

# CENSUS OF INDIA, 1951



## Volume XII

# ASSAM, MANIPUR AND TRIPURA

## ADMINISTRATIVE REPORT

*By*

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*It is YOU as a citizen of the country that  
India relies for the valuable information  
she secures through the census.*

## NOTE

According to the scheme approved by the Registrar General, India, the Census Report of Assam, Manipur and Tripura has been numbered Volume XII in the All-India Series. The Volume consists of the following Parts :—

PART I-A.—Report (Statistical Analysis).

PART I-B.—Subsidiary Tables.

PART II-A.—General Population Tables, Summary Figures by Districts and Thanas, Social and Cultural Tables and Land Holdings of Indigenous Persons.

PART II-B.—Economic Tables and Household and Age (Sample) Tables.

(2) In addition to Volume XII, a separate compilation, entitled District Census Handbook containing population of villages by livelihood classes and tractwise figures of main series Tables, has been printed separately for each district. Preparatory to the tabulation of census data, rural and urban areas of each district were grouped into “census tracts” on the basis of population according to the instructions of the Registrar General, India.

(3) **Administration Report.**—This Volume, printed separately, shows in detail the procedure adopted for conducting the 1951 Census and tabulating the data so collected.

(4) In addition to these printed Volumes, there are National Registers of Citizens, prepared simultaneously with the filling up of enumeration slips, giving important census details for each person of every village or ward in a town. These Registers are preserved in manuscript as permanent records in District Offices.

(5) For some Subsidiary Tables the figures of previous censuses had to be adjusted owing to the Partition of India. The absolute figures for important Tables have been incorporated in this Volume at the end.

I am grateful to my Head Assistant, Shri Iswar Chandra Purkayastha, for the considerable difficulty he had to have in preparing this Administrative Report.



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**MESSAGE FROM THE HON'BLE SHRI C. RAJGOPALACHARI, HOME MINISTER,  
GOVERNMENT OF INDIA, TO EVERY CENSUS ENUMERATER IN INDIA.**

Dear colleagues in the census work, this is the first census held under orders of the Republic of Free India. I am addressing the enumerators in particular. You have the privilege and honour of taking a hand in the first census of Free India. Ten years hence the next census will be held. Yours is the earliest privilege. You are an enumerator and therefore you build the very base of the whole big structure. The base is, as you know, the most important part of any structure. The record of your work will remain carefully kept for use throughout the next ten years.

Enumeration begins at sunrise on the 9th day of February. From then up to sunrise on the 1st March you will be visiting all the houses in your block, locating all the people for whose enumeration you are responsible ; and ascertaining and recording, in respect of all of them, the replies which are given to you for the prescribed census questions. On the 1st, 2nd and 3rd days of March you will revisit all the houses for final check. You will then make sure that you have prepared the record of census enumeration in all respects as instructed, and hand it over to the Supervisor.

Yours is not an isolated local inquiry. You are one of about six hundred thousand patriots, all of whom will be engaged on an identical task at the same time. All of you are jointly responsible for enumerating all the people. Collectively you

will prepare a record of basic facts relating to the life and livelihood of all the citizens and families in our Republic.

If this record is to be correct and complete, the part which you contribute should, in itself, be correct and complete. You should master the simple instructions which you have received, and apply them uniformly and conscientiously. These instructions are based on a common plan for the country as a whole. Like a swarm of bees that build a beautiful hive according to the laws of geometry, each doing its part in obedience to a mystic urge, you should do your part according to conscience and the sense of truth inherent in us all.

**Important things to remember**

**First, every person should be enumerated once, and not more than once.** Most people would be enumerated at their usual place of residence. There are a few who should be enumerated wherever they are found.

**Secondly, do not grudge the time and effort which will be necessary to get correct and complete answers to the questions relating to economic status and means of livelihood.**

I do hope you will take pride over the quality of your contribution to this nation-wide enterprise, and do your best. God bless you.

**MESSAGE FROM SHRI B. R. MEDHI, CHIEF MINISTER, GOVERNMENT OF ASSAM,  
TO EVERY CENSUS ENUMERATOR IN ASSAM.**

This day marks the beginning of great national undertaking being the first Census of the Sovereign Democratic Republic of Bharata. The 1951 Census starts from to-day and will continue for 20 days till the sunrise on the 1st March, 1951. In order to bring the data collected during these 20 days up-to-date, there will be 3 more days for final check-up. I take this opportunity of your presence this morning for the purpose of starting the enumeration and say a few words through you to all those who are engaged in this gigantic task of collecting the basic data throughout the Indian Union. You have the proud privilege and unique honour of taking a very important part of collecting the data during the Census operation to enable the Nation to know its problems and prepare a plan for their solution of the basis of such data. I may also tell you that the first National Register of Citizens of the Republic of Bharata will also be prepared from the data collected by you during this Census operation. You are not alone engaged in this task but represent the 15,000 Enumerators and 3,500 Supervisors and 350 Charge Superintendents in our State forming a part of the vast army of over 6 lakhs of patriots throughout India, all of whom will be engaged on an identical task at the same time during these days on a purely voluntary and honorary capacity. All of you will be jointly and collectively responsible for preparing the records of necessary basic facts relating to the life and livelihood of all the citizens and families within our Republic.

These basic data will be the foundation of our future plan. The Government of Assam also attach the greatest importance to this operation. If we are to face and overcome the problems of poverty, illiteracy and backwardness, we shall require a definite plan. No plan is conceivable without material which only the Census can furnish. The Census will give us a comprehensive

picture of the present social and economic conditions of our people and specially indicate the number of landless cultivators and other particulars for development of rural areas and cottage industries.

I am glad that a large number of officials and non-officials had in a true spirit of national service volunteered to work for enumeration on a purely honorary capacity. I convey my sincere thanks to all of them and send my greetings and good wishes for the complete success of their endeavours.

I should like to emphasise also the important role which every citizens of this State will play in this Census. The success of the Census operation depends solely on the correct replies given by every citizens. The Enumerators merely faithfully record the facts supplied by the citizens in their replies.

I therefore appeal to all citizens of the State to offer wholehearted co-operation to these band of patriotic persons who will approach them during this Census period and supply true facts to them. Each citizen is expected to furnish accurate replies to a few simple questions at the time of enumeration. I hope that all the public spirited citizens of this State will wholeheartedly render all possible help and co-operation to the Census staff and faithfully answer those questions and discharge their elementary duties and help in making the Census operation a complete success.

**JAI HIND.**

**B. R. MEDHI.**



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# ADMINISTRATIVE REPORT

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## INTRODUCTION

The administrative report is intended to record the actual procedure followed in conducting the Census with a special reference to the disadvantages and difficulties met with in conducting it and the suggestions, if any, for improvement in the collec-

tion of population data, so that those who will be saddled with this task in future may avoid the pitfalls. It is divided into four parts, viz., (i) Preliminary Arrangements, (ii) Enumeration, (iii) Abstraction and Compilation and (iv) Cost. 1

## PRELIMINARY ARRANGEMENTS

2. **Preliminary Arrangements.**—I took over charge as Superintendent of Census Operations of Assam on the 28th January, 1950 and was also required to supervise census-taking in the States of Manipur and Tripura. I was also appointed *ex-officio* Deputy Secretary to the Government of Assam in the Appointment Department to facilitate quick disposal of census matters.

3. **Office Set-up.**—In 1931 and 1941 Censuses the Head Assistant for the Superintendent's Office was appointed before the Superintendent joined his post so that he could sort and keep the records ready. Unfortunately during this Census no such arrangement was made and owing to my delayed release from the post of Deputy Commissioner, Cachar, I was landed into considerable difficulties. I started my office with the Head Assistant and a Typist on 1st February 1950, hurriedly got the records arranged and prepared myself for attending the first Conference of the State Superintendents held at New Delhi on the 23rd February, 1950.

No Government building, Central or Provincial, was available for my office accommodation. So I had to part with rather reluctantly a portion of the building I hired for my residential purpose. The rent for office was paid at Rs. 90 per month on the basis of proportionate plinth area occupied, with the approval of the Executive Engineer and sanction of the Registrar General, India. This

private building was requisitioned by the State Government from 11th April, 1952 and the revised assessment under Assam F.R. 499 raised the rent from Rs. 90 to Rs. 123-3-0 per month. I regret to note here that the Executive Engineer took an unusually long time to certify the assessment of rent.

The office establishment was strengthened with the appointment of a Stenographer from 15th June, 1950 and one Accounts Clerk from 11th November, 1950, the latter being substituted by a selected Tabulation Clerk from 1st April, 1952.

4. This is the first Census of Free-India ; this was constantly dinned into the ears of the people and the public servants—the enumerators and the enumerated from the start to finish. How far it has been effective in curing the ills of chronic inertia and apathy is yet to be seen. At least it was not realised that the delay in the movement of a single cog in the wheel of progress was bound to make it move at a snail's pace when it was required to run at the speed of an air mail. There is, however, one redeeming feature that the population data which were so long relegated to gather dust in neglected corners as a specimen of archaeological interest have been brought to the fore-front by necessity, (e.g., food problem, adult suffrage, etc.) with a change in the administration and a change in outlook. But so long as the ' phoenix ' system of counting heads continues it

is bound to leave its legacy of inherent defects, whatever improvised measures are adopted to improve the quality of the work, for everyone from the Provincial Superintendent to the enumerator has to learn anew the A, B, C of the process, the District Officers being in a worse position, as they do not see the origin and the ultimate end of it but simply carry out the supervision rather mechanically in addition to their own duties—thousand and one. The system of honorary organisation with gradual deterioration from census to census has now reached a breaking point. The enumerators, generally drawn from L.P. teachers and Mandals, had to take up this task at the sacrifice of much of their time and convenience in these hard days of strife and strain. The future Superintendent should look to this handicap well in advance so that he may not come to grief in the long run.

5. **Forms, Paper and Printing.**—Owing to the preparation of the N.R.C. (an innovation in 1951) and the Census of Small-scale (Cottage) Industries a huge number of forms had to be printed in the Assam Government Press. With the help of the Trade Adviser to the Government of Assam in Calcutta and the co-operation of the Railway Authorities the consignment of paper was received in time inspite of transport difficulties and the Assam Government Press inspite of its limited capacity managed the printing of forms admirably well with the solitary exception of the Booklets of Vernacular Instructions which being delayed a bit hampered the training of enumerators. Unfortunately it failed to keep the promise given at the enumeration stage. As a result, not only the publication of the Assam Census Report has been delayed but Part I-A (Statistical Analysis) and I-B (Subsidiary Tables) had to be diverted to the Municipal Press, Bombay and the quantity of printing and binding materials collected here for this purpose had to be sent all the way from Shillong to Bombay. In view of the increased and increasing work in the Government Press my successor will be well-advised if he taps the capacity of the Press in time and makes alternative arrangements for printing accordingly, well in advance.

6. **General Village Register.**—This is the most important initial record which is prepared on the basis of the previous register and the up-to-date information showing the changes in boundaries of different units (*e.g.*, mauza, thana, districts, etc.). No correction slips were issued to the Assam Census Tables, 1931 for any intercensal changes but the omission was rectified by collecting the information from the Secretariat files in which the population involved in every change of jurisdiction was reported. In 1941 a limited number of Assam Census Tables and Village Statements were printed. For the intercensal changes during the decade 1941-51 no correction slips were issued to the Assam Census Tables, 1941, and those that were reported

to have been issued to the printed Village Statements of different districts could not be had either in print or manuscript from the State Government inspite of repeated attempts. The Secretariat files were obtained to collect the required information but strangely enough the proposals for boundary changes did not contain the population data as before. Hence there was no means to check whether the General Village Register was correctly prepared and the tabulated census data represent the units correctly.

The United Mikir & North Cachar Hills came into being long after the Census was over. But separate code number was used for the Mikir Hills portion falling in the Sibsagar, Nowgong, Cachar and United K. & J. Hills districts according to the then existing boundaries (which were subsequently changed) although these were treated as a part of the parent districts. The Shillong Tabulation Office mixed up the slips of the Mikir Hills portion of the United K. & J. Hills district. In the District Census Handbooks the villages have been shown as far as practicable according to the notified area in the Primary Census Abstracts and 'A' Series Tables.

7. **Houselists.**—The houselists prepared in 1948 for the purpose of election were used and brought up-to-date. Considerable difficulty was experienced owing to the effacement of house numbers. As a result, the preliminary and final charge abstracts (which form the very basis for printing and distributing the forms) were not received in time from most of the districts and those few that were received were not checked properly by the local authorities.

8. **Census Divisions and Agency.**—There is very little to comment here. The formation of Census Divisions and the appointment of Census Officers created no hitch anywhere. In my enumeration tours, however, at some places I got complaints from enumerators that they were entrusted with unnecessarily large blocks. The matter was rectified on the spot. Some districts have suggested that the limit for an enumerator may be fixed in terms of persons say 500-1,000, rather than houses, as in some outlying blocks, going by the latter standard mechanically means asking some enumerators to do too much, where there is a sudden influx in their blocks. 100-250 gives a wide margin and there is no need to change the limits or their description. In some cases of the type described above, there is no bar to appointing an extra enumerator for helping in such blocks.

The average number of houses per Charge Superintendent, Supervisor and Enumerator bears a close resemblance to the 1941 Census standards. Nowhere was the limit of 150 houses for an enumerator exceeded except in Naga Hills, which has an average of 293 houses per enumerator. This is

due to the usual paucity of qualified and literate enumerators in this district in which the average number of houses per enumerator was 350 in 1931 and 323 in 1941, falling to 293 in the 1951 Census. The Conference method of fixing up Census Charges and appointing Charge Superintendents has worked well and there was no complaint that areas were not properly allotted and officers not consulted. Regarding enumeration, however, I heard complaints that some had to enumerate villages miles away from their homes. This happened only at few places, where thorough care was not taken to select men of the locality or where the number of persons qualified for the job was limited.

9. **Distribution of Forms.**—The forms were distributed smoothly and there was no wastage worth mentioning except Pads and Cottage Industries forms. The Nowgong administration report analysed the reasons for wastage thus : “The variation between the forms supplied and the forms used may be attributed to (i) inadequate check of houselists, (ii) maldistribution of the census slips and N.R.C. forms by most of the Charge Superintendents, (iii) lack of proper supervision and prompt redistribution of the same according to exigencies of the situation by the Charge Superintendents responsible for such maldistribution at the beginning, (iv) lack of scrutiny on the part of such Charge Superintendents of the last minute and piecemeal demands of the enumerators and supervisors, (v) lastly the half-hearted co-operation of the enumerating staff.” The constant movement of population to and from East Pakistan also added to the inaccuracy of the estimate and the last minute demands necessitated printing of 26,500 pads in the Assam Tribune Press at a cost of Rs. 3,530. In the absence of any statistics relating to Cottage Industries no accurate estimate could be made as to the number of forms required for small-scale industries census.

10. **Number of Forms supplied and used.**—The most important item in this statement is the census pad. Out of 89,532 pads supplied for Assam, 85,913 were used, whereas out of 28,149 pads of 50 slips each supplied 24,113 were used, leaving 3,169 pads of 100 slips and 4,036 pads of 50 slips each as wastage. This means that there was a net wastage to the tune of 5.5%. This wastage in Assam is reasonable when most district officers as well as myself were expecting Assam's overall population to be nearer 95 lakhs than 90½ lakhs actually revealed by the Census. The heavy influx of refugees and the communal disturbances in 1950 were factors leading to great uncertainty, especially owing to constant movement of displaced persons. It was extremely difficult even to guess the number of refugees present in the State or the number who had gone away, by the time the Census started. According to the figures supplied by the Relief and Rehabilitation Department at one stage as many as 5 lakhs of

refugees had entered Assam, but the number actually censused turned out to be only 274,000. Over and above this, there were the other usual factors which preclude a correct estimate of Assam's population *viz.*, the tea-garden immigration, the differential growth of hill tribes, heavy Muslim immigration from East Bengal, etc. A fraction of the wastage was due to the fact that in line with past instructions on the subject I had directed that no pads must be used for more than one village and that the pads should not be broken up under any circumstances. After the Second Census Conference they were modified and pads were allowed to be broken up, but the revised instructions were too late to be of much practical use, as the pads were already distributed to the enumerators and it proved difficult to recollect them for a revised issue. In the light of subsequent experience I have no hesitation to suggest that these instructions were unnecessary and their earlier repeal would have reduced the wastage. The number of pads used by the Districts was therefore higher than it need have been, but it also includes the pads used for Test Enumeration for which according to my training instructions we allowed each Charge Superintendent to use pads up to a limit of 5 and in some cases more to train their supervisors and enumerators in actual census sample blocks in every charge.

11. **Translation.**—The Booklet of Instructions to Enumerators was translated into Assamese, Bengali, Khasi, Garo, Lushai and Manipuri. The translation was made by the district authorities free of cost as in the previous censuses except that of Assamese and Bengali which was done in the Office of the Assistant Director of Publicity on payment of a sum of Rs. 25 for Assamese and Rs. 20 for Bengali as honoraria. It was requested that the translation should be free and in simple words so that the village enumerators can easily understand it. The translation was rather mechanical and had to be revised in my office. With regard to the Assamese translation, the Census Officer, Tezpur (appointed subsequently as Deputy Superintendent, Census) remarked . . . “the defective translation of the Enumerators Instructions Booklet with a lot of high-sounding Sanskrit words created a lot of confusion in their minds. These high-sounding Sanskrit words were the exact equivalents of the English words no doubt, but they conveyed very little sense to the enumerators.” It was also presumed that the work would be done free of charge but a bill for Rs. 74 was forked out for translating a small booklet of 27 pages. The vernacular translation in all cases may be made in future by the District Officer.

12. **Close combination of Election and Census work.**—One of the special features of Assam's Census in 1951 was the close connection between the staff and work of the Election Branch and the Census Department. Unlike the previous Censuses we prepared no houselists this time, but took

over those prepared in 1948 for election purposes and brought them up-to-date. Election Officers were appointed ex-officio District or Subdivisional Census Officers and the Election Head Assistant ex-officio Census Assistant in the districts. This arrangements no doubt was conducive to certain advantages but was not without its defects. The houselists prepared in 1948 in connection with the Census were out of date in many cases and extensive revision, nay, in many districts (where extensive changes of population had occurred due to the refugees or communal disturbances, e.g., Goalpara, Kamrup, Nowgong, Cachar) re-writing had to be undertaken. Moreover, their earlier preparation was not so thorough as might have been done by our large Census staff, one for each village. They were not available for quite sometime for being brought up-to-date, because they were required for preparing the revised Electoral Rolls and later for the hearing of claims and objections. In fact, it would have been better if we had prepared our own houselists afresh. This would have meant some extra paper and labour, but would have materially helped in reducing wastage. The Election Officers were all of them raw, inexperienced persons newly recruited to Government service. They no doubt did their very best and worked very hard to make the operations a great success. In spite of their best efforts, however, they failed to pull their weight with the existing Government hierarchy. This led to a lot of avoidable inefficiency simply because the Election Officers, all of them purely temporary in their office, could not carry much weight with the other permanent Government officials, appointed as Charge Superintendents or Supervisors, as the appointment of a permanent Government servant of high status, e.g., an E.A.C would have done.

13. **Test Enumeration.**—One of the most important features of the Census arrangements in Assam was the provision of Test Enumeration which was undertaken during the last week of November and the first week of December, 1950. Each and every Administration Report received from the district officers bears an eloquent testimony to its good results. Questions 9, 10 and 11 in this Census were found to be difficult by most of the enumerating staff, before thorough training and explanations. Only the test enumeration revealed the practical difficulties and complexities in the field. I have no doubt that but for this new feature, the inaccuracies in replies to Questions 9, 10 and 11 would have been far greater. The allotment of 5 pads for every Charge Superintendent for this purpose was indeed well worth doing. The instructions for Test Enumeration and other types of training worked very well as I found myself during my frequent tours.

14. **Code Numbers and Symbols.**—The extensive use of Code Numbers and Symbols was not beyond the comprehension of our enumerators,

most of whom appreciated the labour saved in tedious repetitions of similar answers. Two or three districts held the opposite views. These symbols (1, 2, 3) by themselves carry no impression unless they are familiarised by constant practice for the purpose for which they are intended to be used. So the defect lies in inadequate training and not with the Symbols.

