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CENSUS OF INDIA 1981

**SERIES—13
MANIPUR**

PART—IA

**ADMINISTRATION REPORT
— ENUMERATION**

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CHAPTER—I

INTRODUCTION

1.1 I was appointed Director of Census Operations, Manipur, on the afternoon of June 30, 1979, as the 1st of July of that year was a Sunday. As I had also conducted the Census of Manipur in 1961, as the Superintendent of Census Operations, I came back to my old job with a mixture of nostalgia and a sense of having to face another challenge in changed circumstances. As there was no Administration Report in respect of the preceding Census of 1971, I had to consult my own Administration Report of 1961 in order to pick up the thread. Little did I realise, that I would be addressing myself, among others, when I had written the following words in the introductory part of my Administration Report, in the post-enumeration period of 1961 :

“This Administration Report is intended mainly for my successor in 1971. In the past Censuses Manipur was not treated as a separate Census unit. It was treated only as a Census district of the neighbouring major State of Assam. No separate Administration Report for Manipur has, therefore, been written to serve as a guide for us. It is for the first time that the Census Commission decided to treat Manipur as a separate and independent Census unit, perhaps in view of the important role that a modern Census plays in the context of a welfare State and of socio-economic planning. In accepting and undertaking the responsibility of taking the Census of Manipur separately for the first time in the history of her Census, I could not, in spite of myself, avoid the anxiety of a beginner and the zeal of a new convert. Though it is for others to judge how far we have been successful, I and my colleagues look back to the tense period of preparation and of actual enumeration with the pleasurable feeling that we have made a modest beginning to be followed by a long chain of similar operations in the future. And in spite of doubts and difficulties that usually confront first lone sailors, the thought that a large number of our colleagues in other States/ Union Territories are engaged in similar labours and solution of similar problems gave us the joy of joint adventure and of participation in a large-scale co-operative effort. It is hoped that this Report which is the first of its kind in Manipur will prove useful to the future Superintendents of Census Operations of Manipur who will be confronted with similar problems at different times and in changed contexts”.

1.2. At the time I joined as the Director of Census Operations, the Census Office was accommodated in a fairly sizeable rented building at Yumnam Leikai, Imphal on the Indo-Burma Road. This *pucca* building belonging to Shri Y. Pheijao Singh, has two storeys and 16 rooms. This is a change quite for the better from the position in 1959 when I had to start an office from scratch and run literally from place to place in search of a suitable accommodation for the office. The position in 1969 must not have been entirely unsatisfactory, as there was a fairly commodious rented office building by that time. The office at Yumnam Leikai is at a distance of about one kilometre from the Manipur Secretariat at Imphal. As the place at which the office is located is not within the crowded part of the city, the atmosphere is peaceful. The following staff was in position when I took over, as the Director of Census Operations :

(1) A.D.C.O.	1
(2) Head Assistant	1
(3) Accountant	1
(4) Investigator	2
(5) Tabulation Officer	3
(6) Statistical Assistant	4
(7) Computer	7
(8) Assistant Compiler	6
(9) U.D.C.	1
(10) L.D.C.	6
(11) Cartographer	1
(12) Draughtsman	3
(13) Peon	6
(14) Chowkidar	1
(15) Sweeper	1
(16) Hand Press Machine Operator	1
(17) Daftry	2
(18) Proof Reader	1
(19) Driver	1

1.3 There was some backlog of the 1971 Census and I had to tackle some of the problems soon after I joined. The owner of the office building had been demanding increase in the monthly rent of his building and insisted that we should vacate the building unless his demand was fulfilled. As his demand was reasonable, in view of the high price rise, I had to recommend his case to the Registrar General. Although some increase in the monthly rent has been sanctioned for additional amenities provided by the owner, he is still insisting that the original rent should be re-assessed. In view of inflation and rising price of things, I am of the considered view that his demand is quite reasonable. I had to give finishing touches to the Atlas Volume of the 1971 Census and edit the explanatory notes. This publication has now

been brought out. There were also two drafts prepared by Shri S. Nilamani Singh, Investigator, on the re-study of Sekmai, one of the most important Scheduled Caste villages in the State, and the survey of Imphal the capital city, to be re-touched and finally edited. I am afraid, I have not yet been able to find sufficient time to give final touches to these two projects. The Indian Census is becoming more and more elaborate and complicated as the demands made on it by the Govt., and the public are heavier as the years pass by. It needs, therefore, detailed and careful preparations even before the House-listing stage. I venture to suggest, therefore, that the Director of Census Operations, should be in position at least two years before the date of House-listing.

CHAPTER—II

PREPARATORY STEPS

2.1 In taking the preparatory steps we were greatly helped and guided by the Circulars issued from the office of the Registrar General, India. In Circular No. 1, the Registrar General issued detailed instructions on classification of Rural and Urban Units. And in Circular No. 2, detailed general instructions on the organisation of the Census of India 1981, were issued. These two Circulars which give one the first important guidelines are reproduced as Appendices I & II at the end of this Report. Based on the guidelines and instructions issued by the office of the Registrar General, this office issued in November 1979, an introductory Circular dealing with preliminary steps, organisation and phases of the Census operations, 1981. This Circular which contains some points of local significance is also reproduced as Appendix III. A careful perusal of these detailed Circulars will probably be of substantial help to one called upon to organise and conduct the Census of Manipur in future. A large number of other Circulars dealing with various phases and aspects of the Census of 1981 have also been issued both from the office of the Registrar General, India and from this Directorate, and it is suggested that, for a proper understanding of the magnitude of the problems one has to face in conducting an important and major task like the Census, these other Circulars should also be gone through carefully.

2.2 In accordance with instructions issued by the office of the Registrar General, two pre-tests in preparation for the 1981 Census, were held in Manipur. The first pre-test was held in the State during the period from October 15 to October 30, 1978. This pre-test which was carried out by the staff of this Directorate was held in five rural blocks and five urban blocks. The rural blocks covered by the pre-test were Matai and Keikhu Hao villages in the Imphal East sub-division of the Manipur Central district and Ghari, Laiphrakpam Leikai and Langthabal Phuramakhong villages in the Imphal West sub-division of the district. The urban blocks were Ward No. 1, Ward No. 2 and Ward No. 15 of Imphal Municipality, Ward No. 4 of Kakching Notified Area, and Ward No. 2 of Moirang Notified Area. The first pre-test of Census schedules was a sort of full dress rehearsal of the main Census and in order to avoid misunderstanding on the part of the

general public, the district and local authorities were informed of the programme and requested to give co-operation to our staff carrying out the pre-test.

2.3 The question whether the peculiarly Manipuri structure known as **Sangoi** which is found in front of almost every Meithei main house should be treated as a Census house or merely as a part of a Census house was clarified during this pre-test. It appears that some doubt arose as to the classification of the **Sangoi** which has normally three walls only and keeps one side facing the main house, open. This structural pattern of the **Sangoi** does not, on the face of it, conform to the normal concept of a Census house with four walls. After some deliberation, it was rightly decided that the **Sangoi**, a modest respectable structure which serves various purposes in the life of the Meitheis, should be treated as a Census house.

2.4 The second pre-test was held in the first fortnight of June, 1979, in five rural and five urban blocks spread over the districts of Manipur. The selected rural blocks were Saikul in the Manipur North district, Tamah in the Manipur West district, Torbung or S. Kotlien in the Manipur South district, Kangchup in the Manipur Central district and Lamlai Chingphei in the Manipur East district. And the urban blocks selected for this pre-test were Lamlai Notified Area Ward No. 1, Imphal Municipality Ward No. 3, Nambol Notified Area Ward No. 6, Thoubal Notified Area Ward No. 6, and Churachandpur Notified Area Ward No. 1.

2.5 The two pre-tests had been held in Manipur, before I joined office as Director of Census Operations, under the supervision of Shri S. K. Pathak, the then Assistant Director of Census Operations, Manipur. No detailed report on the first pre-test is available. As for the second pre-test, it transpires from a brief report prepared by Shri Pathak that, while selecting the rural blocks, especially those in the Hill districts of the State, the question of communication difficulties was taken into consideration. As there had been no town in some of the districts as per 1971 Census, selection of urban blocks was confined to Manipur Central and Manipur South districts. Unlike the first pre-test which had

been conducted entirely by the staff of this Directorate, the second pre-test was carried out through the agency of State Govt. officials like Primary School teachers and Village Level Workers, though at the supervisory level some of the members of our staff like Statistical Assistants and Computers had to be engaged.

2.6 As the second pre-test was a more detailed rehearsal of the 1981 Census than the first, careful preparations had to be made for its implementation. Apart from selection, appointment and training of the enumerators for the pre-test, the instructions, booklets, forms and schedules had to be translated into Manipuri and the approval of the Registrar General obtained, before they were printed. The task of translating the instruction booklets, forms and schedules, which is not an easy job, was undertaken by Sarvashri M. Tejkishore Singh, Investigator, and S. Birendra Singh, Tabulation Officer. Copies of some documents which could not be printed, were prepared on the duplicating machine. Due publicity to the second pre-test was also given through news bulletins in the A. I. R., Imphal before and during the pre-test.

2.7 It had been found during the second pre-test that, as the enumerator had to fill up the Abridged Houselist, the Household Schedule and the Houselist Abstract, besides the Houselist, he could not complete his work during the period of enumeration of 12 days allotted to him. It is suggested, therefore, that the period of enumeration even at the pre-test stage should be changed to 15 or 20 days. The period of three days during which the enumerators had to be trained was also found to be too short, as some other preparatory works like distribution and checking of forms and schedules had to be done during this period. Some of the forms and schedules adopted in the second pre-test are given in Appendix IV. Other forms and schedules which it is inconvenient to type out for incorporation in this Report are kept in File No. 3/Cen/Tab-41 (P)/79. The Census Calendar followed in the second pre-test is also reproduced below:—

- (a) House numbering and Houselisting : 1—3 June, 1979
- (b) Enumeration : 4—15 June, 1979
- (c) Enumeration of Houseless persons : Night of June 15, 1979
- (d) Revisional round : 16—18 June, 1979
- (e) Reference date : Sunrise of June 16, 1979.

2.8 Before I joined office as the Director of Census Operations, only one officer, namely Shri S. K. Pathak, A.D.C.O., had been looking after the Directorate. After working with me for some time, Shri Pathak left this office to join the Directorate of Census Operations, Bihar, Patna, on transfer. I had to look for a suitable officer of the Govt. of Manipur to serve on deputation as Deputy Director of Census Operations, on priority basis, as it was extremely difficult for only one officer to run the Directorate. Fortunately Shri L. Pashot Singh, M. C. S., who had been serving as Employment Exchange Officer, under the Govt. of Manipur, agreed to come over on deputation and joined us as Deputy Director of Census Operations on 18-2-80. Shri P. D. Pradhan of the Maharashtra Census Directorate was also sent to Manipur to serve as Assistant Director of Census Operations. Shri Pradhan joined this office as A. D. C. O. on 28. 8. 79.

2.9 As has been pointed out earlier, we issued our first Census Circular setting out the preliminary steps to be taken in preparation for the Census of 1981, in November, 1979. A detailed Census Calendar was drawn up in Circular No. 2 issued by this office and circulated to all the Deputy Commissioners, the Executive Officer, Imphal Municipality and all the S.D.Os and B.D.Os. At our request the Govt. of Manipur appointed Principal Census Officers, District Census Officers, Additional District Census Officers and Census Officers, specifying the areas over which these officers should have jurisdiction, under Section 4 of the Census Act, 1948 *vide* Govt. of Manipur Notification No. 27/11/79-H (Census) dated December 24, 1979. A copy of this Notification is reproduced below:—

GOVERNMENT OF MANIPUR
SECRETARIAT: HOME DEPARTMENT
Imphal dated the 24th Dec. '79

NOTIFICATION

No. 27/11/79-H(CENSUS) : In exercise of the powers conferred upon him by Sub-section 2 of Section 4 of the Census Act, 1948 (37 of 1948) the Governor of Manipur is pleased to appoint the following officers as Census officers as designated, against them for the 1981 Census and for the local areas specified against them.

<i>Sl. No.</i>	<i>Officers</i>	<i>Designation</i>	<i>Local Areas</i>
1.	The Director of Census Operations	The Director of Census Operations, Manipur	The whole of Manipur
2.	The Deputy Commissioner of Manipur North District	The Principal Census Officer, Manipur North District	Manipur North District
3.	The Deputy Commissioner of Manipur West District	The Principal Census Officer, Manipur West District	Manipur West District
4.	The Deputy Commissioner of Manipur South District	The Principal Census Officer, Manipur South District	Manipur South District
5.	The Deputy Commissioner of Manipur Central District	The Principal Census Officer, Manipur Central District	Manipur Central District (excluding the areas covered by Imphal Municipality)
6.	The Deputy Commissioner of Tengnoupal District	The Principal Census Officer, Tengnoupal District	Tengnoupal District
7.	The Deputy Commissioner of Manipur East District	The Principal Census Officer, Manipur East District	Manipur East District
8.	The Executive Officer of Imphal Municipality	The Principal Census Officer, Imphal Municipality	Imphal Municipality
9.	Planning and Development Officer, Manipur North District	District Census Officer, Manipur North District	Manipur North District
10.	Planning and Development Officer, Manipur West District	District Census Officer, Manipur West District	Manipur West District
11.	Planning and Development Officer, Manipur South District	District Census Officer, Manipur South District	Manipur South District
12.	Planning and Development Officer, Manipur Central District	District Census Officer, Manipur Central District	Manipur Central District
13.	Planning and Development Officer, Tengnoupal District	District Census Officer, Tengnoupal District	Tengnoupal District
14.	Planning and Development Officer, Manipur East District	District Census Officer, Manipur East District	Manipur East District
15.	District Statistical Officer, Manipur North District	Addl. District Census Officer, Manipur North District	Manipur North District
16.	District Statistical Officer, Manipur West District	Addl. District Census Officer, Manipur West District	Manipur West District
17.	District Statistical Officer, Manipur South District	Addl. District Census Officer, Manipur South District	Manipur South District
18.	District Statistical Officer, Manipur Central District	Addl. District Census Officer, Manipur Central District	Manipur Central District
19.	District Statistical Officer, Tengnoupal District	Addl. District Census Officer, Tengnoupal District	Tengnoupal District
20.	District Statistical Officer, Manipur East District	Addl. District Census Officer, Manipur East District	Manipur East District
21.	Project Officer, Imphal Municipality	Addl. Municipal Census Officer	Imphal Municipality

2. Further in exercise of the powers conferred upon him by Sub-section 4 of Section 4 of Census Act, 1948, the Governor is pleased to delegate the powers of appointing the following Census Officers as designated against each for the Census charges under each district to the officers noted against serial numbers 2 to 7 above for their respective sub-divisions.

<i>Sl. No.</i>	<i>Officers</i>	<i>Designation</i>	<i>Census Charges (Local areas)</i>
1.	S. D. O., Mao-Maram Sub-division	Census Officer	Mao-Maram Sub-Division
2.	S. D. O., Sadar Hills East Sub-division	Census Officer	Sadar Hills East Sub-division
3.	S. D. O., Sadar Hills West Sub-division	Census Officer	Sadar Hills West Sub-division
4.	S. D. O., Tamenglong North Sub-division	Census Officer	Tamenglong North Sub-division
5.	S. D. O., Tamenglong West Sub-division	Census Officer	Tamenglong West Sub-division
6.	S. D. O., Tamenglong Sub-division	Census Officer	Tamenglong Sub-division
7.	S. D. O., Tipaimukh Sub-division	Census Officer	Tipaimukh Sub-division
8.	S. D. O., Thanlon Sub-division	Census Officer	Thanlon Sub-division
9.	S. D. O. Churachandpur North Sub-division	Census Officer	Churachandpur North Sub-division
10.	S. D. O., Churachandpur Sub-division	Census Officer	Churachandpur Sub-division
11.	S. D. O., Singhat Sub-division	Census Officer	Singhat Sub-division
12.	S. D. O., Imphal East Sub-division	Census Officer	Imphal East Sub-division (exclu- ding the Imphal Municipality portion of Imphal East)
13.	S. D. O., Imphal West Sub-division	Census Officer (Co-ordination)	Imphal West Sub- division (exclu- ding the Imphal Municipality portion of Imphal West)
14.	B. D. O., Imphal West (I)	Census Officer	Imphal West (I) Development Block
15.	B. D. O., Imphal West (II)	Census Officer	Imphal West (II) Development Block

<i>Sl. No.</i>	<i>Officers</i>	<i>Designation</i>	<i>Census Charges (Local areas)</i>
16.	S. D. O., Bishenpur Sub-division	Census Officer	Bishenpur Sub-division
17.	S. D. O., Thoubal Sub-division	Census Officer	Thoubal Sub-division
18.	S. D. O., Jiribam Sub-division	Census Officer	Jiribam Sub-division
19.	S. D. O. Tengnoupal Sub-division	Census Officer	Tengnoupal Sub-division
20.	S. D. O., Chandel Sub-division	Census Officer	Chandel Sub-division
21.	S. D. O., Chakpikarong Sub-division	Census Officer	Chakpikarong Sub-division
22.	S. D. O., Ukhru North Sub-division (Chingai)	Census Officer	Ukhru North Sub-division
23.	S. D. O., Ukhru Central Sub-division	Census Officer	Ukhru Central Sub-division
24.	S. D. O., Phungyar Phaisat Sub-division	Census Officer	Phungyar Phaisat Sub-division
25.	S. D. O., Kamjong Chassad Sub-division	Census Officer	Kamjong Chassad Sub-division
26.	S. D. O., Ukhru South Sub-division	Census Officer	Ukhru South Sub-division

By order etc.,

Sd/—

(S. Mathur)

Chief Secretary, Govt. of Manipur

CHAPTER—III

PREPARATION FOR THE CENSUS

First Census Conference

3.1 The first Conference of Directors of Census Operations, was held in New Delhi, at the India International Centre, from August 24 to August 29, 1979. The Conference which was held to discuss the results of the second pre-test, to finalise the instructions and procedures and to discuss organisational matters, was inaugurated by Shri Dhanik Lal Mandal, Minister of State in the Ministry of Home Affairs, Govt. of India. The Minister said in his inaugural address, that the Census of India is of paramount importance, not merely by virtue of its size but also because of its great utility. India is among the few countries of the world that have had an unbroken series of Censuses from 1872 and we should be proud of our rich census heritage. The Minister also pointed out that the Census Operations in our country are internationally recognised for their excellence and coverage and that we have also received international recognition for the quickness with which the results are published. The Census of India, the Minister mentioned, is one of the largest administrative exercises in the world and because of its basic importance none of us should under-estimate the magnitude or complexity of the task. As the responsibilities of the Directors of Census Operations are great, they should give single-minded devotion to the task ahead of them. In inaugurating the Conference the Minister wished the Registrar General and the Directors of Census Operations success. The inaugural speech of Shri Mandal, Minister of State, delivered on August 24, 1979 is reproduced at Appendix-V.

3.2 Various preparatory steps were discussed in the Conference and appropriate decisions taken. It was agreed that the District Collector who is responsible for the overall administration of his district should be appointed the Principal Census Officer of the district in the Census hierarchy. In the case of Municipalities, the Municipal Commissioner or a responsible Officer of the Municipal Board should be put in charge of the Census as the Principal Census Officer. District Census Officers, Additional District Census Officers and Charge Officers had to be appointed to serve in the Census hierarchy under the Principal Census Officer. Below the Charge Officers who had to be appointed mostly from among the S.D.Os and B.D.Os serving in the districts, Supervisors and Enumerators should be appointed. As a matter of tradition and

long standing practice in our country Supervisors and Enumerators were drawn from the Primary School teachers, the Village Level Workers and the Revenue Department. The Census hierarchy had to be created by notification issued by the Govt. of each State/ Union Territory under Section 4(ii) of the Census Act, 1948.

3.3 As for classification of rural and urban areas, the Registrar General was of the view that, in order to maintain comparability and provide a basis for analysis of trends in urbanisation, the criteria adopted in the 1971 Census should be retained. Yet, he cautioned that in 1981 the criteria should be applied strictly unlike in 1971 when they were not applied uniformly in some of the States for one reason or the other. The Registrar General also pointed out that the question of freezing the boundaries of administrative units from 1st January, 1980 upto June, 1981 had already been taken up with the State Govts., and it was clarified that no decisions for changing the boundaries would be taken after 1st October, 1979 and that all decisions for change of boundaries would be implemented by 1st January, 1980.

3.4 After reviewing the two main phases of the 1981 Census operations, viz., Houselisting, and Enumeration and revisional round, the Conference held discussion on various other matters like, preparation of lists of village/urban areas/military and defence areas, location code, delineation of houselisting blocks, preparation of charge/circle registers, selection and appointment of enumerators and supervisors, training, printing and system of supervision of operations and important decisions were arrived at on these subjects. The Economic Census, which was combined with the Census of 1981 at the houselisting stage was also discussed in the Conference. Explaining the background of the integration of economic census with the 1981 Census at the houselisting stage, the Registrar General said that in 1977, the Central Statistical Organisation had conducted an economic census and collected information almost similar to the information obtained at the 1971 Census through the Establishment Schedule, but with certain additional information. The Central Statistical Organisation proposed to conduct another economic census in 1982. It was felt that the preparatory work for this

economic census would seriously cut into our census programme in late 1980 or early 1981, especially at the training stage, as the same agency was proposed to be used for the economic census. As this would adversely affect the quality of work of the field agency, it was suggested that the economic census could be conveniently integrated with the house-listing operations to be held in 1980. This integration would mean that along with the Houselist, the enumerator would have to canvass the Enterprise Slip. Administrative details were worked out with the Central Statistical Organisation and it was decided that the officers and staff of the Department of Statistics and Bureaus of Economics and Statistics in the States, should take part not only in the training for canvassing the Enterprise Slip but also in the supervision of the Houselisting operations.

3.5 The Conference also held detailed discussions on the setting up of Regional Officers, preparatory and organisational steps for enumeration, houselisting instructions, tabulation plan, publication programme, special studies, village and town directory and administrative and organisational matters. Shri M. Tejkishore Singh, Investigator, who also attended the Conference assisted me in the deliberations.

Census Calendar

3.6 In keeping with the all India Census Calendar, a detailed State Census Calendar for Manipur was prepared and circulated to all the Deputy Commissioners, the Chief Executive Officer, Imphal Municipality, the District Census Officers and the Charge Officers. To facilitate easy reference this Census Calendar is reproduced below :—

CENSUS CALENDAR (MANIPUR STATE)

NOVEMBER, 1979

1. (i) Finalisation of the constitution of Census Charges.
- (ii) Finalisation of Village and Town lists.
- (iii) Collection of district/sub-division and town maps and scrutiny thereof.
- (iv) Preparation of village and town Registers.
- (v) Finalisation of the appointment of Charge Census Officers.

DECEMBER, 1979

2. (i) Preparation of Charge Registers.
- (ii) Constitution of Enumerator's Blocks and Supervisor's Circle for Houselisting Operations.
- (iii) Assigning of Location Code Numbers.

- (iv) Training of Deputy Director, Assistant Director and other Census staff for House numbering and Houselisting operations (including canvassing of Enterprise Slips).

JANUARY, 1980

3. (i) Collection of names for appointment as Enumerators and Supervisors.
- (ii) Vetting of the lists of the names of persons collected for appointment as Enumerators and Supervisors.
- (iii) Framing of training programmes for the District and Charge Census Officers.
- (iv) Appointment of Enumerators and Supervisors (including reserves) for House numbering and Houselisting operations.
- (v) Despatching of training materials for House numbering and Houselisting operations.

FEBRUARY/MARCH 1980

4. (i) Training of District and Charge Census Officers for House numbering and Houselisting operations.
- (ii) Training of Enumerators and Supervisors for House numbering and Houselisting operations.

APRIL/MAY 1980

5. (i) Collection of data for Village and Town Directory and vetting the information.
- (ii) Processing of Village and Town Directory data and compilation of non-Census data.
- (iii) Publicity of Houselisting and Actual enumeration.

JUNE/JULY 1980

6. (i) 2nd round training of Deputy Director, Assistant Director and other Census staff for House numbering and Houselisting operations (including Enterprise Slips).
- (ii) 2nd round training of District and Charge Census Officers for House numbering and Houselisting operations.
- (iii) Re-verification and finalisation of Enumerator's Blocks and Supervisor's circle.
- (iv) Finalisation of the appointment of Enumerators and Supervisors and final allotment of blocks.
- (v) 2nd round training of Enumerators and Supervisors.

AUGUST 1980

7. (i) Despatching of materials for House numbering and Houselisting operations.
- (ii) Publicity of Houselisting and Actual enumeration operations.
- (iii) Third round training of Enumerators and Supervisors.
- (iv) Deployment of Enumerators and Supervisors to the field.
- (v) Preparation of Notional Maps.
- (vi) Numbering of Houses and preparation of layout sketch maps.

SEPTEMBER 1980

8. (i) Canvassing of Houselist and filling up of Enterprise Slips.
- (ii) On the spot supervision of Houselisting operations.
- (iii) Preparation of Houselist Abstract by the Enumerators.

OCTOBER 1980

9. (i) Finalisation of the Houselist Abstract by the Enumerators.
- (ii) Scrutiny of Houselist Abstract by the Supervisors and finalisation thereof.
- (iii) Arrival of filled in schedules at Charge Officers and District Headquarters.
- (iv) Arrival of filled in schedules at Regional Tabulation Office at State Headquarters.
- (v) Payment of honorarium to the Enumerators, Supervisors and other Supervisory staff.

NOVEMBER 1980

10. (i) Scrutiny of filled in Houselist schedules at the Regional Tabulation Office.
- (ii) Processing of Houselist and other schedules at the R.T.O.
- (iii) Redelineation of Enumerator's Blocks and Supervisor's circle based on the Houselist data.

DECEMBER 1980

11. (i) First round training of Deputy Director, Assistant Director and other Census staff for population Enumeration.
- (ii) Selection of Enumerators and Supervisors for actual enumeration and issue of fresh appointment orders including reserves.
- (iii) Despatch of training materials to the District and Charge Census Officers.

- (iv) First round training of District and Charge Census Officers for population enumeration.
- (v) First round training of Enumerators and Supervisors for population enumeration.
- (vi) Framing of programmes for 2nd round training.
- (vii) Copying of Houselist Abstract for each Enumerator's Block.

JANUARY 1981

12. (i) 2nd round training of District and Charge Census Officers for population enumeration.
- (ii) 2nd round training of Enumerators and Supervisors for population enumeration.
- (iii) Wide range publicity for population enumeration.
- (iv) Despatching of schedules to the District and Charge Census Officers.
- (v) Issue of schedules to the Enumerators and Charge Census Officers.

FIRST WEEK OF FEBRUARY 1981

13. Revisional round training of Enumerators and Supervisors for population enumeration.

10TH FEBRUARY
TO 28TH FEBRUARY 1981

14. Census enumeration.
- 28TH FEBRUARY, 1981 (NIGHT)
15. Enumeration of Houseless population.

1ST MARCH TO 3RD MARCH 1981

16. Revisional round.

4TH TO 15TH MARCH 1981

17. (i) Collection of filled in schedules at charge and district offices.
- (ii) Reporting of provisional total by Enumerators and Charge Officers and submission of the reports to the office of the Director of Census Operations, Manipur.
- (iii) Delivery of Enumeration Records to the office of the Director of Census Operations, Manipur.

3.7 Constant watch was kept over the progress of Census work in the districts and charges. All the Census Officers were instructed to intimate progress of the Census operations in respect both of houselisting and actual enumeration. Forms for reporting the pro-

gress of work were prescribed and sent to all the Census Officers. If progress report was not received from a Census unit in time, the Officer concerned was contacted by wireless telegraphy or through a special messenger and instructed to send his progress report. Special efforts were also made to solve difficulties experienced by Census Officers in the districts and charges by deputing officials from this Directorate. These devices proved effective and produced immediate results.

Second Census Conference

3.8 The second Conference of the Directors of Census Operations was held at Mysore from January 16 to January 19, 1980. The Conference which was held to review the arrangements for houselisting operations and to finalise the instructions for filling up the Abridged Houselist, the Household Schedule and the Individual Slip and for the preparation of enumerators' working sheets and abstracts, was inaugurated by Shri R. A. Naik, Revenue Commissioner of the Government of Karnataka. Welcoming the Registrar General and the delegates Shri Naik said that the Census had a great role to play in planning in the country and that planning could be meaningful only if the population census were conducted properly as the basic data required for planning were mainly collected through the Census. Shri Naik also emphasised the need for adequate supervision to make the Census count accurate. As each question to be canvassed was important from the point of view of planning, serious thought should be given to the instructions so as to elicit correct information by avoiding ambiguities and by imparting thorough training to the field staff.

3.9 Initiating the post-inaugural session, the Registrar General, India said that he would be touring the country intensively to acquaint himself with the prevailing special situations and would be meeting the various State Govt. officers connected with the Census. He instructed that the Directors of Census Operations should also undertake similar tours in their States and acquaint themselves with local conditions. The Registrar General also pointed out that as, under the Census Act, the information collected should be kept confidential, the respondent should have no fear in answering the questions truthfully, and that with proper training of the enumeration staff and timely and effective supervision, accurate and reliable information could be collected in the Census. He said that, during the houselisting operations, effective supervision would be absolutely essential to ensure that the enumerators covered their respective areas completely.

3.10 Instructions for filling up the Abridged Houselist, the Household Schedule, and the Individual Slip were then discussed in detail. It was explained that as there would be a time gap between the houselisting and the actual population enumeration, the frame provided by the houselist should be up-dated. This should be done through the Abridged Houselist which will contain certain essential details from the houselist. From the point of view of coverage also, it is very important to fill up the Abridged Houselist carefully. It was pointed out that, in filling the Abridged Houselist provision has been made for changes that might have taken place between houselisting and population count. It would not, therefore, be necessary to re-write the Abridged Houselist except in the rare case where a large number of corrections have to be made. With regard to the question whether small villages should be constituted into separate blocks, it was explained that every village should constitute one or more enumeration blocks according as the number of households in the village was around 150 or more. All uninhabited villages will also have to be numbered and the fact that some of the villages are uninhabited should be noted in the charge register. Temporary huts or even new colonies that might have come up after houselisting will have to be enumerated by entering them in the Abridged Houselist. Great care should also be taken to see that big floating populations that might be found in big cities on account of seasonal employment are not missed. In respect of some suggestions made for changing the format of the Abridged Houselist the Registrar General assured the Directors of Census Operations that the Abridged Houselist in the present form was adopted successfully in 1971 and did not give rise to any difficulties.

