two Lower Division Clerks and two peons and each sub-divisional Census Office with one Lower Division Clerk and one peon for a period of fifteen

months, i. e., from March 1, 1960 to May 31, 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 housecounting 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 worthwhile 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 February 9 to 28, 1951, followed by another period of three days—from March 1 to 3, 1951 to check births and deaths that took place subsequent to enumeration but before the reference date (March 1) 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 20 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 pretested 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 pretesting 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" x 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 re-painting 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-number 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 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 emphasised 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 pretested 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 pretested in a few local localities. The results of your pretest 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-lists, 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 'building', 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 pretesting 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 household 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 numeral may be given to distinguish the building, Roman numeral to distinguish the census house 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 pretesting 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 scripitory 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 represen-

tatives 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 pretest 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 pretesting. The pretesting has either been completed in some of the States or is under completion. The results of the pretesting will be analysed in this office in order to find out the changes that 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 pretesting. 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 pretesting 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 pretest. 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 pretest 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 and Stationary 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 material 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 February 28, 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 upto the reference date (i.e., March 1, 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 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 March 3, 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 Abstract 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 and Broadcasting Ministry have made a provision of Rs. 4.5 lakhs for the year 59-60 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 questionnaires. With the help of the enumeration schedules completed during the pretesting 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 methods of Tabulation adopted in India, namely, by handsorting. 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., 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 Vol. 1 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.

APPENDIX—III

Address by Shri Govind Vallabh Pant, Home Minister, to the Superintendents of Census Operations on September 27, 1959.

I am glad to meet you here this afternoon. The Census Commissioner was good enough to ask me to find some time to address you. On the first day when you assembled here the occasion did not quite suit me. All the same he and I both thought that it would be good if I could snatch a few moments some time before your departure just to meet you. You need not expect any speech from me. I don't intend to address you at any length. I find that you have this time met earlier than the Census Superintendents used to do in the past. That is but fair and proper because the problems have become much more complicated and you have fully to grasp the basis and also to study the details because you have not only to prepare yourself for the task but, directly and indirectly, to train about a million enumerators for this task. Ultimately the accuracy of the figures and information collected depends on the capacity and competence of the enumerator. There are many of them who have to be, I think, given lessons not only once or twice but perhaps ten times before they will be able to carry out the complicated and arduous task that they are required to perform. This, I think, is the tenth census; the first we had was perhaps in 1872. Well, much water has flown since and the census operations like other things have become more and more complex. I must say that those who were engaged in this task in the olden days and those who worked as pioneers did a remarkable piece of work. When you go through their report, you can see the enormous amount of labour that they have put in on the various problems which had not been touched by anybody previously. They had to do a lot of exploratory work and they produced very comprehensive reports on certain matters. So we have been gradually building on the foundations laid by them. In every census some new features have been introduced. In our country I think we have these census operations on a vast scale.

I wonder if any other country carries on such operations in the same manner as elaborately, accurately, objectively and dispassionately as we do here. In some countries there is a tendency to distort even facts which are in themselves very indisputable. But in our country the censuses have always been conducted in a scientific spirit, in a rational manner, without any bias or prejudice. In fact I sometimes think that your job is a fascinating one. You are not to be actuated by any ulterior motives. You have only to conduct a scientific inquiry in a scientific spirit. So that is always worth doing because when you are only trying to collect material which is in every way inevitably and unassailably true and correct,

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

we had, I think, an addition of about 1% to the population in a year; now it is said to have gone upto 1.8 % and I wonder if even this will be stationary or if this sort of progressive increase year by year will continue hereafter. The death rate is going down but in other countries if the death rate has gone down it has also been accompanied by urbanisation and industrialisation. These two factors have a bearing on the growth of population and counteract the tendency towards excessive and undue increase in the number of hungry mouths in any country. I don't know how far we will be able to draw away people from the land and to provide other occupations, jobs for them. So you have also to see how our age groups are developing now. According to the old census, I think, the productive group between the ages of 15 and 60 was, relatively, smaller in our country than in other countries with the result that apart from unemployment and under-employment we had also to look after people who were not physically capable of maintaining themselves. Now longevity is going up and I hope you will be able to tell us how far there has been a change in the old patterns, how the groups are now related to each other, what proportion 15 to 60 age group bears to others and whether *per capita* efficiency and productivity are going up or they have on the whole gone down. You have, I think, now a more elaborate form of inquiry of the occupations, diversification of industry as well as of various occupations in the country. It is necessary to have a clear idea of the changes that have taken place, for we must be able to re-adjust things if the lines that we are following today are not going straight and call for some sort of re-adjustment. So all these and other matters will have to be tackled by you. I had occasion to read some of these census reports in my earlier days and I really found them fascinating. They should be much more so now because we will be dealing with economic and social problems. Much less emphasis has to be laid on things which are static and which are there. I do not think we are having a detailed inquiry about caste and sub-caste now but in view of the changes that are taking place in our economic pattern and the objectives that we have laid before ourselves you have to give thought to other matters which have been ignored in the past and which now call for close study. We have decided to build our economy in a planned manner. Your last census of 1951 might be regarded as a landmark because the First Five Year Plan started in 1951. Now we would have completed two Five Year Plans by 1961. So the material that you will now collect may not be fully available by the time that we have to prepare the draft of our Third Five-

Year Plan but I hope we will have such material as you may be able to collect by the end of 1961.

I am reminded of a story which I read in the census report of 1881. It is stated there that the enumerator had been instructed to see that he took note of every one who disappeared from the village between 6 and 8 or something like that, that there should be another enumeration at about 8 and the final one at 12. So he had his preliminary enumeration and he put down the number. Then he went round the village and shouted out : "Are all of you alive or has anybody died ?" (laughter) He went on repeating it again and again in his rounds with the result that before he could hold the final enumeration, the villagers came and rendered him altogether incapable of conducting these operations any further. It is a fine report in the way that there is enough of humour in it, otherwise it is a dry subject. Though very interesting, a census report sometimes tries out people's patience. So I hope you will do your task in such a manner that those who have to deal with the material that you collect or the conclusions that you reach will find it not only instructive, as it is bound to be, but also interesting.

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

Thank you.

APPENDIX—IV—A

List of books purchased for the Census Library

Sl.No.	Name of the Book	Author
1	Chamber's Twentieth Century Dictionary	Willam Geddie
2	Roget's International Thesaurus	P. M. Roget
3	Directory and Year Book including Who's Who 1959-60	N. J. Nanporia
4	Public Administration in India-Report of a Survey	Paul A. Appleby
5	Some Aspects of the Population Problem of India	Gyan Chand
6	Population Growth & Economic Development in Low Income Countries	Ansby J. Coale & Edgar M. Hoover
7	Population Crisis in India	Prof. Vasantkumar Pethe & Dr. Vasundhara Gandhi
8	Natural Resources & Population of India	P. A. Wadia
9	Population & Family Planning in India	Dr. C. B. Mamoria
10	People & Population of India	Shiv Chand & A. N. Kapoor
11	Facts from Figures	M. J. Moroney
12	Hindustan Year Book and Who's Who 1960	S. C. Sarkar
13	Vinit Jodanikosh	... ..
14	Papers of the Royal Commission on Population Vol. I	E Lewis-Faning
15	Papers of the Royal Commission on Population Vol. II	... ..
16	Papers of the Royal Commission on Population Vol. III	... ..
17	Papers of the Royal Commission on Population Vol. IV	... ..
18	Papers of the Royal Commission on Population Vol. V	... ..
19	Ready Reckoner in Decimal Coinage-1960	Krishnaprasad Bhatt
20	Panchmahal-na-Adivasio	Jayantilal Manilal Malkan
21	Naikas-Naikdas—A Gujarat Tribe	P. G. Shah
22	A Pilot Survey of Fourteen Villages in U. P. & Punjab	P. K. Mukherjee and S. C. Gupta
23	Farmers of India Vol. I, Punjab, Himachal-Pradesh, Jammu & Kashmir	M. S. Randhawa and Shri Premnath
24	An Economic Survey of Shamaspur village (District Saharanpur, U.P.)	S. C. Gupta
25	India, 1960	... ..
26	All India Civil List (Corrected upto July 1, 1959)	... ..
27	The Tribes & Castes of West Bengal	A. Mitra. I.C.S.
28	An Account of Land Management in West Bengal (1870-1950)	A. Mitra. I.C.S.
29	The Rural Economy of Gujarat	M. B. Desai
30	Striving for Economic Equality	B. V. Pandya
31	Matters of Life & Death	... ..
32	Census 1951 - England & Wales - General Report	... ..
33	Census 1951 - England & Wales - Preliminary Report	... ..
34	General Provident Fund (Central Services) Rules, Provident Funds Act (xix of 1925) & Memorandum Explanatory of G. P. F. Rules Vis-a-Vis the law on the subject	... ..
35	Compilation of the General Financial Rules Vol. I-1st Edition (2 Copies)	... ..
36	Account Code Vol. II Treasury Accounts (together with 5 correction slips)	... ..
37	Report of the Backward Classes Commission Vol. I	... ..
38	Report of the Backward Classes Commission Vol. II	... ..
39	Report of the Backward Classes Commission Vol. III	... ..
40	Fact Finder for the Nation	... ..
41	Handbook of Statistical Methods for Demographers	A. J. Jaffe
42	Health & Demography	... ..
43	Bureau of Census Manual of Tabular Presentation	B. L. Jenkinson
44	The Population & Manpower of China : An Annotated Bibliography	... ..
45	District Census Handbook of Hoogly	A. Mitra. I. C. S.
46	Dublas - a Serf Tribe	P. G. Shah
47	The Language of Maha Gujarat	T. N. Dave

Sl.No.	Name of the Book	Author
48	Journal of the Gujarat Research Society for April 1956	... ..
49	Journal of the Gujarat Research Society for April, 1957	... ..
50	Journal of the Gujarat Research Society for April, 1959	... ..
51	Report of the IV Conference of Tribes & Tribal (Scheduled) Areas held at Koraput, April, 1957	... ..
52	Report of the V Conference for Tribes & Tribal (Scheduled) Areas held at Bordi (Bombay), January, 1959	... ..
53	Amadavad na Vyapar Udyogo	Ravishankar P. Vyas

APPENDIX—IV—B

List of books received from the Superintendent of Census Operations, Bombay, on the formation of the separate office of the Superintendent of Census Operations, Gujarat

Sl.No.	Name of the Book
1	Census Report 1951 Part I - A Hyderabad
2	Census Report 1951 Part I - A Madhya Bharat & Bhopal
3	Census Report 1951 Part I - A Madhya Pradesh
4	Census Report 1951 Part I - A Bombay, Saurashtra & Kutch
5	Census Report 1951 Part I - B Rajasthan & Ajmer
6	Census Report 1951 Part I - B Uttar Pradesh
7	Census Report 1951 Part I - B Madhya Bharat & Bhopal
8	Census Report 1951 Part I - B Madhya Pradesh
9	Census Report 1951 Part II - A Bombay Saurashtra & Kutch
10	Census Report 1951 Part II - A India
11	Census Report 1951 Part II - A Madhya Bharat & Bhopal
12	Census Report 1951 Part II - A Uttar Pradesh
13	Census Report 1951 Part II - A Madhya Pradesh
14	Census Report 1951 Part II - B India
15	Census Report 1951 Part II - B Bombay, Saurashtra & Kutch
16	Census Report 1951 Part II - B Hyderabad
17	Census Report 1951 Part II - B Madhya Bharat & Bhopal
18	Census Report 1951 Part II - B Madhya Pradesh
19	Census Report 1951 Part II - C India
20	Census Report 1951 Part II - C Madhya Pradesh
21	Census Report 1951 Part II - D Madhya Pradesh
22	Census Paper 1950 Paper No. 5
23	Census Paper 1951 Paper No. 6
24	Census Paper 1951 Paper No. 9
25	Census Paper 1952 Paper No. 2
26	Census Paper 1953 Paper No. 2
27	Census Paper 1953 Paper No. 3
28	Census Paper 1953 Paper No. 5
29	Census Paper 1954 Paper No. 1
30	Census Paper 1954 Paper No. 2
31	Census Paper 1954 Paper No. 4
32	Census Paper 1954 Paper No. 6
33	Census Paper 1954 Paper No. 7
34	Census Paper 1955 Paper No. 1
35	Census Paper 1955 Paper No. 2
36	Census Paper 1955 Paper No. 4
37	Census Paper 1955 Paper No. 6
38	Census Paper 1956 Paper No. 2
39	Census Paper 1956 Paper No. 4

Sl. No.	Name of the Book
40	Census Paper 1956 Paper No. 5
41	Census Paper 1957 Paper No. 1
42	Census Paper 1957 Paper No. 2
43	Glossary of Caste names Kutch State (3 copies)
44	Glossary of Caste names Saurashtra State (2 copies)
45	Glossary of Caste names Bombay State
46	Language Handbook Kanara & Belgaum districts
47	Language Handbook Dangs, Thana & Banaskantha districts
48	Papers relating to the Revision Survey Settlement of two villages of Dholka taluka
49	Socio - Economic Review and District Statistical Abstract of Gohilwad district
50	Socio - Economic Review and District Statistical Abstract of Ahmedabad district
51	Socio - Economic Review and District Statistical Abstract of Panchmahals district
52	All India Rural Credit Survey and District Monograph of Sorath district
53	Report on an Enquiry into the working of the Bombay Tenancy and Agricultural Lands Act, 1948
54	Census of India 1891 Bombay - its Feudatories - Part I
55	Census of India 1901 Bombay - Report - Part II
56	Census of India 1901 Bombay - Imperial Tables
57	Census of India 1901 Baroda - Report
58	Census of India 1911 Baroda - Part I
59	Census of India 1911 Baroda - Part II
60	Census of India 1921 Baroda State - Part II - Tables
61	Census of India 1921 Baroda State - Part I
62	Census of India 1921 Bombay Presidency - Part II - Tables
63	Census of India 1931 Western India States Agency - Part I & II
64	Census of India 1931 Bombay Administration Report & Tables - Part III
65	Census of India 1931 Cities of Bombay Presidency - Part I & II
66	Census of India 1931 Bombay Presidency - Part II - Statistical Tables
67	Census of India 1931 Bombay Presidency - Part I - Report
68	District Census Handbook 1951 Halar District (2 copies)
69	District Census Handbook 1951 Madhya Saurashtra District (2 copies)
70	District Census Handbook 1951 Gohilwad District (2 copies)
71	District Census Handbook 1251 Sorath District (2 copies)
72	District Census Handbook 1251 Zalawad District (2 copies)
73	District Census Handbook 1951 Amreli District (6 copies)
74	District Census Handbook 1951 Kutch District (2 copies)
75	District Census Handbook 1951 Ahmedabad District (5 copies)
76	District Census Handbook 1951 Mehsana District (5 copies)
77	District Census Handbook 1951 Sabarkantha District (6 copies)
78	District Census Handbook 1951 Banaskantha District (5 copies)
79	District Census Handbook 1951 Kaira District (6 copies)
80	District Census Handbook 1951 Panchmahals District (6 copies)
81	District Census Handbook 1951 Baroda District (5 copies)
82	District Census Handbook 1951 Broach District (4 copies)
83	District Census Handbook 1951 Surat District (5 copies)
84	District Census Handbook 1951 Dangs District (5 copies)
85	District Census Handbook 1951 Bhind District
86	District Census Handbook 1951 Mysore District
87	District Census Handbook 1951 Chikmagalur District
88	District Census Handbook 1951 Mandya District
89	District Census Handbook 1951 Tumkur District
90	District Census Handbook 1951 Shimoga District
91	District Census Handbook 1951 Hassan District
92	District Census Handbook 1951 Chitaldrug District
93	District Census Handbook 1951 Kolar District
94	District Census Handbook 1951 Bangalore District

APPENDIX—V

Circulars and Forms printed for Enumeration Period

Sl. No.	Description of Circular or Form	No. of Impressions	Date of Printing	No. of copies printed
1	2	3	4	5
1	Census Circular No. 7A	One	17-6-1960	1,300
2	Census Circular No. 9A	One	17-6-1960	1,300
3	Census Circular No. 11	One	17-6-1960	1,300
4	Census Circular No. 12	One	17-6-1960	1,300
5	Census Circular No. 8A	One	3-6-1960	1,300
6	Census Circular No. 15	One	22-6-1960	1,300
7	Census Circular No. 5A	One	14-6-1960	1,300
8	Census Circular No. 16	One	24-8-1960	1,300
9	Census Circular No. 17	One	24-8-1960	1,300
10	Census Circular No. 18	One	12-7-1960	1,300
11	Letter No. CEN. 2 dated 15-6-1960	One	12-7-1960	1,300
12	Instructions regarding Fairs and Festivals in Gujarati	One	6-7-1960	7,000
13	Booklet, viz., ધરની ચાંદી ભરવાની સૂચનાઓ	One	3-7-1960	40,000
14	Abbreviations on pulp boards in Gujarati	One	23-7-1960	38,000
15	Abbreviations on pulp boards in English	One	25-7-1960	2,000
16	Form of Enumerator's Abstract in Gujarati	One	30-7-1960	100,000
17	Form of Enumerator's Abstract in English	One	22-7-1960	500
18	Forms of Circle Summary in Gujarati	One	22-7-1960	20,000
19	Forms of Circle Summary in English	One	29-7-1960	100
20	Forms of Charge Summary in Gujarati	One	22-7-1960	1,000
21	Forms of Charge Summary in English	One	17-8-1960	50
22	Census Circular No. 19	One	28-7-1960	30,000
23	Forms for Training Class	One	7-8-1960	30,000
24	Record of Birth Card	One	12-10-1960	15,000
25	Instructions for filling in Maternity card	One	12-10-1960	250
26	Maternity card.	One	12-10-1960	250
27	Letter No. CEN-22 dated 6-7-60 and the list of S. C. & S. T.	One	5-9-1960	750
28	Gujarati Forms for SC and ST	One	7-7-1960	1,500
29	Census Circular No. 20	One	23-9-1960	1,300
30	Gujarati Forms of Village Notes	One	23-9-1960	45,000
31	Instructions for filling questionnaire on Socio-Economic Survey	One	8-9-1960	100
32	List of villages selected for Socio-Economic Survey	One	8-9-1960	100
33	Census Circular No. 21 in Gujarati	One	24-8-1960	40,000
34	Census Circular No. 16 in Gujarati	One	1-9-1960	40,000
35	Census Circular No. 17 in Gujarati	One	1-9-1960	40,000
36	List of S. C. & S. T. in Gujarati	One	2-8-1960	5,000
37	Acknowledgement Forms	One	21-7-1960	1,000
38	Letter No. CSG-2 dated 6-7-1960 regarding Location Code No.	One	21-7-1960	1,300
39	Instructions for collecting data regarding S.C.&S.T. in Gujarati	One	23-9-1960	5,000
40	Charge Register Forms	One	23-9-1960	5,000
41	Forms for Household Industries and Crafts in Gujarati	One	22-9-1960	10,000
42	Corrigendum No. CEN-22 dated 20-8-1960 regarding S.C.&S.T.	One	5-9-1960	750
43	Location Codes for Talukas in English	One	17-9-1960	2,000
44	Location Codes for Talukas in Gujarati	One	17-9-1960	2,000
45	Covers for house-lists	One	19-9-1960	80,000
46	Letter Forms Folio Size	One	3-9-1960	2,000
47	Letter Forms Quarto Size	One	8-9-1960	1,000