The people are not accustomed to the use of Code Numbers. In order to ensure that no slip is without its Code Numbers, instructions were issued to see that on the front cover of every pad, the Supervisor writes all the Code Numbers relating to the particular village for which that pad will be used before he hands it over to his enumerator for that village. At the time of distributing the pads the Supervisor should ensure that each of his enumerators writes down these Code Numbers on each and every slip in that pad, **at that very moment, in his own presence.** When the enumerators are copying the enumeration slips on the National Register of Citizens in the evening, they will have another opportunity to make sure **that no census slip is without its code numbers.** 12th, 13th and 14th March were declared as holidays for Government offices (excepting Treasuries) **to enable the papers to be thoroughly examined before the provisional total was struck and the papers arranged for despatch.** The Charge Superintendents were present when the papers relating to their charge were being examined. The following are the important points to be seen at the time of this examination. There should be complete agreement, between the General Village, Town and Tea-garden Registers, the Charge Registers, the Houselists received, and the number of pads issued and received back, the entries recorded on the enumeration slips and those in the N.R.C. The pads should then be examined closely to see that **every card has got the District, Thana, Charge, Circle and Block numbers entered as well as the village name and house-number** (this being a X in the case of persons not enumerated in a house, like vagrants).

Instructions were issued at the tabulation stage to examine each slip to see if the code numbers were correctly written and to rectify the defects, if any, with the help of enumerator's abstracts, General Village Register and N.R.C. but unfortunately this counsel of perfection was not listened to with sufficient care either at the enumeration stage or in the Tabulation Office. As a result, the Primary Census Abstract shows the population of some villages as included in several paras or hamlets. Unless supervision is not effective enough in the next census to eliminate or rectify the omission of Code Numbers at least the name of each village should be repeated on every slip.

## ENUMERATION

15. **Attitude of Census Staff.**—The reaction of Supervisors and Enumerators on appointment was one of general reluctance to accept. They could be made to work only on pressure. In several cases notices had to be issued to show cause against prosecution. Issue of the notices was enough in most cases to bring them round. More district officers recommend the grant of a handsome honorarium which will induce the enumerating staff to do their duty with some amount of enthusiasm and zeal, instead of merely depending upon their sense of public service particularly in these days of economic strain. The latter is there but cannot be relied upon in all cases. The reduction of expenditure on account of travelling allowance of touring officers enabled me to square a substantial amount for honoraria to the Enumerators and Supervisors, but it is hardly enough even to compensate those who had certainly to incur out-of-pocket expenses by hiring boats, purchasing ink, etc., Unless more provision is made in the budget for honoraria there will be unfairness and hardship.

16. **Attitude of the Public.**—In spite of all propoganda, public attitude was one of indifference. In spite of newspaper articles, radio talks, public lectures and propoganda through Primary and District Congress Committees and their leaders, they hardly tried to understand the questions, particularly Questions 9, 10 and 11. In view of public indifference, the enumerators too did not get the help which they could reasonably expect from the public. However, there was no active hindrance in their work.

17. **Attitude of District Officers.**—The first requisite for the success of enumeration is the personal interest and co-operation of district officers and, failing it, of the district census officers. As a result of the extra-ordinary circumstances prevailing in Assam in 1950, most of the district officers being already heavily pre-occupied were not generally able to give as much personal attention to Census work as I had hoped to secure. As far as possible, however, they did their best by giving occasional personal attention to the work and encouragement to their subordinate staff. The reasons for the lack of greater personal effort by them are not far to seek.

The year 1950 in which preliminary arrangements had to be perfected was year of very great stress and difficulty in Assam. In February and March, 1950, there were widespread communal disturbances in Cachar, Goalpara, Kamrup, Nowgong and Darrang, followed by a very heavy influx of refugees. The district officers had to be head over ears in work simply for the maintenance of law and order and for arranging the necessary relief and rehabilitation of the refugees. This was followed by earthquake and floods with consequent shortage of foodstuffs which diverted

the entire attention of the district authorities of the remaining districts of Sibsagar and Lakhimpur and some of the Frontier Tracts towards meeting the problems created by the floods which followed in quick succession. In the wake of the Great Earthquake, Assam was found heavily deficit in rice and paddy and the next problem Government had to tackle was to launch an intensive all-out procurement drive in all districts of Assam.

It is invidious to mark out particular districts and officers for their high quality of work. All tried to do their level best in spite of the difficult times they had to pass through. However, I have no hesitation in saying that Cachar under the able direction and guidance of its Additional Deputy Commissioner, Shri S. C. Kagi, I.A.S. was easily the best district in Assam, closely followed by Barpeta Subdivision of Kamrup district. Perhaps the worst subdivision was Gauhati. I have already commented in another connection about its inefficiency in greatly inflating the provisional total by adding the figures of one charge twice over. A little scrutiny and attention from the District Census Officer would have been instrumental in reducing the margin of difference between the provisional and final totals by as much as 52,176; I was highly impressed with the Census work of Manipur State under the able and enthusiastic guidance of its Deputy Commissioner, Shri M. Phukan, A.C.S. who took a keen personal interest in making the Manipur Census a great success.

18. **Census Conference.**—I cannot close this brief report without acknowledging the great help derived from discussions of the two Census Conferences at Delhi, particularly the first one. It was of tremendous value in thoroughly posting the new incumbents of the high office of the Census Superintendents with all the difficulties and complexities of their jobs as well as providing them with useful or possible solutions. I am sure my colleagues from other States will bear me out here. The Second Census Conference was equally useful in providing an All-India Stock-taking and was responsible for correcting the unconscious departure from All-India uniformity regarding Question 10—(Contraction I) in the 3 States of my charge.

19. **Publicity.**—Wide publicity was given to the aims and scope of the 1951 Census through a series of radio talks, press conferences, messages from high officials, leaflets and census films in English and Hindi. There was a criticism in the public press that this documentary film was not prepared in Assamese. The message from the Chief Minister has been reproduced in the first page.

20. **Census Questionnaire (Non-economic).**—The non-economic questions were easy to understand and apply in individual cases. Little effort

was required for the mastery of instructions regarding them. Regarding Nationality, the Deputy Commissioner, Goalpara states that every East Bengal refugee migrating to India even after the 1950 Communal Disturbances as well as quite a few Muslim immigrants had a tendency to claim Indian Nationality. He has also forwarded an illustrative list giving concrete instances of such persons. He also mentioned that in their efforts to get themselves recorded as Indian citizens many refugees gave the time of their arrival incorrectly, viz., prior to 25th July, 1949 though the bulk of displaced persons came to Goalpara only after February, 1950. The number of displaced persons recorded in Assam is much less than what was anticipated by the Relief and Rehabilitation Department of the Government of Assam as well as general public. However, no district or sub-division except Dhubri has reported a deflation in this number.

Assam is still one of the few parts of India where language controversies vitiate census information. In the 1941 Census, the language entries were badly vitiated by propaganda, especially in Kamrup and Nowgong districts and partly among *ex-garden* labourers. My predecessor was of the opinion that unless corrected the returns would be useless. In the present Census the language propaganda and vitiation of census information regarding language was confined mainly to Dhubri Sub-division of the district of Goalpara. There was a brisk propaganda in some parts of Dhubri Sub-division to record "Goalparia" as mother-tongue though there was no such language name. The move derived support from the comments made in 1931 Census Report by Mr. Mullan and from the normal, legal rule of the Census viz., to record answers exactly as given by the persons enumerated. I ordered separate sorting for "Goalparia" in order to find out the exact number, before a decision could be arrived at whether they are to be thrown into Assamese or Bengali. These instructions were somehow overlooked by the Tabulation staff in spite of clear instructions to this effect. As a result, I had to order re-sorting of the entire Dhubri Sub-division for "Goalparia." On re-sorting the number of persons who returned their mother-tongue as Goalparia were reported to be 2,562 Males and 1,526 Females and finally classified as Assamese according to the decision of the State Government.

The optional Question No. 13 for Assam by means of which the State Government tried to elicit holding of indigenous persons also gave rise to a tendency in Dhubri Sub-division for people to get themselves recorded as indigenous persons even though they did not come within the meaning of the term. It is difficult to say how far the data supplied in response to this question are correct. Several district officers are of opinion

that at least 10 per cent of the answers will be unreliable because of a tendency on the part of people to under-state their holdings for fear either of enhanced land revenue or of not getting more land from Government for their increased needs.

21. **Census Questionnaire (Economic).**—All district officers report that Question 9, 10 and 11 were difficult for an average enumerator to grasp. All of them had to concentrate on the training of Supervisors and Enumerators on these vital questions. They have largely succeeded in their attempts. The means of livelihood of earning dependants seems to be, responsible for a lot of confusion. In spite of intensive efforts at adequate training, slips were not wanting at the tabulation stage in which the occupation which provided the actual earning of the earning dependant, was written in Question 10, with "X" in Question 11. In some cases the entry in Question 10 for dependants was left blank, whereas in others the entry was "copy out M/L of the head of the household" : All such blank and absurd entries had to be corrected and filled up during the three days of check in the districts as well as in the Tabulation Offices. The problem of re-arrangement and separation of Questions 9, 10 and 11 for the next Census requires anxious consideration. In order to elicit the accuracy of answers given, in Question 9 part (1) and (2) I sent a list of questions to the district officers for report. From answers received it is clear that Question 9 part (1) and (2) have been correctly and satisfactorily answered all over Assam, Tripura and Manipur.

Every living being has some means of living which may be anything from begging to the highest physical or mental work, or it may be dependence on one who is following any of these occupations. So every one, whether economically active, semi-active or passive, has got a place in the economic system of the country. Generally the term "M/L" is restricted to that gainful activity which not only brings bread to the worker but also adds to the national income. The scheme of classification adopted and the questions framed for the purpose were intended to give a complete picture of the economic classification of the people as a whole, and not merely of persons who are gainfully occupied. It is also intended to secure international comparability of data collected. In certain quarters it was openly criticised that in the absence of any defined standard of living, Census will give a distorted picture of economic condition by including half-starved people in the category of self-supporting persons. If a person with one meal a day rests satisfied according to his own standard and says that he is a self-supporting person there is no harm in recording him as such and the purpose of the Census will be served if the tabulated results indicate the general trend.

22. **Sample Verification.** It is not possible to estimate exactly whether there was 100 per cent,

coverage at this Census. Assam, in line with the rest of India, has adopted the scheme of Sample Verification of Census Count omitting the hill areas and frontier tracts when this was not practicable on account of various difficulties. The resultant statistics indicate that there were no serious lapses. I have treated this matter at length in my main Report.

23. **National Register of Citizens.**—This was an important innovation at this Census. A sum of Rs. 36,974 was paid on account of honoraria to the enumerators in Assam on the basis of 50 : 50 between the Central and the State Governments, paper being supplied free of cost by the Central Government. In Manipur a sum of Rs. 2,184 and another Rs. 4,004 in Tripura were paid for this purpose. Utmost care was taken for the preparation of this register and all the relevant instructions are reproduced in Appendix II.

The message from the Chief Minister reproduced at the beginning will show the importance of the National Register of Citizens. All attempt should be made to preserve and maintain these records with utmost care so that they may be used in future for socio-economic studies; otherwise it will mean a stupendous wastage of labour and money.

24. **Contingent Charges.**—A fixed allotment has got a tendency to exhaust itself within the time-limit. No grants were distributed to the districts for contingent charges. As in the previous censuses, there was a persistent demand for coal-tar paper and other stationery articles although house numbering was already done for election purposes and printed forms were supplied to be filled by ink for Census work. If the districts had any allotted funds, the expenditure under these heads would have mounted higher. There were, however, two or three abnormal items of expenditure which are mentioned below :—

(a) At the time of distributing pads instructions were issued to preserve the gunny bags for

despatching pads to the Tabulation Offices (*vide* Circular No. ENU. 5/13, dated the 17th April, 1950). A contingent bill for Rs. 432 for 27 packing boxes at Rs. 16 each for despatching records to the Jorhat Tabulation Office was received from a certain district by the end of June, 1951. The expenditure was not at all justified to send the records in a dry weather by the State Transport bus to cover a day's journey without any transshipment.

(b) Another district sent a contingent bill for Rs. 155-2-0 on account of tea and tiffin supplied to the Government officials released during the Census holidays for the preliminary check of Census records. In the absence of any rules or precedent I was unable to comply with the request.

Late Shri Marar in 1941 remarked that “financial control is a most difficult thing in Census. Officers forget that this is an operation to be finished within a fixed period and that the budget allotments are also similarly made. Belated bills accompanied by plea of hardship if they were not paid were very common especially from North Lakhimpur, Barpeta and . . . .” North Lakhimpur added a feather to its cap at this Census. Barpeta not only purged itself of its past misdeed but proved to be one of the best sub-divisions while Gauhati Sub-division and Nowgong were found sailing in the same boat with North Lakhimpur.

As regards travelling allowance, the State Government issued a letter as in 1941 that when a touring officer was appointed for census work within his jurisdiction it would become part of his own duties. The expenditure on account of travelling allowance was considerably reduced thereby and as far as I have been able to gather, it did not put any additional burden on the State exchequer.

#### ABSTRACTION AND COMPILATION

25. **Abstraction and Compilation.**—Two Tabulation Offices were located—one at Jorhat and the other at Shillong—the former being required to deal with the slips of Lakhimpur, Sibsagar, Darrang, Nowgong, Lushai Hills, Naga Hills and Manipur and the latter with Cachar, Kamrup, Goalpara, Garo Hills, United K. and J. Hills and Tripura. Shri N. K. Barkakati, Special Superintendent of Taxes (now Assistant Commissioner of Taxes) joined as Deputy Superintendent, Census at Shillong on 8th March 1951 and late Shri Kshetradhar Bargohain, a retired E. A. C. took over charge of the Jorhat Office from 1st March 1951, but unfortunately died on 4th April 1951. Shri M. Ahmed, E.A.C. took over charge as Deputy Superintendent, at Jorhat on the 4th April 1951. Shri Barkakati had practical experience of census work in the Gauhati Tabulation Office in 1931 while Shri Ahmed was in charge of

the Census work in 1951 while at Tezpur.

26. The Jorhat Office was accommodated rent-free in a building of the Industrial Training Institute and a newly constructed Cinema building at Thana Road was hired at Rs. 330 per month for the Shillong Office. Both the Deputy Superintendents reported that the census records were not properly arranged according to instructions at the time of despatching them to the Tabulation Offices. It wasted the man-days in getting the records arranged. The Deputy Superintendent, Shillong in his final report remarked “I cannot but help mentioning a few handicaps experienced by me personally. Firstly, the house arranged was not at all suitable. The necessity of a separate Record Room was very badly felt and also the house being a hall without partition the slips and other records of different units could



not be kept separate inspite of utmost care. Because of the records being mixed up, final P.C.A. figures had to be constantly changed and could not be submitted earlier. I must say, this was a serious handicap. For not having a different record room, distribution and receipt back of records could not be done systematically resulting in my inability to fix responsibility and to know the actual position from time to time. Shillong naturally being windy and sufficient light having not been provided for a long time by the owner of the house, at times work had to be temporarily suspended." The Deputy Superintendent, Jorhat, also remarked "The arrangement of pads and N.R.Cs and the Enumerator's Abstracts consumed a lot of man-days. The Census records from Manipur were despatched in so bad a condition that the entire Manipuri staff consisting of one Supervisor and three Sorters had to be engaged for about 10 days in arranging the records. The defective method of despatching the records gave the trouble subsequently also. Because to our great disgust, we very often found that even when we had completed the preparation of sorters tickets 'O' for certain tract and completed the P.C.A. some records of some villages of that tract were found in another box, requiring us to make the necessary alterations in the relevant P.C.As. As a result, though we completed the preparation of Sorter's Tickets 'O' in the case of some districts, and even completed preparation of P.C.As, we did not feel it safe to pass the P.C.As. on to the Superintendent, and give the final figures, for fear that missing records of some of the villages might be found in some of the boxes not yet opened. Of course, some irresponsible Sorters too created some confusion by misplacing some records of one tract with those of another. The hall in which we had to do the Tabulation work having a low C.I. sheeted roof without ceiling, and being surrounded by asphalt on several sides, became a furnace in the hot summer days inspite of the fans, and this has caused, I believe, a reduction in the average outturn per sorter." I fully realise the difficulties but the handicaps in one form or another are bound to recur in an *ad hoc* arrangement on such a large scale and the future Superintendent and his Deputies will have to remember with patience that 'a bad workman quarrels with his tools.'

27. The Shillong Office was created for 7 months and the Jorhat Office for 6 months, the underlying idea being to have the final State consolidation in the former. But unfortunately none of the Tabulation Offices could co-ordinate sorting with compilation and ensure a steady flow of finished products to the main office. As a result, all the District Tables were received in a bunch when the Tabulation Offices were closed and the State consolidation had to be done in my office retaining the services of the Technical Assistant and the Tabulation Clerk attached to

the Shillong Office and engaging a temporary staff from time to time. The following extract from the report of the Deputy Superintendent Census, Shillong, will indicate the difficulty experienced in consolidating the State Tables in my office :—

\* \* \* \* \*

Not knowing the actual full plan as to the requirements regarding different figures well ahead, I experienced great confusion towards the last part and when requisition after requisition began to come for figures from different quarters for different purposes the work towards the last part which actually should have been reserved for scrutiny of the figures of the final tables prepared and delivery of the goods, had to be done very hurriedly without adequate check. I myself was not satisfied with some figures and tables submitted by me without being scrutinised to my entire satisfaction and that had to be done only, for, want of time. Time factor counted most and if at all, there had been lapses it was simply due to want of time. In future, it would be desirable to have a clear cut plan well ahead, and if for efficiency and accuracy some more time is required in my opinion, it should allowed even if it would involve extra expenditure.

\* \* \* \* \*

28. The different stages of the work could not be kept separate by the Tabulation Officers. The Shillong Office reported approximate figures but the Deputy Superintendent, Jorhat sent his final report long after he made over charge and that also without the required statistical statements. Hence much of the desired statistical information cannot be given.

The figures below show the cost of pilot tabulation and the average number of slips sorted in the Shillong Tabulation Office :—

Sorter's Ticket.	Average number of slips sorted by each Sorter per day
'O'	2,000
Special	3,000
1	5,044
2	6,520
3	3,530
4	5,610
5	5,050
6	6,000
7	8,000
8	25,000
9	6,000
10	8,065
11	12,500



**Pilot Tabulation :**

Unit— One Tract.  
Population—175,793  
Period from 4th April, 1951 to 31st May, 1951.

Details.	Month,	Amount,
		Rs.
(i) Administrative Assistants	6	1,350
(ii) Supervisors	30	4,200
(iii) Compiler-Checkers	36	5,040
<b>Total</b>		<b>10,590</b>

29. The statement below shows the consumption of Sorters' months etc., for the States of Assam, Manipur and Tripura :—

STATE	Total Population.
Assam	.. 9,043,707
Manipur	.. 577,635
Tripura	.. 639,092
<b>Total population dealt with</b>	<b>.. 10,260,371</b>

	Provision in the revised estimates for 1951-52	Actual consumption.	Provision per lakh of population.	Actual consumption per lakh of population.
Sorters' months	.. 1,242	1127.92	12.10	10.99
Compiler-Checkers' months.	270	327.39	2.63	3.19
Supervisors' months	124	146.3	1.21	1.43

30. The statement given below shows the progress made in final compilation of the different tables.

*Progress of compilation in Tabulation Offices:*

Specification of Items.	Name of Tabulation Office.	Date of receipt in the Superintendent's Office.	Remarks.
Primary Census Abstract	Shillong Office	15th Aug. 1951 to 15th Sept. 1951.	Submitted to the Registrar General, India, between the 15th Aug. '51 to 15th Sept. '51.