3.11 Instructions for filling up the questions in the Household Schedule were next discussed. The Registrar General stressed that any person who is considered by the members of the household to be the 'Head' should be recorded as such without entering into any argument. The instructions on recording 'Religion' were clear and did not call for any further discussion. As regards the names of Scheduled Castes and Schedule Tribes, it was decided that we should confine ourselves to the notified lists and that any other caste or tribe which does not appear in the notified list should not be considered as S. C. or S. T. About filling up the question on 'Language', it was instructed that the enumerator should not attempt any grouping of what he thinks are dialects of any language and that he must faithfully record the language as returned. Questions on facilities available to the

household, viz., (a) Drinking water, (b) Electricity, and (c) Toilet facility (Urban areas only), were also discussed and clarified. It was explained, regarding the question on 'Number of married couples living in the household', that even if one of the spouses is absent from the household for the entire reference period, the couple should be counted in the household if the spouses usually live there. In areas where polyandry is prevalent, if more than one husband of a woman is living in the same household, the persons will be recorded as only one couple. Some doubt was raised as to whether cultivation should include plantations, orchards and other allied agricultural activities. It was clarified that this question involved the basic principle of industrial classification which excludes plantations and other allied agricultural activities from cultivation and that the definition of cultivation adopted for the economic questions of the Individual Slip should apply here. In the case of 'Jhum' cultivation it was decided that the land should be treated as owned. Instructions on filling up 'Part II—Population Record' were also discussed in detail and doubtful points, clarified.

3.12 Initiating the discussion on the instructions for filling up the Individual Slip, the Registrar General instructed that the location codes upto charge level should be rubber-stamped on each Individual Slip of each pad before handing it over to the enumerator so that he need fill only the village/ward and enumeration block codes. Coming to the questions in the Universal Individual Slip, it was clarified that in respect of the head of the household, the 'Relationship to head' should be 'Head'. About 'Mother tongue' and 'Two other languages known', it was once again emphasised that language should be recorded as reported. On the question of 'Nationality', the instructions were clear and it was found not necessary to draw any distinction between nationality and citizenship. After discussing some points on SC/ST (Q. 10), Educational attainment (Q. 12B) and Attending School/College (Q. 13), the Economic Questions, which are a little difficult, were taken up. The Registrar General desired that, in the training classes due emphasis should be laid on the economic questions and steps taken to ensure that the enumerators understand the instructions well. With regard to a suggestion that the definition of work should involve the income aspect, the Registrar General clarified that the Census definition of work without bringing in the income aspect has been traditionally followed and accepted. This should not cause any conflict or confusion because of different definitions adopted by other organisations. As for main work referred to in questions 14B and 15A of

the Individual Slip, it was clarified that even where a person was engaged in different kinds of work, if the total period of all such work added up to 183 days or more, the person would be deemed to have worked for the major part of the year. The main activity would be the one on which the person has worked longest and the work or works done by the person would be reflected in question 15B. It was also clarified that production of goods or services only for one's consumption would not qualify for work. The expression 'long term' with reference to inmates of penal, charitable or mental institutions should be treated as a period of six months or more. It was agreed that public, social service or political workers should be treated as workers if they have been actively engaged full time in such activities. These would include Members of Parliament and State Legislatures and Members of Local bodies. Members of religious orders and those engaged in religious services should also be treated as workers.

3.13 In respect of household industry, it was clarified that the major participation in terms of number of workers should be by the members of the household. If hired workers are in the majority it should be treated as 'other work' and not as household industry. The main activity of a member of one household working as a paid employee in the household industry of another household should also be treated as 'HHI'. Another point raised was the treatment of members of one household participating as workers in an industry run by their relatives belonging to another household. It was clarified that such persons would normally work for some return such as wages and should be treated as working in 'HHI' as employees and not as family workers. As for the question on those seeking/available for work, it was explained that this question will not be asked of a person who is already working. The question will not also apply to persons who are seeking a better job. A woman mainly engaged in household duties and who will continue to do so, but may be willing to take up some work to augment the household income should not be considered as seeking/available for work.

3.14 Instructions on filling up the questions in the Sample Individual Slip such as Birth place, Last residence, Reasons for migration from place of last residence and Number of children surviving at present were discussed in the Conference and detailed clarifications, made. Enumeration of Houseless Population on the night of February 28, 1981 and Revisional Round to be undertaken immediately after the enumeration period were also briefly discussed. Some other matters that were taken up for

discussion in the Conference are Printing, Direct data entry system, Maps, and Social Studies. In taking part in the deliberations of the Conference, I was assisted by Shri S. Birendra Singh, Tabulation Officer.

State Level Meeting

3.15. At our request, the Chief Secretary, Govt. of Manipur kindly agreed to convene a meeting of all the Deputy Commissioners, the District Planning Officers, the Sub-divisional Officers and the Block Development Officers in the districts of the State in April, 1980. On account of the disturbing law and order situation that prevailed in the State in 1980, it was inconvenient to organise a regular Conference of the Deputy Commissioners, the Sub-divisional Officers and the Block Development Officers at Imphal, which would necessitate their absence from the district and sub-divisional headquarters for some time. The meeting which was held at 11 A.M. on April 5, 1980 in the Conference room of the Manipur Secretariat was a sort of emergency Conference which was hurriedly convened so that we could put across to the district officers some idea about the important task that lay ahead of them. The meeting was attended by almost all the Deputy Commissioners and the Sub-divisional Officers who also function as the Block Development Officers in their respective sub-divisions.

3.16 Inaugurating the meeting Shri L. B. Thanga, Chief Secretary, Government of Manipur, said that the Census of India 1981, would be the twelfth in the continuing series of Census operations and the fourth since the country attained independence. In the case of Manipur it would be the eleventh in the series. Apart from counting of heads, the Indian Census gives us the opportunity to collect a variety of useful socio-economic data like particulars of housing, economic and social characteristics, population growth, etc., of the Indian people. These vital data are what our planners are in need of, to design our country's plans. The unique reputation of having an unbroken series of Census for the last hundred years goes to the Indian Census even though our Census is taken once in ten years, because it has been a part of a continuing statistical system. The houselisting and population Census operations are gigantic administrative exercises involving huge investment in terms of time and money. As such we shall have to ensure complete coverage, accuracy and timeliness; in other words, none should be left out of the count and the data should be accurate beyond question. The Chief Secretary also pointed out that the various

time-bound programmes should be executed in time and not a minute later than the scheduled date fixed for completion of these programmes. Delay on our part for one day behind the scheduled time in submission of the data will hold up compilation and publication of these data at the all-India level. Here lies the special responsibility of all of us who are associated with the Census. One of the main intentions of the 1981 Census is to provide accurate data for small areas for local planning purposes and thus to make available specific tabulations for small areas like the village and the city block. That is why, for collection of census data, we are having rural and urban units. As such the task before us is by no means easy, but we should not be alarmed.

3.17 The Chief Secretary emphasised that, for the successful implementation of the Census operations in our State, due attention should be paid to the training part of the programmes. Training materials and instructions will be supplied by the Directorate of Census Operations and training programmes will also be intimated to the district officers from that Directorate. Every word in the training manual and instructions to the enumeration staff should be read carefully and in case of doubt, clarification should be sought from the Directorate of Census Operations through correspondence or by personal contact. The Directorate of Census Operations should, on their part, make their best efforts to give proper training and also to clarify doubtful points. Requesting the district officers to work hard and with determination for the successful implementation of the 1981 Census operations the Chief Secretary pointed out that an officer's performance in census work will be entered in his ACR as a part of the general assessment for the relevant period and that in case of wilful negligence or dereliction of duty punitive steps under the law would be taken. In conclusion the Chief Secretary wished all participants in the meeting successful completion of the 1981 Census operations.

3.18 Welcoming the district officers in a brief speech, the Director of Census Operations, said that the Census operations cannot be implemented without the co-operation and active participation of the officers in the districts and appealed to them that census duties should be performed with a sense of mission and in a spirit of camaraderie. He also assured that the Directorate, on their part, would go all out to help the district officers and solve their difficulties in case of need. Thereafter, some preparatory steps like appointment of clerical staff at the district and charge headquarters, recruitment of the enumeration staff, preparation and submission of

village lists and composition of enumeration blocks were discussed and clarifications on these points were given by the Director. Some of the officers expressed the apprehension that the Primary school teachers and the village level workers may not be willing to serve as enumerators as Travelling Allowance and Daily Allowance payable to them on account of their deployment in the last General Elections had not been paid so far. The Director of Census Operations said that the Census operations are quite a different administrative programme and assured the district officers that timely payment of honorarium, T. A. and D. A. would be made to those taking part in the Census operations. He requested the district

officers to explain the position clearly to the officials at the village level so that there may not be any doubt or suspicion in their minds. The Director of Census Operations was assisted by Shri L. Pashot Singh, Deputy Director of Census Operations, Shri M. Tejkishore Singh, Investigator and Shri S. Birendra Singh, Tabulation Officer, in conducting this meeting. In view of the disturbed law and order situation in the State, this was the only State-level meeting held in Manipur, prior to the Census operations of 1981. Other meetings and discussions in which the district officers participated were held either in the office of the Director or at the District headquarters.

CHAPTER—IV

BUILDING UP OF THE ORGANISATION

4.1 When I joined office as Director of Census Operations of the State in July 1979, there was only one Assistant Director of Census Operations. He was assisted by 2 Investigators, 3 Tabulation Officers, 4 Statistical Assistants, 7 Computers, 6 Assistant Compilers, 1 Head Assistant, 1 Accountant, 1 Upper Division Clerk, 6 Lower Division Clerks, 1 Cartographer, 3 Draughtsmen, 6 Peons, 1 Chowkidar, 1 Sweeper and 1 Driver.

4.2 Subsequently the Registrar General sanctioned the following posts in phases and speedy steps were taken to fill up the posts by promotion and through direct recruitment as per relevant rules :—

1. Deputy Director	—	2
2. Investigator	—	1
3. Artist	—	1
4. Computer	—	11
5. Assistant Compiler	—	1
6. Office Superintendent	—	1
7. Head Clerk	—	1
8. Hindi Translator	—	1
9. Jr. Stenographer	—	2
10. Upper Division Clerk	—	1
11. Lower Division Clerk	—	2
12. Jr. Gestetner Operator	—	1
13. Peon	—	1
14. Chowkidar	—	1
15. Farash	—	1

4.3 One post of Deputy Director was made available to this office by transfer from the State of Jammu & Kashmir by the Registrar General. Thereupon I requested the Govt. of Manipur to lend the services of a suitable officer of the Manipur Civil Service (M.C.S.) to serve on deputation as the Deputy Director in the Census Organisation. The Govt. of Manipur forwarded to us a panel of M.C.S. officers available for appointment as Deputy Director on deputation. Out of this panel of officers, Shri L. Pashot Singh, M.C.S. was appointed Deputy Director. Shri Pashot Singh joined this office on 18-2-1980. Consequent on the transfer of Shri S. K. Pathak, Assistant Director of Census Operations (A.D.C.O.), to the office of the Director of Census

Operations, Bihar in July 1979, the post of A.D.C.O. remained vacant for some time. The vacancy was later on filled up by Shri P. D. Pradhan from the Directorate of Census Operations, Maharashtra, who joined us as A.D.C.O. on 28-8-1979.

4.4 In accordance with rules and instructions on the subject, a Departmental Promotion Committee headed by the Director of Census Operations was constituted to make recommendations in respect of appointment of staff at the lower level. In order to ensure quality of the staff, even at the lower level, recruited for the Census Directorate it was considered essential that written tests should also be held in addition to the oral test held in an interview which was the normal mode of assessing a candidate's merit. As it was considered expedient to encourage members of the regular staff of the Census office, eligible departmental candidates were also allowed to appear in the tests.

4.5 On the recommendations made by the D.P.C., 7(seven) Assistant Compilers were appointed on 1-5-1980, 10(ten) Computers were appointed on 25-10-80, 3(three) Statistical Assistants were appointed on 7-8-80 and 5(five) L. D. Cs. were appointed on 1-9-80. The new recruits were trained, as they started working, by the senior and experienced members of our regular staff. Shri Abdus Sattar of the Manipur Civil Service who had been working as the Chief Executive Officer, in the Manipur South Autonomous District Council, Churachandpur, was later on appointed as Deputy Director of Census Operations, on deputation. Shri Sattar joined this office on 13-11-80. As the staff strength of the office increased the building at Yumnam Leikai could not accommodate all of us. Another building at Keisamthong, at a distance of about one kilometre from the main office was rented. Shri L. Pashot Singh, D.D.C.O., shifted to this new building at Keisamthong with the tabulation staff. The new building at Keisamthong was later on converted to the Regional Tabulation Office of this Directorate. Before starting the 1st phase of the Census Operations of 1981, i.e., Houselisting in September, 1980 the following officers and staff including those engaged in Sample Registration Scheme, Social Studies and Map Section, were in position :—

1. Director	..	1
2. Deputy Director	..	2
3. Assistant Director	..	1

4.	Investigator	..	2
5.	Tabulation Officer	..	3
6.	Cartographer	..	1
7.	Statistical Assistant	..	10
8.	Artist	..	1
9.	Computer	..	18
10.	Draughtsman	..	3
11.	Proof Reader	..	1
12.	Assistant Compiler	..	7
13.	Hand Press Machine Operator	..	1
14.	Office Superintendent	..	1
15.	Head Assistant	..	1
16.	Head Clerk	..	1
17.	Stenographer	..	1
18.	Hindi Translator	..	1
19.	Accountant	..	1
20.	U.D.C.	..	2
21.	Jr. Stenographer	..	2
22.	L.D.C.	..	8
23.	Driver	..	1
24.	Jr. Gæstetner Operator	..	1
25.	Daftry	..	2
26.	Peon	..	7
27.	Chowkidar	..	2
28.	Farash	..	1
29.	Sweeper	..	1

4.6 As has been pointed out earlier the Deputy Commissioners, the District Planning Officers, the District Statistical Officers, the Sub-divisional officers and the Block Development Officers were appointed Principal Census Officers, District Census Officers, Additional District Census Officers and Charge Officers respectively to take charge of census work at the district and sub-divisional head-quarters. In the case of Imphal Municipality, the Executive Officer of the Municipal Board was appointed the Principal Census Officer and at the recommendation of the Executive

Officer, one of the senior officials of the Board was appointed as the Charge Officer. The Additional District Magistrate, Manipur Central district, and the District Statistical Officer, Manipur West district, had also to be appointed District Census Officers of their respective districts at a later stage.

4.7 Additional temporary staffs were provided to the Principal Census Officers and the Charge Officers during the period from 1-3-80 to 31-5-81 to assist these officers in the performance of Census duties. The Principal Census Officers were provided with a temporary staff of one U.D.C., one L.D.C., and one Peon, each and the Charge Officers were given one L.D.C. each. In the case of the Imphal Municipality, one L.D.C. and one Peon were provided at the specific request of the Principal Census Officer with the approval of the Registrar General, India. These posts at the district and sub-divisional levels were created by the Govt. of Manipur and the expenditure which had been initially borne by the State Govt., was later on reimbursed to them by the Govt. of India. In the case of the temporary staff for the Imphal Municipality the posts had to be created, and payment made, by this Directorate. After their appointment, the temporary clerks were called to this office and a short training on how to receive, handle, distribute and deliver census records was imparted to them. The staffing pattern at the district and sub-divisional headquarters conformed to the norm prescribed by the Registrar General for all the States/Union Territories in the Country. There was one deviation in the case of the Imphal Municipality which was entitled to only one U.D.C. As the Principal Census Officer desired to have one L.D.C. and one Peon in lieu of one U.D.C., we had to seek the approval of the Registrar General, to this departure from the normal staffing pattern. Altogether six temporary U.D.Cs, 33 L.D.Cs, and 7 Peons were appointed for Census work in the district and sub-divisional headquarters and in the office of the Imphal Municipality. The services of nearly all these temporary incumbents were terminated on 31.5.82 on completion of the tasks entrusted to them.

CHAPTER—V

TOURING AND TRAINING PROGRAMMES

5.1 In order to get himself acquainted with local conditions, it is considered essential that the Director should undertake extensive tours in the districts and sub-divisions of the State. It is a matter of regret that I could not undertake extensive tours in the Hill districts of Manipur, before and during the Census operations of 1981 on account of a number of difficulties. It has been pointed out earlier that we had to conduct the Census operations of 1981 in a troubled Manipur under quite abnormal circumstances. Insurgency and the frequent shooting and killing that it brought about made life quite uneasy. It also caused us intense anxiety, especially as we were to embark upon a major and time-bound assignment like the Census operations. In this state of affairs, unsettled and unsettling, one never knew what would happen if one were away from the headquarters for a day or two. So I decided,—perhaps rightly as I now view it from hindsight—that I should keep myself at Imphal, the headquarters from where I had to run the show, keep on planning and see what happened. Despite this decision, I managed to go to Chandel, the headquarters of the hill district of Tengnoupal and conduct a training class there in August, 1980. I also visited Churachandpur, the easily accessible district headquarters of the Manipur South district a number of times to supervise Census work. This is apart from my tours in the various parts of the Imphal valley which I could visit, and return to the headquarters the same day. Some important places in the valley which I had to visit for inspection and supervision of census work are Moirang, Ningthoukhong, Loktak Project, Bishenpur, Nambol, Pallel, Kakching, Wangjing, Thoubal, Lilong, Sekmai, Leimakhong, Kangchup Wangoi and Mayang Imphal. As there are only a few districts in Manipur, it is considered essential that the Director of Census Operations should visit the headquarters and one or two sub-divisions of each district, at least once before and during the Census operations. This will stand him in good stead in coming to grips with peculiar local problems and difficulties.

5.2 In spite of transport and other difficulties, Shri L. Pashot Singh, Deputy Director of Census Operations, undertook fairly extensive tours all over Manipur before and during the Census operations. A number of requests were made to us from the

district and sub-divisional headquarters, to depute officers and members of our staff to conduct training classes and to assist district officers in training the enumeration staff. Shri L. Pashot Singh and some members of the Tabulation staff had to be constantly on tour in the hill districts of the State to conduct training classes in the district and sub-divisional headquarters. During the course of their training tours, Shri Pashot Singh and his team visited Tadubi and Saikul in the Manipur North district, Tamenglong and Tamei in the Manipur West district, Chandel and Chakpikarong in the Tengnoupal district, Kasom Khullen in the Manipur East district and Churachandpur in the Manipur South district. He had also to visit the sub-divisional headquarters of the Manipur Central district at the request of the Charge Officers, to give training to the field staff. Shri Abdus Sattar, M.C.S., who joined this office as Deputy Director at a later stage, also undertook tours in the Manipur East and Manipur South districts to supervise census work. In some cases, the Deputy Directors had to visit the district and sub-divisional headquarters a number of times. As I look back, I have no reason to be dissatisfied with the tours undertaken by the Deputy Directors.

5.3 As we have only one old jeep which cannot negotiate the difficult roads in the hill areas of the State, the problem of transport presented some difficulty which could not be solved satisfactorily. As I anticipated this difficulty well ahead of the tense period of preparation and of actual enumeration, I made earnest and repeated requests to the Govt. of Manipur to lend us a jeep for about six months. As it were, my requests fell on deaf ears, and every time I repeated the request, I was given the stock reply that owing to heavy demands made by the Security Forces, which had to be constantly deployed on law and order duties no jeep could be spared. As I look back to the situation with detachment even at this short remove of time, I cannot help the feeling that my request for a jeep was treated with singular lack of understanding and sympathy. Surely the Govt. of Manipur could have conveniently spared one jeep for about six months, out of the large fleet at their disposal, for an important undertaking like the Census. Another difficulty was that a large number of sub-divisional headquarters in the hill districts were not

connected by bus. As a result, the training teams deputed by this office had to travel by bus upto the last motorable points and perform the remaining parts of the journey to the sub-divisional headquarters on foot. On a number of occasions, the Charge Officers picked up the training teams from Imphal in their jeeps, at our request.

5.4 We had to make up the shortage of transport by hiring two private vehicles, one car and one jeep, during the peak period of the 1981 Census operations when each one of us, the two Deputy Directors and myself had to run here, there and everywhere. This step was taken, because it was considered essential that during this period, each one of us should have a vehicle at our disposal. Apart from the census tours undertaken by the Principal Census Officers the District Census Officers and the Additional District Census Officers, the Charge Officers had also to go on extensive tours in their charges supervising the census operations. Fortunately almost all the Charge Officers had a vehicle each at

their disposal and transport for census tours was not much of a problem, although in some cases, this office had to supply fuel for their census tours. Almost all the Charge Officers informed us that they had no sufficient funds to purchase fuel for their census tours. The difficulty experienced by the Charge Officers could not be solved as the funds placed at their disposal were governed by the quarterly letter of Credit system. This Directorate had, therefore, to supply limited quantities of fuel to the Charge Officers on demand, to meet their urgent requirements. As extensive tours by the Charge Officers during the census operations are absolutely necessary it is considered essential that adequate provision should be made in the budget of the Directorate for purchase of fuel. The State Govt. should also be requested to make liberal grant of funds to the District and Charge Officers during the census operations. I am of the considered view that at least three good vehicles should be placed entirely at the disposal of the Directorate during the tense period of the Census operations.

CHAPTER—VI

CENSUS SCHEDULES—TRANSLATION, PRINTING & DISTRIBUTION

6.1 The estimated requirements of instruction booklets and Census Schedules for each of the two phases of the Census operations, namely, Houselisting and Enumeration are shown below :—

S. No.	Particulars	(in thousands)
	Estimated requirement of different forms for houselisting operations (including that of training).	
1.	Instructions to Enumerators for filling up the Houselist	6
2.	Instructions to Enumerators for filling up Enterprise List.	6
3.	Instructions to Supervisors	1
4.	Houselist	100
5.	Houselist Abstract for Enumerators	17
6.	Houselist Abstract for Supervisors	2
7.	Houselist Abstract for Charges	0.5
8.	Houselist Abstract for District	0.1
9.	Enterprise List	60
10.	Enterprise List Abstract	17
11.	Notional Map/Lay out sketch	11
12.	Appointment forms for Enumerators	12
13.	Appointment forms for Supervisors	2.5
14.	List of Scheduled Castes/Scheduled Tribes	8

Estimated requirements of different forms for actual enumeration operations (including that of training).

Sl. No.	Particulars	(in thousands)
1.	Instructions to Enumerator for filling up the Household Schedule and Individual Slip	7
2.	Individual Slips	2,400
3.	Household Schedules	525
4.	Abridged Houselist	8.5
5.	Instructions for filling up Abridged Houselist	5
6.	Instructions to Supervisors	1.2
7.	Identity Cards and appointment orders for Enumerators	16
8.	Identity Cards and appointment orders for Supervisors	4
9.	Enumerators Abstract	20
10.	Working sheet for preparation of Enumerators Abstract	35
11.	Notional Maps/Lay out sketch	17
12.	Census Posters	7
13.	List of Scheduled Castes/Scheduled Tribes	7
14.	Supervisor's Abstract	3.5
15.	Charge Abstract	0.5
16.	District Abstract	0.1
17.	Degree Holder and Technical Personnel Schedule	65

6.2 Requirement of reserve was calculated at 20 per cent of the total requirements. There was some wastage as a number of copies of the schedules were badly printed; in some cases the schedules were printed on one side only while they had to be printed on both sides. Apart from these, there was some other wastage also, as the enumerators had to destroy the forms and schedules which they had filled up erroneously. In a large scale operation like the census, such wastage cannot altogether be avoided. The break up of various forms and schedules supplied to the districts and the independent unit of the Imphal Municipality is shown below :—

Distribution of forms for houselisting operations (including that of training)

Sl. No.	Particulars	Manipur North	Manipur West	Manipur South	Teng-noupal	Manipur Central	Manipur East	Imphal Municipality
1	2	3	4	5	6	7*	8	9
1.	Instructions to Enumerators for filling up the Houselist (in thousands)	0.4	0.3	0.5	0.3	1.8	0.3	0.4
2.	Instructions to Enumerators for filling up the Enterprise List (in thousands)	0.4	0.3	0.5	0.3	1.8	0.3	0.4
3.	Instructions to Supervisors	100	90	120	80	360	90	120
4.	Houselist (in thousands)	8.5	3.3	7.3	3.1	50.0	4.5	8.9
5.	Houselist Abstract for Enumerators (in thousands)	2.3	1.0	2.4	1.3	5.5	1.4	1.6
6.	Houselist Abstract for Supervisors in thousands)	0.2	0.2	0.3	0.2	1.1	0.3	0.2
7.	Houselist Abstract for Charges	20	30	30	20	35	35	15
8.	Houselist Abstract for District	10	10	10	10	10	10	—
9.	Enterprise List (in thousands)	4.0	1.6	3.6	1.5	32.7	2.1	6.4
10.	Enterprise List Abstract (in thousands)	2.3	1.0	2.4	1.3	5.5	1.4	1.6
11.	Notional Map/Lay out sketch (in thousands)	1.5	0.7	1.6	1.0	4.1	0.8	0.6
12.	Appointment forms for Enumerators (in thousands)	1.8	0.8	1.9	1.1	4.3	0.9	0.5
13.	Appointment forms for Supervisors (in thousands)	0.3	0.2	0.3	0.2	1.1	0.3	0.3
14.	List of Schedule Castes/Scheduled Tribes (in thousands)	0.7	0.5	0.8	0.5	3.5	0.6	0.6

*Excludes the estimates of Imphal Municipality

Distribution of forms for actual enumeration (including that of training)

Sl. No.	Particulars	Manipur North	Manipur West	Manipur South	Tengnoupal	Manipur Central	Manipur East	Imphal Municipality
1	2	3	4	5	6	7*	8	9
1.	Instructions to Enumerators for filling up the Household Schedule and Individual Slip (in thousands)	0.5	0.4	0.6	0.4	3.2	0.4	0.5
2.	Instructions for filling up Abridged Houselist (in thousands)	0.4	0.3	0.4	0.3	2.5	0.3	0.5
3.	Instructions to Supervisors	100	90	100	90	480	90	120
4.	Identity Cards and appointment orders for Enumerators (in thousands)	1.9	0.8	2.2	1.1	5.2	1.0	0.9
5.	Identity Cards and appointment order for Supervisors (in thousands)	0.4	0.3	0.4	0.3	1.5	0.4	0.4
6.	Individual Slip (in thousands)	221.7	85.1	193.9	78.0	1,309.9	115.8	223.2
7.	Household Schedule (in thousands)	50.3	20.5	43.6	18.6	260.4	27.4	53.6
8.	Abridged Houselist (in thousands)	1.2	0.7	1.4	0.7	3.3	0.6	0.6
9.	Enumerator's Abstract (in thousands)	2.4	1.0	2.9	1.4	6.6	1.2	1.1
10.	Working sheet for preparation of Enumerators Abstract (in thousands)	4.1	1.8	4.8	2.2	12.7	2.0	2.5
11.	Supervisor's Abstract (in thousands)	0.3	0.3	0.4	0.3	1.4	0.4	0.4
12.	Charge Abstract	20	30	30	20	35	35	15
13.	District Abstract	10	10	10	10	10	10	—
14.	Degree Holder's and Technical Personnel Schedule (in thousands)	4.7	2.1	4.9	2.0	28.3	2.8	16.5
15.	Notional Map/Lay out sketch (in thousands)	2.4	0.8	1.9	1.2	6.7	1.2	1.0
16.	List of Scheduled Castes/ Scheduled Tribes (in thousands)	0.6	0.4	0.6	0.4	3.2	0.5	0.7

*Excludes the estimates of Imphal Municipality.

6.3 The requirements of the local language versions of instruction booklets, forms and schedules were calculated on the basis of the number of houses and persons in each village, obtained from the Charge Officers and by reference to the 1971 Census figures. The rate of growth of population over the 1971 Census figures was taken into consideration and some percentage also was added to the requirements thus arrived at so that we could be within the margin of safety. Our experience indicates that an increase of about 60 percent over the quantities of forms & schedules used in the preceding census would meet the requirements.

6.4 The translation of the forms and schedules into Manipuri, the common language of the State was done by the Tabulation staff of the office. The draft translations were carefully scrutinised by Shri L. Pashot Singh, Deputy Director. Thereafter we discussed the concepts and definitions thoroughly and took care to see that there were no ambiguities in the Manipuri versions. While examining the draft translations, the Manipuri schedules used in the pre-tests were also consulted. Those engaged in translation work were instructed to use clear and simple language so that laymen can understand the Manipuri versions without any difficulty. Where an English word has no easily intelligible equivalent in Manipuri, it was decided, for the sake of clarity, that the English word should be retained in the translation. Manipuri translation of the Instruction booklet for filling up Household Schedules was entrusted to Dr. K.B. Singh, Investigator and a scholar of distinction. Shri L. Pashot Singh, Deputy Director, also translated some of the forms and schedules himself. Forms and schedules in English had to be supplied to the interior areas of some hill districts where Manipuri is not understood well.

Printing of the Schedules

6.5 The Govt. Press, Manipur, intimated their inability to print the large quantities of instruction booklets, forms and schedules required for the Census operation of 1981. We had, therefore to make arrangements to get these documents in the

local language printed through private printing presses, with the prior approval of the Registrar General. Tenders were invited from private presses in the State, and the lowest rates quoted by Ms/ Mahabharat press, Manipur, were accepted. A formal agreement was entered into between the Government and the Press, and thereafter it was entrusted with the work of printing all the instruction booklets, forms and schedules in Manipuri. At the outset we had some difficulty as we did not receive our quota of white paper and cover paper for printing the schedules from the Supplier in time. Fortunately we had a small stock of these papers at our disposal and printing of schedules meant for the Houselisting operations could be started without waiting for the arrival of our quota of white paper and cover paper from the Suppliers appointed by the Govt. of India. Later on, as these papers were received the work of printing the forms and schedules was accelerated. There was no problem about transport as these papers for printing the forms and schedules were delivered at our office by trucks engaged by the Supplier. The Press also made their own transport arrangements for taking the papers from our office.