CIRCULARS AND FORMS PRINTED FOR ENUMERATION

61

Sl. No.	Description of Circular of Form	No. of Impressions	Date of Printing	No. of copies printed
1	2	3	4	5
48	Letter Forms Octavo Size	One	8-9-1960	1,000
49	Explanatory note in Gujarati for filling Questionnaire on S. C. & S. T.	One	9-9-1960	5,000
50	Census Circular No.22	One	1-9-1960	40,000
51	House-list Abstract English	One	21-9-1960	1,000
52	Forms of Block-list English	One	8-9-1960	1,000
53	Forms of Block-list Gujarati	One	9-9-1960	70,000
54	Certificate English	One	12-9-1960	250
55	Certificate Gujarati	One	9-9-1960	13,000
56	Census Circular No. 25	One	17-9-1960	1,300
57	Form of Charge Abstract English	One	19-9-1960	50
58	Form of Charge Abstract Gujarati	One	19-9-1960	1,000
59	Circle Register English	One	19-9-1960	100
60	Circle Register Gujarati	One	22-9-1960	20,000
61	Census Circular No. 27	One	13-9-1960	1,300
62	Census Circular No. 28	One	13-9-1960	1,300
63	Cards of letter of Authority in Gujarati	One	5-10-1960	10,000
64	Letter No. EST-10-60-C dated 24-9-1960 from Development Commissioner Gujarat	One	10-10-1960	500
65	Block-list in Gujarati	One	12-10-1960	130,000
66	Proforma for reconciliation of villages of district	One	13-10-1960	1,000
67	Circular No. 31 with Certificate	One	17-10-1960	1,300
68	Letter No. CEN-2 dated 7-10-1960 regarding Discharge of duties by Officers.	One	17-10-1960	1,300
69	Circular No. CNS-1160-A dated 30-7-60	One	24-10-1960	7,000
70	House-list abstract in Gujarati	One	24-10-1960	15,000
71	List of urban areas of Gujarat State	One	11-11-1960	2,000
72	Village Schedule in English	One	7-10-1960	250
73	Letter No. CEN-18 dated 3-11-1960	One	11-11-1960	1,300
74	Household Schedule in English	One	27-10-1960	10,000
75	Circular No. 33 dated 7-11-1960	One	19-11-1960	1,100
76	Household Schedule for survey of Household Industries in Gujarati	One	24-10-1960	5,000
77	Record of Birth Cards	One	17-10-1960	25,000
78	Maternity Card	One	17-10-1960	15,000
79	Book-let "Instructions to Enumerators" in Gujarati	One	14-11-1960	53,000
80	Circular No. 34 in Gujarati	One	7-12-1960	53,000
81	Household Schedule Abstract in Gujarati	One	26-11-1960	25,000
82	Circular No. 28 in Gujarati	One	21-12-1960	53,000
83	Circular No. 35	One	19-12-1960	1,000
84	Circular No. 37	One	19-12-1960	1,300
85	Circular No. 38	One	19-12-1960	1,300
86	Circular No. 39	One	19-12-1960	1,300
87	Acknowledgement letters	One	11-12-1960	1,000
88	Circular No. 36	One	13-1-1961	1,300
89	Gujarati Folders	Two	20-1-1961	200,000
90	Acquittance Roll	One	4-2-1961	5,000
91	Personnl Register Forms	One	11-1-1961	5,000
92	Circular No. 40	One	4-2-1961	1,300
93	ગણતરીદારના કામની તપાસણીનો અહેવાલ	One	25-1-1961	45,000
94	Circular No. CNS-1160-A-2 of Government of Gujarat, G.A.D.	One	4-2-1961	1,300
95	Circular No. 42 in Gujarati	One	20-1-1961	1,300

Sl. No.	Description of Circular of Form	No. of Impressions	Date of Printing	No. of copies printed
1	2	3	4	5
96	Intimation for Interview	One	3-2-1961	8,000
97	Conditions of Service	One	3-2-1961	1,200
98	Forms for maintaining records for interviews	One	28-1-1961	4,200
99	વિધાના એકર કરવા માટેની જ'ત્રીઓ	One	30-1-1961	53,000
100	Supplementary Household Schedule for Maldhari Villages	One	28-2-1961	2,500
101	Letter Head full-scape size	One	28-2-1961	5,000
102	Letter Head quarter size	One	28-2-1961	5,000
103	Census Circular No. 42	One	25-2-1961	10,000
104	Charge Summary in English	One	28-2-1961	100
105	Charge Summary in Gujarati	One	28-2-1961	500
106	વ્યક્તિ ગણતરી સ્કીપમાં જે જવાબો ભરવાના રહી ગયા હોય તે સંબંધી સૂચનાઓ	One	29-3-1961	1,500

APPENDIX—VI

Budget Estimates for 1960-61 and 1961-62

Head of Accounts	Description	Budget Estimates		Actual Expenditure
		1960-61	1961-62	1960-61
1	2	3	4	5
A Superintendence	A-1 Pay of Officers.	16,650	21,100	12,224
	A-2 Pay of Establishment	35,100	39,800	33,912
	A-3 Allowances & Honoraria	23,150	27,900	22,446
	A-4 Other Charges	61,500	30,000	56,535
	Total	136,400	118,800	125,117
B Enumeration	B-1 Pay of Establishment	150,300	60,900	142,977
	B-2 Allowances & Honoraria	151,800	49,800	157,645
	B-3 Honorarium to Enumeration Staff	704,400	445,300	721,176
	B-4 Other Charges	56,600	41,000	74,237
	Total	1,063,100	597,000	1,096,035
C Abstraction and Compilation	C-1 Pay of Officers.	6,650	62,000	6,638
	C-2 Pay of Establishment	11,100	720,000	11,109
	C-3 Allowances & Honoraria	4,000	41,300	4,083
	C-4 Other Charges.	32,750	21,500	23,717
	Total	54,500	844,800	45,547
D Printing and Stationery		15,850	25,400	13,055
	GRAND TOTAL	1,269,850	1,586,000	1,279,754

NOTE

- (i) This office started functioning from May 1, 1960 only on the formation of the new State of Gujarat and hence there were no separate budgets for this office for the years 1958-59 and 1959-60.
- (ii) For the year 1960-61, the budget was originally prepared by the Superintendent of Census Operations, Bombay, for the entire Bombay State including the areas now comprised within the Gujarat State. On bifurcation of Bombay State into Gujarat and Maharashtra States, the grants for Gujarat were arrived at by division of the grant of Bombay State, according to requirements for Gujarat which was roughly estimated at 2/5 of the total budget provision. A total grant of Rs. 1,014,900 was thus placed at the disposal of the Superintendent of Census Operations, Gujarat, by reappropriation of grants sanctioned vide Registrar General's letter No. 4/40/60-RG, dated July 4, 1960.
- (iii) As regards expenditure on Enumeration in districts it was decided that the expenditure at district and taluka levels should initially be incurred by the State Government. As regards municipalities, the expenditure on Census was to be met initially by the municipalities from their own resources and subsequently reimbursed by the Collectors from the State Budget grants placed at their disposal. Later on before the close of each financial year the expenditure incurred out of State Budget was duly reconciled by the Collectors with that recorded in the books of the Accountant General, Gujarat, Rajkot, and fully reimbursed by debit to the Central grants.
- (iv) According to Rule 4 of the Bombay Local Authorities Census Expenditure Contribution Rules, 1960, made by the Government of Bombay in exercise of powers conferred by section 6 of the Bombay Local Authorities Census Expenses Contribution Act, 1950 (Bom-XXIII of 1950), published in the Bombay Government Gazette Extraordinary, Part IV-B dt. 15-3-60 at pages 141-142, each District Local Board has contributed at the rate of Rs. 250/- per Taluka/Mahal or part thereof within the district. An amount of Rs. 46,250/- has been thus contributed by the District Local Boards in the State towards census expenditure. According to rule 3 of the rules aforementioned the municipalities and the Municipal Corporation of Ahmedabad City have to contribute 50% of the total expenditure in connection with the taking of census in all its stages. A sum of Rs. 188,969 has been credited by the Municipalities out of the total amount of Rs. 192,749 recoverable from them on the basis of 1951 population at the *ad hoc* rate of Rs. 100/- per one thousand population. This amount will be adjusted when figures of final expenditure are available and the balance payable by the municipalities recovered.

APPENDIX—VII

Statement Showing the Amount of Contribution payable by the Municipalities on *ad hoc* basis

Name of the Municipality	Population in 1951	Amount to be recovered from the Municipalities at Rs. 50/- per one thousand of population of 1951.*	Name of the Municipality	Population in 1951	Amount to be recovered from the Municipalities at Rs. 50/- per one thousand of population of 1951.*
1	2	3	1	2	3
		Rs. np.			Rs. np.
JAMNAGAR DISTRICT			11 Muli ..	6,403	320-15
1 Bhanvad ..	8,342	417-10	BHAVNAGAR DISTRICT		
2 Dhrol ..	8,234	411-70	1 Bhavnagar ..	137,951	6,897-55
3 Jamjodhpur ..	9,727	486-35	2 Botad ..	19,558	977-90
4 Jamnagar ..	104,419	5,220-95	3 Gadhada ..	8,345	417-25
5 Jodiya ..	8,238	411-90	4 Savarkundla ..	22,413	1,120-65
6 Kalavad ..	6,776	338-80	5 Mahuva ..	26,718	1,335-90
7 Khambhalia ..	15,194	759-70	6 Gariadhar ..	6,282	314-10
8 Salaya ..	9,993	499-65	7 Palitana ..	24,097	1,204-85
9 Lalpur ..	4,269	213-45	8 Sihor ..	13,569	678-45
10 Dwarka ..	9,765	488-25	9 Talaja ..	5,037	251-85
11 Okha ..	6,176	308-80	10 Vallabhipur ..	5,668	283-40
12 Beyt ..	3,122	156-10	11 Umralla ..	3,748	187-40
RAJKOT DISTRICT			12 Paliyad ..	4,786	239-30
1 Bhayavadar ..	10,325	516-25	AMRELI DISTRICT		
2 Dhoraji ..	43,787	2,189-35	1 Amreli ..	27,826	1,391-30
3 Upleta ..	22,736	1,136-80	2 Dhari ..	5,768	288-40
4 Gondal ..	37,046	1,852-30	3 Jafraabad ..	7,296	364-80
5 Jamkandorna ..	5,137	256-85	4 Chital ..	7,067	353-35
6 Jetpur ..	28,444	1,422-20	5 Lathi ..	8,443	422-15
7 Maliya ..	5,610	280-50	6 Rajula ..	9,637	481-85
8 Morvi ..	40,722	2,036-10	7 Lilia ..	4,834	241-70
9 Rajkot ..	182,069	9,103-45	8 Kodinar ..	9,469	473-45
10 Wankaner ..	16,769	838-45	9 Babra ..	6,851	342-55
11 Jasdan ..	8,693	434-65	10 Bagasara ..	12,817	640-85
12 Vinchhiya ..	4,120	206-00	11 Vadia ..	5,875	293-75
13 Tankara ..	4,020	201-00	12 Dungar ..	3,782	189-10
SURENDRANAGAR DISTRICT			JUNAGADH DISTRICT		
1 Thangadh ..	5,467	273-35	1 Bilkha ..	6,664	333-20
2 Dhrangadhra ..	25,729	1,286-45	2 Junagadh ..	62,730	3,136-50
3 Halvad ..	8,142	407-10	3 Malia ..	6,380	319-00
4 Lakhtar ..	6,853	342-65	4 Bantwa ..	18,635	931-75
5 Chuda ..	7,664	383-20	5 Manavadar ..	8,153	407-65
6 Limbdi ..	18,292	914-60	6 Mangrol ..	20,085	1,004-25
7 Sayla ..	6,102	305-10	7 Patan ..	12,056	602-80
8 Surendranagar ..	34,254	1,712-70	8 Veraval ..	40,378	2,018-90
9 Wadhwan ..	23,381	1,169-05	9 Porbandar ..	58,824	2,941-20
10 Chotila ..	4,793	239-65			

Note : *According to the Bombay Local Authorities Census Expenditure Contribution Rules, the municipalities are required to share 50 per cent of the total expenditure in connection with the taking of Census in all its stages. Since the final expenditure will be known only on the conclusion of the tabulation operations, the amounts given in the above statement have been estimated on an *ad hoc* basis at the rate of Rs. 100/- per 1,000 of 1951 population to be later readjusted in the light of actual expenses incurred.

CONTRIBUTION PAYABLE BY MUNICIPALITIES

65

Name of the Municipality	Population in 1951	Amount to be recovered from the Municipalities at Rs. 50/- per one thousand of population of 1951	Name of the Municipality	Population in 1951	Amount to be recovered from the Municipalities at Rs. 50/- per one thousand of population of 1951
1	2	3	1	2	3
		Rs. np.			Rs. np.
JUNAGADH DISTRICT—Contd.			KAIRA DISTRICT		
10 Ranavav ..	8,198	409-90	1 Anand ..	25,767	1,288-35
11 Una ..	11,640	582-00	2 Umreth ..	18,674	933-70
12 Vanthali ..	12,790	639-50	3 Balasinor ..	13,069	653-45
13 Visavadar ..	5,918	295-90	4 Bhadran ..	6,643	332-15
14 Mendarda ..	4,552	227-60	5 Borsad ..	20,637	1,031-85
15 Talala ..	3,019	150-95	6 Cambay ..	39,038	1,951-90
16 Keshod ..	9,131	456-55	7 Kapadvanj ..	22,319	1,115-95
17 Kutiyana ..	12,579	628-95	8 Kaira ..	7,714	385-70
KUTCH DISTRICT			9 Mehmedabad ..	9,492	474-60
1 Anjar ..	19,300	965-00	10 Nadiad ..	62,645	3,132-25
2 Gandhidham ..	5,092	254-60	11 Vaso ..	9,945	497-25
3 Bhuj ..	30,985	1,549-25	12 Dharmaj ..	8,441	422-05
4 Mandvi ..	29,305	1,465-25	13 Petlad ..	29,667	1,483-35
5 Mundra ..	7,709	385-45	14 Sojitra ..	12,195	609-75
BANASKANTHA DISTRICT			15 Dakor ..	10,575	528-75
1 Deesa ..	10,646	532-30	PANCHMAHALS DISTRICT		
2 Palanpur ..	22,629	1,131-45	1 Devgadh Baria ..	10,216	510-80
3 Radhanpur ..	11,970	598-50	2 Dohad ..	25,310	1,265-50
SABARKANTHA DISTRICT			3 Godhra ..	40,476	2,023-80
1 Himatnagar ..	9,597	479-85	4 Lunavada ..	14,731	736-55
2 Idar ..	7,909	395-45	5 Santrampur ..	5,597	279-85
3 Modasa ..	10,930	546-50	BARODA DISTRICT		
4 Prantij ..	9,530	476-50	1 Baroda ..	211,407	10,570-35
MEHSANA DISTRICT			2 Chhota Udepur ..	8,722	436-10
1 Chanasma ..	11,035	551-75	3 Dabhoi ..	24,952	1,247-60
2 Dhinoj ..	6,423	321-15	4 Karjan ..	6,375	318-75
3 Kadi ..	20,373	1,018-65	5 Padra ..	14,795	739-75
4 Kaloi ..	22,432	1,121-60	6 Sankheda ..	6,488	324-40
5 Kheralu ..	9,162	458-10	7 Sinor ..	7,101	355-05
6 Vadnagar ..	14,520	726-00	BROACH DISTRICT		
7 Mehsana ..	22,804	1,140-20	1 Ankleshwar ..	15,275	763-75
8 Patan ..	43,044	2,152-20	2 Broach ..	62,729	3,136-45
9 Sidhpur ..	25,410	1,270-50	3 Jambusar ..	14,244	712-20
10 Unjha ..	15,376	768-80	4 Rajpipla ..	17,420	871-00
11 Mansa ..	10,733	536-65	SURAT DISTRICT		
12 Vijapur ..	10,228	511-40	1 Bulsar ..	25,440	1,272-00
13 Visnagar ..	21,093	1,054-65	2 Rander ..	14,212	710-60
AHMEDABAD DISTRICT			3 Surat ..	223,182	11,159-10
1 Ahmedabad City	788,333	39,416-65	4 Dharampur ..	5,096	254-80
2 Dehgam ..	8,042	402-10	5 Billimora ..	16,669	833-45
3 Dhandhuka ..	12,250	612-50	6 Gandevi ..	8,384	419-20
4 Ranpur ..	8,039	401-95	7 Navsari ..	44,663	2,233-15
5 Dholka ..	20,012	1,000-60	8 Vyara ..	11,327	566-35
6 Sanand ..	10,623	531-15	TOTAL		
7 Viramgam ..	27,435	1,371-75	192,749-15		