Specification of Items.	Name of Tabulation Office.	Date of receipt in the Superintendent's Office.	Remarks.
Primary Census Abstract.	Jorhat Office.	8th Sept. 1951 to 30th Sept. 1951.	Submitted to the Registrar General, India, between the 8th Sept. '51 to 30th Sept. '51.
(2) Tables for Districts.	Shillong Office	20th Sept. 1951 to 22nd Oct. 1951	
Do.	Jorhat Office	7th Nov. '51 to 8th Dec. '51.	

n.B.—Revised Primary Census Abstracts of Sibsagar Nowgong, Cachar, United K & J Hills, United Mikir and North Cachar Hills sent to the Registrar General India, within the 30th January 1952 and approved by the Registrar General India, on the 12th February 1952.

*Progress of tabulation of State Tables in the Superintendent's Office*

Main Series Tables.	Date of Submission to Registrar General, India.
(1) A Series (Revised)	.. The 30th January, 1952.
(2) B-I and B-II	.. The 28th May, 1952.
(3) C-I, C-II, D-II, D-III, D-V(i) and D-V(ii)	.. The 12th June, 1952.
(4) C-III, C-V, D-VI and D-VII.	The 16th June 1952.
(5) E-Series	.. June, 1952.
(6) C-IV	.. The 21st June, 1952.
(7) D-I(i) and D-IV	.. The 25th June, 1952.
(8) C-V-Districtwise (Revised)	The 15th July, 1952.
(9) B-III (General)	.. First week of July, 1952.
(10) D-VII-Districtwise (Revised).	The 29th July, 1952.
(11) B-II-Districtwise (Revised)..	The 31st July, 1952.
(12) F(1)-Land Holdings of Indigenous Persons.	The 1st August 1952.
(13) C-II-Districtwise (Revised)..	The 19th August, 1952.
(14) Revised copy of A-V	.. The 8th Sept., 1952.
(15) C-IV-Displaced Persons	.. The 6th Nov., 1952.
(16) Index of Non-Agricultural Occupation	.. The 10th Nov., 1952.
(17) C-II Displaced Persons	.. The 9th Dec., 1952.
(18) C-III--Displaced Persons	.. The 23rd Dec., 1952.
(19) B-III Displaced Persons	.. The 27th Jan., 1953.

Subsidiary Tables submitted to the Registrar General, India, on the 25th June 1952.

## COST

31. **Cost.**—The total cost (excluding printing) on account of Census in 1951 is Rs. 454,000 against Rs. 190,000 in 1931 which works out at Rs. 44-5-0 against Rs. 20-8-8 in 1931 and Rs. 28 in 1921 as calculated by Mr. Mullan who remarked “The decrease at this Census represents the result of a continuous struggle to observe economy—a struggle from which, I confess, it will take me several months’ leave to recover.” These remarks apply with greater force to the 1951 Census. The factors that contributed to the increase in the cost are—revision of pay, dearness and other compensatory allowances, highly inflated prices of articles, elaborate and complicated tabulation against the restricted compilation in 1931 and the preparation of the N. R. C. This overall increase which has inevitably affected the Census budget will be evident from the instance quoted here.

The minimum pay of a Sorter was Rs. 95 at Shillong and Rs. 85 at Jorhat whereas a Sorter was available at Rs. 22 in 1931, *i.e.*, if the bonus paid is taken into account the cost per sorter will average five times that of 1931. The average cost of Abstraction and Compilation (excluding Superintendence) is Rs. 21-9-0 against Rs. 6-13-0 in 1931 per ten thousand of population (*vide* an extract from my D. O. No. S. 20/85, dated the 12th September, 1951, to the Registrar General, India reproduced in Appendix II). If the overall increase is taken into consideration, the average cost of Rs. 44-5-0 against Rs. 20-8-8 reveals a tenacious and rigid economic drive all through with the willing and active co-operation of both officials and non-officials alike who lent a helping hand in bringing the 1951 Census to a successful completion.

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# APPENDICES

## APPENDIX I-A

*Statement showing Census Divisions and Agencies that were formed for the 1951 Census enumeration in Assam Manipur and Tripura*

Serial No.	District	No. of			No. of			No. of Houses per.		
		Charges	Circles	Blocks	Charge Superintendents	Supervisors	Enumerators	Charge Superintendents	Supervisors	Enumerators
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
1	Cachar ..	55	410	2,906	51	411	1,924	4,321	536	114
2	United K. & J. Hills	19	84	503	19	86	526	3,214	710	115
3	Naga Hills ..	11	31	341	10	26	167	4,891	1,881	293
4	Lushai Hills ..	12	15	356	12	23	406	2,732	1,425	81
5	Goalpara ..	29	211	4,419	28	211	1,208	6,566	871	152
6	Kamrup ..	41	364	2,136	40	380	1,712	6,618	871	154
7	Darrang ..	45	271	2,315	40	271	1,342	4,403	649	131
8	Nowgong ..	42	292	1,194	35	294	1,262	4,440	528	123
9	Sibsagar ..	62	477	2,520	56	484	1,908	4,092	473	120
10	Lakhimpur ..	49	440	2,988	42	440	2,113	5,143	490	102
11	Garo Hills ..	11	44	405	11	42	425	4,709	1,233	122
12	Mishmi Hills ..	2	6	56	2	5	56	3,145	1,258	113
13	Abor Hills ..	2	4	30	2	4	30	1,082	541	72
14	Tirap F. T. ..	5	6	282	5	9	23	250	139	54
15	Balipara F. T. ..	1	16	56	1	13	33	1,982	153	60
<b>TOTAL : ASSAM :</b>		<b>386</b>	<b>2,671</b>	<b>20,507</b>	<b>354</b>	<b>2,699</b>	<b>13,135</b>	<b>4,671</b>	<b>613</b>	<b>126</b>
<b>MANIPUR STATE</b>		<b>13</b>	<b>122</b>	<b>1,810</b>	<b>13</b>	<b>122</b>	<b>622</b>	<b>8,735</b>	<b>930</b>	<b>182</b>
<b>TRIPURA STATE</b>		<b>61</b>	<b>274</b>	<b>2,234</b>	<b>82</b>	<b>349</b>	<b>930</b>	<b>1,356</b>	<b>318</b>	<b>119</b>

## APPENDIX I-B

Statement showing numbers of forms and circulars which were supplied and used in the course of the 1951 Census enumeration in Assam, Manipur and Tripura

Serial No.	District	PADS OF 100		PADS OF 50		Appoint-ment letter	Charge/Circle Register	OTHER FORMS USED				
		Supplied	Used	Supplied	Used			Instruc-tions Booklet	Census Hand-Book	Village Note	Cottage Indus-tries Slips	N.R.C.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
1	Cachar	.. 11,637	11,008	4,500	3,217	2,758	1,285	2,457	65	2,922	757	36,100
2	United K. & J. Hills.	4,086	3,932	1,300	1,010	692	188	751	22	1,858	119	12,738
3	Naga Hills	.. 2,136	1,937	900	785	345	81	215	20	700	788	7,050
4	Lushai Hills	.. 1,758	1,701	600	537	444	100	472	20	573	655	5,843
5	Goalpara	.. 11,621	10,899	3,300	2,745	1,501	1,296	1,616	29	4,602	1,376	34,653
6	Kamrup	.. 14,539	13,847	2,500	2,353	2,510	1,115	2,805	48	3,359	166,720	47,405
7	Darrang	.. 8,412	8,217	2,730	3,332	1,860	878	1,671	44	2,300	1,103	28,872
8	Nowgong	.. 8,758	8,524	5,000	4,631	1,650	800	1,895	50	2,730	52,653	26,517
9	Sibsagar	.. 12,956	12,780	2,500	2,247	2,621	1,314	2,338	65	1,618	2,850	43,694
10	Lakhimpur	.. 10,291	9,947	3,007	2,704	2,753	1,235	3,395	50	3,095	5,993	33,307
11	Garo Hills	.. 2,571	2,483	500	286	467	55	490	11	1,997	141	7,066
12	Mishmi Hills	.. 366	302	100	85	113	74	60	5	115	2,287	1,100
13	Abor Hills	.. 203	180	100	89	100	65	50	5	100	2,000	959
14	Tirap F. T.	.. 123	95	..	..	115	50	50	8	111	100	220
15	Balipara F. T.	.. 75	61	112	92	50	50	64	2	40	14	341
<b>Total Assam</b>		<b>..89,532</b>	<b>85,913</b>	<b>28,149</b>	<b>24,113</b>	<b>17,979</b>	<b>8,586</b>	<b>18,329</b>	<b>444</b>	<b>26,120</b>	<b>237,556</b>	<b>285,865</b>
<b>16</b>	<b>MANIPUR STATE</b>	.. 5,903	5,236	1,500	1,389	742	130	750	15	1,840	41,850	19,605
<b>17</b>	<b>TRIPURA STATE</b>	.. 5,760	5,108	4,500	3,345	1,049	349	915	47	3,641	14,950	17,949

## APPENDIX I-C

Statement showing the figures of expenditure incurred on the 1951 Census in Assam, Manipur and Tripura

## ASSAM STATE

Main Head	Sub-Head	EXPENDITURE FOR THE YEARS											
		1951-52						1952-53					
		1949-50		1950-51		Census		1951-52		1952-53		1949-53	
Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Total	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Total	
	TOTAL ASSAM	4,062 14 0	92,780 12 0	3,03,573 4 0	29,873 2 0	23,466 14 6	53,340 0 6	4,30,290 0 0	23,466 14 6	4,53,756 14 6			
	A.—SUPERINTENDENCE—Total	4,062 14 0	42,703 8 6	42,040 1 6	22,745 9 0	9,735 13 6	32,481 6 6	1,11,552 1 0	9,735 13 6	1,21,287 14 6			
	(1) Pay of Officers	1,348 6 0	13,400 0 0	14,000 0 0	4,600 0 0	4,600 0 0	4,600 0 0	33,348 6 0		33,348 6 0			
	(2) Special Pay of Officers	225 13 0	2,400 0 0	2,400 0 0	1,343 5 0	..	1,343 5 0	6,369 2 0	..	6,369 2 0			
	A—1. Pay of Officers—Total	1,574 3 0	15,800 0 0	16,400 0 0	5,943 5 0	..	5,943 5 0	39,717 8 0	..	39,717 8 0			
	(3) Superintendent's Office Establishment.	494 15 0	8,765 0 0	10,923 10 0	6,970 11 0	4,386 0 0	11,356 11 0	27,154 4 0	4,386 0 0	31,540 4 0			
	A—2. Pay of Establishment—Total	494 15 0	8,765 0 0	10,923 10 0	6,970 11 0	4,386 0 0	11,356 11 0	27,154 4 0	4,386 0 0	31,540 4 0			
	A—3. Allowances (4) Dearness Allowance to Officers and Establishment.	327 12 0	5,261 5 0	6,512 12 0	4,144 5 0	1,860 0 0	6,004 5 0	16,246 2 0	1,860 0 0	18,106 2 0			
	(5) Other Allowances to Officers and Establishment	122 10 0	1,777 1 0	2,043 7 0	1,348 0 0	510 0 0	1,858 0 0	5,291 2 0	510 0 0	5,801 2 0			
	(6) Travelling Allowance to Officers.	..	6,549 14 0	1,836 0 0	117 11 0	616 13 0	734 8 0	8,503 9 0	616 13 0	9,120 6 0			
	(7) Travelling Allowance to Establishment.	..	486 2 0	409 10 0	90 10 0	..	90 10 0	986 6 0	..	986 6 0			
	(8) Honoraria to Establishment	..	..	..	731 4 0	..	731 4 0	731 4 0	..	731 4 0			
	(9) Cost of medical treatment.	..	484 12 0	690 15 0	40 0 0	..	40 0 0	1,175 11 0	..	1,175 11 0			
	(10) Honoraria for typing	..	..	..	..	..	..	40 0 0	..	40 0 0			
	A—3. Allowances and Honoraria—Total	450 6 0	14,559 2 0	11,492 12 0	6,471 14 0	2,986 13 0	9,458 11 0	32,974 2 0	2,986 13 0	35,960 15 0			
	A—5. Other Charges.	..	90 0 0	1,080 0 0	1,080 0 0	754 14 0	1,494 0 0	3,004 14 0	739 2 0	3,744 0 0			
	(11) (a) Office Rent	..	82 4 0	46 8 0	7 0 0	10 0 0	..	10 0 0	145 12 0	..			
	(b) Purchase and repair of furniture	..	306 8 0	139 11 6	105 8 0	96 4 0	56 12 6	153 0 6	647 15 6	56 12 6			
	(c) Stationery	..	800 0 0	766 4 0	651 15 0	175 0 0	225 2 0	400 2 0	1,893 3 0	225 2 0			
	(d) Postage and Telegram Charges	..	306 0 0	325 7 0	90 11 0	712 8 0	..	712 8 0	1,434 10 0	..			
	(e) Freight	..	255 15 0	856 9 0	805 10 6	1,551 11 6	2,718 10 6	3,469 14 0	1,166 14 6	4,636 12 6			
	(f) Telephone Charges	..	..	..	..	..	..	..	..	..			
	(g) Miscellaneous	..	..	..	..	..	..	..	..	..			

ASSAM STATE

Main Head	Sub-Head	EXPENDITURE FOR THE YEARS																										
		1949-50				1950-51				1951-52				1952-53														
		Rs.	a.	p.	Total	Census	IPD*	Rs.	a.	p.	Total	Census	IPD*	Rs.	a.	p.	Total											
		16	8	0	180	4	0	244	13	0	2	4	0	83	13	6	86	1	6	444	7	0	83	13	6	528	4	6
	(h) Hot and Cold Weather Charges	31	11	0	96	11	0	162	13	0	48	5	6	..	..	..	48	5	6	338	14	6	..	..	..	338	14	6
	(i) Purchase of Books and Maps	154	8	0	51	8	0	44	10	0	8	12	0	..	..	..	8	12	0	259	6	0	..	..	..	259	6	0
	(j) Liveries and Warm Clothings	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
A-5.	Other Charges—Total	1,543	6	0	3,579	6	6	3,223	11	6	3,359	11	0	2,363	0	6	5,722	11	6	11,706	3	0	2,363	0	6	14,069	3	6
B-	ENUMERATION—TOTAL	..	..	..	23,614	10	0	51,191	6	0	4,101	10	0	12,611	5	0	16,712	15	0	78,907	10	0	12,611	5	0	91,518	15	0
B-1.	Pay of Establishment—Total	..	..	..	1,112	5	0	87	4	0	..	..	..	..	..	..	..	..	..	1,199	9	0	..	..	..	1,199	9	0
B-2.	Allowances and Honoraria—Total	..	..	..	16,442	7	0	16,795	0	0	181	10	0	12,265	12	0	12,447	6	0	33,419	1	0	12,265	12	0	45,684	13	0
B-4.	N.R.C.—Total	..	..	..	..	..	..	33,054	0	0	3,920	0	0	..	..	..	3,920	0	0	36,974	0	0	..	..	..	36,974	0	0
B-5.	Other Charges—Total	..	..	..	6,059	14	0	1,255	2	0	..	..	..	345	9	0	345	9	0	7,315	0	0	345	9	0	7,660	9	0
C-	ABSTRACTION AND COMPILATION—Total	..	..	..	15,197	3	0	2,04,932	3	6	491	13	0	780	6	0	1,272	3	0	2,20,621	3	6	780	6	0	2,21,401	9	6
C-1.	Pay of Officers—Total	..	..	..	..	..	..	7,666	4	0	466	13	0	..	..	..	466	13	0	8,133	1	0	..	..	..	8,133	1	0
C-2.	Pay of Establishment—Total	..	..	..	..	..	..	1,53,169	3	0	..	..	..	326	10	0	326	10	0	1,53,169	3	0	326	10	0	1,53,495	13	0
C-3.	Allowances and Honoraria—Total	..	..	..	..	..	..	39,520	13	0	25	0	0	453	12	0	478	12	0	39,545	13	0	453	12	0	39,999	9	0
	Deduct—Charges recovered from State Government on account of special work pertaining to that Government.	..	..	..	..	..	..	-7,988	0	0	..	..	..	..	..	..	..	..	-7,988	0	0	..	..	..	-7,988	0	0	
C-4.	Other Charges—Total	..	..	..	15,197	3	0	12,563	15	6	..	..	..	..	..	..	..	..	27,761	2	6	..	..	..	27,761	2	6	
E-	PRINTING AND STATIONERY CHARGES—TOTAL	..	..	..	11,265	6	6	5,409	9	0	2,534	2	0	339	6	0	2,873	8	0	19,209	1	6	339	6	0	19,548	7	6

\* I. P. D.—Improvement of Population Data.

## APPENDIX I-C—(Contd.)

Statement showing the figures of expenditure incurred on the 1951 Census in Assam, Manipur and Tripura

## MANIPUR STATE

Main Head	Sub-head	EXPENDITURE FOR THE YEARS					
		1951-52		1952-53		1951-53	
		Census	IPD*	Census	Total	Census	IPD*
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
E—ENUMERATION	B—1. Pay of Establishment ..	..	..	..	..	..	..
	B—2. Allowances and Honoraria.	5,230	5,400	..	5,400	5,230	10,630
	B—4. N. R. C. ..	2,184	..	..	..	2,184	2,184
	B—5. Other Charges ..	130	..	..	..	130	130
	Total ..	7,544	5,400	..	5,400	7,544	12,944

## TRIPURA STATE

Main Head	Sub-head	EXPENDITURE FOR THE YEARS					
		1950-51		1951-52		1950-1954	
		Census	IPD*	Census	IPD*	Census	IPD*
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
A—SUPERINTENDENCE.	A2. Pay of Establishment ..	3,307	..	..	..	3,307	3,307
	A—3. Allowances and Honoraria ..	4,338	..	..	..	4,338	4,338
	A—5. Other Charges ..	2,949	..	..	..	2,949	2,949
D—MISCELLANEOUS	Miscellaneous Staff ..	1,822	..	159	..	1,822	1,822
B—ENUMERATION	B—1. Pay of Establishment ..	..	..	..	..	159	159
	B—4. N. R. C. ..	..	..	4,004	..	4,004	4,004
	B—5. Other Charges ..	..	..	43	..	43	43
	B—2. Allowances and Honoraria ..	..	..	..	7,400	..	7,400
	Total ..	12,416	..	4,206	7,400	16,622	24,022

\* I.P.D.—Improvement of Population Data.



APPENDIX II

SOME IMPORTANT CIRCULARS AND LETTERS  
ISSUED IN CONNECTION WITH THE 1951 CENSUS

CIRCULARS AND LETTERS ISSUED BY THE ASSAM GOVERNMENT

GOVERNMENT OF ASSAM  
HOME DEPARTMENT  
CENSUS BRANCH

No. AGN. 3/47

*Dated Shillong, the 12th April 1950.*

From—S. P. DESAI, Esq. I.C.S., Chief Secretary to  
the Government of Assam,

To—All Heads of Departments; all District and  
Subdivisional Officers, Political Officers; Pub-  
lic Works Department; Adviser to His Ex-  
cellency the Governor of Assam for Tribal  
Areas and States; Private Secretary to the  
Governor; Military Secretary to His Ex-  
cellency the Governor; Director of Veterinary  
Department; all Deputy Commissioners of the  
Non-Excluded Areas; District and Sessions  
Judge; Examiner of Local Accounts; Assistant  
Commissioner of Agricultural Income-tax;  
Chief Inspectors of Factories and Boilers;  
Secretary, Assam Legislative Assembly  
Labour Commissioner; Director of Publicity  
Superintendent, Assam Government Press  
Provincial Motor Transport Controller  
Director, Assam Transport; Deputy Director  
of Supply (Accounts); Advocate General;  
Director of Supply (Procurement); Registrar,  
Assam Secretariat; all Departments of the  
Secretariat; Registrar, Assam High Court  
and the Registrar, Gauhati University.

Subject :—1951 Census

SIR,

I am directed to say that the Ninth All-India  
Census will take place in March 1951. Counting  
will be non-simultaneous as in 1941. It will be  
spread over 20 days from the 9th February 1951  
with the first March, 1951 as the Reference Date.  
Apart from eliciting information from every indi-  
vidual through a 14-point questionnaire, important  
village notes will be collected as in 1941 depicting  
a true picture of every village, which will be of  
value to the Government and the public alike for  
purposeful activities.