6.6 Owing to a number of difficulties caused by the badly disturbed law and order situation in Manipur, the Mahabharata Press was not only irregular in delivering the printed forms and schedules to us but was unable to supply a large quantity of these printed documents in time. As a result, we had to make some emergency arrangements and make up the deficiency in the supply of printed forms and schedules to the districts and charges, at any cost. At our request, the Bhagyabati Press, Imphal, agreed to print large quantities of forms and schedules at the eleventh hour, though at very high rates. In a time-bound operation of the magnitude of the census, it was apprehended that there would be some last minute demands for forms and schedules. A sizeable quantity of the printed documents was kept as reserve at our office and demands were met without any difficulty. It is evident that there was some defective distribution of forms and schedules at the district and charge levels, which should be avoided in future.

CHAPTER—VII

PROCUREMENT OF MAPS

7.1 As this Directorate had prepared a Census Atlas Volume containing maps of Manipur which show various data collected during the Census of 1971, a number of maps were available in the Mapping section of the office. We had nevertheless to obtain a number of district and sub-division maps from the State Government as there had been some changes in the district boundaries during the period from 1971 to 1979. District and sub-division maps were obtained from the Director of Land Records, the Deputy Commissioners and the Sub-divisional Officers. We had also to contact the Manipur P.W.D. for a map showing roads of various categories in Manipur. These maps were obtained without much difficulty. In case our request for copies of maps by correspondence was not complied with in time, we had to obtain them through personal contact. Some inaccuracies were detected in a number of maps obtained from the offices of the Manipur Govt. In such cases we sent some officials from our Map Section and set these defects right in consultation with the staff of the offices. As the hill areas of Manipur have not so far been cadastrally surveyed, the maps of sub-divisions in these areas obtained from the Sub-divisional Officers are not strictly to scale.

7.2 The map of Imphal, the capital of Manipur, which is the only city in the State was obtained from the office of the Imphal Municipal Board. Some difficulties were experienced in obtaining the maps of the small towns of Manipur. In a number of cases the offices of the Small Town Committees were not functioning properly and it was difficult to contact the office bearers through correspondence. Some other offices of these Small Town Committees had no reliable maps of the towns. We had, therefore, to contact the Local Self Govt. Department of the Manipur Govt. and the office of the Chief Town Planner, for maps of the small towns. These sources proved to be helpful and although it took us a long time, we could get fairly reliable maps of the small towns. There was also another difficulty in drawing the maps of these small towns as their areas were extended from time to time and the censused area of a particular town did not agree with the area shown in the map. In such cases, we had to re-draw

the map in our office, after consultation with the Revenue authorities.

7.3 Detailed instructions with regard to the preparation of Census maps and the various features to be shown in these maps have been issued from the office of the Registrar General, India, in a number of Circulars. Based on the instructions, contained in these Circulars, this Directorate also issued some directives to the District Officers while requesting them to prepare maps for inclusion in the 1981 Census publications. A copy of Circular No. 19 issued by the office of the Registrar General, India, which contains detailed instructions on the preparation of the District and Tahsil/Police Station/C.D. Block/Circle maps, has been kept in the office records for future reference.

7.4 The Map Section of this office has the following strength :—

- (a) Cartographer—1
- (b) Artist—1
- (c) Draughtsman—3
- (d) Hand Press Machine Operator—1

7.5 As the work in the section has increased considerably, the above strength is on the deficient side. Apart from preparation of maps for inclusion in the various publications of the 1981 Census, this small staff has also to draw a large number of detailed maps for the Census Atlas Volume. For the 1971 Census Atlas of Manipur, the small map section had to draw 65 detailed maps showing various demographic features of the population of the State. Of these 65 maps, 2 were orientation maps, 18 were maps showing demographic structure and trends, 21 were maps depicting economic aspects and 24 were maps on socio-cultural aspects. In all probability, the 1981 Census Atlas will be a bigger Volume both in the number of maps it contains and in the details these maps will show. It will be in the interest of efficient working of the Section in particular and the Directorate as a whole in general, therefore, that the above staff should be strengthened by at least one Senior Artist and one Draughtsman.

CHAPTER—VIII

PREPARATION OF RURAL AND URBAN FRAME

Rural-urban frame

8.1 One of the major tasks that we had to perform was to finalise the rural-urban frame. For this purpose we had to check up the list of 1971 towns and to prepare a list of places declared as towns by the Govt. of Manipur after 1971 Census. There were 8 towns in the State as per the Census of 1971 and 23 places were declared as small towns by the Govt. of Manipur during the period from 1971 to 1980, the year when we had to finalise the list of towns for the purpose of the 1981 Census. As there was no case of denotification of the towns of 1971, an easy solution of the problem would have been to find out the number of towns for the Census of 1981 by adding the new towns to the 1971 number of towns. We had, nevertheless, to examine the problem in some depth and make a careful appraisal of some marginal cases, in accordance with the detailed instructions issued by the Registrar General, Chandel, the headquarters of the Tengnoupal district, which had not been declared as a town upto 1980 and the Loktak Hydro-electric Project area at the foothills to the west of the sizeable village of Ningthoukhong in the Bishenpur sub-division of the Manipur Central district were two such marginal cases. After some careful consideration it was decided that Chandel which did not satisfy any of the criteria laid down for the classification of a place as a town, should not be treated as a town, in spite of its being the headquarters of a district. The case of the Loktak Hydro-electric Project area, which is in the Manipur South district, though contiguous to a part of the Manipur Central district, is different. This small township built for accommodating those working for the completion of the prestigious Loktak Hydro-electric Project, one of the biggest projects of its kind in the north-eastern region of our country, was found to have all amenities of a modern town such as electricity, water supply, post office, inspection bungalow, offices, shops, schools, etc. It was decided, therefore that, despite its comparatively small population, the Project area should be treated as a town.

8.2. Once the list of towns was finalised, it was not a difficult task to determine the areas to be treated as rural. We had a list of villages in the records of the 1971 Census to give us detailed information on the rural areas of the State. Yet, the probability of a number of small villages, hamlets and forest

settlements having sprung up during the inter-censal period had to be taken into consideration. We had, therefore, to write to the Revenue Department of the Govt. of Manipur and the District Officers to furnish us with up-to-date lists of villages. The Forest Department of the State Govt. was also requested for a similar list of forest settlement areas. As there was also the probability of some of the villages of 1971, having gone out of existence, the lists supplied by the Revenue and Forest Departments were carefully cross-checked with those available in our records. These steps were taken in order to ensure that all villages were covered, leaving out none.

Changes in Jurisdiction

8.3 During the inter-censal period from 1971 to 1981 there were a few changes in jurisdiction of administrative units of the State. After the Census of 1971, a new district, namely, the Tengnoupal district was formed in the south east of Manipur. It was carved out of the old Tengnoupal sub-division of the Manipur Central district, and as the whole area covered by the old Tengnoupal sub-division was transferred to the new district, there was no difficulty in adjustment of boundaries between the two administrative units. There was another change in jurisdiction as some villages of the Jiribam sub-division of the Manipur Central district had been transferred to the contiguous Tousem sub-division of the Manipur Central district. We obtained information about the number of the villages and the areas covered by them from the Deputy Commissioners and the Sub-divisional Officers concerned; maps of these administrative units had to be re-drawn in the light of the above transfer of villages. The Govt. of Manipur were requested to make copies of orders giving effect to the above changes available to us. Steps were also taken to include small inhabited places in out-of-the-way unsurveyed forest areas by contacting the State Forest Department and requesting them to furnish a list of such areas to us. Rough and ready sketch-maps of these areas were drawn. For the purpose of houselisting and actual enumeration these small areas were constituted into separate blocks as far as practicable.

Urban Areas

8.4 For administrative convenience as well as for keeping comparability intact, the following definition of the urban area, which has been prevalent since

the Census of 1961 onwards, has been adopted in the Census of 1981 also. An urban area has been defined as follows :—

- (a) All places with a Municipality, Corporation, or Cantonment or notified town area;
- (b) All other places which satisfy the following criteria :—
 - (i) a minimum population of 5,000;
 - (ii) at least 75 per cent of male working population engaged in non-agricultural pursuits; and
 - (iii) a density of population of at least 400 persons per sq. km. (*i. e.*, 1,000 persons per sq. mile).

8.5 There has not been any change in the concept of an urban area since 1961. But at the 1961 and 1971 Censuses, the non-agricultural population under criterion (ii) included persons engaged in Livestock, Forestry, Fishing, *etc.*, whereas in 1981 Census they were excluded and were treated at par with agricultural workers for the purpose of this criterion.

8.6 In respect of some marginal cases, the Director of Census Operations of a State or Union Territory was given some discretion to classify, in consultation with the Registrar General, India, places as rural or urban, taking into consideration local circumstances. Some marginal cases which would qualify to be classified as urban units are major project colonies, areas of intensive industrial development and important tourist centres. A few marginal cases of this category were considered and the claim of Chandel, the small headquarters of the Tengnoupal district and the Loktak Hydro-electric Project colony in the Manipur South district to classification as towns, has been discussed in a preceding paragraph. After consultation with the Govt. of Manipur and with the approval of the Registrar General, India, the following list of towns was finalised :—

1. Mao Small Town
2. Karong Senapati Small Town
3. Kangpokpi Small Town
4. Tamenglong Small Town
5. Churachandpur Small Town
6. Loktak Hydro Electric Project Town
7. Singngat Small Town
8. Moreh Small Town
9. Lamalai Small Town
10. Imphal Municipality
11. Sekmai Bazar Small Town

12. Lamsang Small Town
13. Nambol Small Town
14. Oinam Small Town
15. Bishenpur Small Town
16. Ningthoukhong Small Town
17. Moirang Small Town
18. Kumbi Small Town
19. Sugnu Small Town
20. Kakching Small Town
21. Heirok Small Town
22. Wangjing Small Town
23. Thoubal Small Town
24. Yairipok Small Town
25. Sikhong Sekmai Small Town
26. Lilong (Thoubal) Small Town
27. Mayang Imphal Small Town
28. Wangoi Small Town
29. Samurou Small Town
30. Lilong (Imphal West) Small Town
31. Jiribam Small Town
32. Ukhrul Small Town.

8.7 It may be pointed out that the concepts of 'Urban Agglomeration' and 'Standard Urban Area' were adopted for the first time in the Census of 1971. An urban agglomeration includes a core town and the area over which its influence extends. By definition it is the continuous urban spread consisting of a core town and the adjoining outgrowths which may be urban in their own right or rural. A standard urban area, on the other hand, is the projected growth area of a city or town having a population of 50,000 persons or more in 1971, as it would be in 1991, taking into account not only the towns and villages which will get merged into it but also the intervening areas which are potentially urban. Thus, it is a long term planning area and is to remain as a statistical reporting unit during the three successive censuses of 1971, 1981 and 1991. There was no urban agglomeration in Manipur at both the censuses of 1971 and 1981 while a standard urban area has been adopted in the case of Imphal town since the Census of 1971. As a result of delineation of fresh boundaries, the standard urban area of Imphal at the Census of 1981, did not conform to the area adopted in 1971.

8.8 In order to ensure that there is no dislocation or confusion in the collection of data during the Census Operations of 1981 on the basis of the existing administrative units of the State, freezing of the boundaries of these units for a certain well-defined period was necessary. The question of freezing the existing boundaries of administrative

units from January, 1980, upto June 1981 was taken up by the Registrar General with the State Govt. As a result no decision to change the boundaries was taken by the State Govt. after October 1, 1979 and all decisions for change of boundaries had to be implemented by January 1, 1980.

Location Code

8.9 To facilitate easy identification of every census unit from the State down to the enumerator's block in a village or a ward in a town, a Location Code consisting of numbers has been evolved. It is a simple device by which every area in an administrative unit in the State can be identified by assigning specific code numbers to different levels of administrative units. Each such area is then referred to by a combination of code numbers. Under this system of identification, every State, district, tehsil, or Police Station, village or town, ward/hamlet and enumerator's block had to be given easily identifiable code numbers. The enumerators were instructed to carefully enter these code numbers in the relevant spaces against the names of their blocks. In order to make the distinction between urban and rural areas clear, the towns were assigned location code numbers in Roman figures while the villages were given code numbers in International numerals.

8.10 Under instructions issued by the Registrar General, the Location Code given to each census document consisted of five elements. The State Code constituted the first element of the Location Code; it was followed by the code numbers of the district, sub-division or town, village or ward separated by oblique strokes. The code number for the enumerator's block came last and was put within brackets. Thus Location Code 13/2/3/17(34) would mean enumeration block number 34 in village number 17 of sub-division number 3 in district number 2 of State 13, i.e., Manipur. Since the number of towns in a district are not large, all the towns within a district were numbered in one continuous series without reference to the sub-division in which they are located. It has already been pointed out that towns were given location code numbers in Roman figures in order to distinguish them from the villages. Wards in a town were numbered and shown by International numerals. Imphal, the capital city of Manipur which is in the Manipur Central district, was represented by Code number II. Location Code 13/2/II/15(20) would thus represent block number 20 in ward number 15 of Imphal in the Central district of Manipur. As instructed by the Registrar General, the location

codes upto charge level were rubber-stamped on the Individual Slips of each pad before handing it over to the enumerator so that he had to fill up only the village/ward and enumeration block code numbers. The location codes adopted during the Census of 1981 for the districts, sub-divisions and towns are reproduced below :—

M A N I P U R	13
Manipur North District	13/1
Manipur West District	13/2
Manipur South District	13/3
Tengnoupal District	13/4
Manipur Central District	13/5
Manipur East District	13/6
Mao-Maram Sub-division	13/1/1
Sadar Hills West Sub-division	13/1/2
Sadar Hills East Sub-division	13/1/3
Tamenglong North Sub-division	13/2/1
Tamenglong West Sub-division	13/2/2
Tamenglong Sub-division	13/2/3
Nungba Sub-division	13/2/4
Tipaimukh Sub-division	13/3/1
Thanlon Sub-division	13/3/2
Churachandpur North Sub-division	13/3/3
Churachandpur Sub-division	13/3/4
Singngat Sub-division	13/3/5
Tengnoupal Sub-division	13/4/1
Chandel Sub-division	13/4/2
Chakpikarong Sub-division	13/4/3
Imphal East Sub-division	13/5/1
Imphal West Sub-division	13/5/2
Bishenpur Sub-division	13/5/3
Thoubal Sub-division	13/5/4
Jiribam Sub-division	13/5/5
Ukhrul North Sub-division	13/6/1
Ukhrul Central Sub-division	13/6/2
Phungyar-Phaisat Sub-division	13/6/3
Kamjong Chassad Sub-division	13/6/4
Ukhrul South Sub-division	13/6/5
Mao Small Town	13/1/1
Karong Senapati Small Town	13/1/II

Kangpokpi Small Town	13/1/III
Tamenglong Small Town	13/2/I
Churachandpur Small Town	13/3/I
Loktak Hydro Electric Project Town	13/3/II
Singngat Small Town	13/3/III
Moreh Small Town	13/4/I
Lamlai Small Town	13/5/I
Imphal Municipality	13/5/II
Sekmai Bazar Small Town	13/5/III
Lansang Small Town	13/5/IV
Nambol Small Town	13/5/V
Oinam Small Town	13/5/VI
Bishenpur Small Town	13/5/VII
Ningthoukhong Small Town	13/5/VIII
Moirang Small Town	13/5/IX
Kumbi Small Town	13/5/X
Sugnu Small Town	13/5/XI
Kakching Small Town	13/5/XII
Heirok Small Town	13/5/XIII
Wangjing Small Town	13/5/XIV
Thoubal Small Town	13/5/XV
Yairipok Small Town	13/5/XVI
Sikhong Sekmi Small Town	13/5/XVII
Lilong (Thoubal) Small Town	13/5/XVIII
Mayang Imphal Small Town	13/5/XIX
Wangoi Small Town	13/5/XX
Samurou Small Town	13/5/XXI
Lilong (Imphal West) Small Town	13/5/XXII
Jiribam Small Town	13/5/XXIII
Ukhrul Small Town	13/6/I

8.11 Particulars of each and every village within a district are presented in the District Census Handbook of that district in two separate sections, namely, Village Directory and Primary Census Abstract. These particulars are shown separately for each sub-division/development block in a district. For convenience of reference, an alphabetical list of

villages in each sub-division is also given in the Village Directory of this administrative unit. The location codes of villages in the Village Directory and the Primary Census Abstract, are arranged in the ascending order, and the names of villages indicated by the codes are not, therefore, given alphabetically. Only the fourth element of the location code corresponding to the village is presented in the District Census Handbook in the ascending order. The location code was used in all our forms correctly, although in a few cases, incomplete entries were detected.

Charge Registers

8.12 Two forms of Charge Registers in respect of rural and urban areas were prepared and distributed to the District and Charge Officers. In the absence of adequate printing arrangements these forms were cyclostyled in our office. Detailed instructions were issued to the District and Charge Officers with regard to filling up of the Charge Registers. The Charge Officers were instructed to record in the Charge Registers, minute details like location code number of the village, name of the village with hamlets if any, enumeration block number, population as per houselisting operations, boundaries of the block, building numbers covered under the enumeration block and name, designation and address of the enumerator among other details, in the case of rural areas. And in the case of urban areas, they were required to record names and number of streets and lanes apart from the above details. The Charge Officers were also required to certify at the end of the Charge Registers that they had verified the entries with reference to the approved village list and other relevant records, that no area had been left out and that there had been neither overlapping nor omission of areas within the charge. They were also required to certify that the enumeration blocks in their Charges had been formed strictly according to instructions. These were the major steps taken to ensure that the Charge Registers reflect all rural and urban areas. The forms of Charge Register adopted for the rural and urban areas are reproduced on page 28 :—

CENSUS OF INDIA, 1981
RURAL CHARGE REGISTER
INDIVIDUAL ENUMERATION

Name of Sub-division :

Name of District :

Code No. :

State : Manipur

Code No. 13

Name, designation and address
of the supervisor :

Code No. :

Location Code No. of the village	Name of village (with hamlets, if any)	Census Enumera- tion Block No.	Population of Census Enumeration Block as per Houselist	Description of boundaries of Census Enumeration Block				Building No. covered under the Enumeration Block From _____ to _____	Name, Designa- tion and address of the Enumerator	Remarks	
				East	West	North	South				
1		3	4	5	6	7	8	9	10	11	12

CENSUS OF INDIA, 1981
URBAN CHARGE REGISTER
INDIVIDUAL ENUMERATION

State : Manipur

Name of District :

Name of City/Town :

Code No. 13

Code No. :

Charge Code :

Name, Designation and Address
of the Supervisor :

Name/ No. of Ward	Census Enumeration Block No.	Population of Census Enumeration Block as per Houselist	Description of boundaries of Census Enumeration Block							Buildings covered under the Enumeration Block	Name, Designation and address of the Enumerator	Remarks
			East	West	North	South	Name/No. of Street/Lane/Road/ by Land etc.	From	To			
2		3	4	5	6	7	8	9	10	11	12	

CHAPTER—IX

ENUMERATION AGENCY

9.1 In conformity with the practice adopted in the past, it was decided that the bulk of the large number of supervisors and enumerators, should be drawn from the primary school teachers. This practice worked in the past and there was no reason to believe that, given proper leadership and due encouragement, it should not work satisfactorily during the Census of 1981 also. Supervisors and enumerators were also appointed from among the staff of the State Revenue Department, the State Directorate of Economics and Statistics and the State Electricity Department. In exceptional circumstances, we had also to engage some members of our Tabulation staff to serve as Supervisors and enumerators. It was considered expedient to employ officials of Municipalities, town committees and other local bodies in the urban areas, in addition to the primary school teachers. Some supervisors and enumerators had to be kept in the reserve list, so that they could take the places of those who failed to turn up on account of death, sickness, accident or other unforeseen circumstances.

9.2 Although there was no different approach, in recruitment of the enumeration agency, between the rural and urban areas, it has been our experience that generally the officials of the Municipalities and local bodies are more efficient in the performance of their Census duties in the urban areas. The school teachers also did quite well in the rural areas of the State although some of them appear to have been a little lackadaisical in their performance of Census work. The officials recruited from the Revenue and other Departments of the State Govt. gave a satisfactory account of themselves both in the rural and urban areas.

9.3 With the passage of time, a feeling is discernible among the low-paid primary school teachers who have invariably been called upon to take part in major administrative exercises like the Census and the Elections that they are being victimised. This feeling is perhaps, accentuated by the fact that, in some cases, prompt payment due to these school teachers on account of their engagement in these arduous tasks is not made. In fact, one of the important points raised before me by a district officer was that the school teachers might not be willing to work as enumerators as they had not been paid TA/DA due to them for working in

the last General Elections. Although I think I succeeded in removing the doubt of the district officer by explaining clearly to him that the Census Operations are quite a different programme and that, as far as deployment in these operations is concerned, prompt payment would be made, the unfortunate impression in the minds of the school teachers seemed to be that they were in for another round of unpaid labour. As Census is a time-bound programme of national importance which should be executed on a war-footing, it is absolutely essential that such a disastrous impression in the minds of those called upon to work as enumerators, should be removed outright, by word and deed, on the eve of a Census.

9.4 It is considered that the practice of drawing the bulk of the enumeration agency from among the primary school teachers should be examined critically and in some depth. It appears that in the distant past, the village school teachers were the only agency available for performance of census duties and that therefore, they were invariably asked to shoulder the burden. As the administration has now reached the far-flung villages in the shape of various development agencies and village panchayats, it is high time that we spared some of the school teachers and removed their feeling of being singled out to do the odd job. Deployment of officials from other departments alongside the school teachers will also give them a sense of joint participation in a major national task. In the remote, not easily accessible areas of the State, the village school teachers tend to live in a small world of their own. Generally, the older of them seem to be pre-occupied with domestic economy and unable to pay adequate attention to census work. This is not to suggest that the school teachers should be exempted from census duties altogether. In order to give the school teachers a feeling of joint participation in a major national task, a considerable percentage of the enumerators should be non-school teachers. And in view of the concepts and definitions we have introduced in the Census with some degree of sophistication it is suggested that young and active enumerators should be recruited in the remote and difficult areas.

9.5 Some of the lists of school teachers furnished by the Education Directorate and the Inspectors of

Schools were not up-to-date, in that they contained names of teachers who had already been transferred from a school. As a result we had to modify the lists by personal contact or get them amended through correspondence. Some of the teachers in the lists had been on long leave and could not be traced in the schools against which they were shown. Some list contained the names of retired school teachers also. The result is that, during the short time at our disposal, we had to do a good deal of checking and re-checking. Names of teachers from single-teacher schools were also furnished. We received a number of applications for exemption from census duties on the ground of ill-health, sickness of relatives, pre-occupation at home and the like. Curiously enough, a certain Inspector of Schools who forwarded the list of school teachers for appointment as enumerators recommended some of the applications for exemption. We had to deal with these applications firmly.

9.6 There was some organised movement, on the part of some school teachers in the Manipur Central district, not to take up the work. This was quite natural in a period which was conspicuous by the incidence of insurgency, strikes and *bandhs*. Some teachers who claimed to be representatives of an organisation called "All Manipur Elementary School Teachers' Association" came to my office one day in September, 1980, and submitted an application in which they stated that, unless some points were clarified, the teachers would not take part in the Census Operations. At my urgent request, Shri E. Yaima Singh, the then Director of Education was good enough to issue the following memorandum in September, 1980:—

MEMORANDUM

Imphal, the 15th September, 1980

"No. 1/PA-DE/80: It has been brought to the notice of this Directorate that a large number of school teachers are being engaged in the Census House-listing Operations that have just been started in some districts of Manipur. There seems to be some misunderstanding on the part of some Secondary School teachers that only the school teachers are being engaged in Census work, and that, therefore, they are being victimised. The Director of Census Operations have clarified that public servants from various Departments of the Government are being engaged on part-time basis in

Census work in addition to the school teachers and that there is no question of victimisation of school teachers"

"As Census is a time-bound task of national importance a large number of school teachers and public servants of other Departments of the Government are being engaged all over the country and it is our duty, as public servants and citizens of India, to make this huge task of national importance a success. The Department, therefore, makes this earnest appeal to all the teachers engaged in Census work to render full co-operation to the Census authorities and perform the tasks assigned to them well".

Sd/—

(E. Yaima Singh)
Director of Education,
Govt. of Manipur

9.7 Although the above memorandum proved to be effective, some teachers in the Imphal East, Imphal West, and Bishenpur sub-divisions were recalcitrant and the Charge Officers had to resort to punitive measures under the Census Act. The enumeration agency in the Manipur East district was unwilling to take up census work unless timely payment of TA/DA was assured. I took up the matter immediately with the Govt. of Manipur and had some money sanctioned for payment of advance T. A. to the enumeration agency. There was some obstruction, during the period of actual enumeration, caused by the inhabitants of Ward No. 9 of Sugnu Notified Area who wanted that their area should be included in the Chakpi-karong sub-division, of the Tengnoupal district and not in the Thoubal sub-division of the Manipur Central district. The Charge Officer, Thoubal, within whose jurisdiction the said ward of Sugnu Small Town lies had to requisition the help of the police while conducting enumeration at this place. Several tribal communities which are not included in the notified list of Scheduled Tribes represented that the names of their communities should be included in the list and that their people should be enumerated under these names even if they are not notified. One such community was 'Tiddim Chin' and the President of the Tiddim Chin Union submitted a representation to the Chief Minister, Manipur, requesting that their community should be recognised as a distinct and separate tribe and its name, recorded in the Census documents. The enumeration agency was instructed to go by the instructions issued by the office of the Registrar

General and not to enter into argument with those they enumerate. Fortunately, these claims and representations did not give rise to any trouble during the Census operations.

9.8 It was brought to my notice, during and after the Houselisting operations that due reliance should not be placed upon the competence and sincerity of some of the teachers engaged as enumerators, and that as they were not strictly under the administrative control of the Charge Officers, it was difficult to extract satisfactory census work from them. Punitive measures taken at the eleventh hour were no answer to the problem of completing the enumeration operations at the right time. We had, therefore, to take some precaution and write to the State Govt. Departments concerned to allow us to engage Zilladars, Mandols, Village Level Workers, Panchayat Secretaries, Rangers and

Forest Guards, Road Mohorers, and field staff of the Directorate of Economics & Statistics, as supervisors and enumerators. Unfortunately, there was some delay and dislocation in the distribution of census forms and schedules and this gave the indifferent teachers a convenient excuse to evade census work. The trouble caused by the enumeration agency was mostly confined to the Imphal valley within the Manipur Central district. On the whole the Census operations were carried out quite efficiently in the distant, out-lying Jiribam sub-division of the Manipur Central district and the hill districts, in spite of the terrain and difficulty in communication. Some district officers, charge officers, supervisors and enumerators have done very well and the meritorious services they have rendered during the Census of 1981, have been recognised by the award of Census medals.

CHAPTER—X

HOUSELISTING OPERATIONS

10.1 The Houselisting operations which preceded the actual enumeration phase of the Census operations of 1981, and provided the basic frame for the same, were held in Manipur during the period from 1.9.80 to 31.10.80. Although, on account of unforeseen circumstances, this phase of the Census operations could not be completed quite in accordance with the original schedule, according to which it had to be effected by 30.9.80, it was completed by 31.10.80.

10.2 Under instructions from the office of the Registrar General, India, detailed and elaborate preparations were made for the successful implementation of the Houselisting operations. In conformity with the practice adopted in the past, the bulk of the enumeration agency of the supervisors and enumerators was drawn from the Primary School teachers. The services of the staffs of the Revenue and other Departments of the Govt. of Manipur had also to be requisitioned to serve as supervisors. Except in the case of the Imphal Municipality, the Charge Officers were appointed from among the S.D.Os and B.D.Os serving in the districts. At the district level, the Deputy commissioners were appointed as Principal Census Officers and they were responsible for successful implementation of the Houselisting operations in their districts. In the case of the separate unit constituted by the Imphal Municipality, the Executive Officer of the Imphal Municipal Board was appointed the Principal Census Officer. For the Houselisting operations in the six districts of the State and the separate unit of the Imphal Municipality, a total number of 7 Principal Census Officers, 6 District Census Officers, 6 Additional District Census Officers, 27 Charge Officers, 475 Supervisors and 1956 Enumerators were appointed.

10.3 The detailed instructions for the conduct and implementation of the massive Houselisting operations issued by the office of the Registrar General were translated into Manipuri and issued in time to the enumeration staff. Training classes were held at Imphal well ahead of the time schedule for the Houselisting operations. Doubtful points of the concepts and definitions were discussed threadbare in these classes and resolved. Training classes were also held at the District

and Sub-divisional headquarters as it was inconvenient for some supervisors and enumerators in the far-flung and not easily accessible hill areas of the State to come to Imphal and attend the classes. Care was taken to see that training of the enumeration staff was thorough and intensive by deputing knowledgeable members of the staff in the Directorate to conduct the training classes held at the District and Sub-divisional headquarters.

10.4 The Instruction Booklets, Forms and Schedules for use in the Houselisting operations were printed locally at Imphal. Owing to the disturbed law and order situation that prevailed in Manipur and other untoward circumstances, the Press to which our printing work was entrusted, could not deliver our requirements in time. As a result, we had to resort to some emergency printing in the Bhagyabati Press, Imphal. Adequate quantities of these Forms and Schedules were despatched to the District and Sub-divisional headquarters from where they were distributed to the enumeration staff at the lower levels.

Enterprise List

10.5 As has been pointed out earlier, an economic census of the population was integrated with the Houselisting operations of the general census, and an Enterprise List, prepared by the Central Statistical Organisation was canvassed as a part of the Houselisting operations, under the over-all administrative control of the Director of Census Operations. It was decided that officers and staff of the Directorate of Economics and Statistics, Manipur, should take part not only in the training for canvassing the Enterprise Slip but also in the supervision of the Houselisting operations. Accordingly the task of taking the economic census during the Houselisting operations was carried out in close co-ordination with the Director of Economics and Statistics and his staff. Translation of the Enterprise List and the training manual into Manipuri was done by the office of the Director of Economics and Statistics. They also printed the Enterprise List, the training manual and the abstracts at their Press. Full co-operation and assistance were received from the Director and his staff in the matter of training of the enumeration agency and in canvassing the Enterprise List.

