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ADMINISTRATION REPORT

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PART I
ENUMERATION
SECTION I
GENERAL

A record of the administrative measures taken and experiences gained during the Census Operations of 1951 should be kept primarily for the benefit of those who may have to shoulder similar responsibility in future. Facts mentioned in circular letters and instruction pamphlets issued from time to time have not generally been included in this Report.

2. Headquarters—The office was established on the 3rd of January 1950 with headquarters at Cuttack. My predecessor in 1941 chose Sambalpur as his headquarters mainly because he was able to secure accommodation in the Political Agent's office there. I am of opinion that location of the office at Cuttack has the unique advantage of central situation for touring economy and convenience, easy contact with departmental and Secretariat officials, availability of books of reference and considerable facility in printing. By the time the next Census Operations come, Bhubaneswar would have become the full-fledged seat of the State Government. Even then preference for location of the Census headquarters may go in favour of Cuttack, mainly in view of the outweighing advantage of printing facilities; unless the 'Domestication of Phoenix' now under consideration by the Registrar General becomes an accomplished fact in the meanwhile and the State Government are able to offer permanent accommodation for this office in the Secretariat building at Bhubaneswar.

3. Office Establishment—The strength of the Superintendent's office starting with two assistants in January 1950 grew up to five in course of a few months, as mentioned below:

Employees	Scale of pay
(1) Head Assistant ...	Rs. 260—10—300—15—330
(2) Stenographer ...	Rs. 155—5—160—10—220— E.B.—10/2—250.
(3) Accounts Assistant	Rs. 90—5—120
(4) Grade II Assistant	Rs. 90—5—120
(5) Typist ...	Rs. 50—2—70—E.B.—2—90

4. There were two peons and one chawkidar for the office and two orderly peons for the Superintendent.

5. I had the unique opportunity of securing the services of reliable and experienced assistants belonging to the permanent establishment of the Revenue Commissioner's (now Board of Revenue) office on account of my association with that office prior to my taking over the present responsibilities. The staff was generally overworked and was able to cope with the work because all the assistants worked in a solid team, taking personal interest as members of a common household and it was not unusual to see them at work either late in the evening or on holidays.

6. Ex officio Secretariat status—In the Census of 1941 difficulty was felt by Mr. Bell in the matter of prompt execution of Circulars and Orders issued by him to the local officers. As Census is a Central subject and the Superintendent and his office are maintained by the Government of India, it was considered necessary that some special status should be conferred so as to enable him to speak as an officer of the Provincial Government. Mr. Bell, therefore, moved the Government of Orissa for conferment of the status of *ex officio* Deputy Secretary to the Government of Orissa. The matter after prolonged examination was finally dropped. On the eve of the present Census, the difficulties which led my predecessor to move the Government in this matter were felt on a magnified scale on account of the diverse preoccupation of District and Subdivisional Magistrates during the post-war period, particularly with special responsibilities arising from memorable political events, such as the end of the British Rule, extensive territorial changes on account of integration of Feudatory States with the area of the old Province, shortage of food and rehabilitation of evacuees which were matters of all-India importance and

some of which were placed on war economy level. I, therefore, revived the question and pressed the State Government for reconsideration of the proposal. The matter was examined at length and ultimately the Government conferred on me the *ex officio* status of Deputy Secretary to the Government in the Revenue Department in the Home Department notification No. 18089-A., dated the 15th October 1950. But this could not be done earlier than the middle of October 1950 by which time a good many of Circulars and Orders had issued. The principle has, however, been accepted at this Census and it is hoped that the precedent will be useful in future.

7. Difficulties faced—The State Government were unable to provide accommodation for this office in the already congested temporary Secretariat buildings at Cuttack. There was considerable overcrowding in Cuttack, which had grown in population since the establishment of the Provincial Capital in 1936 - without corresponding growth in the number of houses. Bhubaneswar was not yet ready to relieve congestion at Cuttack, where the official, business and general population thronged without a second choice within the tongue of land formed at the bifurcation of two rivers. It was difficult even to find a house which could be requisitioned by the District Magistrate. Ultimately, personal efforts succeeded in securing a private building on a monthly rent of Rs. 150.

8. Then followed the difficulty of a serious nature on account of complete loss of files and records consigned to the Secretariat Record Room on the close of the 1941 Census Operations. The State Government were unable to trace out the files and make them over to me. It was not also possible to obtain the records of 1931 and earlier Censuses as Orissa was then only a part of a bigger province with its headquarters elsewhere. I was handicapped by the absence of precedents and perhaps was a little more favourably placed than my distant predecessor Mr. H. Beverly in 1871 when the first Census in India was taken, in the sense that I could fall back upon collecting

from District Offices a few Circular letters issued in 1941. Moreover the Registrar General was good enough to spare his manuscript copy of the Administration Report for 1941 on my request. These were the very scanty materials which assisted me in forming initial notions of my responsibilities before I proceeded to attend the Conference in New Delhi in February 1950.

9. Printing—The Orissa Government Press was contacted at first for executing all printing work but as the Press has no sufficient equipments and is housed in a private rented and comparatively small building, it was unable to entertain all the printing work from time to time. The majority of the forms, booklets, etc., were printed in private presses of Cuttack. The work executed by private presses was not much inferior to that of the Government Press and was generally executed more quickly than was possible for the Government Press. Time factor was so important at this stage that even if the Government Press were well equipped and large, it was probable that private presses got the preference for census printing work. Printing charges, however, were higher than the scheduled rates fixed by the Controller of Printing and Stationery, India. Under the rules the printing bills were required to be countersigned by the Controller of Printing and as the rates were invariably in excess, it was necessary from time to time to move the Registrar General to accord sanction to the bills submitted by private presses. This led to delay in the payment of bills resulting in dissatisfaction and some amount of unwillingness on the part of private presses to entertain further work.

10. Recognition of meritorious census work—It was customary in the past for the Government to accord formal recognition to the services rendered by census personnel. During the present census, lack of keenness throughout the country was so perceptible that it was doubtful if the tradition of unpaid enumeration could be kept up. It was, therefore, necessary to induce a spirit of healthy emulation among census workers by some special measure. It was suggested that

the usual recognition of census services made by the State Government should be reinforced by some form of all-India recognition. The Government of India decided that census services distinguished by outstanding zeal and quality should be recognised in a suitable form by the award of 1951 Census medal in the name of the President of India. These medals were given in two types, namely, the silver medals for men of topmost merit and the bronze medals for other meritorious workers.

11. It was further decided that the number of awards should be fixed in relation to the population of each State. The silver medals were sanctioned at the rate of one and the bronze medals at the rate of two for a population of one lakh. Accordingly 144

silver medals and 288 bronze medals were sent by the Master of the Mint, Bombay, under orders of the Registrar General for distribution in Orissa.

12. In addition, the recognition by the State Government was made in two forms. The first was a *sanad* to be given under the signature of the President of the Board of Revenue, Orissa and the second was a certificate under the signature of respective District Magistrates. The State Government decided to restrict the award of *sanads* to 5 per cent and the certificates to 15 per cent of the total number of census personnel of each district. In actual experience it was seen that the percentage fixed was too liberal. In future the award should be restricted to 2 per cent and 10 per cent respectively.

SECTION II
ORGANISATION OF WORK IN DISTRICTS
GENERAL ATMOSPHERE FOR CENSUS

13. Co-operation of State Government officers—Administrative officers of the present day have to shoulder so many different types of responsibilities, many of which are given top priority by the Government, that during the operations of 1951 they could with difficulty find time for paying the required amount of attention to census work. Problems, such as, Intensive Cultivation Scheme, rehabilitation of refugees, procurement and other aspects of food drive, etc., were almost treated on war economy level. The State Government, however, issued a number of Circulars (Appendices B-3, B-4 and B-5) on my request which were supplemented by departmental orders of the Revenue Commissioner and the Commissioner, Northern Division, impressing on the District Officers about the utmost importance of census responsibilities. Action was also taken by the State Government to issue instructions to District Officers that they should impress on District Census Officers and Sub-divisional Officers and others connected with census duties that the quality of their census work will be judged at the time of writing their character rolls for the year. Contact made with Departmental Heads, such as the Inspector-General of Police and others, resulted in issue of departmental orders (Appendices B-6 and B-7) to subordinate officers requiring them to discharge the census duties with full sense of responsibility.

14. The utmost was thus done in order to induce the local officers of all ranks and departments to take the census work as seriously as possible. There were, no doubt, some cases of delay and negligence by subordinate officers necessitating issue of demi-official letters, telegrams and reminders from my office which kept a watchful eye on the course of operations all through. But in spite of weak spots here and there, the overall

response by the officers of the State Government to census work was highly satisfactory considering the heavy strain on the administration caused by a multitude of present-day troubles.

15. Co-operation of citizens—The success of the Census Operations depends, however, as much on the attitude of the people as on the keenness of local officers. Firstly, the local population must be able to supply a contingent of census personnel, numbering several thousand heads per district, who must be ready to undertake duties for about six months without hoping for any monetary gain. Then there must be the spirit of co-operation in every citizen so that he may give correct and prompt replies to the questions put by the enumerator, assist the enumerator in promptly enumerating other members of a household, give information regarding houseless persons in the vicinity and so on. In order to create interest among the mass of population, measures were taken for popularising the census operations by a series of broadcast talks and by various other publicity measures. As the enumeration period gradually drew nigh, the people in general got psychologically ready to respond to the call of enumerators and offer necessary co-operation in re-checking of house numbers, preparing house lists and enumerating themselves as well as residential, absentee and houseless population of the locality. I personally had a good deal of apprehension in August 1950 about the amount of co-operation that might be secured from the people in the present times but by December my anxiety had gone.

16. There was no opposition or superstitious fears relating to counting heads. There were no political disturbances or difficulties created by communal tension. In this

respect the time was smooth-sailing and the census was carried through under favourable conditions.

17. Attitude of census personnel—The initial apathy and unwillingness of the people to offer themselves as honorary personnel was gradually won over. Once the recruitment was done, there was in large number of cases no lack of proper interest. There was failure to keep up to standard in some areas but I think this was due not so much to the inefficiency or unwillingness of the enumerators or supervisors as to the want of timely supervision and help by charge superintendents, a vast majority of whom were Sub-Inspectors of Police. There was a number of strong Circulars and departmental orders from the Inspector-General of Police and the District Superintendents, but in spite of this many Sub-Inspectors could not be made to act with full sense of responsibility. Cases of transfer of Police officers working as charge superintendents contributed to their general indifference. The supervisors, on the other hand, who were drawn from respectable middle-class population having a fair amount of education, were found to be more conscientious in general than the charge superintendents. A number of cases came to my notice where some supervisors supplied stationeries or entertained their enumerators at their own cost when giving them training or distributing forms. Failure or bad work on the part of a supervisor was in most cases due to circumstances beyond his control.

18. As regards the enumerators, there were a few cases of resignation, desertion or negligence, but a large majority of them undertook their work conscientiously. Wherever failure occurred, it was mostly due to want of sufficient education. Almost all the enumerators, except a few in Kalahandi, Koraput and Ganjam, were non-official workers and about 90 per cent of them had no education above the primary vernacular stage. In areas where official workers were appointed as enumerators, such as in Ganjam and in portion of Koraput and Sambalpur, the work done by enumerators was of better quality.

19. Abnormal cases—As stated above, there were some cases of negligence in duty or desertion of post. Two strange cases have been reported from the district of Mayurbhanj. In one case, a member of a Scheduled Tribe, who was appointed as an enumerator, was ultimately found to be an unwilling worker, but it was considered advisable not to discharge him as it would have had effect on other workers. He then devised a queer method of getting rid of the responsibilities. On one occasion he was leading his supervisor to another village through a densely wooded tract. He left the supervisor in the thick of forest infested with wild animals and ran away. The supervisor, unable to find his way till nightfall, took shelter on a tree-top and returned the next day hungry and fear-stricken. In another case, an enumerator, being disgusted with the work, burnt the enumeration pads and other papers and fled away to an unknown destination. He returned after the enumeration period was over.

ORGANISATION OF WORK IN DISTRICTS

20. Responsibility of District Magistrates—On my request the Government of Orissa issued a Circular to all District Magistrates impressing on them that the Census Operations were mainly the responsibility of District Officers and District Census Officers took active interest and worked hard for the success of the operations. District Officers on the whole gave effective co-operation and many of them looked personally to the progress of work in different stages with commendable zeal. This was possible to a great extent on account of personal contact with District Officers at frequent intervals.

21. Selection of District Census Officers—This is an important work for the success of the operations in a district is more or less proportional to the interest taken by the District Census Officer. Under the old practice, according to the Imperial Census Code, the District Census Officer was "Usually a covenanted Civilian or a selected assistant of the Provincial Service". During the census of 1941 which was taken during war-time, the selection of District Census

Officers was mainly confined to Deputy Collectors. During the present census, however, the necessity of appointing officers sufficiently high in rank and seniority was impressed on the State Government. Accordingly Additional District Magistrates were appointed as District Census Officers in six districts, while this was not possible in the remaining seven districts where Deputy Collectors were appointed as such. The result of this arrangement now shows that in all the six districts where Additional District Magistrates acted as District Census Officers the standard of work was satisfactory, while out of the remaining seven districts where Deputy Collectors worked only three came up to satisfactory level, the other four leaving much to be desired and causing worry and loss of time and money at the Tabulation stage. Additional District Magistrates as District Census Officers were definitely in an advantageous position and the quality of work in their districts was naturally good on account of the fact that they were able to get effective work done by Subdivisional Officers, while a Deputy Collector working as District Census Officer failed to achieve equal result, particularly where the Subdivisional Officer was senior to him.

22. In earlier decades, Deputy Collectors were looked upon with greater respect and esteem by the general population, so that it was possible for them to undertake responsibilities of influencing thousands of persons to shoulder honorary work, attend training classes and prepare census records within a rigid time limit. Now, with the marked change in the attitude of the people and with corresponding decline in the prestige of public servants, it would be too much to expect from an officer of the same standing to discharge the responsibilities with equal success. Moreover, in older days the District Magistrate was more intimately associated with the day-to-day work of different branches of administration so that if an officer of Deputy Collector's rank was in charge of a districtwise responsibility, the District Magistrate was always close at his back. This is not possible in the same degree at the present time. The success of working a

branch of district administration is now more proportional to the personality of the officer in charge than ever before. One of the districts (Cuttack) where a Deputy Collector was appointed as District Census Officer has suggested on the basis of experience gained during the 1951 Census that an officer of higher status possibly the Superintendent of Police should be appointed as the District Census Officer in future in order to effectively control the charge superintendents who are mostly Sub-Inspectors of Police. The problem, in fact, is not so much to control the Sub-Inspector of Police as to induce the Subdivisional Officer to work with full sense of responsibility within his subdivision. Hence the indispensable necessity of an officer of the status of Additional District Magistrate to run the census administration in a district.

23. **Subordinate charge**—In many of the districts the District Census Officers being burdened with other responsibilities were assisted by junior Sub-Deputy Collectors or Deputy Collectors who mainly were engaged in frequent touring work. This arrangement in districts which adopted it proved very satisfactory.

24. **Transfer of Census Officers**—The work in districts, however, greatly suffered by frequent transfers of officers entrusted with census duties. This was referred to the State Government and a Circular was issued to all Heads of Departments including the High Court in November 1950 (Appendix B-8) to the effect that officers "entrusted with census work should not, as far as possible, be transferred from their present stations till the Census operations are over without consulting the respective District Magistrates". In spite of this Circular, the Police Department could not help a number of transfers. There were also a few cases of transfer of Subdivisional Officers and even of District Census Officers. On protest the Government again assured me in December 1950 (Appendix B-9) that the matter has been carefully noted by the Home Department and that "no transfer of officers engaged in census work will be made except in very exceptional circumstances". But it is regrettable that

inspite of this assurance a number of transfers came, some immediately prior to the enumeration period.

25. An idea may be formed about the large number of changes of District Magistrates, District Census Officers and Subdivisional Officers during the preparatory stage and enumeration period. Within a period of one year from the 1st April 1950 to the 31st March 1951, there were two changes of District Magistrates in five districts, three changes in four districts and four changes in one district. Similarly, there were two changes of Subdivisional Officers in fourteen subdivisions, three changes in twelve subdivisions, four changes in two and five changes in two subdivisions. As regards District Census Officers, there were two changes in six districts, three changes in four districts, four changes in two districts and five changes in one district. Not one district was thus spared. This unusual number of transfers caused a severe strain on my office in an effort to keep up continuity of progress in districts.

26. District Census Clerks—The Census operations entail heavy work on the district office staff particularly six months before and one month after the duration of the enumeration. During this period, viz., September to March, one whole-time clerk in each district office and a part-time clerk in each subdivisional and taluk office are indispensably necessary. In addition, a part-time clerk will be necessary for a period of about three months in each district office from June to August.

27. I contacted the Revenue, Home and Finance Departments of the State Government and pressed for the appointment of district census clerks and subdivisional clerks at the cost of the State Government. There was no precedent and I found it very difficult to convince the State Government. Ultimately I drew their attention to the letter No. 45/14/38-Public, dated the 9th November 1938, from the Joint Secretary to the Government of India, Home Department, New Delhi, to Chief Secretaries of all Provincial

Governments (Appendix B-1). According to this letter there was a complete understanding between the Provinces and the Centre under which the Provincial Government had agreed to place their officers and the administrative system at the disposal of the Census administration without any claim for remuneration or travelling allowance on the Central fisc. The reference to this letter had the desired result and the State Government agreed to my proposal. The Government ultimately sanctioned part-time clerks on special pay of Rs. 30 per month in all the district offices and on Rs. 15 per month in all the subdivisional offices of the State from the 1st August 1950 to the 31st March 1951. In a few districts, however, the clerks were working prior to the 1st of August 1950 and so a small amount of payment was made from the Central Budget with the special permission of the Registrar General.

28. Although a precedent has been created this time for the State Government to bear the cost of census clerks in district and subdivisional headquarters, I am of opinion that the appointment of part-time clerks is not sufficient in consideration of heavy day-to-day work. It is, therefore, desirable that whole-time clerks should be appointed for district offices for at least seven months, who should be paid partly by the State Government under the arrangement stated above and partly by the Central Government, in order to ensure the services of a full-time worker in each district. No such arrangement is necessary in subdivisional offices where the part-time clerk paid for by the State Government is considered sufficient, but it is necessary to sanction appointment of part-time clerks for a few taluk offices.

29. Census Divisions and Personnel—As usual a Census district was divided into charges and each charge into circles and each circle into blocks. Generally a charge corresponded with the area of either a police-station or a town. If a police-station was divided between two or more different taluks, each such portion was constituted into a separate charge.

30. A charge was divided into 10 to 15 circles. A circle was a compact area and no village was allowed to be included partly in one circle and partly in another.

31. A block was generally equivalent to a village of small or moderate size. In case of a large village two or more complete blocks were formed within it. Generally a block comprised 80 to 100 houses.

32. Appendix C-1 shows the number of census personnel of three categories, namely, charge superintendents, supervisors and enumerators recruited for different districts. The recruitment of these honorary workers presented a hard problem which had to be solved step by step with persuasive propaganda. Areas where reluctance was most noticeable were taken up last. The number of charges, circles and blocks and the number of houses in each such unit has been shown in Appendix C-2.

33. Charge superintendents were mostly drawn from the rank of Sub-Inspectors of Police. There were some officers of Excise, Education and other departments also. In municipal areas the Chairman or the Executive Officer always took up the responsibilities of the charge. The Police officers merely worked under pressure from higher officers. The common grievance was that their legitimate duties were sufficiently heavy allowing them no time for getting familiar with the census technicalities. The Sub-Inspectors of Police in the district of Cuttack and particularly in the subdivision of Kendrapara showed extreme indifference to their census responsibilities and the Subdivisional Officer sent frantic messages to the District Magistrate for action. In Keonjhar also the Sub-Inspectors did not behave in a better manner so that the Additional District Magistrate has gone to the extent of suggesting that in future paid workers should be appointed as charge superintendents and that no reliance should be made on Police Sub-Inspectors. Although it is apparent that the Police Sub-Inspectors are far from being suitable for appointment as charge superintendents, no other alternative suggests itself.

34. The supervisors, most of whom were non-official workers, were drawn from amongst educated and influential persons of the locality. Employees of Government and semi-Government institutions, such as Revenue Inspectors, Health Inspectors, office clerks, kanungos, patwaries, school teachers and forest rangers were appointed as supervisors. On the whole, they were alive to the responsibilities placed on them more than the charge superintendents. The bulk of enumerators were drawn from amongst literate citizens found in the village concerned or in the nearby localities. Junior school teachers, students, village officials, village landlords were appointed also wherever possible. In areas where non-synchronous enumeration was undertaken, the work was managed mostly with the help of paid enumerators or office clerks serving as enumerators. Thus a few enumerators in Koraput and Mayurbhanj were paid. No enumerator in the district of Ganjam, which has some extent of non-synchronous tracts was appointed on payment basis as village officers were available. On the other hand, in Kalahandi district which has no non-synchronous tract but has vast expanse of wild and hilly territories, it was necessary to appoint a few paid enumerators.

35. **Supply of stationery**—It is customary for census workers not only to offer their services in an honorary capacity but also to bear incidental out-of-pocket expenses for attending training centres and meeting superior officers from time to time for receiving instructions and forms. Moreover, a small quantity of stationery, such as paper, pencil, ink and pen which is necessary for preliminary work before the actual enumeration begins, is also paid for by them. Anybody who undertook services of honorary character and was prepared to forego his time and convenience at the call of the administration was also prepared to bear the little amount of expense incidentally connected with the responsibilities shouldered by him.

36. At the outset of the present census, however, feelings of honorary workers were found to be otherwise. They were mostly of

the view that though they were prepared to spend time for the sake of the great national undertaking, it would be befitting on the part of the administration to provide a little working convenience by supplying the required quantity of stationery. One district (Cuttack) went so far as to suggest that lanterns should be supplied to enumerators for working at night. The question was raised in a rather strong form in the earlier period of recruitment and some amount of effort had to be made to alter the views. In later stages, though the matter did not come up in the form of a demand or request, it could be noticed that there was some amount of feeble grumbling. It is likely that insistence on this matter may take a stronger form by the time the next census operations are undertaken. As the country in all probability would still be depending on unpaid basis of appointment of census workers, it would be a good gesture on the part of the administration to make a slight departure from the past by accepting the principle of supply of stationery to enumerators. In my opinion stationery worth annas eight in the shape of paper, pen and ink tablets will be sufficient for an enumerator. Orissa had 37,000 enumerators in the present census. Supply of stationery at the above rate will cost Rs. 18,000 which, compared with the overall cost of Rs. 5,00,000 for the census operations of Orissa, may not be considerable. Yet it will greatly popularise the census movement and facilitate the work of recruitment. It is not necessary to supply stationery to supervisors who come of better sections of the population.

37. Districts which did good work—Enumeration work in general was done satisfactorily throughout the State. In a countrywide operation such as the census there is always the risk of some amount of omission or inaccuracy, particularly when carried through the agency of honorary workers most of whom had no sufficient education. The final population figures show an increase of 6.2 per cent (excluding displaced persons) as against the Registrar General's forecast of 5.2 per cent. The result not only lends credit to the enumeration work but also goes to show how

the forecast made by the Registrar General was made on reliable lines. Secondly, the enumeration work has admirably stood the test of the sample verification of census count.

38. There was indeed noticeable difference in quality of work so far as different districts are concerned. Some districts distinguished themselves by commendably sticking to the census programme and conducting the operations with interest and zeal. The best work in enumeration was done in the districts of Dhenkanal and Mayurbhanj. Taking smaller units, the best work seems to have come from Pal-Lahara subdivision which has distinguished itself not only in the quality of work but also by being the earliest among all the subdivisions of the State in sending provisional population figures. Kalahandi, on the other hand, left many things to be desired and some amount of time had to be spent in the tabulation offices for bringing the result of the district in line with others. Work done in Cuttack City was equally poor in quality.