APPENDIX—VIII

Statement showing the contribution recovered from the District Local Boards

Sl. No.	State/District											Number of Talukas/Mahals	Amount Rs.	Date of credit into Govt. Treasury	
1	2											3	4	5	
	GUJARAT		46,250	
1	Jamnagar	..	..	..	..	..	..	..	..	..	..	10	2,500	19-11-1960
2	Rajkot	..	..	..	..	..	..	..	..	..	..	13	3,250	14-12-1960
3	Surendranagar	..	..	..	..	..	..	..	..	..	..	9	2,250	22-12-1960
4	Bhavnagar	..	..	..	..	..	..	..	..	..	..	12	3,000	17-11-1960
5	Amreli	..	..	..	..	..	..	..	..	..	..	10	2,500	11-11-1960
6	Junagadh	..	..	..	..	..	..	..	..	..	..	15	3,750	22-2-1961
7	Kutch	..	..	..	..	..	..	..	..	..	..	11	2,750	16-1-1961
8	Banaskantha	..	..	..	..	..	..	..	..	..	..	11	2,750	7-12-1960
9	Sabarkantha	..	..	..	..	..	..	..	..	..	..	10	2,500	1-2-1961
10	Mehsana	..	..	..	..	..	..	..	..	..	..	11	2,750	8-12-1960
11	Ahmedabad	..	..	..	..	..	..	..	..	..	..	7	1,750	11-10-1960
12	Kaira	..	..	..	..	..	..	..	..	..	..	10	2,500	17-10-1960
13	Panchmahals	..	..	..	..	..	..	..	..	..	..	11	2,750	17-2-1961
14	Baroda	..	..	..	..	..	..	..	..	..	..	12	3,000	15-12-1960
15	Broach	..	..	..	..	..	..	..	..	..	..	11	2,750	1-11-1960
16	Surat	..	..	..	..	..	..	..	..	..	..	21	4,750 500	21-11-1960 9-2-1961
17	Dangs	..	..	..	..	..	..	..	..	..	..	1	250	1-12-1960

APPENDIX—IX

Financial Powers delegated to the Superintendent of Census Operations

Sl.No.	Nature of Powers	Authority
1	Powers to create posts in Class III and Class IV for a period not exceeding 2 years, after obtaining formal approval of the Registrar General.	Government of India, Ministry of Home Affairs, No. F 2/16/59- Pub-I (I) dated 13-11-1959
2	Purchase of books, other newspapers and other non-official and official publications—Full powers to purchase them for use of the office.	Government of India, Ministry of Home Affairs, No. F 2/16/59- Pub-I(I) dated 13-11-1959
3	Powers to sanction the grant of recurring and non-recurring honoraria upto a limit of Rs. 100/- in each case to Government officials other than those in his office and to non-officials for work done in connection with 1961 Census Operations.	Government of India, Ministry of Home Affairs, letter No. F 2/16/59-Pub-I dated 22-12-1959
4	Powers to create temporary posts subject to the condition that the pay of the appointment does not exceed Rs. 160/-p.m., in cases where the posts carry fixed pay or scales of pay which have not been approved by the Ministry of Finance.	Government of India, Ministry of Home Affairs, letter No. F 2/16/59-Pub-I dated 22-12-1959 as amended by Government of India, Ministry of Home Affairs, No. 2/150/60-Pub-I dated 7-11-1960
5	Controlling Officers for their own Travelling Allowance as also for the members of their establishment.	Government of India, Ministry of Home Affairs, letter No. F 2/16/59-Pub-I dated 22-12-1959 as amended by Government of India, Ministry of Home Affairs, No. 2/150/60-Pub-I dated 7-11-1960
6	Declaring Superintendent of Census Operations as Head of Office for Census Office, Gujarat.	Registrar General's letter, No. 3/55/59-RG dated 22-8-1960
7	Local purchase of stationery—Powers of purchase of stationery locally upto Rs. 500/- per annum.	Ministry of Finance (Department of Expenditure), No. 12 (76) E-II (A)/60 dated 6-8-1960
8	Powers to draw on account advances not exceeding Rs. 1500/- at a time to meet contingent expenses.	Government of India, Ministry of Home Affairs, No. F 2/186/60-Pub-I dated 29-4-1961
9	(a) Contingent expenditure : Powers to incur expenditure upto Rs. 200/-per annum on serving light refreshment at meetings and conferences of representatives of press, non-officials or officials (other than officials of the S.C.O's Office) in connection with the 1961 Census.	Government of India, Ministry of Home Affairs, No. F 2/16/59-Pub-I (I) dated 13-11-1959 read with Registrar General's letter, No. 4/36/58-RG dated 14/15-1-1960
	(b) Other contingent expenditure : Powers to incur contingent expenditure upto Rs. 1,000/- per annum in each case for recurring expenditure and Rs. 5,000/- in each case for non-recurring expenditure subject to the monetary limits and other instructions specified in the annexure to Schedule V of the Delegation of Financial Powers Rules, 1958 and also subject to the condition specified under Rule 10(5) of the aforesaid rules.	Government of India, Ministry of Home Affairs, No. F 2/16/59-Pub-I(1) dated 13-11-1959 and No 2/150/60 Pub-I dated 26-2-1962
	(c) Powers to sanction rent for hiring office buildings upto Rs. 500/- in each case.	Paragraph 2(3) of the Ministry of Home Affairs, No. F 2/16/59 Pub-I(I) dated 13-11-59 read with schedule V of the Delegation of Financial Powers Rules, 1958 (as confirmed by Registrar General's letter No.3/26/60-RG dated 20-11-1961

APPENDIX—X-A

Title, number and location of important files and documents of current Census

Sl. No.	Subject	No. of File
<i>CSA—Matters pertaining to Abstraction and Tabulation of the results of Census</i>		
1	Estimate of capital output ratio (National income)	CSA-1
2	Tabulation Offices—Hiring of accommodation for the—	CSA-2
3	Tabulation of Household Industries and Crafts	CSA-3
4	Tabulation Specimens and Plan	CSA-4
5	Mechanical Tabulation of Household Schedules	CSA-4(i)
6	Selection of Random Sample from Household Schedules for Mechanical Tabulation	CSA-4(ii)
7	Organisation of Tabulation Offices	CSA-5
8	Printing of Census Publications	CSA-6
9	Progress reports for Mechanical Tabulation Section	CSA-7
<i>CSF—Financial Aspects and Arrangements for the 1961 Census</i>		
1	Revised estimate for the financial year 1959-60 and Budget Estimates for the financial year 1960-61 under grant “51-Census”	CSF-1
2	State Budget for 1960-61 under “47-Misc. Deptts. B- State Statistics-1961-Census”	CSF-2
3	Monthly expenditure statements under Census grants for the year 1959-60	CSF-3
4	Delegation of financial powers to the State Superintendent of Census Operations	CSF-4
5	Sanction of Permanent Advance for the offices of the Census Operations	CSF-5
6	Advances, allowances, etc., to Government Servants	CSF-6
7	Schedule of sanctions accorded by the Superintendent of Census Operations	CSF-7
8	Honorarium to be paid to supervisors and enumerators during 1961 Census	CSF-8
9	Staff Car Rules	CSF-9
10	Payment of remuneration to supervisory and enumeration staff	CSF-10
11	Account of Rs.500/- drawn for transport of records, etc.	CSF-11
12	Reconciliation of figures of expenditure	CSF-12
13	Correspondence in connection with pay bills	CSF-13
14	Information to Collection Branch of Income-tax Office, Madras about payments made to contractors	CSF-14
15	Festival Advance to Staff	CSF-15
16	Travelling Allowance to non-officials	CSF-16
17	Revision of Pay Rules 1960	CSF-17
18	Important orders of Government of India on accounts, audit and other matters	CSF-18
19	Remission of and abandonment of claims to Revenue—Statements regarding (Annual returns to be submitted to Accountant General on June 1)	CSF-19
<i>CSE—Matters pertaining to Establishment</i>		
1	Staff for the Office of the Superintendent of Census Operations	CSE-1
2	Establishment of Office of the Deputy Superintendent, Bombay State at Baroda	CSE-2
3	Transfer of Shri K. F. Patel, Deputy Superintendent to Ahmedabad	CSE-3
4	Deputy Superintendents of Census Operations—Functions of—	CSE-4
5	Appointments of Deputy Superintendents of Census Operations	CSE-5
6	Important Orders on Establishment	CSE-6
7	Monthly Progress Report by Superintendents of Census Operations to Registrar General	CSE-7
8	Standard Form for appointment orders	CSE-8
9	Deputation of two Statistical Assistants to the Census Organisation	CSE-9
10	Creation of a post of Research Officer	CSE-10
11	Correspondence regarding confidential report filled in by Shri J. K. Gohel, I.A.S., in respect of staff of Sabarkantha	CSE-11

Sl. No.	Subject	No. of File
12	Shri H. S. Dani Ex-Deputy Superintendent of Census Operations, Bombay State, Baroda— Preparation of Pension/Gratuity papers and withdrawal of G. P. Fund amount	CSE-12
13	Appointment of Shri R. K. Trivedi as Superintendent of Census Operations	CSE-13
14	Shifting of the Office of the Superintendent of Census Operations to Ahmedabad— Advance of pay and Travelling Allowance to the staff	CSE-14
15	Municipalities—Additional staff for—	CSE-15
16	Leave other than casual leave to staff of Office of Superintendent of Census Operations	CSE-16
17	House Rent Allowance of Shri K. F. Patel, Deputy Superintendent of Census Operations	CSE-17
18	Staff for Tabulation Offices	CSE-18
19	Verification of character and antecedents of Government servants	CSE-19
20	Staff for Central Tabulation Section	CSE-20

CEN—Matters concerning Enumeration

1	Census Enumeration—Requirement of enumeration schedules and instructions in different languages	CEN-1
2	Census Enumeration—Staff agencies from whom supervisors and enumerators will be drawn for 1961 Census	CEN-2
3	Adoption of development blocks as area units and use of Block Development Staff for 1961 Census enumeration purposes	CEN-3
4	Requirement of charge officers, circle supervisors and enumerators	CEN-4
5	Clerical assistance to the District Officers.	CEN-5
6	Despatch of Census Forms—Priority for—by Railway and Post	CEN-6
7	Requirements of Forms—Estimate worked out for—	CEN-7
8	House-numbering—Compilation of Registrar General's circulars	CEN-8
9	Compiler's posting statements, individual slips, sorter's tickets, etc., of 1951 Census— Destruction of—	CEN-9
10	Census Enumeration Form and Schedule for enumeration of population residing in institution.	CEN-10
11	2nd Pretest—Tabulation of—	CEN-11
12	Abbreviations to be used in enumeration	CEN-12
13	Sampling for 1961 Census	CEN-13
14	Electoral Rolls—Madras Legislative Assembly—Preparation of Electoral Rolls—Discontinuance of National Register of Citizens	CEN-14
15	Collection of figures of Metropolitan Areas	CEN-15
16	A copy of note giving details of 1% Sample Census	CEN-16
17	Vital Statistics—Compilation of—	CEN-17
18	Census 1961—Numbering and listing of houses by municipalities	CEN-18
19	Training class intimations	CEN-18(i)
20	Filling up of House-list for Second Pretest—Instructions for—	CEN-19
21	National Sample Survey Staff—Deputation of—	CEN-20
22	Enumeration of Scheduled Castes and Scheduled Tribes at the 1961 Census	CEN-21
23	Monographs on Scheduled Castes and Tribes—Gujarat	CEN-22
24	General Circulars on Census Organisation—Printing of—	CEN-23
25	Instructions to Enumerators	CEN-24
26	Booklet regarding 'Instructions to Enumerators'—distribution of—	CEN-24(i)
27	Enumeration of fishermen	CEN-24(ii)
28	Translation of instructions for house-listing into regional language	CEN-25
29	Census schemes from Districts	CEN-26
30	Number of charge officers, supervisors, etc.	CEN-26(i)
31	Demographic Survey of declining Tribes	CEN-27
32	Density of population for cultivated areas	CEN-28
33	Special enumeration of technically qualified personnel	CEN-29
34	Enumeration of Foreign Diplomatic Personnel	CEN-30
35	Housing Tables	CEN-31
36	Preparation of Block-lists	CEN-32
37	Enumeration of houseless persons	CEN-33
38	Enumeration in Port areas	CEN-34

Sl. No.	Subject	No. of File
39	Collection of general information about Census—Census Circular No. 32	CEN-35
40	Training of Enumerators for stage II	CEN-36
41	Photographs of training classes	CEN-36(a)
42	Conversion Tables	CEN-36(b)
43	Despatch of House-lists, etc. (Circular No.29)	CEN-37
44	Charge and circle summeries and Enumerator's Abstract	CEN-38
45	Certificate about maintenance of registers	CEN-39
46	Maps of charges and circles	CEN-40
47	Post Enumeration Check	CEN-41
48	Calendar of important events	CEN-42
49	Enumeration of Pilgrim Specials	CEN-43
50	Charge Registers	CEN-44
51	Circular No. 36—despatch of cards, etc.—	CEN-45
52	Submission of Census Records after Enumeration	CEN-46
53	Omissions in Enumeration	CEN-47
54	Provisional Totals	CEN-48
55	Verification of the enumeration work in the City of Ahmedabad	CEN-49
56	Collection of Training Sample Census pads	CEN-50
57	Maps for the Atlas Volume	CEN-51
<i>CSI—All matters pertaining to Handicrafts survey</i>		
1	Household Cottage Industries and Crafts—Village Survey of—	CSI-1
<i>CSM—Miscellaneous matters pertaining to Census</i>		
1	Establishment of office of Superintendent of Census Operations at Ahmedabad	CSM-1
2	Miscellaneous circulars & orders received from State Government	CSM-1A
3	Tour programme of Superintendent of Census Operations	CSM-2
4	Tour programme of Deputy Superintendent of Census Operations	CSM-3
5	Special studies to be undertaken by the Superintendent of Census Operations	CSM-4
6	Supply of Jeep Station Wagon for the Superintendent of Census Operations, Gujarat	CSM-5
7	Purchase of bicycle for the office of the Deputy Superintendent, Baroda	CSM-6
8	List of current files according to revised numbers	CSM-7
9	Library Books—lists and correspondence	CSM-8
10	Information required about new villages	CSM-9
11	District and Taluka Maps	CSM-10
12	Districtwise Geographical area —compilation of—	CSM-11
13	Set-up of Census office—(Registrar General's longish letter) and request to State Government for issuing necessary instructions to the Collectors and Heads of Departments regarding the appointment of Census Superintendent	CSM-12
14	Liveries to Class IV Servants	CSM-13
15	Press cuttings from newspapers regarding Census Operations, 1961	CSM-14
16	Annual Administration Report	CSM-15
17	Agenda for Conference of Census Officers on 1-4-60	CSM-16
18	Letters of Authority	CSM-18
19	Purchase of Typewriters	CSM-19
20	Registrar General's Tour programme	CSM-20
21	Installation of Telephones	CSM-21
22	Hire and purchase of furniture	CSM-22
23	Purchase of Duplicating Machine	CSM-23
24	Variation in the Population and Sex ratio	CSM-24
25	Gujarati Translation of Schedule and Slip	CSM-25
26	Lists of places to be treated as towns	CSM-26
27	New Villages and Townships	CSM-27
28	Lists of Languages in 1951 Census—Tabulation of—	CSM-28

FILES OF CURRENT CENSUS

71

Sl. No.	Subject	No. of File
29	Duplication of Records for Gujarat Districts	CSM-29
30	Supply of Stationery and Standard Forms to the Superintendents of Census Operations	CSM-30
31	Stationery for Tabulation Offices	CSM-30-A
32	Local purchase of stationery	CSM-30-B
33	Execution of Printing Work in connection with 1961 Census	CSM-31
34	Supply of Papers for 1961 Census	CSM-32
35	Copying of 1872 and onward records for 9 decennial censuses comparison for Gujarat	CSM-33
36	Delimitation of State Territories into charges	CSM-34
37	Instructions for Information of fresh urban blocks—Scheme of construction	CSM-35
38	Miscellaneous notes and minutes of Conferences by Registrar General	CSM-36
39	Delimitation of Territories—supply of information for—from Director of Land Records	CSM-37
40	Socio-Economic Survey of villages—comprehensive survey of material traits—	CSM-38
41	Supply of bicycles to the office of the Superintendent of Census Operations	CSM-39
42	Office and residential accommodation at Ahmedabad	CSM-40
43	Abbreviated address for the office of Superintendent of Census Operations	CSM-41
44	Holidays for the Central offices	CSM-42
45	Applications for various posts kept on waiting list	CSM-43
46	Civil Lists	CSM-44
47	Casual Leave Applications	CSM-45
48	Proceedings of the Census Officer's Conference held on 1-4-1960	CSM-46
49	Monthly Progress Report—Control file	CSM-47
50	Hindi teaching scheme	CSM-48
51	The second conference of State Superintendents held in the second half of August 1960	CSM-49
52	Co-ordination between the revision of electoral rolls and enumeration	CSM-50
53	Meeting of all District Census Officers	CSM-51
54	Use of Police W. T. Grid by the Superintendents of Census Operations	CSM-52
55	Historical Atlas Volume of India and the various States of India for the period 1500 A.D. to 1850 A.D.—Material for—	CSM-53
56	Fortnightly progress reports of Deputy Superintendents of Census Operations	CSM-54
57	Meeting of District Census Officers and District Statistical Officers on 21/22-11-60	CSM-55
58	Tour Programme of Deputy Superintendents of Census Operations of Tabulation Offices	CSM-56
59	Furniture for Tabulation Offices	CSM-57
60	Supply of pigeon holes, boxes and desks	CSM-57(1)
61	Extracts and notes on Architecture of Gujarat	CSM-58
62	Administration report	CSM-59
63	Blockwise information in respect of land utilization, cropping pattern, small-scale industries, etc.	CSM-60
64	Facit calculating machines	CSM-61
65	Survey of building activity in Ahmedabad City	CSM-62
66	Socio-Economic Enquiry—Supplementary Household Schedule for predominantly Maldhari (cattle breeder) villages	CSM-63
67	Regional Conference for the States of Madhya Pradesh, Gujarat, Rajasthan, Punjab, Jammu and Kashmir, Himachal Pradesh and Delhi at Srinagar from June 5 to 7, 1961	CSM-64
68	Details regarding Centenarians	CSM-65
69	Hire and purchase of furniture for Mechanical Tabulation Section	CSM-66
70	Stationery for Mechanical Tabulation	CSM-67
71	Village and Block maps	CSM-68
72	Third Conference of Superintendents of Census Operations	CSM-69
73	Demographic Survey of Cities	CSM-70
74	Survey of fertility of ever married women	CSM-71
75	Loss of slips in Rajkot Tabulation Office	CSM-72
76	Time table for despatch of state tables 1961	CSM-73
77	Printing of Maps—preparation of blocks for—	CSM-74