Distribution of forms and schedules connected with the economic census was made in our office and the filled-up documents were collected by the district officers of the Directorate of Economics and Statistics, at the district and charge levels. Although, I am informed that some of the supervisors and enumerators considered the task an additional burden and failed to deliver the filled-up forms and schedules in time, there were no problems and difficulties as far as the administrative arrangements and co-ordination between the two Directorates are concerned.

Publicity Measures

10.6 As the success of a gigantic task like the Census depended not merely on the performance of the administrative hierarchies but also on the involvement of the people, it was emphasised by the Registrar General, as early as in April 1979, that the people had to be educated regarding the aims and objectives of the Census and for this purpose, we had to launch a publicity campaign through all the available media of publicity. Apart from the production of a documentary film on the Census of 1981, the other items on the roster of publicity campaign were posters, folders, press advertisement, cinema slides, match box labels, postage cancellation stamps, postal stationery, talks on the Radio and T. V., etc. While all these media for publicity were being considered, the State Directors of Census Operations were instructed to work out their requirements of posters, folders and cinema slides language-wise in consultation with the State Publicity Department. Our requirements were estimated at 3000 Manipuri posters, 2000 English posters, 1000 Hindi posters, 12000 Manipuri folders, 4000 English folders and 2000 Hindi folders. As for cinema slides it was estimated that, if cinema slides in Manipuri were available, we would be requiring six cinema slides in Manipuri, and four in English. In case Manipuri cinema slides were not available, ten cinema slides in English and another ten in Hindi should be made available to us.

10.7 The A.I.R., Imphal, the State Publicity Department and the field publicity units of the field publicity organisation of the Ministry of Information and Broadcasting were requested to give wide publicity to the Census operations before and during the Houselisting phase. This Directorate also wrote to the editors of the local dailies to give as wide a publicity as possible to the importance of the Census and the obligation of the citizens to give correct answers to the questions asked by the

enumerators. The response was generally encouraging and some of the Manipuri dailies highlighted the significance of the Census in the leading articles. At the start of the Houselisting operations in September 1980, some local daily published a misleading news item to the effect that Census in Manipur had received a setback on account of differences of the Directorate with the enumeration agency. As this news item was likely to give rise to some demoralising effect on the enumeration agency, we contradicted the news immediately in the following message:

“The report appearing in a section of the Press that Census 1981 has received a setback in Manipur is baseless. The first phase of the Census operations, *i. e.*, Houselisting has already started in two districts of the State. Houselisting in other districts could not be started on September 1, 1981 as originally scheduled on account of certain unforeseen difficulties. The Houselisting operations in these districts will be started in a few days' time. The Census Directorate do not deal directly with appointment of supervisors and enumerators though they try to remove irregularities brought to their notice. Nor do they have any points of difference with the large number of supervisors and enumerators whose co-operation they have all along been asking for”.

10.8 In retrospect, I feel that necessary arrangements for giving due publicity to the Houselisting operations were made and steps for their execution taken. Apart from the atmosphere of uncertainty caused by the disturbed law and order situation in the State which tended to upset all planning. I have no reason to be unhappy about the publicity measures taken for the successful implementation of the Houselisting operations.

Training

10.9 Detailed and elaborate instructions to enumerators for filling up the Houselist, with graphic illustrations, were issued by the office of the Registrar General, India, in an English booklet well ahead of the Houselisting operations. This booklet was translated into Manipuri, the common language of the State, printed and distributed to the officers responsible for the conduct of the Houselisting operations in the districts and the enumeration staff in time. Training was given to the district officers in four or five sessions in the office of the Deputy Commissioner, Central, at Lamphelpat, Imphal. The detailed instructions contained in the booklet were discussed in these training sessions and the mode of house-numbering and houselisting was explained on the black board. In order that doubtful points of concept

and definition raised in the training classes should be clarified, one or two practical classes were also held, in which the staff of the Directorate demonstrated the method and actual practice of house numbering and houselisting in a nearby locality. Training of the enumeration agency at the district and charge levels was entrusted to the district officers concerned. Knowledgeable members of the staff of the Directorate were also deputed to assist the district officers in the training programmes held in the district and sub-divisional headquarters. The mode of training imparted to the enumeration agency at all the training centres was more or less the same. Members of the Tabulation staff of this office, whose services had to be requisitioned at short notice under emergent circumstances were also given thorough training. This step was considered essential, especially as some of them had to work as instructors in the training classes held at various places.

10.10 Details of training given to the office staff, district and charge officers and the enumeration staff for the purpose of the Houselisting operations are shown below:—

- | | | |
|-----|---------------------------------|-----------|
| (a) | Training of District Officers | —1 round |
| (b) | „ „ Charge Officers | —1 round |
| (c) | „ „ Office staff | —2 rounds |
| (d) | „ „ Supervisors and Enumerators | —2 rounds |

10.11 In our instructions to the District and Charge Officers due emphasis was laid on the quality of training imparted to the supervisors and enumerators. The Principal Census Officers were requested to be present at as many training classes as possible in their respective districts, as they were responsible for the successful completion of the Census operations in their districts. It was also clearly explained in our instructions that it was the responsibility of the Charge Officer to ensure that all the supervisors and enumerators including reserves in his charge were trained thoroughly. The maximum number of trainees at a class was fixed at 40, as we had come to the conclusion that training was not effective if the number of trainees exceeded this limit. As far as practicable, training centres were selected in such a way that no supervisor or enumerator need travel a distance of more than 8 Kms. The Charge Officer was also instructed to satisfy himself that each and every supervisor and enumerator in his charge attended at least 3 or 4 training classes and acquired a thorough knowledge of census work. Indifferent or unwanted supervisors and enumerators were weeded out at the training stage. Another measure taken to

ensure quality of training was to insist on practice enumeration during the training. The instruction issued by this Directorate with regard to practice enumeration is reproduced below:—

“Charge Officers should lay great emphasis on correctness of enumeration at each training class. Apart from some practical demonstrations and filling up of a few training slips at the training classes, it has been decided that each enumerator should, at the end of the second training class, enumerate a few households of average size in the practice enumeration schedules (printed in red ink) and hand over the filled up schedules to his supervisor. The supervisor should scrutinise the schedules closely and correct the enumerator's work, if necessary, and point out the defects to him for his guidance. It will be very helpful if the Charge Officers should discuss the points/errors arising out of the practice enumeration during the third training class and they should bring the defects to the notice of the enumerators so that they may guard against them during the actual enumeration. If some of the enumerators are found to have committed a large number of mistakes, they should be given a further practical training”.

10.12 There were some interesting experiences during the course of the Houselisting operations. In some remote areas of the Manipur valley where Census publicity did not reach in time, there was some suspicion on the part of the villagers that, houselisting was a preparatory step for combing operations by the Army. In some other places it was suspected that houselisting would result in compulsory procurement of paddy. Although the enumerators explained clearly to the villagers that Census had nothing to do with the above activities of the Govt. there was general lack of co-operation with the enumeration agency in these areas. In a few places where people believed that houselisting had something to do with permits for distribution of sugar, the figures tended to inflate. Apart from the fact that for psychological reasons, some households hesitated to give ready answers to the questions on the physically handicapped there were no difficulties in canvassing the houselisting and establishment schedules and the enterprise list.

10.13 In the course of inspections carried out by us during the Houselisting operations, some typical mistakes in filling up the schedules were noticed. Some enumerators filled up column 5- Household number, and column 6-Name of head of household, of the Houselist, even for non-residential Census houses such as shops, offices and other vacant structures. In a number of cases column 7 of the

Houselist, which is meant only for those households engaged in an enterprise outside the Census house and without premises was not properly filled up. Discrepancies were also detected between the entries recorded in the Houselist Abstract and the figures furnished in the Houselist. Another interesting mistake, which is not typical is that some enumerators interpreted the term 'notional, in the expression 'notional map' as 'national'. They, therefore, drew in their notional maps, the map of India with the maps of Manipur and the enumeration block neatly put within it. The mistakes and discrepancies were sorted out and rectified in the Regional Tabulation Office.

Record management

10.14 The instructions issued by the office of the Registrar General with regard to record management were strictly followed. At the end of the Houselisting operations each enumerator had the following documents :—

- (a) Lay out sketch —One copy.
- (b) Notional map —One copy.
- (c) Houselist forms pinned together —Two sets.
- (d) Houselist Abstract —One set.
- (e) Enterprise List pinned together —One set.
- (f) Enterprise List Abstract —One set.

10.15 The enumerator had to hand over the above records, along with unfilled forms to the supervisor. Each supervisor arranged the documents relating to his circle according to block numbers, and gave them to his Charge Officer in separate packets. In the Charge Office, records were sorted out in a systematic manner according to block number and made up into separate bundles with a sheet on top of the bundle indicating the names of the State, district, charge and location code numbers upto the charge level. The filled in Houselist forms were arranged in two sets systematically in the order of block numbers for the entire charge and two separate bundles were prepared. The lay-out sketches and notional maps were retained in the charge office for the time being for use and reference during the actual enumeration of population. One copy of the completed Houselist forms was retained in the Charge Office for preparation of enumeration blocks and writing up of charge registers. The other set of filled in Houselist forms, arranged charge-wise and within the charge block-wise, was sent to the Directorate by the District Census Officer. The set of Enterprise Lists for the entire charge, arranged block-wise within the charge, along with the set of Enterprise List Abstract was handed over to the District Statistical Officer. Primary totals were generated in the Regional Tabulation Office from the records collected from the various census units in the State.

CHAPTER—XI ENUMERATION

Abridged Houselist

11.1 As there was a time gap between houselisting and actual enumeration of population, it was necessary that the frame provided by the houselist should be up-dated. This was done through the Abridged Houselist which contained a number of essential details from the houselist. It was essential, from the point of view of coverage also, that the Abridged Houselist should be filled up carefully. There was provision in the Abridged Houselist for recording changes that might have taken place between houselisting and actual enumeration. It was not necessary, therefore, that the Abridged Houselist should be re-written except in the rare case where a large number of corrections had to be made. The Abridged Houselist indicates the identification features of each enumeration block, and the details of buildings and census houses, the uses to which census houses are put, household numbers, names of heads of households, and the serial number of each household. In addition, certain other details like reasons for vacancy, and places where houseless persons can be found are furnished in the remarks column.

11.2 Detailed instructions were issued to the Charge Officers to prepare Abridged Houselists for each enumeration block. These were prepared generally at the Charge offices by the staff placed at the disposal of the Charge Offices. In some cases the staff of the Charge Officer could not cope with the volume of work and the staff of the Directorate had to prepare a number of Abridged Houselists. In order to ensure correctness, quite a number of these Abridged Houselists were checked by the staff of the office and mistakes were corrected. Most of the mistakes committed in preparing the Abridged Houselist related to assignment of serial numbers of households.

Training Classes

11.3 As in the case of the Houselisting operations, training formed an important part of the preparations for the actual enumeration phase of the 1981 Census Operations. To facilitate easy understanding of the detailed instructions on enumeration, the English booklet of instructions to enumerators for filling up the household schedule and individual slip issued by the office of the Registrar General, was translated into Manipuri.

Detailed programmes for training of the District and Charge Officers were drawn up. Training of the District and Charge Officers was imparted at the Regional Tabulation Office at Keisamthong in six sessions. A large number of supervisors and enumerators who found it inconvenient to go to the various District and Charge headquarters for training, were also trained at the Regional Tabulation Office by the staff of the Directorate. The instructions for filling up the household schedule and the individual slip were discussed in detail and doubtful points, clarified in the training classes. As the economic questions in the individual slip are a little complicated and likely to lead to confusion, due emphasis was laid on explaining them clearly and with examples. At the request of the District and Charge Officers, members of the Tabulation staff of this Directorate were deputed to assist them in conducting training classes at various District and Charge headquarters. Every supervisor and enumerator had to attend at least 3 or 4 training classes and in order to ensure quality of the training, practice enumerations were also held during the training of the enumeration agency. As most of the supervisors and enumerators had gained some experience during the Houselisting operation it was comparatively easy to train them for the actual enumeration. Black boards were used in the training classes and filled up schedules and forms were also shown to the trainees as aids. As in the case of training for the Houselisting operations, the Charge Officers were instructed to train those in the reserve list as well and weed out indifferent and undesirable elements at the training stage itself. In extent and intensity the trainings imparted for the Houselisting operations and the important second phase of actual enumeration followed the same pattern. Details of training imparted to the District and Charge officers, the office staff, and the enumeration agency in preparation for the massive operations of actual enumeration are given below:—

- | | | |
|-----|-------------------------------|------------|
| (a) | Training of District Officers | — 1 round |
| (b) | „ „ Charge Officers | — 1 round |
| (c) | „ „ Office staff | — 2 rounds |
| (d) | „ „ Supervisors & Enumerators | — 2 rounds |

Payment of TA/DA

11.4 Under the arrangements made by the Govt. of India with the State Govt., TA/DA admissible to the enumeration staff on account of Census work should be paid by the State Govt. initially and the expenditure should, later on be re-imbursed by the Central Govt. Accordingly we wrote to the State Govt. and various Departments whose employees were engaged in Census work to make arrangements for payment of TA/DA to these employees in time. The response was not encouraging and it appears that most of the Departments of the State Govt. had no funds at their disposal for meeting this expenditure or took only a casual attitude to the payment of TA/DA to their staff engaged in census work. During the tense period of preparation for the actual enumeration, I received a somewhat depressing message from one of the District Collectors in the Hill areas, that the enumeration agency in his district refused to do census work unless advance TA/DA be paid to them. The problem was further complicated as a large number of school teachers in the Hill areas were under the administrative control of the Autonomous Hill District Councils which had apparently no funds for payment of advance TA/DA. I contacted the Finance Department of the Govt. of Manipur, immediately on receipt of the above message, and succeeded in getting a sum of Rs. 1,47,900.00 sanctioned from their budget, to meet the urgent demands of the enumeration staff. I should admit that I failed to anticipate this difficulty in time on account of pre-occupation with other pressing matters. As failure to pay advance TA/DA to the enumeration agency in time, should not stand in the way of successful implementation of a time-bound national programme like the Census, I would suggest that a reliable estimate of expenditure on account of TA/DA for the enumeration staff should be made and steps to get it sanctioned taken well in time.

11.5 As has been pointed out earlier, we kept constant watch over the progress of actual enumeration in the districts and charges. The District and Charge Officers were required to intimate progress of enumeration in a prescribed form. The supervisors were instructed to check and supervise the works of as many enumerators under their control as practicable during the period of actual enumeration. A team of officials was also kept on the alert in the Regional Tabulation Office so that they could rush to any place in the State and perform the enumeration work in case of emergency. As most of the supervisors and enumerators were familiar with the local areas in which they had to work, it was not considered necessary

that identity cards should be issued to them. Authorities in charge of prohibited areas had earlier been informed of the visit of the enumerators during the period of actual enumeration; there was, therefore, no question of restrictions on the movement of enumerators. Whenever reports of slow progress of enumeration or under-coverage were received, the District Officer concerned was immediately contacted and instructed to make up the deficiency. During the period of actual enumeration, officers of various Departments on tour in vehicles were requested to give free lifts to enumerators, whenever requested.

Publicity Measures

11.6 Publicity measures were a continuing process from the pre-houselisting period when we had to launch a publicity campaign through all the available media of publicity. As the period of actual enumeration drew near these measures were geared up. The AIR, Imphal was requested to highlight the importance of the Census in their rural and women's programmes. The State Publicity Department and the field publicity units of the Field publicity organisation of the Ministry of Information and Broadcasting were requested to intensify their publicity before and during the period of actual enumeration. The local papers were also requested to give due publicity to the importance of the Census. The following message issued by the office of the Registrar General was translated into Manipuri and distributed to all parts of the State:—

“Census of India.

9th February to 5th March, 1981.

Please extend full co-operation to your Census enumerator.

Please ensure that you and your family are counted.

Link between people and planners”.

11.7 As a part of the publicity campaign, the Director of Census Operations Manipur, made a broadcast in English, over the AIR Imphal in November, 1980. In this broadcast, the Director emphasised the importance of the Census in the context of a development-oriented society like ours, and explained the various phases and aspects of the Census of India, 1981. At our request Shri Rishang Keishing, Chief Minister, Manipur and Shri L. B. Thanga, Chief Secretary, Govt. of Manipur made broadcasts in English over the AIR appealing to the officials engaged in the Census operations as well as to the public at large, to give their full co-operation to the Census. The Chief Minister's message which was also broadcast in Manipuri is reproduced below:—

MESSAGE

“Census is a decennial feature in India, that is to say, we count the population of our country once in every ten years. The main phase of the Census operations of 1981, that is, actual enumeration of the population, will start all over the country, except in Assam and Jammu and Kashmir, from to-morrow, the 9th February, 1981. The present census is of great importance in view of the fact that it is the first census of the full-fledged State of Manipur. The period of actual enumeration will spread over twenty days from the 9th to 28th February, 1981. This will be followed by a revisional round of five days from 1st to 5th March, 1981. The date of reference will be the sunrise of 1st March 1981.

“As a result of experience gained over the last 100 years, the Indian Census, which is admittedly one of the best in the world, has now become quite an elaborate and detailed exercise. It is also the greatest single source of information about our country and the people. Census collects a wealth of socio-economic data about each and every individual in our country—man, woman, or child. From the 9th of February onwards a large number of enumerators will be going from house to house in our State and collecting information about each individual regarding sex, age, marital status, mother tongue, religion, literacy, educational attainment, nature of work, occupation, trade, service, etc. Important data about structural types of houses and industrial and other establishments were also collected during the first phase of the present Census operations known as Houselisting operations held in September/October, 1980. This phase of the Census operations also prepared the basic frame of the second and more important phase of actual enumeration. The multiplicity of data collected during the Census will later on be tabulated in various ways so that they can cater to the needs of a large number of data users.

“As a matter of tradition in our country, Census is taken through the agency of the State Govt. officials the Deputy Commissioners, the Sub-divisional Officers, the Block Development Officers, the School teachers and officials of various Departments of the Government. These officials have, by and large, given a satisfactory account of themselves in the past and I am sure they will be perform the tasks assigned to them in the present Census also with devotion and dedication. I also appeal to the public at large in our State to render full co-operation to

the Census Officials who as public servants, are performing a task of prime national importance.

JAI HIND”.

11.8 No instance of reluctance on the part of the people to answer the questions put to them by the enumerators has been reported to us. Yet, it is evident from the returns that some people engaged in production and sale of illicit liquor, trade in smuggled commodities and other illegal and clandestine activities have not given correct answers to the questions. As the enumerators have been instructed to record faithfully whatever a person answers to the questions put by them there is nothing we can do about these incorrect answers. The law against defaulting enumerators and persons refusing to answer the census questions, as it stands, appears to be not very effective. Long drawn-out processes of law have been prescribed by the Census Act, for prosecution of Census offences. Section 12 of the Act lays down that no prosecution under this Act should be instituted except with the previous sanction of the State Govt. And Section 14 of the Act prescribes the Court which shall try any act of omission which constitutes an offence under the Act. The above provisions of the Census Act require that for the prosecution of a Census offender, sanction has to be sought and obtained first and then a formal complaint has to be lodged before a Court of competent jurisdiction. And once a complaint is lodged, as provided under the Act, the law will take its own course and there is no certainty that the prosecution will result in conviction. No Census Officer who has to do a good deal of work within a limited time is likely to have a sustained interest in prosecuting a Census defaulter. Since the purpose is to inflict, on Census defaulters, some quick and corrective punishment, it is considered that the law should provide for effective and speedy justice. Mobile courts and summary trial during the Census operations are, perhaps, the answer.

Some Discrepancies

11.9 Some defects, deficiencies and errors have been detected in the filled up forms and schedules collected from the various Census units of the State. In spite of the instructions issued to the enumeration agency that age should be recorded in completed years, some enumerators have recorded the age of children in months. The age of married women has not been recorded correctly in a few cases in that judged from the recorded age of the first child, some women have given birth to children at the age of 10 or 11. It was very difficult to record the date of birth in the interior areas of the State where people have short memory and do not maintain records of births and deaths. In some cases, the marital status of a person has not been properly recorded. In the hill

areas of the State, in a few odd cases the word "Non-Christian" has been written against the column on Religion. This is perhaps because the numerous tribal communities in the hill areas of the State are broadly classified into Christians and Non-Christians who are also not incorrectly described as 'Worshippers' and 'Drinkers' respectively in the racy language of the laity in these areas.

11.10 A multiplicity of names of places, clans and lesser known communities have been returned against the column on SC/ST. Some of these names are found to be generic names or synonyms of recognised tribes. Khongsai, Kuki, Rongmei and Zeliangrong are some of the non-recognised tribal names returned against the column on S.T. Against the column on S.C. names of some villages inhabited by the Loi community like Sekmai and Khurkhul have also been returned. As people in the remote hill areas of the State are not evidently aware of the notified list of tribes, it will perhaps be helpful if lists of sub-tribes under the tribes are prepared for information of the Census-takers.

11.11 Some minor discrepancies have also been detected in the returns regarding the questions on literacy and education. Some enumerator has recorded the word 'Illiterate' for a person having a degree of educational attainment. This is obviously a clerical mistake which can be corrected at the tabulation stage. In some cases the column on educational attainment has not been properly filled up. As has been pointed out earlier, the economic questions in the Individual Slip are a little complicated and we took care to see that intensive and thorough instructions were given to the enumeration agency to fill up these columns. Despite this, it appears that there has been some confusion in the minds of some enumerators about these questions which are interrelated. In a few cases women doing household duties were classified as workers although it was clearly instructed that an adult woman who is engaged in household duties but doing no other productive work to augment the family's resources should not be considered as working. Returns on secondary activity and marginal activity are incomplete in a few cases and it appears that there was some difficulty in putting these concepts across to people in the remote areas. Some cases have also been noticed where retired persons and rentiers have been classified as 'Workers', probably on the basis of income. In other cases, description of work and nature of industry, trade or service has not been fully written. For a large number of enumeration blocks the persons returned as seeking/available for work are quite few and far between. Efforts have been made to reconcile these

effects, deficiencies and draw backs at the tabulation stage. They have not, however, affected the results in any substantial way.

11.12 The District Officers were specifically instructed to ensure total coverage of the areas under their administrative control and they were required to intimate progress of enumeration in a prescribed form. It has been pointed out earlier that a team of officials was kept on the alert in the Regional Tabulation Office during the period of enumeration, so that they could rush to any place and complete the enumeration work in case of need. As the period of actual enumeration was coming to a close, it was reported that a number of villages in the Manipur North district, on the Imphal-Tamenglong road had been left out of the count. The Principal Census Officer was immediately contacted, and instructed to take action to cover the villages, if the report be true. This resourceful officer investigated the matter immediately and took steps to cover the villages within the period of enumeration by engaging additional enumeration staff. There were a few other reports too, of some places not being covered by the enumeration operations, which when investigated, proved fictitious. Enumeration of the houseless population in the State presented no difficulty as this population is concentrated in the bazar area in the city of Imphal and a few other market places in the Manipur valley. There was no non-synchronous enumeration of population in special areas of the State.

Provisional results

11.13 Concerted efforts were made to arrive at the provisional results of the Census as, under strict instructions of the Registrar General, we had to transmit the provisional figures to New Delhi, within a specified time shortly after the close of the enumeration operations. Instructions were issued to the enumerators to submit their schedules to the supervisors immediately on completion of the revisional round. In the case of small enumeration blocks where the enumerators could complete the revisional round earlier, they were asked not to wait for the scheduled date of closing of the round. For enumeration blocks in the distant and far-flung hill areas of the State, the Charge Officers had to arrange collection points under instructions from this Office. Enumerators in charge of blocks near the Census office were asked to submit their papers direct to us in case they found it inconvenient to hand them over to the Charge Officer. The Charge Officers were instructed to start compilation of figures as and when the records of some blocks were received, in the special format prescribed for this purpose and not to wait

for the records of all the blocks under their charges. The District Census Officers and the Charge Officers transmitted the provisional totals to the Director of Census Operations by Wireless Telegraph message. For a few nearby charges in the valley, the provisional figures were handed over to the office. In one or two cases, submission of the provisional results was unusually delayed and the staff of our office had to go to the Charge offices and collect the figures.

11.14 Just after the completion of actual enumeration the staff of the Directorate had to work round the clock in shifts in order to work out the provisional population totals. A special format was prepared for working out the provisional figures for persons, males and females and for rural and urban areas. The figures for a particular block were posted in this format as they arrived. These figures were later on checked with those furnished by the District and Charge Officers. The State and district provisional totals were built up from those pertaining to the lower units of charge and development block. The provisional figures relating to the special charges were later on added to the figures received from the charges. The provisional results were transmitted to the office of the Registrar General, New Delhi, in time. There was no post enumeration check in Manipur.

11.15 To facilitate ready reference and comparison, the provisional results and the final population figures of the 1981 Census are furnished below :—

PROVISIONAL POPULATION TOTALS

Total ..	1,433,691		
Males ..	727,108	Rural ..	1,054,574
Females ..	706,583	Urban ..	379,117

FINAL POPULATION FIGURES

Total ..	1,420,953		
Males ..	721,006	Rural ..	1,045,493
Females ..	699,947	Urban ..	375,460

11.16 The formats mentioned in paragraphs 11.13 and 11.14 are reproduced below :—

(i) Format for compilation of figures :—

1981 CENSUS PROVISIONAL TOTALS
RURAL/URBAN/SPECIAL CHARGE

CHARGE.....DISTRICT.....
MALES.....FEMALES.....
TOTAL
POPULATION.....LITERATE MALES.....
LITERATE
FEMALES.....TOTAL LITERATES.....

Important There should be one message for the entire rural area where there are no urban/special area; there need not be any message for the urban/special charge. But where there are urban/special areas separate messages depending on the number of the urban/special charges should be forwarded. (Each small town/city is to be treated as an urban charge).

(ii) Format for working out provisional figures :—

1981 CENSUS PROVISIONAL TOTALS
RURAL/URBAN/SPECIAL CHARGE

STATE.....DISTRICT.....
MALES.....FEMALES.....
TOTAL
POPULATION.....LITERATE MALES.....
LITERATE
FEMALES.....TOTAL LITERATES.....

Note :—Separate communications for rural charge and each small town and each special charge should be forwarded.

11.17 A set of questionairs canvassed during the Census operations of 1981 and the Enterprise List are reproduced in Appendix... Detailed instructions on how to fill up these forms and Schedules were issued in separate Manuals of Instructions issued by the office of the Registrar General and the Central Statistical Organisation. For a clear appreciation of the concepts and definitions adopted in the Census, it is considered essential that the detailed instructions contained in these Manuals should be gone through carefully.

CHAPTER—XII

DIRECTIVES ISSUED BY THE GOVERNMENT

12.1 In a major administrative task of national importance of the magnitude of the Census, it is only in the fitness of things that a number of directives should be issued by the Govt. asking for co-operation by all concerned. For the efficient conduct of the Census operations, it was necessary to ensure that the boundaries of administrative units were not disturbed until the Census enumerations were completed. Keeping this in view, the Govt. of India, Ministry of Home Affairs, *vide* their letter No. 9/17/79-CD(CEN) dated May 10, 1979, addressed to the Chief Secretaries of all States and Union Territories, requested them not to carry out any jurisdictional changes till June 30, 1981, by which time the Census operations were likely to be completed. The reasons for not carrying out any jurisdictional changes, in view of the Census operations, held equally good in not carrying out changes in the names of villages, towns and railway stations. It was considered that, if the name of a locality was changed, there might be difficulties in identification and it might create handicaps in completing the Census operations successfully. The Govt. of India, Ministry of Home Affairs, therefore, also requested the Govts. of all States and Union Territories, *vide* their letter No. 7/2/78-States dated June 6, 1980, that all proposals for carrying out changes in the names of villages, towns and railway stations, which might be taken up, should be deferred till June 30, 1981.

12.2 As early as in June, 1979, the Registrar General addressed all the Chief Secretaries of the States and Union Territories, requesting them to provide clerical assistance, for the purpose of Census work, to District and Sub-divisional establishments and Urban Local Bodies, for the period from 1.8.79 to 31.5.81, in conformity with the practice adopted since the Census of 1961. The scale of clerical assistance to be provided to the above establishments and Local Bodies was laid down in detail in the Registrar General's letter No. 11/34/79-5AD.I dated 26.6.79. In particular the Registrar General requested that orders of the State Govt./Union Territory Administration should be issued :—

- (i) For the creation of the requisite number of posts with effect from 1st August 1979 according to the scale indicated;
- (ii) Requesting the District and Sub-divisional Officers and the Urban Local Bodies

to post the available staff for census work as soon as the posts are created in their respective establishments;

- (iii) For the provision of requisite funds in the budgets of the Districts and Sub-divisions and of the Urban Local Bodies concerned, during the current and subsequent financial years, for meeting the expenditure on the clerical assistance to be provided to them for 1981 Census work; and
- (iv) For maintenance of separate accounts in respect of the pay and allowances, *etc.*, of the staff appointed against the posts to be created for Census work and for furnishing a monthly consolidated statement of such expenditure for each district and for the State/Union Territory as a whole, duly certified by the Accountant General of the State/U.T. to the Director of Census Operations in the State/U.T. for arranging re-imbusement to the State/U.T. Administration.