39. Although the standard of enumeration was generally good, there were a few aspects which suffered from lack of adequate attention by enumerators and supervisors. The enumeration of houseless and institutional population does not appear to have been done with as much thoroughness as in the case of general population. The percentage of the houseless and institutional population is small and the over-all result is not, therefore, affected to any considerable extent. In future operations, emphasis should be laid at the preparatory and training stages for better conduct of the census of this small section of population. Instead of leaving the whole thing to be done in the night immediately preceding the reference date, as was done on the present occasion, there may be some advantage in taking stock of the floating population on two occasions, namely, once during the middle of the enumeration period which will be merely taken as provisional and again on the last date of the enumeration period which should be regarded as final and acceptable. This may amount to duplication

of work in this respect but it is just a small fraction of the total enumeration responsibility and it will induce the census personnel to be on the lookout for the floating population a little earlier than the eleventh hour and therefore the case of omissions either due to fatigue and tiredness which overtakes the worker towards the closing period or due to circumstances beyond control, such as, physical indisposition or unforeseen circumstances will be greatly minimised.

40. Touring - During the course of the operations each district was visited by me about three times. The first contact was made between April and June 1950 mainly with a view to ascertain information regarding census divisions and appointment of census personnel and preparation of a complete list of villages. The latter was of utmost importance and gave the District Officers as well as me the greatest amount of trouble and took the longest possible time to complete. About half the area of the State represents the old Feudatory States which recently merged. These areas as well as some areas in the old districts of Orissa have no systematic survey and did not maintain a complete list of villages. There were some areas where on account of villages shifting from time to time either due to economic reasons or to tribal habits or on ground of depredation by wild animals, the list of villages was necessary to be revised. The preparation of these lists in the form of Lay Out Registers started from April 1950 and continued till October and in a few cases even till January 1951. The purpose of the primary visit to the district was also to secure the co-operation of local officers. The second round of visits came towards the close of the rains when the census personnel were appointed. Difficulties arising from inadequate response to recruitment drive were

looked into. Lastly, the third round of visits, which was very extensive and which touched 44 out of 48 subdivisional headquarters, was undertaken mainly for the purpose of holding training classes which were attended by census personnel as well as by local administrative officers, such as the Subdivisional Officers, the Taluk Officers and the District Census Officer and occasionally the District Magistrate too. This operation lasted from November till the beginning of the enumeration period and proved extremely useful for the uniformity all over the State in filling up enumeration slips. I am so satisfied about the results of this round of tours that, time permitting, I should have liked to undertake visit of a few other important centres. In course of passing from one centre to the other the journey was utilised by visiting the headquarters of supervisor or an enumerator to check up house numbering, preparation of house lists, receipt and custody of enumeration pads and the progress of training.

41. In one district (Puri) there were repeated transfers of the District Census Officer so that the training of the personnel in rural areas did not take place till Christmas, 1950, by which time I had a Deputy Superintendent to assist me. As I had not sufficient time at that stage particularly on account of undertaking the printing and distribution of forms of the National Register of Citizens, the Deputy Superintendent undertook some amount of tours in the districts of Cuttack and Puri. This is not considered to be adequate. In future, it seems desirable to have the services of an Assistant Superintendent or Deputy Superintendent from September onwards, mainly with a view to assist the Superintendent in conducting training classes throughout the State.

SECTION III

PUBLICITY

42. Judging from the change in the attitude of people, it looked in the beginning that the fine tradition of unpaid enumeration coming down from the inception of Indian Census was in danger of extinction. A number of District Magistrates and at least one Divisional Commissioner were diffident about the success of recruiting honorary workers at the present time (*see* Appendix B-10). Secondly, the Elections Department in the meanwhile had set up a damaging precedent for the first time by getting the electoral rolls prepared on payment basis. Thirdly, almost half the extent of Orissa is constituted of areas which were Feudatory States in 1941 and where the prerogative, influence and power of the rulers were at work in securing the services of honorary workers for the last census. These had now given place to the constitutional and limited powers of a District Magistrate. Conditions obtaining in these areas are akin to those in the district of Koraput where employment of paid enumerators was done even in the days when the district was under the Madras Presidency which is noted for economic and efficient conduct of census operations.

43. There was thus an uphill task to be done if the age-old tradition was to be kept alive and the change-over to the payment basis was to be held up for this census at least. It was designed to achieve this result by intensive propaganda through Press, radio, films and other available means.

44. **Radio**—Attention was paid at first to propaganda through radio talks given by leading personalities of the State. A series of seven talks was given by notable personalities drawn from non-official public life. The details are given below:—

Serial No.	Name of talker	Subject	Date of broadcast
1	Hon'ble Shri S. Tripathy, Minister for Revenue, Supply and Transport.	The first population census of free Republican India.	8-9-1950
2	Mrs. Chandramukhi Das, B. A., wife of S. Das, Esq., M. A., C. I. E., Chairman, Public Service Commission, Orissa.	Importance of the coming census.	13-9-1950
3	Shri Radhanath Rath, M. L. A., Editor, The Samaj.	Census as an instrument of social measurement.	27-10-1950
4	Lt.-Col. C. M. Acharya, Vice-Chancellor, Utkal University.	Census as an administrative guide.	1-11-1950
5	Shri M. M. Patnaik, M. L. A., Honorary Adviser for Development of Hand-spinning, Government of Orissa.	Special features of 1951 Census.	24-11-1950
6	Hon'ble Justice L. Panigrahi, High Court of Judicature, Orissa.	The utility and modern conception of population census.	8-12-1950
7	Hon'ble Shri S. Tripathy, Minister for Revenue, Supply and Transport.	Census and citizens.	22-12-1950

45. The above talks were followed by a second series dealing with the Mechanics of Census. These talks numbering six were given by me in Oriya as follows:—

Sl. No.	Subject	Date
1.	Indian Census Series	5-1-1951
2.	What the citizens should know about the coming census.	12-1-1951
3.	Census Questionnaire—A general review of the list of questions.	19-1-1951
4.	Implications of Question Nos. 1 to 8.	27-1-1951
5.	Implications of Question Nos. 9 to 14.	2-2-1951
6.	The citizens' part in the successful operations of the census.	7-2-1951

46. The talks came at suitable intervals and were widely listened. The programme used to be published beforehand in local newspapers in order to enable the citizens to listen to the talks in time. Action was also taken to publish the text of some of the important talks in newspapers for the benefit of those who had missed the broadcast.

47. **Documentary film**—A documentary film on census was prepared specially for the Registrar General, who sent three copies of the Hindi version for exhibition in this State. Hindi is understood more or less everywhere in Orissa and so there was no difficulty on this score. But the films were of 16 m.m. size and as such could not be exhibited in any permanent or touring cinema houses of the State. Reliance was exclusively made on the district branches of the Public Relations Department which have their own projectors, generators and motor vans. But this failed to give timely exhibitions either on account of the vehicles or the projectors going out of order. In at least one case, the projector and the vehicle were in order but the operator was long absent on ground of health. The circulation of the film was thus done to limited extent only. In future 35 m.m. films should be supplied so that they may be exhibited in permanent or touring cinema houses of all districts without special effort or without depending on precarious arrangements. Moreover, a larger number of films, say ten, should be requisitioned. This will do away with the tight programme of rushing one film through several districts in short scheduled time.

48. **Press**—Recourse was also taken to publish news items and articles on census subjects from time to time in the leading newspapers of the State. Insertions containing a variety of census matters were also published in daily newspapers. As newspapers are more widely read these days than in the past, the Press proved to be an effective weapon of propaganda.

49. **Press Conference**—A Press Conference was convened by the Hon'ble Shri S. Tripathy, Minister for Revenue, Supply & Transport, on the 26th November 1950 in the Secretariat Conference Hall. This was attended by representatives of all News Agencies and Presses, who helped dissemination of knowledge on census matters by publishing articles and editorials in the newspapers. Cyclostyled copies of hand-outs containing an account of up-to-date progress, working difficulties and forms of co-operation needed were distributed.

50. **Result**—The different ways in which publicity work was undertaken succeeded in achieving the desired result. The apathy or indifference of the average citizen which was very much apparent six months before the enumeration gradually melted away. The publicity measures facilitated to a considerable extent the recruitment of unpaid workers besides making the general population psychologically ready to offer necessary co-operation to the enumerator when he appeared either for numbering the house or for counting the heads.

SECTION IV
TRAINING AND PRE-ENUMERATION
ACTIVITIES

51. **Training of census personnel**—The training of census personnel was mainly entrusted to District Census Officers who with the help of Subdivisional Officers and Taluk Officers conducted it in different camps in the district. In order to ensure uniformity of training all over the State it was my personal responsibility to see that the District Census Officers and Subdivisional Officers carefully read and assimilated the contents of the Census Circulars and Manuals of Instructions issued by my office from time to time which contained all matters worth their information. Moreover, in my visits to the districts it was my primary task to discuss with the local officers how they will conduct the training of the personnel. In addition to going through relevant literature and holding discussions with me, they were present in the training classes conducted by me which were attended in large numbers by the census personnel of neighbouring areas.

52. The training work was facilitated by issue of instruction booklets from my office. There were separate Manuals of Instructions for charge superintendents, supervisors and enumerators, the Manuals for the latter two classes being printed in Oriya and in English. The advantage in issuing separate instruction booklets for the three categories of census personnel was that each person along with his appointment letter received a booklet addressed specially to the rank to which he belonged and it was usual that he took more personal interest in the book than he would have on the receipt of general literature addressed to all categories of workers. The booklets were generally found to be very useful and interesting and were highly appreciated not only by the personnel but also by many educated citizens, to whom spare

copies were supplied on special request. The 'Ten Golden Rules' for the guidance of enumerators as given in the opening page of the Enumerator's Handbook was a new feature.

53. As a matter of policy, the District Census Officers and the Subdivisional Officers were first left with the responsibility of training their own personnel on the strength of whatever knowledge they had gathered from the Circulars, Manuals of Instructions and from personal discussions with me. This gave them the maximum inducement of acquainting themselves with the details of work to be done by the personnel and they started the training operation. The workers were made to go through the instruction booklets and attend the training classes. By November 1950 the training officers and the trainees had done all they could for acquiring necessary knowledge and were faced with doubts and difficulties on many aspects of their responsibility and stood in necessity of clarification. The time was ripe for me to take effective part in the training campaign and judging from many intelligent questions put to me, I had the feeling of conducting what appeared to me to be a post-graduate course. I have stated earlier that I conducted training classes at least one in each subdivision and also in some Tahsil headquarters. This system of training proved effective and useful and when the enumeration period came, there was confidence everywhere that the work will be done in no reproachable manner.

54. **Roll-up blackboard**—In the last census the Superintendent of one province was resourceful enough to design a folding blackboard containing a facsimile of the enumeration slip. This was used by him in training classes where filling up of enumeration slip

could be demonstrated easily. Much more convenient is the use of the 'roll-up blackboard'. This blackboard is made of stiff cloth with a special paint over it giving the same service as a wooden blackboard but having the special convenience of being rolled up like a small wall map. It can, therefore, be easily carried in course of extensive tours. The price of a roll-up blackboard with a specimen of the enumeration slip painted over it is approximately Rs. 8 for a size of 30" x 30". It is indispensable that one such board should be supplied to each of the District Census Officers to facilitate the training work. If funds permit, a large number may be indented and supplied to subdivisions. The roll-up blackboards are available with Messrs. Megh Slate Factory, Limited, Baramati, Pooná.

55. Location Code—The importance of correct application of the Code numbers was impressed on all census workers as early as they were appointed. The Manuals of Instructions for the guidance of census personnel contain elaborate explanation of the 4—Element Code and where and how to use the Code numbers. It is, therefore, not necessary to repeat them. The Code with four elements as used in rural as well as urban areas of Orissa was found to be a satisfactory method of identifying a particular house anywhere in the State. One of the Subdivisional Officers (Nayagarh) reports about the system of numbering adopted in the State as follows:

It became the basis of all census arrangements and facilitated the formation of census divisions to a great extent. The systematic formation of circles and blocks was mainly based on the Register (Lay Out Register containing the 4—Element Code) and gave no room for non-enumeration of any village. It rightly served the purpose of its introduction.

56. But inspite of what has been stated above there were a few enumerators who either did not care to understand the Code numbering or did not have sufficient opportunity to learn what it was and how it should be used. The result was noticeable in some of the enumeration slips which either contained mistaken Code numbers or none at all. This was made good to a great extent in the imme-

diately post-enumeration period, namely, from the 5th March to the 8th March 1951, when in accordance with the Census Circular No. 7, supervisors were required to see that each slip contained the correct 4—Element Code. Where the supervisor was not keen about his post-enumeration responsibilities some defective enumeration slips reached the tabulation offices without the Code numbering on the top. It was one of the earliest work of the tabulation offices to see that the Code numbers were marked on each slip before the pads were broken. This work along with the comparison of particulars in the slips with those in the National Register of Citizens was taken up earnestly in tabulation offices but had to be discontinued on ground of economy under the advice of the Registrar General. This matter will be separately dealt with in the Report on Tabulation.

57. One of the District Census Officers reports that the existence of the 4—Element Code, side by side with a different set of numbering of the charges, circles and blocks, resulted in confusion for those census workers who had not applied their mind seriously or who on account of last minute change took over shortly before the enumeration period. He has suggested that adoption of 5—Element Code, namely, (i) District (ii) Charge or Police-station or town, (iii) Circle, (iv) Block, (v) House is preferable in the sense that there will be no two sets of numbering of the territorial units involved in the census operations. There is some amount of force in his argument but I cannot accept the proposal, firstly because the division suggested has no place for village which is a very important unit for census as well as for general administration. Secondly, the increase from 4 to 5 will add to the number of elements to be recorded on every slip.

58. But since the confusion between the two sets of numbering was likely to lead to the possibility of wrong entry of Code numbers at the top of slips to a significant extent and since the 'reconciliation work' in the tabulation offices was not looked upon with favour on ground of loss of time and money, it is indispensable that in the future

operations the less useful of the two sets of numbering be abandoned. On the present occasion, there was the 4—Element Code for (i) District, (ii) Taluk/Thana/Town, (iii) Village/Ward, and (iv) House, in addition to another set of numbering for (i) Charge, (ii) Circle, and (iii) Block. The first set of numbering is undoubtedly of indispensable character and has to be retained but it may be retained in such a manner as to allow fusion of the second set within the first. They may be done as mentioned below.

59. There should be only four elements in the Code for rural as well as urban areas of the State. The first element, no doubt, will be assigned to the district as at present. The second element may need a little change. In the present census the second element had no bearing with the number allotted to a charge within a district having taluk administration. In other districts, however, the charge number was the same as the second element number allotted to the police-station or the town. In future, the charge number should be made equivalent to the second element number in all areas including where taluk administration exists. It is not necessary to allot a second element number to a taluk as a whole. If there are three police-stations and one town within a taluk, they should be constituted into four separate charges and given four consecutive numbers in the second element and not two as was done in the present census, namely, one for the rural areas of the taluk and the other for the town contained in the taluk. Out of 13 districts in Orissa, taluk administration prevails in one district (Ganjam) in full and in two other districts (Koraput and Phulbani) in part. The areas having taluk administration constitute a fraction of the total area of the State. In order that the larger portion of the State may have advantage, it may be advisable to forego the allotment of second element number to the taluk. The difficulty will be that the village numbering as obtaining at present which has been done in one serial for the taluk as a whole will have to be broken up for different units within the taluk. This is necessary and may be done either by

renumbering the villages within the taluk or by allotting village numbers in successive serials to different charges within the taluk.

60. Then comes the question of circles, villages and blocks. It is not necessary to allot any serial number to a circle. There are only 10 to 15 circles within a charge and they can easily be identified by the name of the most important village in the group rather than by a number. Circle No. 12, for example, may be easily shown as Durgapur Circle, if Durgapur is the most noted among the group of villages constituting the circle.

61. A small or moderate-sized village has been constituted into one whole block while a village of large size has been divided into two or more blocks. In the case of one-block village, it will be possible to allot one common number to the village as well as the block, instead of numbering the village in the third element and separately numbering the block within the circle. In case of multi-block village, the village should bear the number in the third element while the blocks should be sub-numbered under the same element. For example, if village Dhamnagar has been assigned No. 145 in the third element and has four blocks, the blocks should bear the Nos. 145-A to 145-D.

62. As regards the fourth element, there should be no change as it should be assigned to the house as at present.

63. The observations noted above may now be summarized. There will be 4—Element Code for rural as well as for urban areas as follows:—

First element	...	District
Second element	...	Police station or town, each of which should be a charge. A taluk as a whole should not be given any number. Circles should not be numbered within a charge. They should be known by the name of the most noted village in the group.

Third element ... Village or block. If the village has one block only, both will bear the same number. If it has more than one block, the blocks should be sub-numbered under the third element.

Fourth element ... House

64. Under the above system, while there will be no separate set of numbers for charges, circles and blocks, there will be no difficulty in maintaining their identity in close alliance with the numbers allotted to villages and police-stations. The risk of confusion between two sets of numbers will then be completely eliminated.

65. **House numbering and preparation of house lists**—The first stage in any census is to take stock of all human habitations so that the population may be easily counted there. The Census Commissioner for India laid great stress on the importance of this aspect as early as November 1947, when he addressed letters to all State Governments. Formerly, counting and numbering of houses was looked upon as a part of the episodic rush which characterised census operations. It was now impressed on the State Government that allotment of permanent numbers to houses and maintenance of house lists should be a regular feature of the State administration. The 1951 Census is based on the system of maintained house lists and permanent house numbers.

66. With the decision to allot permanent numbers to houses the question arose what material should be used in marking numbers. This was more or less a financial question. The limited resources of the country ultimately led to the decision of marking the house numbers with ephemeral substances, such as chalk or red ochre. In some places, the marking was made with coal-tar if the administration of a local body was good enough to bear the cost.

67. House numbers were originally marked as early as the autumn of 1948 by a non-census agency, namely, the Election Agents. This was done in a very defective manner throughout the State. Soon after the establishment of the Census Office in 1950 the question was looked into. It was seen that all the houses had not been counted or marked and that whatever marking was made in 1948 was mostly effaced or obliterated. This necessitated a thorough undertaking of the work. On completion of appointment of enumerators and supervisors, the work of counting, numbering and enlisting the houses was done immediately after the rains of 1950. At places the house numbers were marked according to the 'Street method' and at others according to the 'Block method' as laid down in the instructions of the Census Commissioner in his letter No. Y/4-Census, dated the 22nd January 1948.

68. How imperfect was the work of election agents in marking house numbers is evident from a few instances embodied in the following stations:—

Name of Subdivision	No. of houses enlisted by election agents	No. of houses enlisted by census enumerators
Talcher ...	16,414	18,324
Pal-Lahara ...	12,368	13,370
Kamakhyanager	33,903	37,281
Koraput and Nowrangapur.	197,765	214,666

69. House lists were prepared for every village in October 1950. Printed forms were supplied for this purpose. The house lists showed the approximate population of each village which facilitated the calculation of the number of enumeration pads to be made over to the enumerators. Detailed instruction on the subject of house numbering and preparation of house list is given in the Manual of Instructions.

SECTION V

PROCEDURE OF ENUMERATION

70. Duration of enumeration—The principle of taking census in a single night was abandoned for the first time in the year 1941. In that year there was a preliminary enumeration extending over a fortnight from the 3rd February to the 17th February 1941. Then the preliminary record was corrected on the 1st March when the enumerator was asked to make a final round of the inhabited houses of his block. This work was done during day-time from sunrise to sunset. On the present occasion the practice underwent slight change. The duration of census-taking was divided into two periods, the first known as the enumeration period beginning from the 9th February and ending on the 28th February, and the second known as the period of final check extending from the 1st March to the 3rd March 1951. During this period the records made during the past three weeks were corrected up to the sunrise of the 1st March 1951. Theoretically, ideal results will be obtained by a straight run through all enumeration work over as short a period as possible. If such a period could be reduced to one single day, the results obtained would be more accurate than what may be got from a longer period. The possibility of omissions and duplications is greater when the period of enumeration is prolonged. But the supervision work becomes less effective in a rapid count. There are other reasons justifying the abandonment of a short-time enumeration period. Experience gained in the 1951 Census shows that the enumeration period of three weeks followed by a period of final check extending over three days erred on the side of liberality. One census district (Pal-Lahara) reports that complete enumeration work was finished a few days earlier than the prescribed date. Whether the period of enumeration is reduced from three to two weeks or not, it is desirable that the period of final check should be

reduced to one day only, namely, the 1st March. This will facilitate concentration of responsibility on the reference date of the census, will discard the tendency to procrastinate and will be conducive to accuracy of result.

71. Enumeration pads—The enumeration pads were manufactured under one common arrangement for the whole of India and were supplied direct to District Officers. This arrangement was economical for the Government of India on one hand and took away the responsibilities of the State Superintendents for printing and distributing the pads on the other. The supply arrangements were timely and satisfactory, but in course of transit of the pads from the manufacturing centre at Aligarh to different district headquarters in Orissa, 3 out of 33 consignments missed their destination. They were mis-carried by the Railway and it took a good few months for the Railway authorities to trace out and to send them to the correct destinations. In one case there was such a long delay that hope of recovery of the missing consignment was given up and the Registrar General was requested for fresh supply of enumeration pads.

72. Supply of enumeration pads was then checked up with reference to the forecast of population for each district. There were a few cases of either deficit or excess supply. Some of the pads supplied in excess were then diverted to districts wanting them. Ultimate shortage was removed by requesting the Registrar General to order further supply of pads. In the district of Koraput which had started non-synchronous enumeration earlier than in normal areas, the shortage of pads had to be met by local arrangement of printing.

73. Enumeration slips—The size of the enumeration slip was considerably reduced on the present occasion. In 1941 the slip was of the size of $6\frac{3}{4}'' \times 4\frac{1}{4}''$. The size adopted for 1951 was $4\frac{1}{4}''$ square. The size was found to be handy and convenient for sorting into small-sized pigeon holes and for 'box-making' operation. The quality of paper used for printing the slips was of the right consistency not only for enumeration purposes but for standing up to the constant handling at the sorting stage.

74. Enumeration procedure—The procedure regarding the enumeration of household population, absentees, visitors, indoor patients and lunatics and of houseless persons has been mentioned in the Manual of Instructions. Instructions regarding enumeration of empty houses and about the period of final check and provisional totals have also been given there. As this matter is of some importance, extracts from the Manual on the subject may be seen at Appendix A.

75. Enumeration in non-synchronous tracts—There are large tracts in Orissa where it is not possible to complete enumeration work within the approved period on account of inaccessibility and extreme wilderness of the country where fear of wild animals restrict movement of men. Moreover, literate persons for appointment as supervisors and enumerators are not available in such areas. These areas have hardly any road or other form of communication. It was, therefore, usual in the past to declare such areas as non-synchronous tracts and to authorise enumeration for an extended period. Paid personnel used to be sent from other parts of the district to work as enumerators there.

76. The Registrar General was, therefore, moved for according sanction to hold non-synchronous enumeration in the following tracts:—

(i) *Koraput*—An area of 6,801 square miles scattered over different subdivisions. Enumeration work

was started on the 15th December 1950 and ended on the 2nd February 1951. A period of final check extending from the 3rd February 1951 to the 12th March 1951 followed. Fifty-five paid enumerators and 440 honorary enumerators were employed. The total population of this area is 409,147. In 1941, a larger area viz., 9,875 square miles, was declared as non-synchronous but on the present occasion the area was reduced on account of improvement in communication and literacy during the decade.

(ii) *Ganjam*—An area of 2,184 square miles in the Agency tracts of Ganjam was declared as non-synchronous. In 1941, a larger area of 3,583 square miles was treated as such. The enumeration was started on the 3rd January 1951 and ended on the 2nd February 1951 with a period of final check for ten days up to the 12th February 1951. Village officers were available for employment as honorary enumerators. The population of the area is 109,475.

(iii) *Mayurbhanj*—An area of 700 square miles in the Similipal hills was declared as non-synchronous in 1941. The same area was declared as such on the present occasion. Enumeration was started on the 3rd January 1951 and lasted till the 2nd February 1951 while the period of final check extended for ten days beyond this date. Seven paid and five honorary enumerators were appointed for this area. The population of the area is 3,760.