Sl. No.	Subject	No. of File
<i>CNP—Census Publicity</i>		
1	Census Publicity—Articles prepared by the Registrar General, India, on Census	CNP-1
2	Publicity through Posters and Folders	CNP-2
3	Publicity through films and slides	CNP-3
4	Formation of Census Publicity Advisory Committee	CNP-4
5	Article for All India Congress Session	CNP-5
6	Publicity through All India Radio	CNP-6
7	Publicity through local newspapers	CNP-7
8	Publicity for Census by Municipalities	CNP-8
9	Publicity of Census at Exhibition at Bhavnagar All India Congress Session meeting on 26-12-1960	CNP-9
10	Press Conference held by Superintendent of Census Operations for Census publicity	CNP-10
11	Publicity in villages through Gram Sabhas, etc.	CNP-11
12	Scripts of talks given on Radio	CNP-12
13	Publicity through Members of the Legislative Assembly	CNP-13
<i>CSP—Matters dealing with preliminaries of Census</i>		
1	Printing arrangements—Printing of Forms of each type	CSP-1
2	Census Preliminary—Conference of State Census Superintendents—Holding of—	CSP-2
3	Special arrangements for railway areas, cantonments, defence services and other special enumeration areas	CSP-3
4	Cantonment and Defence Services	CSP-4
5	House-list, Individual Slip and Household Schedule Forms—Requirement of—Printing thereof—	CSP-5
6	Co-operation of mills in Census work and issue of free passes for bus to Census staff in Ahmedabad	CSP-6
<i>LAQ—Legislative Assembly Questions</i>		
1	Mysore Legislative Assembly—starred Question No. 206 by Shri G. N. Puttama regarding population of Lingayat Community in India	LAQ-I
<i>CSG—General Matters pertaining to Census</i>		
1	Notifications regarding appointment of Census Officers	CSG-1
2	Location Code Numbers	CSG-2
3	Sketch map of urban areas	CSG-2(a)
4	Contents of District Census Handbooks	CSG-3
5	Calendar of events of local importance	CSG-3(a)
6	Census Act, 1948	CSG-4
7	Furnishing of security by officers handling cash, stores, etc.	CSG-5
8	List of Municipalities—boundary limits of and changes therein	CSG-6
9	Census Circular No. 6—Control File	CSG-10
10	1961 Population Census, Kutch District—Miscellaneous Correspondance	CSG-26
11	1961 Population Census, Jamnagar District—Miscellaneous Correspondance	CSG-27
12	1961 Population Census, Rajkot District—Miscellaneous Correspondance	CSG-28
13	1961 Population Census, Surendranagar District—Miscellaneous Correspondance	CSG-29
14	1961 Population Census, Junagadh District—Miscellaneous Correspondance	CSG-30
15	1961 Population Census, Amreli District—Miscellaneous Correspondance	CSG-31
16	1961 Population Census, Bhavnagar District—Miscellaneous Correspondance	CSG-32
17	1961 Population Census, Banaskantha District—Miscellaneous Correspondance	CSG-33
18	1961 Population Census, Sabarkantha District—Miscellaneous Correspondance	CSG-34
19	1961 Population Census, Mehsana District—Miscellaneous Correspondance	CSG-35
20	1961 Population Census, Ahmedabad District—Miscellaneous Correspondance	CSG-36
21	1961 Population Census, Kaira District—Miscellaneous Correspondance	CSG-37
22	1961 Population Census, Panchmahals District—Miscellaneous Correspondance	CSG-38
23	1961 Population Census, Baroda District—Miscellaneous Correspondance	CSG-39

Sl. No.	Subject	No. of File
24	1961 Population Census, Broach District—Miscellaneous Correspondance	CSG-40
25	1961 Population Census, Surat District—Miscellaneous Correspondance	CSG-41
26	1961 Population Census, Dangs District—Miscellaneous Correspondance	CSG-42
27	A survey of fairs and festivals—holding of—	CSG-43
28	Instructions for filling up of house-list	CSG-44
29	District Census Handbooks of 1951 Census—Supply of—	CSG-47
30	Census Circular No. I—Reply to para 6 thereof—	CSG-48
31	Census Circular No. I—Control file—	CSG-49
32	1961 Population Series—Control file—	CSG-50
33	Reply to Census Circular No. 2	CSG-51
34	Census Series No. 2—Statutory and Government Orders—	CSG-52
35	Census Circular No. 3—Control file—	CSG-53
36	Census Circular No. 4	CSG-54
37	Census Medals	CSG-55
38	Census 1961—Circular letters issued by the Superintendent of Census Operations, Rajasthan	CSG-56
39	Census 1961—Circular letters issued by the Superintendent of Census Operations, Bihar	CSG-57
40	Instructions issued by the Superintendent of Census Operations, Punjab	CSG-58
41	Circular letters issued by the Superintendent of Census Operations, Mysore	CSG-59
42	Circular letters issued by the Superintendent of Census Operations, Kerala	CSG-60
43	Circular letters issued by the Superintendent of Census Operations, Andhra Pradesh	CSG-61
44	Circular letters issued by the Superintendent of Census Operations, Assam	CSG-62
45	Circular letters issued by the Superintendent of Census Operations, Bengal	CSG-63
46	Census Circular No.8	CSG-64
47	Census Circular No.10	CSG-65
48	Circular letters issued by the Superintendent of Census Operations, Uttar Pradesh	CSG-66
49	Reply to para 17 of Census Circular No. 7	CSG-67
50	Circular letters issued by the Superintendent of Census Operations, Madhya Pradesh	CSG-68
51	Circular letters issued by the Superintendent of Census Operations, Maharashtra	CSG-69
52	Population Census of India, 1961—Household Schedule Abstract—design of—	CSG-70
53	Preparation of village and charge registers	CSG-71
54	Forecast of low literary areas	CSG-72
55	Use of District Pool Jeep by Census staff	CSG-73
56	Village Panchayats—working of—in Gujarat State—	CSG-74
57	Mid-year population—Estimates of—	CSG-75
58	Census Scheme	CSG-76
59	Letters and circulars issued by Madras Government	CSG-77
60	Village Notes	CSG-78
61	Merit statement of the work of the various Census Officers	CSG-79
62	Village Directories	CSG-80
63	Gujarat District Gazetteers (Revision)	GSG-81
64	Local names and legal terminology of tenures and tenancies according to the nature of rights on land	CSG-82

APPENDIX—X-B

Files of 1951 Census duplicated from the Census Records at Bombay

Sl. No.	Number of the File	Name of the File
1	CSM-D(4)	Famines and scarcities
2	CNP-2(2)	Census File
3	CSM-D(2)	Village Industries in Bombay State
4	CNP-1(6)	Census of India 1951—Publicity arrangements
5	CSP-8(4)	Enumeration pads—supply of—
6	CSG-11	Domestication of the Phoenix
7	CSG-4	Non-backward Classes—list of—
8	CSG-1(2)	Census Act 1948—Letters of Authority
9	CSG-7	Census of 1951—Co-operation from the local bodies. House-numbering—maintenance thereof—
10	CSG-5	Economic Surveys—Co-operation of Census staff for—
11	CSG-2	Census of 1951—Co-operation of State/Unions in the matter
12	CSG-12	Revision and publication of Gazetteer
13	CSG-13	Alleged inaccuracy in the figures of Scheduled Castes and Tribes in the 1951 Census Tables
14	CEN-2	1951 Census—City figures
15	CEN-2(8)	Population figures of Scheduled Castes and Scheduled Tribes—Supply of—
16	CSP-22(6)	Medals and letters of appreciation
17	CSP-22	Medals and letters of appreciation
18	CSP-22(1)	Medals and letters of appreciation
19	CSA-40(2)	Experimental Census of Births and Deaths
20	CEN-1	Ghost Ration Cards
21	CSA-37	Immigrants figures
22	CSA-33	Analysis of Election results
23	CSA-40(12)	Experimental Census of Births & Deaths
24	CSA-1(2)	National Register of Citizens
25	CSA-33	National Register of Citizens
26	CSM-D	Disposal of waste papers of Census
27	CSM-22	Preservation of National Registers, Census Slips
28	CSM-1	Land system—
29	CSM-13	Village Statistics
30	CNP-3	Publicity of Economic Questions
31	CSG-1	Census Act, 1948
32	CNP-2	Census Publicity—Census files
33	CEN-2	1951 Census—Supply of figures
34	CSG-6	Sample enumeration of Births and Deaths record
35	CSG-10	Forecast estimates of 1951 Population by districts
36	CSP-21	Annual School Examinations—Synchronization of—with enumeration period
37	CSM-20	Census information—supply of—to the National Sample Survey
38	CEN-2	Provisional totals—arrangements for—
39	CSM-12	Site for Census Abstraction Offices
40	CSP-14	Training Sample Census
41	CSA-12	Tabulation Offices—organisation of—
42	CEN-10	1951 Census count—Sample Verification
43	CSM-17	Tabulation centre meetings
44	CSA-1	Misc. 1951 Census Statistics-Sub-duration and C-V Table
45	CSA-2	Processing of 1951 Census Economic Tables
46	CSA-15	Natural divisions and sub-divisions
47	CSG-3	Backward classes—Basic information regarding

Sl. No.	Number of the File			Name of the File
48	CSA-14	..	..	S. C. & S. T.—alternate names in different districts
49	CSA-31	..	..	Backward Classes Brochure
50	CEN-8	..	..	Census pads—despatch of—
51	CSP-17	..	..	Duty of Government servants in enumeration matters
52	CNP-1	..	..	Census of India 1951—Publicity arrangements
53	CNP-1(7)	..	..	Census of India 1951—Publicity arrangements
54	CSP-8	..	..	Enumeration pads—supply of—
55	CSA-29	..	..	Tabulation of religion
56	CSA-36	..	..	District maps
57	CSP-18	..	..	Holidays for Superintendent of Census Operations, Bombay, 1951
58	CSP-15	..	..	Location code numbers—stamping by rubber stamp
59	CSP-1	..	..	House-numbering
60	CSA-23	..	..	Compilation of figures of Births and Deaths
61	CSA-18	..	..	Soils of Bombay, Saurashtra & Kutch
62	CSA-27	..	..	1951 Census—Printing and Publication of Reports
63	CSP-12	..	..	Fortnightly Progress Report
64	CSM-14	..	..	Literature in regard to contraceptive efforts before sterilisation
65	CSM-23	..	..	Census Reports—study groups
66	CSP-4	..	..	Census Questionnaire—Instruction in regard to training and practice of enumeration
67	CSA-28	..	..	1951 Census—Administrative Report
68	CSA-18	..	..	Land holdings—Distribution of by holdings
69	CSA-18	..	..	Census Reports—forms
70	CSA-18(5)	..	..	Census Reports—forms—contents
71	CSA-18(4)	..	..	Census Reports—forms Agricultural classes
72	CSA-40	..	..	Experimental Census of Births and Deaths—Improvement of population data
73	CSA-40	..	..	Experimental Census of Births and Deaths—Improvement of population data
74	CSP-11	..	..	Census of 1951—Arrangements for—in military area
75	CSP-13	..	..	Enumeration in Railway areas
76	CSI	..	..	Census of Small Scale Industries
77	CSA-18	..	..	Net consumable grains—estimate regarding—for natural Divisions
78	CSP-4	..	..	Census Questionnaire—Instructions in regard to training and practice of enumeration
79	CSA-40	..	..	Experimental Census of Births & Deaths
80	CSI	..	..	Census of Small Scale Industries
81	CSI	..	..	House-numbering

Files duplicated from 1955-57 Records

1	CSA-4	..	..	<i>Ad hoc</i> Survey
2		..	..	Determining Criteria for specification of Backward Classes Review of the results of the <i>Ad Hoc</i> survey for
3	Miscellaneous	..	..	Enquiry for the specification of Backward Class—Adequacy of Sample for the purpose of
4	CSF-4	..	..	Cost of the Census
5	CSG-4	..	..	Review of the results of the <i>Ad hoc</i> survey carried out in Bombay State
6	CSG-4	..	..	<i>Ad hoc</i> Survey for the specification of Backward Classes—Review of the results of—
7	CSG-3	..	..	1961 Census method of enumeration and economic questions—Pilot studies in—

APPENDIX—XI

Details of Radio Talks

Sl. No.	Date of Broadcast	Speaker	Subject	Broadcasting Station
1	2	3	4	5
1	18-9-1960	Shri R. K. Trivedi, Superintendent of Census Operations, Gujarat	<i>Bharatni Agami Vasti Ganatri-</i> (Talk given in Gujarati)	Ahmedabad
2	21-9-1960	Talk prepared by Shri Chandrakant Bhatt, broadcasted in Rural programme	<i>Vasti Ganatri Sha Mate?</i>	Rajkot
3	25-9-1960	Talk prepared by Shri Bhaskar Vora, broadcasted in Rural programme	<i>Ghar Ganatri Ane Nondhani</i>	Rajkot
4	8-11-1960	Shri R. K. Trivedi, Superintendent of Census Operations, Gujarat	<i>Vasti Ganatrinun Vahivati Tantra Ane Purva Taiyari</i>	Ahmedabad
5	22-11-1960	Shri Babubhai Jashbhai Patel, Vice-Chancellor, Vallabh Vidyanagar	<i>Vasti Ganatri Ane Ayojan</i>	Baroda
6	22-11-1960	Shri C. C. Doctor, Deputy Superintendent of Census Operations, Bhavnagar	<i>Vasti Ganatri</i>	Rajkot
7	8-12-1960	Shri Ratubhai Adani, Minister, Rural Development, Gujarat State	Importance of Census	Ahmedabad
8	23-12-1960	Shri Balwantraji Mehta, M. P.	Utility of Census	Rajkot
9	8-1-1961	Shri Chinubhai Chimanlal, Mayor, Ahmedabad Municipal Corporation	Role of the Public in Census	Ahmedabad
10	17-1-1961	Smt. Jayaben Shah, M. P. Rajkot	How women and children can help Census	Rajkot
11	22-1-1961	Shri V. V. Divetia, Director, Bureau of Economics & Statistics, Ahmedabad	Census Statistics	Ahmedabad
12	29-1-1961	Shri R. K. Trivedi, Superintendent of Census Operations, Gujarat	<i>Bharatni Vasti Ganatri</i> Talk on census questionnaire	Ahmedabad
13	5-2-1961	Nawab Shri Mehdi Nawaz Jung, Governor, Gujarat	Talk in Hindi, on Census and public co-operation	Ahmedabad
14	9-2-1961	Dr. Jivrajbhai Mehta, Chief Minister, Gujarat State	Message in Gujarati on eve of commencement of Enumeration	Ahmedabad

APPENDIX—XII

Calendar of Census Operations, 1960 – 61

I. PRELIMINARY ARRANGEMENTS

April and May 1960

- 1 Taluka officers prepare up-to-date talukawise lists of villages and towns and proposals for location code numbers. Charge Officers of municipal areas similarly work for wards
- 2 Preparation of maps for talukas and municipal areas showing location of villages or wards by code numbers
- 3 Checking estimates of requirements of census forms prepared at Bombay
- 4 Arrangement for receipt and storage of census forms in the district and charge offices
- 5 Delimitation of blocks and circles for house-numbering and house-listing
- 6 Prepare charge registers. Estimate requirement of personnel required for the first stage of house-numbering and house-listing as well as for the second stage of enumeration to work as enumerators, supervisors, instructors and section officers
- 7 Contact officers concerned with defence establishments, railway colonies, forest areas, etc., to ensure their co-operation
- 8 Contact local officers of various Government Departments to make sure of availability of personnel, prepare provisional lists of personnel to be appointed as enumerators, supervisors, instructors and section officers; make sure of their latest postings and addresses
- 9 Preparation of census scheme for each charge and its submission to the Collector (before June 15)

June 1960

June 1 to 15, 1960

- 10 Preparation of census scheme for the District and forwarding it to the Superintendent of Census Operations, Ahmedabad, before June 15

II. HOUSE-NUMBERING AND HOUSE-LISTING

June 16 to 30, 1960

- 11 Appointment of section officers and instructors from the Education Department for each charge to undertake training for house-numbering and house-listing

July 1960

July 1 to 15, 1960

- 12 Divisional conferences of District Census Officers and District Statistical Officers at Baroda and Rajkot to be addressed by the Superintendent of Census Operations for the review of the progress of census work and training in house-numbering and house-listing
- 13 Charge Officers prepare sets of census forms, other literature, orders of appointment, letters of authority, etc., for distribution at the first stage. Distribution Register of forms will also be prepared

July 16 to 25, 1960

- 14 One meeting of all Charge Officers and other Municipal Officers within the district to be addressed by the Superintendent/Deputy Superintendent of Census Operations/District Census Officers at the district headquarters town for training in house-numbering and house-listing
- 15 Charge Officers prepare Personnel Register, issue appointment orders to supervisors and enumerators and fix up training programme

July 26 to 31, 1960

- 16 Training classes by District Census Officers and District Statistical Officers at the taluka headquarters to be attended by supervisors, section officers and instructors. The training officers will divide the work amongst themselves

August 1960

- 17 Publicity for house-numbering during the whole month

August 1 to 5, 1960

- 18 Charge Officers and section officers or instructors to hold classes of supervisors and instructors in house-numbering and house-listing with demonstration of practical work at taluka/mahal headquarters or other suitable places in the charge

August 6 to 10, 1960

- 19 Supervisors and instructors to hold classes of enumerators with demonstration of practical work in house-numbering and house-listing within their circles
- 20 Payment of advance honoraria

August 11 to 17, 1960

- 21 Affixing house numbers by chalk by enumerators and 100% checking by supervisors

August 18 to 31, 1960

- 22 Painting of numbers by enumerators and 100% checking by supervisors

September 1960*September 1 to 15, 1960*

- 23 House-listing by enumerators and 100% checking by supervisors
- 24 Test checking upto 10% by Charge Officers as well as 5% by District Deputy Collectors and 1% test checking by District Census Officer of the above two stages should be carried out when the operations are in progress

September 16 to 30, 1960

- 25 Village notes, circle abstracts and circle notes

October 1960*October 1 to 10, 1960*

- 26 Collection of papers in charge offices, preparing charge abstracts and charge notes, payment of balance of honoraria for house-numbering and house-listing

III. ENUMERATION*October 11 to 31, 1960*

- 27 Final delimitation of blocks and circles for enumeration on the basis of estimates of population obtained from house-lists
- 28 Preparation of maps showing enumeration circles and blocks
- 29 Review of requirements of enumeration forms on the basis of house-list estimates
- 30 Review of requirements of personnel for enumeration on the basis of house-list estimates
- 31 District reports on the first stage of census work and on final delimitation of blocks and circles and on the revised requirement of forms and personnel
- 32 Submission of socio-economic reports on the districts prepared by the District Statistical Officers for the District Census Handbooks

November 1960

- 33 Conference of District Census Officers at Ahmedabad
- 34 Training of higher officers
- 35 Publicity
- 36 Fix-up programme of intensive training and issue orders
- 37 Selection of personnel for enumeration
- 38 Issue of appointment orders of enumerators, supervisors, etc.