12.3 The Govt. of Manipur also issued a number of directives, at our request, on the eve of the Census operations of 1981. The Government directed, *vide* their Notification No. 41/2/80-GAP dated April 17, 1980, that all the works connected with the 1981 Census should be treated as of paramount importance and that it should be the duty of all Govt. servants associated with these works to ensure that the instructions issued by the Director of Census Operations, Manipur for the conduct and guidance of Census Officers pertaining to various aspects of the Census are carefully gone through, and carried out promptly, efficiently and correctly. It was further directed that the services of the staffs of all Departments including Educational Institutions excepting the Police including Manipur Rifles, Medical and Transport Departments and other essential services, should be made available for Census duties on requisition by the Director of Census Operations, Manipur, Deputy Commissioners, District Planning Officers, Executive Officer, Imphal Municipal Board, and S.D.Os and B.D.Os who have been appointed as Census Officers at various levels. Under the Notification, all Heads of Departments and Head of Offices were required to comply with the following instructions :—

- (i) Lists of Govt. servants working under them should be forwarded to Principal Census Officer/District Census Officer/Charge Officer whenever requested and they should release the personnel selected as Census Officer/Supervisor/Enumerator for Census duties as well as for their training at the appropriate time.
- (ii) No application from the Govt. servants for exemption from the Census work/duties should be entertained except in case of genuine and serious sickness. Grant of exemption in such deserving cases should be finalised in consultation with the appropriate Census Officer.
- (iii) No transfer/posting of any Govt. servant selected for training and appointed as Census Officer/Supervisor/Enumerator until the middle of March, 1981 should be ordered save under exceptional circumstances. The relevant Census Officer at the appropriate level should be kept informed of any such transfer/posting.
- (iv) Any negligence in the performance of Census duties will be considered a dereliction of duty and will be dealt with under the appropriate provisions of the Census Act and the normal Conduct Rules. As such, instructions should be issued by all Heads of Department to their subordinate officers/offices to follow the instructions of the various Census Officers and to perform their assigned Census duty honestly and diligently.
- Supervisors and others connected with the conduct of Census 1981 should be allowed the following concessions :
- (a) The day during which they are engaged in Census duties including the training period should be treated as on duty.
- (b) The employees working in the office should be allowed to attend office at 11.30 A.M. and leave office early at 2 P.M. on office working days for conducting houselisting operations, etc.
- (c) They should also be considered as on duty and permitted to be away from their office for half a day from 9.2.81 to 28.2.81 and allowed to be exclusively on Census work from 1.3.81 to 5.3.81.
- (2) All Deputy Commissioners in their capacity as the Principal Census Officers should issue proceedings in appreciation of the outstanding work done by any of the Census officials upto the Level of Charge Officers and copies of these proceedings must be placed in the confidential reports of the person concerned and in the case District level Officers, however, like District Planning Officers and Executive Officers of Hill District Council, letters of appreciation will be issued by the Govt. on the recommendation of the Director of Census Operations in consultation with the Deputy Commissioner of the District concerned.
- (3) The Director of Census Operations, Manipur is authorised to requisition vehicles for the purpose of census work from all Departments of the State Govt. as and when required except the vehicles belonging to Police, Fire Brigade and Medical Departments.

12.4 In July, 1980, the Govt. of Manipur, issued an order granting a number concessions to the Govt. servants of the State engaged in Census work and giving some facilities to the Directorate of Census Operations. For ready reference this Order is reproduced below :—

Government of Manipur
Secretariat : Home Department

ORDERS

Imphal, the 26th July, 1980

No. 12/5/(3)/80-H(Census) : In order that the full co-operation of the State Govt. officers may be ensured for the efficient conduct of 1981 Census, it has been decided by the Govt. that the Enumerators,

(4) Immediately after receipt of the indent, the Department concerned should make available the vehicle to the Director of Census Operations. The Director of Census, however, while indenting upon the vehicles of other Departments should see that no work which is more essential and urgent than census work, is handicapped.

(5) It has further been decided that for the vehicles utilised as above for census work, only cost of petrol and oil, etc., should be raised against the census head of account.

By orders, etc.,

Sd/- L.B. Thanga

Chief Secretary, Govt. of Manipur

12.5 The question of keeping in abeyance transfers of all officials engaged in census work and putting off of elections to various Local Bodies till after the Census was over, was taken up at the highest level. The Union Home Minister wrote to the Chief Minister of the State on the above subjects. In a Demy Officer letter addressed to Shri L. B. Thanga, Chief Secretary, Govt. of Manipur, the Registrar General, reiterated the requests regarding suspension of transfers and postponement of elections to Local Bodies, and requested the State Govt. to issue necessary instructions to all those concerned. This D.O. letter bearing D.O. No. 9/11/79-CD(CEN) dated August 25, 1980, which was circulated by the Govt. of Manipur to all Commissioners, all Secretaries and all Heads of Departments for necessary action *vide* Govt. of Manipur, Secretariat, Home Department letter No. 12/5(4)/80-H(Census) dated September 10, 1980, is reproduced below :—

D.O. No. 9/11/79-CD(CEN)
August 25, 1980

Dear Shri Thanga,

The Home Minister has been good enough to write to the Chief Minister of your State regarding two matters which are of great importance so far as the census is concerned, and these letters I trust have by now been received. These relate to the putting off of elections to various Local Bodies, *etc.* and a reiteration of the request that all transfers be put off till after the census is over. These letters have been issued under D.O. letter No. 9/40/80-CD(CEN) dated 18th August, 1980 and No. 9/11/79-CD(CEN) dated 18th August, 1980 respectively. For your information I am enclosing a copy each of these letters.

We are specially concerned on both these accounts and request that the State Govt. issue necessary instructions on both these matters as soon as possible so that the census operations are not hampered in any manner. I am sure the State Govt. share with us our anxiety regarding the smooth conduct of the census.

With regards,

Yours sincerely,
Sd/- P. Padmanabha

12.6 At the instance of the Registrar General, India, a number of Heads of Departments of the Central and State Govts. also issued directives to the staffs under their control instructing them to give

full co-operation to the census authorities during the Census operations. In some of these directives, it was explained in detail that the order appointing an employee for census work is a statutory order under the Census Act and that any employee refusing or neglecting to perform census duties which are assigned to him will be deemed to have committed an offence under Section 187 of the Indian Penal Code. It was further explained that, in case some employees were required to perform census duties on Sundays and holidays during the period of enumeration, they would be granted compensatory holidays equal to the number of such Sundays and holidays. The directives also made it clear that employees drafted for census work would not be allowed to proceed on leave during the period of enumeration. In case of failure on the part of some Departments to furnish lists of their officials to the Directors of Census Operations, the Ministry of Home Affairs directed that instructions should be issued on the matter categorically, placing the responsibility of forwarding the lists on the Heads of Departments.

12.7 As it is, the Directorate of Census Operations has only an indirect and remote control over the officials of various Departments who are called upon to take part in the census operations as supervisors and enumerators. As the success of a gigantic task like the Census depends on the performance of these officials, it is of the utmost importance that a keen sense of discipline and duty should be inculcated in them. It is felt that one way of doing this is to associate ministers and senior officers in charge of the various departments from which the enumeration agency is drawn, with the various training and publicity programmes organised by the Census Directorate. It has been pointed out earlier in this Report that the extremely disturbed law and order situation that prevailed in the State during the Census operations of 1981 tended to upset all our planning and much as we had wished, it was not possible to associate the ministers and senior officials of various Departments of the State Govt. with the training and publicity programmes.

12.8 To facilitate ready reference copies of Govt. of India letters No. 9/17/79-CD(CEN) dated May 10, 1979, No. 7/2/78-States dated June 6, 1980 mentioned in paragraph 12.1, Registrar General's letter No. 1/34/79-Ad.I dated June 26, 1979, mentioned in paragraph 12.2, and Manipur Govt. Notification No. 41/2/80-GAP dated April 17, 1980, mentioned in paragraph 12.3 of this Chapter are reproduced in Appendix VIII.

CHAPTER XIII
GENERAL

Census Circulars

13.1 Based on the detailed instructions issued by the office of the Registrar General and keeping in view the local characteristics, a number of Census circulars have been issued by this Directorate, as a preparatory measure for the successful implementation of the Census operations of 1981. Mention has been made of some of these circulars in the preceding chapters of this Report. To facilitate ready reference, these circulars which are detailed below are kept in a separate file entitled "Census Circulars of 1981" available with the Administration Section of this Directorate.

<i>Sl. Circular No.</i>	<i>Circular No.</i>	<i>Subect matter</i>	<i>Pages</i>	<i>Sl. Circular No. No.</i>	<i>Subject matter</i>	<i>Pages</i>	
1.	1	Introduction—Phases—Or-gasation & preliminary steps	3 pages	14.	13	Instructions for filling En-terprise List — clarification	3 Page s
2.	2	1981 Census Calendar	4 „	15.	14	Appointment of Enumera-tors/Supervisors and train-ing thereof	4 „
3.	3	Village and Town Registers & assigning of location Code Numbers	3 „	16.	15	Storage, accounting of and distribution of Census form schedules, booklets, circulars etc.	3 „
4.	4	Delineation of Houselist-ing Blocks and Supervi-sor's Circles and allotment of works to enumerators and supervisors.	4 „	17.	16	Assam Rifles Personnel	2 „
5.	4 (A)	Preparation of Houselisting Blocks clarification and additional points.	4 „	18.	17	Houselisting/Enumeration operations in respect of Manipur Rifles/Manipur Police	2 „
6.	5	Location Code	10 „	19.	18	Abridged Houselist — ins-tructions thereof (corrigen-dum to Circle No. 11	1 „
7.	6	Charge Register for House-listing operations.	7 „	20.	19	Additional Instructions to Circular No. 11	4 „
8.	7	Houselisting/Enumeration operations in sensitive areas	4 „	21.	20	Instructions to enumerators for filling the household schedules and Individual Slip—clarification regard-ing use of and updating of notional map and lay-out s etch	3 „
9.	8	Preparation of National Maps and lay out sketches for 1981 Census	3 „	22.	21	Additional instructions to Circular No. 19— corres-pondence of Sample Regis-tration Scheme (SRS) blocks and Census blocks.	7 „
10.	9	Houselisting operations— Handling and processing of forms for 1981 Census	9 „	23.	22	Instructions to enumerators for filling up the household schedules and Individual Slip—Some clarifications.	2 „
11.	10	Instructions for filling up the Enterprise List	10 „				
12.	11	Abridged Houselist — Instructions for prepara-tion thereof.	10 „				
13.	12	Compilations of Village & Town Directory.	45 „				

<i>Sl. No.</i>	<i>Circular No.</i>	<i>Subect matter</i>	<i>Pages</i>
24.	23	Training of Enumeration personnel for the Census, 1981 during February-March, 1981	6 Pages
25.	24	Actual enumeration of 1981 Census in Special charges	6 "
26.	25	Reconstitution of big blocks	4 "
27.	26	Actual enumeration—wring up of charge registers.	4 "
28.	27	Management of records relating to Individual Slip and household Schedule etc. at various levels.	6 "
29.	28	Reporting of provisional results and commencement of post enumeration check—census evaluation study (PEC/CES).	2 "
30.	29	Provisional Population Totals	6 "
31.	30	Guidelines for the actual enumeration	9 "
32.	31	Manual for military/Para military Census Officers in Manipur for population Census (Enumeration)	6 "
33.	32	Charge working sheets/ charge census abstracts/ District Census abstracts—preparation thereof.	7 "

Publicity

13.2 The publicity measures that had been taken before and during the Census operations of 1981, have been described in some detail in Chapters X & XI of this Report. Extensive publicity campaign was launched through the media of documentary films, posters, folders, press advertisements, cinema slides, talks on the radio, articles in the newspapers, etc. At a later stage of the publicity campaign, it was pointed out by the office of the Registrar General that publicity through posters and folders has a limitation because of mass illiteracy in the countryside. The publicity through

the medium of film and cinema slides has also a limitation, because people in the country side do not have sufficient access to motion picture. The publicity through the media of radio and television has technological constraints of medium wave coverage and lack of adequate means of reception in the remote villages. It was, therefore, considered that, in addition to the above media, publicity through the public address system, distribution of hand bills, beating of drums, etc., would go a long way to augment the publicity efforts of the Census organisation. Accordingly the State Publicity Department and the field publicity units of the field publicity organisation of the Ministry of Information and Broadcasting were requested to adopt these measures in the remote rural areas of the State.

13.3 It has been observed that, because of the disturbed law and order situation in the State, arrangements could not be made for adequate participation of ministers and senior officers in the publicity measures taken by this Directorate. Had this been arranged, our publicity campaign would have been more effective. While the various publicity measures mentioned above proved effective in the Manipure valley, the problem of communication and of the terrain has been the main hurdle in the hill areas which constitute the greater, part of the State, and for any publicity measure, to be really effective, it must reach the distant, far-flung areas where simple, ignorant and innocent people live. It appears that publicity machineries like the press, the radio, the film and the various appeals in the form of written material cannot as yet produce any substantial results in these areas. We have in the hill areas of Manipur, a very useful official of the lower level called the *Lambu* and for a long time he has been a very effective channel of communication between the Govt. and the people in these areas. Till the very recent past, on him rested the burden of policing the people, serving the notices, and interpreting the officers and Govt. representatives and because of his multifarious activities he is still as much respected as feared. It is considered, therefore that the problem of effective publicity in the remote hill areas of the State will be solved to a great extent if the *Lambu* is actively associated with it from the very start.

Honorarium

13.4 Honorarium at different rates was paid to the enumeration agency for the two phases of the Census operations of 1981. The enumeration staff above the

level of Supervisor was not paid separately for the Houselisting operations. For this phase of the Census operations, honorarium was paid to the Supervisors and the Enumerators at the following rates :—

(a) Supervisors—Rs. 20/- per Supervisor's circle

(b) Enumerators—Rs. 20/- per Enumerator's bloc .

13.5 In addition the Supervisors and the Enumerators were paid Rs. 15/- each per Circle and per Block, respectively for their works connected with, and filling up, the Enterprise List.

13.6 Honorarium was also paid at the following rates to the Principal Census Officers, District Census Officers, Additional District Census Officers, Charge Officers, Supervisors and Enumerators. While the rates of honorarium paid to the officials above the level of the Supervisor are for the entire Census operations, those paid to the Supervisors and the Enumerators are for the second phase of actual enumeration. As the enumerator had to canvass the Degree Holders' Card also in addition to the work of actual enumeration, he was paid a slightly higher honorarium than that paid to the Supervisor.

(a) Principal Census Officer — Rs. 500/-

(b) District Census Officer — Rs. 500/-

(c) Addl. District Census Officer — Rs. 300/-

(d) Charge Officer — Rs. 200/-

(e) Special Charge Officer Rs. 150/-

(f) Supervisor — Rs. 90/-

(g) Enumerator — Rs. 100/-

13.7 In view of the fact that the State Govt. had not made any budget provision in their Demands for Grants to meet the expenditure on payment of honoraria for the Census enumeration agency initially, it was decided by the Govt. of India that funds should be placed in advance, at the disposal of the State Govt. to meet the expenditure on account of payment of honoraria for house-numbering houselisting and actual enumeration including canvassing of the Enterprise List. Accordingly funds based on the requirement intimated by the Director of Census Operations, were placed by the Govt. of India at the disposal of the Govt. of Manipur. Advance payment of these funds was made by means of a crossed cheque drawn in favour of the Accountant General, Manipur, and the advances had to be finally booked under the relevant heads of account in

accordance with the provisions made in the Demands for Grants, namely, 265 A—Other Administrative Service A—1 Census, A—1 (2) Enumeration A1 (2) (4) Honorarium to Enumerators (Non-plan) for the expenditure on houselisting and enumeration, and No. 72—Statistics, Major Head 304, Sub-Head A1(2)-C. S. O., IV other charges, for the expenditure on canvassing of the Enterprise List. Under instructions of the Govt. of India, these advance payments were treated as deposits in the books of the State Govt. and had to be credited by the Accounts Officer of the State Govt. to the Deposit Head — Other Deposits— Miscellaneous Deposits — Deposits for payment of honoraria to the enumerators in connection with 1981 Census. Payment of honoraria to the enumeration staff including enumerators, supervisors, charge officers, District Census Officers, etc., was made out of this Deposit and certified statements of expenditure had to be furnished separately for the census operations and the canvassing of Enterprise List by the Accounts Officer of the State to the Pay and Accounts Officer, Census and the Pay and Accounts Officer, Statistics, of the Planning Commission, New Delhi, before the close of the accounts of the Financial Year 1980-81 under intimation to the office of the Registrar General. Any unspent balance lying in the deposit out of the above advances had to be refunded by the Accountant General of the State to the P. A. O. (Census) / P. A. O. (Statistics) of the Planning Commission as the case may be, before the close of the accounts of the year 1980-81.

13.8 Funds were allocated by this Directorate among the Principal Census Officers on the basis of the number of officers and enumeration staff engaged in census work in the districts and the Accountant General, Manipur was requested to authorise the Deputy Commissioners to draw and disburse the amounts. As regards payment of honorarium to officers and enumeration staff engaged in census work in the special charges constituted by the areas under the occupation of Security Forces like the Assam Rifles, the Border Security Force and the Boarder Road Task Force, the Registrar General was requested to sanction the necessary funds. Bills on account of this expenditure were submitted to the Pay and Account Officer (Census), New Delhi and payment was made by this office. As the charge officers engaged in enumeration of population in the special charges had not done the work of houselisting, it was decided by the office of the Registrar General that the honorarium payable to them should be limited to Rs. 150.00 only.

13.9 The rates of honorarium payable to various grades of the enumeration agency have apparently been fixed keeping in view the price index that obtains in different parts of the country and it may sound presumptuous of me to offer any critical comments on them. It is nevertheless my considered view that there should be some parity between the volume of work and the compensatory payment made for it. While the comparatively highly salaried officers like the District Census Officer and the Charge Officer are not likely to grudge what they may consider to be inadequate payments for the census works they are called upon to perform, it is felt that the enumerators and the supervisors who have to do most of the spade work should be encouraged by payment of honorarium which is more substantial than the present rates. This opinion will be strengthened by the fact that in a State like Manipur, the value of money is fast deteriorating on account of inflation and rising prices of things. The rates of honoraria fixed for works connected with the Houselisting operations are also considered to be discouragingly on the low side.

Census Medals & Certificates

13.10 It is the tradition of the Indian Census to give recognition to meritorious service during the massive census operations by the award of census medals and certificates. The criterion laid down by the Census Commission for selection of recipients of these awards and certificates is outstanding zeal and high quality of service displayed during the census operations. It has been the practice to award two types of census medals, *i. e.*, silver and bronze. Silver medals are generally awarded to the best officials of a grade and bronze medals, to the second best officials. A total number of 83 medals, 43 silver and 40 bronze, were allotted to Manipur for distribution to various grades of census functionaries. A total number of 80 officials have been selected for award of census medals. Out of these one official is a Principal Census officer, two officials are District Census Officers, one official is an Additional District Census Officer, one official is a Deputy District Census officer, eleven officials are Charge Officers, twelve officials are Supervisors and fifty-three officials are Enumerators. In the case of Deputy Commissioners, District Planning Officers and District Statistical Officers who functioned as Principal Census Officers, District Census Officers and Additional District Census Officers, the selection has been made on the basis of a careful assessment of the Census records and of timely delivery of Forms

and Schedules to this Directorate. And in the case of other functionaries the selection was based on the recommendations of the Deputy Commissioners and the Executive Officer, Imphal Municipal Board.

13.11 As the Deputy Commissioner of the Manipur, West District failed to recommend the names of one next best Charge Officer, one best Enumerator and one next best Enumerator, three medals—one silver and two bronze, were available after allotment of medals to the District and Charge Officers and enumeration staff of the lower level. It was decided, with the approval of the Registrar General, that these medals should be awarded to three officials of this Directorate in recognition of the excellent works done by them during the 1981 Census operations. The lists of officials, selected for award of Census medals of various grades and the types of medals awarded to them are furnished in Appendix VI. The Govt. of Manipur communicated their approval of the list of State Govt. Officials recommended for the award of Census medals in January, 1983. It is proposed that Census medals to the District and Charge officers should be distributed to the awardees by the Chief Minister of the State at a suitable ceremonial function. Medals for Supervisors and Enumerators will be sent to the Deputy Commissioners for distribution on a suitable occasion. A certificate of merit, in the following form, will also awarded to the recipients as a complementary part of the medals:—

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
CENSUS OF INDIA
CERTIFICATE OF HONOUR

To

.....

In recognition of your outstanding zeal and high quality of service rendered by you during the 1981 Census of India, the President of India has been pleased to confer upon you the 1981 Census Silver/Bronze medal.

Sd/- P. Padmanabha
Census Commissioner, India

New Delhi

Dated.....

13.12 In order to give a fillip to future census workers, it has been decided that the fact of an official having been awarded the census medals

and certificate should be entered in his service records. For those who had done good work during the Census and yet could not be awarded medals on account of limitation in the number of medals, it has been suggested to the State Govt. that Commendation Certificates should be issued in their favour. It will be evident from a perusal of D. O. letter No. 9/75/80-CD (CEN) dated December 26, 1980, addressed by Shri P. Padmanabha, Registrar General, to Shri Thanga, Chief Secretary, Govt. of Manipure, that the Census Commission is not lacking in their fund of good will and patronage for the numerous census workers who have been called upon to do a good deal of work within a limited time. A copy of this D. O. letter is reproduced below:—

Dear Shri Thanga,

It has been the tradition to recognise good work performed in the Census by the award of suitable medals. With the Census operations being completed by 5th March 1981, we have been considering this matter and intend to continue the tradition of awarding medals. However, as you will appreciate, the awarding of Census medals and associated certificates will necessarily have to be on a limited scale and will be given only to such of the census functionaries who perform excellent work in the field. Apart from these few persons, a very large number of people belonging to the State Govt. would have also performed commendable work which, we feel, should not go unrecognised.

The hierarchies of the State Govts. and the Administrations of the Union Territories are fully involved in the Census operations and would look forward to some recognition of good work which may not necessarily have been compensated by medals. It is considered desirable that a system of recognising good work, quite apart from that performed by those selected for award of medals, should be developed. I would suggest for the consideration of the Govt. the issue of Commendation Certificates with an entry in the annual confidential rolls in the case of all those who perform work of quality in the census. This would be in addition to the Census medals and associated certificates.

The issue of Commendation Certificates would be a desirable method of appreciation of services rendered by those who do not necessarily receive medals but have done very good work indeed. The District Census Officers could forward the names of such functionaries to the heads of offices concerned suggesting suitable entries in their annual

confidential reports to the effect that their performance was of high quality in connection with the 1981 Census. In such cases the State Govt. may consider issue of the Commendation Certificate. The small expenditure on these certificates is doubtless one which the State Govt. would readily bear considering the fact that this would go a long way towards boosting the morale of the Census hierarchy.

I would be grateful if the two proposals made herein are considered favourably. These are, to sum up, the issue of orders recognising Census performance of quality in the annual confidential reports and the issue of Commendation Certificates by the State Govt. itself to such persons who do not receive medals as such.

I would be grateful if these proposals can be considered and wide publicity can be given to such action as the State Govt. may take in the matter. Early issue of instructions on this matter will go a long way towards ensuring whole-hearted work by the census functionaries.

With regards,

Yours sincerely,
Sd/- P. Padmanabha

Shri L. B. Thanga,
Chief Secretary to the
Govt. of Manipur,
Imphal.

Recruitment of Staff

13.13 In order to cope with the increasing volume of work during and after the Census operations a number of temporary posts were created. Some of these posts were created by the Registrar General while others of lower status were created by the Director of Census Operations under the powers delegated to him. At the initial stage, one post of Artist, one post of U.D.C., one post of Junior Gestetner Operator and one post of Farash were created by the Registrar General, in connection with the 1981 Census operations, during the year 1979-80. It was intimated later on by the Registrar General, *vide* his D.O. letter No. 1/35/79-Ad.I dated December 24, 1979, that, under the powers delegated to the Director of Census Operations for creation of temporary Group 'C' and 'D' posts, he could create the posts of 3 Statistical Assistants and 6 Computers, commencing from the financial year 1980-81. While giving instructions for creation of these additional posts, the Registrar General suggested that they might be utilised for control of operations, review of progress, reporting and monitoring at headquarters

and for such other purposes directly related to the Census operations. Apart from the increase in the staff of the Directorate by creation of temporary posts, appointment of Group 'D' staff of Peon & Chowkidar, the following temporary Group 'C' posts were also created by the Registrar General in December, 1980, for the Regional Tabulation Office in Manipur :—

Name of post	Scale of pay	No. of post
(a) Head Clerk	Rs. 425-700/	One (1)
(b) Upper Division Clerk	Rs. 330-560/-	One (1)
(c) Lower Division Clerk	Rs. 260-400/-	Two (2)

13.14 In addition to temporary staff manning the main office of the Directorate at Yumnam Leikai and the Regional Tabulation Office at Keisamthong, a large number of staff on consolidated pay, *i.e.*, Supervisors, Checkers and Tabulators were appointed for sorting the data collected during the Census operations and preparation of the Primary Census Abstract and a number of Tables. In the case of the Coding Cell the Tabulators were designated as Coders. The Director of Census Operations was authorised, by the Govt. of India, to create posts of Supervisors, Checkers and Tabulators on consolidated salaries of Rs. 380/- per month, Rs. 330/- per month and Rs. 280/- per month, respectively, during the period from September 1, 1980, to February 28, 1982. For the works of sorting, tabulation and coding under the overall supervision of the Directorate, a total number of 6 (six) Supervisors 19 (nineteen) Checkers and 66 (sixty six) Tabulators were appointed on consolidated pay. During the financial year 1981-82, when the Regional Tabulation Office at Keisamthong had to function in full swing, it had the following staff :—

1. D.D.C.O.(RTO)—1 (one)
2. Investigator—1 (one)
3. Head Clerk—1 (one)—Vacant
4. U.D.C.—1 (one)
5. Statistical Assistant—1 (one)
6. L.D.C.—3 (three)
7. Jr. Stenographer—1 (one)
8. Peon—1 (one)
9. Chowkidar—1 (one)

13.15 For recruitment to the temporary posts, reference was made to the Staff Selection Commission as under the rules, it is necessary to make such a reference. The Central (Surplus Staff) Cell was also requested to nominate suitable candidates for appointment to some of the posts. In cases where the Staff

Selection Commission and the Central (Surplus Staff) Cell, failed to nominate candidates and also in respect of lower level posts, the vacancies were notified to the State Employment Exchange. The candidates sponsored by the Employment Exchange were interviewed by a Departmental Promotion Committee constituted under the rules, with the Director of Census Operations as the Chairman, and in a few cases written tests were also held in order to ensure quality of the appointees. In the oral tests held by the Departmental Promotion Committee, they examined the certificates produced by the candidates in support of their educational qualifications and assessed their personality, general knowledge, participation and interest in games and sports, and in social service by awarding marks on the basis of their performance in the interview. The Committee made their recommendations in accordance with the results of their overall assessment and appointments were made on the basis of these recommendations. In some cases, appointments were also made by promotion of eligible Departmental incumbents.

Retrenchment

13.16 Owing to reduction in staff strength and on completion of the task entrusted to them a largish number of the temporary appointees on regular and consolidated salaries had to be retrenched at the close of the financial year 1981-82, and the question of their absorption in the various Departments of the Central and State Govts. engaged the attention of the authorities at the highest level. The retrenched personnel who had to do a good deal of work within a limited time, without the least regard for creature comforts, had, on their part, also been pressing for employment opportunities elsewhere through a number of interviews, memoranda, representations and applications. At the instance of the Registrar General, the Director General of Employment and Training, New Delhi, agreed to give certain concessions to the retrenched employees of the Census Organisation in the matter of registration in the Employment Exchange and of according priority in re-employment. The case of absorption of these personnel in various Departments of the Govt. and public sector undertakings was taken up with the Govt. of Manipur who issued the following office memorandum requesting all recruiting authorities to give due consideration to re-employment of retrenched census staff in January, 1982.

No. 12/5(3)/80-(Census)
Government of Manipur
Secretariat, Home Department

OFFICE MEMORANDUM

Imphal, the 13th January, 1982

Subject :—Absorption of retrenched staff of the Census Directorate.

As a result of the winding up of some of the branches of the Census Directorate, Manipur, 91 (ninety one) employees of that office have been rendered surplus and have to be retrenched by the end of February, 1982. A list of the surplus staff has been endorsed to the Employment Exchange Officer, Manipur. As they had to do a good deal of work within a limited time they have undergone a certain amount of training and whose capacity has been tested and they are likely to be useful and acceptable employees in any office, and as such are likely to be more suitable for appointment to appropriate posts in preference to entirely new recruits.

2. Under the Central Government instructions, retrenched Government servants will get priority in selection against posts for which they fulfil the minimum qualifications in the ratio of 1:1, i.e., at any given time, of the two vacancies in a grade, one should be offered to a retrenched Government servant, if otherwise considered suitable.
3. In the matter of relaxation in maximum age limits it will be desirable to take into account their service in the Census office for condonation of age at entry into Government Service.
4. All recruiting authorities are accordingly requested to see that these persons are given employment in accordance with rules in this regard.
5. A list of retrenched persons with their educational qualifications, etc., is enclosed herewith.

Sd/-

(H. Chamaikho)

Joint Secretary (Home) to the Govt. of Manipur

Accounting System

13.17 The accounting system followed in the Directorate is governed by the detailed instructions contained in the scheme for departmentalisation of accounts in the Ministry of Home Affairs and its Departments which came into force with effect from October 1, 1976. The Director of Census Operations, as the Head of Office and Drawing and Disbursing Officer is responsible for the preparation and timely submission of annual budget estimates, drawal and disbursement of pay and allowances and general control over expenditure. In the day-to-day financial

administration of the Directorate, he is assisted by an Accounts Section which is staffed by one Accountant, one Cashier, one U.D.C. and two L.D.Cs. The Director has been delegated powers to draw cheques on the Imphal Branch of the State Bank of India for making payments of pay and allowances, T.A., medical re-imburements and office contingencies against quarterly letters of credit issued by the P.A.O., Census, New Delhi, on the basis of funds allocated to the office of the Director of Census Operations, Manipur. This facility is not, however, available for payment to suppliers and of G.P. fund, House Building and motor car advances for which bills have to be sent to the P.A.O., Census, New Delhi, for passing and arranging payment by cheque. As the Drawing and Disbursing Officer, the Director has to keep a close watch over the incurring of expenditure and to take prompt action for renewal of the letter of credit by assignment of additional funds by the P.A.O. Weekly accounts of expenditure in the form of a list of payments showing the number, date and amounts of the cheques issued against each voucher are rendered to the office of the P.A.O. Statements of monthly expenditure are also submitted to the office of the Registrar General, India, New Delhi. In the case of the Regional Tabulation Office which had been temporarily set up at Keisamthong, Imphal, the bills prepared by the Regional Tabulation Officer were countersigned by the Director and the Regional Tabulation Officer was delegated no separate cheque drawing powers. The accounts of the office of the Director are audited periodically by the internal audit party of the Ministry of Home Affairs as well as by the office of the Accountant General, Manipur. Except to the extent modified by the scheme for departmentalisation of accounts the existing Rules and Regulations contained in the General Financial Rules, the Central Treasury Rules and the Account Codes, etc., are followed.