77. In 1941, there was no attempt at a final check for bringing the record up-to-date as on the 1st March. But it was considered necessary this time even inspite of inaccessibility of villages to enforce the period of final check for better results. Similarly, although no house list was prepared in 1941 and no houses were numbered, an exception was

made during the present census. House lists were prepared and houses were numbered as in the synchronous area. In 1941, some special forms and registers were necessary but on the present occasion the forms and registers were devised with common headings suitable equally for the synchronous as well as non-synchronous areas.

78. It will appear from the above facts that the policy adopted in respect of

non-synchronous tracts was the progressive conversion of such tracts into normal areas for enumeration purposes. With this view, the area of the tracts in previous censuses was reduced considerably on the present occasion. The forms and procedure were standardised and the previous distinction in these matters was given up. It is hoped that the scope of non-synchronous enumeration should be greatly reduced, if not completely abandoned by the next census.

SECTION VI

QUESTIONNAIRE

79. **Special features**—The Census of 1951 is noted for adoption of many new features suited to the changing times. The principal among them is the substitution of economical enquiries for religion as the basis for classification and study of population data. With the establishment of secular Government which came in the wake of political independence of India in 1947, the emphasis hitherto laid on religion was gone. A set of questions on economic status of individuals predominated the questionnaire for 1951 Census, which was framed with a good amount of deliberation by the Registrar General assisted by State Superintendents in a Conference at New Delhi, continuing its sitting for one week.

80. Secondly, an important departure from the past lay in the omission to record castes except in case of backward classes. The caste system was in process of disintegration for some decades. But as in all the past censuses, every citizen was asked to state his caste, which was recorded, the Government laid themselves open to the charge that they were encouraging the invidious caste barriers. The first census of Free India, however, recognized the evil and removed the blemish that India was a caste-ridden country.

81. A good gesture was shown by the Government of India in leaving one question for use of the State Government so that according to local problems a question might be framed at the instance of the State Government and the enquiry conducted through the census organisation.

82. Question Nos. 9, 10 and 11, which related to the economic enquiry and which constituted a special feature of the questionnaire, were commonly known to be difficult not only in their implications but also in the matter of their conversion into interrogative

form. If an enumerator failed to utilize the interrogatives taught through Manuals of Instruction or in training classes, he was sure to create an awkward situation. Other items of the questionnaire, which indicated the headings and not the full form of questions, did not present any difficulty to the enumerators as regards framing of questions.

83. **Use of contractions**—Contractions were first introduced in appreciable form in 1941, not without some amount of pessimism as regards the success of the measure. The Census Commissioner was, however, of the view that the results of enumeration in 1941 justified the course adopted. The principle was, therefore, extended on the present occasion when contractions were prescribed for almost all the questions either in whole or in part. During the enumeration as well as tabulation stages I had the occasion to carefully watch the merits and demerits of the use of contractions and I am now in a position to offer some definite views on the matter :

(i) Enumerators generally do not appreciate prolonged training or training on too many items. In addition to learning about the Location Code, implications of different questions, procedure of filling up the slip and so on, the additional item of the use of contractions was likely to prove irksome.

(ii) Even where an enumerator is acquainted with the use of contractions, he may use wrong contractions inadvertently or in a hurry. When numerals are used as contractions, there is the risk of slip of pen.

(iii) There is no considerable force in the argument that enumerators have to write up a large number of slips and so if a few words or letters can be substituted by a numeral or a single letter, there will be considerable saving of time. An enumerator has to cover about 80 houses on the average during the enumeration period of three

weeks. In other words he has to visit four hours per day and there will be no considerable strain if he is required to write a few full words instead of first letters.

84. I am, therefore, of opinion that contractions should be used as sparingly as may be compatible with the space available for any single question and with the general size of the enumeration slip. Whenever contractions are to be used they should be in the form of first letters and never numerals. The use of numerals as contractions is dangerous and must be abandoned. For practical purposes, a golden mean may be struck between the use of the first letter as contraction and the mention of full word, according to availability of space on the enumeration slip.

EXPERIENCES GAINED IN RESPECT OF INDIVIDUAL QUESTIONS

85. Question No. 1—*Name and relationship to the head of the household*—The enumerator was required to explain the significance of 'head of household' but was asked not to take part in determining which individual in the household was responsible for maintenance and deserved to be declared as the head. The enumerator was asked to record anybody as the head of the household who was generally acknowledged by the inmates to be so. This resulted at times in recording of the oldest male member of the family as the head of the household irrespective of the fact whether he was chiefly responsible for the maintenance of the members. In future, a little more rigidity in the instruction is considered necessary.

86. This question is also intended to record the relation of the enumerated person to the head of the household. But sometimes the opposite relation, namely, the relation of the head of the household to the enumerated person, was recorded. Use of contraction particularly in the form of numerals should have been avoided in this part of the question. There was sufficient space for full entry of the relationship.

87. Question No. 2(a)—Nationality—

There was no difficulty in recording nationality of citizens. But in negligible number of cases where there were displaced persons, nationality was perhaps wrongly recorded. Although a circular was issued in December 1950 regarding the determination of Indian Nationality and it was impressed on the census personnel that displaced persons did not become Indian nationals by merely coming and living in a camp in India so long as they had not obtained a citizenship certificate or acquired qualification on other grounds mentioned in the circular, the displaced persons expressed their eagerness to be recorded as Indians and the enumerators recorded them and their children as such. The percentage of such cases is, however, very small.

88. Question No. 2(b)—Religion—

The first letters of important religions of India were chosen as contraction for this item. Minor religions were noted by full name. Recording of religions presented no difficulty except in the northern part of Mayurbhanj where about 2,500 persons of backward tribes, who have not changed their primitive religion, expressed unwillingness to record themselves as Hindus and specifically desired that their religion should be shown as 'Sarana'. In accordance with the principle that religion should be recorded as returned by the person enumerated, the record was prepared. At the time of tabulation this group of persons, along with a few other negligible number from other districts, has been shown as 'other religions—tribal'.

89. Question No. 2(c)—Special groups—

The list of backward classes of three categories was liberally drawn up for Orissa. There are 42 scheduled tribes and 92 scheduled castes in Orissa in accordance with the Constitution Order of 1950. In addition, 114 classes of people were declared as "other backward classes" under Home Department notification No. 67-Reforms, dated the 26th January 1950. Later on the list was reduced to 111.

90. In course of enumeration a number of representations and complaints were received against inclusion of particular castes or

classes in the backward classes list. There were also cases in which some sections of people although agreeing to be recorded as backward classes insisted on recording of their castes by names other than those by which they are commonly called with a view to enhance their social prestige. It was not the responsibility of any census worker to revise the names of the castes or to cancel any item and so the complaining parties were asked to seek remedy at proper quarters. At least in one case, namely, the 'Mahesya', the Government agreed that the name should be removed from the list of backward classes as their educational or economic condition justified the measure.

91. Question No. 3—Civil condition—Some amount of doubt was expressed as to how to record a woman who was not married but was attached to a man. The enumerators were advised to record according to the reply received from the person enumerated.

92. Question No. 4—Age—On account of large extent of illiteracy and ignorance prevailing in the country, it is difficult to get correct answers regarding age, particularly of women and of rural population. Calendars of local events were drawn up for each district separately in order to assist such type of men. But even then the answers were not correct in all cases. Enumerator's judgment had to be relied on in such cases. Wherever an enumerated person was able to give his age it was very often in round numbers. The answers were vitiated by general preference for multiples of 5.

93. Question No. 5—Birth place—Father's/Husband's name—The question has two distinct parts. The first part relating to birth place sometimes mistakenly showed the name of the village instead of the district. The second part was accommodated at a late stage on my suggestion approved by the Registrar General, when the Election Commission required the name of father/husband of each individual. The belated requirement was managed smoothly.

94. Question No. 6—Displaced persons—Care was adequately taken to explain the definition of 'displaced person' in the

instruction pamphlets as well as in course of training. Mistakes occasionally resulted out of confusion in two dates applicable to separate portions of Pakistan or due to confusion between Pakistan and a State in India. Such mistakes were effectively rectified in post-enumeration period. There were a few cases in which displaced persons failed to give the name of the district of origin. In such cases the enumerators recorded the name of the villages from which they came. Attempts were made in the tabulation offices to supply the name of the district, if possible. On failure, and in respect of a few cases where the place of origin was not mentioned at all, the figures were shown under 'district not stated'.

95. Question No. 7—Mother-tongue—The discretion given to enumerators to record local dialects as mother-tongue was too liberally used. The enumeration slips showed hundreds of languages or dialects in Orissa as mother-tongue. This necessitated a careful enquiry at the tabulation stage in order to ascertain in how many ways a particular dialect was recorded. Scheduled tribes behaved in various manner in indicating their mother-tongue, either by too many sectional names, or by naming the dialect after the name of the tribe, or by expressing complete ignorance in the matter.

96. Question No. 8—Bilingualism—In spite of instructions more than one language was recorded in some cases. In such cases only the first one was retained.

97. The scheduled tribes of northern Mayurbhanj were, as it appears, under the influence of a propaganda of political character under which they demanded that their second language should be shown as Hindi and not as Oriya. The local officers after explaining the real position proceeded to record according to the wishes of the enumerated person.

98. Question Nos. 9, 10 and 11 (Economic enquiry)—Unlike other questions the discussion relating to question Nos. 9, 10 and 11 (Economic status, Principal means of livelihood and Secondary means of livelihood)

should be taken up together. These three questions relate to enquiries on the economic condition of the individual. They quickly earned the reputation of being the most important questions in the questionnaire. They were also known to be the most difficult of all the questions. The census personnel were impressed from the very beginning as regards the necessity of thoroughly understanding the implications of these questions. After the first round of training the matter became apparent that the average census worker looked upon these questions with a sense of frustration. A policy of patience and tenacity in training work was adopted and the census personnel were repeatedly told that the questions were so framed as to be within the comprehensive powers of an average enumerator to put questions and citizens to answer. The main purpose of my tours during the training period was to ascertain how far the census personnel were familiar with the purport of these questions and were able to correctly obtain answers from citizens. Publicity, propaganda and persistent training work were taken recourse to see that the people in general got some idea about the economic enquiries that were about to be made by the enumerators. In some places I was very pleased to find a surprising amount of interest taken in the matter to understand and interpret these questions correctly. One Sub-Inspector of Police, whose name I specially brought to the notice of the Inspector-General of Police for mention in the State Police Gazette and whose name was subsequently included in the list of President's Silver Medal, was found to have done his best in correctly explaining the census personnel of his charge, after going through the printed literature supplied to him. There were a few other cases of similar type, from which I was satisfied that the literature containing a large number of local examples was of sufficient use to those that had cared to go through it.

99. The questions were so much opportune and suited to the present time that the intelligentsia was seen taking some amount of interest and creating public opinion about them. Merits were generally recognised but

demerits too were discussed and brought to my notice. A few of them are mentioned below:

(i) The order in which the questions were arranged required improvement. The sequence should have been Questions Nos. 9(1), 10, 9(2) and 11.

(ii) The order of contractions used for Question No. 9(1) was not helpful for enumerators to remember easily. The approved arrangement was—Self-supporting persons (1), Non-earning dependant (2) and Earning dependant (3). The order of contractions should have been Non-earning dependant (1), Earning dependant (2) and Self-supporting person (3). In the alternative, the order should have been Self-supporting person (1), Earning dependant (2) and Non-earning dependant (3).

(iii) Enumerators had difficulty in deciding the classification under Question No. 9(1) of members of a joint family. Registrar-General's Circular (Appendix B-2) was, however, very useful.

(iv) Question No. 9(2), which was ultimately utilized for 20 per cent of the non-agricultural population only, was unnecessarily put to all citizens.

(v) In Question No. 9(2), the distinction between four categories of persons, namely, employer, employee, independant worker and economically inactive, was too subtle for persons of average intelligence to understand. It was difficult to draw a line between employees and independent workers.

(vi) The questions required higher level of intelligence on the part of the enumerator to understand and interpret and on the part of the citizen to reply correctly.

100. These important enquiries cannot be abandoned in future merely because of insufficient power of understanding of the enumerators and the mass of population. The position is capable of improvement in two ways. Firstly, the policy of compression must be discarded. At present, each question is the result of compressing several small simple questions. If correct answers are to

be obtained from men with inadequate power of understanding, the number of questions should be increased so as to make them comparatively simpler. Secondly, the sequence of questions should be so arranged that one may lead to easy answer for the other.

101. Question No. 12—Literacy and Education—In case of higher qualifications, the enumerators were instructed to get the educational degree recorded correctly by or in presence of the person concerned. There was no difficulty in recording higher educational degrees of the general line but in respect of some technical lines greater amount of caution was felt necessary.

102. Question No. 13—Area of land owned and cultivated by the household—The question was selected and put at the instance of the State Government. In Orissa the Land Tenure Committee was working on the eve of the census so that problems relating to land reforms were in the forefront. The State Government, therefore, decided to utilize the question by an enquiry relating to the area of land owned and cultivated by each household.

103. There was some amount of apprehension that the question is connected with imposition of fresh taxation or division of land or some other land reforms policy detrimental to the interest of persons owning and cultivating large quantities of land. Such apprehensions died out with systematic propaganda. Ultimately the reluctance of the cultivator to give out the area of his possession was overcome to a satisfactory extent. Some of the enumerators went the length of looking into settlement *patta*, rent receipts, etc. or making enquiries from village headmen. Although some tendency was still noticeable among owners of large quantities of land to suppress and among cultivators of land unowned to exaggerate, the results on the whole have not been as much vitiated as was originally apprehended.

104. Question No. 14—Sex—No difficulty was experienced in respect of this simple question except that when an enumerator was working in a hurry he occasionally put 2 for 1 and *vice versa*. Such cases were very small in number which could easily be corrected with reference to the name at the top of the slip.

SECTION VII
NATIONAL REGISTER OF CITIZENS

105. The National Register of Citizens is an important gift of the present census to the administration. It was considered indispensable for statistical studies, socio-economic services, maintenance of electoral rolls, local extraction of census information and for various other reasons that a register containing the names of all citizens enumerated in the Census of 1951 arranged by households should be prepared, one volume for each village or ward. The register is known as the National Register of Citizens.

The following extract from the Registrar-General's letter No. 290/50-R.G., dated the 11th April 1950, to all State Governments, describing the character of the National Register is worth mention :

The parts of the register relating to village/ward of each district should be kept in the *tehsil* offices (or other appropriate offices) in that district. They should be unpublished administrative records, available for reference by authorised persons either for administrative purposes or for any socio-economic enquiries which may be undertaken by or with the assistance of the Government of India or the State Government. Unauthorised persons will have no access to them. Like other census records, they will be inadmissible in evidence.

106. This decision resulted in indenting wagon-loads of paper and rushing them through printing presses within a short time and distributing them all over the State so that the registers may be written by enumerators of each village or ward. The magnitude of the work involved was enormous but it was smoothly managed.

107. The register was written up by the enumerators during the census enumeration period. In places where the enumerator was found to have bad handwriting or was otherwise considered not suitable for writing the register, special scribes were appointed by the supervisors. The Government decision for payment of a small amount of scriptory charges at the rate of Rs. 5 per 1,000 entries was appreciated highly. The total cost was shared on 50 : 50 basis between the Centre and the State.

108. The registers were beautifully prepared in this State and were given printed covers of brown, thick and tough paper so as to stand the handling in tabulation offices as well as in future. It would be rare to come across handwriting which was not well written in any one out of 48,774 volumes of National Register of Citizens prepared in the State of Orissa.

SECTION VIII
CONCLUSIONS AND SUMMARY

109. The success of census operations in a district is dependent to a marked degree on the interest taken by the District Officer. As among all sections of people, there are zealous as well as indifferent elements among the District Officers. The Superintendent of Census Operations has to do his best for creating the maximum amount of interest among lukewarm officers but the position is likely to improve considerably if such officers were made answerable to their immediate superiors. The Superintendent is required to send fortnightly letters for keeping the Registrar General posted with the information relating to progress of work during the preparatory and enumeration stages. If in addition to this, the Chief Secretary to the State Government or more appropriately the President of the Board of Revenue, Orissa, was requested by the Government of India to send them such fortnightly letters, the position will considerably improve in all districts. The President, Board of Revenue, will in turn call for periodical progress reports from District Officers, who will then have more incentive to look into the progress of work. It is, therefore, suggested that in future the State Government may be requested for fortnightly letters to be sent to the Registrar General. This may mark a little departure from previous practice, but will be a step forward in the achievement of collaboration between States and the Centre, much needed at the present time on the face of centrifugal tendencies.

110. In the body of this report measures necessary for improvement of various items of work have been suggested. The principal items are now summarised for the sake of convenience:

(i) Selection of District Census Officers should be confined to Additional District Magistrates as far as possible in preference

to Deputy Collectors. Each District Census Officer should be assisted by a junior Sub-Deputy Collector or Deputy Collector to be placed in subordinate charge. (Paras. 21—23)

(ii) There should be one whole-time district census clerk in each district office and one part-time census clerk in each subdivisional office from September to March. In addition, there should be a part-time clerk in each district office between June to August. (Paras. 26—28)

(iii) Police Sub-Inspectors working as charge superintendents were found to be the weakest link in the census hierarchy. It is not possible to discard them in the absence of more suitable substitutes. Could something be done to induce the Police officers to take census work more seriously? (Para. 33)

(iv) The unusual number of transfers of officers connected with census duties should be more effectively controlled in future. (Para. 25)

(v) There should be an Assistant or Deputy Superintendent from September onwards to undertake some amount of touring work during the training of census personnel. It becomes very hard for the Superintendent alone to undertake the necessary tours in addition to headquarters work. (Para. 41)

(vi) A small quantity of stationeries should be supplied to each enumerator. This will give him more incentive for work. (Para. 35)

(vii) The use of 'Roll-up blackboard' is strongly recommended for training work. (Para. 54)

(viii) The location Code based on 4—Elements requires a little change in order to avoid confusion between the numbers given

to charges, circles and blocks and the numbers given to police-stations, villages and so on. (Para. 63)

(ix) The duration of three days for final check erred on the side of liberality. This should be reduced to one day in future. (Para. 70)

(x) Enumeration slips of the present census were of the correct type and were preferable to the slips used in the previous censuses. (Para. 73)

(xi) Use of numerals as contractions should be strictly given up. First letters serving as contractions may be used to a moderate extent only. (Para. 83)

(xii) The policy of compressing too many simple questions into a complicated one should be avoided. (Para. 100)

(xiii) There should be progressive conversion of non-synchronous tracts into normal areas. (Para. 78)

(xiv) Good results were obtained from multisided publicity programme undertaken on the present occasion. Publicity work is important and great stress should be laid. Pamphlets in Oriya should be distributed to the public describing duties of citizens and explaining the census questionnaire. (Section III)

(xv) Complete loss of records and files in 1941 Census and absence of any record of previous census left me entirely to my resources to build up everything afresh. It is hoped that the State Government will make more responsible arrangements on the present occasion to preserve records and files till the next census. (Para. 8)

(xvi) While *ex officio* Secretariat status was denied to the Superintendent in 1941 it was conferred on me after some amount of delay in examining the merit of the case. In future the status should be conferred soon after the appointment of the Superintendent in order to facilitate prompt work **from the** beginning. (Para. 6)

SECTION IX

SAMPLE VERIFICATION OF THE 1951 CENSUS COUNT

1. The population census, like all other administrative operations of comparable magnitude, is liable to error. In the past no attempt was made to verify the extent of error that existed in the enumeration figures. But as increasing importance is attached to population data, it is desirable that the degree of error which they may contain should be ascertained in order to facilitate correct study and interpretation of the available data.

2. With the above view, the Government of India initiated the proposal to make a sample verification of the enumeration work done during the 1951 Census for exact ascertainment of the degree of error. The Registrar General, India, in his confidential letter No. 2/26/51-R.G., dated the 19th April 1951 (Annexure II), requested the State Government to carry out the sample verification work. Accordingly, the work was taken up in Orissa.

3. **Objects of the verification**—The scheme of verification has two-fold objects, namely, to find out the percentage of error in the enumeration of population of the State resulting either from omission or duplication in counting and, secondly, to find out if any occupied house altogether escaped the enumerator's notice.

4. **Scope of verification**—The Registrar General laid down the scheme of verification in his Memorandum No. 2/26/51-R.G., dated the 31st March 1951 (Annexure III). Therein he prescribed the sample of the size of 1/1,000 but allowed the State Government the discretion to reduce the size to 1/2,000. In view of the multifarious responsibilities of the Subdivisional Magistrates and other Magistrates who were required under the scheme to act as Chief Verification Officers

and Verification Officers respectively, it was considered desirable to reduce the size of the samples to 1/2,000. Secondly, the scheme of the Registrar General also permitted exclusion of the inaccessible areas in the State from the verification work if the State Government considered it necessary. Accordingly the following areas were excluded from the scope of the verification on account of extremely poor communications and general wilderness of the country subject to ravages of wild animals:

- (i) All rural tracts of the district of Koraput.
- (ii) Agency areas of the district of Ganjam.
- (iii) Similipal hill areas (700 square miles) in the district of Mayurbhanj.
- (iv) Dharamgarh subdivision of Kalahandi district.
- (v) Khondmals and Balliguda subdivisions in the district of Phulbani.
- (vi) Pal-Lahara subdivision in the district of Dhenkanal.
- (vii) Bonai subdivision of the district of Sundargarh.

5. According to the scheme of the Registrar General the verification was to be done by magistrates of the first or second class. But as such officers were not available in sufficient number, the State Government modified the scheme by allowing appointment of any magistrate or any Revenue Officer of gazetted rank to work as the Verification Officer.

6. The abovementioned departure from the usual scheme formulated by the Registrar General was approved by the State Government and was communicated in the letter No. 8784-R., dated the 28th September 1951, from the Government of Orissa in Revenue Department, to the District Magistrates of all districts in Orissa (Annexure IV).

7. **Instructions for conducting the verification**—In accordance with the orders contained in the letters of the Registrar General, India and the State Government (Annexures II, III and IV), instructions for conducting the sample verification were drawn up by this office and were forwarded to all the District Officers and Chief Verification Officers of the State. These instructions may be seen in Annexure V. It describes the procedure for selection of sample households, duties of the Chief Verification and the Verification Officers, the procedure of filling up the prescribed form, etc.

8. **Selection of sample households**—A rate of 1/2,000 was used for drawing samples in all tracts where the scheme was put in operation. At first, the sample blocks were fixed in a particular tract. For this purpose, the number of blocks in a tract was ascertained. This was done with the help of the Lay-out Registers in which a special column was added to record the number of blocks contained in each village. The number of blocks contained in a tract being thus ascertained, it was divided by 200 for rural areas and by 40 for urban areas for getting the total number of sample blocks in the tract. By adding one to the remainder, the serial number of the first sample block was obtained. Further, sample blocks were determined by taking every 200th or 40th block thereafter, till the total number of blocks in the tract was gone through. Thereafter, the sample households within the selected block were determined at the rate of 1/10 for rural and 1/50 for urban areas on similar sampling principles, which finally yielded the samples at the rate of 1/2,000 both for the rural and the urban areas. In some of the tracts, the total number of blocks was less than 40 in respect of urban tracts and less than 10

in respect of rural tracts. In such cases the total number of blocks was divided by 2 and the figure denoted by the quotient was taken as the sample block. Where a sample block was found uninhabited, the next block was taken as the sample without disturbing the further sequence of blocks.

9. **Verification Officers**—The State Government in their letter No. 4634-R., dated the 10th May 1951, to all District Magistrates requested that the work be done by suitable Magistrates posted in different districts in course of performance of their normal duties so as not to cause any dislocation of their legitimate work and so as not to entail special expenditure on travelling allowance for this purpose. The services of sufficient number of first class Magistrates as desired by the Government of India could not be secured for appointment as Verification Officers. Therefore Magistrates of second and third classes and a few gazetted officers of the Revenue Department had to be engaged. Most of the verifying officers were actually not connected with enumeration and there was no question of their covering any defects. The main burden of enumeration in the 1951 Census had fallen on the charge superintendents who in most cases happened to be Police officers. These officers had nothing to do with the present sample verification and the work was attended to by a different set of officers. There were in all 118 Verification Officers and 43 Chief Verification Officers. Of the Verification Officers 27 were Magistrates of the first class, 34 were Magistrates of the second class and 39 Magistrates of the third class. Of the rest of the 18 officers, 17 belonged to the Orissa Administrative Service whose magisterial powers had not been specified and the remaining one was a gazetted officer of the Revenue Department. There was not a single case where any Verification Officer was required to verify his own work done during the last census enumeration period.