2. Though in theory the Census has always  
been a Central subject, the achievements of the  
Indian Census have in practice been the result of  
Centre-States collaboration. The Government of  
India having earnestly sought the continuance  
of the joint effort on the present occasion also, the  
Government of Assam have assured them of their  
full co-operation.

3. As it is intended to dispense so far as  
possible with non-official enumerators, the need  
for utilizing all available official man-power will  
be enhanced. All Government officials as in the  
past will be placed at the disposal of the Census  
system without claim on the Central fisc for trav-  
elling allowance, special pay or remuneration  
apart from such exceptional cases as existed in the  
past, e.g., cases of remote tracts, etc., Normally  
Touring officers should only be selected for Census  
work so that they can combine it with their ordi-  
nary duties and thus avoid unnecessary expenditure  
on account of travelling allowance.

4. No extra staff should be appointed, nor any travelling allowance debited to the Census budget without prior sanction or counter signature by the Head of the Department concerned as well as the Census Superintendent. No extra contingent grant will be allotted to the districts for any incidental expenditure in connection with the Census as in the past.

5. Government have decided that both the Census and Election duties should be combined and carried out by the Election staff who have already completed the house numbering and the preparation of House Lists. The Deputy Commissioners or Political Officers as the case may be and the Subdivisional Officers will be responsible for the efficient conduct of the Census in their respective areas. Under their general direction and control field work will be done by the Sub-division Election Officers and staff. The clerical work of the Census should be entrusted to a senior Assistant of the Election Branch.

6. Government are sure that all its officers and men as well as those of local bodies and other institutions will readily accept and loyally perform in a spirit of national service whatever work be entrusted to them by responsible officers in connection with the present Census.

Yours faithfully

S. P. DESAI,

*Chief Secretary to the Government  
of Assam.*

**GOVERNMENT OF ASSAM**

LOCAL SELF-GOVERNMENT DEPARTMENT

No. LLB. 111/50/7

*Dated Shillong, the 22nd June 1950*

From—B. K. Bhuyan, Esqr., Under-Secretary to the Government of Assam, Local Self-Government Department,

To—All Deputy Commissioners of Plains Districts and Deputy Commissioner, United Khasi and Jaintia Hills.

Subject : *1951 Census—Co-operation  
of Local Bodies.*

SIR,

I am directed to state that the Ninth All-India Census will be taken in March 1951. Government have assured full co-operation to the Union Government and have ordered all Government officials, as in the past, to take active part in the Census without any claim on the Central fisc for pay and travelling allowance. In addition to the usual Census data and village notes it is proposed to prepare a National Register of Citizens which will provide valuable material for administrative purposes and 'sample' studies.

As these statistics will equally benefit the Local Bodies as well, it is reasonably hoped that they will maintain their past tradition by ensuring free and full co-operation in the task of such national importance.

2. The measure of co-operation required from the Municipal Boards and Town Committees is indicated below :—

(i) Government will supply free of cost (including carriage from the Press) all enumeration forms required.

(ii) Municipal Boards and Town Committees will provide at their own cost the required enumerating agency supplemented in such a manner as Government may direct by the loan of Government Officers to act as Census Officers. The Local Bodies will also meet such incidental contingent charges as may be necessary.

(iii) Tabulation and the results will be carried out by Government agency, Municipal Boards and Town Committees contributing towards the cost on a population basis. The rates of contribution will be intimated later.

(iv) The Municipal Boards and Town Committees will be supplied free of cost with copies of compiled statistics for towns like Imperial Table V of 1931.

3. As regards Local Boards, it may be explained that the practice with the State Government is that when any of their employees is selected for Census work it becomes part of his ordinary duties and he is paid for in the usual manner from the departmental budget concerned. The same principle should apply in the case of Local Board employees. The Boards may be requested to give reasonable facilities to their employees, whenever required to do Census work in addition to their own duties and meet their pay and travelling allowance as in the past from the Boards' budget as is done in the case of Government employees.

It may be pointed out that, so far as travelling allowance is concerned, mostly touring officers will be selected so that they can combine journeys for Census work with their normal duties and thus avoid imposing an additional burden on the local fund concerned.

4. Accordingly the Municipal Bodies and the Local Boards may be requested to declare the expenditure for the purposes mentioned above as an appropriate charge on their funds and come up to Government for necessary sanction under Section 52(2)(XXX) of the Assam Municipal Act and Section 24 (N) of the Local Self-Government Act respectively.

Yours faithfully,

*Under-Secretary to the Government of  
Assam, Local Self-Government De-  
partment.*

Memo. No. LLB. 111/50/8, dated Shillong, the  
22nd June 1950.

Copy to all the (1) Subdivisional Officers of  
Plains Districts, for information and necessary  
action.

(2) Appointment Department (consulted  
unofficially).

(3) Superintendent, Census Operations, Assam.

By order, etc.

*Under-Secretary to the Government of  
Assam, Local Self-Government De-  
partment.*

The 28th August 1950

No. ACN. 14/48/16.—In exercise of the powers  
conferred by Section 8 of the Indian Census Act,  
1948 (Act No. XXXVII of 1948), read together with  
Notification No. ACN. 14/48/2, dated the 28th  
October 1948, and Notification No. AD Misc/73/  
50, dated the 6th July 1950, the following in-  
structions in connection with the questions to be  
asked by the authorised Census Officers in the  
1951 Census are published for general information:

#### Instructions

Every Census Officer may ask of all persons  
within the limits of the local area for which he is  
appointed such questions as may be necessary to  
enable him to record, in respect of each of such  
persons the particulars mentioned below. Every  
question should be put in such a manner as not to  
give any offence and in a form capable of ready  
answer. Every person enumerated is legally  
bound to give correct answers to the prescribed  
questions. While further questions may be put to  
clarify any answer, no information not covered  
by the prescribed questions should be asked for.  
Each area has been divided into Charges, Circles  
and Blocks placed under the Census Officer  
designated as Charge Superintendents, Circle  
Supervisors and Enumerators respectively, who  
will conduct the Census within their allotted area.  
The period of numeration will be from 9th Febru-  
ary, 1951, to the sunrise of 1st March 1951, to be  
followed by 3 days for a final check of the data  
collected. 1st March 1951, is the Reference Date  
for this Census. As in 1941 village notes regarding  
liability of every village to floods and epidemic  
diseases, water supply, medical and educational  
facilities will be collected. In addition, a Census  
of Small Industries will be taken. An innovation  
at this Census will be the preparation of a National  
Register of Citizens to be maintained as a continued  
record and used as a basis for periodical socio-  
economic survey by random sampling. This  
register will embody most of the essential parti-  
culars mentioned below.

Success of the work and the value of the  
Census data will depend on close co-operation of  
the officials and non-officials alike.

#### List of Questions

(to be asked while enumerating)

(1) What is your name and relationship to the  
head of the household ?

(2) What is your—  
(a) Nationality ?  
(b) Religion ?  
(c) Special Group ?

(3) Are you unmarried, married, widowed or  
divorced ?

(4) What is your age on last birth-day ?

(5) Were you born in this district ? If not, in  
what district and State ?

(6) Are you a displaced person from Pakistan ?  
If so, when did you come to the Indian Union and  
from which district of Pakistan ?

(7) What is your mother-tongue ?

(8) What other Indian languages do you com-  
monly use ?

(9) Part I—Are you a self-supporting person,  
a non-earning dependant, or an  
earning dependant ?

Part II—Are you ordinarily—

(a) an employer ?  
(b) an employee ?  
(c) an independent worker ?

(10) What is your Principal Means of Livi-  
hood ?

(11) What is your Secondary or Subsidiary  
Means of Livelihood, if any ?

(12) Can you—  
(a) read ?  
(b) write ?  
(c) read and write ?

(Give the highest form reached or examination  
passed)

(13) Indigenous Persons—

(a) Are you an indigenous person of Assam ?  
(b) If so, state, in the nearest bigha,  
(i) the land you own ;  
(ii) the land you have rented in cash or  
in kind from others.

(14) Sex (whether male or female).

#### List of questions with brief Instructions

1. **Name and relationship to the head of  
house-hold.**—After the name, write 1 for the head  
of the household. For near relatives (*viz.*, wife, son,  
daughter, brother, sister, father, mother) write  
actual relationship in full. Write 2 for other  
relations, O for unrelated persons and V for  
visitors, if any.

2. **Nationality, Religion and Special Groups—**

Part (a)—**Nationality.**—Write 1 for all Indian nationals. For others write nationality in full.

Part (b)—**Religion.**—Write H for Hindu, M for Muslim, C. for Christian, J for Jain, K for Khasi, G for Garo and S for Synteng. For others write the answer as actually returned.

Part (c)—**Special Groups.**—Write in full if he belongs to any of the (1) Scheduled Castes, (2) Scheduled Tribes and (3) Backward Classes mentioned in the list, or if he is an Anglo-Indian. In all other cases write O.

3. **Civil Condition.**—Write 1 for unmarried, 2 for married, 3 for widowed. If divorced write O.

4. **Age.**—Write age last birthday ; that is, the actual number of completed years, Write O for infants below 1.

5. **Birthplace.**—Write 1 for every person born in your district. For others write the name of the district, State in India or Foreign Country.

6. **Displaced Persons.**—If the person enumerated is not a displaced person write O in both compartments. If he is a displaced person, write the date of arrival in India, in the first compartment, and the district of origin in Pakistan in the second compartment.

7. **Mother-tongue.**—Write A for Assamese, B for Bengali, K for Khasi, M for Manipuri, G for Garo and S for Synteng. In any other case, write the mother-tongue fully.

8. **Bilingualism.**—If a person commonly speaks any Indian language, other than his mother-tongue, record it using contractions given in Question No. 7. For others write O.

9. **Economic Status.—**

Part I—**Dependency.**—Write 1 for a self-supporting person, 2 for a non-earning dependant and 3 for an earning dependant, in the first compartment.

Part II—**Employment.**—If a self-supporting person earns his principal means of livelihood (*m/l*) as an employer write 1, as an employee write 2, as an independent worker write 3. Write O in other cases. Write the answer in the second compartment.

10. **Principal Means of Livelihood.**—An answer to this question should be recorded on every slip. If the slip relates to a self-supporting person record his principal *m/l*. If the slip relates to a dependant (whether earning or non-earning) record here the principal *m/l* of the self-supporting person on whom he is dependant. The means of livelihood which provides the largest income is the principal *m/l* for a self-supporting person who has more than one means of livelihood. In the case of other self-supporting persons it is the only means of livelihood.

Use the following contractions : Write 1 for a person who cultivates land owned by him ; 2 for a person who cultivates land owned by another person ; 3 for a person who is employed as a labourer by another person who cultivates land ; 4 for a person who receives rent in cash or kind in respect of land which is cultivated by another person ; 5 for a jhum cultivator and 6 for a tea garden labourer.

For all other *m/l* write fully and clearly what the person does in order to earn his livelihood and where he does it.

11. **Secondary Means of Livelihood.**—For self-supporting person who has more than one *m/l* write the *m/l* next in importance to his principal *m/l*. For an earning dependant write the *m/l* which provides the earning. Use contraction given in Question 10.

For a self-supporting person who has only one *m/l* write O. In the case of non-earning dependant also write O.

12. **Literacy and Education.**—Write O for a person who can neither read nor write ; write 1 for a person who can read but cannot write ; write 2 for a person who can read and write. If a person who can read and write and has also passed any examination note the highest examination passed instead of writing 2.

13. **Indigenous persons.—**

(a) Are you an indigenous person of Assam?

(b) If so, state, in the nearest bigha,  
(i) the land you own ;  
(ii) the land you have rented in cash or in kind from others.

14. **Sex.**—Write M for males and F for females.

**Instructions to enumerators general and procedural**

1. You should enumerate every person including babies and see that none is enumerated twice.

2. Before enumerating every person, ask him whether he has been enumerated elsewhere.

If so, omit him. After finishing his enumeration, request him to see that he is not again enumerated elsewhere.

3. Write in black ink carefully.

4. Write answers by contractions, numerals or letters, as indicated in each case. Keep the list of questions with contractions before you while recording the answers.

5. Do not tear off any slip—even a spoiled one—from the pad.

6. Use a separate slip for every individual—man, woman or **infant**.

7. (i) Do not write anything in the slip except the answers to the Census questions and the Code Numbers at the top.

(ii) Leave no blank against any question, Even if the answer is nil, put a O or X or write "Nil."

8. Population in your area should be divided into 3 categories given below and the slips for each category should be kept clearly separate.

(a) "**Household population**" means the people who are normally found at the time of enumeration in their usual place of residence. This will include by far the large majority of population.

(b) "**Institutional population**" means persons living in institutions like Hospitals, Jails, Barracks, Hotels, Hostels, Leper Asylums, but **excluding their normally resident staff** and semi-permanent boarders in boarding houses which should be enumerated as household population, (*vide* Appendix II).

(c) "**Houseless persons**" mean persons like members of wandering tribes, beggars, boat-dwellers, tramps, wandering sadhus, etc., who do not normally reside in houses.

9. **Enumeration Dates.**—Your enumeration work will last for 20 days from 9th February 1951 to 28th February 1951. First finish the enumeration of household population including visitors present by 28th February 1951. On 28th February 1951, take up and finish the enumeration of institutional population, treating the normally resident staff as household population. Lastly enumerate the houseless persons on the night preceding the sunrise of 1st March 1951. Make sure if the houseless persons are really houseless and if they have not been already enumerated elsewhere by someone.

10. **Code Numbers.**—After the printed District No. at the top, write Thana, Mauza and Village Nos. as recorded by the Supervisor on the front cover of the pad. Write the house numbers

only when you go out to visit houses for enumeration. In the case of institutional population write, after house numbers, the type of the institution you are enumerating, *e.g.*, No. 50/Hotel. For houseless persons, write boat or name of steamer or put a cross (X) if they have no fixed habitation at all.

The house number will consist of a single number if house-numbering was done continuously from one end to the other end of the village/ward and it will be of two numbers, *e.g.*, 60/2—for house No. 50 and Block No. 2—if it was divided into two or more blocks for house-numbering. Thus, Nos. 5—13—8—14—60/2 on the top of a slip will enable anybody to identify that it relates to House No. 60 in Block No. 2 of Village No. 14 in Chawkidari Circle No. 8 of Dudhani Thana in Golpara District.

11. (i) Start filling up the pads in the order of houses as indicated in the house-list, excepting institutions.

(ii) For Census purposes, a 'house' means a "dwelling with a separate main entrance" and a 'household' means "all persons including dependants and servants who live together and have a common mess" (.....). Thus in a house, say No. 20, there may be more households than one. You should separate each of them by writing 20-A, 20-B, etc. Households may consist of just one person also, *e.g.*, each of independent single persons in boarding houses; or an independent single persons residing with two other Households A and B, say in the above house No. 20, but taking his food separately. His house No. will be 20-C.

12. **Enumeration of households—**

(i) Divide the households in your Charge into 20 groups and request their heads to remain present at mutually agreed or convenient time on the allotted day.

(ii) Completely finish the enumeration of all the members of a household; then only go on to another household in the same or the next household mentioned in your house-list.

(iii) In each household enumerate all those who normally reside there.

(iv) Enumerate also the normal residents who are temporarily absent at the time of your visit if they will be back by 1st March 1951. Do not enumerate those who left the house

before 9th February 1951 and are expected to come back only after 1st March 1951.

- (v) Then enumerate visitors who will stay away from their own houses and remain in your Block throughout the 20 day enumeration period and who have not been enumerated anywhere else. Do not enumerate those who left their houses on or after 9th February 1951, or are expected to return there before 1st March 1951.

13. **Final Check.**—From 1st to 3rd March 1951, visit every house in your Block once again for final check ; fill in a slip for every new birth and cancel the slip for any death that took place before the sunrise of 1st March 1951 since your last visit. In case of death of the head of the household or its principal bread-winner, corrections in the slips of the rest of the members should be made, wherever necessary especially regarding the new head of the household, their relationship to this new head, their Means of Livelihood and Civil Condition. If you happen to find any visitor in the household who has not been enumerated anywhere else during the whole period of enumeration, you should enumerate him also. During these days pay frequent visits to hotels boarding houses and jails to see if any new visitor has arrived.

14. **Provisional Totals.**—As soon as any pad is completed, note down the total number of males, females, literates and number of households on its back cover.

15. **Enumerator's Abstract.**—On the 4th March, fill up the Enumerators' Abstract for your area and hand it over to your Supervisor with all the pads, used and unused.

16. Read the questions and your instructions very carefully. Consult your Supervisor in case of any difficulty. Practise filling up the answers as much as you can on odd pieces of paper, or slate or the back of old envelopes—but not on slips in the pads.

It is on YOU as a citizen of the Country that India relies for the valuable information she secures through the Census.

#### Instructions to Enumerators on Census question.

#### QUESTION No. 1. Name and Relationship to the Head of Household.

First enumerate the head of the household writing 1 after his or her name. Next enter the names of new-born babies and infants ; thereafter other members of the household, writing their actual relationship to the head of the household in case of wife, son, daughter, brother, sister,

father and mother ; write 2 for other relations, O for un-related persons, and servants and V for visitors, if any.

If a baby is not yet named, write "son/daughter of....."

If a lady is unwilling to give her name, ascertain it from others ; if you fail, write "wife/daughter of....."

The head of the household is the person on whom falls the chief responsibility for the maintenance of the household. You need not, however, make any enquiry about this, and should treat as the head of the household any person who is actually acknowledged as such. If the real head of the household lives elsewhere, say in Shillong for earning his bread, some other person from amongst the members left in his village home should be recorded as the head of the household when the household in the village is being enumerated.

The members of the staff of institutions like Jails, Hospitals, Hotels, etc., will be enumerated like any other household, but the inmates of these institutions, namely prisoners, patients, boarders, etc., should be enumerated as visitors to the building, the house number X on such slip being distinguished thus —X/Jail and V being added after the name of the inmate.

#### QUESTION No. 2 (a) Nationality,

#### (b) Religion

#### (c) Special Groups.

PART (a)—**Nationality.**—Ask every person what is the country of which he is a citizen. Write 1 for all Indian Nationals for others write it in full (e.g., French, British, Italian, Pakistani, etc.) Carefully read Appendix I on Indian Nationals.

PART (b)—**Religion.**—Ask what is the religion followed by the person. Record the answer as given by him. In the case of all tribal people enter the name of the tribe, if the person professes his tribal religion ; if he does not, write the religion he follows or is converted to, e.g., Hinduism or Christianity.

Write : H for Hindu,  
M for Muslim,  
C for Christian,  
J for Jain,  
K for Khasi,  
G for Garo,  
S for Synteng.

For others like Buddhism, Sikhism, tribal religions, etc., write the answer in full as actually given.

PART (c)—**Special Groups.**—This question relates only to the Scheduled Castes, Scheduled Tribes and Backward Classes given in Appendix III at the end. Ask every one his caste or tribe ;

if it is Anglo-Indian, or one of those specified in these lists, write it in full. In all other cases write O.

If any of the castes has assumed a new name write its old name in bracket, e.g., Kshatriya (Manipuri). In the case of Christians also, if they belong to any of these listed castes or tribes, write their caste or tribal name.

#### QUESTION No. 3.—Civil Condition.

Ask this question about every one, **including minor girls or boys or babies**, without taking it for granted that such persons are unmarried because of their age.

Write : 1 for unmarried,  
2 for married,  
3 for widowed,  
O if divorced.

Persons who have married again after being divorced or widowed should be treated as married, i.e., 2.

“Divorced” means persons whose marriage ties have been severed by law or court or custom or mutual consent.

#### QUESTION No. 4.—Age.

Write age last birth-day, i.e., the actual number of completed years. For infants below one year, write O.

This is an important question but many persons, specially in the villages or those who are old or illiterate, are likely to find it difficult to state their age correctly or even approximately. You should assist them in recording their correct age. If you are not able to elicit the correct age directly, you should get at it by referring to some important events that are remembered by all, i.e., Assam Earthquake of 1897, the Great War in 1914, August Movement of 1942, a heavy flood in the area in the past, the last Re-Settlement, etc.

First ask “What is your age”. After any reply, say 27 years, **always put a second question**—“So you have completed 27 years and are you now in your 28th year?”. If the answer is “yes”, then write 27 years; if the reply is “no” write 26 years.