December 1960 to January 1961

- 39 Intensive training of supervisors and enumerators
- 40 Preparing sets of census forms and other literature for distribution
- 41 Intensive publicity
- 42 Socio-economic enquiries of selected villages through the Statistical Officers
- 43 Training Sample Census (last week of January 1961)

February 1961*February 1 to 9, 1961*

- 44 Distribution of census forms to enumerators
- 45 Payment of advance honoraria to enumerators and supervisors
- 46 Intensive publicity

February 10 to March 3, 1961

- 47 Publicity
- 48 Actual enumeration (first and second rounds)
- 49 Writing of Part II of the household schedules and abstracts
- 50 Intensive supervision
- 51 Block reports

March 1961

March 4, 1961

- 52 Return of census forms to supervisors on March 4

March 6, 1961

- 53 Preparation of circle summaries
- 54 Return of census forms to Charge Officers

March 7, 1961

- 55 Reporting of provisional totals to District Census Officers

March 9, 1961

- 56 Telegraphic reports on district provisional totals to Superintendent of Census Operations, Ahmedabad and Registrar General, India, New Delhi

March 9 to 15, 1961

- 57 Complete check of census forms, block and circle reports, etc., as received in the charge office
- 58 Payment of balance of honoraria to all enumerators and supervisors

March 16 to 31, 1961

- 59 Packing and despatch of census forms to district office and to tabulation office
- 60 Complete census accounts
- 61 Submission of final charge reports on census to the Collector

April 1961

April 1 to 15, 1961

- 62 District reports on census
- 63 Reconciliation of census accounts
- 64 Post enumeration check
- 65 Winding up

APPENDIX—XIII-A

Number of Enumeration Schedules supplied and used

Sl.No.	State/District		House-list Forms		Household Schedules pads of 50		Household Schedules pads of 25	
			Supplied	Used	Supplied	Used	Supplied	Used
	1		2	3	4	5	6	7
	GUJARAT	Total	493,673	419,907	103,020	78,607	66,557	32,208
		Rural	384,357	329,091	80,612	60,874	52,285	25,334
		Urban	109,316	90,816	22,408	17,133	14,272	6,874
1	Jamnagar	Total	17,517	12,951	3,495	2,942	1,842	1,240
		Rural	10,354	8,026	2,257	1,897	1,204	794
		Urban	7,163	4,925	1,238	1,045	638	446
2	Rajkot	Total	24,400	24,400	5,196	3,806	3,407	1,653
		Rural	16,500	16,500	3,398	2,408	2,109	1,013
		Urban	7,900	7,900	1,798	1,398	1,298	640
3	Surendranagar	Total	15,630	12,419	3,078	2,343	2,530	1,392
		Rural	13,030	9,915	2,553	1,901	2,219	1,293
		Urban	2,600	2,504	525	442	311	99
4	Bhavnagar	Total	24,700	16,766	5,696	3,910	3,695	1,496
		Rural	16,137	10,698	4,014	2,562	2,519	1,003
		Urban	8,563	6,068	1,682	1,348	1,176	493
5	Amreli	Total	16,782	11,907	3,523	2,475	2,155	683
		Rural	12,825	9,556	2,750	1,905	1,662	473
		Urban	3,957	2,351	773	570	493	210
6	Junagadh	Total	29,747	28,119	5,298	4,076	4,700	2,188
		Rural	21,190	20,236	3,603	2,807	3,356	1,576
		Urban	8,557	7,883	1,695	1,269	1,344	612
7	Kutch	Total	19,737	16,449	3,760	2,969	2,540	1,322
		Rural	14,545	11,873	2,822	2,252	2,015	1,029
		Urban	5,192	4,576	938	717	525	293
8	Banaskantha	Total	44,073	43,162	5,672	4,205	3,252	2,536
		Rural	42,618	41,919	5,238	4,057	2,954	2,435
		Urban	1,455	1,243	434	148	298	101
9	Sabarkantha	Total	21,970	20,466	4,288	3,625	3,044	1,541
		Rural	20,826	19,427	3,985	3,346	2,691	1,456
		Urban	1,144	1,039	303	279	353	85
10	Mehsana	Total	39,400	38,009	10,250	7,446	6,055	2,894
		Rural	35,000	33,870	9,275	6,669	5,385	2,389
		Urban	4,400	4,139	975	777	670	505
11	Ahmedabad	Total	54,600	46,712	10,700	8,327	7,500	2,896
		Rural	27,640	23,562	5,248	4,426	4,204	1,353
		Urban	26,960	23,150	5,452	3,901	3,296	1,543
12	Kaira	Total	52,300	47,237	10,732	8,339	5,833	2,814
		Rural	47,160	42,760	9,310	7,310	5,211	2,466
		Urban	5,140	4,477	1,422	1,029	622	348
13	Panchmahals	Total	29,928	27,882	7,672	5,350	4,980	2,390
		Rural	26,628	25,552	6,879	4,742	4,420	2,206
		Urban	3,300	2,330	793	608	560	184
14	Baroda	Total	34,930	27,016	8,723	5,791	4,776	2,080
		Rural	25,390	18,998	6,555	4,211	3,501	1,684
		Urban	9,540	8,018	2,168	1,580	1,275	396
15	Broach	Total	21,900	21,900	4,048	3,313	2,895	1,505
		Rural	19,675	19,675	3,770	3,059	2,692	1,336
		Urban	2,225	2,225	278	254	203	169
16	Surat	Total	44,559	23,132	10,489	8,822	6,978	3,382
		Rural	33,339	15,144	8,555	7,054	57,68	2,632
		Urban	11,220	7,988	1,934	1,768	1,210	750
17	Dangs*	Rural	1,500	1,380	400	268	375	196

* Entirely rural

APPENDIX—XIII-A—Contd.

Number of Enumeration Schedules supplied and used

Individual Slip pads of 100		Individual Slip pads of 25		State/District	Sl. No.
Supplied	Used	Supplied	Used		
8	9	10	11		
238,733	185,730	127,574	54,911	Total	.. .. GUJARAT
184,571	142,234	99,826	44,146	Rural	.. .. Jamnagar 1
54,162	43,496	27,748	10,765	Urban	.. .. Rajkot 2
8,322	7,530	3,393	1,991	Total	.. .. Surendranagar 3
5,120	4,710	2,339	1,263	Rural	.. .. Bhavnagar 4
3,202	2,820	1,054	728	Urban	.. .. Amreli 5
14,050	11,888	6,253	2,902	Total	.. .. Junagadh 6
9,324	7,868	4,191	2,087	Rural	.. .. Kutch 7
4,726	4,020	2,062	815	Urban	.. .. Banaskantha 8
7,227	6,024	3,961	1,903	Total	.. .. Sabarkantha 9
6,017	4,961	3,070	1,619	Rural	.. .. Mehsana 10
1,210	1,063	891	284	Urban	.. .. Ahmedabad 11
12,948	11,205	7,504	2,645	Total	.. .. Kaira 12
8,919	7,568	5,365	1,873	Rural	.. .. Panchmahals 13
4,029	3,637	2,139	772	Urban	.. .. Baroda 14
7,881	6,799	3,849	1,287	Total	.. .. Broach 15
6,124	5,350	2,975	1,021	Rural	.. .. Surat 16
1,757	1,449	874	266	Urban	.. .. Dangs 17
14,014	12,069	8,117	3,562	Total	
9,949	8,583	6,018	2,654	Rural	
4,065	3,486	2,099	908	Urban	
8,781	6,919	4,933	2,180	Total	
6,455	5,150	3,874	1,873	Rural	
2,326	1,769	1,059	307	Urban	
12,214	10,656	6,057	3,495	Total	
11,494	10,330	5,696	3,350	Rural	
720	326	361	145	Urban	
9,831	8,897	5,988	3,453	Total	
9,144	8,316	5,508	3,189	Rural	
687	581	480	264	Urban	
17,268	15,444	10,157	4,523	Total	
15,008	13,507	8,972	3,689	Rural	
2,260	1,937	1,185	834	Urban	
30,000	11,687	13,860	4,147	Total	
17,833	2,477	7,641	1,918	Rural	
12,167	9,210	6,219	2,229	Urban	
23,971	17,505	12,844	5,017	Total	
20,651	15,375	11,044	4,449	Rural	
3,320	2,130	1,800	568	Urban	
16,558	14,234	9,607	4,568	Total	
14,790	12,799	8,623	4,226	Rural	
1,768	1,435	984	342	Urban	
19,591	15,022	11,372	4,297	Total	
14,553	11,136	8,163	3,392	Rural	
5,038	3,886	3,209	905	Urban	
9,823	8,728	5,826	3,454	Total	
8,963	7,991	5,604	3,252	Rural	
860	737	222	202	Urban	
25,529	20,445	13,253	5,076	Total	
19,502	15,435	10,143	3,880	Rural	
6,027	5,010	3,110	1,196	Urban	
725	678	600	411	Rural	

APPENDIX—XIII-B

Number of forms supplied and used

State/District	Letters of Authority supplied	Letters of Authority Used for				Charge Registers		Circle Registers		
		Charge Officers	Circle Supervisors	Block Enumerators	others	Supplied	Used	Supplied	Used	
1	2	3	4	5	6	7	8	9	10	
GUJARAT	..	59,995	286	8,203	40,453	2,315	7,217	6,925	13,168	12,709
Jamnagar	..	1,900	31	331	1,552	31	285	278	341	334
Rajkot	..	3,750	19	483	2,277	179	700	692	700	692
Surendranagar	..	1,100	15	206	1,104	164	400	400	500	500
Bhavnagar	..	2,930	16	201	1,070	216	451	424	393	383
Amreli	..	1,812	11	493	2,215	..	360	360	150	147
Junagadh	..	3,963	19	493	2,582	60	600	584	750	735
Kutch	..	2,283	17	272	1,652	31	420	372	957	616
Banaskantha	..	2,280	12	546	1,653	69	300	300	400	400
Sabarkantha	..	2,712	10	382	1,651	159	317	317	327	315
Mehsana	..	3,250	17	477	2,504	159	500	500	530	530
Ahmedabad	..	7,000	12	920	5,780	..	1,025	950	2,650	2,650
Kaira	..	4,426	16	739	3,401	253	352	331	1,224	1,165
Panchmahals	..	6,964	14	429	2,212	..	35	35	1,020	1,020
Baroda	..	6,248	14	685	3,345	821	450	360	1,430	1,430
Broach	..	2,058	12	238	1,808	..	300	300	476	476
Surat	..	7,210	50	1,292	5,565	166	720	720	1,300	1,300
Dangs	..	109	1	16	82	7	2	2	20	16

State/District	Charge Abstracts		Circle Abstracts		Enumerator's Abstracts		Circle Summary		Charge Summary		
	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used	
	11	12	13	14	15	16	17	18	19	20	
GUJARAT	..	767	722	10,094	9,782	83,630	81,087	16,433	15,429	857	803
Jamnagar	..	52	50	552	538	3679	3,514	338	334	52	51
Rajkot	..	45	44	700	672	4,000	4,000	700	681	45	45
Surendranagar	..	35	35	400	400	2,300	2,300	400	400	30	30
Bhavnagar	..	73	73	661	559	3,641	3,629	790	790	29	29
Amreli	..	45	45	400	400	2,500	2,362	150	150	30	30
Junagadh	..	45	38	900	891	4,500	4,453	900	891	45	38
Kutch	..	65	50	634	500	3,719	3,390	2,063	1,522	90	65
Banaskantha	..	30	30	400	400	4,000	4,000	600	600	48	48
Sabarkantha	..	87	75	424	414	3,176	3,076	628	600	40	40
Mehsana	..	68	68	669	669	7,095	7,065	802	802	68	68
Ahmedabad	..	30	30	N.A.	N.A.	9,500	9,500	1,800	1,800	60	60
Kaira	..	36	33	558	555	7,168	6,189	1,129	915	34	30
Panchmahals	..	32	32	2,000	2,000	8,300	8,300	2,000	2,000	145	145
Baroda	..	40	35	N.A.	N.A.	6,782	6,052	1,413	1,228	50	38
Broach	..	30	30	476	476	3,100	3,100	600	600	30	30
Surat	..	50	50	1,300	1,292	9,850	9,840	2,100	2,100	60	55
Dangs	..	4	4	20	16	320	317	20	16	1	1

N. A.=Not Available

APPENDIX—XIV

Statement showing the distribution of Letters of Authority in English and Gujarati

Sl. No.	State/District	No. of copies supplied	
		Gujarati	English
1	2	3	4
	GUJARAT	59,995	325
1	Jamnagar	1,900	30
2	Rajkot	3,750	..
3	Surendranagar	1,100	20
4	Bhavnagar	2,930	..
5	Amreli	1,812	..
6	Junagadh	3,963	..
7	Kutch	2,283	75
8	Banaskantha	2,280	..
9	Sabarkantha	2,712	..
10	Mehsana	3,250	..
11	Ahmedabad	7,000	20
12	Kaira	4,426	..
13	Panchmahals	6,964	80
14	Baroda	6,248	100
15	Broach	2,058	..
16	Surat	7,210	..
17	Dangs	109	..

APPENDIX—XV

Statement showing the number of Charge Officers, Circle Supervisors and Enumerators

Sl. No.	State/District	No. of Charge Officers	No. of Circle Supervisors	No. of Enumerators
1	2	3	4	5
	GUJARAT	243	6,105	33,363
1	Jamnagar	14	268	1,552
2	Rajkot	19	361	2,020
3	Surendranagar	15	206	1,104
4	Bhavnagar	16	201	1,070
5	Amreli	11	379	2,135
6	Junagadh	19	361	1,966
7	Kutch	16	193	1,652
8	Banaskantha	12	263	1,505
9	Sabarkantha	10	304	1,490
10	Mehsana	17	440	2,379
11	Ahmedabad	12	679	3,719
12	Kaira	16	498	2,754
13	Panchmahals	14	430	2,212
14	Baroda	14	533	2,669
15	Broach	12	238	1,352
16	Surat	25	735	3,702
17	Dangs	1	16	82

APPENDIX—XVI

Table showing figures of House-list, Provisional and Final Population and dates of receipt of Provisional Totals from Districts of Gujarat

Sl. No.	State/District	3	4	5	Date and Hour of receipt of telegram or telephone of Provisional Population		Population		9	10	
					Name of the District Census Officer	Population according to house-lists	Date	Hours			Provisional	Final	Variation (final from provisional) Increase + Decrease-	Percentage of variation (final from provisional) + -
1	GUJARAT		20,764,608					20,612,285	20,633,350	+ 21,065	+ 0.102
1	Jamnagar	Shri L. D. Joshi	843,890	9-3-61	16-00		824,725	828,419	+ 3,694	+ 0.448	
2	Rajkot	Shri P. N. Shah	1,233,775	9-3-61	..		1,209,004	1,208,519	- 485	- 0.040	
3	Surendranagar	Shri C. M. Joshi	691,549	9-3-61	14-15		662,308	663,206	+ 898	+ 0.136	
4	Bhavnagar	Shri V. V. Dave	1,146,196	9-3-61	..		1,116,206	1,119,435	+ 3,229	+ 0.289	
5	Amreli	Shri H. C. Trivedi	684,165	10-3-61	..		667,387	667,823	+ 436	+ 0.065	
6	Junagadh	Shri T. V. Vyas	1,269,642	9-3-61	15-48		1,244,086	1,245,643	+ 1,557	+ 0.125	
7	Kutch	Shri T. B. Sujan	738,243	11-3-61	..		686,706	696,440	+ 9,734	+ 1.417	
8	Banaskantha	Shri A. I. R. Ali	994,803	9-3-61	18-35		995,980	996,144	+ 164	+ 0.016	
9	Sabarkantha	Shri N. S. Nimbalkar	900,452	9-3-61	11-44		917,809	918,587	+ 778	+ 0.085	
10	Mehsana	Shri V. M. Kolambekar	1,709,290	10-3-61	16-20		1,685,090	1,689,963	+ 4,873	+ 0.289	
11	Ahmedabad	Shri G. I. Patel	2,181,658	9-3-61	11-00		2,231,534	2,210,199	- 21,335	- 0.956	
12	Kaira	Shri R. R. Salunke	1,998,788	9-3-61	20-18		1,974,351	1,977,540	+ 3,189	+ 0.162	
13	Panchmahals	Shri G. C. Mankad	1,451,574	9-3-61	12-27		1,467,485	1,468,946	+ 1,461	+ 0.100	
14	Baroda	Shri A. A. Shaikh	1,509,955	11-3-61	18-38		1,527,044	1,527,326	+ 282	+ 0.018	
15	Broach	Shri Q. F. Campwala	873,799	8-3-61	13-55		892,241	891,969	- 272	- 0.030	
16	Surat	Shri K. K. Shrotriya	2,466,892	9-3-61	19-20		2,438,740	2,451,624	+ 12,884	+ 0.528	
17	Dangs	Shri P. R. Chauhan	69,937	8-3-61	18-51		71,589	71,567	- 22	- 0.031	

APPENDIX—XVII

Statement showing the details of staff engaged for Enumeration in the Ahmedabad Municipal Corporation area

Sl. No.	Name of the Post	No. of Posts	Period
1	Office Superintendent	1	16-10-60 to 30-4-61
2	Head Clerk	1	15-7-60 to 31-5-61
3	Bill-cum-Accounts clerk	1	15-7-60 to 31-5-61
4	Despatch clerk	1	15-7-60 to 30-4-61
5	Typist	1	15-7-60 to 30-4-61
6	Clerk	3	16-10-60 to 30-4-61
7	Clerk	9	16-10-60 to 15-4-61
8	Peon	3	16-10-60 to 30-4-61
9	Peon	2	16-10-60 to 15-4-61
10	Charge Officer	1	16-10-60 to 15-4-61
11	Supervisor	1	16-10-60 to 30-4-61
12	Supervisor	4	16-10-60 to 15-4-61
13	Section Officer	15	16-10-60 to 15-4-61

Note—Total expenditure incurred Rs. 33,886-45 np.