10. The work of all the Verification Officers has been of a uniformly high standard. I am satisfied that all the Verification Officers carried out their task with

unimpeachable honesty and have no adverse remark to make except that in some cases the verification work was delayed. The Chief Verification Officers also carried out their duties conscientiously in spite of their multifarious duties in connection with the elections and general administration.

11. Period of verification—The verification work was conducted throughout the State some time about the middle of November 1951. No fixed date for the verification work was indicated as there was no necessity of simultaneity of the operation. The sample verification forms together with the relevant National Registers were sent to the Chief Verification Officers before the first week of November 1951 and they were requested to send back the verification forms complete with necessary entries by the end of the same month. Most of the Verification Officers succeeded in finishing the work in November but there were a few who could not do it until December. In one or two cases, the Verification Officers could undertake the work only after the general elections were over.

12. Procedure of verification—It was the responsibility of the Census Tabulation Officers to select correct sample households according to the procedure mentioned in the paragraph above. These offices also filled up relevant columns of the verification form prescribed for the sample verification work (Annexure VI). The Tabulation Officers were required to fill up the first 7 out of 20 columns of the verification form regarding the house and households number, the name of the head of the household and the number of persons actually enumerated in the sample household as it might appear from the National Register of Citizens. Below these columns (1 to 7) the Tabulation Officer was required to affix a certificate in token of having correctly filled up the particulars.

13. The verification forms with the headings and the columns 1 to 7 duly filled up were sent by the tabulation office along with the connected section of the National Register to my office where a thorough check-up was

carried on to ensure that the samples had been correctly chosen and the entries in various columns of the form duly made. After this check, the verification forms and the National Registers were sent from this office to all the Chief Verification Officers of the State.

14. The Chief Verification Officers were responsible for filling up correctly columns 8 to 20 by the Verification Officers under them in accordance with the instructions issued in Annexure V. After the verification work was completed and the forms were filled up, the Chief Verification Officer was required to conduct a check in his office and to affix a certificate on the body of the form in token of the fact that the different columns of the form (8 to 20) were correctly filled up. These forms and the National Register of Citizens were then returned by the Chief Verification Officers to this office.

15. Check of the three nearest houses—Error in census count was likely to occur if any occupied house in the block escaped enumeration. In order to ascertain, if any amount of error had crept into the enumeration figures on this account, it was provided in the verification scheme that the Verification Officer should ascertain the house number of three occupied houses which are nearest to the sample house and make sure that they find place in the relevant section of the National Register. Accordingly the verification was made and it was found that there was not a single case of omission of any household in the National Register.

16. House numbering was done in Orissa in 1948 by the election agents but when the census organisation was set up, a thorough check-up was made and a large number of omissions in house numbering was detected. The houses were renumbered systematically after the rainy season of 1950 by the enumerators under the direct supervision of higher officers. House lists were also carefully prepared. It is believed that the work was done in a thorough manner so that there was no possibility of any house escaping enumeration.

17. **The results**—The results have been tabulated in the form prescribed by the Registrar General. This is exhibited in Annexure I to this report. The total number of households selected for verification is 1,062 all of which were visited by the officers concerned. But 7 out of these households were found to have been abandoned subsequent to the date of enumeration.

18. **Households subsequently abandoned**—The number of households, which were inhabited on the date of enumeration but which were abandoned by the time the verification was made, is seven. Four of them occurred in rural areas and the remaining three in urban areas. Out of the four abandoned households in rural areas, one occurred in the district of Sambalpur, two in Ganjam and the remaining one in Dhenkanal. Of the three abandoned households found in urban areas two occurred in the district of Balasore and one in the district of Puri. As no one was found in these seven households it was not possible to complete the verification work and to fill up the prescribed form. The location of the abandoned households, however, shows that there is no concentration of such households in any particular district.

19. **Households verified: Size of the sample as it finally stood**—As stated in paragraph 4, some inaccessible areas in the State were excluded from the field of the present enquiry. Therefore the total number of households occurring in the excluded areas should not be taken into consideration for purpose of ascertaining what was the size of the sample as it finally stood. The total number of occupied households in the area in which the verification work was done is 2,656,306 of which 2,525,699 are located in rural and 120,226 in urban areas. The total number of houses verified is 1,062 out of which 1,000 were located in rural areas and 62 in urban areas. Therefore the real size of the sample for the entire State is 1/2,501. Similarly the size of the sample for rural areas is 1/2,525 and for the urban areas is 1/2,106 as against the approved size of 1/2,000.

20. **Extent of error in enumeration**—The total number of persons actually enumerated in verified households and as recorded in the National Registers is 4,994. The result of verification showed that the real population of these households on the date of enumeration was 5,021 which is worked out as follows:

(i) Number recorded in the National Register	...	...	4,994
(ii) Number of cases of clear omission	...	...	(+) 30
(iii) Number of cases of fictitious entries	...	...	(-) 9
(iv) Under enumeration of visitors and absentees	...	...	(+) 10
(v) Over enumeration of visitors and absentees	...	...	(-) 4
		Total	5,021

21. Thus, while the real population of the sample households is 5,021, the number recorded in the last census is 4,994. In other words, there was the error of 27 by way of under enumeration in a population of 4,994 according to the Census Count. The net error in the Census Count is, therefore, 0.54 per cent. Breaking this percentage on rural/urban basis, it appears that the total error for the rural areas of Orissa comes to 18 in 4,686 or in other words 0.38 per cent while for urban areas it stands at 9 in 308 which works out to 2.92 per cent.

22. Considering the extent of errors between the Natural Divisions of the State, it appears that in the Orissa Coastal Division (5.11) the number of persons actually enumerated in the 1951 Census is 2,512, which on verification was found to be short by 13. Therefore the percentage of error in the Census Count of the Coastal Division of Orissa is 0.52 per cent on the side of under-enumeration, out of which the error in rural areas is 0.22 per cent and in urban areas 4.70 per cent. Similarly, in respect of the Orissa Inland Division (3.33) the number of enumerated persons is 2,482, whereas the real

population on the reference date was 2,496. The count was, therefore, short to the extent of 0.56 per cent out of which the error in

rural areas is 0.55 per cent and in urban areas 0.72 per cent. The result is tabulated as follows:

State or Natural Division		Enumerated population	Real population	Total error	Percentage
ORISSA					
Total	..	4,994	5,021	27	0.54
Rural	..	4,686	4,704	18	0.38
Urban	..	308	317	9	2.92
3.33—Orissa Inland Division					
Total	..	2,482	2,496	14	0.56
Rural	..	2,344	2,357	13	0.55
Urban	..	138	139	1	0.72
5.11—Orissa Coastal Division					
Total	..	2,512	2,525	13	0.52
Rural	..	2,342	2,347	5	0.22
Urban	..	170	178	8	4.70

23. Analysis of error—The error as occurring in the number of enumerated population may be distributed between the four following items, namely, omission in count,

fictitious entries, erroneous under enumeration of visitors and absentees. The error is now analysed on the basis of the above items as follows:

State or Natural Division	Total No. of persons enumerated in sample households	Omissions		Fictitious entries		Erroneous under enumeration of visitors and absentees		Erroneous over enumeration of visitors and absentees		
		Persons	Percentage	Persons	Percentage	Persons	Percentage	Persons	Percentage	
1	2	3	4	5	6	7	8	9	10	
ORISSA										
Total	..	4,994	30	0.60	9	0.18	10	0.20	4	0.85
Rural	..	4,686	21	0.45	8	0.17	9	0.19	4	0.85
Urban	..	308	9	2.92	1	0.32	1	0.32	..	..
3.33—Inland Division										
Total	..	2,482	12	0.48	4	0.16	7	0.28	1	0.04
Rural	..	2,344	11	0.47	4	0.17	7	0.30	1	0.04
Urban	..	138	1	0.72	..	..	..	..	..	..
5.11—Coastal Division										
Total	..	2,512	18	0.72	5	0.20	3	0.12	3	0.12
Rural	..	2,342	10	0.43	4	0.17	2	0.08	3	0.12
Urban	..	170	8	4.70	1	0.59	1	0.59	..	..

The above analysis shows that the extent of under enumeration in urban areas has been considerably greater in rural areas and this feature is particularly marked in the Coastal Division of Orissa.

24. Real extent of under-enumeration-

The following statement shows the real extent of under-enumeration in the 1951 Census Count:

State or Natural Division	Final Population	Real Population	Under-enumeration in 1951 Census Count
1	2	3	4
ORISSA—	14,645,946	14,725,129	79,183
Rural ..	14,051,876	14,104,664	52,788
Urban ..	594,070	620,465	26,395
3·33—Orissa In-land Division	7,972,895	8,013,953	41,058
Rural	7,746,958	7,785,083	38,125
Urban ..	225,937	228,870	2,933
5·11—O r i s s a Coastal Division	6,673,051	6,711,176	38,125
Rural ..	6,304,918	6,319,581	14,663
Urban ..	368,133	391,595	23,462

25. Quality of verification work—Some errors crept in the verification work as a result of a few Verification Officers not strictly complying with the instructions. For example, the verifications were to be made with reference to the state of affairs existing on the 1st March 1951, but in some cases the verification was made with regard to the time of enquiry. Such cases were only a few in number and were rectified in the tabulation stage. Except for the above type of error the quality of verification work was high. There was no doubt that all Verification Officers actually visited the spot before making the entries on the verification

forms. No verification was done in the absence of a responsible member of the sample household.

26. The procedure of verification as approved and as actually followed was not completely free from the possibility of fraud or intentional or inadvertent mistake. For example, if a Verification Officer was not scrupulous or honest, it was easy for him to fill up the form without even stirring from his seat by referring to the National Register and putting down the required particulars on the verification form and certifying that correct enumeration had been made. But since officers of sufficiently high standing, namely, officers of gazetted rank, were selected to conduct the enquiries, it may not be reasonable to think that the verification work was done without going to the spot and that the certificates were falsely affixed. District Magistrates, District Census Officers who, in most cases, were Additional District Magistrates and Chief Verification Officers who, in almost all cases, were Subdivisional Magistrates were impressed about the importance of the enquiries and were requested to personally see that the enquiries were conducted strictly according to the instructions. From the manner of verifications made and from the reports received, it is doubtless that the enquiry was conducted in as thorough and conscientious manner as other magisterial responsibilities are usually discharged.

27. Concluding remarks—As mentioned in paragraph 21 above, the net error in Census Count is on the side of under enumeration to an extent of 0.54 per cent. Accordingly, it has been possible to know what the real population of the State was on the date of the Census. It has also been possible to check up the error on rural/urban basis so as to ascertain what was the real rural/urban population of the State at the time of the last enumeration. It may now be worthwhile to compare the real population as calculated on the above basis with the final and the provisional population of Orissa declared on earlier occasions.

28. The population of the State of Orissa on the 1st March 1951, as determined on different occasions is mentioned below :

(i) Registrar General's forecast made in 1950	...	14,480,000
(ii) Provisional population as ascertained from the report of District Magistrates on close of enumeration work	...	14,644,293
(iii) Final population ascertained as a result of tabulation of enumeration figures	...	14,645,946
(iv) Real population as estimated on the basis of degree of error ascertained through the sample verification of Census Count	...	14,725,129

29. The above four different ways of approach towards determining the general population of the State are so remarkable by the smallness of difference between the estimated figures that each method lends credit to the soundness of calculation of the other.

30. The result of the sample verification of the 1951 Census Count has been very useful

for dispelling the notions of the critic that the census enumeration has been vitiated considerably by under enumeration. The net shortage of 0.54 per cent may be considered to be an error of no considerable magnitude, particularly when it relates to a countrywide administrative operation such as the census.

31. On the face of the results now available from the sample verification of the Census Count, it will be hard to deny that the enumeration staff did a praiseworthy and magnificent work in conducting the enumeration of the general population on a reliable basis. If it has been possible to feel confident about the comparative accuracy of the 1951 Census, it is mostly due to the sincere and devoted work of the entire verification organisation consisting of Magistrates mostly of superior rank. It has been observed earlier that the impartiality of the verification made by the local Magistrates is above question. The Census organisation and persons who may have to use the population data available in the Census Report will undoubtedly be grateful to the verification staff.

ANNEXURE

District	Number of sample Households		Number of persons actually enumerated in verified Sample Households			Number of cases of clear omission		
	Selected	Verified	P.	M.	F.	P.	M.	F.
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
ORISSA ..	1,062	1,055	4,994	2,453	2,541	30	13	17
Rural ..	1,000	996	4,686	2,291	2,395	21	9	12
Urban ..	62	59	308	162	146	9	4	5
3-33. Orissa Inland Division	502	500	2,482	1,249	1,233	12	5	7
Rural ..	476	474	2,344	1,173	1,171	11	4	7
Urban ..	26	26	138	76	62	1	1	..
5-11. Orissa Coastal Division	560	555	2,512	1,204	1,308	18	8	10
Rural ..	524	522	2,342	1,118	1,224	10	5	5
Urban ..	36	33	170	86	84	8	3	5
Cuttack ..	180	180	844	401	443	7	3	4
Rural ..	162	162	745	353	392	..	..	..
Urban ..	18	18	99	48	51	7	3	4
Balasore ..	131	129	575	296	279	1	..	1
Rural ..	128	128	561	290	271	1	..	1
Urban ..	3	1	14	6	8	..	..	..
Puri ..	145	144	636	296	340	1	..	1
Rural ..	137	137	607	282	325	1	..	1
Urban ..	8	7	29	14	15	..	..	..
Sambalpur ..	154	153	654	312	342	1	..	1
Rural ..	148	147	607	286	321	1	..	1
Urban ..	6	6	47	26	21	..	..	..
Ganjam ..	104	102	457	211	246	9	5	4
Rural ..	97	95	429	193	236	8	5	3
Urban ..	7	7	28	18	10	1	..	1
Koraput ..	4	4	24	11	13	1	1	..
Rural ..	..	..	..	..	..	..	..	..
Urban ..	4	4	24	11	13	1	1	..
Dhenkanal ..	66	65	351	181	170	5	2	3
Rural ..	65	64	344	178	166	5	2	3
Urban ..	1	1	7	3	4	..	..	..
Keonjhar ..	27	27	150	79	71	1	1	..
Rural ..	26	26	145	75	70	1	1	..
Urban ..	1	1	5	4	1	..	..	..
Phulbani ..	20	20	101	52	49	..	..	..
Rural ..	19	19	95	49	46	..	..	..
Urban ..	1	1	6	3	3	..	..	..
Bolangir ..	74	74	388	206	182	4	1	3
Rural ..	71	71	370	195	175	4	1	3
Urban ..	3	3	18	11	7	..	..	..
Sundargarh ..	41	41	183	84	99	..	..	..
Rural ..	33	33	159	72	87	..	..	..
Urban ..	8	8	24	12	12	..	..	..
Kalahandi ..	27	27	145	78	67	..	..	..
Rural ..	26	26	141	75	66	..	..	..
Urban ..	1	1	4	3	1	..	..	..
Mayurbhanj ..	89	89	486	246	240	..	..	..
Rural ..	88	88	483	243	240	..	..	..
Urban ..	1	1	3	3	..	..	..	..

ANNEXURE II

Copy of confidential letter No. 2/26/51-R.G., dated the 19th April 1951, from the Government of India, Ministry of Home Affairs, New Delhi, to the Governments of all Part A and B States (except Punjab, Pepsu and Travancore-Cochin) and all Chief Commissioners

SUBJECT—1951 Census Count—Sample Verification

The Government of India are very grateful to the State Government for their active help in carrying through the 1951 Census enumeration, and desire to place on record their sincere appreciation of the services rendered by the administrative machinery of the State Government so willingly placed at the disposal in all districts, often in the midst of many other pressing preoccupations.

2. According to the practice adopted in past censuses, the responsibility borne by State Government in connection with the census used to come to an end of this stage. At this census, however, the Government of India propose to make a departure from past practice, and have expressed the desire that a sample enquiry should be undertaken (as early as may be conveniently arranged), in order to carry out a scientifically organised verification of the 1951 Census Count. I am directed to explain the considerations underlying this proposal and to invite the co-operation of the State Government in giving effect to it.

3. The Government of India believe that the standard of accuracy and completeness of count achieved at this census will not compare unfavourably with the high standards set in previous censuses in India. It is, however, necessary to remember that the census, like all other administrative operations of comparable magnitude, is liable to error. In spite of every precaution taken to achieve complete cover through numbering of occupied houses, some occupied houses might have been left unnumbered or unvisited here and there. Likewise, in a few out of the hundreds and thousands of occupied houses which were visited in every village, town and city, a few individuals are likely to have been omitted here and there. At the same time, owing to difficulties of enumeration created by the movement of people from one place to another, there are chances of double counts, as well as of omission. In the last few censuses, it has been customary to assume that cases of inadvertent over-enumeration may be set off against cases of inadvertent under-enumeration and the net balance of error treated as both negligible and constant from census to census.

4. Apart from inadvertent errors which are, as observed already, inevitable in such operations, it is also known that errors in the Census Count have

arisen in some localities in the past for causes which cannot be described as inadvertent. The effect of such errors is usually smaller than is at times supposed; but it does exist and is not necessarily constant from one census to another.

5. In the light of the great importance which is increasingly attached to statistics generally and especially to basic population data yielded by the decennial census, the Government of India feel that the time has not arrived when it is desirable to make a definite ascertainment of the degree of error which may be present in census statistics, as this may, not improbably, have an important bearing on the interpretation of the significance of the results of census enumeration.

6. In coming to a definite conclusion on this subject, the Government of India have been influenced by certain observations contained in a review of the population census methods of all countries which has been published by the Secretariat of the United Nations. In this review, it has been stated that "a scientific appraisal of the accuracy of census results has been avoided by official statistical agencies of some countries. The result is an unfounded impression in the minds of uncritical users of the figures that they are perfectly reliable. In countries there is a progressive tendency to discuss frankly the defects in census statistics; but until this practice becomes general, it will be difficult to determine with any precision the degree of reliability of the figures for most areas of the world." The authors of the review have stated that "the completeness of enumeration can be estimated by a well-planned verification carried out immediately after the original enumeration in a scientifically-selected sample of the areas."

7. It may be added that (while published results of such verification are not available) enquiries indicate that in at least one statistically advanced country verification showed that the percentage of omission in that country cannot be regarded as negligible. Where error is not negligible, knowledge of its probable magnitude is obviously essential.

8. It is in these circumstances that the Government of India accepted the need for a scheme of verification of the 1951 Census Count. I have accordingly

framed a scheme in consultation with the Statistical Adviser to the Government of India. The scheme is set out in a memorandum of which a copy is herewith enclosed. The intention is that the scheme should apply uniformly to all parts of India, with the following exceptions and modifications:

(i) Sample verification, on somewhat different lines, has already been made in Travancore-Cochin, which State has accordingly been excluded from the scope of the scheme.

(ii) Certain controversies which developed during the census enumeration period have vitiated the replies to the census question on language in Punjab and Pepsu. They have also affected the answers to the census question on religion. It is, therefore, necessary to modify the sample structure as well as to widen the scope of verification. The Governments of these States are proposed to be addressed separately on a modified scheme to be put into effect later.

In the light of the foregoing explanation, I am to invite the co-operation of the State Government in giving effect to the scheme.

9. Attention is specially invited to the salient features of the scheme which are as follows:

First, the blocks to be verified in every rural or urban tract as well as the households to be verified in each such block are to be selected on a random sample basis from the National Register of Citizens in Census Tabulation Offices. (It will be recalled that one of the main purposes for which the National Register of Citizens was compiled was to enable such selections being made for sample enquiries.)

Secondly, the size of sample to be verified is approximately one in one thousand. (This would involve verification of the Census Count in approximately 20 houses in every tract with a population of about one lakh.)

Thirdly, the actual work of verification is proposed to be entrusted to Magistrates.

The Government of India are anxious that verification should be carried out by State Government officers in the districts in the course of performance of their normal duties, so as not to cause any dislocation of the work of State Government and so as not also to entail special expenditure on travelling allowance for this purpose.

To this end, they are agreeable to the State Government issuing directives modifying or amplifying the general scheme in its application to their State, in the following particulars:

(i) One in one thousand is the optimum size of sample which is technically adequate. If, however, the work involved is excessive in relation to available number of officers, the size of sample may be reduced to one in two thousand (whether generally throughout the State or in rural tracts only).

(ii) If (owing to the separation of the Judiciary from the Executive or for other reasons) Magistrates are unavailable for purpose of verification, such other class of responsible officers of Government as are available and considered by the State Government to be suitable may be appointed as Verification Officers.

(iii) The time to be allowed for Chief Verification Officers, after receipt of papers from the Census Tabulation Offices, for completion of verification may be specified by the State Government with due regard to the need for early completion of this work as well as other duties required to be performed by these officers at the same time.

(iv) In exceptional cases where (on account of its inaccessibility or other reasons) it is considered wholly impracticable to put the scheme into effect in any particular district or a tract in a district, such district or tract may be specified as such and excluded.

10. As this is the first occasion when a verification of this kind is being undertaken, I am to request that the State Government may be moved to issue necessary instructions to all District Officers so as to ensure the successful execution of this operation. I am to request, in particular, that it should be explained clearly that what is sought to be secured is a purely statistical determination of the degree of error present in the over-all Census Count of the country as a whole and broad population zones therein; and that nothing in the nature of praise or blame for the performance of individual officers or individual districts is intended. Even if shortcomings of individual citizens, enumerators or other Census Officers are brought to light by enquiries in sample household, it is requested that no prejudicial notice should be taken of them.

The detailed instructions necessary for putting this scheme into effect will be issued in due course by the Superintendent of Census Operations. It is requested that the provisions of the scheme may be treated as confidential until the verification is completed and the results are tabulated and analysed.

Yours faithfully

(Sd) R. A. GOPALASWAMI

Registrar General, India

ANNEXURE III

No. 2/26/51-R.G.

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIR

OFFICE OF THE REGISTRAR GENERAL, INDIA

New Delhi-2, the 31st March 1951

MEMORANDUM

1951—Census Count—Sample Verification

1. *General*—The 1951 Census Count will be verified throughout India by an enquiry conducted on a random sample basis in the manner explained in this memorandum. The scope of this enquiry will be strictly limited to determining the percentage of error, if any, which is present in the Census Count, either in the form of under-enumeration or in the form of over-enumeration. This enquiry will be limited to the ascertainment of the identity of persons, and will not be concerned with the accuracy or otherwise of answers to any of the census questions.

2. *Selection of sample households*—(i) In rural tracts, one *village census block* will be chosen out of every 100 blocks; and in each of the selected census blocks, every tenth household will be chosen. In urban tracts, one *town census block* will be chosen out of every twenty blocks; and in each of the selected blocks, every fiftieth household will be chosen. Thus, in every tract (whether rural or urban) the sample chosen for verification will represent approximately one in one thousand of the total.

(ii) Selection of blocks on the foregoing basis will be made from lists of census blocks; and selection of households from each census block will be made from that section of the National Register of Citizens which relates to the census block.

(iii) The Officer-in-charge of each Census Tabulation Office will be responsible for selecting the sample households for every tract in his region.

3. *Sample Verification Forms*—The Officer-in-charge of the Tabulation Office should mark (with his initials) the selected households as entered in the section of the National Register of Citizens which relates to the census block. He should prepare a Sample Verification Form for each census block in accordance with instructions given at the back of the form.

As soon as all the forms relating to a verification area are completed, he should attach each form to the related section of the National Register, and despatch all the forms and sections to the Chief Verification Officer concerned (*vide* next para.).

4. *Verification area, Chief Verification Officers and Verification Officers*—Where a district is divided into a number of sub-districts, each constituting the territorial jurisdiction of a Subdivisional Magistrate, each sub-district will constitute a verification area; and the Subdivisional Magistrate concerned will be the Chief Verification Officer for such area. In other cases, the entire district (or such part thereof as may be specified by the head of the district) will constitute the verification area and an officer specified by the head of the district (who should be either a Subdivisional Magistrate or a Magistrate of the first class) will be the Chief Verification Officer of the area.