This will avoid many wrong entries for “running” age, i.e., age next birth-day.

#### QUESTION No. 5.—Birth Place.

Write 1 for every person born in the district of enumeration; if born in any other district of Assam, write the name of the district; if born

outside Assam write the district and State in India or foreign country, as far as can be ascertained.

#### QUESTION No. 6.—Displaced Persons.

If any one is a displaced person, write the date of arrival in India in the first compartment and the district of origin in Pakistan in the second compartment. For those who are not displaced persons, write O in both the compartments.

“Displaced person” means “any person who has entered India having left or been compelled to leave his home in Western Pakistan on or after the 1st March 1947, or his home in Eastern Pakistan on or after the 15th October 1946, on account of civil disturbances or the fear of such disturbances or on account of the setting up of the two Dominions of India and Pakistan”.

#### QUESTION No. 7.—Mother-Tongue.

Enter each person’s mother-tongue, i.e., the language first spoken from the cradle. In the case of infants and deaf-mutes, the language of the mother should be entered.

Write : A for Assamese,  
B for Bengali,  
K for Khasi,  
M for Manipuri,  
G for Garo,  
S for Synteng.

Write the names of other languages in full.

#### QUESTION No. 8.—Bilingualism.

If any person speaks any **Indian** (not foreign) language, other than his mother-tongue, in his daily or domestic life, e.g., a Marwari trader speaking Assamese, record it. For others, write O. **Record only one subsidiary language.**

#### QUESTION No. 9.—Economic Status.

##### PART I—Dependency.

Every person must be placed into one of the three classes defined below—

Write : (1) for a self-supporting persons,  
(2) for a non-earning dependant,  
(3) for an earning dependant,  
in the first compartment.

(1) A ‘self-supporting person’ is one who earns an income in cash or kind sufficient at least for his own maintenance.

(2) A ‘non-earning dependant’ is a person who has no income of his own either in cash or in kind.

(3) An ‘earning dependant’ is a person who earns a regular (not casual) income not sufficient

even for his own maintenance. It includes seasonal income also.

Where two or more members of a family house-hold 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). You should not make any detailed calculation of these shares, but accept what the head of the household declares to be the share of each person. 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.

#### Illustration :

(1) 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.

(2) An Assamese cultivator's wife who actively helps her husband in cultivation and/or weaves and sells cloth, thereby adding to the family income, must not be recorded as a non-earning dependant. She will be recorded as a self-supporting person or an earning dependant according as her share of income is sufficient or insufficient for her own maintenance.

(3) Wives as well as children of tea garden labourers who earn regular wages, which may be seasonal, are all of themselves self-supporting persons if each one's earning is sufficient at least for his/her own maintenance, failing this, he or she will be merely an earning dependant.

(4) A cultivator's son who looks after his father's cattle is a dependant, but if he works as a cow-herd elsewhere and earns a meagre but regular wage, he is an earning dependant.

(5) Madhab, with his wife and two children, stays at Golaghat with his father Shri Dalu Ram Choudhury and earns Rs. 55 per mensem as a clerk in the Sub-divisional Officer's Office, which, according to Shri Dalu Ram, is sufficient for Madhab's own maintenance. Madhab is a self-supporting person **although his income is not sufficient for the maintenance of his wife and children.**

Please refer to last paragraph in Question No. 10 and pay special attention to the economic status of Matriculates, Under-Graduates and Degree Holders.

#### PART II.—Employment :

This part concerns only-self-supporting persons who are employers or employees or independent workers ; even among them, those exceptional cases of self-supporting persons who support themselves without gainful occupation or economic activity (*i.e.*, rentiers and pensioners) are not covered.

\* If a self-supporting person earns his principal means of livelihood as—

an employer, write	..	1
an employee, write	..	2
an independent worker, write	..	3

in the second compartment. In all other cases write O here.

This will include earning dependants, non-earning dependants, beggars, orphans or convicts in jails, as well as all those who live entirely on their income from pension, or investment, or rent of houses, buildings or land, or interest on loans, securities or shares, and who do not employ any paid assistants for earning that income.

A person should be treated as an 'employer' only if he has necessarily to employ any person in order to carry on the business from which he secures his livelihood, provided that employee is regularly employed and derives his Principal Means of Livelihood by such employment. Part-time or casual employment which does not provide the Principal Means of Livelihood of the employee should not be taken into account. A person employing a cook or other servants for domestic services is not an employer.

An 'employee' is a person who ordinarily works under some other person for a salary or wage in cash or kind, as the means of earning his livelihood. Managers, Superintendents, Agents, etc., and all Government servants should be recorded as employees only even though they may have power of employing or appointing subordinate officers or assistants.

An 'independent worker' means a person who is not employed by anyone else and who does not employ anybody else in order to earn his livelihood.

#### Illustrations :

(1) Doctors and lawyers who employ compounders and clerks, money-lenders and landlords employing paid assistants to carry on their profession or business are all examples of employers.

(2) Carpenters, weavers, black-smiths, potters, etc., who are **occasionally** assisted by members of their households are not employers but independent workers.



**Question No. 10—Principal Means of Livelihood**

This is a very important question. Please therefore pay great care. You will have to ask every person how he makes his living, and put down the answer fully and clearly on every slip.

If anyone is a self-supporting person, ask him what his source of income is. If he has only one source of income, record it here. If he has more than one source of income, then the occupation which gives him the largest part of his income is his Principal Means of Livelihood and should accordingly be entered in this column. The occupation which gives him the next largest part of his income should be entered against (Question No. 11.)

If the person enumerated is an earning dependant or a non-earning dependant, the principal means of livelihood of the self-supporting person on whom he depends should be recorded here.

Thus the answer to Question No. 10 will be the same for a self-supporting person as well as for all his dependants whether earning or non-earning.

**Agriculture.**—In case of persons whose means of livelihood is agriculture, write—

- (1) for a person who cultivates land owned by him (see the definition of "land owned" given in Question No. 13).
- (2) for a person who cultivates land owned by any other person (see the definition of "land rented" given in Question No. 13)
- (3) for a person who is employed as a labourer by any other person who cultivates land, *i.e.*, all who are merely agricultural labourers ;
- (4) for a person who receives rent in cash or in kind in respect of the land which is cultivated by any other person, *e.g.*, Zamindars and Mirashdars in Goalpara and some parts of Cachar ;
- (5) for a **jhum** cultivator (a **jhumia**) ;
- (6) for a tea garden labourer. This will exclude person working as clerks, domestic servants and mechanics in tea gardens, whose occupation should be written in full.

If you find that a person falls under two of the first four categories, note that category which provides the largest income against Question No. 10 and the second against Question No. 11. No notice should be taken of more than two means of livelihood on any case. Distinction should be made between those who cultivate land and those who merely labour on the land. The man who directs the cultivation, *e.g.*, when and where to

plough, when and what to sow, reap and so on, even though he does not perform any manual labour is a cultivator. The man who merely does the manual labour but has no authority as to when, and what to plough, sow and reap or direct such activity is not a cultivator, but an agricultural labourer. This distinction will enable you to determine if a minor, a blind person or a lady who has land in his or her name but gets it cultivated by labourers should fall in category 1 or category 4 described above.

**Non-Agricultural Means of Livelihood.**—In all other cases you should write clearly and fully what the person does in order to earn his livelihood and where he does it. There are 3 lines in the slip for answering this question. Use them fully avoiding vague and general terms like (i) Clerk, (ii) Labourer, (iii) Chawkidar, (iv) Service or (v) Shop-keeper, but specify his exact means of livelihood, *e.g.*, (i) Clerk, Sub-Deputy Collector's Office, Clerk, Tea Garden. (ii) Labourer in a Coal Mine; Earth-worker; Wood-cutter; P.W.D. labourer; Porter at Bus Stand or Railway Station. (iii) Village Chawkidar; Dakbungalow Chawkidar; Chawkidar in a Rice Mill. (iv) (a) Private Service—Motor Drive; or Accountant, Imperial Bank; or, Mali, (b) Government Service—Motor Driver, State Transport or Accountant, or Gauhati Treasury or Mali at Silchar Circuit House. (v) Specify the type of shop, *e.g.*, grocery, stationery, cloth, tailoring, rickshaw-repairs, general stores, etc.

For a trader describe the articles in which he carries on trade and state clearly whether he is a wholesale or retail trader. A retail trader sells to the public; a wholesale trader does not *e.g.*, Wholesale Dealer, Cotton Piecegoods; or retail trader in rice.

For a factory worker, give the name of the factory or the product it makes, *e.g.*, coal mine, oil mill, rice mill, match factory, tea factory.

For Small Industries, if a person also sells the articles, which he makes, write "maker and seller of . . . . .", *e.g.*, of cotton cloth, earthen pots, etc.

If a person buys milk from villages and sells it retail in a town, and another keeps his own cows and sells the milk, both sell milk, but write for the first "retail trader of milk" and for the second "keeping cows and selling milk."

If a person says he is a muga and pat (silk) worm rearer, ask which gives him the greater income. Enter that as his principal means of livelihood herein column 10 and the other in column 11.

If you do not know the English word for any means of livelihood record it in vernacular in pencil, re-writing it in ink after ascertaining it from your Supervisor.

**Special attention regarding means of livelihood of educated persons, specially those who have passed Matric or any higher examination or have obtained a degree or a diploma.** You should take particular care while writing the means of livelihood of such persons. If such a person says that his means of livelihood is agriculture or trade, ascertain if he himself actually takes active part in the direction of cultivation or the management of trade or whether without any gainful activity he simply gets his share of income as a member of the joint family. In the former case write (A) in the bracket after his means of livelihood and in the latter case write (B). If he is not earning any income he should be shown as a non-earning dependant in Question No. 9.

**QUESTION No. 11.—Secondary Means of Livelihood.**

An answer to this question must be recorded on every slip.

- (i) If a self-supporting person has more than one means of livelihood, enter here that occupation which is next in importance to his principal means of livelihood recorded against Question No. 10.
- (ii) For an earning dependant, enter here the means of livelihood which provides his income.
- (iii) Non-earning dependants cannot have any secondary means of livelihood. For them write O. Also write O for a self-supporting person who has only one means of livelihood.

Use the same contractions and follow the general instructions given for Question No. 10.

**QUESTION No. 12.—Literacy and Education.**

Write : O for a person who can neither read nor write.

1 for a person who can read but cannot write.

2 for a person who can read and write.

If a person who can read and write has also passed any examination, note the highest examination passed, instead of writing 2. For example L.P., M.V., M.E., Class VII, Class IX, Matric, 1st or 3rd year examination in Arts or Science, B.A. (Hons), B.L., B.E., M.B., L.M.P., etc., Do not simply write "Graduate", "Doctor", "Engineer", but record fully the exact name of the examination passed or the degree or diploma attained for Medical, Engineering or other technical qualifications.

This is an important question; hence please pay special attention.

The test for reading is the ability to read a simple letter either in print or in manuscript. The test for writing is the ability to write a simple letter.

**QUESTION No. 13.—Holdings of Indigenous persons.**

Divide this line of Question 13 in 3 parts by drawing 2 small vertical lines, as given in the facsimile.

A reply to this question should be recorded in 3 compartments. If a person is indigenous in Assam, write A in the first compartments. In the second compartment write, in the nearest bigha, the land he owns; and in the third, the land he rents from others in cash or kind.

If he is without any land of either category, write O in the second or third or both the compartments, as the case may be.

If a person is not indigenous in Assam, write O in all the three compartments.

"Indigenous person of Assam", "land owned" and "land rented" are defined as follows :—

"Indigenous person of Assam" means a person belonging to the State of Assam and speaking the Assamese language or any tribal dialect of Assam, or in the case of Cachar the language of the region

"Land owned" means land held directly under Government on permanent settlement or under periodic, annual or special lease (e.g., Lakhiraj, Nisf-Khiraj, Fee Simple, 45 years, 99 years, N. L. R. grant lease and lease for special cultivation. Such land should be included in the second compartment.

"Land rented" means the amount of land held by a person under another person (i.e., not directly under the Government), on payment of rent in cash or in kind or on service, under an agreement written or verbal. The person may hold such land for any period from a few months to a number of years, with or without occupancy rights, or on **adhi-bhagi** or **chukti-bhagi** terms. Land may be held as **bargadar** on terms of sharing of produce. All such land should be written in the third compartment.

**QUESTION No. 14.—Sex.**

Write M for males as well as eunuchs and hermaphrodites who are to be treated as males.

F for females.

## APPENDIX I

**Determination of Indian Nationality**

In determining if a person enumerated is an Indian citizen, please apply the following tests and make your decision.

“Find out whether he belongs to any of the following classes of citizens, A, B and C. If he does, he is an Indian citizen.

A. Citizenship under Article 5 of the Constitution—A person would be a citizen if he had his domicile in India on 26th January 1950 and if—

- (a) he was born in India (as now understood), or
- (b) any of his parents was born in India (as now understood), or
- (c) he has been ordinarily resident in India (as now understood) for not less than 5 years immediately before 26th January 1950.

For practical purposes “domicile” should be taken to mean the place where a person has his fixed habitation with intention to reside there always. (Domicile of a person of legitimate birth is the place where at the time of his birth his father was domiciled. But a man can acquire a new domicile at another place if he has taken up residence there and intends to reside there permanently or for an unlimited period).

Ask if he has fixed habitation in India or has permanently taken up his residence in India (as now understood). If he has, and if he also satisfies (a) or (b) or (c) above, he is a citizen.

Citizenship for persons who migrated from Pakistan to India before the 25th July 1949 :—

B. A person who migrated from Pakistan to India before the 19th July 1948 would be a citizen of India if—

- (a) he or any of his parents or grandparents was born in undivided India (including Pakistan), and
- (b) he has been ordinarily resident in India since his migration.

C. A person who migrated from Pakistan to India on or after the 19th July 1948, but before the 25th July 1949, will be a citizen if he applied for and obtained registration as a citizen and possesses a citizenship certificate. If he has a citizenship certificate, ask to see it. (Registration as citizens is different from registration as refugees).

(No person who migrated from Pakistan to India on or after the 25th July 1949 can be an Indian citizen).”

## APPENDIX II

**Institutional Population.**

As the population in institutions like Jails, Hospitals, Asylums, Police Barracks, Hotels, Dakbungalows, etc., is fluctuating, a simultaneous count should be conducted on the 28th February, 1951. The normally resident staff in the institutions (e.g., Jailors, Warders, Doctors, Compounders, Nurses, Chaukidars), Resident Managers and Servants, permanent, semi-permanent but not casual boarders in Hotels, at regular inmates of Police Barracks should be treated as household population. The rest of the inmates, e.g., prisoners, in-patients, temporary boarders, should be treated as visitors, (V) being recorded after their names.

(ii) All questions should be asked to the undertrial prisoners in Jails and patients in Hospitals just as if they were leading their ordinary life and following their usual occupation.

(iii) Lepers, and lunatics in asylums and convicts in jails should be recorded as non-earning dependant in the first compartment of Question No. 9 and as leper, lunatic, convict R. I. (Rigorous imprisonment) Convict S. I. (Simple imprisonment) convict life, civil prisoner, as the case may be, in the second compartment. Put a cross (X) against Questions No. 10 and 11 and record answers as given by them against Questions 1-8 and 12-14 except relationship to head of household, for which (V) will be written as stated above.

## APPENDIX III

Part (c)—(1) **Scheduled Castes.**—(1) Bania or Brittil Bania, (2) Bansphor, (3) Dhupi or Dhubi, (4) Dugla or Dholi, (5) Hira, (6) Jhalo or Malo, (7) Kaibartta or Jaliya, (8) Lalbegi, (9) Mahara, (10) Mali or Bhuimali, (11) Mehter or Bhangi, (12) Muchi, (13) Namasudra, (14) Patni, (15) Sutradhar.

Part (c)—(2) **Scheduled Tribes.**—Where chiefly found—

\***Plains Districts.**—(1) Bara or Bodo-Kachari, (2) Deori, (3) Hojai, (4) Kachari, (5) Lalung, (6) Mech, (7) Miri, (8) Rabha.

\***Autonomous Districts.**—(1) Dimasa (Kachari), (2) Garo, (3) Hajong, (4) Jaintia, (5) Khasi, (6) Any Kuki Tribes, (7) Lakher, (8) Any Lushai (Mizo) Tribes, (9) Mikir, (10) Any Naga Tribes, (11) Synteng.

\***Tribal Areas (Part B of Table in paragraph 20 of the sixth Schedule).**—(1) Abor, (2) Aka, (3) Apa Tanang, (4) Dafla, (5) Galong, (6) Khampti, (7) Mishmi, (8) Any Naga Tribes, (9) Singpho, (10) Momba, (11) Sherdukpen.

\* Only indicates predominant tribal population composition of the respective areas.

Part (c)—(3) **Backward Classes.**—(1) Chutiya, (2) Mahisya Das, (3) Baroi, (4) Manipuri, (5) Sut or Boria, (6) Kupadhar, (7) Chandra Baidya, (8) Tea Garden Tribes, (9) Tanripal, (10) Moran and Matak, (11) Ahom, (12) Rajbansi, (13) Yogi

(Nath) in Cachar only, (14) Sudra Das or Dey, (15) Saloi, (16) Kumar, (17) Teli, (18) Ganak in Cachar only.

S. P. Desai,

Chief Secy. to the Govt. of Assam.

Circulars and letters etc. issued by the Superintendent of Census Operations.

OFFICE OF THE SUPERINTENDENT,  
CENSUS OPERATIONS, ASSAM

No. E.N.U /9/1

Dated Shillong, the 13th March 1950

From—Shri R. B. VAGHAIWALA, I.C.S., Superintendent, Census Operations, Assam,  
To—All Deputy Commissioners, Subdivisional Officers, Political Officers, including Superintendent, Lushai Hills, Chief Commissioners, Tripura and Manipur States.

SUBJECT : 1951 Census—Preparation of  
General Village Register.

SIR,

1. The Ninth All-India Census will be taken in March 1951. Counting will be non-simultaneous as in 1941 and spread over 20 days from 9th February 1951 with the 1st March 1951 as the reference date.

2. It is now time that the essential preliminaries should be put in hand without any delay. The first step towards this is the preparation of General Village Register which will contain an accurate and exhaustive list of all *villages*\* 2 and the number of *houses*\* 1—both *inhabited and uninhabited*—so as to form the basis for the second step in the preparations, viz., the formation of Census divisions (e.g., charges, circles and blocks) and the appointment of appropriate officers in charge of these divisions, viz., Charge Superintendents, Supervisors and Enumerators. It will also form the basis for the estimate of various Census Forms to be printed. The third step will be the preparation of House Lists. This step is not likely to involve any great additional labour, as under the orders of the Reforms Commissioner, Assam, House Lists have been already prepared for the electoral rolls. These should be thoroughly checked, brought up-to-date and utilized for Census purposes.

3. The General Village Register should be written up in the district and subdivisional headquarters in the form given, with careful regard to the instructions. There should be separate registers for *tea gardens*\* 3 and towns.

4. In Kamrup, Darrang, Nowgong, Sibasagar, Lakhimpur and the Garo Hills, the mauza is well-defined and should be taken as the unit for this purpose. The *pargana* should not be prescribed as a local unit in Cachar and Goalpara. In its place the *chaukidari* circle should be the unit for the purpose of the General Village Register. In the Khasi and Jaintia Hills compact blocks like the *homas* of the Siems and in the Jowai Subdivision the *Doloiships* of the Dolois would be convenient units. In Manipur, Tripura, Frontier Tracts and hill districts, the units should be those shown in the 1941 Village Statements.

5. The General Village/Tea Garden/Town Register should be prepared in the following form :—

Name of Thana..... No.

Name of Mauza/Chaukidari Circle No.

Name of Charge Superintendent.

\*Note 1—House.—A house is defined as 'every dwelling with a separate main entrance.' The principle is that each living group that has independent access to the outer world is a house and should be given a number. There may be dwellings which harbour more than one family but unless the families have each their own independent access to outside they should not be given a separate house number. On the other hand such well-known phenomena as quarters opening on to a courtyard blocks of the opening on to a common stair, doorways in the tea garden labour lines, wards in Police Lines, Jails, Hospitals, Lunatic and Leper Asylums and rooms in Hotels and Serais are all examples of a large number of independent dwellings each qualifying for a house number.