13.18 The yearly budget for the financial years, 1978-79, 1979-80, 1980-81 and 1981-82 are given below :—

		1978-79
Head of Account Sub-Head		Total budget Grant
A1—Census		
A1(1)-Superintendence	..	Rs. 192,600.00
A1(2)-Enumeration	..	Rs. ..
A1(3)-Abstraction & Compilation	..	Rs. 167,400.00
A1(4)-Publication	..	Rs. 300.00

1		2		1		2	
A1(7)-Registration, Promotion, etc.	..	Rs.	65,800.00	A1(3)-Abstraction & Compilation	..	Rs.	308,700.00
Total—Non-Plan	..	Rs.	426,100.00	A1(4)-Publication	..	Rs.	150,000.00
Plan				A1(7)-Registration, Promotion, etc.	..	Rs.	68,100.00
A1(7)-Registration, Poromotion, etc.	..	Rs.	43,400.00	Total—Non-plan	..	Rs.	810,700.00
Total—Plan & Non-plan..		Rs.	469,500.00	Plan			
1979-80				A1(7)-Registration, Promotion, etc.	..	Rs.	130,800.00
A1—Census				Total—Plan & Non-plan..		Rs.	941,500.00
A1(1)-Superintendence	..	Rs.	187,500.00	1981-82			
A1(2)-Enumeration	..	Rs.	58,000.00	A1—Census			
A1(3)-Abstraction & Compilation	..	Rs.	121,600.00	A1(1)-Superintendence	..	Rs.	310,000.00
A1(4)-Publication	..	Rs.	10,200.00	A1(2)-Enumeration	..	Rs.	..
A1(7)-Registration, Promotion, etc.	..	Rs.	55,500.00	A1(3)-Abstraction & Compilation	..	Rs.	578,000.00
Total—Non-plan	..	Rs.	432,800.00	A1(4)-Publication	..	Rs.	10,000.00
Plan				A1(7)-Registration, Promotion, etc.	..	Rs.	65,000.00
A1(7)-Registration, Promotion, etc.	..	Rs.	55,300.00	Total—Non-plan	..	Rs.	963,000.00
Total—Plan & Non-plan..		Rs.	488,100.00	Plan			
1980-81				A1(7)-Registration Promotion, etc.	..	Rs.	133,000.00
A1—Census				Total—Plan & Non-plan..		Rs.	1109,600.00
A1(1)-Superintendence	..	Rs.	283,900.00				
A1(2)-Enumeration	..	Rs.	..				

13.19 The above figures are exclusive of the funds placed by the Govt. of India at the disposal of the Accounts Officer of the State of Manipur for payment of honoraria to the enumeration agency engaged in the 1981 Census operations. During the financial year 1980-81, a total amount of Rs. 7,37,400.00 was placed by the Central Govt. at the disposal of the State Govt. for payment of honoraria to the enumeration agency for house numbering, houselisting, canvassing of the Enterprise List and actual enumeration of population of the State. Out of this total amount of Rs. 7,37,400.00, Rs. 80,000.00 was for payment of honorarium for house numbering and houselisting, Rs. 60,000.00 was for payment of honorarium for canvassing of the Enterprise List, and Rs. 5,97,400.00 was for payment of honorarium for actual enumeration including canvassing of the Degree Holders Card. In addition another sum of Rs. 1,47,900.00 was sanctioned by the State Govt. for payment of travelling allowances to the enumeration staff. This amount was to be re-imbursed by the Govt. of India later to the State Govt.

13.20 So far as this Directorate is concerned the accounting system introduced by the scheme for departmentalisation of accounts in the Ministry of Home Affairs and its Departments has worked satisfactorily. It has been rightly pointed out in the detailed Note explaining the scheme that the accounting system under the scheme has been provided keeping in view the measure of convenience it would give to spread out offices in obtaining prompt payment of bills relating to salaries, travelling allowances and office contingencies. It is definitely more convenient than the procedure under which our bills have to be sent to the Accounts Office for pre-check and payment, which would result in inevitable delays in payment and consequent dissatisfaction among the employees. The practice of issuing quarterly letters of credit has also placed a limitation on the cheque drawing powers of the Drawing and Disbursing Officer and the likelihood of overdrawals by him has, therefore, been checked.

13.21 In view of this modified procedure of accounting, there were no difficulties in drawal and payment of travelling allowances to the officers and staff of the Directorate. In the case of long distance tours, advance T.A. bills were prepared and payments, made in time within the funds sanctioned for the purpose. There was one permanent telephone connection in the office of the Director and another telephone connection was sanctioned for his residence for a period of about three years from 1979-80 to 1981-82. Except at Lamphelpat, a small part of the town, where they have introduced the automatic system, the telephones in Imphal are manually operated and the lines get disrupted quite often. And once a line gets dislocated, it takes a pretty long time to set it right. It is imperative that, in the interest of efficient general administration, let alone the compelling urgency of an important task like the Census, a more efficient system of keeping the telephone lines working should be enforced. Our requirements of stationery were supplied by the Govt. of India, Stationery Office, Calcutta with which detailed indents had been placed, and except for occasional delays in the arrival at Imphal of the articles caused by the distance and disruption of the communication system, there was no difficulty in obtaining supply of these requirements. Items of furniture required by the office were purchased from the suppliers approved by the Govt. of Manipur. In the case of furniture for which there are no approved suppliers, the items were purchased from the open market after inviting quotations under the relevant rules. It has been pointed out earlier that we experienced a great deal of difficulty in getting the huge quantities of our Forms & Schedules printed in time by the Mahabharat Press to which printing of these documents had been entrusted after observing the necessary formalities. On the face of it, it transpires that the Press which made earnest efforts to deliver the printed materials to us in time, was helpless against the extremely difficult circumstances caused by the disturbed law and order situation in the State. As this Press failed to deliver the requisite quantities of the Forms and Schedules in time, we had to resort to some emergency printing through the Bhagyabati Press, Imphal, at the eleventh hour at rates dictated by the Press. In getting the large quantities of Forms and Schedules printed through the local Press, the formalities prescribed by the rules and regulations in force were observed. At our request, a large quantity of Forms, Schedules and Instruction booklets in English was also supplied by the office of the Registrar General.

Transport & Accommodation

13.22 As has been pointed out in Chapter-V of this Report, the question of transport gave us some anxiety. The only jeep at our disposal, which had been taken over from West Bengal for the Census of 1971, was quite old and needed frequent repairs. The vehicle could not negotiate the difficult roads in the hill areas of Manipur with any margin of safety. Efforts were made at having the vehicle condemned and replacing it by a new one, but, technical difficulties in the form of rules and regulations came in the way and we could not have the jeep condemned on the ground that, despite its weak condition it had yet to do the prescribed mileage. It has been stated earlier that the Govt. of Manipur whom we approached for the temporary loan of a jeep during the tense period of the Census operations, treated our request with singular lack of understanding and sympathy. Had our old jeep been condemned on the strength of our recommendation, and a new one placed at our disposal, it would have solved our transport problem to a great extent. I am of the view that, in a situation like the one we had to face, it is definitely wiser to follow the course dictated by practical common sense and the logic of the circumstances.

13.23 There was no difficulty regarding accommodation for the office of the Director of Census Operations. The office is accommodated in a fairly big rented building at Yumnam Leikai on the Indo-Burma Road, at a distance of about one kilometre from the Manipur Secretariat in Imphal. This *pucca* building which belongs to Shri Y. Pheijao Singh has two storeys and 16 (sixteen) rooms. The place at which the office is located is not within the crowded part of the Imphal city and the atmosphere is peaceful and free from tension. It has been pointed out in Chapter-I of the Report that at present the owner of the building is feeling a little unhappy as the rent of his building which was fixed in 1973, has not been re-assessed. I would reiterate that, in view of inflation and rising price of things, there is a good deal of substance in Shri Pheijao Singh's demand for re-assessment of the original rent of his building. Despite the fact that the building is fairly commodious, it is becoming a little congested as the strength of the staff increases, and there are no adequate facilities for toilet, cycle-shed and drainage. As the office cannot be run indefinitely in a rented building, the case for building an office our own should be pursued vigorously. Land for the office building measuring 150' x 100' ft. at Lamphelpat, Imphal, was allotted to the Directorate by the Govt. of Manipur quite a long time back. Unfortunately the land is now under the unauthorised occupation of a Central

Govt. organisation as it had been kept vacant for a long time. This organisation has been requested to vacate the land and it is hoped that they will comply with the request. As soon as the land is vacated steps should be taken to raise a fencing around it and

action, initiated to construct a building of our own. Fortunately for us, temporary accommodation for the Regional Tabulation Office could be arranged in a suitable *pucca* building at Keisamthong, Imphal, at a reasonable monthly rent assessed by the C.P.W.D.

CHAPTER—XIV

CONCLUSION AND ACKNOWLEDGEMENTS

14.1 It has been a privilege to be called upon to conduct the Census of Manipur, 1981 which, as the Chief Minister pointed out in his broadcast made over the A. I. R., Imphal, on February 8, 1981, was of great importance in view of the fact that it was the first census of the full-fledged State of Manipur. As has been pointed out in the preceding Chapters the Census operations of 1981 were carried out under exceptionally difficult circumstances, and we look back with some measure of satisfaction that the Census was brought to a successful conclusion. Owing largely to the badly disturbed law and order situation that prevailed in Manipur, specially in the Manipur valley, we had a tough time during the period of preparation for, and actual conduct of the Census operations. Added to this was the casual and indifferent attitude towards census work, on the part of some officials who had been called upon to take part in the census as supervisors and enumerators. It has been suggested that the law governing taking of the decennial Census in our country should be made more stringent so as to compel obedience of those engaged in Census work and to impose prompt and effective penalty on defaulters. Nature, in the shape of heavy floods that occurred in the Manipur valley in the first week of October, 1980, was also against us. The floods which rendered about 100 villages in the Manipur Central district inaccessible during the peak period of the Houselisting operations, dislocated our programme to a great extent. Extremely frustrating were also the unhappy incidents like strikes, **bandhs**, prolonged curfews, shortage of fuel, failure of electricity, insurgency involving shooting and killing, combing operations by the Army and late delivery of printed materials by the Press, which nearly brought us to the brink of failure. Yet, thanks to determination, hard work and ingenuity, we could implement the Census operations successfully, all the above difficulties notwithstanding.

14.2 It is my pleasant duty to place on record, my deep indebtedness to the Govt. of Manipur, for the help and encouragement they gave us during the tense period of preparation and of actual Census operations. On a number of occasions I had to approach the Chief Minister, Shri Rishang Keishing and make various requests for help. The Chief Minister was kind enough to keep my requests. He also kindly agreed to broadcast a message over the A. I. R., Imphal, on the eve of the actual Census enumeration. For these I am greatly indebted to

him. At my request Shri L. B. Thanga, J. A. S., Chief Secretary, Govt. of Manipur, kindly agreed to preside over the first meeting of the Deputy Commissioners and the Sub-divisional Officers and, in an address given to these officers, inculcated a sense of participation in them. Although he was hard pressed for time, the Chief Secretary issued a number of circulars, instructions and notifications bearing on the Census of 1981. Shri Thanga was also good enough to broadcast a message over the A. I. R., Imphal, on February 9, 1981, appealing to the officials engaged in census work and the general public of Manipur to do their best and give their full co-operation in making the Census of Manipur, 1981, a great success. I am much grateful to him for all these.

14.3 It was indeed a pleasurable and rewarding experience to serve under an Officer of Shri P. Padmanabha, the Registrar General's personal charm and sense of dedication. He was ever ready to help us under conditions of stress and strain. I would repeat that, on account of the disturbed law and order situation in the State, I had a very anxious time in conducting the Census of 1981 in Manipur. Shri Padmanabha was kind enough to share my intense anxiety by making repeated enquiries and offering generous help and assistance. He has laid me under a deep debt of gratitude.

14.4 I am grateful to the Deputy Commissioners, the Executive Officer, Imphal Municipal Board, the District Planning Officers, the District Statistical Officers and the sub-divisional Officers/Block Development Officers who worked as Principal Census Officers and Charge Officers, for taking particular care to see that census in their respective territorial jurisdictions was successful. During the tense period of preparation, I had to approach Shri E. Yaima Singh, Director of Education, Govt. of Manipur, and seek his help in enlisting the co-operation of a large number of school teachers who apparently considered the census work a thankless task. He readily agreed to exert his influence and issue appropriate and effective instructions. I am much obliged to him for this.

14.5 I am also grateful to the Commandants and Officer-in-charge of the Security Forces like the Assam Rifles, the Border Security Force and the Border Roads Task Force for organising and

implementing the Census operations in their areas with the efficiency and promptitude characteristic of their Organisations.

14.6 At our request, the State Publicity Department and the field publicity units of the field publicity organisation of the Ministry of Information and Broadcasting, Govt. of India, gave wide publicity to the Census. To these Organisations as also to the editors of local dailies who highlighted the importance of the Census in their leading articles, I am much thankful. Thanks are also due to Shri B. K. Dogra, Station Director, All India Radio, Imphal, and members of his staff for giving extensive and timely coverage to the Census.

14.7 My colleagues, officers and members of the staff of this Directorate, had to work very hard, even on Sundays and holidays, during the period of preparation, actual enumeration and some time thereafter. I am thankful to all of them for the satisfactory account they have given of themselves. Special mention may be made of Shri L. Pashot Singh, M.C.S., Deputy Director of Census Operations, who, with his facile pen drafted the numerous Census Circulars and of Md. Abdus Sattar, M.C.S., Deputy Director of

Census Operations, who with his levelheadedness, organised the procurement and distribution of the massive Forms and Schedules. Dr. K. B. Singh, Assistant Director of Census Operations (Tech.) and Shri S. Birendra Singh, Investigator, helped me a great deal in drafting this Report and traeing out the variou references. I am much obliged to them for the help and assistance they have given me. It is gratifying to note that the hard and meritorious work put in by some members of the staff has been recognised by the award of Census medals.

14.8 Finally, to the large number of supervisors and enumerators, I should express my grateful thanks. In the ultimate analysis, the success of a large-scale operation like the Census depends on the hard work, patient and painstaking, that the enumerators have to perform, often in inclement weather and difficult and uninviting terrain. For this reason they rightly deserve the appreciation of the Govt. and the praise of their fellow-citizens.

14.9 The views expressed in this Report are the author's own and he alone is responsible for them. And it is his fond hope that these views account for, not a deviation from pragmatism, but a creative and purposive interpretation of reality.

No. 2/8/79-SS
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

Kotah House Annexe,
2/A. Mansingh Road,
New Delhi-110011

CENSUS OF INDIA 1981—Circular No. 1

Subject:-Classification of Rural and Urban Units—
1981 Census.

The next decennial census will be the twelfth of the series and the fourth since Independence. One of the foremost and important tasks that requires your personal attention for the 1981 Census is the procedure that you have to follow for demarcation as early as possible of places as rural and urban.

2. It has been the tradition of the Indian census to present census data for rural and urban areas separately. In fact, in all the censuses throughout the world this classification of census data into rural and urban units is generally recognised and data presented accordingly. But the distinction between rural and urban is not yet amenable to a single definition which would be applicable to all countries. We have given considerable thought to the definition or criteria to be applied for demarcation of an area as urban. One view laid equal emphasis on aspects other than demographic for classification of an area as urban. Accordingly, we considered whether in addition to the usual demographic characteristics the level of infrastructural facilities in an area should also be a determinant factor for classifying an area as urban. On the other hand, a diametrically opposite view was that keeping in mind the practical problems of demarcation of rural and urban areas in the comparatively short time available before the actual census operations, it might be worthwhile to simplify even the definition adopted in 1971 census. In respect of the first suggestion, it was appreciated that the level of infrastructural development or availability of amenities should be an important consideration for an area to be recognised as urban. But at the same time it was felt that in view of the complexity of the Indian situation and regional variations in the level of infrastructural facilities it would be rather difficult to apply this test uniformly all over the country, particularly in the short time available for the demarcation of urban areas before the

actual census-taking. As regards the other suggestion, viz., simplifying the present criteria, the consensus was that though, as a general rule, it might be useful and convenient to have a simple test by size only, it would not be desirable to introduce a totally new concept or criteria other than that used in the previous censuses for demarcation of urban areas because it would then be difficult to make any meaningful comparison and analysis.

3. The definition of an urban unit at the 1971 Census was as follows:—

- (a) All places with a municipality, corporation, cantonment, board or notified town area committee, etc.
- (b) All other places which satisfied the following criteria:—
 - (i) a minimum population of 5,000;
 - (ii) at least 75 per cent of male working population engaged in non-agricultural pursuits; and
 - (iii) a density of population of at least 400 per sq. km. (1,000 per sq. mile).

The Directors were also given some discretion in respect of some marginal cases to include, in consultation with the state Government, some places that had other distinct urban characteristics and to exclude certain areas which could not be considered as urban

4. It is proposed to retain the same criteria at the 1981 Census. This will ensure comparability with previous censuses and provide the basis for analysis of trends of urbanisation in the country.

5. The above criteria had worked more or less satisfactorily and brought some uniformity of concept for the country as a whole. However, their utility was somewhat undermined as they were not strictly applied in some states for one reason or the other, resulting in lack of uniformity. For example, in a state some settlements were shown as villages although they were having a population of more than 20,000, with a density of more than 400 persons

per sq. km. and more than 75 per cent of the male working force engaged in non-agricultural occupations. These settlements fulfilled all the criteria for being treated as urban and yet these were not classified as towns. In some cases certain places were left out despite having local authorities which corresponded to municipalities, such as sanitary boards *etc.*, as covered by 3(a) above. On the other hand, in some states only those places were considered as urban which were having a notified town area committee or similar statutory body, *i. e.*, just applying 3(a) and ignoring 3(b) altogether. You should consider all the criteria in 3(b) above, where 3(a) is not applicable, without the exclusion of one or the other of the three conditions laid down therein. As against this, there are cases in some states where places with such meagre population as 35 and 96 were treated as towns. The 'discretion' clause was also applied in a few states in a manner which resulted in loss of uniform applicability of the definition, as stress was laid by different states on one or the other of the criteria laid down in the definition.

6. In some states some places have a statutory body like town area committee, municipal corporation or a similar statutory body though not satisfying the demographic test of population, density, and occupation. It may be emphasised that for the purpose of comparability with the 1971 Census data, irrespective of their demographic characteristics, all places which have been notified under the laws relating to the establishment of local authorities and have local bodies like municipal corporations, municipalities, municipal committees, municipal boards or municipal towns city municipalities, municipal town committees, cantonment boards, notified areas, notified area committees, town committees, town areas, town boards, town municipalities and sanitary boards, *etc.* must be included in the list of towns. There may be other types of local authority which approximately correspond to the above mentioned local bodies but the terms may vary among the States. In such cases, a specific reference may be made to this Office for a decision whether such a place should be treated as urban or not.

7. It may be emphasized that *it is not only necessary to apply the criteria laid down strictly but also to interpret it in a uniform manner for the purpose of comparability, both in letter and spirit.* Again irrespective of what the treatment was in 1971, if a place satisfied the three conditions mentioned in the second criterion simultaneously, then such a place must be treated as urban. There is no discretion in

this matter and even if this results in new places having to be included which were ever-looked in 1971, these must be classified as urban areas. The detailed data of area and population from which the density can be derived and the composition of the working force for each rural and urban unit provided at the 1971 Census will make it easier for you to apply the criteria laid down above and determine the urban status more accurately.

8. The third criterion giving 'discretionary' powers to the Directors must be restricted in its application. You may, however, include such places that have other distinct urban characteristics and amenities such as newly founded industrial areas and large ties, housing settlements like Pochampad Project Lift Flank Colony of Adilabad district, and Upper Sileru Project Site Camp of Visakhapatnam district in Andhra Pradesh, places of tourist interest like Khajuraho of Chhatarpur district in Madhya Pradesh, pilgrimage centres like Badrinathpuri of Chamoli district in Uttar Pradesh and railway colonies, like Muthugounden Pudur Railway Colony of Coimbatore district in Tamil Nadu. These have been recently served with all civic amenities, though they do not satisfy the criteria laid down for classification as urban. But before treating these areas as urban, *each such case should be specifically referred to this office with full particulars and justification in support of the proposal to enable us to take a suitable decision in the matter.*

9. Likewise, you may also consider the cases of places which otherwise satisfy the criteria for treatment as urban units but which, in your view, should not be so classified because of special circumstances. As in the previous case, such cases should also be specifically referred to this office for a decision in the matter.

10. Normally, all places which are district headquarters should be classifiable as urban on the basis of the criteria indicated here. However, there may be some district headquarters which cannot be classified as urban since they may not satisfy the criteria. The criteria being referred to here specifically related to the demographic criteria of population size and proportion of workers. Because it may be generally desirable to classify all district headquarters places as urban we would now have to take a view regarding such places which are district headquarters but not classifiable under the criteria referred to. You are requested to review the status of all district headquarters places and refer to this Office the cases of those district headquarters which cannot be classified as urban under these criteria. Since this is in

fact a special case, details of such places will also have to be indicated, preferably separately in the enclosed proforma No. 1. With regard to such places the fact that these are not urban but are district headquarters places must be brought out clearly.

11. It is recognised that if these criteria are applied strictly, there would possibly be a spurt in the urban population in 1981 Census since many areas which were not treated as urban during 1971 Census will be classified as urban. The actual decadal increase in urban population would be less than what is likely to be reflected by 1981 Census. In a fly leaf or analytical note this difference between the actual increase and apparent increase in the urban population can then be brought out. But what is important is that uniform application of the definitions must be ensured.

12. You may examine the cases of all rural units having a population of 4,000 or thereabout in 1971 Census and which may be expected to cross 5,000 population mark by 1981 and those units which had more than 5,000 population in 1971 Census but were not treated as urban. For such cases the composition of the working force, the density of population and other factors should be examined to see whether these qualify to be categorised as urban. In the General Census report or the Administration report of your state your predecessor might have already given some

guidance in this matter. All such places in respect of which town area committee or the like have been notified after 1971 Census must also be listed. Similarly, jurisdictional changes in towns and villages after 1971 Census should also be taken into account and listed. Notifications issued to this effect from time to time may also be kept on record. At the same time, you may also carry out an exercise to see if there are any areas recognised as urban in the 1971 Census which do not deserve to continue as such either due to reduction in the population size or due to changes in composition of the working population or other factors. This work must also be completed as early as possible.

13. I expect that your office might have already done some exercise in this regard. You may kindly finalise your proposals and furnish the requisite particulars in the two enclosed proformae as early as possible, but before June 1979 in any case, so as to give this office sufficient time for finalisation of the urban frame at all India level.

The receipt of this circular may kindly be acknowledged.

Sd/—

(P. Padmanabha)
Registrar General, India

PROFORMA-1

Statement showing the districtwise list of villages which qualify the empirical tests prescribed for treating unit as independent town for 1981 Census

Name of State.....

Sl. No.	District	Tehsil/Taluk/ Thana/Anchal/ P. S./Block/ Island	Location code (Village)	Name of village	1971 Area	1971 Area Sq. Km.	1971 Popu- lation	P	M	F	Total male work- ing popula- tion	Non- agricul- tural male working population (categories III to IX)	Den- sity per Sq. Km.	% of Non- agricul- tural male working population to total male workers	Other special- characte- ristics, amenities, etc. if any	Remarks
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	

Compiled by.....

Checked by.....

PROFORMA—II
Statement showing towns of 1981 Census with reference to the towns of 1971 Census

Name of State.....	Towns of 1971 Census which continue in 1981 Census	New Towns added in 1981 Census	Towns of 1971 declassified in 1981			
District/Tehsil/ Block/etc.	Towns with the same jurisdiction as that of 1971	Satisfying the criteria	Not satisfying the criteria	Merged (Partly or wholly with other town)		
	2	3	4	5	6	7
	1. 2. 3. 4. etc.	1. 2. 3. 4. etc.	1. 2. 3. 4. etc.	1. 2. 3. 4. etc.	1. 2. 3. 4. etc.	1. 2. 3. 4. etc.

Compiled by _____
 Checked by _____

1981—CENSUS IMMEDIATE

P. PADMANABHA

D. O. No. 9/22/79-CD (CEN)
 GOVERNMENT OF INDIA
 MINISTRY OF HOME AFFAIRS
 THE REGISTRAR GENERAL, INDIA
 2/A, Mansingh Road,
 New Delhi-110011
 June, 1979

CENSUS OF INDIA 1981—Circular No. 2

*Subject:—*Organisation of Census of India 1981—general instructions.

My dear,

I trust by now you have settled down and have familiarised yourself by and large with the work. I am now writing in some detail so that we may all be aware of the organisational task ahead of us and the framework in which we would have to operate. As and when specific issues are decided, detailed circulars will be issued from this office and I would like to emphasise that these circulars or instructions must be gone into in great detail since, in the census it would scarcely be possible to catch up later if time is lost.

The census seeks to create an inventory of the country's manpower resources and demographic characteristics at a given point of time. As has been the tradition of the Indian census, this opportunity is taken to collect particulars of housing and other characteristics also, including that on economic units such as enterprises. The Indian census has the distinction of being among the few unbroken series for over the last hundred years and we can look back with pride on the fact that we are now involved in continuing this tradition. Even though the census is taken once in ten years, it is a part of a continuing statistical system and the data it provides is of basic importance, which I need not emphasise here.

The population census and the houselisting operations which generate housing data are major administrative exercises with strong statistical content and involve a considerable investment in terms of time and money. It is essential, therefore that the objectives of the census are completely met in terms of total coverage, accuracy and timeliness. This is where all of us have a special responsibility. In this connection, one of the major intentions of the 1981 census would be to provide data for small areas for local planning purposes. We have agreed that an important objective of this census would be

to provide specific tabulations and aggregations for small areas such as the village itself, the city block, etc., which would mean that in terms of accuracy, the operations have to be beyond question. It is also essential for us to remember that the census provides frames for surveys and other statistical programmes also. The data generated and the forms which would ultimately be available would, therefore, be of abiding interest and utility.

In order to give you an idea of the organisation of our own hierarchy, I am enclosing two organisational charts which explain the organisation of my office and that in the States. Unlike a couple of decades ago, we have the advantage of having among our colleagues in this department today well qualified statisticians, demographer and sociologists who together constitute a pool of expertise which our predecessors did not have to the same extent. I would suggest that you should constantly consult the Deputy Directors and Assistant Directors and others at the appropriate level in your office and generally involve all of them in major decisions through staff meetings because, as you will find later, the census operations can only be conducted with the total involvement of all your staff, specially in the training programmes and in the supervision of the operations themselves. I am sure you will draw the best out of our colleagues so that you are able to get all the assistance you require from them.

At this point, I must mention that the Director of Census Operations in the State is almost the sole driving force for the successful conduct of the census since you would have to energise the State hierarchies which are not under your administrative control and through them you will have to get a mammoth task completed. We cannot and should not underestimate both the responsibilities and the difficulties that this situation entails. Obviously, the success of the census would depend on your

ability to carry along senior officers and others in your State with you and get things done through a system of personal intervention and contact which I am confident you will do. It is essential that attention is paid to every single detail in the preparations of the census leaving nothing to chance. In fact, you would have to not merely issue clear cut circulars and instructions but also set up an efficient progress reporting system for yourself.

In the census it has been the tradition to operate through the State departments. The basic and essential functionary is the enumerator who is, by and large, a primary school teacher, and in urban areas municipal staff. Usually, 5 enumerators have a supervisor who would be generally of the rank of a Revenue Inspector or the equivalent level while for each taluk/police station/development block or similar area there would be a charge superintendent who would be the Tehsildar or Mamalatdar/BDO, etc. At the district level, the usual practice is to appoint the officer who is equivalent to the Collector or Deputy Commissioner as the District Census Officer. The Collector or the Deputy Commissioner would, of course, be the Census Officer for the district while for the areas which are municipal corporations, the municipal commissioners would function as such. This is broadly the system, but I would suggest that you study in great detail the administrative reports of your predecessor which will mention any variations that may exist in your State.

We propose to continue to operate in a similar manner and the census will be taken in the classic manner by household visits by enumerators who will collect particulars of every individual in the prescribed forms.

Obviously, in a system such as this, it would be essential for you to keep the awareness of the census constantly alive and, to put it frankly, to keep the pressure on always. This can only be done through circulars and by intensive touring when you should meet the Collectors/Deputy Commissioners, attend their district coordination meetings and talk about the census. Sometimes, after we have had our first Directors' conference. I would suggest, you should request the State Government to call a conference of Collectors/Deputy Commissioners for a full discussion on census operations. Alternatively, you may request the Chief Secretary for specific allocation of time at the next Collectors' Conference.

We are not making any basic change in the system of census taking so far as the 1981 census is

concerned. The basic phases of the census would be:—

- (a) A Houselisting operations in mid—1980.
- (b) The actual census enumeration commencing from about mid—February, 1981 to 1st March, 1981, followed by a revisional round till about 3rd of March, 1981.
- (c) The post-enumeration check which would follow the actual census.
- (d) The tabulation of the data.

I shall be writing in detail on these various aspects but I may mention that prior to houselisting operations or the enumeration, there is another major task relating to choosing of enumerators and training them and distributing the material. This involves a tremendous degree of planning and I would suggest you should commence thinking on these aspects right now.

You would have seen the formats which have been canvassed in the second pretest and these would have given you some idea of the content of the questionnaires. At the houselisting operations, we would be canvassing the houselist itself and probably the economic census schedule also. The later is being discussed with the Central Statistical Organisation and Planning Commission and I shall be writing to you later on this. The houselist itself has been considerably modified in relation to the formats of the previous census and is a basic document because it is on the basis of the houselist that you will have to carve out the enumeration blocks for the census itself. On this also separate instructions will follow.