The Chief Verification Officer may appoint any officer as the Verification Officer in respect of any part of his verification area. Such officer should ordinarily be a Magistrate of the first class, and may (where this is unavoidably necessary) be a Magistrate of the second class.

5. *Duties of Chief Verification Officers and Verification Officers*—(i) It will be the duty of the Chief Verification Officer to distribute the work among Verification Officers, to instruct them and satisfy himself that the instructions have been correctly carried out and to return the verification forms together with the related sections of the National Register to the Tabulation Office duly filled up; and also to submit a brief report on the manner in which the verification was carried out and the significance of the results.

(ii) It will be the duty of each Verification Officer to visit every household as specified in the Sample Verification Form personally, make all enquiries necessary for the purpose of ascertaining whether there

are any cases of "clear omission", "fictitious entry" or "erroneous count of visitors and absentees" in each household, fill up the verification form in accordance with instructions at the back of the form and return the paper to the Chief Verification Officer together with a brief report. If, on visiting a sample household, it is ascertained that the householder has left the house permanently, that fact should be noted against the household in the Sample Verification Form. The household in question will be excluded from the scope of verification.

(iii) The foregoing will complete the verification of enumeration of individuals in households. It is necessary also to verify whether any occupied houses in the block escaped enumeration. For this purpose, the Verification Officer should (as soon he has completed the verification of a sample household) ascertain the house number of three occupied houses which are nearest to the sample house, and make sure that they

find a place in the relevant section of the National Register. If he finds any occupied house to be omitted, the fact should be noted in column 18. If all three houses find a place in the National Register he should note "Nil" in column 18. *The Verification Officer should not concern himself with any house other than the three nearest occupied houses and should not ascertain number of persons in such houses.*

6. *Tabulation of results*—After the figures in the forms have been filled up they should be compiled and tabulated districtwise for each Tabulation Region in the form prescribed for the purpose. Copies of these tables should be submitted to the Superintendent of Census Operations concerned as well as the Registrar General, India, for consolidation for the State and all-India.

(Sd) R. A. GOPALASWAMI
Registrar General, India

ANNEXURE IV

Copy of Government of Orissa, Revenue Department, letter No. 8784(13)-R.—V.C.—15/51, dated the 28th September 1951, to all District Magistrates

SUBJECT—1951 Census Count—Sample Verification

In continuation of this Department letter No. 4634-R., dated the 10th May 1951, I am directed to say that in view of the multifarious responsibilities of Subdivisional and other Magistrates who are required under the Government of India scheme to act as Chief Verification Officers and Verification Officers respectively, Government have been pleased to decide that the sample verification should be made in one out of two thousand houses instead of in one out of one thousand houses.

2. It has also been decided by Government to exclude the following inaccessible areas from the operation of the sample verification scheme:

- (1) All rural tracts of the district of Koraput
- (2) Agency areas of the district of Ganjam

- (3) Similipal hill areas (700 square miles) in the district of Mayurbhanj.
- (4) Dharamgarh subdivision of Kalahandi district.
- (5) Khondmals and Balliguda subdivisions in the district of Phulbani.
- (6) Pal-Lahara subdivision in the district of Dhenkanal.
- (7) Bonai subdivision in the district of Sundargarh.

3. Government are further pleased to order that the work of sample verification may be entrusted not only to first or second class Magistrates but also to third class Magistrates or to any other Revenue Officer of gazetted rank.

ANNEXURE V

INSTRUCTIONS FOR CONDUCTING SAMPLE VERIFICATION OF THE 1951 CENSUS COUNT

1. The Census Tabulation Officers will draw up a list of census blocks where the sample verification of Census Count will be conducted in accordance with the orders of the Government of India embodied in Registrar General's letter No. 2/26/51-R.G., dated the 19th April 1951.

2. The list of blocks thus selected will be forwarded to the respective District Magistrates so that Verification Officers may be appointed for undertaking the work. It may be noted that each Verification Officer should take a number of sample blocks contained in the list.

3. The Subdivisional Magistrates of respective subdivisions will be the Chief Verification Officers for their own areas. The primary responsibility of sending correct return will rest on them.

4. A Magistrate of first, second or third class or any Revenue Officer of gazetted rank may be appointed as the Verification Officer in respect of any part of a subdivision as may be decided by the District Magistrate or the Chief Verification Officer.

5. Within each sample block selected for verification purpose, 10 per cent of the houses in rural areas and 2 per cent of the houses in urban areas will be subjected to verification. In other words, every tenth house in a sample block of a rural area and every fiftieth house in a sample block located in a town area should be verified. The houses to be thus verified are known as "sample houses". These sample houses will also be selected on principles of random selection by the Census Tabulation Officers. The Census Tabulation Officers will prepare sufficient number of verification forms and will fill up the first few columns indicating the sample households and the number of persons actually enumerated in such households. The Verification forms will then be forwarded to the District Magistrates concerned together with relevant sections of National Register of Citizens for passing them on to the Chief Verification Officers. The Chief Verification Officers on receipt of forms and the National Registers will distribute them among the Verification Officers of concerned blocks. The Verification Officers will fill up the remaining columns

in the Sample Verification Form and will certify as to the correctness of the entries in the undermentioned manner.

6. *Duties of Chief Verification Officers and Verification Officers*—(i) It will be the duty of the Chief Verification Officer to distribute the work among Verification Officers, to instruct them and satisfy himself that the instructions have been correctly carried out and to return the verification forms together with the related sections of the National Registers to the Tabulation Office duly filled up; and also to submit a brief report on the manner in which the verification was carried out and the significance of the results.

(ii) It will be the duty of each Verification Officer to visit every household as specified in the Sample Verification Form personally, make all enquiries necessary for the purpose of ascertaining whether there are any cases of "clear omissions", "fictitious entry" or "erroneous count of visitors and absentees" in each household, fill up the verification form in accordance with instructions separately issued and return the papers to the Chief Verification Officer together with a brief report. If, on visiting a sample household, it is ascertained that the householder has left the house permanently, that fact should be noted against the household in the Sample Verification Form. The household, in question, will be excluded from the scope of verification.

(iii) The foregoing will complete the verification of enumeration of individuals in households. It is necessary also to verify whether any occupied houses in the block escaped enumeration. For this purpose, the Verification Officer should (as soon he has completed the verification of a sample household) ascertain the house number of three occupied houses which are nearest to the sample house, and make sure that they find a place in the relevant section of the National Register. If he finds any occupied house to be omitted, the fact should be noted in column 20. If all three houses find a place in the National Register, he should note "Nil" in column 20. *The Verification Officer should not concern himself with any house other than the three nearest occupied houses. He should not ascertain the number of persons in such houses but should only note "Nil" if there are no omission or mention the house number if there has been an omission.*

7. The Verification Officer, after he has duly filled in columns 8 to 20 of the Sample Verification Form, will sign his name and mention his designation at the bottom of the form. He will submit the form to the Chief Verification Officer who will make some random checks and will attest and put his signature on the form.

8. The Chief Verification Officer will then collect all verification forms and National Registers and will send them on to the District Census Officer who will transmit the same to the Superintendent of Census Operations, Orissa.

9. *Columns 8 to 10 of the form (Clear Omissions)*—These columns relate to non-enumeration of persons who are members of the household in question and who were actually present in that household during the enumeration period. [The name (including father's name, sex and age of such persons should be noted in the relevant section of the National Register against the marked household in question) and the new entries attested by the Verification Officer.] The number of such persons (if any) as ascertained by the Verification Officer should be noted in columns 6 to 8 of the Sample Verification Form. If there are no such persons, 'Nil' should be entered in these columns.

10. *Columns 11 to 13 of the form (Fictitious entry)*—These columns relate to purported enumeration in the household in question of persons who never existed; or the purported enumeration of real persons who did not normally reside in or visit the household during the enumeration period. [Such names, together with entries relating to them, should be crossed out from the relevant section of the National Register and attested by the Verification Officer.] The number of such persons, if any, as ascertained by the Verification Officer, should be given in columns 11 to 13 of the Sample Verification Form. If there are no such persons, 'Nil' should be entered in these columns.

11. *Columns 14 to 19 of the form (Erroneous count of visitors and absentees)*—(i) *Correct count*—Census instructions regarding the correct method of enumerating absentees and visitors are extracted below.

(ii) enquire whether there is any person who is normally resident in the house but is absent at the time you visit the house. All such persons should also be enumerated, unless they left the house before the 9th February 1951 and are not expected to come back to the house until after the 1st March 1951.

(iii) Occasionally, you may find a visitor in a house who does not normally reside there. You should enquire from him when he left his house and when he expects to be back there. Do not enumerate him if he left his house on or before the 9th February or expects to go back there before sunrise on the 1st March. If, however, he is away from his house

throughout the enumeration period and has not been enumerated anywhere else, you should enumerate him at the house where you find him.

* * * * *

Final check—You should revisit every house in your block and carry out a final check during the first three days of March. The object of this second visit is to bring your enumeration up to the reference date.

* * * * *

(i) If you happen to find any visitor who has not been enumerated anywhere else during the period of enumeration, you should enumerate him also.

(ii) *Erroneous count tending to under enumeration*—Non-enumeration of persons who were moving about during the period of enumeration and who should have been enumerated in the household in question according to the instruction is, *prima facie*, an erroneous count tending to under-enumeration. If the Verification Officer finds such a case, it should be noted as an erroneous count in columns 14 to 16, unless he is satisfied that the person in question was actually enumerated elsewhere. In the absence of an erroneous count, 'Nil' should be written against columns 14 to 16.

(iii) *Erroneous count tending to over-enumeration*—Enumeration in the household in question of persons who were moving about during the period of enumeration and who should not have been enumerated in that household according to the instructions is, *prima facie*, an erroneous count tending to over enumeration. If the Verification Officer finds such a case, it should be noted as an erroneous count in columns 17 to 19 unless he is satisfied that the person in question was not enumerated anywhere else. In the absence of an erroneous count, 'Nil' should be written against columns 17 to 19.

12. *Column 20 of the form (Omission in occupied houses)*—The Verification Officer should (as soon as he has completed the verification of a sample household) ascertain in respect of three occupied houses which are nearest to the sample house, whether they were numbered for census enumeration and find a place in the relevant section of the National Register. If he finds any such occupied house to have been omitted, the fact should be noted in column 18. If all three houses find a place in the National Register, he should note 'Nil' in column 20. *The Verification Officer should not concern himself with any house other than the three nearest occupied houses and should not ascertain the number of persons in such houses.*

ANNEXURE VI

1951 Census count—sample verification form

Name of Census District.....
 Name of Tahsil / P. S.....
 Name of Village/ Town and Ward.....

Number of Tract.....
 Description of Tract.....
 No. of Census Block.....

Serial No.	House No.	Household No.	Name of head of household	No. of persons actually enumerated in the Sample household		Number of cases of clear Omission			
				Total	Male	Female	Male	Female	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)

No. of cases of fictitious entry	Erroneous count of Visitors and Absentees				No. of errors tending to under enumeration	No. of errors tending to Over-enumeration	Omission of occupied house		
	Total	Male	Female	Total					
(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)

Certified that cols. 1 to 7 have been correctly filled up

 Signature of officer in charge of Tabulation office

 Dated.....

Certified that cols. 8 to 20 have been correctly filled up

 Signature of Verification Officer.....
 Designation and Address.....
 Attested

Signature of Chief Verification Officer.....
 Designation and address.....

APPENDIX A

ENUMERATION PROCEDURE (EXTRACTS FROM MANUAL OF INSTRUCTIONS)

Enumeration of Household Population

The entire population may be broadly divided into two categories, namely, the household population and the houseless population. Note carefully how the household population should be enumerated.

The household population may be subdivided into three groups, namely:

- (1) Normal residents of the household who are present at the time of enumeration;
- (2) Normal residents of the household who are absent at the time of enumeration;
- (3) Visitors

A person is said to be a normal resident of the household if he uses that house as his sleeping place except for temporary periods of absence. It does not matter if he does not take his meals in that house and does depend on a hotel. If he sleeps in that house at night, he should be treated as a normal resident of that house. A normal resident of a household may be found present or absent when you go to enumerate him. In case of a normal resident who is present at the time of your visit you should enumerate him. As regards the normal resident who is found absent at the time of your enumeration, you should follow the instruction below:

- (i) Enumerate him if he left the house on or after the 9th February 1951. It does not matter if he is likely to return after the 1st March 1951.
- (ii) Enumerate him if he is likely to return before the sunrise of the 1st March 1951. It does not matter if he left his house before the 9th February 1951.
- (iii) Do not enumerate him if he left the house on or before the 8th February 1951 and is likely to remain absent beyond sunrise of the 1st March 1951.

In other words, enumerate the absentee if he is likely to stay at the house any time between the 9th February 1951 and sunrise of the 1st March 1951 and do not enumerate him if he will remain absent *all along* from the 9th February 1951 till the morning of the 1st March 1951.

Enumeration of visitors—In course of your enumeration you may find a person in a house who may not be a normal resident thereof. In such a case he should be treated as a visitor. You should ask the visitor if he has been enumerated already elsewhere, and if so, when he left his house, where he normally resides and when he expects to return there. Do not enumerate him if he has already been enumerated elsewhere or if he says that he has left his house on or before the 9th February or if he says that he expects to go back to his normal residence before the sunrise of the 1st of March. If he says that he has not been enumerated and that he would remain absent from his normal residence throughout the enumeration period, you should enumerate him at the house where you find him.

Indoor patients and lunatics—These two types of persons may not be in a position to answer your questions. In such a case you should gather information regarding them from the officers in charge of hospitals or asylums or from relatives.

Enumeration of houseless persons

On the 28th February after you have taken a little rest during the day-time start on your work immediately at candle-light time. You should carry a kerosene lantern with you for your work this night. If there is a village policeman in your village, he will accompany you during your work this night. You should visit all the buildings and all the open places in your block wherever houseless persons like wandering tribes, tramps, sadhus, beggars, etc., are expected to be present. You should also visit places where a person may be living on a boat. Ask the houseless person if he has already been enumerated anywhere. If not, you should enumerate him. You should prepare the records of all such houseless persons by the morning of the 1st of March. This brings you to the close of the enumeration period. You will have next to take up the work as described below under final check from the 1st of March to the 3rd of March 1951.

Final check

The period of final check is from the 1st of March to the 3rd of March 1951. During this period you should revisit every house in your block and take the following measures:

- (1) If a child has been born after you visited the house of enumeration work and before sunrise of the 1st of March 1951, an

enumeration slip should be prepared for this child. If the child has not yet been given a name, you should write the word "Unnamed" in the proper column of the enumeration slip.

- (2) If you find that any person whom you had enumerated in your first visit has died before the sunrise of the 1st of March, you should over-write the word "Dead" and put two cross lines on the enumeration slip and obtain your supervisor's signature over it.
- (3) If you happen to find any visitor who has not been enumerated anywhere else during the period of enumeration and if he says that he left his normal place of residence before the 9th February, you have to enumerate him also. You should also enumerate such a visitor living in a house who is absent from the house at the time of your visit but whom you are satisfied from your enquiries that he has left his normal place of residence before the 9th February and has not been enumerated anywhere else.

Completion of pads

A pad consists of 100 enumeration slips, bound into the size of a small note book. Each individual, whether old, young or infant, should be enumerated in one slip. A pad will thus record the particulars of 100 persons. As soon as you have completed one pad, note down on the inside back cover of the pad the following figures:

	Male	Female	Total
No. of persons enumerated in the pad ...			
No. of persons able to read and write ...			
Displaced persons ...			

The pad should then be shown to your supervisor who will sign it and return it to you.

APPENDIX B

COPIES OF IMPORTANT CORRESPONDENCE

APPENDIX B-1

Letter No. 45/14/38-Public, dated the 9th November 1938, from the Joint Secretary to the Government of India, Home Department, New Delhi, to the Chief Secretaries of all Provincial Governments

SUBJECT—Census—1941—Financial and other considerations

India's census takes place in the first year of each decade and is, therefore, due again in 1941. As, however, the Provincial Government are aware, consideration and preparation have to begin in advance and the Government of India have been studying the census of 1941 in the light of the constitutional and financial position of the present time. One of the particular features of a census is that it does not lend itself to interruption or fragmentation; hence it has to be looked at as a whole from the very first.

2. The Indian census represents probably a major administrative achievement, for about one-fifth of the human race has hitherto been regularly enumerated in a single operation. Although in theory the census has always been a central subject, in practice the achievement represented by the Indian census has been the result of Central-Provincial collaboration and its continuance is really possible only if that collaboration also continues. As Indian census must, if only because of the problem of illiteracy be operated through large bodies of enumerators, and the training of these enumerators and their distribution so as to cover the entire have been made possible in the past only by the fullest use of provincial administrative

system and by the fact that hitherto census duties have been accepted as a national service and on a voluntary basis, save for a few exceptions of detail.

3. The last census of British India (excluding Burma) cost the Government of India approximately Rs. 45 lakhs, a figure likely to be largely exceeded for the coming census. Such is the importance, however, of the census of India, that the Government of India, even in the adverse financial conditions of the time, would be most reluctant to postpone it; if, however, the burden of cost were to be seriously enhanced by the presence of items of expenditure not formerly incurred, the case of a postponement of the census would inevitably become much stronger. The items in question could be said broadly to flow from the work of the provincial staffs and enumerators. A strict application of theoretical considerations might prompt requests for payment by the Central Government to Provincial, municipal and other staffs for census duties performed, or on account of travelling on census duty even when combined with their ordinary duty, while suggestions might be made that enumerators should be paid for their services. The Government of India are satisfied that either of these circumstances, and a *fortiori* both together, would,

if they occurred, add so greatly to the financial burden as to imperil the continuation of the Indian census series. It is for this reason that the Government of India, with the distribution of subjects under the new Constitution in mind, as also the tendencies towards a rigidity of separation of functions which began to manifest themselves at the last census, seek to present the census question in good time and in a clear focus.

4. The determinations which result from an Indian census too are of great importance, interest and value to the provinces and the towns and populations of them. In effect the census represents a great national effort in which all citizens take their part with the object of producing material which shall be of service to all. The object of this letter, therefore, is to invite the co-operation of the Provincial Government to this end and in particular to obtain an assurance that provincial officers and administrative system would be, as in the past, put at the disposal of the census system without claim on the Central fisc for travelling allowance or remuneration apart from such exceptional cases as have existed in the past, e.g., cases of remote tracts, etc. The other assurance invited is that the Provincial Governments would accept and stress the honorary aspect of the census

enumerators' work and thus obviate demands for remuneration which, as already remarked, might well be sufficient to wreck the prospects of a census being held at all at any rate in the near future. These requests, it will be observed, do not ask the province to assure any fresh burden but merely to secure the continuance of a distribution of effort and an attitude towards the census which have existed in the past and are in the opinion of the Government of India essential if the census is to continue.

5. The Government of India are anxious that India's census series should not be interrupted and they feel that the Provincial Governments share this desire. They hope that this letter will serve to show the continuance of the census is possible only on the basis of a full provincial participation on the broad lines of the provincial system being put to the fullest degree, without extra charges, at the disposal of the Centre for the purposes of enumeration. Tabulation would, of course, remain, as in the past, a purely Central function.

6. In view of the need for an early decision of the question whether it will be possible to hold the census in 1941 the Government of India would be grateful for a reply to this letter by the 1st of December.

APPENDIX B-2

D. O. letter No. 291/50-R.G., dated the 10th April 1950, from the Registrar General

SUBJECT—Model Instructions to enumerators

My dear Ahmed,

With reference to sub-paragraph (1) of paragraph 9 of Part B of the Model Instructions, dated the 9th March 1950, the question has been raised of the economic status of members of a family household working jointly on cultivation or other family business.

I think the intention was made quite clear at the Census Conference. It is desirable that there should be no room for misconception on this point.

Please, therefore, insert the following note under sub-paragraph (1) of paragraph 9 of Part B of the Model Instructions for Enumerators:

Note—Where two or more members of a family household jointly cultivate land and secure an income therefrom, each of them should be regarded as

earning a part of the income. None of them is, therefore, a non-earning dependant. Each of them should be classed as either a 'self-supporting person' or an 'earning dependant', according to the share of income attributable to him (or her). The same applies to any other business carried on jointly.

This does not mean that everyone *who works* is necessarily a self-supporting person or an earning dependant. Thus, for instance, a housewife who cooks for the family, brings up the children or manages the household is doing very valuable work. Nevertheless, her economic status is that of a 'non-earning dependant', if she does not also earn an income and should be recorded as such.

Yours sincerely

R. A. GOPALASWAMI

APPENDIX B-3

Revenue Department Memo. No. 6965(22)-R./VC.-26/50, dated the 5th July 1950, to all Heads of Departments (including the High Court, Orissa)

SUBJECT—Authorisation to the District Magistrates to appoint any officers of any department to do census work along with their ordinary work

I am directed to invite your attention to the circular letter No. 1583-89-Com., dated the 6th March 1940, issued from Law, Commerce and Labour Department and to enclose for your information a copy of

the Census Superintendent's letter No. 1167-Cen., dated the 1st June 1950 on the subject of the forthcoming census.

2. As the difficulties in the taking of a census can be lessened if the co-operation of these departments of Government which have subordinate staff scattered throughout the Province can be secured, I am to request that you will be good enough to instruct the officers of your department to place themselves at the disposal of the Magistrates of their districts for census operations so far as this can be done without interfering unduly with their ordinary duties. I am also to request that the Superintendent of Census

Operations, Orissa, may be supplied with a copy of any orders that may be issued by you on the subject.

(I am, therefore, to request that the Managers of Court of Wards and Encumbered Estates may be instructed to place themselves at the disposal of their District Magistrates for purpose of census operations so far as it would be possible without undue interference in the discharge of their ordinary duties. The District Officers have been informed direct.)

APPENDIX B-4

Revenue Department letter No. 11340(29)-R./VC.-26/50, dated the 7th November 1950, to all Heads of Departments (including the High Court, Orissa)

SUBJECT—Employment of Government servants for enumeration work in the census of 1951

I am directed to enclose a copy of D. O. letter No. 846/50-R., dated the 17th August, 1950, with its enclosures received from the Registrar General, India

and to say that the officers under your control may be instructed to give whole-hearted co-operation in the census work.

APPENDIX B-5

Letter No. 538(31)-R./VC.-25/50, dated the 16th January 1951, from B. S. Mahanti, Esq., I.A.S., Secretary to the Government of Orissa, Revenue Department, to all Heads of Departments

SUBJECT—Authorisation to the District Magistrates to appoint any officers of any department to do census work along with their ordinary work

In inviting a reference to this department letters No. 6955-R., dated the 5th June 1950 and No. 11340-R., dated the 7th November 1950, I am directed to say that it has been brought to the notice of the Government that local officers of some departments particularly of the Police, Forest and Veterinary Departments, are not taking proper interest with regard to census work entrusted to them.

2. Regular census will be held in a few weeks' time throughout India. The whole census programme of this province will be upset if any officer or employee of any department shows any kind of slackness at this juncture

3. I am, therefore, to request you to instruct officers under your control to take special interest in their work of national importance. Any slackness on the part of any officer may be seriously dealt with.

APPENDIX B-6

Police Circular No. 8 of 1950—No. 1596(15)-S., dated the 10th August 1950, to all Deputy Inspector-General, Range and Superintendent of Police, Orissa

Under section 4 of the Census Act, 1948, read with the Government of Orissa, Revenue Department order No. 6952-R., dated the 4th July 1950, the District Magistrates have been authorised to appoint Sub-Inspectors of Police as charge superintendents in connection with the Census Operation of 1951. Necessary instructions on the procedure of work will be given by the District Magistrates in due course. It is very necessary that the census operations should be completely successful and it, therefore, follows

that Police officers who are entrusted with responsibilities in this connection must carefully carry out the instructions that will be issued to them from time to time. Circle Inspector, Subdivisional Police officers and Superintendents of Police should take the keenest interest in the matter and ensure that instructions are being carefully carried out.

C. M. WRIGHT-NEVILLE
Inspector-General of Police, Orissa

APPENDIX B-7

D. O. No. 18682(13)-S., dated the 20th September 1950, from Mr. C. M. Wright-Neville, Inspector-General of Police, Orissa, to all Superintendents of Police in the State

With reference to Police Circular No. 8 of 1950 on the subject of census operations, the Superintendent of the Operations in Orissa has issued a very useful and instructive Manual of Instructions for the guidance of officers, particularly charge superintendents.