APPENDIX—XVIII

Statement showing the details of staff engaged for House-numbering and House-listing in the Ahmedabad Municipal Corporation area

Sl. No.	Name of the Post	No. of Posts	Period
1	Office Superintendent	1	15-7-60 to 15-10-60
2	Chief Supervisor	1	1-4-60 to 15-10-60
3	Supervisor	7	15-7-60 to 15-10-60
4	Painter (on daily wages)	7	6 months

Note—Total expenditure incurred Rs. 34,356-56 np.

ANNEXURE-A

Important Circulars and Letters which are not reproduced but are available in the records

(i) List of important circulars and Letters issued by the Registrar General, India, New Delhi, during Enumeration Period

Sl. No.	Number and date of letter	Subject
1	2	3
1	No. 21/5/57-RG dated 29-5-1959	Lesser known languages
2	No. 21/5/59-RG dated 3-6-1959	Districtwise geographical area
3	No. 6/12/59-RG dated 9-7-1959	Territorial changes
4	No. 6/11/59-RG dated 18-7-1959	Urban Rural Classification
5	No. 21/5/57-RG dated 29-7-1959	Linguistic Survey
6	No. 16/6/59-RG dated 21-8-1959	Estimates of capital output ratio
7	No. 19/2/59-RG dated 21-8-1959	Vital Statistics
8	No. 21/1/60-RG dated 19-1-1960	Lesser known languages
9	No. 17/5/59-RG dated 18-2-1960	Household Industry and Craft Survey
10	No. 23/2/60-RG dated 11-3-1960	Socio-Economic Survey
11	No. 15/7/59-RG dated 30-3-1960	Instructions for Enumeration
12	No. 9/2/60-VS dated nil.3-1960	Vital Statistics
13	No. 23/1/59-RG dated 31-3-1960	Monographs on Scheduled Castes and Scheduled Tribes
14	No. 23/1/60-RG dated 5-12-1960	Monographs on Scheduled Castes and Scheduled Tribes
15	No. 16/6/59-RG dated 5-6-1961	Estimates of capital output ratio

(ii) List of Important Circulars and Letters issued by the Superintendent of Census Operations, during Enumeration Period

1	Circular No. 1 dated 24-2-1960	Introduction of Census
2	Circular No. 4 dated 21-3-1960	Despatch of census forms to districts
3	Circular No. 6 dated 4-4-1960	Urban Rural Classification
4	Circular No. 7 dated 11-4-1960	Preparation of lists of villages/wards and maps
5	Circular No. 7A dated 26-5-1960	Preparation of lists of villages/wards and maps
6	Circular No. 8 dated 11-4-1960	Location code
7	Circular No. 8A dated 26-5-1960	Location code
8	Letter No. CSP-3 dated 20-5-1960	Population Census 1961—special areas—declaration of
9	Circular No. 11 dated 26-5-1960	Census calendar—strict adherence to—
10	Circular No. 12 dated 26-5-1960	Census maps
11	Circular No. 15 dated 3-6-1960	Village and charge registers
12	Letter No. CEN-18 dated 9-6-1960	Affixing and maintaining house numbers on a permanent basis by Gram Panchayats
13	Letter No. CEN-18 dated 17/18-6-1960	Naming/numbering of roads, streets, lanes, etc.
14	Letter No. CSG-72 dated 23-6-1960	1961 Census—Forecast of low literacy areas
15	Circular No. 23 dated 30-8-1960	Density of population of cultivated areas
16	Circular No. 28 dated 12-9-1960	Enumeration of houseless persons
17	Circular No. 33 dated 7-11-1960	Training in enumeration
18	Letter No. CEN-22 dated 15-11-1960	Lists of Scheduled Castes and Scheduled Tribes and their locations
19	Circular No. 36 dated 19-12-1960	Enumeration in 1961 Census—checking and supervision
20	Letter No. CEN-43 dated 10-2-1961	Enumeration of pilgrim specials
21		Note on formation of census blocks and help received from National Sample Survey Staff

(iii) List of Important Circulars, Notifications, etc., issued by the State Government

1	Notification No. CNS-2059 (VI) H dated 18-2-1960	Census questionnaire
2	Circular No. VPS-2460 E dated 23-11-1960	Affixing and maintenance of house-numbers on permanent basis by Gram Panchayats
3	Circular No. VPS-2460 E dated 13-7-1961	Affixing and maintenance of house-numbers on permanent basis by Gram Panchayats

ANNEXURE—B

Reprint of important circulars, notifications, etc., issued by the State Government

G.A.D. Circular No. CNS-1160-A, dated May 27, 1960

Subject : Sparing Staff for Census

1 The next population Census will be held in March 1961. The actual enumeration will take place between the February 10, and the sunrise of March 1, 1961 which will be followed by a final check during the first five days of March. The enumeration will, as in the past, be done by the use of all establishments under the control of Government and local bodies on a voluntary basis.

2 Census enumeration is a nation-wide administrative operation involving demands on services of staff which will have to be met from the resources of all establishments. Government is accordingly pleased to direct that the Heads of Departments and Offices should give their maximum possible co-operation to the Census Authorities in organising the taking of the next Census and also spare the requisite staff for the work of enumeration and supervision in connection with the next Census. Such members of the staff as will be spared for Census work may be given necessary concessions regarding office attendance, etc., both during the enumeration period which will be spread over a period of nearly three weeks and the period of training which will precede it.

3 All employees should accept and perform readily any work connected with the enumeration which is placed on them by responsible local Census Officers. The employees should be specifically instructed that they should give no cause for complaint by the Officers in charge of the Census in respect of the performance of the census duties. They should perform their duties as diligently and conscientiously as the normal duties of the posts held by them. It should be impressed upon them that the manner in which they perform census duties will be taken into account in the periodical assessment of their work and conduct.

G.A.D. Circular No. CNS-1160-A, dated July 30, 1960

Subject : Merit Statement of the Staff engaged in Census

1 Government attaches great importance to the efficient conduct of the ensuing Census Operations and desires that this being the first Census for the State of Gujarat, those employed in this work discharge their duties with utmost care and proper understanding so that the valuable statistical data collected through enumeration can be profitably utilised in the various fields of development and planning.

2 The prime responsibility for these operations rests with the Collectors. This responsibility will not be adequately discharged unless more than ordinary interest and energy are displayed by subordinate officers such as Deputy/Assistant Collectors, Mamlatdars or Mahalkaris and Officers of similar rank who will be appointed as Census Officers. The Government is, therefore, pleased to direct that the Collector should submit to this Department, through the Superintendent of Census Operations for Gujarat, a merit statement indicating among other things the enthusiasm and energy shown by the Officer in Census work and the extent to which he supervised the same personally and was able to secure accurate and prompt work from the subordinate census staff. The report of the Collector in respect of the work of a Census Officer will be placed on record and incorporated in the Officer's confidential file.

3 The report should reach the Superintendent of Census Operations by the March 21, 1961.

4 The Collectors should bring the contents of this Circular to the notice of the Subordinate Officers concerned.

Circular letter No. EST-1060-C, dated September 24, 1960 by the Development Commissioner

Subject : Use of Block Staff in special enquiries connected with Census

The reference date for the Population Census of 1961 is the sunrise of March 1, 1961. For this purpose, training of enumerators, supervisors and others will start in December, 1960 and work of enumeration will commence from February 10, 1961 and last upto February 28, 1961 followed by an intensive checking of all the entries during March 1 to 5, 1961. All the categories of staff employed in Development Blocks should, therefore, be made available to the Collector to maximum extent possible for being appointed as enumerators, supervisors and section officers, who should be enjoined to do their work diligently and with proper understanding.

2 In addition to the Census proper, certain special studies and investigations which are of vital importance to the new State, are also being organised by the Superintendent of Census Operations, Gujarat. They are :—

- 1 Socio-economic enquiry of 41 villages : 2-3 villages in each district. This is a very important enquiry in which the Statistical Assistants working in Development Blocks will participate under the supervision and guidance of District Statistical Officers.
- 2 Survey of Household Industries and Crafts : This is a very useful study of the rural industries and crafts of Gujarat. In addition to the staff of the Registrar of Co-operative Societies and Director of Cottage Industries drafted for this work, Extension Officers as well as some of the Village Level Workers will be entrusted with this enquiry at important centres where these household industries and crafts are located.
- 3 Village Notes : Detailed information in respect of each village is being collected for inclusion in the Primary Census Abstract to be published in the District Census Handbook. Proforma for the purpose has been devised and is under print. Forms in adequate number will be distributed to the Block Development Officers for distribution to Village Level Workers, who should collect this information separately for each village and bring it up-to-date in consultation with the Sarpanch and the Panchayat secretary of that village.
- 4 Interesting information about Fairs and Festivals of Gujarat is also being collected for which forms have already been furnished to the Block Development Officers.

All these are very useful enquiries organised for the first time in conjunction with the forthcoming census. It is of the utmost importance that the information which is sought to be collected should be obtained most accurately with all possible care. Block Development Officers should see that they give whole-hearted co-operation to the Census Organisation in the conduct of the various census enquiries with which they are associated and do the work entrusted to them efficiently and accurately.

G. A. D. Circular Letter No. CNS-1060-B, dated November 18, 1960

Subject : Accounting Procedure

As you are aware, the Government has agreed to initially bear the expenditure incurred on 1961 Census in the districts and Rs. 1,072,500/- for eleven months have been provided in the 1960-61 Budget under "47-Miscellaneous Departments-Census." The expenditure is to be subsequently reimbursed from the Central Budget. In order to arrange for accurate reimbursements, it is necessary that the expenditure incurred in the districts is correctly classified and reported from month to month. The following accounting procedure is, therefore, prescribed to be followed in all district and taluka offices:-

- (i) Separate Pay Bills and Contingent Bills should be prepared for the staff appointed for census work and census contingent expenditure. In order to avoid misclassification in Accounts, the word "STATE" and "Expenditure recoverable from the Government of India" should be written on the top of each bill with red ink. It is, however, not necessary to maintain separate daily accounts of moneys drawn or spent for Census. They will go along with other items in the accounts of the district or taluka offices.
- (ii) The monthly statement of expenditure in the proforma enclosed* should be called for by the Collectors from Taluka and Mahal offices. A consolidated statement of expenditure incurred in all talukas and at district headquarters should be prepared by the Collector and furnished to the offices mentioned below on the 10th of each month following the month to which the expenditure relates.
 - 1 The Chief Secretary to the Government of Gujarat, General Administration Department, Ahmedabad.
 - 2 The Accountant General, Gujarat, Ahmedabad.
 - 3 The Senior Deputy Accountant General, Gujarat, Rajkot, in respect of the districts under his Audit control.
 - 4 The Superintendent of Census Operations, Gujarat, Ahmedabad.
- (iii) The powers of drawing officers on account of establishment, travelling allowance, contingent and other bills of Census expenditure should be the same as mentioned in Appendix No. 1 to Subsidiary Rule 23 of the Treasury Orders and Subsidiary Rules (Financial Publication No. 11)
- (iv) The powers of controlling officers for travelling allowance bills should be the same as mentioned in the B. C. S. R. 598 (Appendix XIII)

* Not reproduced

- (v) The powers of disbursing officers, countersigning officers and controlling officers in respect of contingent expenditure on Census should be the same as are shown under the Head of Account "25-General Administration-General Establishment-Sub-Divisional Establishment" of Appendix III of Bombay Contingent Expenditure Rules, 1959 (Financial Publication No. IX)
- (vi) The Collectors and Taluka Officers should draw the amount required for payment of honorarium on the abstract contingent bill forms. The detailed bills for the amount drawn on abstract bills should be submitted to the Accountant General through the Collectors.
- (vii) Disbursement of honoraria to enumerators, supervisors, etc., should be made in acquittance rolls (specimen enclosed*), which are being supplied by the Superintendent of Census Operations, separately.

G.A.D. Circular No. CNS-1260-A2 dated November 25, 1960

Subject : Avoidance of grant of leave and transfer of Government Servants

The training of personnel proposed to be employed as enumerators, supervisors, section officers, charge officers etc., for the census work will start from the last week of November, and will go upto the commencement of actual enumeration on February 10, 1961. The process of enumeration will continue upto March 10, 1961. In order that the training given to the personnel may not go waste or arrangements made for various census divisions may not be dislocated, Heads of Departments and Offices are requested to see (i) that unless for urgent reasons, subordinates who are likely to be deputed to do any census work, are not transferred and (ii) that such subordinates are not granted any leave except in cases of serious sickness till the time the census work is over.

Circular Letter No. E (Misc.) 2044 dated December 13, 1960 by the Director of Education

Subject : Change in School time during enumeration period

In continuation of this office letter No. E (Misc) 1392 of 23-8-1960, you are informed that reference date for 1961 Census has been fixed at sunrise of March 1, 1961 and the period of enumeration will be spread over from February 10 to 28, 1961, with revisional round from March 1 to 5, 1961. The training for the enumeration will commence from December, 1960.

A number of enumerators and supervisors will be required for census work. Teachers in Primary and Secondary Schools will, as usual, be entrusted with this work. It is, therefore, necessary to adjust the school timings suitably during this period.

The Educational Inspectors and the Administrative Officers should, therefore, inform the heads of schools under their control to hold the schools, if necessary, in the morning from 9-2-1961 to 6-3-61 so as to make it possible for the teachers to attend to the census work daily for two and a half hours.

The annual examinations in the schools should be held only after March 6, 1961.

G.A.D. Resolution No. CEN-1060-D, dated December 28, 1960

Subject : Closing of offices on March 1, 1961 for facilitating enumeration

Read Letter from S. C. O., Gujarat, Ahmedabad, No. CEN-2, dated December 12, 1960

"The enumeration for the Census of 1961 will start from February 10, 1961 and continue upto March 5, 1961, the reference date being the sunrise of March 1, 1961. The preliminary enumeration of the household and institutional population will take place from February 10 to 28, and the entries made during this period will be checked and verified from March 1 to 5. The houseless population will, however, be counted on the night of February 28/ March 1, with the assistance of a large number of Government servants required for the efficient conduct of this work. I am, therefore, to request you to kindly move Government to issue necessary orders for the general closing of courts and public offices on the March 1, 1961 without, however, this day being declared a public holiday under the Negotiable Instruments Act. A copy of the Government of Bombay, Political and Services Department, Resolution No. 7699/46, dated December 21, 1950, passed by the Government on the previous occasion accompanies."

Resolution

It has been decided to undertake the enumeration of houseless persons on the night of February 28/March 1, 1961. The Government of Gujarat is accordingly pleased to direct that all public offices should be closed on Wednesday March 1, 1961, in order that the services of the persons employed in the public offices may be available for the census operations. Heads of Offices should make such arrangements as may be necessary for disposal of urgent public business. All clerks allowed to remain absent from their offices for that day should be employed exclusively in aiding the census operations. Heads of Departments and Offices are requested to spare the services of such of their subordinates as are needed for census work on that day.

* Not reproduced

2 The Chief Justice and Judges of the High Court, Ahmedabad, should be requested to issue similar orders closing the High Court and the subordinate courts on the day specified above and deputing on census duty all the officials who can be spared.

3 Offices which cannot conveniently be closed on the day fixed may be kept open with such staff as is necessary for the disposal of work.

Circular Letter No. E (Misc.) 2044, dated December 30, 1960 by the Director of Education
Subject : Change in School time during Census period

Reference this office circular letter of even No. dated 13-12-1960 on the subject noted above.

Some of the Secondary Schools in the State meet in shifts, hence, it may be difficult for some such schools to strictly abide by para 3 of this office circular dated 13-12-1960 quoted above. Such schools may be permitted to meet during their usual school hours provided that the teachers working in such schools and appointed as enumerators by the Census Authorities are given necessary facilities to attend to census work.

Circular Letter No. E (Misc) 2044, dated February 2, 1961 by the Director of Education
Subject : Change in School time during Census period

Please see this office Circular No. E (Misc) 2044 of 13-12-1960 on the subject mentioned above.

Those members of the staff under your control who will be given census work as enumerators or supervisors should be given to understand that though they were expected to put in two and half hours' work every day it may not be possible for them to complete the work expected of them within that period. They may have to put in even more hours' work in order to cope with the work that would be entrusted to them by the Census Authorities. It is hardly necessary to reiterate that census work is of national importance and cannot be neglected.