The forms which will be canvassed in the actual census would be the individual slip and the household form with an associated population record and enumerators' abstract. The individual slip is of course, the basic census document on which the entire statistical edifice is built. I would like you to study this carefully alongwith the instructions because we intend discussing this at our conference soon.

The household form is a complete departure from the previous formats, and is based on our thinking that essential housing data and other socio-economic data is more meaningful in relation to the household than in relation to the structure or the individual. We have also deliberately introduced certain questions in the household form relating to language spoken in the household which is an innovation. These forms also, I would suggest, should be studied with their instructions in great detail.

Another features of the 1981 census will be that, for the first time, we are canvassing questions on a sample basis as you would have noticed. The questions relating to place of birth and migration and

fertility are being canvassed on a sample basis all over the country. For operational reasons and taking into consideration the level of our enumerators, the workload and the need to keep our control systems easy, we have decided to adopt area sampling. This would mean that a 20% sample of the enumeration blocks will ultimately be selected in which this slip will be canvassed.

There should be no confusion about the universal and the sample slip. The universal slip will be canvassed and filled up for every person all over the country. The sample slip will be filled up for every person in the sample blocks in addition to the universal slip so far as that particular person is concerned.

I must share with you our initial thinking regarding the tabulation system. In order to ensure that data are not merely tabulated quickly but that the tabulation permits cross-tabulation as well as easy retrieval stations with direct data entry devices are being established where we will be able to put the data from the individual slip or the household forms directly on to tape. Our forms and our tabulation system would ultimately depend on the establishment of the direct data entry systems. Therefore, the tabulation plan and how we intend going about it is something I shall write to you about only later. To the extent that this will influence the establishment of regional tabulation offices, we hope to be able to cut down the large offices which we had to establish last time for tabulation purposes.

The immediate tasks which call for your attention would be the following :—

- (a) The finalisation of the lists of villages for which instructions have been issued earlier.
- (b) Finalisation of the lists of towns and cities for which also instructions have been issued.
- (c) Issue of notifications appointing the census officers at various levels on which I shall be writing to you shortly. However, you may like to see the ones issued last time, which are in your office.
- (d) The preparation of village directory and town directory, instructions on which will follow shortly.

We have written to the State Governments separately requesting that all jurisdictional changes be completed by first of October this year and copies of these letters have also been forwarded to your office. I would suggest that you should also take this up with the State Government and meet the Chief Secretary

and the concerned Secretaries of the Government to ensure that there are no jurisdictional changes after October this year.

As I mentioned earlier and as you would have noticed, many aspects would call for detailed circulars and instructions at various points of time. I would suggest that in order to ensure that nothing is lost sight of, a personal circular file should be developed and maintained for your use and preferably for each of the senior officers under you. Personally, I found this always useful and I would suggest your doing the same.

Now that the pretest in your State is coming to a close, I would be happy if you could study the instructions which were issued along with the forms so that you have a complete background regarding the operations and its technical content.

I have repeatedly mentioned how the census operations would call for meticulous attention to detail and constant follow up. At every point of time and with regard to every single aspect the entire organisation has to be keyed up and kept at a complete state of readiness. There are various phases which just cannot be avoided or overlooked. For this I would suggest that you should draw up a census calendar indicating the various dates by which each of the preparatory measures would be completed and for this purpose you may find the previous census calendar, which was prepared for the 1971 census, of some guidance. I would like you to prepare the census calendar of your State and forward it to me as soon as possible.

I hope to write to you in detail on each individual aspect of these operations but do trust that this letter gives you a general background. As I mentioned earlier, it would certainly be useful for you to go through the administrative report of your predecessor and to glance through the volumes already brought out which will give you an idea of not merely the nature of the work but also its importance. We have already taken action regarding publicity for the 1981 census but I would certainly not prevent you from giving talks to local institutions, *etc.*, regarding the census. However, except for general issues regarding the operations, I would suggest that press interviews as such should be very carefully handled.

There is one aspect which I think will bear emphasis and this is that the success of the census enormously depends on the efficiency of the enumeration agency and this in turn depends on the manner in which we have been able to train them for the job. Training is of vital importance and should be intense and clear. However, these aspects can only be

achieved if we ourselves are clear in our minds as to what we want to get done and what we mean by every word in our instructions. You will notice that when training classes commence, the enumerators and others have some specific doubts and at no stage should we be unable to answer them. Obviously, we can only do this if we train ourselves well and, therefore, I would like to repeatedly emphasise the need for all of us being fully familiar with the formats and the instructions. At the appropriate time, it would be desirable that you handle the training of the district census officers

and as many groups of charge superintendents as possible and a few of the training classes for the functional levels while your officers and others must, of course, get completely involved in the training at the functional level to the maximum extent.

Please acknowledge receipt of this letter.

Yours sincerely,
Sd/-
(P. Padmanabha)

No. 1/Cen/Enu-41/79

GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS

OFFICE OF THE DIRECTOR OF CENSUS OPERATIONS : MANIPUR

Yumnam Laikai,
Imphal 28th Nov. 1979

CENSUS CIRCULAR No. 1

To

All Deputy Commissioners

Subject :— 1981 Census of India

Introduction—Phases—Organisation and preliminary steps.

Sir,

As you are aware the next census of the country will be taken in the 1st part of 1981. This is the 12th decennial census of the country and the eleventh count of the population of Manipur. The Government of India, in exercise of the powers conferred by Section 3 of the Census Act, 1948 (37 of 1949), have declared that a census of the population of India shall be taken during the year 1981. The reference date for the census shall be the sunrise of 1st March, 1981. This has been notified under Notification No. F. No. 9/11/79-CD (CEN) dated, New Delhi 11th April, 1979, issued by the Registrar General of India and published on page 113 of part II-Section 3-Sub-Section (ii) of the Gazette of India dated New Delhi April 28, 1979. This notification has also been republished in Manipur Gazette No. 14 dated Imphal July 4, 1979.

Phases :—

There are in all three main phases of the Census, *Viz.* (i) Houselisting (ii) population count and (iii) Scrutiny, editing, coding, punching and Tabulation of Census data.

As in the past censuses the counting of human heads will be preceded by Houselisting operations which will help in tracing out each and every individual in his respective house. It would also furnish much valuable data of which the planners of the country are in great need. This operation will be conducted in September 1980, and the actual census, *i.e.*, the enumeration of the population will be held in February/March 1981. Preparation for this gigantic task has already been started in right earnest all over the country. The third phase, *i.e.*, processing and tabulation of census data will be conducted in the Regional Tabulation unit of this state.

Organisation :—

It has been a tradition of the Indian census that the census data are collected through the State Government agencies. Listing of all houses with detailed particulars and counting of all the human heads with their detailed biodata within a short period are, needless to say, a stupendous task. The Census Operations therefore call for determined efforts on the part of all the State Government officials from the Principal Census Officer to the Enumerator.

The Government of Manipur under Sub-section 2 of Section 4 of Census Act, 1948, will appoint census officers from amongst the district and sub-divisional authorities and local bodies to head the census cells in the districts and other census charges. The orders appointing these officers will be published in the State Gazette. The officers will be empowered under Sub-section 4 of Section 4 of Census Act to appoint the subordinate staff of the census cells in the census charges. The Government of Manipur have been moved under this office letter No. 1/Cen/38-Appt/79 dated 10th August, 1979, to appoint the census officers. Senior officers from the Directorate of Economics and Statistics, Govt. of Manipur, will also be appointed to assist the district census officers in the smooth implementation of census programmes. This office has already requested the Govt. of Manipur under this office letter No. 1/Cen/38-Appt/79, dated 4th October

1979, for appointing the said officers. To help the charge census officers in carrying out the census operations, in a correct way one U.D.C. and one peon will be provided to each district and one L. D. C. will also be given to each census charge. The Govt. of Manipur have already been moved under this office letter No. 1/Cen/Tab-41 (OCR)/79 dated 8th August 1979 for appointing the clerical assistants. Consequently the Govt. of Manipur have instructed all the D.Cs. in their letter No. 27/11/79-A(CENSUS) dated 24th October, 1979, for taking necessary action in this connection.

Preliminary Steps :—

There will be 27 census charges in this state for the 1981 Census. The Govt. of Manipur have already been requested for constituting the census charges. The first essential step in the preparation of the Census is to finalise the list of villages, towns and wards in the districts and sub-divisions. This office has been constantly requesting the district, sub-divisional and local body authorities for preparation of the final list of villages and towns. This office appreciates the difficulties of the sub-divisional authorities in preparing the final lists of villages particularly in the hill areas of the States because of the shifting nature of villages. Nonetheless the responses are encouraging. Most of the sub-divisions have sent the village lists. This office has already sent the scrutiny reports of the lists of villages to all the S.D.Os. from whom the lists of villages have been received. It is regretted that some S.D.Os have failed to furnish the village lists in spite of repeated requests from this office. Since all the census programmes are implemented all over the country according to a well regulated time schedule, delay is not desirable. It is sincerely expected that the final lists of villages and towns will be made available to this office expeditiously. The office will issue circulars and instructions from time to time indicating every step and explaining every procedure of the census operations. As a first step the district and sub-divisional authorities are requested to finalise the lists of villages and towns and make them available to this office.

A copy of the Census Act is enclosed for your reference.

Yours faithfully,

Sd/-

(R. K. Birendra Singh),

Director

THE CENSUS ACT, 1948

Act No. 37 of 1948

An Act to provide for certain matters in connections with the taking of census

3rd September, 1948

Whereas it is expedient to provide for the taking of census in 1* * * India or any part thereof whenever necessary or desirable and to provide for certain matters in connection with the taking of such census :

Short title and extent.

It is hereby enacted as follows :—

1. (1) This Act may be called the Census Act, 1948.

2. [(2) It extends to the whole of India * * *]

Rule of construction respecting enactments not extending to Jammu & Kashmir.

3. [(2) Any reference in this Act to the Indian Penal Code or the Indian Evidence Act, 1872 shall, in relation to the State of Jammu and Kashmir, be construed as a reference to the corresponding enactment in force in that State]

45 of 1860.
1 of 18

Central Government to take census.

4. The Central Government may by notification in the Official Gazette, declare its intention of taking a census in the whole or any part of the territories to which this Act extends, whenever it may consider it necessary or desirable so to do, and thereupon the Census shall be taken.

Appointment of census staff.

4. (1) The Central Government may appoint a Census Commissioner to supervise the taking of the census throughout the area in which the census is intended to be taken, and Directors of Census Operations¹ to supervise the taking of the census within the several States.

(2) The State Government may appoint persons as census-officers to take, or aid in, or supervise the taking of, the census within any specified local area and such persons, when so appointed, shall be bound to serve accordingly.

(3) A declaration in writing, signed by any authority authorised by the State Government in this behalf, that any person has been duly appointed a census-officer for any local area shall be conclusive proof of such appointment.

(4) The State Government may delegate to such authority as it thinks fit, the power of appointing census-officers conferred by Sub-section (2).

Status of census authorities as public servants.

5. Census Commissioner, all Directors of Census Operations* and all Census-officers shall be deemed to be public servants within the meaning of the Indian Penal Code.

Discharge of duties of census-officers in certain cases.

6. (1) Where the District Magistrate or such authority as the State Government may appoint in this behalf, by a written order so directs :—

(a) Every officer in command of any body of men belonging to the naval, military or air force, or of any vessel of war, of India,

(b) every person (except a pilot or harbourmaster) having charge or control of a vessel,

45 of 1860.

1. The words "the provinces and Acceding States" were rep. by the A.O. 1950

2. Subs. *ibid.*, for the former sub-section.

3. The words "except the State of Jammu and Kashmir" omitted by Act 22 of 1959, S.2.

4. Ins. by S.3 *ibid.* The original s.2 was omitted by Act 36 of 1957, s.2 and sch.

* Subs. for the words "Superintendents of Census Operations" by Sec 3 of the Repealing and Amending Act, 1974. (Act No. 56 of 1974)

- (c) every person in charge of a lunatic asylum, hospital, workhouse, prison, reformatory or lock-up or of any public, charitable, religious or educational institution,
- (d) every keeper, secretary or manager of any serai, hotel, boarding-house, lodging-house emigration depot or club,
- (e) every manager or officer of a railway or any commercial or industrial establishment, and
- (f) every occupant of immovable property wherein at the time of the taking of the census persons are living,

shall perform such of the duties of a census-officer in relation to the persons who at the time of the taking of the census are under his command or charge, or are inmates of his house, or are present on or in such immovable property or are employed under him as may be specified in the order.

(2) All the provisions of this Act relating to census-officers shall apply, so far as may be, to all persons while performing such duties under this section, and any person refusing or neglecting to perform any duty which under this section he is directed to perform shall be deemed to have committed an offence under Section 187 of the Indian Penal Code.

45 of 1860.

Power to call upon certain persons to give assistance.

7. The District Magistrate, or such authority as the State Government may appoint in this behalf for any local area, may, by written order which shall have effect throughout the extent of his district or of such local area, as the case may be, call upon—

(a) all owners and occupiers of land, tenure-holders, and farmers and assignees of land revenue, or their agents,

(b) all members of the district, municipal, panchayat and other local authorities and officers and servants of such authorities, and

(c) all officers and members of staff of any factory, firm or establishment, to give such assistance as shall be specified in the order towards the taking of a census of the persons who are, at the time of the taking of the census, on the lands of such owners, occupiers, tenure-holders, farmers and assignees, or in the premises of factories, firms and other establishments, or within the areas for which such local authorities are established, as the case may be, and the persons to whom an order under this section is directed shall be bound to obey it and shall, while acting in pursuance of such order, be deemed to be public servants within the meaning of the Indian Penal Code.

45 of 1860.

Asking of questions and obligation to answer.

8. (1) A census officer may ask all such questions of all persons within the limits of the local area for which he is appointed as, by instructions issued in this behalf by the State Government and published in the Official Gazette, he may be directed to ask.

(2) Every person of whom any question is asked under-Sub-section (1) shall be legally bound to answer such questions to the best of his knowledge or belief :

Provided that no person shall be bound to state the name of any female member of his household, and no woman shall be bound to state the name of her husband or deceased husband or of any other person whose name she is forbidden by custom to mention.

Occupier to permit access and fixing of numbers.

9. Every person occupying any house, enclosure, vessel or other place shall allow census-officers such access thereto as they may require for the purposes of the census and as having regard to the customs of the country, may be reasonable and shall allow them to paint on, or affix to, the place such letters, marks or numbers as may be necessary for the purposes of the Census.

Occupier or manager to fill up schedule.

10. (1) Subject to such orders as the State Government may issue in this behalf, a census-officer may, within the local area for which he is appointed, leave or cause to be left a schedule at any dwelling-house or with the manager or any officer of any commercial or industrial establishment, for the purpose of its being filled up by the occupier of such house or of any specified part thereof or by such manager or officer with such particulars as the State Government may direct regarding the inmates of such house or part thereof, or the persons employed under such manager or officer, as the case may be, at the time of the taking of the census.

(2) When such schedule has been so left, the said occupier, manager or officer, as the case may be, shall fill it up or cause it to be filled up to the best of his knowledge or belief so far as regards the inmates of such house or part thereof or the persons employed under him, as the case may be, at the time aforesaid, and shall sign his name thereto and, when so required, shall deliver the schedule so filled up and signed to the census-officer or to such person as the census-officer may direct.

Penalties.

11. (1)(a) Any census-officer or any person lawfully required to give assistance towards the taking of a census who refuses or neglects to use reasonable diligence in performing any duty imposed upon him or in obeying any order issued to him in accordance with this Act or any rule made thereunder, or any person who hinders or obstructs another person in performing any such duty or in obeying any such order, or

(b) any census-officer who intentionally puts any offensive or improper question or knowingly makes any false return or, without the previous sanction of the Central Government or the State Government, discloses any information which he has received by means of, or for the purposes of, a census return, or

(c) any sorter, compiler or other member of the census staff who removes, secretes, damages or destroys any census document or deals with any census document in a manner likely to falsify or impair the tabulations of census results, or

(d) any person who intentionally gives a false answer to, or refuse, to answer to the best of his knowledge or belief, any question asked of him by a census-officer which he is legally bound by Section 8 to answer, or

(e) any person occupying any house, enclosure, vessel or other place who refuses to allow a census-officer such reasonable access thereto as he is required by Section 9 to allow, or

(f) any person who removes, obliterates, alters, or damages any letters, marks or numbers which have been painted or affixed for the purposes of the census, or

(g) any person who, having been required under Section 10 to fill up a schedule, knowingly and without sufficient cause fails to comply with the provisions of that section, or makes any false return thereunder, or

(h) any person who trespasses into a census office, shall be punishable with fine which may extend to one thousand rupees and in case of a conviction under part (b) or (c) shall also be punishable with imprisonment which may extend to six months.

(2) Whoever abets any offence under sub-section (1) shall be punishable with fine which may extend to one thousand rupees.

Sanction required for prosecution.

12. No prosecution under this Act shall be instituted except with the previous sanction of the State Government or of an authority authorised in this behalf by the State Government.

Operation of other laws not barred.

13. Nothing in this Act shall be deemed to prevent any person from being prosecuted under any other law for any act or omission which constitutes an offence under this Act :

Provided that no such prosecution shall be instituted except with the previous sanction referred to in section 12.

Jurisdiction.

14. No Court inferior to that of a Presidency Magistrate or a Magistrate of the second class ¹***, shall try, whether under this Act or under any other law, any act or omission which constitutes an offence under this Act.

Records of census not open to inspection nor admissible in evidence.

15. No person shall have a right to inspect any book, register or record made by a census-officer in the discharge of his duty as such, or any schedule delivered under section 10, and notwithstanding anything to the contrary in the Indian Evidence Act, 1972, no entry in any such book, register, record or schedule shall be admissible as evidence in any civil proceeding whatsoever or in any criminal proceeding than a prosecution under this Act of any other law for any act or omission which constitutes an offence under this Act.

1 of 1972

Temporary suspension of other laws as to mode of taking census in municipalities.

16. Notwithstanding anything in any enactment or rule with respect to the mode in which a census is to be taken in any municipality, the municipal authority, in consultation with the Director of Census Operations² or with such other authority as the State Government

may authorise in this behalf, shall, at the time appointed for the taking of any census cause the census of the municipality to be taken wholly or in part by any method authorised by or under this Act.

Grant of statistical abstracts.

17. The Census Commissioner or any Director of Census Operations² or such person as the State Government may authorise in this behalf may, if he so thinks fit, at the request and cost (to be determined by him) of any local authority or person, cause abstracts to be prepared and supplied containing any such statistical information as can be derived from the census returns for³ (India or any State) as the case may be, being information which is not contained in any published report and which in his opinion it is reasonable for that authority or person to require.

Power to make rules.

18. (1) The Central Government may make rules for carrying out the purposes of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, the Central Government may make rules providing for the appointment of census-officers and of persons to perform any of the duties of Census-officers or to give assistance towards the taking of a census, and for the general instructions to be issued to such officers and persons.

1. The words "or in a part B State, A Magistrate Corresponding to a Magistrate of the second class" ins. by Act 51 of 1950, S. 4 omitted by the Adaption of Laws (No.3) Order, 1956.

2. Subs. for the words "Suprintendents of Census Operations by Sec 3 of the Repealing and Amending Act, 1974. (Act No. 56 of 1974).

3. Subs. by the A. O. 1950, for "the provinces of India or the province".

Sl. No.	Name	Relationship to head (Indicate serial No. of mother if present in household)	Sex		Age	Marital Status	M		A		L		E	
			Male	Female			Name of scheduled tribe if any	Caste	Name of scheduled Caste/ Tribe	Literacy	Illite- rate-	Entry in 14 A	Yes	No
1	2	3	4	5	6	7	8	9	10	11	12	13	13	

Checked with reference to Individual slip

Compiler.....

Record

CONFIDENTIAL

Sl. No	M		A		L		E		F		M		A		L		E		Whether seeking or available for work			
	Entry in 14B		Entry in 15A		Whether Seeking or available for work		Name of Scheduled Cast/Tribe if any		Literacy		Entry in 14A		Entry in 14B		Entry in 15A		Whether seeking or available for work					
	Yes	No	C	AL	HHI	OW	Yes	No	Yes	No	Yes	No	Yes	No	C	AL	HHI	OW	Yes	No		
1	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35

Checked and found correct

Supervisor.....

Singnature of Enumerator

Part II contd.
Abstract of Population Record

TOTAL OF COLUMN 1.....

MALE 1	FEMALE 2	PERSONS 3
(1) Total of column 4.....	(18) Total of column 5.....	(35) Population.....
(2) Total of entries in column 8.....	(19) Total of entries in column 22.....	(36) Scheduled Castes.....
(3) Total of entries in column 9.....	(20) Total of entries in column 23.....	(37) Scheduled Tribes.....
(4) Total of column 10.....	(21) Total of column 24.....	(38) Illiterates.....
(5) Total of column 11.....	(22) Total of column 25.....	(39) Literates.....
(6) Total of column 12.....	(23) Total of column 26.....	(40) All type of workers.....
(7) Total of column 13.....	(24) Total of column 27.....	(41) Prestine Non-workers.....
(8) Total of column 14.....	(25) Total of column 28.....	(42) Main workers.....
(9) Total of column 15.....	(26) Total of column 29.....	(43) Marginal workers.....
(10) Total of column 16.....	(27) Total of column 30.....	(44) Cultivators.....
(11) Total of column 17.....	(28) Total of column 31.....	(45) Agricultural labourers.....
(12) Total of column 18.....	(29) Total of column 32.....	(46) Workers in HHI.....
(13) Total of column 19.....	(30) Total of column 33.....	(47) Other workers.....
(14) Total of columns 16—19..... (workers for main activity)	(31) Total of columns 30—33..... (workers for main activity)	(48) Total workers for..... main activity
(15) Serial (1) minus (14)..... (Non-workers for main activity)	(32) Serial (18) minus (31)..... (Non-workers for main activity)	(49) Total Non-workers for main activity.....
(16) Total of column 20.....	(33) Total of column 34.....	(50) Job seekers.....
(17) Total of column 21.....	(34) Total of column 35.....	(51) Non seekers of jobs.....

Checked and found correct
Signature of compiler.....

CENSUS OF INDIA 1981
(Second Pretest)

INDIVIDUAL SLIP
(Universal)

CONFIDENTIAL

Pad No _____

Slip No _____

Location Code _____ () SI. No. of Household [_____]

1 Name _____

2 Relationship to head _____ 8 Nationality _____

_____ 9 Religion _____

3 Male(1)/Female(2) _____

4 Age _____

5 Marital Status _____

6 Mother tongue _____

7 Two other languages known _____

_____ 11 Illiterate(1)/Literate(2) _____

_____ 12 Attending school/college, Yes(1)/No(2) _____

_____ 13 Educational attainment: _____

14A Worked any time at all last year? Yes _____

No. (H/ST/D/R/B/I/O) _____

14B If yes in 14A, did you work for major part of last year? _____

Yes (1)/No (2) _____

15A Main activity last year? 'Yes' in 14B (C/AL/HHI/OW) _____

'No' in 14B (H/ST/D/R/B/I/O) _____

If HHI/OW in 15A

(i) Name of establishment _____

(ii) Description of work _____

(iii) Nature of industry, trade, or service _____

(iv) Class of worker _____

15B Any other Work ('Yes' in 14B) _____ Yes(C/AL/HHI/OW) _____

Any Work ('No' in 14B) _____ No. _____

If HHI/OW in 15B

(i) Name of establishment _____

(ii) Description of work _____

(iii) Nature of industry, trade, or service _____

(iv) Class of worker _____

16 If No in 14A or 14B seeking or available _____

for work? Yes(1)/No (2) _____

CENSUS OF INDIA 1981
(Second Pretest)

INDIVIDUAL SLIP
(Sample)

CONFIDENTIAL

1 Birth Place

a) Place of birth.....

b) Rural (1)/Urban (2).....

c) District.....

d) State/Country.....

Last Residence

a) Place of last residence.....

b) Rural (1)/Urban(2).....

c) District.....

d) State/Country.....

e) Reasons for migration from place of last residence (Code)*.....

4 Duration of residence at the village or town of enumeration.....

5 For all ever-married women only

(a) Age at Marriage.....

(b) Number of children surviving at present

Male Female Total

(c) Number of children ever born alive

Male Female Total

6 For currently married women only

Any child born alive during last one year

.....

* Employment (1) Education (2) Family moved (3) Marriage (4) Others (5)

CENSUS OF INDIA, 1981

(Second Pretest)

(To be compiled from Population Record)

Location	No. of occupied resi-	Enumerators
Code.....	dential houses.....	Block No.....
Name of village	No. of Institu-	Name of enumerator.....
or town.....	tional household.....
Total No. of households.....		

Sl. No.	Particular	Total (Cols. 4+5)	Male	Female
1	2	3	4	5
1.	Population (Total of Cols. 4 & 5) (inclusive of population shown against Items 16 & 17)			
2.	Scheduled caste (Total of Cols. 8 & 22)			
3.	Scheduled tribe (Total of Cols. 9 & 23)			
4.	Illiterate (Total of Cols. 10 & 24)			
5.	Literate (Total of Cols. 11 & 25)			
6.	All types of workers (Total of Cols. 12 & 26)			
7.	Purely Non-workers (Total of Cols. 13 & 27)			
8.	Main workers (Total of Cols. 14 & 28)			
9.	Marginal workers (Total of Cols. 15 & 29)			
10.	Cultivators (Total of Cols. 16 & 30)			
11.	Agricultural labourers (Total of Cols. 17 & 31)			
12.	Workers in HHI (Total of Cols. 18 & 32)			
13.	Other workers (Total of Cols. 19 & 33)			
14.	Job-seekers (Total of Cols. 20 & 34)			
15.	Non-seekers (Total of Cols. 21 & 35)			
16.	Houseless Population (to be extracted from Part I Household schedule)			
17.	Institutional Population (to be extracted from Part I Household schedule)			

Signature of Enumerator.....

Signature of Supervisor.....

Date.....

Date.....

APPENDIX—V

Inaugural speech of Shri Dhanik Lal Mandal, Minister of State, Ministry of Home Affairs, delivered on 24 August 1979

Friends,

I am happy to be with you today as you begin your deliberations on the census operations for the 1981 census of India. Not merely by virtue of its size but also because of its great utility, the census of India is of paramount importance. We, in this country, have had a rich census heritage which one can trace back over the last hundred years. In fact, we are among the few countries of the world that have had an unbroken series of censuses from 1872.

The next census is due in 1981 and none of us can or should underestimate the magnitude of the task ahead of you. The census of India is the most important single source of information about the people. Census data are valuable because of certain unique features which include completeness of coverage, availability of data at various points of time, possibility of analysis of inter-related characteristics, availability of data for small areas, particularly at village level, and comparability of data among the States in the country.

Over the years, the census has grown not merely quantitatively but in qualitative terms also. It is no longer a mere head count. While that is no doubt an essential purpose, equally important is its role in the collection of vast amount of information on basic characteristics of the people. This is what makes the census important — the fact that census data lend themselves to a variety of basic uses. It would be difficult to imagine the formulation of plans for economic and social development without census data. Over the years, the census has come to be recognised as an essential tool for benchmark data. Given this importance of the census, the need for the careful planning of the census operations scarcely needs any emphasis.

The census operations in our country are internationally recognised for their excellence and coverage and we also have received international recognition for the quickness with which the results are published. The census today is universally acknowledged as the most authentic and comprehensive source of information about our land and the people. It is not necessary for me to indicate here the many uses to which census data can be put but it is useful to always keep in mind the fact that census data have certain legal and constitutional uses which would necessitate our taking all possible care to ensure the accuracy of the results.

In the context of the present plan with its focus on rural needs and particularly its emphasis on employment and the revised minimum needs programmes, census results acquire particular importance. The plan envisages the strengthening of infrastructural facilities in the villages, providing employment to the people, making available the essentials for what might be called the "good life" to the vast masses of the country and all this would need accurate data which the Government can use for ensuring that the plans are well formulated. It is in this context that I would like to urge all of you to pay particular attention to the need for total coverage and accuracy in the collection of census data.

There can be no decision making in the critical fields of economic and social development without adequate data and the inter-dependence between sectors, the need for regional balances and the complexities of planning can only be taken care of with a firm and accurate data base. It is in this strategic task of generating and providing this data base that you form an important link. This is a role of which you can be proud.

A great degree of sophistication has now come into our methods of collection, tabulation and analysis of statistical data. The census plays a crucial role in the formulation of the plans and schemes for social and economic development and it provides a firm basis for policy decisions in these fields. There can, therefore, be little doubt that all of us should ensure total reliability of the data. We must also ensure that the results are available with the least possible delay.

The census of India, as I had mentioned on earlier occasions, is one of the largest administrative exercises in the world and because of its basic importance none of us should under-estimate the magnitude or complexity of the task. I am sure, all of you share with me our extreme anxiety in ensuring that the 1981 census of India is a total success both in terms of coverage and accuracy of reporting. In order to ensure this, each step towards the ultimate census count would need your careful attention and constant supervision. Attention to details is, in fact, an extremely major requirement of your task. Unlike most of the administrative tasks with which you

would have been entrusted, the census is a challenge which would call for the best from you and I am sure you will give of your best.

In keeping with our administrative structures the census operations are implemented almost solely through the hierarchies of the Governments of the States and Union Territories and you have, therefore a more difficult task since you would have to function not merely as the supervisor of the operations but also as a coordinator. You will have to work through hierarchies which are not under your direct control and you would have to enthuse vast armies of enumerators and others to perform a task which is essentially an addition to their workload. By any standards this is difficult and I would like to assure you that you can count upon our support in this major task.

The Government of India and the Governments of the States and the Union Territories attach great importance to the conduct of the census operations. Our anxiety is reflected in the appointment of the Directors of Census Operations and other officers in this organisation. Each one of you has been specially selected and hand-picked for this work and, therefore, we are confident that the census

operations will be carried out not merely with its traditional efficiency but with increasing improvement in techniques, methods, organisation and accuracy.