Chapter V of this booklet summarises what our charge superintendents are required to do. You will find this little manual very interesting and a guide to you to instruct and check up.

APPENDIX B-8

Memo. No. 11346-R./VC.-26/50, dated the 8th November 1950, from B. S. Mahanti, Esq., I.A.S., Secretary to the Government of Orissa, Revenue Department, to all Heads of Departments (including the High Court, Orissa)

SUBJECT—Transfer of officers entrusted with the census duties without consultation with the respective District Magistrates

In continuation of this department letter No. 6965-R., dated the 5th June 1950, I am directed to enclose a copy of the letter No. 1331-Cen., dated the 7th July 1950, received from Census Superintendent and to request that the officers under your control who have been entrusted with the census works should not as far as possible be transferred from their present

stations till the census operations are over without consulting the respective District Magistrates.

2. Particular attention of Inspector-General of Police is invited to the first paragraph of the enclosed letter and he is requested to issue special instructions to officers under his control to the matter at a very early date.

APPENDIX B-9

D. O. letter No. 19941-A., dated the 1st December 1950, from the Deputy Secretary to the Government of Orissa, Home Department

My dear Ahmed,

Please refer to your demi official letter No. 2100(2)-Cen., dated the 8th November 1950, regarding the transfer of officers entrusted with census work in the districts.

I am directed to say that the instructions contained in Revenue Department Memo. No. 11346-Rev., dated

the 8th November 1950, have been carefully noted in this department and no transfer of officers engaged in census work will be made except in very exceptional circumstances.

Yours sincerely

J. A. DAVE

APPENDIX B-10

Copy of D. O. letter No. 4058-Rev., dated the 20th July 1950, from the Commissioner, Northern Division, Orissa, Sambalpur, to the Superintendent of Census Operations, Orissa, Cuttack

My dear Ahmed,

Please refer to your D. O. letter No. 1324(2)-Cen., dated the 6th July 1950. The Government of India appear to have laid much stress on the 1941 Census. If I am right, the information that is to be gathered in this census is much more complicated than the information gathered in the last census. Further, I believe the present census operations will proceed for a longer period than in 1941. It is too early to assess how these two factors will affect our getting honorary workers. If the Government of India seek to utilise the census for getting information on economic matters which should normally form a part of economic surveys, then the problem becomes not

one of census alone but of economic statistics. I believe, the Centre has a liability to share the cost on economic surveys. This point should not be lost sight of. Whereas people can be persuaded to enter cards with very easy questions it is difficult to enlist and train people to enquire into problems of economic statistics.

2. I am sending a copy of this letter to the Secretary to the Government of Orissa, Revenue Department.

Yours sincerely

B. SIVARAMAN

APPENDIX B-11
GOVERNMENT OF ORISSA
REVENUE DEPARTMENT
NOTIFICATION

Cuttack, the 3rd July 1950

No. 6899-R.—It is hereby notified for general information that under the powers conferred on him by sub-section (4) of section 4 of the Census Act, 1948 (XXXVII of 1948), the Governor of Orissa delegates the power of appointing census officers to the following authorities, viz:

The Superintendent of Census Operations,
Orissa

District Magistrates and Deputy Commissioners within their respective jurisdictions

Superintendents of Police and Joint, Additional, Assistant, Deputy or Sub-Deputy Magistrates at headquarters of districts under the orders of the District Magistrates

Officers in charge of subdivisions and taluks within their respective jurisdictions under the orders of the District Magistrates

The General Manager of the Bengal-Nagpur Railway or any officer deputed by him to the special charge of census operations for the purpose of taking the census on the railway.

2. Under the power conferred on him by sub-section (3) of section 4 of the Act, the Governor further authorises the authorities above mentioned to issue the declaration in writing referred to therein in respect of all census officers appointed by them.

By order of the Governor

B. S. MAHANTI

Secretary to Government

APPENDIX B-12

Copy of Memo. No. 12818(29)-R., dated the 20th December 1950, from B. S. Mahanti, Esq., I.A.S., Secretary to the Government of Orissa, Revenue Department, to all Heads of Departments

I am directed to say that the final census will be taken on the 1st March 1951 and the two succeeding days and to request that with a view to set free officers and clerks for employment in census work you will cause your office and all offices subordinate to you to be closed except for urgent business on Thursday, the 1st March, Friday, the 2nd March and Saturday, the 3rd March 1951. The officers and clerks will thus be able to assist in the final enumeration work and in the collection and checking of the provi-

sional total. They should be given distinctly to understand that they must not treat these three days as closed holidays for their services will be at the disposal of Government for census work.

2. I am to request also that necessary instructions may be issued to the revenue and magisterial courts in this State in order that, so far as is possible and without causing inconvenience to public, no cases may be fixed for hearing on these days.

APPENDIX B-13
DISTRICT LAYOUT

Code No.	District	Code No.	District
1.	Cuttack	17.	Tigiria
2.	Balasore	18.	Khandpara
3.	Puri	19.	Nayagarh
4.	Sambalpur	20.	Ranpur
5.	Ganjam	21.	Daspalla
6.	Koraput	22.	Baudh
7.	Athgarh	23.	Bamra
8.	Taleher	24.	Rairakhol
9.	Nilgiri	25.	Sonepur
10.	Keonjhar	26.	Bonai
11.	Pal-Lahara	27.	Gangpur
12.	Athmalik	28.	Kalahandi
13.	Dhenkanal	29.	Bolangir-Patna
14.	Hindol	30.	Phulbani
15.	Narsingpur	31.	Angul
16.	Baramba	32.	Mayurbhanj

APPENDIX C-1—Census Divisions and Agency

Serial No.	District	Number of			Number of			No. of Houses	Average number of houses per		
		Charges	Circles	Blocks	Charge Superintendents	Super-visors	Enumera-tors.		Charge Super-inten-dent	Super-visor	Enumera-tor
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
1.	Cuttack ..	44	644	8,070	44	644	5,539	487,559	11,081	757	88
2.	Balasore ..	23	357	5,089	23	357	2,843	253,287	11,012	709	89
3.	Puri ..	31	433	6,205	31	436	3,623	296,941	9,579	681	82
4.	Sambalpur ..	41	486	6,945	41	486	3,712	314,493	7,671	647	85
5.	Ganjam ..	43	645	7,606	48	657	4,519	388,064	7,668	560	81
6.	Koraput ..	40	299	6,263	40	299	1,098	274,477	6,862	918	250
7.	Dhenkanal ..	27	271	3,487	26	277	2,318	169,510	6,520	612	73
8.	Keonjhar ..	15	176	2,285	15	200	1,500	103,125	6,875	516	69
9.	Phulbani ..	15	196	4,722	18	169	1,095	103,462	5,748	612	94
10.	Bolangir ..	22	283	2,972	22	283	2,271	170,023	7,728	601	76
11.	Sundargarh ..	23	206	1,813	26	206	1,659	110,764	4,260	538	67
12.	Kalahandi ..	17	271	3,361	18	256	1,931	170,286	9,460	665	88
13.	Mayurbhanj ..	22	383	4,205	22	377	2,601	186,725	8,487	495	72
	ORISSA ..	363	4,650	63,023	374	4,647	34,709	3,008,716	8,045	647	87

Appendix C-2—Number of Forms and Circulars

Serial No.	District	Enumeration slips (ooo)		Forms					
		Supplied	Used	Parwana of appointment of Charge Superintendents		Parwana of appointment of Supervisors (English)		Parwana of appointment of Supervisors (Oriya)	
				Supplied	Used	Supplied	Used	Supplied	Used
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1.	Cuttack ..	3,010	2,999	48	48	95	47	671	652
2.	Balasore ..	1,546	1,512	30	28	80	77	362	285
3.	Puri ..	1,784	1,570	50	47	100	100	555	487
4.	Sambalpur ..	1,538	1,536	60	60	100	100	357	354
5.	Ganjam ..	1,806	1,806	51	50	44	44	828	771
6.	Koraput ..	1,515	1,495	45	45	30	30	325	320
7.	Dhenkanal ..	967	943	40	29	55	54	342	323
8.	Keonjhar ..	681	680	22	22	20	20	200	176
9.	Phulbani ..	521	510	27	19	21	19	187	170
10.	Bolangir ..	1,062	1,038	42	23	55	55	310	310
11.	Sundargarh ..	579	578	24	24	30	27	260	250
12.	Kalahandi ..	999	999	42	32	30	30	290	290
13.	Mayurbhanj ..	1,189	1,138	40	22	31	30	360	360
	ORISSA ..	17,197	16,804	521	449	691	633	5,047	4,748

Serial No.	District	Forms					
		Register of issue of enumeration pads (Oriya)		Charge register (Rural)		Charge register (Urban)	
		Supplied	Used	Supplied	Used	Supplied	Used
(1)	(2)	(17)	(18)	(19)	(20)	(21)	(22)
1.	Cuttack ..	671	597	688	563	70	31
2.	Balasore ..	362	349	440	430	40	35
3.	Puri ..	555	542	550	550	50	50
4.	Sambalpur ..	357	357	400	361	55	55
5.	Ganjam ..	528	449	578	537	100	67
6.	Koraput ..	235	235	670	670	85	85
7.	Dhenkanal ..	342	332	385	350	45	40
8.	Keonjhar ..	200	185	220	109	20	20
9.	Phulbani ..	187	185	207	207	15	1
10.	Bolangir ..	310	270	350	315	65	65
11.	Sundargarh ..	260	250	185	180	30	14
12.	Kalahandi ..	210	210	370	370	30	30
13.	Mayurbhanj ..	360	319	600	470	40	
	ORISSA ..	4,577	4,280	5,643	5,112	645	521

Supplied and used

Forms						District	Serial No.
Parwana of appointment of Enumerators (English)		Parwana of appointment of Enumerators (Oriya)		Register of issue of Enumeration pads (English)			
Supplied (11)	Used (12)	Supplied (13)	Used (14)	Supplied (15)	Used (16)	(2)	(1)
500	356	6,243	5,125	95	91	Cuttack	1.
400	280	3,500	3,190	80	78	Balasore	2.
500	497	5,295	4,695	100	96	Puri	3.
390	390	3,926	3,887	100	75	Sambalpur	4
1,000	1,000	4,081	4,081	50	6	Ganjam	5.
260	260	710	710	30	30	Koraput	6.
172	168	3,114	3,059	55	55	Dhenkanal	7.
..	..	2,156	1,734	20	9	Keonjhar	8.
50	..	1,489	1,261	15	14	Phulbani	9.
300	250	3,275	3,255	55	55	Bolangir	10.
75	65	1,578	1,420	30	27	Sundargarh	11.
..	..	2,580	2,580	30	30	Kalahandi	12.
300	280	3,372	3,300	30	26	Mayurbhanj	13
3,947	3,546	41,319	38,297	690	522	ORISSA	

Forms								District	Serial No.
Abstract of Charge Register		Supervisor's Circle Register (Urban) (English)		Supervisor's Circle Register (Rural) (English)		Supervisor's Circle Register (Urban) (Oriya)			
Supplied (23)	Used (24)	Supplied (25)	Used (26)	Supplied (27)	Used (28)	Supplied (29)	Used (30)	(2)	(1)
220	220	27	23	95	45	38	37	Cuttack	1.
115	110	18	16	68	66	22	20	Balasore	2.
155	145	18	18	85	71	22	18	Puri	3.
225	225	20	20	80	75	28	28	Sambalpur	4.
219	219	25	25	131	131	85	49	Ganjam	5.
198	198	10	10	90	90	30	30	Koraput	6.
170	132	15	12	60	59	25	20	Dhenkanal	7.
75	74	7	7	31	30	13		Keonjhar	8.
51	44	5	1	59	59	10	5	Phulbani	9.
110	110	25	24	40	38	33	30	Bolangir	10.
115	115	12	10	35	33	14	12	Sundargarh	11.
80	80	12	12	30	30	14	14	Kalahandi	12
120	68	8	7	35	34	12	11	Mayurbhanj	13.
1,853	1,740	202	185	839	761	346	274	ORISSA	

APPENDIX C-2—Number of Forms and Circulars

Forms

Serial No.	District	Forms					
		Supervisor's Circle-Register (Rural) (Oriya)		Houselist (English)		Houselist (Oriya)	
		Supplied (31)	Used (32)	Supplied (33)	Used (34)	Supplied (35)	Used (36)
1.	(2) Cuttack	655	638	1,550	1,177	27,950	26,450
2.	Balasore	342	335	2,000	1,850	15,600	14,950
3.	Puri	540	518	600	600	17,500	17,410
4.	Sambalpur	80	80	500	500	15,000	15,000
5.	Ganjam	575	575	500	493	17,430	17,393
6.	Koraput	352	350	2,000	2,000	14,000	14,000
7.	Dhenkanal	315	309	100	100	9,600	9,593
8.	Keonjhar	200	179	..	..	8,000	7,035
9.	Phulbani	130	130	530	500	8,870	8,485
10.	Bolangir	270	270	500	200	9,000	9,000
11.	Sundargarh	170	165	500	475	6,000	5,950
12.	Kalahandi	230	230	..	..	9,500	9,500
13.	Mayurbhanj	300	300	..	..	11,000	11,000
	ORISSA	4,159	4,079	8,780	7,845	168,850	165,766

Forms

Serial No.	District	Forms					
		National Register of Citizens (English)		National Register of Citizens (Oriya)		Cover of National Register of Citizens (English)	
		Supplied (45)	Used (46)	Supplied (47)	Used (48)	Supplied (49)	Used (50)
1.	Cuttack	1,000	1,000	102,100	102,925	420	220
2.	Balasore	216	214	47,600	46,951	23	22
3.	Puri	250	230	63,300	63,245	325	235
4.	Sambalpur	1,700	1,700	54,300	54,300	60	60
5.	Ganjam	1,500	1,500	63,520	63,520	230	230
6.	Koraput	14,150	14,150	37,700	37,400	882	800
7.	Dhenkanal	50	50	33,320	33,085	10	10
8.	Keonjhar	..	..	22,800	22,500	..	..
9.	Phulbani	50	27	19,700	19,564	..	7
10.	Bolangir	29	..	36,400	36,030	10	..
11.	Sundargarh	300	300	20,050	20,050	30	30
12.	Kalahandi	..	..	37,000	36,950	..	..
13.	Mayurbhanj	400	400	39,100	39,100	20	20
	ORISSA	19,645	19,571	577,890	575,620	2,017	1,634

Supplied and used

Forms								District	Serial No.
Charge Register (Rural) (Oriya)		Charge Summary		Circle Summary (English)		Circle Summary (Oriya)			
Supplied (37)	Used (38)	Supplied (39)	Used (40)	Supplied (41)	Used (42)	Supplied (43)	Used (44)		
644	628	63	55	100	86	708	700	Cuttack	1.
508	400	36	30	100	78	340	338	Balasore	2.
510	488	51	45	70	58	691	651	Puri	3.
387	387	60	60	70	70	500	500	Sambalpur	4.
595	157	60	50	72	71	625	555	Ganjam	5.
578	578	50	50	50	50	300	300	Koraput	6.
366	307	47	47	31	30	490	482	Dhenkanal	7.
204	204	20	20	100	100	200	181	Keonjhar	8.
128	96	30	26	48	48	200	199	Phulbani	9.
353	353	32	28	40	40	310	310	Bolangir	10.
176	172	36	36	20	20	240	240	Sundargarh	11.
323	323	30	30	..	..	330	330	Kalahandi	12.
544	534	40	34	80	70	350	330	Mayurbhanj	13.
5,516	4,627	555	511	1,292	721	5,284	5,116	ORISSA	

Forms						Circulars		District	Serial No.
Cover of National Register of Citizens. (Oriya)		Enumerator's Abstract (English)		Enumerator's Abstract (Oriya)		Circular No. 1			
Supplied (51)	Used (52)	Supplied (53)	Used (54)	Supplied (55)	Used (56)	Supplied (57)	Used (58)		
7,630	7,430	130	110	1,160	1,128	25	25	Cuttack	1.
4,820	4,820	130	120	570	560	20	20	Balasore	2.
5,680	5,650	110	105	740	710	20	10	Puri	3.
4,750	4,750	130	130	675	675	20	20	Sambalpur	4.
4,770	4,770	140	140	850	850	24	24	Ganjam	5.
6,430	6,250	200	200	330	300	20	20	Koraput	6.
3,150	3,140	65	65	650	650	20	14	Dhenkanal	7.
2,120	2,065	..	..	350	335	15	15	Keonjhar	8.
5,210	5,185	..	..	1,080	1,078	16	12	Phulbani	9.
3,020	2,860	70	70	500	380	20	10	Bolangir	10.
1,830	1,830	40	40	280	280	15	11	Sundargarh	11.
3,120	3,120	..	..	270	270	15	13	Kalahandi	12.
4,100	4,100	25	25	430	340	20	20	Mayurbhanj	13.
56,630	55,970	1,040	1,005	7,905	7,556	250	214	ORISSA	

APPENDIX C-2—Number of Forms and Circulars

Serial No.	District	Circulars					
		Circular No. 2		Circular No. 3		Circular No. 4	
		Supplied	Used	Supplied	Used	Supplied	Used
		(59)	(60)	(61)	(62)	(63)	(64)
1.	Cuttack	70	70	20	20	65	65
2.	Balssore	45	43	10	10	35	29
3.	Puri	70	69	20	18	50	47
4.	Sambalpur	75	75	14	14	60	60
5.	Ganjam	84	77	38	36	75	74
6.	Koraput	65	65	20	20	50	50
7.	Dhenkanal	61	49	20	18	55	41
8.	Keonjhar	35	35	12	12	30	30
9.	Phulbani	31	21	9	3	21	13
10.	Bolangir	60	56	12	10	35	5
11.	Sundargarh	35	30	10	10	35	35
12.	Kalahandi	55	53	10	10	30	30
13.	Mayurbhanj	55	40	12	11	35	31
	ORISSA	740	683	207	192	576	510

Serial No.	District	Booklets							
		Manual of Instructions for Charge Superintendents		Manual of Instructions for Supervisors (English)		Manual of Instructions for Supervisors (Oriya)		Enumerator's Hand Book (English)	
		Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used
		(73)	(74)	(75)	(76)	(77)	(78)	(79)	(80)
(1)	(2)								
1.	Cuttack	105	90	104	103	670	666	360	338
2.	Balasore	50	50	76	75	379	375	265	175
3.	Puri	95	89	102	90	560	456	295	174
4.	Sambalpur	90	90	97	97	440	440	310	310
5.	Ganjam	91	77	118	117	465	464	598	528
6.	Koraput	60	60	90	90	220	220	350	350
7.	Dhenkanal	70	70	65	65	425	425	224	224
8.	Keonjhar	30	24	20	4	200	188	100	98
9.	Phulbani	44	35	29	25	190	185	72	62
10.	Bolangir	70	65	52	47	310	280	160	150
11.	Sundargarh	40	32	52	47	203	197	165	150
12.	Kalahandi	50	48	35	35	275	270	100	90
13.	Mayurbhanj	60	55	51	46	333	330	225	218
	ORISSA	855	785	891	841	4,670	4,496	3,224	2,667

Supplied and used

Circulars								District	Serial No.
Circular No. 5		Circular No. 6		Circular No. 7 (English)		Circular No. 7 (Oriya)			
Supplied	Used	Supplied	Used	Supplied	Used	Supplied	Used		
(65)	(66)	(67)	(68)	(69)	(70)	(71)	(72)	(2)	(1)
50	28	20	20	70	70	829	679	Cuttack	1.
50	47	10	10	40	36	454	446	Balasore	2.
45	40	18	17	45	44	532	531	Puri	3.
40	40	13	13	55	55	607	607	Sambalpur	4.
39	35	21	21	75	75	793	758	Ganjam	5.
20	20	14	14	54	54	392	392	Koraput	6.
50	14	19	19	40	40	370	370	Dhenkanal	7.
10	10	9	9	22	22	221	221	Keonjhar	8.
11	3	12	5	15	12	219	216	Phulbani	9.
30	4	11	3	30	28	370	340	Bolangir	10.
20	4	9	8	35	32	265	260	Sundargarh	11.
10	10	9	9	32	32	365	365	Kalahandi	12.
25	20	12	11	30	27	452	435	Mayurbhanj	13.
400	275	177	159	543	527	5,869	5,620	ORISSA	

Booklets						District	Serial No.
Enumerator's Hand Book (Oriya)		Instructions for taking census of small-scale industries (English)		Instructions for taking census of small-scale industries (Oriya)			
Supplied	Used	Supplied	Used	Supplied	Used		
(81)	(82)	(83)	(84)	(85)	(86)	(2)	(1)
6,870	6,828	79	79	6,875	6,660	Cuttack	1.
4,300	3,770	53	51	4,342	4,192	Balasore	2.
6,870	5,641	61	59	6,870	5,499	Puri	3.
4,600	4,600	60	60	4,600	4,600	Sambalpur	4.
5,806	5,022	70	6	5,807	5,320	Ganjam	5.
6,326	6,326	60	60	6,326	6,326	Koraput	6.
1,680	1,680	50	40	1,900	1,892	Dhenkanal	7.
1,800	1,641	20	20	1,800	1,707	Keonjhar	8.
1,368	1,249	16	10	1,366	1,288	Phulbani	9.
4,082	3,135	30	26	4,082	2,800	Bolangir	10.
2,006	1,950	30	28	2,006	1,950	Sundargarh	11.
2,564	2,360	25	25	2,064	2,000	Kalahandi	12.
3,355	3,320	50	45	3,404	3,100	Mayurbhanj	13.
51,497	47,522	604	509	51,442	47,334	ORISSA	

**APPENDIX C-3 -
District**

Serial No.	District	District Office Establishment	House Numbering	Remuneration to Census Officers	Travelling allowances of Census Officers
(1)	(2)	(3)	(4)	(5)	(6)
		Rs. a. p.	Rs. a. p.	l s a. p.	Rs. a. p.
1.	Cuttack	.. Pay .. 101 10 0 D. A. .. 40 11 0 <hr/> 142 5 0	20 0 0	..	304 9 0
2.	Balasore	.. Pay .. 58 1 0 D. A. .. 23 4 0 <hr/> 81 5 0	4 0 0	..	198 4 0
3.	Puri	.. Pay .. 100 0 0 D. A. .. 40 0 0 <hr/> 140 0 0	..	..	445 9 0
4.	Sambalpur	.. Pay .. 93 9 0 D. A. .. 37 7 0 <hr/> 131 0 0	..	..	5 2 0
5.	Ganjam	.. Pay .. 109 13 0 D. A. .. 30 2 0 <hr/> 139 15 0	..	..	476 14 0
6.	Koraput	.. ..	125 10 0	71 1 0	537 0 0
7.	Dhenkanal	.. Pay .. 33 1 0 D. A. .. 13 3 0 <hr/> 46 4 0	..	..	325 11 0
8.	Keonjhar	.. Pay .. 108 1 0 D. A. .. 42 14 0 <hr/> 150 15 0	..	..	213 0 0
9.	Phulbani	.. ..	..	..	190 8 0
10.	Bolangir	.. Pay .. 111 5 0 D. A. .. 44 8 0 <hr/> 155 13 0	28 0 0	..	..
11.	Sundergarh	.. Pay .. 104 13 0 D. A. .. 41 15 0 <hr/> 146 12 0	..	..	236 2 0
12.	Kalahandi	.. Pay .. 150 0 0 D. A. .. 60 0 0 <hr/> 210 0 0	..	1,440 0 0	72 10 0
13.	Mayurbhanj	.. Pay .. 31 9 0 D. A. .. 12 10 0 <hr/> 44 3 0	1 0 0	120 0 0	522 1 0
	ORISSA	.. 1,348 8 0	178 10 0	2,331 1 0	2,527 6 0

Census CHARGES

Local purchase of stationery	Postage	Freight	Other charges	Total	District	Serial No.
(7)	(8)	(9)	(10)	(11)	(2)	(1)
Rs. a. p.		Rs. a. p.	Rs. a. p.	Rs. a. p.		
9 9 0	..	15 15 0	348 8 0	840 14 0	Cuttack	.. 1.
55 7 0	..	9 12 0	87 14 0	436 10 0	Balasore	.. 2.
..	535 6 0	1,120 15 0	Puri	.. 3
..	268 12 6	404 14 6	Sambalpur	.. 4.
..	..	108 11 6	..	725 8 6	Ganjam	.. 5.
308 10 0	..	400 0 0	..	2,142 5 0	Koraput	.. 6.
..	94 6 9	466 5 9	Dhenkanal	.. 7.
..	..	414 15 3	..	778 14 3	Keonjhar	.. 8.
..	..	105 3 0	1 0 0	296 11 0	Phulbani	.. 9.
..	196 10 0	380 7 0	Bolangir	.. 10.
..	201 3 6	584 1 6	Sundargarh	.. 11.
..	..	98 15 6	256 0 6	2,077 10 0	Kalahandi	.. 11.
..	61 5 0	748 9 0	Mayurbhanj	.. 13.
373 10 0	..	1,153 8 3	2,051 2 3	11,003 13 6	ORISSA	..