Ferry-ghats, temporary huts, tents erected by immigrants and refugees, serais, mosques, temples, etc., too should be numbered and accounted for in this Register.

\*Note 2—Village.—As to the definition of a village, it may be taken that, where there has been a cadastral survey the cadastral village may be treated as a village for the purpose of the Census. In plains districts where there has been no cadastral survey, it should be taken to be a 'gaon' or gram' together with its adjacent toals, paras, etc., provided that none of these dependent collections of houses are so large or so distant from the central village as to form in themselves true villages with distinct individual names. In hill districts the most convenient definition of a village will be generally found to be a collection of houses bearing a separate name.

\*Note 3—Tea Garden.—Any area devoted to tea cultivation should be treated as a tea garden whether it maintains or not a resident labour force or a factory, if it is registered as such by the tea licensing committee or is borne on the Deputy Commissioner's register of tea garden. The tea garden should also include lands settled for purposes ancillary to tea cultivations. If a portion of an ordinary cadastral village is settled with a tea garden for tea cultivation or purposes ancillary to it, it should be separated from the cadastral village and included in the tea garden in framing charges, circles, etc.

Serial number of Village	Serial number of Village according to 1941 Village Statement	Name of Village	Number of occupied houses as per Village Statement of 1941	Number of uninhabited houses as per House List	Number of occupied houses as per House List	NUMBER OF PERSONS AS PER HOUSE LIST		REMARKS.
						Male	Female	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)

## INSTRUCTIONS

(i) There will be a separate volume for each thana in your subdivision so that each Charge Superintendent may be given his portion for the purpose of supervision and checking. These volumes will be found together after the final enumeration in March 1951.

(ii) *Column 1 (Serial Number).*—Do not fill in this column *first*. It is to be filled in after the column Nos. 2 to 8 have been completed. There should be one consecutive serial number for the whole subdivision. This will mean that the last serial number on this register will indicate the total number of villages in the whole of your subdivision.

(iii) *Columns 2 and 4.*—They will be filled in by copying out the relevant information from 1941 printed Village Statement of each district.

(iv) *Columns 3 (Names of Villages).*—Every village found in 1941 Census must be entered in the register and if any village has ceased to exist or has been transferred to some other jurisdiction or unit it should be penned through in red ink with a note in the "Remarks" column. This is to ensure that there are no omissions from 1941 figures, and if there be any, such omissions are satisfactorily explained. Similarly if the comparison of this register with the electoral House List shows formation of a new village, the word "New" should be recorded in the "Remarks" column.

(v) In order to have a thorough check later by means of Thana maps duly marked with villages thereon, the villages in this new register shall be written in their *geographical order* which simply means that the numbers should start with the North West corner and end with the South East as is done usually in revenue surveys.

The idea is to facilitate formation of census<sup>s</sup> circles and charges out of continuous villages. If the continuity in the serial numbers does not reflect continuity of the villages in the locality, changes in Census units, if any, required at a later stage will present great difficulties. A careful arrangement of the villages as given above at the present stage is therefore a matter of great importance,

(vi) As laid down in paragraph 4, the mauza should be the unit for preparation of Village Re-

gister in the Assam Valley and Choukidari Circle in Cachar and Goalpara. In Assam Valley therefore, mauzas should be taken up in geographical order first for the subdivision and the villages within the mauza should be written up as far as possible in the same order but without splitting up the Patwari's lot or other small administrative unit, as it is the latter which will form the basis of Census divisions. In Cachar and Goalpara the Choukidari Circle within a Thana and village-within each circle will be similarly arranged in the geographical order. In the Hills Districts, Frontier Tracts, Manipur and Tripura States the same arrangement should be followed on the basis of administrative units known and found suitable in those localities in the previous Censuses.

(vii) *Columns 5-8.*—These will be filled in from the House Lists already prepared for electoral roll purposes. In case they do not contain the information regarding the uninhabited houses it should be obtained through village officials like the Patwaris, Mandals, Gaon Buras, Sarpanches and Chowkidars as was done in all previous Censuses.

(viii) *Column 9.*—This column is purposely left with a large space so that it could be made use of later for collection of essential village notes and any other details required by the State Government.

(ix) The General Village Register of 1951, when written up, should be thoroughly checked with the printed Village Statements of 1941 and other available Lists of Villages, (e.g., Chowkidari Assessment List, Tea Garden Register). All intercensal changes in the boundaries of towns, thanas and mauzas should be carefully taken into account. As soon as the Register for each thana is complete, it should be sent to the Circle or Settlement Officer concerned to check the list of villages and when it is received back from the local officer, the gazetted officer in-charge will then examine it paying particular attention to the boundaries of police Stations to see that no area has been omitted or accounted for twice over.

6. The General Village/Town/Tea Garden Register should be completed by the end of April next. From the previous reports it appears that many of the subsequent difficulties arose from faults in the preparation of the General Village

Register and to avoid a repetition of them I request you to impress upon the officers concerned the need to see that the General Village Registers are as complete as possible.

In order to keep me posted with the progress of work achieved in each district or subdivision, I shall be glad to have an interim report by 10th April 1950 and the final one by 30th April 1950.

Yours faithfully,

R. B. VAGHAIWALA,

Superintendent, Census Operations, Assam

Office of the Superintendent, Census Operations,  
Assam.

No. ENU/9/19

Shillong, dated the 6th April 1950.

From Shri R. B. Vaghaiwalla, I.C.S., Superintendent, Census Operations, Assam.

To—All Deputy Commissioners, Subdivisional Officers, Political Officers including Superintendent, Lushai Hills.

SUBJECT : 1951 Census Preparation of  
General Village Register.

Reference : My letter No. ENU/9/1, dated  
the 13th March 1950.

Sir,

Reference my above letter, I have the honour to say that during the 1941 Census, up-to-date Thana maps on the scale of 1"=1 mile and District maps (1"=4 miles) were supplied with instructions to keep them as permanent record in a "chungu" like Land Records maps, so that they may be used in the 1951 Census (*vide* Mr. Marar's letter No. ENU/1/463-81, dated the 7th May 1940). These old maps will be of great help in arranging villages in the geographical order for the purpose of column 3 of the General Village Register (G.V.R.)

2. Please omit para. (ii) under Instructions for column 1 (Serial Number) and substitute the following. "Do not fill in this column *first*. It is to be filled in after columns 2 to 9 have been completed and the check by the Circle or Settlement Officers as instructed in para. (ix) has been carried out with the help of Thana maps. After this check the district or subdivisional office will number the villages in pencil in their geographical order in their old Thana maps and reproduce these numbers in column 1 of the Register. *There should be a fresh serial number for every Thana.*"

3. Where *paras* or hamlets with distinct names have grown into or been treated as separate villages for the purpose of the Census the name of the parent village as recorded in the maps should be entered in brackets against the new villages. All such new villages should be located approximately in the maps also. In other words, there should be complete agreement between the villages shown in the G. V. R. and those shown in the Thana maps.

4. The House Lists prepared in connection with the Electoral Rolls do not show persons below 18 years by sex. This will mean that columns 7 and 8 of the G. V. R. should be combined into one to show merely the total number of population.

5. Please note that the G. V. R. is intended to show an *exhaustive* list of villages with an approximate number of houses and population. Hence column No. 3 of the Register is the most important of all. It is not intended at this stage to check or bring these House Lists up-to-date. Only information available to date should be recorded.

6. The Register is to be written up at district and subdivisional offices in *manuscript*. No printed forms are necessary nor will any be supplied to any one. On Foolscap sheet of paper written on both sides will accommodate names of 60 villages. The small cost of paper, etc., will have to be met from your office contingencies as in the previous Censuses.

7. I have noted with surprise all sorts of requests made by some district offices in this connection. One district with 2,348 villages asked for 20 reams of paper, another for 16 copies of the circular, a third desiring modestly only 4 copies, whereas a fourth a Frontier Tract at that desired the appointment of a Census Superintendent for itself.

Before sending up such proposals for additional staff, grant or paper etc., kindly dive into your records of the 1941 Census which will enable you to see if they are justified by facts and figures. The instructions for the preparation of the G. V. R. were issued by the State Government in previous Censuses even before the appointment of the Census Superintendent. It was not done on this occasion resulting already in great delay, I therefore request you to see that the work is taken up immediately in right earnest and completed by the end of April 1950.

Yours faithfully,

R. B. VAGHAIWALA,  
Superintendent, Census Operations,  
Assam, Tripura and Manipur.

**OFFICE OF THE SUPERINTENDENT,  
CENSUS OPERATIONS, ASSAM**

No. ENU/19/1.

*Dated Shillong, the 6th May 1950*

From Shri R. B. Vaghaiwalla, I.C.S., Superintendent, Census Operations, Assam,

To All Districts Officers, Political Officers, Sub-divisional Officers.

Subject : *Selection of Enumerating Staff.*

SIR,

From the progress reports received it appears that in some of the Subdivisions the preparation of the General Village Register has been completed. It is hoped that the districts which lag behind owing to unavoidable reasons will take special steps to speed up the work to completion by the 25th instant at the latest.

2. The next stage of the operation consists firstly in the selection of Charge Superintendents. They should be normally touring officers of gazetted rank of all Departments, Central and Provincial, Local Board and Municipal Employees of similar rank and superior officers of Wards Estates, etc. In the past Thana Officers were employed as Charge Superintendents but their frequent transfers and the nature of their duties have made it undesirable that they should be put on directly as Charge Superintendents except when absolutely unavoidable. Inspectors and other superior Police Officers who have regular and extensive tours to perform can be selected whenever suitable. Officers like Sub-Assistant Surgeons, Public Health, who have limited tours to make and officers like Sub-Registrars who cannot go far out from their headquarters need not be appointed as Charge Superintendents unless no other more suitable officers is available ; they should, however, be suitable as Supervisors provided they are put under Charge Superintendents of proper status.

3. I therefore suggest that a Conference be called at each District and Subdivisional headquarters of all such officers whom you consider suitable to be appointed as Charge Superintendents and that a tentative distribution of the charges be made with the Charge Superintendent selected for each charge. This, if done early, will facilitate future work in various ways. The Charge Superintendents from now on will be able to arrange their ordinary tours in such a way that they will be able to acquaint themselves sufficiently well with their charges. They will also be able to scrutinise and check the General Village Registers and further to advise usefully about the selection of Supervisors and Enumerators.

4. In forming the Census charges, towns and tea gardens should be separated ; each of the former being formed into a separate charge while the latter are so grouped as to form separate charges, provided that no tea-garden under one Thana is grouped with a tea-garden of another Thana. The definition of a town will be the

same as in the past, *vide* my letter No. ENU/16/1, dated the 17th April 1950. A charge should not exceed 12,000 houses (preferably about 8,000 only) and should correspond to the existing administrative divisions. Each Thana (excluding towns or tea-gardens which will form independent charges) will form a separate charge, however small, but where a Thana is too big to be one charge it may be split up into two or more charges consisting of whole mauzas or chaukidari circles (or portions of mauzas where Thana boundaries split up mauzas) or other smaller administrative units.

5. I may also add here for the information of the Charge Superintendents who are likely to be appointed, the main changes in the Census procedure this time from what was followed in 1941. The present Census as in 1941 will be *de jure*, i.e., it will aim at ascertaining the population ordinarily resident in a particular locality. Actual counting will be evenly spread over a period of twenty days (from 9th to 28th February 1951) before the Reference Date, namely the sunrise on the 1st March 1951, followed by three days for the final check-up of only births, deaths and visitors who were for some reasons of another not enumerated before. Houseless persons like members of wandering tribes, sadhus, etc., will be counted on the night preceding the sunrise of 1st March. The number of Census questions has been reduced from 22 to 14 and are simpler than those of the previous Census. The answers will be recorded mostly by symbols (e.g. numbers or letters) on pads so as to reduce the amount of writing to the minimum. An innovation at this Census will be the preparation of a National Register of Citizens to be written up during or after the enumeration period by the enumerators and supervisors. Although the form of the register is not yet finalised, it will contain important particulars in respect of every citizen and every village or a ward in a town (e.g. age, occupation, cottage industries, dispensaries, markets, etc.). It will be maintained as a continued record and thus form the basis for periodical socio-economic survey based on random sampling. These registers will be kept in district and subdivisional offices. Like other Census records, these registers will not be admissible in evidence nor any unauthorised will have an access to them. The extended use of symbols for recording answers on pads and the necessity of preparing the National Register of Citizens will demand a much better quality of work. This must be borne in mind by every Charge Superintendent in selecting his supervisors and enumerators.

An enumerator can manage about 100 to 250 houses, a supervisor will have 3 to 6 enumerators under him. These should all be drawn from Government or Local Bodies' officials (mainly School Teachers, Mandals and Patwaris, etc.) and quasi-officials (like Mauzadars, Sarpanches, etc.) and only where these are not available,

suitable outsiders should be appointed to work as honorary enumerators or supervisors.

6. I shall be glad to be informed in due course of the result of the proposed conference and of any suggestion you desire to make in this connection.

7. Spare copies of this letter are enclosed for the use of Charge Superintendents when the latter join their duties.

Yours faithfully,  
R. B. VAGHAIWALLA,  
*Superintendent, Census Operations, Assam*

Memo. No. ENU/19/1(A),

Shillong, dated the 6th May 1950

Copy, with spare copies, forwarded to the Secretary to the Tripura Government, Home (Census) Department, Agartala, Deputy Commissioner, Manipur State, Imphal, for information and favour of necessary action.

R. B. VAGHAIWALLA,  
*Superintendent, Census Operations, Assam.*

OFFICE OF THE SUPERINTENDENT,  
CENSUS OPERATIONS, ASSAM,  
TRIPURA AND MANIPUR

(CENSUS—IMMEDIATE)

No. ENU/22/7.

Dated Shillong, 29th June 1950.

From Shri R. B. VAGHAIWALLA, I.C.S.,  
Superintendent, Census Operations, Assam,  
Tripura and Manipur,

To All Deputy Commissioners, Subdivisional  
Officers, Political Officers, including Super-  
intendent, Lushai Hills, Chief Commissioners,  
Tripura and Manipur States.

Subject : *Selection of Enumerating Staff  
and formation of Census  
Divisions.*

SIR,

*Reference.*—my letter No. ENU/19/1, dated Shillong the 6th May 1950, I have the honour to request you to submit to me forthwith a list of your provisional charges and Charge Superintendents, if it has not already been done.

2. You should now proceed immediately to divide Charges into Circles and Blocks and to appoint Enumerators and Supervisors in consultation with your Charge Superintendents, giving due weight to the advice and convenience of the local heads of departments as far as possible. This must be completed by 31st July 1950.

The Enumerator, properly trained by his Supervisor, occupies a pivotal position in the Census Organization and is primarily responsible for the collection of unadulterated and accurate data which is the prime end of the Census. You should therefore take care to select energetic and enthusiastic persons for these seemingly minor but in fact most vital duties, and impress upon them the imperative need of detaching themselves from any kind of partisan activity, bias or assistance.

3. *Principles underlying the formation of Census Divisions.*—(i) Conditions in (1) the villages are so different from those in areas like (2) towns, (3) tea gardens, (4) forest villages, (5) railways, (6) oil and coal mines, (7) and other special areas like the Hills, that figures have to be collected separately for all of them. On the other hand, separate figures are also required for the main administrative units like (8) Thanas and (9) Muzas or Chawkidari Circles. Both these factors must be clearly borne in mind while forming the Census Divisions.

(ii) You should consider every Thana as a Charge, every Mauza (or chawkidari circle in Cachar and Goalpara) as a Circle, and every village or ward in towns as a Block, however small they may be.

(iii) Thereafter, from every Thana separate the special areas specified under items 2-7, if there be any, and form them into independent Charges. Where a Thana *minus* these special areas is still too large to be one general Charge, it may be split up into two or more general Charges consisting of whole Mauzas or chawkidari circles (or portions of mauzas where Thana boundaries split up mauzas).

(iv) A chawkidari circle in Cachar and Goalpara will as a rule be a Census Circle as well. Most mauzas will however be too large to be formed into one Circle; in that case they may be formed into two or more Census Circles, keeping the Patwari's lot intact and clearly specifying the names and numbers of villages that will go to form each Circle. *A general Circle should not be formed by combining portions of two mauzas or chawkidari circle.* Many mauzas will contain villages as well as tea gardens. Such a mauzas must be treated as two, one general for purposes of forming a general Circle, and the other a Tea Garden Circle. If two tea gardens of any Tea Garden Charge fall under different mauzas, they should be separate Circles. Again, a mauzas like Namati in Nowgong may fall partly in the plains and partly in hills, This should also be treated as two circles.

A circle must be of such a size as to enable its Supervisor to exercise effective supervision over the work of all his Enumerators and to test-check at least 20 per cent. of the persons enumerated by them in each of the blocks within his circle.



(v) Every village or ward in towns should be taken as a Block, but a village may fall partly in a tea garden because there are dags in a cadastral village settled for tea cultivation (or purposes ancillary thereto), with holders of neighbouring tea garden grants. In such cases the village should be treated as two Blocks, one general and one a tea garden Block. If a village is too large, it should not be sub-divided artificially, but retained as a single Block with 2 Enumerators, giving clear instructions specifying the number of houses each will have to cover. If the villages are too small, each will still be a separate Block and two or more such small Blocks can be placed under one Enumerator instructing him carefully to keep the entries of each village under him entirely separate. *Similar care must be taken to keep the entries for each mauza, chowkidari circle, or tea garden entirely distinct.*

(vi) In the Hill areas, census divisions should be formed on the basis of existing administrative units, drawing on the experience of the last Census (e.g. each mauza as a Charge and each Nokma's Akhing as a Block in the Garo Hills.)

(vii) As an illustration of the general principles stated above, the possible distribution into charges of two Thanas is given below :—

(A) NOWGONG DISTRICT (CODE No. 8)

**Jamunamukh Thana (Code No. 9)**

- Charge No. 8-9A (Tea) .. Tea gardens of Kathiatoli, and Garubat Mauzas.  
 Charge No. 8-9B (Hills) .. Namati (Hills).  
 Charge No. 8-9C (Hills) .. Rangkhang mauza  
 Charge No. 8-9D (General). Kathiatoli, Kampur and Garubat mauzas *excluding tea gardens*.  
 Charge No. 8-9E (General). Jamunamukh and Namati (plains) mauzas.  
 Charge No. 8-9F (General). Hojai and Lanka Mauzas.

If there be any Forest or Railway areas in this Thana, they will form into Charge G and Charge H.

(B) CACHAR DISTRICT (CODE No. 1)

**Hailakhandi Thana (Code No. 11)**

- Charge No. 1-11A. .. Hailakandi Town.  
 Charge No. 1-11B. .. Hailakandi Tea Gardens.  
 Charge No. 1-11C. .. Hailakandi Forests.  
 Charge No. 1-11D .. Hailakandi Railways.  
 Charge No. 1-11E .. Hailakandi North.  
 Charge No. 1-11F .. Hailakandi South.

4. Charges within every Thana and Circles within every Charge will be alphabetically numbered as indicated above ; Blocks being identified P/82-5

with villages will not require a separate number and will retain their number in the General Village Register. This register will show the number allotted to every mauza and village ; the existing number of each chawkidari circle will be retained in the Census records.

5. Appendix I shows the list of Thanas with their code Nos. assigned by me.

6. Appendix II shows the *provisional* list of towns and cantonments for Census purposes, with their Code Nos.

7. Appendix III shows the Census calendar for 1950-51 up to the stage of preparing corrected returns of houses and population, leading to the Enumeration stage.

Yours faithfully,  
 R. B. VAGHAIWALLA,  
 29th June 1950. Superintendent, Census Operations, Assam, Tripura and Manipur.