The working hours of the schools should be so adjusted as to enable the staff to attend to the census work entrusted to them.

Circular Letter No. E (Misc) 2046, dated February 6, 1961 by the Director of Education
Subject : Annual Examinations in Colleges

I have the honour to say that the Superintendent of Census Operations, Gujarat, Ahmedabad, has advised this office that it would help in the work of census operation, if the annual examinations in your college are held after March 10, 1961, this year.

You are, therefore, requested to consider the suggestion and give fullest co-operation in the census work.

Circular Letter No. E (Misc) 2044, dated February 8, 1961 by the Director of Education
Subject : Kovid Examination for teachers engaged in Population Census 1961

The 'Kovid' (Hindi) Examination is to be held on February 25 and 26, 1961. Request was made to the Parikshamantri, Rashtra Bhasha Prachar Samiti, Vardha, to allow the teachers due to appear for this examination and who were also entrusted with census work from February 10 to March 5, 1961 to sit for the examination in April. The Parikshamantri has been pleased to consider the question and he has informed this office that teachers engaged in census work will be allowed to sit at the April examination at centres directed by Samiti and that the names of such teachers should reach his office before February 15, 1961.

You are, therefore, requested to report the names of such teachers immediately to the Parikshamantri direct under intimation to this office.

ANNEXURE-C
FORMS
AND
CENSUS SCHEDULES

**CENSUS OF
CHARGE**

Office of the.....Census Charge.....

Code No.	Name of the village and its hamlets, if any, or a ward in municipal area	1951 Figures		1961 Estimated		Tentative No. of blocks for House-numbering
		No. of Houses	Population	No. of Houses	Population	
1	2	3	4	5	6	7

CENSUS OF INDIA, 1961

GUJARAT
CIRCLE REGISTER

Name of the District.....Code No..... Name of Taluka/Mahal.....Code No.....
 Name of the Town/Village.....Code No..... Name of the Ward.....Code No.....
 Name and number of the Circle..... Name of the Supervisor.....

No. of the Enumerator's Block	Name of the Enumerator and address	Name of the Village area or locality	Code No. of Village/Town/Ward etc.	Census Household Nos. covered		Total No. of Households | Persons (According to House-lists)	
				From	To	7	8
1	2	3	4	5	6	7	8

ભારતની વસતિ ગણતરી, ૧૯૬૧

ગુજરાત
સર્કલ રજીસ્ટર

જિલ્લાનું નામ _____ સંકેત નંબર _____ તાલુકા/મહાલનું નામ _____ સંકેત નંબર _____
 ગામ/શહેરનું નામ _____ સંકેત નંબર _____ વોર્ડનું નામ _____ સંકેત નંબર _____
 સર્કલનું નામ અને નંબર _____ સુપરવાઈઝરનું નામ _____

વસતિ ગણતરીદારના બંધીકનો નંબર	ગણતરીદારનું નામ અને સરનામું	ગામ કે સ્થળનું નામ	ગામ/શહેર/વોર્ડનો સંકેત નંબર	વસતિ ગણતરી કુટુંબ ઘરોના નંબર			સર્કલના એકંદર માસૂસો (ઘરની યાદીના આધારે)
				કયાંથી	કયાં સુધી	કુટુંબ ઘરો (ઘરની યાદીના આધારે)	
૧	૨	૩	૪	૫	૬	૭	૮

૧૯૬૧ની વસતિ ગણતરી



અધિકાર પત્ર

૧૯૪૮ના વસતિ ગણતરીના કાયદાની કલમ ૪(૩) અન્વયે જાહેર કરવામાં આવે છે કે

શ્રી.....ને
મજકૂર કાયદાની કલમ ૪ (૨) અન્વયે નીચે જણાવેલા વિભાગ માટે વસતિ ગણતરી અધિકારી તરીકે નિમવામાં આવે છે અને તેમને ગણતરી અધિકારી તરીકેની બધી સત્તા વાપરવાના અધિકારો આપવામાં આવે છે.

વિભાગ..... સહી.....
..... તારીખ.....
..... હોદ્દો.....

સૂચનાઓ

૧. તમને સોંપવામાં આવેલું વસતિ ગણતરીનું કામ રાષ્ટ્રસેવા માટે જરૂરી એવા સાચા ઉત્સાહથી કરશો.
૨. ૧૯૪૮ના વસતિ ગણતરીના કાયદાનાં નીચે પ્રમાણેનાં બંધનોનું પાલન કરશો :—
(૧) બધાની સાથે વિનયથી વર્તવું;
(૨) વસતિ ગણતરીના માહિતી પત્રકોમાં આપવામાં આવેલા સવાલ સિવાય બીજા પ્રશ્નો પૂછવા નહિ;
(૩) જે હકીકત આપવામાં આવે તે જ હકીકત લખવી અને
(૪) તે હકીકત સંપૂર્ણ ગુપ્ત રાખવી.
૩. આ અધિકારપત્ર તમે વસતિ ગણતરીના કામ અંગે જ્યાં જવ ત્યાં સાથે રાખશો અને કોઈ પણ તે જોવા માગે તો બતાવશો.

1961 POPULATION CENSUS



Letter of Authority

Issued under sub-section (3) of section 4 of the Census Act, 1948

This is to declare that Shri.....
.....has been appointed as a Census Officer under the provisions of sub-section (2) of section 4 of the Census Act, 1948 and is empowered to exercise all the powers of a Census Officer within the following limits :—

Limits Signature
..... Date
..... Designation

INSTRUCTIONS

1. You will do the Census work assigned to you in the right spirit required for such service to the nation.
2. Under the Census Act of 1948, you are bound :—
(i) to be courteous to all;
(ii) not to ask any Questions other than those included in the Census Schedules;
(iii) to record information exactly as it is given to you and
(iv) to keep complete secrecy about that information.
3. Please carry this letter of authority with you whenever you go on Census work and show it, if anyone asks for it.

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

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

**CENSUS OF
HOUSE**

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

Line No.	Building Number (Municipal or local authority or Census Number, if any)	Building Number (Column 2) with sub-numbers for each census house	Purpose for which census house used, e.g., dwelling, shop, shop-cum-dwelling, business, factory, work-shop, school or other institution, jail, hostel, hotel, etc.	If this census house is used as an establishment, workshop or factory			
				Name of establishment or proprietor	Name of Product (s), repair or servicing undertaken	Average No. of persons employed daily last week (including proprietor, or household members, if working)	Kind of fuel or power if machinery is used
1	2	3	4	5	6	7	8
1							
2							
3							
4							
5							
6							
7							
8							
9							
0							
1							
2							
3							
4							
5							
6							
7							
8							
9							
0							

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

જિલ્લાનું નામ..... (સ્થળ નિર્દેશ)
 તાલુકા/મહાલ/શહેરનું નામ..... (સ્થળ નિર્દેશ)
 ગામ/વોર્ડ/(ગણતરી કરનારના) વિભાગનું નામ..... (સ્થળ નિર્દેશ)

ભારતની વસતિ
 ધરની

ક્રમ નંબર	મકાનનો નંબર (સુધરાઈનો અથવા ખીલ સ્થાનિક સંસ્થાનો અથવા વસતિ ગણતરીનો નંબર, જે હોય તે)	મકાનનો નંબર (આસન ૨) દરેક વસતિ ગણ- તરીના ધરના પેટા-નંબરો સાથે	વસતિ ગણતરીનું ધર જે હેતુ માટે વપરાતું હોય તે દા. ત. રહેઠાણ, દુકાન, દુકાન સાથે ધર વ્યવસાય, કારખાતું, કોઠ (વર્કશોપ), નિશાળ અથવા ખીલ સંસ્થા. જેલ, છાત્રાલય, હોટલ, વિગેરે	જે આ ધર પેઠી, વર્કશોપ (કોઠ) કે કારખાના તરીકે વપરાતું હોય તે			
				કારખાનાનું અથવા માલિકનું નામ	ઉત્પાદનની વસ્તુના નામો, સમારકામ અથવા સાકુસુરી (સર્વીસીંગ) કરવામાં આવતું હોય તે તેની વિગત	છેલ્લા અઠવાડિયામાં દરરોજ નોકરીએ રાખેલા માણસોની સંરેશ સંખ્યા (માલિક અથવા કુટુંબના માણસો, જે કામ કરતા હોય તે તે સાથે)	જે મશીન (યંત્ર) વપરાતાં હોય તે કયું બળતણ અથવા શક્તિ વાપરવામાં આવે છે?
૧	૨	૩	૪	૫	૬	૭	૮
૧							
૨							
૩							
૪							
૫							
૬							
૭							
૮							
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૯							
૧૦							

ખાત્રી આપવામાં આવે છે કે મારી જાણ પ્રમાણે જે માહિતી આપવામાં
 આવી છે તે સાચી છે.

ગણતરી કરનારની સહી

HOUSE-LIST ABSTRACT

Name and number of District.....
 Name and number of Tehsil, etc.....
 Name and number of Village/Ward/Enumeration Block, etc.....
 Total number of sheets used.....
 Census Household Numbers: From..... to.....
 Total number of Census Households.....

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

Dated Signature of Supervisor

Dated Signature of Enumerator

ઘરની યાદીની તારીખ

જિલ્લાનું નામ અને નંબર.....
 તાલુકા/મહાલ વગેરેનું નામ અને નંબર.....
 ગામ/વોર્ડ/ગણતરી વિભાગનું નામ અને નંબર.....
 વપરાયેલ કુલ પાનાં.....
 વસતિ ગણતરી કુટુંબના ઘરના નંબરો.....થી.....
 વસતિ ગણતરી કુટુંબના ઘરોનો નંબર.....

સંસ્થા, કોટ (વર્કશોપ) અથવા કારખાનાંઓની સંખ્યા	બધા કુટુંબના ઘરના કુલ ઓરડાની સંખ્યા	કુટુંબમાં રહેતા માણસોની સંખ્યા		
		પુરુષો	સ્ત્રીઓ	કુલ

સુપરવાઈઝરની સહી અને તારીખ

ગણતરી કરનારની સહી અને તારીખ

CENSUS OF INDIA, 1961

GUJARAT

CHARGE ABSTRACT

Name of the District.....Code No.....Name of the Taluka/Mahal.....Code No.....
 Name of the Town/Village.....Code No.....Name of the Ward.....Code No.....
 Name of the Charge.....Code No.....Name of the Charge Officer with Designation.....

Name and No. of Circle	Name of Supervisor and address	No. of blocks in the Circle	Code Nos. of villages, towns, wards etc., (1 to) in the Circle	Total No. of		
				Households	Persons	(according to house list)
1	2	3	4	5	6	6

ભારતની વસતિ ગણતરી, ૧૯૬૧

ગુજરાત

ચાર્જ રજિસ્ટરનો ઇન્ડેક્સ

જિલ્લાનું નામ..... સંકેત નંબર..... તાલુકા/મહાલનું નામ..... સંકેત નંબર.....
 ગામ/શેડનું નામ..... સંકેત નંબર..... વોર્ડનું નામ..... સંકેત નંબર.....
 ચાર્જનું નામ..... ચાર્જ ઓફિસરનું નામ લેદા સહિત.....

સર્કલનું નામ અને નંબર	સુપરવાઇઝરનું નામ અને સરનામું	સર્કલમાં આવેલા બ્લોકોની સંખ્યા	સર્કલમાં આવેલા ગામે, વોર્ડના સંકેત નંબરો (ક્યાંથી ક્યાંસુધી)	સર્કલના એક્ટર		
				કુટુંબના ઘરો	માણસો	(ઘરની યાદીના આધારે)
૧	૨	૩	૪	૫	૬	૬

CENSUS OF INDIA, 1961

GUJARAT

Block List

Name of District.....Code No..... Name of Town/Village.....Code No.....

Name of Taluka.....Code No..... Name of Ward.....Code No.....

Circle No..... Block No..... Census household Nos. From.....To.....

Name of the Enumerator.....No. of Census households.....

Census house-number with building number and Census household number, if any 1	Name of the Head of household 2	Name of the Proprietor or Director or Superintendent where the Census house is an establishment, workshop, factory or an institution 3	Remarks Males,* Females,* Total* 4

* As per House-list

ભારતની વસતિ ગણતરી, ૧૯૬૧

ગુજરાત

બ્લોકની યાદી

જિલ્લાનું નામ.....સંકેત નંબર..... ગામ/શહેરનું નામ.....સંકેત નંબર.....
તાલુકાનું નામ.....સંકેત નંબર..... વોર્ડનું નામ.....સંકેત નંબર.....
સર્કલ નંબર.....બ્લોક નંબર..... કુટુંબ ધરોના નંબર.....થી.....ધી
ગણતરીદારનું નામ..... કુટુંબ-ધરોની સંખ્યા.....

વસતિ ગણતરી ધરનો નંબર (મકાન નંબર સહિત) તેમ જ કુટુંબ ધરનો નંબર હોય તે તે સાથે ૧	કુટુંબના મુખ્ય માણસનું નામ ૨	ત્યાં વસતિ ગણતરીનું ધર, પેટ્ટો કર્મશાળા (વર્કશોપ) કે ફેક્ટરી કે રાંસ્થા હોય ત્યાં માલિક, નિયામક, કે સંચાલકનું નામ ૩	વિશેષ નોંધ પુરૂષ* સ્ત્રી* કુલ* ૪

* ધરની યાદી પ્રમાણે

CHARGE SUMMARY

District.....	Code No.....	No. of pads received	100 Slips	25 Slips
Charge.....	Code No.....	No. of pads used	.....	.....
Taluka Municipality.....	Code No.....	No. of pads wholly unused	.....	.....
		No. of unused Slips in partly used pads of	.....	.....

No. of Circle	No. of Census Houses		Population			No. of Literates		
	No. of occupied houses	No. of House- holds	Total	Males	Females	Total	Males	Females
1	2	3	4	5	6	7	8	9
Total								

Note: Enter the Circles in serial order in Col. 1.
At the bottom of Col. 2 to 9 strike the
totals of these Columns.

Signature of Charge Officer

Date _____ 1961

ચાર્જની તારીખ

જિલ્લો.....	સંકેત નંબર.....	મળેલી ચોપડીઓ	૧૦૦ સ્વીપની	૨૫ સ્વીપની
ચાર્જ.....	સંકેત નંબર.....	વાપરેલી ચોપડીઓ	.....	.....
તાલુકો/મ્યુનિસિપાલિટી.....	સંકેત નંબર.....	વાપર્યા વગરની ચોપડીઓ	.....	.....
		વપરાયેલી ચોપડીઓમાં વાપર્યા વગરની સ્વીપની સંખ્યા	.....	.....

સર્કલનો નંબર	વસતિ ગણતરી ઘરોની સંખ્યા		વસતિ			શિક્ષિત		
	વસવાટવાળાં ઘરોની સંખ્યા	કુટુંબોની સંખ્યા	કુલ	પુરુષ	સ્ત્રી	કુલ	પુરુષ	સ્ત્રી
૧	૨	૩	૪	૫	૬	૭	૮	૯
એકંદર સરવાળો								

નોંધ :-૧. પહેલા આસનમાં સર્કલ અનુક્રમ નંબર પ્રમાણે નોંધો
૨. ૨ થી ૯ આસનોનો સરવાળો તે આસનોની નીચે લખો.

ચાર્જ ઓફિસરની સહી,
તારીખ _____ ૧૯૬૧

CENSUS OF INDIA, 1961**GUJARAT****ABBREVIATIONS TO BE USED IN REPLY TO QUESTIONS**

Write in full answers for questions 1(a), 1(b), 2, 5(c), 7(a), 7(b), 10(a), 10(b), 11(a), 11(b) and 11(d)

QUESTION 3 : MARITAL STATUS:

NM (for Never Married); **M** (for Married); **W** (for Widowed); **S** (for Separated or Divorced)

QUESTION 4(a) : BIRTHPLACE :

PL (for person born in village or town in which enumerated); **D** (for person born in another village or town of the district in which enumerated). In all other cases write in full according to instructions

QUESTION 4(b) : BORN R/U :

R (for born in a village); **U** (for born in a place which is now regarded as a town)

QUESTION 4(c) : DURATION OF RESIDENCE :

X (for person born in village or town or city in which enumerated); **O** (for duration under one year)

Write actual years of residence for duration of one year and over

QUESTION 5(a) : NATIONALITY :

I (for Indian nationals); For others write in full

QUESTION 5(b) : RELIGION :

H (for Hindu); **M** (for Muslim); **C** (for Christian); **J** (for Jain); **B** (for Buddhist); **S** (for Sikh)

For other religions write in full

QUESTION 6 : LITERACY AND EDUCATION :

O (for person who can neither read nor write or can merely read but cannot write); **L** (for person who can both read and write). For educational standards achieved write in full

QUESTION 8 : WORKING AS CULTIVATOR :

C (for person working as cultivator). Write 'X' for all others

QUESTION 9 : WORKING AS AGRICULTURAL LABOURER :

AL (for person working as agricultural labourer). Write 'X' for all others

QUESTION 10(c) : IF EMPLOYEE :

EE (for person working as a paid employee in household industry). Write 'X' for all others

QUESTION 11(c) : CLASS OF WORKER :

MR (for Employer); **EE** (for Employee); **SW** (for Single Worker); **FW** (for Family Worker)

Write 'X' for others

QUESTION 12 : ACTIVITY IF NOT WORKING :

ST (for full time students doing no other work); **HW** (for housewives or other adult females who do domestic duties but no other work); **D** (for infants and other dependents who do not work); **R** (for retired persons doing no work again, receivers of agricultural or non-agricultural rent, royalty or dividend); **B** (for beggars, vagrants, independent women without indication of source of income, others of unspecified source of existence); **I** (for inmates of penal, mental and charitable institutions); **NE** (for persons seeking employment for first time); **UN** (for persons employed before but now out of employment and seeking work). Write 'X' for persons working

QUESTION 13 : SEX :

M (for Males); **F** (for Females)

ભારતની વસતિ ગણતરી, ૧૯૬૧

સવાલના જવાબમાં ગણતરીદારે વાપરવાનાં ટૂંકાં રૂપો

સવાલ ૧(અ), ૧ (બ), ૨, ૫(ક), ૭(અ), ૭(બ), ૧૦(અ), ૧૦(બ), ૧૧(અ), ૧૧(બ), અને ૧૧(ડ)ના પૂરા જવાબ લખો.