On glancing through the agenda notes of your conference I am struck with the wide variety of organisational matters with which you would be concerned and also by the highly technical nature of the subject. This is a rare combination in a single activity and I am sure you will all work with a sense of pride and dedication in this task of national importance. Your responsibilities are great and your task is not too easy. The census will call for single minded devotion to the task ahead in the few months left before us and I am confident that the Government of India can rest assured on this matter. Doubtless at the end of your conference when you go back to your States you will carry with you a feeling of total involvement in this vast operations. I am indeed extremely happy to associate myself with this conference and I look forward to receiving reports regarding the organisation of the census and ultimately its results. I wish your conference all success and also success to each one of you in the task before you in the months to come. I have great pleasure in inaugurating the conference.

STATE LEVEL OFFICERS RECOMMENDED FOR AWARD OF CENSUS MEDALS

Principal Census Officer

- | | | | |
|----|--|----|--------|
| 1. | Shri Jarnail Singh, IAS Deputy Commissioner, Manipur East District | .. | Silver |
|----|--|----|--------|

District Census Officer

- | | | | |
|----|---|----|--------|
| 1. | Shri Henry K. Heni, MCS Manipur North District | .. | Silver |
| 2. | Shri Ksh. Dhananjoy Singh, MCS Tengenoupal District | .. | Bronze |

Additional District Census Officer

- | | | | |
|----|--|----|--------|
| 1. | Shri N. Momon Singh, D. S. O., Manipur East District | .. | Silver |
|----|--|----|--------|

Deputy District Census Officer

- | | | | |
|----|---|--|--------|
| 1. | Shri L. Mohendra Singh, Imphal Municipality | | Silver |
|----|---|--|--------|

List of officers recommended by the Principal Census Officer (Deputy Commissioner)
for award of 1981 Census Medals

CHARGE OFFICERS

Sl. No.	Name & designation	Type of Medal
1	2	3
Manipur Central District		
1.	Shri R. K. Angousana Singh, MCS Sub-Divisional Officer, Thoubal ..	Silver
2.	Shri L. Bhubonchandra Singh, MCS Sub-Divisional Officer, Jiribam ..	Bronze
Manipur North District		
1.	Shri K. Mani Singh, MCS Sub-Divisional Officer, Sadar Hills West ..	Silver
2.	Shri Th. Ramananda Singh, MCS Sub-Divisional Officer, Sadar Hills East ..	Bronze
Manipur East District		
1.	Shri R. C. Misra, IAS Sub-Divisional Officer, Ukhrul Central ..	Silver
2.	Shri L. Kedarnath Sharma, MCS Sub-Divisional Officer, Ukhrul South ..	Bronze
Manipur South District		
1.	Shri Th. Bihari Singh, MCS Sub-Divisional Officer, Thanlon ..	Silver
2.	Shri J. Lungawi, MCS Sub-Divisional Officer, Singhat. ..	Bronze
Manipur West District		
1.	Shri Dichamang Palmai, MCS Sub-Divisional Officer, Tamenglong North ..	Silver
Tengnoupal District		
1.	Shri S. Jerol, MCS Sub-Divisional Officer, Tengnoupal. ..	Silver
2.	Shri G. P. Joshi, IAS Sub-Divisional Officer, Chandel. ..	Bronze

SUPERVISORS

Sl. No.	Name & designation	Type of Medal
1	2	3
Manipur Central District		
1.	Shri L. Rabachand Singh, Assistant Teacher, Lambasarak Jr. H. School, Jiribam.	Silver
2.	Shri Kh. Tejmani Singh, Kakching, C/o S. D. O., Thoubal	Bronze
Manipur North District		
1.	Shri Th. Lakshman Singh, Assistant Teacher, Maram High School	Silver
2.	Shri K. S. Kapangkhu, Assistant Teacher, C/o Dy. Commissioner (North)	Bronze
Manipur East District		
1.	Shri Ngatangmi, Assistant Teacher, Sanakeithel Chingsang High School.	Silver
2.	Shri John, Assistant Teacher, Nambasi High School	Bronze
Manipur South District		
1.	Shri Tunpan, Assistant Teacher, Churachandpur High School	Silver
2.	Shri T. Goihzathang, E. O. (AH), C/o S.D.O. Singhat	Bronze
Manipur West District		
1.	Shri K. Indrajit Singh, S. I. C/o District Statistical Officer, Tamenglong	Silver
2.	Shri N. Saratchandra Singh, P.A. (Dev), C/o B.D.O., Tamei	Bronze
Tengnoupal District		
1.	Shri Puminthang, Head Master, Khumthu Jr. High School	Silver
2.	Shri C.R. Berang, E. O. (Agri.), C/o B. D. O., Chandel	Bronze

ENUMERATORS

Sl. No.	Name & designation	Type of Medal
1	2	3
MANIPUR CENTRAL DISTRICT		
Imphal West Block—I		
1.	Shri L. Nabakumar Singh, Panchayat Secretary.	.. Silver
2.	Shri Md. Nurjaman, V. L. W./IW-I	.. Bronze
Imphal West Block—II		
1.	Shri M. Rati Singh, C/o B. D. O., Imphal West II	.. Silver
2.	Shri S. Surchand Singh, Co/.D.O., Imphal West-II	.. Bronze
Imphal East Sub-Division		
1.	Md. Mausur Ali, Zilladar, C/o S. D. O. (IE)	.. Silver
2.	Md. Azizur Rahaman, Mandol C/o S. D. O. (Imphal East)	.. Bronze
Jiribam Sub-Division		
1.	Shri A Gouramani Sharma, Assistant Teacher, Lalpani U. J. B. School	Silver
2.	Shri L. Barindra Roy, Pandit, Kalinagar L. P. School.	.. Silver
Bishenpur Sub-Division		
1.	Shri Kh. Narahari Singh, Assistant Teacher, Bishenpur Chingning L. P. School	.. Bronze
2.	Shri L. Ibopishak Singh, Assistant Teacher, Nachou Girls, L. P. School	.. Bronze
Thoubal Sub-Division		
1.	Shri Th. Jogendra Singh, Lamding, C/o S. D. O., Thoubal	.. Silver
2.	Shri M. Gambhir Singh, Mandol C/o S. D. O., Thoubal	.. Bronze
MANIPUR NORTH DISTRICT		
Mao-Maram Sub-Division		
1.	Shri S. Kaiso, Assistant Teacher, Purnamamei U. J. B. School	.. Silver
2.	Shri L. Puni, Assistant Teacher, Khoide Jr. High School	.. Bronze
Sadar Hills West Sub-Division		
1.	Shri T. Chandra Singh, Assistant Teacher, Tumnoupokpi Jr. High School	.. Silver
2.	Shri Amang Haokip, Head Pandit, Kanglatongbi Orphan School	.. Bronze
Sadar Hills East Sub-Division		
1.	Shri Silkhojang, Assistant Teacher Laikot Khunou L. P. School	.. Silver
2.	Shri Phumkhomang, Assistant Teacher, Saikul L. P. School	.. Bronze

1	2	3
MANIPUR EAST DISTRICT		
Ukhrul North Sub-Division		
1.	Shri A. S. Maisui, Assistant Teacher, Nungbi Khullen J. B. School ..	Silver
2.	Shri A.S. Yangni, Assistant Teacher, Huisu J. B. School ..	Bronze
Ukhrul Central Sub-Division		
1.	Shri A. S. Abraham, Assistant Teacher, Choithar J. B. School. ..	Silver
2.	Shri R. S. Joshna, Assistant Teacher, Serarakhong J. B. School ..	Bronze
Phungyar-Phaisat Sub-Division		
1.	Shri Zairei, Assistant Teacher, Tangkhul Hundung Jr. H. School ..	Silver
2.	Shri Yartee, Head Pandit, Khuson J. B. School.	Bronze
Kamjong-Chassed Sub-Division		
1.	Shri Prongthe, Hindi Master, C. S. D. J. B. School ..	Silver
2.	Shri L. Ngulkhosei, Head Pandit, Gilchinang U J. B. School. ..	Bronze
Ukhrul South Sub-Division		
1.	Shri Kumar Sharma, Assistant Teacher, Nambashi Khullen .. L. P. School	Silver
2.	Shri Khuwasung, Head Pondit, Khamlang J. B. School. ..	Bronze
MANIPUR SOUTH DISTRICT		
Churachandpur Sub-Division		
1.	Shri Lalhmingthang, Assistant Teacher, Churachandpur High .. School	Silver
2.	T. Thangpi, Lambu, SDO's office, Churachanppur ..	Bronze
Singhat Sub-Division		
1.	Shri S. Kamzadal, Asstt. Teacher, Singhat Govt. High School. ..	Silver
2.	Shri Thummang, Head Pandit, Tuikimollen Govt. L. P. School ..	Bronze
Tipaimukh Sub-Division		
1.	Md. Habibur Rehman, Assistant Teacher, Sartuinek Jr. High School ..	Silver
2.	Shri L. Thanvel, Assistant Teacher, Parbung High School ..	Bronze
Thanlon Sub-Division		
1.	Shri Bheigy Singh, Assistant Teacher, Thanlon High School ..	Silver
2.	Shri Ginzatun, Teacher, Phaipheng J. B. School ..	Bronze
Henglep Sub-Division		
1.	Shri Paokhthong, Assistant Teacher, Mongken L. P. School ..	Silver
2.	Shri Henneilam, Assistant Teacher, Songlal L. P. School ..	Bronze
MANIPUR WEST DISTRICT		
Tamenglong Sub-Division		
1.	Shri Keininglung, Head Pandit, Dailong L. P. School ..	Silver
2.	Shri Gaijon, Hindi Teacher, Khongjron J. B. School ..	Bronze

1	2	3
Tamenglong West Sub-Division		
1.	Shri R. Tabam, Assistant Teacher, Tousem L. P. School	.. Silver
2.	Shri R. Ditalak, Asstt. Teacher	.. Bronze
Tamenglong North Sub-Division		
1.	Shri P. Wingam, Assistant Teacher, Tamah L. P. School	.. Silver
2.	Shri P. Haize, Assistant Teacher, Bunning J. B. School.	.. Bronze
TENGNOUNPAL DISTRICT		
Chandel Sub-Division		
1.	Shri L. Thumthung, Head Pandit, Chandel L. P. School	.. Silver
2.	Shri R. Koren Mayon, Assistant Teacher, Khongjan J. B. School	.. Bronze
Chakpikarong Sub-Division		
1.	Shri M. Biramangol Singh, Peon, C/o B.D.O., Chakpikarong.	.. Silver
2.	Shri Ngulkhoyam Haokip, Assistant Teacher, Yangoulen L. P. School	.. Bronze
Tengnoupal Sub-Division		
1.	Shri R. Angsang, Teacher, Koibu Jr. High School.	.. Silver
2.	Shri Thonkothang, Lambu, C/o SDO, Tengnoupal.	.. Bronze
List of Enumerators recommended by the Principal Charge Officer, Imphal Municipality.		
1.	Shri Ph. Surendro Singh, Assistant Teacher, Keisamthong J. B. School	.. Silver
2.	Shri Ng. Ibotombi Singh, Assistant Teacher, Sanamacha L. P. School	.. Bronze
List of officials who have been awarded Census Medal for their outstanding works in the 1981 Census Operations, Manipur.		
1.	Shri S. Birendra Singh, Investigator	.. Silver
2.	Shri Y. Rajendra Singh, Assistant Compiler.	.. Bronze
3.	Smt. S. Jeevanlata Divi, Assistant Compiler.	.. Bronze

**CENSUS OF INDIA 1981
(ECONOMIC CENSUS)
ENTERPRISE LIST**

1. State/Union Territory Code No. 5. Name or No. of Ward/Mohalla/Hamlet Code No.
 2. District Code No. 6. Enumerator's Block No. Code No.
 3. Tehsil/Taluka/P.S./Dev. Block/Circle etc Code No. 7. C. D. Block Code No.
 4. Village/Town Code No. 8. Rural/Urban Code No.

Line number of Houselist (col. 1 of HL)	Census house No. (col. 3 of HL)	Sl. No. of enterprise		Description of activity of enterprise	Code	Classification of enterprise (agri-1, non-agri-2)	Nature of operation (perennial-1, seasonal-2)	Type of ownership*	Social group of owner (SC-1, ST-2, others-3)	Power/fuel used for activity**	Number of persons usually working daily						Remarks			
		(col. 4 of HL)	(col. 7 of HL)								Non-agricultural enterprises (Code 2 in col. 5)			Agricultural enterprises (Code 1 in col. 5)						
											Males	Females	Total (including unpaid workers)	Males	Females	Total		Total (including unpaid workers)	Hired	
1	1 (1)	2	3	4	4 (1)	5	6	7	8	9	10	11	12	13	14	15	16	17	18	
		[a]	[a]	x x x	x	[b]	[b]	[b]	[b]	[b]			[c]			[c]		[c]		x x x
Total	x x x																			x x x

Signature of Enumerator.....date.....
 Signature of Supervisor.....date.....
 [a] Count number of entries and give total.
 [b] Count number of entries with code 1 and give total.
 [c] Count number of entries and give total in the brackets.

* Type of ownership — private-1, cooperative-2, central govt-3, state govt-4, local body-5, others-6
 ** Power/fuel used — without power-1, electricity-2, coal/soft coke/wood-3, petrol/diesel-4, gas-5, animal power-6, others-7

No. 7/2/78—States
 Government of India/Bharat Sarkar
 Ministry of Home Affairs/Grih Mantralaya

New Delhi-110001, the 6th June, 1980.

To

The Chief Secretaries of all States and Union Territories

Subject : Proposals for change in the names of villages, towns and railway stations—deferment of till June 1981.

Sir,

I am directed to say that the Ministry of Home Affairs have been receiving proposals from the State Govts. and Union Territories suggesting changes in the names of villages, towns and railway stations situated in their jurisdictional limits. Proposals on receipt, are examined in the light of the guidelines laid down in this Ministry's letter No. 130/53-Public dated the 11th September, 1953, and concurrence of the Govt. of India conveyed to the State Govts. and Union Territories where the guidelines laid down are fulfilled.

In this connection, I am to say that the next decennial population census would be conducted under the direction of the Registrar General and Census Commissioner for India in February-March 1981. To ensure complete coverage at the census, the entire country will be divided into small enumerator's blocks within the frame work of administrative units in the States and Union Territories. For the efficient conduct of the census operations, it will be necessary to ensure that the boundaries of the administrative units are not disturbed until the census enumeration and tabulation of data are completed. Keeping this in view, the Ministry of Home Affairs *Vide* their letter No. 9/17/79-CD (CEN) dated the 10th May, 1979, to the Chief Secretaries of all the States and Union Territories have requested them not to carry out any jurisdictional changes till 30th June, 1981, by which time the census operation is likely to be completed.

The reasons for not carrying out any jurisdictional changes, in view of the census operation, hold equally good in not carrying out changes in the names of villages, towns and railway stations. It is felt that if the name of a locality is changed, there may be difficulties in identification etc. and it may create handicaps in completing the census operation successfully. As such, the Govt. of India would appreciate, if all proposals for carrying out changes in names of villages, towns, and railway stations, which may be pending or which may be taken up in the near future are deferred till 30th June, 1981.

Yours faithfully,

Sd/- (R. K. WADEHRA)

DIRECTOR(CH)

No.1/34/79—Ad.I
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
OFFICE OF THE REGISTRAR GENERAL, INDIA

2/A, Mansingh Road
New Delhi—110011, the 26 June 1979

To

The Chief Secretaries to the
Government all States and
Union Territories
(except Delhi and Lakshadweep)
Administrator, Lakshadweep, Kavaratti.

Sub:—Clerical assistance to District, Sub-divisional Tehsil/Taluk/ Thana establishments, and Urban Local Bodies, in connection with the 1981 Census work.

Sir,

I have the honour to say that the preliminary work to organise the national census of population, during February-March, 1981, has commenced in full swing in all the States and Union Territories. As a prelude to the Census count, house-listing operations in which a houselist and, alongwith it an economic census schedule is proposed to be canvassed, will be carried out in 1980, about a year in advance of the actual population count in 1981. Traditionally, this country has had the privilege of conducting these operations with the voluntary and close cooperation of the State/UT. Authorities since the latter are deeply interested in taking the Census in their respective territories. The State Government/UT. Administration will be declaring the Deputy Commissioners/Collectors, Sub-divisional officers, and Tehsildars, etc., as the Census officers in their respective jurisdictions. These officers will be responsible for the conduct of the Census Operations in their respective areas under the guidance of the Director of Census Operations in the State/UT. The Census Officers will be required to attend to the delimitation of Census Charges, selection and training of Census enumeration agency, introduction of the system of permanent house-numbering, Census Publicity, Receipt and Despatch of Census Enumeration Schedules, instructions and other literature on census, and the actual count, in consultation with the Director of Census Operations.

2. As the State/UT. officials and their offices, especially those who will be associated with the Census Operations in their areas, are heavily worked, it has been considered necessary to provide some clerical assistance to District/Sub-Divisional/Tehsil establishments, and Urban local Bodies, such as Corporation Municipal bodies, etc., so as to help them in carrying out the Census Operations in the correct way and according to the time schedule. I may add in this connection that this pattern of providing clerical assistance to these establishments was first introduced in the 1961 Census and continued in the 1971 Census. It is considered necessary to continue this practice in the 1981 Census as well.

3. The scale of clerical assistance provided to the District etc. establishments for 1971 Census Operations in all States/Ut. was as follows:

District Census Offices in State/UTs.	1 Upper Division Clerk
	1 Lower Division Clerk
Sub-divisional Offices in Bihar and Assam	1 Peon
Sub-divisional Offices in Orissa and West Bengal	1 Upper Division Clerk
Tehsil/Taluk/Thana Offices in other States/UTs.	1 Lower Division Clerk

Local Bodies

- | | |
|---|--|
| (i) Cities with between 1 and 2 lakhs of population | 1 Upper Division Clerk |
| (ii) Cities with over 2 lakhs of population | 1 Upper Division Clerk |
| | 1 Lower Division Clerk
for every additional
1 lakh of population |

The aforesaid scale of assistance will be available for the 1981 Census also from 1. 8. 1979 upto the end of May 1981, except in the cases of cities of Greater Bombay, Calcutta and Madras. For the metropolitan cities of Greater Bombay and Madras respectively, the arrangement that was followed by the State Governments, for the 1971 Census, may be continued for the 1981 Census as well. For the City of Greater Bombay, clerical assistance of the following scale was provided to the Municipal Corporation, at the 1971 Census, keeping in view the fact that the Bombay Municipal Corporation bore 50% of the total expenditure incurred on the census of that city:—

(i) Section Officers	—100
(ii) Instructors	—125
(iii) Full time Clerks	— 60
(iv) Full time labourers	— 30

For the city of Madras, the following staff were appointed under the Deputy Director of Census Operations (for Madras City):—

(i) Assistant Revenue Officer	— 4
(ii) Manager	— 1
(iii) Steno-typist	— 3
(iv) Upper Division Clerk	— 4
(v) Lower Division Clerk	— 1
(vi) Typist	— 1
(vii) Peon	— 10

The staff worked under the administrative control of the Commission of the Corporation of Madras. They were treated as part of the corporation staff and were paid the local rates of pay. The Madras Corporation incurred the expenditure initially which was re-imbursed to them in full by the Census Organisation, later. For the metropolitan city of Calcutta, there will be a separate unit under the Director of Census Operations, West Bengal to look to the details of the Census Operations in that city, as in 1971 Census.

4. The staff to be appointed against these posts will have to be treated as part of the district/sub-divisional, etc., establishments of the State Government/UT. Administration and their pay and allowances will be the same as those of other members of corresponding grades of the respective establishments. That is to say, the required number of posts will be created as additional posts in the district and other establishments, on local scales of pay for the corresponding posts and appointments will be made to these posts by the competent authority of the State Government/UT Administration. The expenditure to be incurred on pay and allowances of this extra staff will be met in full by the Government of India.

5. At the 1971 Census, provision for this expenditure was made in the Census budget in each State/UT circle of accounts under the sub-head "B-Enumeration". The Director of Census Operations on his part allocated provision under this sub-head to each district officer depending upon the quantum of clerical assistances provided to that district according to the scale of assistances mentioned in paragraph 3 above. The pay and allowances of the staff were drawn by the district officers concerned and the expenditure debited directly to the Government of India against the Census budget, under the sub-head "B-Enumeration". The district officers were required to send monthly

expenditure figures to the Director of Census Operations concerned for effective financial control and for reconciliation of the expenditure figures with those booked by the Accountant General in the respective State/UT.

But, on re-examination later, the Accountant General, Central Revenues, informed this office that the procedure evolved and followed at the 1971 Census did not conform to the Accounting procedure to be followed in regard to transactions in connection with the agency functions entrusted to State Governments under Article 258 of the constitution, as laid down in Government of India, Ministry of Finance O. M. No. F. 1 (136)-B/64 dated 9th January, 1965, the relevant part of which is extracted below:-

“The extra cost to the State Governments arising mainly in respect of the additional staff employed or contingent and other expenditure, as in the case of work devolving on the State Governments in connection with the administration of the Census Act, is re-imbursable under Article 258(3) of the constitution. Expenditure in this regard should be provided in the State Budget in the first instance and adjusted in the accounts of the State Governments under the normal Heads of Account. These will be re-imbursed in lump to the State Governments”

The Ministry of Finance, Government of India, and the Comptroller and Auditor General of India, who were consulted by this office, about it, advised that the procedure mentioned above was the correct procedure and should be followed in future in such cases of agency functions entrusted to the State Governments under Article 258(3) of the Constitution. Accordingly, it is proposed to follow this procedure in regard to the expenditure to be incurred on the clerical assistance to the District/Sub-divisional/Taluk, etc. offices, for the 1981 Census. In other words, the expenditure on clerical assistance will be incurred by the State Government/UT Administration initially, which will be re-imbursed to them in full by the Government of India. Incidentally, this was the procedure followed at the 1961 Census. In order that the expenditure incurred by the State Government/UT Administration during a financial year is re-imbursed to them before the close of that financial year itself, by the Government of India, the expenditure figures as certified by the Accountant General may be communicated to the Director of Census Operations in your State/UT, in the month following the month to which the figures relate. The intention is that funds provided for the purpose, by the Government of India, during a particular year, is not allowed to lapse.

6. I am to request that orders of the State Government/UT Administration may kindly be issued.
- (i) For the creation of the requisite No. of posts with effect from 1st August, 1979 according to the scale indicated in paragraph 3 above;
 - (ii) Requesting the District/Sub-divisional/Tehsil/Taluks or Thana Officers and Urban Local Bodies to post the best available staff for census as soon as the posts are created in their respective establishments;
 - (iii) For the provisions of requisite funds in the budgets of the Districts/Sub-divisions/Tehsils or Taluks or Thanas and of the Urban Local Bodies concerned, during the current and subsequent financial years, for meeting the expenditure on the clerical assistance to be provided to them for 1981 Census work; and
 - (iv) For the maintenance of separate accounts in respect of the pay and allowances, etc., of the staff appointed against the posts to be created for census work and for furnishing a monthly consolidated statement of such expenditure for each district and for the State/UT as a whole, duly certified by the Accountant General of your State/UT to the Director of Census Operations in your State/UT. for arranging re-imburement to the State Govt./UT Administration.
7. As the 1981 Census work has gained considerable momentum, it will be very much appreciated if orders of the State Government/UT Administration, as requested in the preceding paragraph, are issued immediately so as to maintain the pace of progress so far achieved and to make the 1981 Census Operations a success.

8. A copy of the orders issued by the State Government/UT. Administration may kindly be endorsed to the Director of Census Operations in your State/Union Territory.

Yours faithfully,
Sd/
Registrar General, India

No. 1/34/79-AdI

New Delhi-110011, the 26th June 1979

Copy forwarded for information to:—

1. All Directors of Census Operations in States/Union Territories.
2. Pay and Accounts Officer (Census), Ministry of Home Affairs.
3. Ad. III Section (Budget Assistant).
4. A.R.G.(C)
5. P.A. to D-R.G.(C)

Sd/—
(V.P.Pandey)
Deputy Registrar General, India.

No. 41/2/80-GAP

GOVERNMENT OF MANIPUR

SECRETARIAT : GENERAL ADMINISTRATION DEPARTMENT

NOTIFICATION

Imphal, the 17th April, 1980.

It is hereby notified for general information that all the works connected with the 1981 Census should be treated as of paramount importance. It will be the duty of all Government servants who are associated with this work to ensure that the instruction issued by the Director of Census Operations, Manipur for the conduct and guidance of Census Officers out pertaining to the various aspects of the Census are carefully gone through and carried promptly, efficiently and correctly.

2. It is further directed that the services of the staff of all departments including Educational Institutions excepting the Police, including Manipur Rifles, Medical & the Transport Deptts. and other essential services should be made available for Census duties on requisition by the Director of Census Operations, Manipur, D Cs., District Planning Officers, Executive Officer, Imphal Municipal Board and S. D. Os and B. D. Os who have been appointed as different Census Officers at various levels. To make the ensuring Census a grand success Government desire from all classes of Government servants their sincere and willing co-operations and they should render their best services in various capacities when they are called upon to do Census duties.

3. All Heads of Departments and Heads of Offices should comply with the following instructions:—

- i) List of Government servants working under them should be forwarded to District Census Officer/Principal Census Officer/Charge Officer whenever requested and they should release the personnel selected as Census Officer/Supervisor/Enumerator for

Census duties as well as for their training at the appropriate time.

- (ii) No application from the Government servants for exemption from the Census works/duties should be entertained except in case of genuine and serious sickness. Grant of exemption in such deserving cases should be finalised in consultation with the appropriate Census Officer.
- (iii) No transfer/posting of any Government servant selected for training and appointed as Census Officer/Supervisor/Enumerator until the middle of March, 1981 should be ordered save under exceptional circumstances. The relevant Census Officer at the appropriate level should be kept informed of any such transfer/posting.
- (iv) Any negligence in the performance of Census duty will be considered dereliction of duty and will be dealt with under the appropriate provisions of the Census Act and the normal Conduct rules. As such instructions should be issued by all Heads of Department to their subordinate officers/offices to follow the instructions of the various Census Officers and to perform their assigned Census duty honestly and diligently.

By order of the Governor

Sd/-

(L. B. Thanga)

To Chief Secretary to the Govt. of Manipur
All Heads of Offices/Departments, Government of Manipur.

No. 9/17/79—CD (CEN)
GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS

New Delhi, the
10 May 1979

To

The Chief Secretaries of all States and Union Territories.

Subject : Boundaries of administrative units—fixity during 1981 Census Operations.

Sir,

I am directed to say that the next decennial population census would be conducted under the direction of the Registrar General & Census Commissioner for India in February-March, 1981. To ensure complete coverage at the census, the entire country will be divided into small enumerator's blocks within the framework of the administrative units in the States and Union Territories. The process of determining the blocks has to start much in advance of the actual census and they will be got marked on the census maps to obviate overlapping or omission of areas. In fact, monitoring of jurisdictional changes after 1971 Census is being done by the State Census Directorates with a view to updating the census maps. In this connection, the Registrar General, I understand, had written to you vide his letter No. 1/24/77-RG (P) dated 11 January, 1978.

2. I need hardly say that for the efficient conduct of the census operations, it is necessary to ensure that the boundaries of the administrative units are not disturbed after the blocks have been determined and until the census enumeration and tabulation of data are completed. It is expected that the demarcation in blocks would be taken in hand from the 1st October, 1979.

3. If the areas of the administrative units on the basis of which the census data are collected, are altered after the census, the usefulness of the data, you will doubtless appreciate, would be considerably reduced. It is, therefore, desirable to ensure that as far as possible, the boundaries of administrative units remain undisturbed throughout the major part of the next decade. Hence, wherever any changes in the jurisdiction of the present administrative units are found necessary it would be desirable to effect the

change well before the enumerator's blocks are demarcated, *i.e.*, before 1 October, 1979.

4. In the circumstances, Government of India would appreciate if all proposals for reconstituting area or making adjustments in the jurisdiction of municipalities, revenue villages, tehsils, police stations, development blocks, talukas, sub-divisions, districts, revenue division etc. which may be pending or which may be taken up in the near future are finalised and given effect to before the 1st October, 1979. All such changes may please be intimated to the State Census Director concerned and to the Registrar General, India. In any case, the State Govt. may kindly ensure that no changes whatsoever are made in the boundaries of these units during the period from 1 January, 1980 to 30 June, 1981.

5. Further correspondence in regard to this matter, if any, may kindly be addressed to the Registrar General, India, 2/a, Mansingh Road, New-Delhi-110011 (Telegraphic address : REGGENLIND, New Delhi, Telephone : 383761).

Yours faithfully,
Sd/-

(M. L. KAMPANI)

Addl. Secy. to the Government of India
No. 9/17/79-CD (CEN) New Delhi, the

Copy with 100 spare copies to the Registrar General, India, New Delhi, for transmission to all Directors of Census Operations and other concerned for information and necessary action.

Sd/-

(M. L. KAMPANI)

Addl. Secy. to the Government India

ERRATA

Page	For	Read
Page 11 para 3.11 9th line	Schedule Tribes	Scheduled Tribes
Page 17 para 5.1 16th line	unsettling,	unsettling,
Page 38 para 11.4 35th line	successful	successful
Page 40 para 11.1 4th line	word the	the word
Page 40 para 11.11 3rd line from the last	difficencies	deficiencies
Page 41 para 11.17 1st line	questionairs	questionnaires
Page 42 para 12.2 9th line	estabishments	establishments
Page 43 para 12.4 37th line	insert the word 'of' between the words 'case' and 'District'	
Page 44 para 12.5 6th line	Demy Officer	Demi Official
Page 48 para 13.11 last but one line	insert the word 'be' between the words 'also' and 'awarded'	
Page 53 para 13,23 24th line	insert the word 'of' between the words 'office' and 'our'	
Page 55 para 14.1 30th line	programe	programme
Page 55 para 14.4 6th line	Insert the words 'District Census Officers, Additional District Census Officers' between the words 'officers' and 'and'	
Page 55 para 14.5 2nd line	Officer-in-charge	Officers-in-charge
Page 57 Appendix I para 2 3rd line	ensuses	censuses
Page 66 Census circular No. 1 1st para 2nd line	decinnial	decennial
Page 68 the census Act 1948 3rd line	expedent	expedient
Page 68 11th line	contrued	construed