*Extract from the Census Handbook 1951 :—*

**Collection of Papers**

On the morning of 4th March, after the final check has been completed, the enumerators will go to the place previously fixed by their supervisor at the appointed hour ; prepare in his presence an abstract of the population of their blocks in the form given on the back cover of their booklet of Instructions and hand them over to him, along with the number of census pads, National Register of Citizens forms, industrial census pads, village note forms and house-lists pages, used or unused. Thereafter their census duties will be over, having deservedly earned the sincere thanks of a grateful country for their spirit of service and honorary work.

After checking all the papers submitted by his enumerators, the Supervisor will prepare a circle summary in duplicate and hand it over with one copy of the block summaries, to the Charge Superintendent at a place fixed by the latter on or before 6th March. Each Charge Superintendent will check the papers submitted by his Supervisors and submit all his papers to the District or Subdivisional Office on or before the 8th March.

**Provisional Totals**

All the pads should reach the district or Subdivisional headquarters not later than the 11th March. On the 12th March the Charge Superintendents will all meet together for a final Check and strike provisional totals. These should be sent by wire not later than the 15th March to the Census Superintendent. Each outlying subdivision will send by telegram at the same time its

divisional total to the District Officer who in turn after consolidating the figures for the whole District send it in the following form by telegram to the Registrar General India, New Delhi, (telegraphic address Reggenlind New Delhi) as well as to the State Superintendent, (Census, Shillong.)

#### REGGENLIND NEW DELHI

“ 1951 Census Provisional figures district

Population	Total	.....
Males	Females	.....

The telegram need not give figures for displaced persons which are also being collected in the Enumerator's Abstracts.

The telegram should be followed by an Express letter, which should contain a confirmed copy of the telegram, as well as figures for displaced persons in the following form :—

“ Displaced persons population	Total	.....
..... Males	.....	.....
Females	.....	.....

#### Despatch of Records

The Charge Superintendents should collect all the pads and the N. R. C. forms with relevant records from the enumerators and supervisors and forward them to the District and Sub-divisional Offices so as to reach there *not later than the 11th of March*. 12th, 13th and 14th March will be declared as holidays for Government offices (excepting Treasuries) *to enable the papers to be thoroughly examined before the provisional total is struck and the papers arranged for despatch*. The Charge Superintendents should be present when the papers relating to his charge are being examined. The following are the important points to be seen at the time of this examination :

(1) There should be complete agreement between the General Village, Town and Tea Garden Registers, the Charge Registers, the house-lists received, and the number of pads issued and received back, the entries recorded on the enumeration slips and those in the N. R. C.

(2) The pads should then be examined closely to see—

(a) that every card has got the District, Thana, Charge Circle and Block numbers entered as well as the village name and house-number (this being a X in the case of persons not enumerated in a house, like vagrants),

(b) that no question has been left blank. Blank inadvertently left may very often be filled up without difficulty, e.g., if in a card religion, community, or mother-tongue is left

blank it can be filled up with reference to the other cards of the household ; if in the case of a dependent question No. 10 is not filled up, the occupation of the head of the household should be entered and so on ;

(c) that there are no absurd entries which, if they had come to his notice before, the Charge Superintendents would have corrected himself.

(d) that the totals given on the back of each pad for total for Males, Females and displaced person by sex are correct.

In other words, the pads and the N. R. C. should reach the Tabulation Office thoroughly checked and compared, completes with all relevant records.

(3) The provisional charge abstract will then be checked and finally passed.

(4) The pads will then be packed in proper order in the boxes and labelled. *No box should contain pads relating to more than one charge*. A slip will be pasted in the inner side of the lid of each box showing the charge to which it relates and the number of pads and other papers it contains. If the papers relating to a charge are contained in more than one box the slip in each box should give the circles of that particular charge to which the pads in it belong. With the pads should also be packed the N. R. Cs. house-lists, one set of circle and block summaries and the Charge Registers of that charge together with the charge map. Where the charges are small (e.g., a Tea Garden or two made into a separate charge, a small portion of Railway, etc.) the papers should be packed in thick envelopes or in gunny bags according to size.

(5) Care should be taken to see that the packages are kept dry and free from being soiled.

(6) The Charge Superintendents will draft the descriptive notes required by paragraph 39 of the Census Hand-Book. These descriptive notes will be returned to the District or Sub-divisional Offices not later than the 31st March 1951.

## CHAPTER VII

### Preparation of N. R. C.

As has been already explained, in Introductory Chapter I at this census a National Register will be prepared containing the names of all the citizens of the country with all the essential census information regarding them transcribed in it.

No new instruction need be given regarding its preparation because the entries in the National Register of Citizens for the individuals and households will be written in the same manner and in

the same order, using the same abbreviations and instructions as in the case of census slips. Only census question No. 6, 8 and 13 will be omitted. First finish the enumeration of household population in the order shown in the house-list except institutions taking care to keep them separate and not to mix them up. For every household begin with its head first, then new-born babies and infants, thereafter near relations namely wife, son, daughter, brother, sister, father, mother, then other relations, un-related persons and servants, if any. After finishing the household population, write the entries for the household portion of institutions, *viz.*, normally resident staff and semi-permanent boarders in hotels, *vide* Appendix II of the Booklet of Instructions, and then the other inmates. Lastly the houseless persons are to be entered. In this way, *the entries for these three classes of population in the National Register of Citizens should be kept entirely separate.*

Keep two lines after every household for possible new births and visitors and three lines after every 25 households for striking separate totals for the above three categories of population.

When you finish a census pad and record total population and displaced persons by sex on the back cover of the pad, make similar totals in pencil for the corresponding entries of the National Register of Citizens and see that both the totals agree.

*Time of writing the National Register of Citizens.*—The National Register of Citizens which is merely a copy of the census slips of all persons will be prepared simultaneously with each day's enumeration. Every enumerator will enumerate persons in his village and visit house in the order given in his house-list. On an average, he will complete the enumeration of 5 to 10 houses, *i.e.*, only 25 to 50 slips in a day. *In the evening he should not visit any more houses but should copy out in the National Register of Citizens the entries made by him in the slips using the same symbols and contractions and following the same instructions as given in the case of census slips.*

The preparation of this register will be no additional burden on the enumerator, who did not have to prepare the house-list at this census. Moreover, it is proposed to pay him some honorarium for what extra trouble he will take for writing it. The simultaneous preparation of this register will have an added advantage in that each and every entry made by the enumerator in the census slip will be tested during the re-writing and will provide a good check on doubtful or vague entries. It will also give him an opportunity to correct any errors and omissions in his slips. It should be impressed on every one of the enumerators that it is absolutely essential on his part to

complete the copying out of census data collected by him during the course of the day in the National Register of Citizens *on the same evening*, and that no arrears should be allowed to accumulate. Supervisors should particularly train and warn their staff not to put off the work in the hope of finishing all at a time on the last day. The complete forms of National Register of Citizens as well as census pads shall have to be handed over by them to their Supervisor on the 4th March. It will be one of the most important duties of the Supervisor to see that his enumerators are keeping the preparation of National Register of Citizens up to date so as to enable him to collect all National Register of Citizens forms without fail on the 4th March. No further time will be allowed for failure in completing the National Register of Citizens.

N.B.—In the enumeration slips the three classes of population, *viz.*, Household, Institutional Houseless, will be kept separate. So also in the case of the National Registers of Citizen. But in the case of institutions like jails, hotels, etc., there will be a mixed population *i.e.*, partly household, (*i.e.*, jail staff) and partly institutional (*e.g.*, convicts). As each institution will be enumerated completely before another is taken up, the pads will contain mixed slips of household and institutional population which *cannot* be helped. But this can be avoided in writing up the National Register of Citizens if the slips relating to the household portion of *all* the institutions are copied out *first* and the remaining entries of each institution are entered thereafter. The institutional population will be censused on the last day, *i.e.*, 28th February hence there should not be any difficulty.

As the National Register of Citizens will be maintained as a continued record for use as a Reference work for election purposes and socio-economic studies by Scientists through random sampling, it should be written up and checked with utmost care and attention. As soon as pads will reach the Central Office they will be broken up for the purpose of sorting. *So the best time for checking the National Register of Citizens is at the time of preparing, i.e., during 9th to 28th February 1951* and before despatching the pads for sorting. The Supervisor will by turn check and compare *cent per cent.* of the entries in the National Register of Citizens written up by each of his enumerators and record under a dated initial on the last page of the National Register of Citizens for each village "checked and compared with the pads." The Charge Superintendents will check *25 per cent. at random* and record a similar certificate under his dated initial. In other words, the National Register of Citizens should reach the district office well prepared and thoroughly checked.

## APPENDIX I

List of Districts and Thanas showing the  
Code Nos. assigned

	Code No.
CACHAR DISTRICT .. ..	(1)

## SILCHAR SUB-DIVISION

Katigora .. ..	(1.1)
Barkhola .. ..	(1.2)
Udarband .. ..	(1.3)
Lakhipur .. ..	(1.4)
Sonai .. ..	(1.5)
Silchar .. ..	(1.6)

## KARMIGANJ SUB-DIVISION

Badarpur .. ..	(1.7)
Karimganj .. ..	(1.8)
Patharkandi .. ..	(1.9)
Ratabari .. ..	(1.10)

## HAILAKANDI SUB-DIVISION

Hailakandi .. ..	(1.11)
Katlicherra .. ..	(1.12)

UNITED KHASI AND JAINTIA HILLS DISTRICT.	(2)
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NAGA HILLS DISTRICT .. ..	(3)
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LUSHAI HILLS DISTRICT .. ..	(4)
-----------------------------	-----

GOALPARA DISTRICT .. ..	(5)
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## DHUBRI SUB-DIVISION

Gossaigaon .. ..	(5.1)
Kokrajhar .. ..	(5.2)
Sidli .. ..	(5.3)
Bijni .. ..	(5.4)
Bilasipara .. ..	(5.5)
Golakganj .. ..	(5.6)
Dhubri .. ..	(5.7)
South Salmara .. ..	(5.8)
Mankachar .. ..	(5.9)

## GOALPARA SUB-DIVISION

North Salmara .. ..	(5.10)
Lakhipur .. ..	(5.11)
Goalpara .. ..	(5.12)
Dudnai .. ..	(5.13)

KAMRUP DISTRICT .. ..	(6)
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## GAUHATI SUB-DIVISION

Barama .. ..	(6.1)
Rangiya .. ..	(6.2)

Nalbari .. ..	(6.3)
Hajo .. ..	(6.4)
Kamalpur .. ..	(6.5)
Gauhati .. ..	(6.6)
Palashbari .. ..	(6.7)
Chhoyagaon .. ..	(6.8)
Boko .. ..	(6.9)

## BARPETA SUB-DIVISION

Sorbhog .. ..	(6.10)
Patacharkuchi .. ..	(6.11)
Barpeta .. ..	(6.12)
Tarabari .. ..	(6.13)

DARRANG DISTRICT ; .. ..	(7)
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## TEZPUR SUB-DIVISION

Dhekiajuli .. ..	(7.1)
Tezpur .. ..	(7.2)
Chutia .. ..	(7.3)
Behali .. ..	(7.4)
Gohpur .. ..	(7.5)

## MANGALDAI SUB-DIVISION

Paneri .. ..	(7.6)
Udalguri .. ..	(7.7)
Majbhat .. ..	(7.8)
Dalgaon .. ..	(7.9)
Kalaigaon .. ..	(7.10)
Mangaldai .. ..	(7.11)

## NOWGONG DISTRICT (8)

Lahorighat .. ..	(8.1)
Dhing .. ..	(8.2)
Rupahihat .. ..	(8.3)
Koilabor .. ..	(8.4)
Samaguri .. ..	(8.5)
Nowgong .. ..	(8.6)
Roha .. ..	(8.7)
Marigaon .. ..	(8.8)
Jamunamukh .. ..	(8.9)
Lumding .. ..	(8.10)

## SIBSAGAR DISTRICT .. (9)

## GOLABHAT SUB-DIVISION

Bokakhat .. ..	(9.1)
Dergaon .. ..	(9.2)
Golaghat .. ..	(9.3)

## JORHAT SUB-DIVISION

Majili .. ..	(9.4)
Teok .. ..	(9.5)
Jorhat .. ..	(9.6)
Titabar .. ..	(9.7)

<b>SIBSAGAR SUB-DIVISION</b>				Naga Hills District .. .. (3)—
Amguri .. .. . (9.8)				Kohima .. .. .
Sibsagar .. .. . (9.9)				Lushai Hills District .. .. (4)—
Sonari .. .. . (9.10)				Aijal .. .. .
Nazira .. .. . (9.11)				Goalpara District .. .. (5)—
<b>LAKHIMPUR DISTRICT (10)</b>				Dhurbi .. .. . 5.7A
<b>NORTH LAKHIMPUR SUB-DIVISION</b>				Gauripur .. .. . 5.7B
				Goalpara .. .. . 5.12A
Bihpuria; .. .. . (10.1)				Kamrup District .. .. (6)—
North Lakhimpur .. .. . (10.2)				Nalbari .. .. . 6.3A
Dhakuakhana .. .. . (10.3)				Gauhati .. .. . 6.6A
<b>DIBRUGARH SUB-DIVISION</b>				Palasbari .. .. . 6.7A
				Barpeta .. .. . 6.12A
Dhemaji .. .. . (10.4)				Darrang District .. .. (7)—
Dibrugarh .. .. . (10.5)				Tezpur .. .. . 7.2A
Tinsukia .. .. . (10.6)				Mangaldai .. .. . 7.11A
Doom Dooma .. .. . (10.7)				Nowgong District .. .. (8)—
Digboi .. .. . (10.8)				Nowgong District .. .. (8)—
Bordubi .. .. . (10.9)				Nowgong .. .. . 8.6A
Moran .. .. . (10.10)				Lumding .. .. . 8.10A
Jaipur .. .. . (10.11)				Sibsagar District .. .. (9)—
Margherita .. .. . (10.12)				Golaghat .. .. . 9.3A
<b>GARO HILLS DISTRICT (11)</b>				Jorhat .. .. . 9.6A
<b>FRONTIER TRACTS</b>				Sibsagar .. .. . 9.9A
Mikir and North Cachar Hills .. .. (12)				Nazira .. .. . 9.11A
Mishmi Hills .. .. . (13)				
Abor Hills .. .. . (14)				
Balipara .. .. . (15)				
Tirap .. .. . (16)				
<b>STATES</b>				
Manipur .. .. . (17)				
Tripura .. .. . (18)				
<b>APPENDIX II</b>				
<b>List of Towns and Cantonments for Census purposes (Provisional) with Code Nos. assigned to each</b>				
				Code No.
Gachar District .. .. . (1)—				Lakhimpur District .. .. (10)—
Silchar .. .. . 1.6A				North Lakhimpur .. .. 10.2A
Karimganj .. .. . 1.8A				Dibrugarh .. .. . 10.5A
Hilakandi .. .. . 1.11A				Tinsukia .. .. . 10.6A
United Khasi and Jaintia Hills .. .. (2)—				Doom Dooma .. .. . 10.7A
Shillong .. .. . /				Mikir and North Cachar Hills District (12)—
Shillong Cantonment .. .. . /				Haflong .. .. .
				Mishmi Hills .. .. . (13)—
				Sadiya .. .. .
				Abor Hills .. .. . (14)—
				Paşighat .. .. .
				Manipur State .. .. (17)—
				Imphal .. .. .
				Tripura State .. .. (18)—
				Agartala .. .. .

*Note.*—Town areas in every thana should represent the first charge in the alphabetical order [*vide* paragraph 3(vii) of this letter].

APPENDIX III  
Census Calendar for 1950-51.

PART I

	To be commenced	To be completed
1. Preparation of General Village, Town and Tea garden Registers.	..	25th May 1950
2. Appointment of Charge Superintendents.	..	31st May 1950
3. Appointment of Enumerators and Supervisors in consultation with the Charge Superintendents.	20th June 1950	1st July 1950
4. Training of Enumerators and Supervisors.	1st August 1950	
5. Checking by Census Officers of the house lists prepared for Electoral Roll purposes.	1st August 1950	15th Sept. 1950
6. Submissions of an interim abstract of Charge Register.		20th Sept. 1950
7. House, numbering, if any.	21st Sept. 1950	15th Oct. 1950
8. Collection of village notes and Census of Small Industries.	(Dates to be fixed later)	
9. Corrected return of houses and population to be sent to Provincial Superintendent.	..	1st Dec. 1950

*Item 3.*—Between 1st June and 20th July Charge Superintendents are expected to get themselves fairly acquainted with their respective charges, finish checking of General Village Register and send in their lists of Supervisors and Enumerators to be appointed.

For the post of Supervisor the Sarpanch, collecting member or any other member of the Panchayat, if sufficiently educated and influential is the first choice, to be reinforced by officers (like Sub-Registrar, Public Health Sub-Assistant Surgeon, etc.), with limited touring, teachers, employees of big estates, retired officials, leading landholders. *Prior willing consent is essentially necessary before appointing non-officials.* Supervisors should be drawn generally from Government officers subordinate in status to the Charge

Superintendents. Enumerators should be selected from the Land Record Staff, Primary School Teachers, etc. Only where such men are not available, suitable outsiders are to be appointed.

*Item 4.*—House numbering has already been done for Election purposes. The house lists already prepared and checked by the Election authorities should be thoroughly re-checked by Census Officers. So training should begin well the aim and objects of the Census and checking of house lists to be followed up at a later stage by instruction in the enumeration procedure.

*Item 5.*—Figures for resident population for every house should be checked in cent. per cent. cases by Circle Supervisors and at least 25 per cent. of the houses at random by the Charge Superintendents.

*Item 7.*—Only new houses or any house left out by mistake will require numbering. So item 8 should be taken up simultaneously with this.

*Item 8.*—As in 1941 village notes regarding liability of every village to floods and epidemic diseases, water supply, medical and educational facilities will be collected. In addition, the Census of Small Industries will be conducted in the following form which will be printed and supplied later.

[Applied to industrial establishment (a) without power employing less than 20 persons, (b) with power employing less than 10 persons other than any such units notified by the Provincial Government under Section 5 of the Factory Act; mines not covered by the Indian Mines Act and Cottage and Home Industries.]

1. Name of the Establishment or proprietor.
2. Nature of the business.
3. Number of owners.
4. Do all the owners belong to the same family or are there any outsiders ?
5. Is the establishment perennial or seasonal. If seasonal for which months in the year does it work ?
6. Number of looms in textile establishments and material woven, *i.e.*, cotton, wool, silk, etc.
7. Number of persons employed—

	Male		Female	
	Part time	Whole time	Part time	Whole time
(a) Adult (18 and over)	..	..	..	..
(b) Youths (15—18)	..	..	..	..
(c) Children (under 15)	..	..	..	..
Total	..	..	..	..

**Census Calendar for 1950-51**

**PART II**

	To be commenced	To be completed
1. Training to Enumerators and Supervisors including practice enumeration.	..	8th February
2. Test Enumeration ..	1st December	7th December
2. (a) Report on Test Enumeration to reach the Superintendent, Census Operations.		15th December
3. Distribution of Pads to Enumerators.	15th December	31st December
4. Village Notes	15th December	31st January
Small Industries	Do.	Do
5. Enumeration of household population and	9th February	28th February
5. (a) Writing National Register of Citizens (N. R. C.)		
6. Enumeration of institutional population &	28th February	28th February
6. (a) Its N. R. C. portion.		
7. Enumeration of houseless population and	Night before Sun-rise of 1st March	
7. (a) Its N. R. C portion.		

	To be commenced	To be completed
8. Final check	1st March	3rd March.
8. (a) Completion of N. R. C.		
9. Submission of Enumerators' Abstract to Supervisors.		4th March
10. Submission by Supervisors of their Circle Abstract to Charge Superintendents.	5th March	7th March
11. Submission by Charge Superintendents of their Charge Abstract and despatch of records to District and Sub-divisional headquarters	8th March	11th March
12. Despatch of Sub-divisional provisional totals to the Superintendent, Census and the Deputy Commissioner by telegram.		Not later than 13th March
13. Despatch of consolidated district totals to Superintendent, Census Shillong, and to Registrar General, India, New Delhi by telegram.		Not later than 15th March

The above is the Calendar for different stages of enumeration which should be strictly followed.