PART II
SORTING, COMPILATION AND
TABULATION

SECTION I

INTRODUCTORY

1. Preliminary arrangements—A conference of all Census Superintendents was held at New Delhi with the Registrar-General on the Chair from the 27th to the 29th December 1950. It was decided that the "Sorting and Compilation Instructions" issued by the Registrar General may be accepted for guidance in the operations of sorting, compilation and tabulation. According to these instructions, the results of sorting of enumeration slips were to be entered in eleven Sorters' Tickets and fifteen Compilers' Posting Statements. Besides, I have prescribed one Sorter's Ticket for question No. 13. The whole set of Census Tables prepared and published in the Census Report were extracted from these Posting Statements.

2. For the purpose of tabulation, the State was divided into three regions with headquarters at Puri, Baripada and Bolangir. The consideration for locating the tabulation offices at these three places was mainly based on the availability of suitable accommodation. Even at these places, considerable difficulty was experienced in securing accommodation. From the point of view of central situation, Cuttack, Berhampur and Sambalpur would have been ideal centres. But no suitable accommodation at these places could be secured despite efforts. It is desirable to take up this most important matter much ahead of the actual enumeration when the next Census comes.

3. The areas of operation for tabulation purposes allotted to the three tabulation offices with their population were as follows:

Name of the Tabulation Region	Name of districts served by the Tabulation Region	Total population of the Region
1. Puri	.. Puri, Ganjam, Koraput, Keonjhar and Phulbani.	5,511,961
2. Baripada	.. Cuttack, Balasore and Mayurbhanj.	4,664,081
3. Bolangir	.. Sambalpur, Dhenkanal, Bolangir, Sundargarh and Kalahandi.	4,469,904

4. The building and accommodation allotted for the purpose at various centres are shown in Appendix I. Experience has shown that big halls are more conducive for proper working and effective control of the offices.

5. The State Government agreed to spare one Deputy Collector and two Sub-Deputy Collectors for remaining in charge of the three tabulation offices. For the sake of convenience the Deputy Collector was designated as Deputy Superintendent and the two Sub-Deputy Collectors as Assistant Superintendents. The Deputy Superintendent, Shri Padmanabha Misra remained in charge of the tabulation office at Puri while the two Sub-Deputy Collectors, Shri Prasanna Kumar Das and Shri K. Sriramamurty were placed in charge of the Baripada and Bolangir offices respectively. The Deputy Superintendent actually took over charge as such on the 28th December 1950 and remained attached to the headquarters office at Cuttack until the 18th March 1951 when he joined at Puri. The Assistant Superintendents of Baripada and Bolangir reported themselves to duty on the 1st March

1951 and the 9th March 1951 respectively and remained at Cuttack until the 18th March 1951 for preliminary training and thereafter they took charge of their tabulation offices.

6. Detailed preliminary instructions for despatch of enumeration records were issued to the District Census Officers long before the tabulation was taken up. These instructions are contained in Circular No. 7.

7. By the time the officers joined their duties at their respective headquarters records from most of the districts had reached the tabulation offices. At first all the records received from different districts were kept under the custody of the District Magistrates of the centres concerned. The tabulation officers took charge of the records soon after they joined their respective centres.

8. **Recruitment of staff**—Recruitment of staff presented no small difficulty as no experienced hands from the State Government were available for being engaged in the superior posts in ministerial rank. So many inexperienced hands had to be recruited for tabulation purpose with the assistance of the Employment Exchange. There was however

no difficulty in securing the requisite number of staff. In case of Bolangir the standard of qualification had to be relaxed for want of adequate number of qualified men.

9. **Delimitation of Census Tracts**—It was decided by the Registrar General that the basic population data, i.e., population figures for different sexes and livelihood classes, should be extracted on village basis, and detailed information regarding all other Census tables should be extracted on larger units. So the necessity for formation of Census Tracts was considered essential. The tract is an artificial unit selected for Census Tabulation purposes without any connection with the administrative divisions of a district. The State was accordingly divided into 81 Census Tracts. All the urban units in a district except a city wherever it existed were grouped together to form the urban tract and the remaining portion of each district was divided into a number of rural tracts. The ex-State areas presented difficulty in this regard and so all of them with the exception of bigger ones were taken each as a separate tract. The list of tracts approved by the Registrar General is given in the District Census Handbooks.

SECTION II

SORTING AND COMPILATION

10. With a view to train the staff in sorting and compilation work, a pilot sorting was arranged at Puri Tabulation Office and this was attended by the senior employees of the three tabulation offices immediately after their appointment. This work was started at the end of March 1951 and lasted till about the end of April, and was done under my personal supervision. From the beginning of May the tabulation offices started functioning independently. To begin with, the entries in the National Register of Citizens were compared with the enumeration slips, and defects were rectified. This work greatly helped in the removal of various defects in the slips which otherwise would have created a lot of difficulties at subsequent stages of sorting. This also helped in rectifying mistakes and omissions in the National Register of Citizens.

11. Unlike in the previous censuses very detailed instructions were issued on the present occasion by the Registrar General in regard to sorting, compilation and tabulation. These instructions are contained in the printed booklets issued by the Registrar General, copies of which are kept in the records of the Census Office. As some of the sorters were not acquainted with English, the sorting instructions were translated into Oriya and printed copies were issued to them for use. Sorting and tabulation procedures were also discussed at the Tabulation Conferences held by the Registrar General at various centres. The decisions taken at these conferences have been separately preserved in records. The working principles of compilation and tabulation were finalised at the Patna Conference which was attended by me and my tabulation officers. In the conference the broad principle that the National Register of Citizens need not be perfected with reference to the Census slips was decided. It was also decided that the slips

should be gone through to fill up any missing information with reference to National Registers, and that the main sorting operations should not be held up for correcting the slips. After return from Patna, a conference of the officers in charge of different tabulation offices was held at my office in which a programme was chalked out for quickly proceeding with sorting work.

12. **Sorting operations**—The month of June 1951 began with large scale appointment of sorters. Regular sorting teams were formed in each of the three tabulation offices, each team normally consisting of ten sorters, two compiler checkers and one supervisor. A squad of five teams was placed under the general supervision of an administrative assistant. The number of teams was gradually increased as progress demanded. Besides the sorting teams, a technical assistant was placed above a number of tabulation clerks who was directly responsible to the Tabulation Officer as regards preparation of regional tables.

13. Detailed instructions for the guidance of the tabulation officers were issued regarding the preparation of statements of provisional population on chargewar basis for each district and the mode of verification of the records received in the tabulation offices. These instructions also contained the procedure for commencing the sorting work and making up of boxes after the completion of sorter's ticket O. A definite programme for completion of various tickets was also laid down with a view to completing the entire sorting work by the end of September 1951, i.e., within four months of the commencement of the sorting work.

14. **Wooden pigeon holes**—Wooden pigeon holes containing 12 to 20 holes were found to be most suitable for sorting purposes.

These were purchased at an average cost of Rs. 4 to Rs. 5 each and were used in the three tabulation offices.

15. Sorter's Ticket O—It was found that an average of 2,000 slips per day for a sorter was the correct outturn. There were however a few sorters who did more than this quantity of work. 25 per cent of the sorters achieved an average between 2,000 and 2,500 while a little above ten per cent turned out more than 2,500. It was also found that those who could not achieve the target fixed were largely those who had lower education. In course of sorting for this ticket which was done with great expedition an extra compiler checker to supervise the work had become necessary for each team in all the tabulation offices. In Bolangir Tabulation Office regular compiler checkers were appointed for this purpose while in the two other offices some sorters of outstanding merit with an extra remuneration were detailed to assist the regular compiler checkers. The system of having an extra compiler checker for the sorting of Sorter's Ticket O has greatly helped in minimising the number of errors that were committed by the sorters.

16. Box-making—Immediately after sorting of Sorter's Ticket O, box-making was undertaken on the lines suggested in Tabulation Circular No. 1. Owing to dearth of accommodation in the tabulation offices at Puri and Baripada the help of inverted pegion holes was taken in the preliminary process of box making. In Bolangir however where adequate accommodation was available full use was made by direct sorting into boxes themselves. This work of box making was done by a special trained set of men under the direct supervision of the tabulation officers assisted by senior members of the staff. After separation of the slips for making boxes was completed wooden boxes were used for holding the slips of particular livelihood classes. Each box was ordinarily filled up with 16,000 slips. Where necessary other containers or recep-

tacles such as cloth or gunny bags were also used in case of slips which are small in number. The different receptacles containing slips were kept together (keeping their identities intact) so that the total number of slips in any box might be as near 16,000 as possible. Care however was taken not to keep together slips of agricultural and non-agricultural classes and different sexes. These boxes in respect of which a regular register has been prepared were made over to the teams for further sorting work, namely, tickets Special to 11.

17. With a view to increase efficiency, a system of granting small sums by way of bonus for good outturn was introduced. This prompted some of the workers to work for extra hours. But in some cases, it led to short-cut method of sorting at the initial stages. The supervisors and compiler checkers were asked to keep a strict eye and wherever fudging was suspected sorters were penalized and were asked to resort the slips. In the later stage of sorting some cases came to notice where slips were not counted but numbers were noted by approximation. Each case where the outturn was found to be much in excess, specially in case of sorters who were known for their laxity, was scrutinised and persons at fault were suitably dealt with. On the whole, it must be said that despite a few cases of mischief or indifference of the above types, the work was completed smoothly in all the three offices.

18. Appointment of Comptomists—Comptometers and comptomists were found to be useful when totalling the figures of Primary Census Abstract. Facit machines were not as useful for this work as its scope for use was rather limited. The comptomists deputed by a Firm at Calcutta were found to be generally inefficient with the result that a lot of cross-checks by the tabulators became essentially necessary. In later stages, it was found that Facit machines were more useful and handy for tabulation work and the use of comptometers was dispensed with

immediately after the completion of the work of Primary Census Abstracts.

19. Quasi-piece rate system—For sorting work, payment by quasi-piece rate system appears to be a suitable procedure. On fixed pay basis the sorting work was likely to prolong while on contract or piece rate basis, there was the risk of inaccurate and hasty work. Quasi-piece rate system introduced an amount of enthusiasm among the workers as a result of which the work was completed with satisfactory result in time. Experience has shown that the quasi-piece rate system is conducive to good results both from the point of view of accuracy as well as of outturn.

21. National Register of Citizens, Enumerators, etc.—Forms were printed at Cuttack and were supplied to the tabulation offices well ahead of time for use. The booklet in Oriya containing instructions to sorters was found to be extremely useful.

21. National Register of Citizens, Enumerator's Abstracts and Circle Summaries were constantly referred to in course of sorting for Sorter's Ticket O. Whenever differences were found between the number of slips of any village and the number in the Circle Summary, National Register of Citizens was referred to. In a few cases, some enumeration slips were found to be missing. In such cases, slips were made up with reference to National Registers. The entries in the National Registers were also helpful where some omissions were found in the slips.

22. Compilation—Compilation started in each of the three offices immediately after the sorting for each ticket was completed. The first stage of compilation commenced with writing of the Primary Census Abstracts. This work was found to be inordinately extensive and laborious. The procedure adopted was that the names and code number of villages were first written from the Lay Out Registers and then relevant figures were posted in the Statement from the results obtained from Sorter's

Ticket O. This was done by a set of persons, namely, tabulation clerks appointed for the purpose. The total figures of each police station, taluk, subdivision and district were later struck and exhibited in the abstracts.

23. Adequacy of supervisory staff—The supervisory staff, namely, technical assistants, administrative assistants, supervisors and compiler checkers were found to be adequate in all the three offices.

24. Educational level—In Puri and Bari-pada offices most of the sorters were matriculates. Many of the compiler checkers were qualified upto the I.A., or I.Sc., standard. A few of them were also undergraduates. Most of the supervisors had higher qualification. In Bolangir, however, there were not many highly qualified candidates. But the advantage here was that for the higher grade jobs some men with previous office experience were available. Most of the sorters were of middle school standard. A number of the sorters however came from the ranks of the elementary school teachers and village patawaris. The pay offered was quite adequate but it was found that many of the persons possessing higher qualification were less sincere and less delectant. Experience shows that people with previous experience were found more suitable for the work as sorters. The only difficulty was that in the beginning a greater amount of training became necessary and when once they understood their job they did very well.

25. Discipline and control—As is natural in the mass recruitment of workers some undesirable elements crept in. Disciplinary measures were taken by the discharge of such elements. Such cases however were rare and the general level of discipline was satisfactory. Cases of indiscipline and mischief were adequately dealt with by the officer in charge of the Tabulation Office.

26. Winding up operations—As soon as the material for tabulation was ready in the three office, the bulk of the staff was discharged. Bolangir office was practically

closed as early as October 1951, and the officer in charge was brought down to the headquarters at Cuttack for assisting me in tabulation work. The other two tabulation offices were closed down in December 1951. The officer in charge of Puri tabulation office, Shri P. Misra, was also brought down to the headquarters to assist me in the preparation and cyclostyling of District Census Handbooks. The State Government having not been able to get the District Census Handbooks printed on account of high cost, this operation was undertaken in my office with the approval of the Registrar General. The work involved tremendous labour, patience and care, not only in the compilation, but also in the mechanical process of cyclostyling, which no other State in India attempted to do, except West Bengal, where the cyclostyling work was given up after attempting only one district, on account of excessive strain on the staff and the officers. In Orissa however the cyclostyling of the District Census Handbooks for all the districts was undertaken and completed by March 1952. A few sets of the handbooks are kept on the records of the Census Office. The State Government, the District Officers and some higher officials were supplied with copies for reference. There has been a huge clamour for supply of these books for reference both from the public as well as from Government offices. In view of the limited number of copies brought out all these demands could not be met.

27. Tabulation—Central tabulation work was undertaken in my office with the materials brought down from the three tabulation offices. The work was started from about December 1951. A nucleus of staff with previous experience in different tabulation offices were drafted and they were entrusted with the responsibility of tabulation work. Shri K. Sriramamurti, Assistant Superintendent was placed in charge of this work. At the peak period, the following staff worked in tabulation:

Technical Assistants	...	3
Office Assistants	...	5
Tabulation Clerks	...	50
Typists and Operators	...	12

These people had to work very hard in view of the time-limit prescribed for the compilation work. These workers were gradually discharged as and when the volume of work came down. By March 1952 most of the tabulators were discharged. There were only ten people working thereafter. It is absolutely necessary that those working on tabulation must be very sincere and hard-working with sufficient knowledge of sorting and compilation operations. Instead of recruiting new men it is found that men with experience in sorting and compilation were more suitable for the job. By the end of December 1952 the entire tabulation and even a portion of printing was completed. The services of the tabulators were also utilised for comparing proofs. They also attended to the preparation of Subsidiary Tables and inset tables necessary for the Report. In addition to the regular tabulation work these people were constantly called upon to attend to other items of work, such as, supply of figures called for by the Registrar General and other officers and departments of Government in other connections. By the end of March 1953 the entire staff was discharged including the Assistant Superintendent. Printing of Parts II-A and II-B of the Report was also completed by this time. Thereafter only two proof readers were kept for attending to work of printing the Part I Report.

28. After closing down of the tabulation offices finally on receipt of orders from the Registrar General, the slips were destroyed and the furniture and other material were sold out by public auction. Ten per cent sample slips and slips of displaced persons were then brought to my office at Cuttack and kept in safe custody. They were finally transferred to the Revenue Department of the Government of Orissa.

SECTION III EXPENDITURE

29. The office started functioning on the 3rd January 1950 and was closed down on the 31st March 1953 except for a skeleton staff retained to look to the printing and distribution of the Report and final closing of accounts. Actual expenditure as booked by this office as well as by the Accountant General, Orissa, under different units is given in Appendix II. The printing of the District Census Handbooks was the responsibility of the State. But as the State Government did not finally agree to print it on ground of cost a few copies were cyclo-styled under the direction of the Registrar General, the cost of which was completely met from the Census budget. Similarly, as regards the enumeration of Small-scale Industries, it was intended to be completed in 1948 but as no progress was achieved till 1950 this office took the responsibility of completing the work which, of course, was conducted in districts by the officers of the State Government and by the enumeration agency. The cost of tabulation, etc., was met also from the Census budget. The cost for preparation of the National Register of Citizens was borne on 50 : 50 basis by the State and the Centre.

30. **Costing Statement**—Though the expenditure as detailed in Appendix II was the

actuals under different major items, the Registrar General in his letter No. 48/24/52-R.G., dated the 22nd July 1952 (Appendix III) has laid down the principles for allocating the cost till the publication of Census Reports. According to his instructions the expenditure and receipts are classified under different heads which is appended in Appendix IV, together with the principle regarding their calculation.

31. **Costing Statement : Tabulation Offices**—Appendix V shows the consumption of work-months of sorters, compiler checkers and supervisors, under the different stages of sorting. Besides this, there was the supervisory and other staff in tabulation offices, the cost of which comes to Rs. 45,855-3-0. The expenditure incurred on account of entertainment of tabulation officers in three abulation offices as well as in the Superintendent's main office comes to Rs. 16,695-2-0. Besides, Rs. 24,043-4-0 was spent towards tabulation of figures, preparation of District Census Handbooks and other miscellaneous works connected with tabulation in my office.

32. **Receipts**—Appendix VI shows the total amount credited to treasury on different heads.

SECTION IV
CONCLUSION

33. The office of the Superintendent of Census Operations, Orissa, was finally closed down on the 28th February 1954, when the Revenue Department of the Government of Orissa took charge of the records meant for preservation and the sample enumeration slips. Twenty-seven bags containing slips relating to displaced persons and the 10 per cent samples and two almirahs containing records and books were taken over by the Revenue Department.

34. Before concluding, I would like to place on record the names of officers and men, who by their steadfastness and devotion to duty, were responsible for the success of Census in Orissa. The principal persons among them are:—

(1) *Shri Padmanabha Misra*, B.Sc., of the Orissa Administrative Service—Served as Deputy Superintendent of Puri Tabulation Office and did excellent work at Cuttack in connection with preparation of District Census Handbooks.

(2) *Shri K. Sriramamurti*, Subordinate Administrative Service—Was the Assistant Superintendent of Bolangir Tabulation office and was in charge of Central Tabulation work at Cuttack. He has drafted Part II of the Administration Report, for which I am thankful, although I should have wished it to be more elaborate.

(3) *Shri Pratap Chandra Das*—On deputation from the office of the Revenue Commissioner, Orissa. He acted as the head assistant and proved himself reliable and efficient.

(4) *Shri Balamukunda Mahapatra*—On deputation from the office of the Revenue Commissioner, Orissa. He worked as my stenographer and stuck to the last being useful in general office work and Tabulation intricacies.

(5) *Shri Issac Patro*—On deputation from the office of the Revenue Commissioner, Orissa. He was useful particularly in printing of District Census Handbooks.

(6) *Shri M. A. Rashid*—On deputation from the office of the Collector, Cuttack. He proved himself a competent Accounts Assistant.

(7) *Shri Surendra Prasad Sai*—An outsider who worked as the Technical Assistant in Bolangir office, was brought down to the Central Tabulation office at Cuttack where he continued till the final closing down of the office. He proved himself a steadfast and thorough tabulator and proof reader. He was awarded the President of India's Silver Medal for meritorious work.

(8) *Shri Jameswar Pal*—On deputation from the office of the Collector, Cuttack. Served as an intelligent and useful Technical Assistant. Was awarded the President of India's Silver Medal for meritorious work.

(9) *Shri Bhagaban Rath*—On deputation from the office of the Collector, Cuttack. He served as a Technical Assistant and was awarded the President of India's Silver Medal for meritorious work.

(10) *Shri Babaji Tripathy*—Outsider; served as Tabulation Clerk and distinguished himself as efficient and sincere worker for which he was awarded the President of India's Bronze Medal.

(11) *Shri Mayadhar Dhal*—Outsider; served as Tabulation Clerk and distinguished himself as efficient and sincere worker for which he was awarded the President of India's Bronze Medal.

(12) *Shri Hara Prasad Panda*—Outsider; served as Tabulation Clerk and distinguished himself as efficient and sincere worker for which he was awarded the President of India's Bronze Medal.

(13) *Shri Pitambar Rath*—Outsider; served as Tabulation Clerk and distinguished himself as efficient and sincere worker for which he was awarded the President of India's Bronze Medal.

(14) *Shri Arakhit Behera*—Outsider; served as Tabulation Clerk and distinguished himself as efficient and sincere worker for

which he was awarded the President of India's Bronze Medal.

(15) *Shri Nanda Kishore Satapathy*—Outsider; served as Tabulation Clerk and distinguished himself as efficient and sincere worker for which he was awarded the President of India's Bronze Medal.