સવાલ ૩ : વૈવાહિક દરજ્જો—

અ (અપરિણીત માટે); પર (પરણેલા માટે); વિ (વિધવા અથવા વિધુર માટે); જી (છૂટાછેડા લીધેલા અને જીદા થયેલા માટે)

સવાલ ૪ (અ) : જન્મ સ્થળ—

જગા (ગણતરી કરવામાં આવતી હોય તે જ ગામમાં અથવા શહેરમાં જન્મેલા માણસો માટે); જિ (જે જિલ્લામાં ગણતરી કરવામાં આવતી હોય તેના બીજા ગામ અથવા શહેરમાં જન્મેલા માટે); બીજા બધા કિસ્સામાં સૂચના પ્રમાણે પૂરું લખો

સવાલ ૪ (બ) : જન્મ (ગા/શ)—

ગા (ગામડામાં જન્મેલા માટે); શ (અન્યારે શહેર તરીકે ગણવામાં આવતી જગ્યાએ જન્મેલા માટે)

સવાલ ૪ (ક) : વસવાટની મુદત—

× (જ્યાં ગણતરી થતી હોય તે ગામ અથવા શહેરમાં જન્મેલા માટે); ૦ (એક વર્ષથી ઓછા વસવાટ માટે); એક વર્ષ અને તેથી વધારે વસવાટ માટે પૂરાં થયેલાં વર્ષની સંખ્યા લખો.

સવાલ ૫ (અ) : રાષ્ટ્રિયતા—

ભા (ભારતીય માટે) બીજા બધા માટે પૂરું લખો.

સવાલ ૫ (બ) : ધર્મ—

હિ (હિંદુ માટે); મુ (મુસલમાન માટે); ખ્રિ (ખ્રિસ્તી માટે); જૈ (જૈનો માટે); બૌ (બૌદ્ધ માટે); શિ (શિખ માટે); બીજા ધર્મો માટે પૂરું લખો

સવાલ ૬ : અક્ષરજ્ઞાન અને કેળવણી—

૦ (લખી વાંચી ન શકે તેમજ ફક્ત વાંચી જ શકે પરંતુ લખી શકે નહિ તેવા માણસો માટે); ભ (લખી તેમજ વાંચી શકે તે માણસો માટે); કેળવણીની બીજી મેળવેલી લાયકાતો માટે પૂરું લખો

સવાલ ૮ : ખેડૂત તરીકે કામ કરતા હોય તો—

ખે (ખેડૂત તરીકે કામ કરતા માણસ માટે); બીજા માટે × મૂકો

સવાલ ૯ : ખેત મજૂર તરીકે કામ કરતા હોય તો :

ખેમ (ખેત મજૂર તરીકે કામ કરતા માણસ માટે); બીજા માટે × મૂકો

સવાલ ૧૦ (ક) : જે નોકર હોય તો—

નો (ગૃહ ઉદ્યોગમાં પગારદાર નોકર માટે); બીજા માટે × મૂકો

સવાલ ૧૧ (ક) : કામ કરનારનો વર્ગ :

મા (માલિક માટે); નો (નોકર માટે); એકા (જેને એકલા કામ કરનાર માટે); કુકા (કુટુંબના કામ કરતા સભ્યો માટે); બીજા માટે × મૂકો.

સવાલ ૧૨ : કામ ન કરતા હોય તો શું કરે છે ?

વિદ્યા (આખો વખત ભણતા અને બીજું કંઈ કામ ન કરતા વિદ્યાર્થીઓ માટે); ઘકા (જે ઘરકામ કરતી હોય અને બીજું કશું કામ ન કરતી હોય તેવી ગૃહિણીઓ તથા પુખ્ત ઉંમરની બીજી સ્ત્રીઓ માટે). આ (નાનાં બાળકો તથા અન્ય આશ્રિતો જે બીજું કશું કામ ન કરતા હોય તેના માટે); નિ (નિવૃત્ત થયેલા માણસો જે બીજું કામ ન કરતા હોય તેમ જ ખેતી તથા બિન ખેતીનું ભાડું, વ્યાજ, રોયલ્ટી અને ડીવીડન્ડ ઉપર નભતા માણસો માટે); ભિ (ભિખારીઓ, રખડુઓ, આવકનાં દેખીતાં સાધન વિનાની સ્વતંત્ર સ્ત્રીઓ. બીજાં જીવનનિર્વાહનાં અનિશ્ચિત સાધનોવાળા માટે); સં (કેદી, શિક્ષાત્મક, ગાંડપણ અને ધર્મદા સંસ્થાના અંતે-વાસીઓ માટે); નરો (પહેલી જ વખત રોજગાર શોધતા માણસો માટે); બે (પહેલાં ધંધે લાગેલા પલુ હાલ ધંધા ન હોય તેવા રોજગાર શોધતા માણસો માટે); કામ કરતા માણસો માટે × મૂકો.

સવાલ ૧૩ : જાતિ—

પુ (પુરુષો માટે) : સ્ત્રી (સ્ત્રીઓ માટે).

CONFIDENTIAL

CENSUS 1961

Location Code _____

1 (a) Name _____

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

Marital
3 Status _____ 4 (a) Birth Place _____

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

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

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

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

8 Working as Cultivator _____ 9 Working as Agricultural labourer _____

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

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

12 Activity if Not Working 13 Sex

ખાનગી

ભારતની વસતિ ગણતરી ૧૯૬૧

સ્થળ નિર્દેશ _____

1. (અ) નામ _____

1. (બ) (કુટુંબના) મુખ્ય માણસ સાથેનો સંબંધ _____

2. ઉંમર (પૂરાં થયેલાં વર્ષ) _____

3. વૈવાહિક દરમિયાને _____

4. (અ) જન્મસ્થળ _____

4. (ક) જે અન્ય સ્થળે જન્મ હોય તે અહીં વસવાટની મુદત _____

5. (અ) રાષ્ટ્રીયતા _____

5. (બ) ધર્મ _____

5. (ક) અનુસૂચિત જાતિ _____

6. અક્ષરજ્ઞાન અને કેળવણી _____

7. (અ) માતૃભાષા _____

7. (બ) બીજી કોઈ ભાષા(ઓ) _____

8. ખેડૂત તરીકે કામ કરતા હોય તો _____

9. ખેતમજૂર તરીકે કામ કરતા હોય તો _____

10. ગૃહ-ઉદ્યોગ કરતા હોય તો _____

(અ) કામનો પ્રકાર _____

(બ) ગૃહઉદ્યોગનો પ્રકાર _____

(ક) જે ગૃહ-ઉદ્યોગમાં નોકર હોય તો _____

11. 8 9 અને 10 સિવાયનું બીજું કામ કરતા હોય તો _____

(અ) કામનો પ્રકાર _____

(બ) ઉદ્યોગ, વ્યવસાય, વેપાર અથવા નોકરીનો પ્રકાર _____

(ક) કામ કરનારનો પ્રકાર _____

(ડ) ક્યાં કામ કરે છે? _____

12. કામ નહિ કરતા હોય તો શું કરે છે? _____

13. જાતિ _____

CONFIDENTIAL

CENSUS OF INDIA 1961

[To be filled up during Enumeration]

Is this an institution?

PART I—HOUSEHOLD SCHEDULE

LOCATION CODE : _____

Full Name of Head of Household _____ S.C. _____
 _____ S.T. _____

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

Dated Signature of Supervisor

Dated Signature of Enumerator

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

PART II — CENSUS POPULATION RECORD

(To be compiled from individual Census Slips)

Name	Sex		Relationship to Head	Age	Marital Status	Description of work in the case of workers
	Male	Female				
	M	F				
Total	Persons					

Dated Signature of Supervisor

Dated Signature of Enumerator

ખાનગી

ભારતની વસતિ ગણતરી, ૧૯૬૧

[ગણતરી દરમ્યાન ભરવાનું]

આ સંસ્થા છે?

વિભાગ ૧લેા—કુટુંબનું માહિતી પત્રક

સ્થળ નિર્દેશ :

કુટુંબના મુખ્ય માણસનું
પૂરું નામઅનુસૂચિત ભતિ/
જનભતિ હોય તો

(અ) ખેતી	જમીન ઉપરના હકનું સ્થાનિક નામ	ક્ષેત્ર (એકરમાં)			
1. કુટુંબ દ્વારા ખેડાતી જમીન— (i) માલિકાની કે સરકારી					
(ii) ખીલ વ્યક્તિઓ કે સંસ્થાઓ પાસેથી પૈસા, વસ્તુ અથવા ભાગ આપવા પેટે લીધેલી					
(iii) કલમ (i) અને (ii) નો સરવાળો					
2. પૈસા, વસ્તુ અથવા ભાગ લઈને ખીલ વ્યક્તિઓને ખેડવા માટે આપેલી જમીન					
(ખ) ગૃહઉદ્યોગ	ઉદ્યોગનો પ્રકાર	વર્ષમાં કેટલા મહિના ચાલે છે ?			
(રજિસ્ટર્ડ કારખાના તરીકે નહિ ચલાવાતો) કુટુંબના મુખ્ય માણસ દ્વારા અને/અથવા મુખ્યત્વે કુટુંબના માણસો દ્વારા (અ)					
ગ્રામવિસ્તારમાં { 1. ઘરમાં } ચલાવાતો (બ)					
2. ગ્રામમાં }					
શહેરમાં ઘરમાં ચલાવાતો					
(ક) ખેતી અથવા ગૃહઉદ્યોગમાં કામ કરનારા	કુટુંબના કામ કરતા માણસો				
કુટુંબના મુખ્ય માણસ સહિત કામ કરનારા કુટુંબના માણસો અને/અથવા મોસમમાં આખા વખત નોંકર રાખેલા માણસો—	મુખ્ય માણસ	ખીલ પુરુષો	ખીલ સ્ત્રીઓ	કુલ	નોંકર રાખેલા માણસો
1 માત્ર ઘરગથ્થુ ખેતી					
2 માત્ર ઘરગથ્થુ ઉદ્યોગ					
3 ઘરગથ્થુ ખેતી અને ઘરગથ્થુ ઉદ્યોગ એ બંનેમાં					

સુપરવાઈઝરની સહી અને તારીખ

ગણતરી કરનારની સહી અને તારીખ

સૂચના—પાછલે પાને જે વસતિ ગણતરીની નોંધ છે તે પહેલી વારની વસતિ ગણતરી (૧૦ ફેબ્રુઆરીથી ૨૮ ફેબ્રુઆરી) વખતે કુટુંબને લગતી ગણતરીની કાપડીઓ ઉપરથી ભરી દેવી, અને (૧લી થી ૩૭ માર્ચ ૧૯૬૧ના) તપાસના ગાળામાં ખીલ મુલાકાત પછી જે કંઈ ભૂલચૂક કે ફેરફાર હોય તે સુધારી સંપૂર્ણ બનાવવી.

વિભાગ રજો-વસતિ ગણતરીની નોંધ
(વ્યક્તિવાર વસતિ ગણતરીની કાપલીઓ ઉપરથી ભરવાનું)

નામ	જાતિ		મુખ્ય માણસ સાથેનો સંબંધ	ઉંમર	વૈવાહિક દરજ્જો	કામ કરનાર હોય તો કામનું વર્ણન
	પુરૂષ	સ્ત્રી				
	પુ.	સ્ત્રી				
કુલ	માણસો					

સુપરવાઈઝરની સહી અને તારીખ

ગણતરી કરનારની સહી અને તારીખ

POPULATION CENSUS OF INDIA 1961

GUJARAT

HOUSEHOLD SCHEDULES

Book No. for the Village/Ward _____ No.
Village/Ward/Section _____ No.
City/Town _____ No.
Taluka _____ No.
District _____ No.
No. of Schedules Completed
for the Village/Ward/Section _____
No. of Occupied Houses _____ No. of Households _____

EXPLANATION OF ABBREVIATIONS USED

MARITAL STATUS

NM = Never Married
M = Married
W = Widowed
S = Separated or Divorced

DESCRIPTION OF WORK

C = Working as Cultivator
AL = Working as Agricultural Labourer

ભારતની વસતિ ગણતરી, ૧૯૬૧

ગુજરાત

કુટુંબનું માહિતી પત્રક

ગામ/વોર્ડ માટે ચોપડીનો નંબર.....
ગામ/વોર્ડનું નામ..... નંબર.....
શહેરનું નામ..... નંબર.....
તાલુકાનું નામ..... નંબર.....
જિલ્લાનું નામ..... નંબર.....
ગામ/વોર્ડ માટે પૂરાં થયેલાં પત્રકોની સંખ્યા.....
વસતિવાળાં ઘરોની સંખ્યા..... કુટુંબો.....

વાપરેલ ક્રંકા રૂપોની સમજૂતી

વૈવાહિક દરજ્જો

અપ=અપરિણીત
પર=પરણેલા
વિ=વિધવા, વિધુર
જી=જીદા થયેલા, છૂટાછાડા લીધેલા
કામનું વર્ણન
ખે=ખેડૂત તરીકે કામ કરતા
ખેમ=ખેતમજૂર તરીકે કામ કરતા

ENUMERATOR'S ABSTRACT

			100 Slips	50 Slips
District.....	Code No.....	No of Pads received	.....	.....
Taluka.....	Code No.....	No. of Pads used	.....	.....
Village/Town.....	Code No.....	No. of Pads wholly unused	.....	.....
Ward.....	Code No.....	No. of unused slips in partly used pads of	.....	.....
No. of occupied census houses.....		Enumeration began.....		
No. of Households.....		Enumeration ended.....		

ABSTRACT

Population	Total	Males	Females
No. of literates (i.e. persons who can read and write)			

Checked and found correct.

Signature of Supervisor
Date.....1961Signature of Enumerator
Date.....1961

ગણતરીદારની તારીખ

			૧૦૦ સ્વીપની	૨૫ સ્વીપની
જિલ્લો.....	સંકેત નંબર.....	મળેલી ચોપડીઓ	.....	.....
તાલુકો.....	સંકેત નંબર.....	વાપરેલી ચોપડીઓ	.....	.....
ગામ/શહેર.....	સંકેત નંબર.....	વાપર્યા વગરની ચોપડીઓ	.....	.....
વોર્ડ.....	સંકેત નંબર.....	વપરાયેલી ચોપડીઓમાં વાપર્યા વગરની સ્વીપની સંખ્યા	.....	.....
વસતિ ગણતરી મુજબ વસવાટવાળાં ઘરોની સંખ્યા.....		ગણતરી શરૂ કરી, તારીખ.....		
વસતિ ગણતરીનાં કુટુંબોની સંખ્યા.....		ગણતરી પુરી થઈ, તારીખ.....		

તારીખ

	કુલ	પુરુષ	સ્ત્રી
એકંદર વસતિ			
શિક્ષિત (વાંચી અને લખી શકે તેવાં, પ્રશ્ન દ જુઓ)			

તપાસ્યું અને બરાબર છે.

સુપરવાઈઝરની સહી
તારીખ.....૧૯૬૧ગણતરીદારની સહી
તારીખ.....૧૯૬૧

CIRCLE SUMMARY

			100 Slips	25 Slips
District.....	Code No.....	No. of pads received	.....	.....
Taluka.....	Code No.....	No. of pads used	.....	.....
Charge Name	Code No.....	No. of pads wholly unused	.....	.....
Circle	Code No.....	No. of unused Slips in partly used pads of	.....	.....

Name of Village, Town, Ward	Block No	Number of Census Houses		Population			Literates		
		No. of occupied houses	No. of Household	T	M	F	T	M	F
1	2	3	4	5	6	7	8	9	10
Total for the Circle									

- Note 1. If the village is uninhabited, write the word 'uninhabited' under the name of village in Col. 1
2. Enter in Col. 2, No. of the block and the No. of villages included in the block.
3. At the bottom of Col. 3 to 10 strike the total of those columns.

Signature of Supervisor
Date.....1961.

Signature of Charge officer
Date.....1961.

સર્કલની તારીખ

			૧૦૦ સ્વીપની	૨૫ સ્વીપની
જિલ્લો.....	સંકેત નંબર.....	મળેલી ચોપડીઓ	.....	.....
તાલુકો.....	સંકેત નંબર.....	વાપરેલી ચોપડીઓ	.....	.....
ચાર્જનું નામ	સંકેત નંબર.....	વાપર્યા વગરની ચોપડીઓ	.....	.....
સર્કલ	સંકેત નંબર.....	વપરાયેલી ચોપડીઓમાં વાપર્યા વગરની સ્વીપની સંખ્યા	.....	.....

ગામ/શહેર/ વોર્ડનું નામ	બ્લોક નંબર	વસતિ ગણતરી પ્રમાણે ઘરોની સંખ્યા		વસતિ			શિક્ષિત		
		વસવાટવાળાં ઘરોની સંખ્યા	કુટુંબોની સંખ્યા	કુલ	પુરુષ	સ્ત્રી	કુલ	પુરુષ	સ્ત્રી
૧	૨	૩	૪	૫	૬	૭	૮	૯	૧૦
સર્કલનો સરવાળો:-									

- નોંધ:-૧ જો ગામ ઉજ્જડ હોય તો આસન ૧ ની નીચે 'ઉજ્જડ' એ પ્રમાણે લખો.
- ૨ આસન ૨માં બ્લોકનો નંબર તેમ જ તેમાં આવેલાં ગામોની સંખ્યા લખો.
- ૩ આસન ૩ થી ૧૦ની નીચે તેનો સરવાળો મૂકો.

સુપરવાઈઝરની સહી
તારીખ.....૧૯૬૧

ચાર્જ ઓફિસરની સહી
તારીખ.....૧૯૬૧