APPENDIX I

Buildings and accommodation allotted to different Tabulation Offices

Headquarters of Tabulation Office	Building occupied	Floor area of building in sq. ft.	Period of occupation
Puri	.. (1) Panchkot out-house	1,200	17th June 1951 to 1 st September 1951
	(2) Tirthashram ..	4,756	1st March 1951 to 30th November 1951
	(3) Sukhsagar ..	1,813	1st March 1951 to 31st January 1953
	(4) Ratnakar ..	1,813	1st March 1951 to 30th November 1951
Baripada	.. (1) Bank Building ..	2,614	19th March 1951 to 31st May 1951
	(2) Baguly House ..	4,454	25th May 1951 to 31st January 1953
Bolangir	.. (1) Abandoned Match Factory.	5,000	1st March 1951 to 31st January 1952
	(2) A private building ..	1,320	16th April 1951 to 31st January 1953
Central Tabulation Office, Cuttack.	(1) One building ..	280	11th February 1951 to 31st March 1952
	(2) One building ..	283	1st December 1951 to 31st July 1952
	(3) One building ..	439	1st January 1952 to 31st March 1953

APPENDIX II

Statement of expenditure as booked by the office as well as by the Accountant-General, Orissa, for the 1951 Census Operations

Major Head	Sub-head	Expenditure as booked by this office										Total	
		1949-50		1950-51		1951-52		1952-53		1953-54			
		Rs.	a. p.	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.
A. Superintendence	A. 1—Pay of Officers	1,705	3 1	15,792	14 7	15,861	0 0	15,063	0 0	1,485	4 0	49,847	5 8
	A. 2—Pay of Establishment	527	11 0	6,939	3 0	10,264	8 0	10,724	1 0	9,287	4 0	37,742	13 0
	A. 3—Allowances, Honoraria etc.	1,354	10 0	15,246	10 0	13,204	10 0	9,563	2 0	3,602	15 0	42,971	15 0
	A. 4—Other Charges	3,088	2 3	6,702	8 9	5,923	3 6	5,441	5 0	3,510	5 0	24,665	8 6
B. Enumeration	B. 1—Pay of Establishment	..	..	3,332	15 0	..	..	..	..	..	..	3,332	15 0
	B. 2—Allowances, Honoraria etc.	..	..	3,595	7 0	179	5 0	439	4 0	70	13 0	3,884	13 0
	B. 4—National Register of Citizens	..	..	..	..	68,702	2 6	..	..	..	..	68,702	2 6
	B. 5—Other Charges	..	..	..	..	861	8 0	..	..	..	..	861	8 0
	C. 1—Pay of Officers	..	..	1,012	6 0	11,490	8 0	4,190	11 0	..	..	16,693	9 0
C. Abstraction and Compilation.	C. 2—Pay of Establishment	..	..	125	6 0	1,91,268	2 0	16,513	5 0	57	0 0	2,07,963	13 0
	C. 3—Allowances, Honoraria etc.	..	..	884	15 0	12,954	13 0	4,026	8 0	225	0 0	18,091	4 0
	C. 4—Other Charges	..	..	5,576	15 3	47,682	7 6	9,097	2 9	1,505	10 6	63,862	4 0
	E. Printing and Stationery.	..	..	13,048	4 3	17,196	11 0	6,263	6 0	2,511	14 0	39,020	3 3

Major head	Sub-head	Expenditure as booked by the Accountant-General, Orissa										Difference between the Departmental and Accountant-General's total	Remarks	
		1949-50		1950-51		1951-52		1952-53		1953-54				Total
		Rs.	a. p.	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.	Rs.	a. p.	
A. Superintendence	A. 1—Pay of Officers	1,705	3 1	15,792	14 7	15,801	0 0	15,063	0 0	1,485	4 0	49,847	8 8	The difference between the departmental and accounts figures during 51 and 1951-52 could not be reconciled as the accounts were finally closed and no change in the accounts was possible vide A.G.'s letter No. DA. 4-Cen. 1044, dated the 7th August 1953 a copy of which is given in Appendix VII.
	A. 2—Pay of Establishment	527	11 0	6,939	5 0	10,264	8 0	10,724	1 0	9,287	4 0	37,742	13 0	
	A. 3—Allowances, Honoraria, etc.	1,354	10 0	15,696	10 0	13,201	10 0	9,563	2 0	3,602	15 0	43,421	15 0	
	A. 4—Other Charges	3,088	2 3	6,702	8 9	5,929	15 6	5,441	5 0	3,510	5 0	24,672	4 6	
	A. 5—Other Charges	..	..	3,366	13 0	..	..	..	..	..	..	..	..
B. Enumeration	B. 1—Pay of Establishment	The difference between the departmental and accounts figures during 51 and 1951-52 could not be reconciled as the accounts were finally closed and no change in the accounts was possible vide A.G.'s letter No. DA. 4-Cen. 1044, dated the 7th August 1953 a copy of which is given in Appendix VII.
	B. 2—Allowances, Honoraria, etc.	..	..	3,093	8 0	179	5 0	439	4 0	70	13 0	3,366	13 0
	B. 4—National Register of Citizens	..	..	..	..	66,719	0 0	..	..	..	..	66,719	0 0
	B. 5—Other charges	..	..	8,529	4 9	861	8 0	..	..	..	..	9,390	12 9
	C. 1—Pay of Officers	..	..	1,012	6 0	11,492	1 0	4,190	11 0	..	..	16,695	2 0
C. Abstractions and Compilation.	C. 2—Pay of Establishment	125	6 0	1,81,988	8 0	16,513	5 0	57	0 0	2,06,684	3 0	The difference between the departmental and accounts figures during 51 and 1951-52 could not be reconciled as the accounts were finally closed and no change in the accounts was possible vide A.G.'s letter No. DA. 4-Cen. 1044, dated the 7th August 1953 a copy of which is given in Appendix VII.
	C. 3—Allowances, Honoraria, etc.	..	..	884	15 0	13,691	7 0	4,026	8 0	225	0 0	18,827	14 0
	C. 4—Other Charges	..	..	5,576	15 3	48,000	2 0	9,097	2 9	1,505	10 6	64,179	14 6
	E. Printing and Stationery.	..	..	13,048	4 3	17,196	11 0	6,263	6 0	2,511	14 0	39,020	3 3

APPENDIX III

GOVERNMENT OF INDIA

Ministry of Home Affairs

OFFICE OF THE REGISTRAR-GENERAL, INDIA

New Delhi-2, 22nd July 1952

No. 48/24/52-RG.

My dear Ahmed

Costing Statement for the 1951 Census

1. I mentioned at our study group that it is necessary to prepare costing statements for the 1951 Census, i.e., statements showing the actual cost of the 1951 Census and the allocation thereof to the end-products of the census, namely :—

I. The National Register of Citizens ;

II-A. The District Census Handbooks ;

II-B. State Census Reports and other State Census Publications (if any) ; and

III. The All-India Census Publications.

I have been considering this matter further and I think the method of settlement and allocation of total cost, which is explained below might be adopted.

2. I am limiting the costing process to the stage at which the Census reports are handed over to the Press for printing and publication. The additions required to be made in respect of this last stage (for which responsibility cannot be accepted by the Census organisation) can be settled, if necessary, separately after the relevant figures become available.

3. I have used the following symbols to represent the various items of cost required to be taken into account by us :

A. Expenditure on pay of Superintendents, their office establishments, Allowances, Honoraria and other contingencies. (This is booked expenditure under A—Superintendence for each State Superintendent under the census grant).

B. Expenditure on pay of Registrar-General, his establishment, allowances and office contingencies (Booked expenditure under A in the census grant, less one-half of the pay of the Registrar-General).

C. Expenditure on Enumeration other than the scriptory charges for the National Register of Citizens paid from the Census budget. (This is booked expenditure under B—Enumeration—Except B.—4—National Register of Citizens and D—Miscellaneous staff in the Census grant.)

D. Scriptorial charges for writing up the National Register of Citizens paid from the Census budget (This is booked expenditure under B-4. National Register of Citizens in the Census budget).

E. Printing charges of Enumeration pads. (This should be assumed to be Rs. 1-2-0 for 1,000 slips supplied centrally).

F. Other Enumeration printing and stationery charges. (Booked expenditure under E in the Census budget).

G. Scriptorial charges of the National Register of Citizens borne by the State Government (Booked expenditure).

H. Enumeration charges actually paid by the State Government (Booked expenditure).

I. Enumeration charges actually paid by local bodies (Booked expenditure).

J. Cost of paper used for the National Register of Citizens. (The paper was supplied free by the Controller of Printing and Stationery. But the cost of paper should be taken into account for estimating the cost of production of the National Register of Citizens at the rate of Rs. 20 per ream supplied free).

K. Cost of Census medals. (This should be assumed to be Rs. 13-15-6 for each silver-medal and Rs. 6-9-6 for each bronze medal).

L. Expenditure on Abstraction and Compilation. (Booked expenditure under C—Abstraction and Compilation in the Census grant).

M. Value of articles purchased for use in offices during the 1951 Census. [Booked receipts in respect of articles sold ; plus actual purchase price (less estimated depreciation) of unsold articles].

A statement showing the amounts of items A and C to M should be prepared for each State as Costing Statement No. I.

4. *Provisional allotment of cost of production*—(i) National Register of Citizens.

(a) A costing statement for the State showing particulars by district should be prepared in the following form—

Costing Statement No. II

Name of district	Number of parts of the N. R. C.	Cost of production	Average cost per part
(1)	(2)	(3)	(4)

(b) The total cost of production for the entire State should be taken to be $\frac{1}{4}$ A D G J.

(c) In order to determine the cost of production of National Register of Citizens for each district, items D and G should be first allocated to each district according to actuals. Then $\frac{1}{4}$ A J should be allocated to the district in the proportion which the population of that district bears to the population of the State.

(ii) *District Census Handbooks and State Census Publication*—(a) The total cost of all the District Census Handbooks issued under the authority of the State Government, as well as of all the State Census Publications issued under the authority of the Central Government should be settled jointly by the formula that it is equal to $\frac{3}{4}$ A C E F H I K L—M.

(b) The cost should then be apportioned among the individual handbooks, reports and other publications separately, according to the proportion which the number of pages of the publication concerned bears to the total number of pages of all the publications. (*Note*.—The pages reckoned for this purpose should be the number of printed pages, as received in proof. Where proof print is not received in time, an estimate of the number of printed pages corresponding to the typescript sent for printing may be adopted).

A statement showing the cost thus allocated should be prepared in the form given below :—

Costing Statement No. III

(in two Sections A and B)

Name of Publication	Number of pages	Cost of Production	Average cost per 100 pages
(1)	(2)	(3)	(4)

SECTION-A—DISTRICT CENSUS HANDBOOKS

District Census Handbook of :

-District
-District
- etc.

SECTION-B—STATE CENSUS PUBLICATIONS

- State Census Report Part I
- Subsidiary Tables
- State Census Report Part II *
- Other State Census Publications (if any),

* (If Part II is published in different sub- parts the cost of production of each sub-part should be given).

5. FINAL ALLOTMENT OF COST OF PRODUCTION

(i) *All-India Census Publications*—An all-India average will be struck for the cost per 100 pages from the average cost figures provisionally settled for the State Census Publications. This all-India average cost figure will be applied to the All-India Census Publications also and the total cost of production of All-India Census Publications will be provisionally settled.

(ii) The total cost of the all India Publications thus provisionally settled may turn out to be either larger or smaller than the actual expenditure on the Registrar-General and his establishment etc. (item B in para 3.) The $\frac{\text{excess}}{\text{deficit}}$, if any, will be distributed among the All-India Publications and all the State Census Publications (but not the District Census Handbooks) so as to $\frac{\text{reduce}}{\text{increase}}$ the cost of production of all of them.

6. I shall be glad if you would arrange to get costing Statements No. I to III prepared on the basis explained above. The Statements may be got prepared at your convenience and need not be hurried to the prejudice of more urgent work.

Yours sincerely,
R. A. GOPALASWAMI

APPENDIX IV

Costing Statement for the 1951 Census

COSTING STATEMENT No. I

Abstract showing amounts of items A and C to M

	Rs.	a.	p.
A. Expenditure on pay of Superintendents, their office Establishments, Allowances, Honoraria and office Contingencies.	1,37,798	10	2
C. Expenditure on enumeration other than the Scriptorial charges for the National Registers of Citizens paid from the Census Budget.	16,469	10	9
D. Scriptorial charges for writing up the National Register of Citizens paid from the Census Budget.	34,351	0	0
E. Printing charges of enumeration pads	19,558	7	6
F. Other enumeration printing and stationery charges	36,508	5	3
G. Scriptorial charges of the National Register of Citizens borne by the State Government ..	34,351	0	0
H. Enumeration charges actually paid by the State Government	8,126	2	0
I. Enumeration charges actually paid by Local Bodies	Nil		
J. Cost of paper used for the National Register of Citizens	15,440	0	0
K. Cost of Census Medals	3,910	8	0
L. Expenditure on Abstraction and Compilation	3,04,599	7	0
M. Value of articles purchased for use in offices during the 1951 Census	2,298	8	0

COSTING STATEMENT No. II

Provisional allotment of cost of production of National Register of Citizens

Name of district	Number of parts of the National Register of Citizens	Cost of production			Average cost per part		
		Rs.	a.	p.	Rs.	a.	p.
Cuttack	.. 5,911	21,254	13	0	3	10	0
Balasore	.. 3,819	9,286	3	6	2	7	0
Puri	.. 4,966	12,970	6	0	2	10	0
Sambalpur	.. 3,356	7,669	11	0	2	5	0
Ganjam	.. 4,277	13,397	11	0	3	2	0
Koraput	.. 5,743	10,293	8	3	1	13	0
Dhenkanal	.. 2,518	6,946	1	0	2	12	0
Keonjhar	.. 2,023	4,894	13	0	2	7	0
Phulbani	.. 4,411	3,835	12	3	0	14	0
Bolangir	.. 2,542	7,641	15	6	3	0	0
Sundargarh	.. 1,617	4,636	4	6	2	14	0
Kalahandi	.. 2,934	7,126	1	0	2	7	0
Mayurbhanj	.. 3,648	8,638	9	0	2	6	0

COSTING STATEMENT No. III

Allocation of cost of production of District Census Handbooks and State Census Publications

Name of publication	Number of pages	Cost of production			Average cost per 100 pages		
		Rs.	a.	p.	Rs.	a.	p.

SECTION A

District Census Handbooks
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SECTION B

1951 Census Report for Orissa—

Part I	.. 498	2,20,334	14	0	} 44,243 15 0
Part II-A	.. 193	85,390	13	3	
Part II-B	.. 297	1,31,404	8	9	
Administrative Report	.. 120	53,092	12	0	
Total	.. 1,108	4,90,223	0	0	

APPENDIX V

Statement showing the consumption of work-months of Sorters, Compiler-Checkers and Supervisors under different stages of sorting.

Name of Region	Stage	Sorters (Pay Rs. 65)		Compiler-Checkers (Pay Rs. 75)		Supervisors (Pay Rs. 90)		Total amount spent	
		Amount	Month	Amount	Month	Amount	Month		
		Rs. a. p.		Rs. a. p.		Rs. a. p.			
Puri	..	I	12,187 8 0	187.50	3,043 7 0	40.6	3,411 9 0	37.9	18,642 8 0
Baripada	..	I	7,184 4 0	110.50	2,302 9 0	30.7	2,447 9 0	27.2	11,934 6 0
Bolangir	..	I	9,741 12 0	149.87	2,400 0 0	32.0	2,430 0 0	27.0	14,571 12 0
Total	..	I	29,113 8 0	447.87	7,746 0 0	103.3	8,289 2 0	92.1	45,148 10 0
Puri	..	II	8,824 7 0	135.8	2,309 0 0	30.8	1,530 5 0	17.0	12,663 12 0
Baripada	..	II	7,845 0 0	120.7	840 0 0	11.2	487 0 0	5.4	9,172 0 0
Bolangir	..	II	7,020 0 0	108.0	1,227 6 0	16.4	900 0 0	10.0	9,147 6 0
Total	..	II	23,689 7 0	364.5	4,376 6 0	58.4	2,917 5 0	32.4	30,983 2 0
Puri	..	III	8,458 6 0	130.1	1,870 10 0	24.9	1,346 0 0	15.0	11,675 0 0
Baripada	..	III	5,860 0 0	90.1	1,214 13 0	16.2	752 6 0	8.4	7,827 3 0
Bolangir	..	III	4,790 8 0	73.7	825 0 0	11.0	1,101 10 0	12.2	6,717 2 0
Total	..	III	19,108 14 0	293.9	3,910 7 0	52.1	3,200 0 0	35.6	26,219 5 0
Puri	..	IV	4,994 13 0	76.8	1,810 3 0	24.1	1,163 0 0	11.7	7,968 0 0
Baripada	..	IV	4,467 0 0	69.0	1,111 6 0	15.0	1,142 4 0	13.0	6,720 10 0
Bolangir	..	IV	3,250 0 0	50.0	675 0 0	9.0	405 0 0	4.5	4,330 0 0
To	..	IV	12,711 13 0	195.8	3,596 9 0	48.1	2,710 4 0	29.2	19,018 10 0
Grand Total			84,623 10 0	1,302.07	19,629 6 0	261.9	17,116 11 0	189.3	1,21,369 11 0

APPENDIX V—contd.

Statement showing the consumption of work-months of Sorters, Compiler-Checkers and Supervisors under different stages of sorting

Name of region	Name of the district	Stage	Sorters (Pay Rs. 65)		Compiler-Checkers (Pay Rs. 75)		Supervisors (Pay Rs. 90)								
			Amount	Month	Amount	Month	Amount	Month							
			Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.				
Puri	1. Puri	..	I	3,476	7	0	53.50	868	2	0	11.58	973	3	0	10.81
	2. Ganjam	..	I	3,592	9	0	55.28	897	2	0	11.96	1,005	9	0	11.18
	3. Koraput	..	I	2,807	2	0	43.18	701	0	0	9.36	785	12	0	8.73
	4. Keonjhar	..	I	1,301	2	0	20.00	324	15	0	4.34	364	4	0	4.04
	5. Phulbani	..	I	1,010	4	0	15.54	252	4	0	3.36	282	13	0	3.14
	Total for the Region		I	12,187	8	0	187.50	3,043	7	0	40.60	3,411	9	0	37.90
Baripada	1. Cuttack	..	I	3,895	15	0	59.90	1,248	7	0	16.65	1,327	5	0	14.75
	2. Balasore	..	I	1,703	11	0	26.22	546	2	0	7.28	580	4	0	6.45
	3. Mayurbhanj	..	I	1,584	10	0	24.28	508	0	0	6.77	540	0	0	6.00
	Total for the Region		I	7,184	4	0	110.50	2,302	9	0	30.70	2,447	9	0	27.20
Bolangir	1. Sambalpur	..	I	2,837	3	0	43.64	699	0	0	9.32	707	11	0	7.87
	2. Dhenkanal	..	I	1,829	1	0	28.13	450	9	0	6.01	466	4	0	5.07
	3. Bolangir	..	I	2,000	7	0	30.78	492	13	0	6.57	499	0	0	5.54
	4. Sundargarh	..	I	1,203	7	0	18.5	296	7	0	3.96	300	3	0	3.33
	5. Kalahandi	..	I	1,871	10	0	28.80	461	3	0	6.14	466	14	0	5.19
	Total for the Region		I	9,741	12	0	149.87	2,400	0	0	32.00	2,430	0	0	27.00
Puri	1. Puri	..	II	2,517	2	0	38.72	658	10	0	8.79	436	8	0	4.85
	2. Ganjam	..	II	2,601	5	0	40.01	680	11	0	9.08	451	1	0	5.01
	3. Koraput	..	II	2,032	8	0	31.28	531	13	0	7.09	352	7	0	3.91
	4. Keonjhar	..	II	942	8	0	14.49	246	8	0	3.29	163	7	0	1.82
	5. Phulbani	..	II	731	8	0	11.26	191	6	0	2.55	126	14	0	1.41
	Total for the Region		II	8,824	7	0	135.76	2,309	0	0	30.80	1,530	5	0	17.00
Baripada	1. Cuttack	..	II	4,254	3	0	65.46	455	8	0	6.08	264	1	0	2.93
	2. Balasore	..	II	1,860	5	0	28.62	199	3	0	2.65	115	8	0	1.28
	3. Mayurbhanj	..	II	1,730	8	0	26.62	185	5	0	2.47	107	7	0	1.19
	Total for the Region		II	7,845	0	0	120.70	840	0	0	11.20	487	0	0	5.40
Bolangir	1. Sambalpur	..	II	2,044	8	0	31.46	357	8	0	4.75	262	2	0	2.91
	2. Dhenkanal	..	II	1,318	0	0	20.27	230	8	0	2.00	168	15	0	1.88
	3. Bolangir	..	II	1,441	8	0	22.18	252	0	0	3.35	184	13	0	2.06
	4. Sundargarh	..	II	867	4	0	13.34	151	10	0	2.20	111	3	0	1.23
	5. Kalahandi	..	II	1,348	12	0	20.75	235	12	0	3.10	172	15	0	1.92
	Total for the Region		II	7,020	0	0	108.00	1,227	6	0	16.40	900	0	0	10.00

APPENDIX V—contd.

Statement showing the consumption of work months of Sorters, Compiler-Checkers and Supervisors under different stages of sorting

Name of region	Name of the district	Stage	Sorters (Pay Rs. 65)		Compiler-Checkers (Pay Rs. 75).		Supervisors (Pay Rs. 90)	
			Amount	Month	Amount	Month	Amount	Month
			Rs. a. p.		Rs. a. p.		Rs. a. p.	
Puri	.. 1. Puri	.. III	2,442 8 0	37·11	533 10 0	7·11	383 15 0	4·27
	.. 2. Ganjam	.. III	2,493 8 0	38·36	551 7 0	7·35	396 13 0	4·42
	.. 3. Koraput	.. III	1,948 4 0	29·96	430 13 0	5·73	310 0 0	3·45
	.. 4. Keonjhar	.. III	903 0 0	13·89	199 11 0	2·65	143 11 0	1·61
	.. 5. Phulbani	.. III	701 2 0	10·78	155 1 0	2·06	111 9 0	1·25
Total for the Region		.. III	8,458 6 0	130·10	1,870 10 0	24·90	1,346 0 0	15·00
Earipada	.. 1. Cuttack	.. III	3,177 12 0	48·87	658 8 0	8·78	407 15 0	4·55
	.. 2. Balasore	.. III	1,339 10 0	21·36	288 3 0	3·85	178 7 0	1·99
	.. 3. Mayurbhanj	.. III	1,292 10 0	19·87	268 2 0	3·57	166 0 0	1·86
Total for the Region		.. III	5,860 0 0	90·10	1,214 13 0	16·20	752 6 0	8·40
Bolangir	.. 1. Sambalpur	.. III	1,395 2 0	21·46	240 4 0	3·0	320 12 0	3·55
	.. 2. Dhenkanal	.. III	899 7 0	13·85	154 14 0	2·04	205 13 0	2·29
	.. 3. Bolangir	.. III	983 11 0	15·14	169 7 0	2·26	223 4 0	2·51
	.. 4. Sundargarh	.. III	591 14 0	9·10	101 15 0	1·36	136 3 0	1·51
	.. 5. Kalahandi	.. III	920 6 0	14·15	158 8 0	2·12	211 10 0	2·34
Total for the Region		.. III	4,790 8 0	73·70	825 0 0	11·00	1,101 10 0	12·20
Puri	.. 1. Puri	.. IV	1,424 6 0	21·90	516 5 0	6·88	331 12 0	3·42
	.. 2. Ganjam	.. IV	1,472 10 0	22·65	533 9 0	7·11	342 13 0	3·65
	.. 3. Koraput	.. IV	1,160 9 0	17·69	416 15 0	5·54	267 14 0	2·56
	.. 4. Keonjhar	.. IV	533 2 0	8·20	193 4 0	2·57	124 3 0	1·07
	.. 5. Phulbani	.. IV	414 2 0	6·36	150 2 0	2·00	96 6 0	1·00
Total for the Region		.. IV	4,994 13 0	76·80	1,810 3 0	24·1	1,163 0 0	11·70
Baripada	.. 1. Cuttack	.. IV	2,492 6 0	37·36	602 10 0	8·10	619 6 0	6·97
	.. 2. Balasore	.. IV	1,059 4 0	16·39	263 9 0	3·56	270 14 0	3·15
	.. 3. Mayurbhanj	.. IV	985 6 0	15·25	245 3 0	3·34	252 0 0	2·88
Total for the Region		.. IV	4,467 0 0	69·00	1,111 6 0	15·00	1,142 4 0	13·00
Bolangir	.. 1. Sambalpur	.. IV	946 8 0	14·56	196 9 0	2·62	117 15 0	1·31
	.. 2. Dhenkanal	.. IV	610 3 0	9·39	126 12 0	1·69	76 1 0	0·85
	.. 3. Bolangir	.. IV	667 6 0	10·27	138 10 0	1·85	83 3 0	0·93
	.. 4. Sundargarh	.. IV	401 8 0	6·17	83 6 0	1·11	50 0 0	0·55
	.. 5. Kalahandi	.. IV	624 7 0	9·61	129 11 0	1·73	77 13 0	0·86
Total for the Region		.. IV	3,250 0 0	50·0	675 0 0	9·00	405 0 0	4·50

APPENDIX VI
Statement of Receipts and Recoveries

Account on which	1949-50	1950-51	1951-52	1952-53	1953-54 (part of the year)	Total
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
<i>A—Recovered</i>						
1. Recovery from the State Government on account of scripitory charges of the National Register of Citizens.	34,351 0 0	..	..	34,351 0 0
<i>B—Received</i>						
1. Sale of furniture etc.,	954 8 0	292 0 0	1,246 8 0
2. Undisbursed pay of the staff	335 12 0	81 2 0	..	416 14 0
Total	34,683 12 0	1,035 10 0	292 0 0	36,014 6 0

APPENDIX VII

Extract of para. 1 from letter No. D.A. 4-Cen-1044, dated the 7th August 1953

OFFICE OF THE ACCOUNTANT-GENERAL, ORISSA, P. O. HINOO, RANCHI

No. D.A. 4-CEN.-1044

Dated Ranchi, the 7th August 1953

To

The Superintendent, Census Operations, Orissa, Cuttack

Subject—Costing statement for 1951 Census

Sir,

With reference to your letter No. 603/ Cen., dated the 16th June 1953 on the above subject, I have the honour to state that as already intimated in this office express letter No. D.A. 4-Cen.-38, dated the 4th April 1953 no readjustment is now possible in the accounts of 1950-51 and 1951-52. As the difference is also not material, this office figures may please be accepted.

Yours faithfully

S. P. TRIVEDI

Assistant Accounts Officer, Orissa