**APPENDIX VI  
ENUMERATOR'S ABSTRACT**

Village \_\_\_\_\_  
 Ward \_\_\_\_\_  
 Chawkidari Circle \_\_\_\_\_  
 Mauza \_\_\_\_\_

(No. \_\_\_\_\_) Thana \_\_\_\_\_ (No. \_\_\_\_\_)

Block No (if any)	No of occupied houses	No. of households	Male	Female	Total	Displaced persons Q. 6	
						Males	Females
1	2	3	4	5	6	7	8

Returned : (a) No. of Census Pads .. .. .  
 (b) No of N. R. C forms .. .. .  
 (c) No. of Industrial Pads .. .. .  
 (d) Village Notes forms .. .. .  
 (e) House lists pages .. .. .  
 Checked with Charge/Circle Register.

Supervisor.

Enumerator.

CIRCLE  
ABSTRACT  
CHARGE

Sub-division..... Charge No.....

Thana..... Circle No.....

Nature and Serial No. of Circle	No. of occupied houses	No. of households	No. of persons			No. of Dis-placed persons (Q. No. 6)		
			M	F	Total	M	F	Total

Used    Unsued

- Returned : (a) No. of Census Pads.....
- (b) No. of N. R. C. forms.....
- (c) No. of Industrial Pads.....
- (d) Village Notes forms.....
- (e) House lists pages.....

Checked with Charge/Circle Register.

.....

Supervisor,	Enumerator,
Charge Superintendent.	Charge Superintendent.

**INSTRUCTIONS FOR TRAINING**

The Census Superintendent himself will undertake the training of all Charge Superintendents and District and Subdivisional Census Officers during his tours. A careful perusal of the Census Hand-Book, printed Instructions to Enumerators and all circulars that may be issued from time to time from his office along with the verbal training and practice enumeration exemplified by the Census Superintendent with the help of his folding black-board will dispell most of their doubts and difficulties. If any difficulty still remains to be solved, they should consult the District or Subdivisional Census Officer or their Deputy Commissioners and Subdivisional Officers who may refer any matter they consider necessary to the Census Superintendent. The Charge Superintendents, however, must practice enumeration themselves on their own households or on their colleagues, friends, relations, subordinate staff or chaprassis and their households in order to have practical experience of the difficulties which will

confront their Supervisors and Enumerators. They should carry a sample pad during their tours and with that aid the use of slate, black-board or rough paper, practical training can easily be imparted to their staff.

The Charge Superintendents will personally give similar training to their Supervisors and as many Enumerators as possible by explaining the printed questionnaire and procedure, removing their difficulties and doubts and having a practice enumeration in their training classes. Though the Supervisors will be primarily responsible for the training of Enumerators, the Charge Superintendents themselves should see that their training is complete and effective. There should be a combined and continued effort for training the Enumerators who are primarily responsible for the collection of unbiased and accurate census data ; the end of all training is to enable them to face their task with confidence. If they fail, the Census fails with them. Hence every supervising Census Officer should concentrate on the weakest links in their respective chains and bring up those officers who may be somehow or other below par up to the average level of efficiency. They should make it a point to train the staff under them personally and *through oral instructions* on no less than **3 to 4 distinct occasions before the end of January 1951.**

It is not enough to train the staff ; the public should also be educated and made census-minded. It has already been pointed out how the Census in India is really taken by the people themselves and this aspect should never be lost sight of. Full co-operation from the public is most essential and co-operation requires understanding. The public should therefore be informed of the general procedure, the questions that will be asked, the mode of answering them and what use is intended to be made of the answers. If the Charge Superintendents arrange on a couple of occasions at least, to meet their Supervisors and all (or as many as may be conveniently possible), enumerators, along with the leading men of villages, in schools, etc., they can give the most effective joint training to the enumerators and the enumerated. Every touring officer, whether as a Charge Superintendent or not should avail himself of every opportunity of enlightening the public on matters connected with Census. Very valuable results can be achieved in this manner without much conscious additional effort.

*Test Enumeration.*—In order to give Supervisors a thorough idea of all the complexities of census procedure and questionnaire and to enable them to train their enumerators adequately, every Charge Superintendent must select a convenient block or village, at some central spot in his charge and collect all his Supervisors there ; he must get the entire block enumerated by them as well



as by the neighbouring enumerators, each doing a bit of enumeration work. *This should be done without fail by the 1st week of December and a report submitted to Census Superintendent to reach him on or before 15th December 1950.*

R. B. VAGHAIWALLA  
Superintendent, Census Operations,  
Assam.

OFFICE OF THE SUPERINTENDENT,  
CENSUS OPERATIONS, ASSAM, TRIPURA  
AND MANIPUR

**Immediate and**

**Important.**

No. Enu. 1/174.

*Dated, Shillong, the 5th January 1951.*

From—Shri R. B. VAGHAIWALLA, I.C.S., Superintendent, Census Operations, Assam, Tripura and Manipur,

To—All Deputy Commissioners, Political Officers Subdivisional Officers, Deputy Commissioner, Manipur and Secretary to the Government of Tripura, Home (Census) Department, Agartala.

SUBJECT : *Question No. 10—Principal Means of Livelihood—Agriculture.*

SIR,

I send herewith correction slips to Questions 10 and 13, which should be *immediately* distributed and explained to the entire Census staff. Two different concepts of 'ownership' are involved so far as Questions 10 and 13 are concerned. For the purpose of Question 10, the word 'owned' used in relation to land includes every tenure which involves the right of permanent occupancy of land for purposes of cultivation. Such right should be heritable; it may be, but need not necessarily be also transferable. On the other hand, the definitions of 'land owned' and 'land rented' given in Question 13 are based on local laws and regulations. You should clearly explain what is involved in each concept to your enumerating staff. Thus, annual patta-holders will fall under the category of owners for the purpose of Question 13; but in Question 10 they will be recorded under category 2, namely non-owning cultivators. *Tenants, Jotedars and Raiyats with occupancy rights in the permanently settled areas of Goalpara and Cachar will be treated as tenants for Question 13, but they will be treated as cultivating owners and recorded as 1 in Question 10.*

P/82.6

2. In temporarily settled areas of Assam, privileged raiyats and occupancy tenants or raiyats will be recorded as 1 (cultivating owners) in Question 10, though they will feature under 'land rented' in Question 13.

3. Thus, whether in temporarily or permanently settled areas of Assam, cultivators having heritable rights of occupancy in the land will be recorded as cultivating owners in Question 10.

4. Spare copies of this circular are enclosed for immediate distribution to Charge Superintendents and English-knowing Supervisors. Correction slips only may kindly be given forthwith to all Supervisors and Enumerators, who will paste them in their Instruction booklets. If some of the letter are not yet distributed, your office will please distribute one correction slip with each booklet. Even if the 'ages of some of the booklets received later are uncut, no time should be wasted in your office in cutting. This should be left to the enumerators.

Yours faithfully,

R. B. VAGHAIWALLA,  
Superintendent, Census Operations,  
Assam, Tripura and Manipur.

CORRECTION SLIPS TO THE BOOKLET  
"INSTRUCTIONS TO ENUMERATORS"—  
ASSAM, TRIPURA AND MANIPUR

No. 1.

Delete the sentence "(see the definition of 'land owned' given in Question No. 13)" at page 16 in Question No. 10 under head Agriculture and *substitute* the following against 1 :—

"The word 'owned' used in relation to land includes every tenure which involves the right of permanent occupancy of land for purposes of cultivation. Such right should be heritable; it may be, but need not necessarily be also transferable. All cultivating Raiyats, Tenants and Jotedars having occupancy rights will be included under 1."

No. 2.

Delete the sentence "(see the definition of 'land rented' given in Question No. 13)" at page 16 in Question No. 10 under head Agriculture and *substitute* the following against 2 :—

"Annual patta-holders, bargdars, adhiars, Raiyats, Jotedars or Tenants who cultivate land without having any occupancy rights will be included under 2."

## No. 3.

Add the following at the end of Question No. 13 at page 21 :-

“ Note.—The definitions of ‘land owned’ and ‘land rented’ given in Q. No. 13 do not apply to Q. No. 10.”

### CHECK OF CENSUS RECORDS DURING CENSUS HOLIDAYS.

1. First check the number of census pads and other forms mentioned in the Enumerator's Abstract with the Circle Register and see if the number shown therein is correct.

2. Then check the Charge/Circle Abstracts with the Charge/Circle Register and see that every village or block has been accounted for and the total number of pads etc. are correct.

3. Check the N. R. C. with the house lists and see that all the occupied and un-inhabited shown therein have been shown in the N. R. C. and the total of each category in the both agrees.

4. Compare the pads with the N. R. C. thoroughly and see that no column in the census pad or N. R. C. has been left blank. If there is a blank in the pad, fill it up with the corresponding entry in the N. R. C.

5. Pay particular attention to entries for Questions 9, 10 and 11 (Means Livelihood) and translate into English if any entry is in vernacular.

6. The pads should be examined closely to see—

(a) that every card has got the District, Thana, Charge, Circle and Block numbers entered as well as the village and house-number (this being a Cross in the case of persons not enumerated in a house, like vagrants) ;

(b) that no question has been left blank. Blanks inadvertently left may very often be filled up without difficulty, *i.e.*, if in a card religion, community or mother-tongue is left blank it can be filled up with reference to the other cards of the same household ; if in the case of a dependent Question No. 10 is not filled up, the occupation of the head of the household should be entered and so on ;

(c) that there are no absurd entries which, if they had come to his notice before, the Charge Superintendent would have corrected himself;

(d) that the totals given on the back of each pad for total for males, females and displaced persons by sex are correct. In other words, the pads and the N. R. C. should be thoroughly checked and compared with all relevant records ;

(e) the provisional Charge Abstract will then be checked and finally passed.

7. In case there are blanks other discrepancies that cannot be settled by the Charge Superintendent himself without local enquiry a statement should be prepared in duplicate, one copy being made over to the Charge Superintendent for subsequent report and the other copy, attached to the Charge Abstract.

8. The following certificate should be recorded by the Checking Officers.

We have carefully checked and compared the enumeration pads, N. R. Cs and relevant records and certify that, with the exceptions noted below :—

(a) there is complete agreement between different sets of census records ;

(b) that no question has been left unanswered in census slips ;

(c) that there is exact correspondence between entries in the census slips and entries in the National Register and

(d) that the answer to Question 10 is full, specific and classifiable and translated into English.

Signature.

Signature and Designation of Checking Officers.

Signature and Designation of Charge Superintendent.

### LIST OF INCOMPLETE ENTRIES AND DISCREPANCIES

Name of Thana . . . . .			
Code No.	Name of village.	Name of persons	Details of inaccuracies and incompleteness.
1	2	3	4

No. TAB. 10/17.

*Shillong, the 9th April 1951.*

*Deputy Superintendent, Shillong.*

Your Memo. No. 91, dated the 6th April 1951.

My Memo. No. TAB. 2/13, dated the 13th March, 1951 shows the extent to which you are authorised to make corrections in different entries relating to the person enumerated. Any alteration or correction beyond this limit requires my approval.

2. With regard to corrections or omissions in the N. R. C. the enumeration slips are naturally the basis ; hence if you find a person enumerated on the slip but omitted from the N. R. C. the omission should be rectified straight away by filling up his name and other entries in the N. R. C. Similarly, if you find names and other entries in the N. R. C. for a person for whom the enumeration slip does not exist, this also may be taken as an oversight or mistake, and a new slip filled up, if the cases involved are few and far between. However, where the number of such omissions are large, or a whole pad or more slips are missing for persons whose names are duly entered in the N. R. C. you should refer the matter to the local authorities for clarification and their reply should be submitted with your comments thereon to me for orders.

3. In this connection, I would advise you to go through paragraph 53 of the Census Handbook regarding preparation of N. R. C. and cross-check of totals with pads. This will help you to resolve many apparent discrepancies.

4. To avoid mistakes of the latter nature (where many slips or whole pads are missing regarding those whose names are entered in the N. R. C.) the first step will be to carefully verify the number of pads, as soon as you open a bag or a consignment, and see whether the total number of pads tally with the charge, circle or block abstracts. If this checking is done carefully, the problem of finding large number of names in the N. R. C. for whom pad entries are missing, will be largely cut at the root.

Signed R. B. VAGHAIWALLA,  
*Superintendent, Census Operations, Assam etc.*

Memo. No. TAB. 10/17 (a), Shillong, the 9th April 1951.

Copy forwarded to the Deputy Superintendent, Census, Jorhat, for information.

Signed R. B. VAGHAIWALLA,  
*Superintendent, Census Operations, Assam etc.*

Copy of D. O. No. ENU. 11/191, dated the 22nd September, 1951, from Shri R. B. Vaghaiwalla, I.C.S., Superintendent, Census Operations, Assam, to Shri R. A. Gopaldaswami, I.C.S., Registrar General, India.

SUBJECT : *National Register of Citizens—  
Sample Verification and record of  
final population figures.*

As directed by you in your D. O. No. 27/5/51-RG., dated the 6th August, 1951, I shall certainly prepare a concise review about the procedure of compiling the National Register and the nature and extent of defects noticed in it at the tabulation stage.

2. However, regarding your instructions to prepare a statistical statement in connection with the discrepancy between the N. R. C. and the Primary Census Abstract, I should like to bring to your notice a special feature in my Region. In order to increase the utility of the N. R. C. from the very beginning I had given orders that there should be a cent per cent. tally between the entries in the slips and the Register. Even when complete reconciliation and tally of the entries of individuals in the N. R. C. and the slips were stopped on receipt of your later instructions, I had directed my Tabulation Offices to make a cent per cent tally at least regarding the total entries. Thus, if there were slips, for which no entries were found in the N. R. C. the Deputy Superintendents were authorized to engage (and they did engage) a special staff of copyists to copy out the missing entries in the N. R. C. without which the utility of the N. R. C. would have been greatly reduced. Conversely, opposite instructions were also issued, viz. where there were entries in the N. R. C. for which there were no slips, we took it to mean negligence and inefficiency on the part of the enumerator to undertake duplication of work and ordered copyists to prepare new slips for such additional entries found only in the N. R. C. This was not done only in case of Tripura, for which I have ordered the preparation of the statistical statement based on the sample laid down by you.

3. Thus, my instructions have automatically assured a hundred per cent. tally between the totals of population separately by males and females from the N. R. C. and those given in the Primary Census Abstract. Hence, in my opinion, there will be no need to prepare any statistical statement so far as Assam is concerned. Even the minimum sample check 5 per cent. for rural tracts and 10 per cent. for urban tracts therefore will not be necessary for Assam. I shall be grateful for your approval of my idea to drop even the sample comparison in my Region (excepting Tripura).

Copy of D. O. No. ENU. 11/317, dated the 25th June 1952, from Shri R. B. Vaghaiwalla, I.C.S., Superintendent, Census Operations, Assam, to Shri Natarajan, Assistant Census Commissioner, India.

Reference your D.O. No. 27/5/51-RG., dated the 13th May, 1952, regarding the sample verification of the figures in the National Register of Citizens and the Primary Census Abstracts.

2. In the case of Tripura I subsequently ordered for comparing the Primary Census Abstracts and the National Registers of Citizens. The records of Amarpur and Khowai Divisions were compared and it was found that according to the Primary Census Abstract the total population was 77,160 and according to the National Register of Citizens 78,642, the resultant difference being 1,482 or 1.9 per cent. The check could not be completed even in the case of these 2 Divisions owing to the defective preparation of General Village Registers as well as National Register of Citizens. In many cases the name of code number of villages were altogether omitted in the National Register of Citizens. So the difference could not be located whether it was due to omission of any village. The list of villages as given in the General Village Register do not tally with those given in the National Registers of Citizens. The same thing happened in the case of slips also and the names of many villages could not be given in the Primary Census Abstract without reference to the Tripura State authorities.

3. As regards review about the procedure of compiling the National Register of Citizens, I enclose herewith an extract from the reports of my Deputy Superintendents which will show that the instructions to enumerators on the subject were not strictly followed. Our instruction was to fill up the enumeration slips first and then copy the entries on the National Register of Citizens and strike totals of both the sets of figures and see if there was any discrepancy. Some of the enumerators appear to have prepared the National Register of Citizens first and made entries in the slips afterwards when they went on their rounds. During the Census Holidays also the checking officers were instructed to compare the totals of both the sets of figures, but this was not carried out in most cases. The result was that the entries in the National Register of Citizens did not tally with the slips filled up. Had the instructions been followed properly, there should not have been any discrepancy between the entries in the National Register of Citizens and those on the slips.

U. O. No. S. 20/81

Shillong, the 23rd August 1951.

**Important.**

Deputy Superintendent, Census, Shillong/  
Jorhat, u/o.

I send herewith Registrar General, India's letter No. 48/1/51-RG., dated the 16th August 1951 with its enclosed statement. Jorhat will please note carefully that this statement with full reasons for variations from the budget allotments sanctioned for it under different heads must be positively posted on 2nd September 1951 and that it should make no delay in submitting this statement timely, in view of its extreme importance and urgency.

2. I require the details of the following items of expenditure :—

	Sorters (Compiler- Checkers, Super- visors or Ad- ministrative Assistants) Months	Amount
<b>(a) Pilot Tabulation :</b>		
(i) Administrative Assis- tants' months ..	..	
(ii) Supervisors' months ..	..	
(iii) Compiler-Checkers' months ..	..	
(iv) Sorters' months (if any)		
<b>(b) Arranging Records :</b>		
Sorters' months ..	..	
<b>(c) Reconciliation and Tally of N. R. C. with Pads :</b>		
(i) Sorters' months ..	..	
(ii) Compiler-Checkers' months		
(iii) Supervisors' months ..	..	
<b>(d) Additional Compiler-Che- ckers' (or Sorters which- ever actually employed) months for checking 100% Sorters' Ticket "O"</b>		
<b>(e) Scheduled Tribes Sorting (Assam Ticket) :</b>		
(i) Administrative Assi- tants' months.		
(ii) Supervisors' months.		
(iii) Compiler-Checkers' months.		
(iv) Sorters' months. ..	..	
(v) Technical Assistants' months.		
(vi) Tabulation Clerks' months.		
If the Assam Ticket Sorting is not completed at the time of report, the probable expendi- ture should be shown sepa- rately.		
<b>(f) Copyists' months for fill- ing up N. R. C.s or in- complete slips.</b>		

3. According to the Madhya Pradesh Standard (*vide* my Memo. No. Tab. 14/67, dated the 14th August, 1951), the following establishment is permissible :—

	Population dealt with including D. Ps.	Sorters' months	Supervisors' months	Compiler Checkers months
JORHAT	5,248,955	577	63	110
SHILLONG	5,097,186	561	61	107

Please let me know the latest average daily outturn of Sorters who are dealing with Agricultural (including Tea) slips and those sorting Sample and D. P. Slip and let me have your comment on the Madhya Pradesh Standard in comparison with the staff entertained in your office. Please note that sorting for Q. 13 will be a part of the overall sorting operations for which no extra grant or calculations are necessary. Extra money will however be provided for tabulating Village Notes and Small Industries slips.

R. B. VAGHAIWALLA,  
*Superintendent, Census Operations, Assam.*

Copy of letter No. 48/1/51-RG., dated the 16th August, 1951, from the Registrar General India, to the Superintendent, Census Operations, Assam.

SUBJECT : *Excesses and Savings Statement under Demand No. 54 Census (1951-52).*

1. We have now to take stock of our budget position and see whether we can expect to complete our work for the year within our budget allotment. As you are no doubt aware, it is our endeavour to complete our planned work within the budget grant and not to apply for additional funds, except in altogether exceptional circumstances.

2. The work that has to be done during the year has been clearly defined. The sorting performance in one or two States where the tabulation work is advanced indicates that the basis on which sorter-months were allotted by me to the various States is very near the mark. I am, therefore, hoping that all of you adhere to (or show some savings on) the sorter-months allotment; and, in other respects, maintain close control over expenditure and output in tabulation offices.

3. The tabulation work in most of the States should have reached a stage from which it should be possible on the basis of the work already done, to estimate more or less accurately, the future requirements for the year. In one or two States,

where sorting started relatively recently, this may be slightly more difficult. But here also efforts should be made to estimate the expenditure as accurately as possible.

4. I shall be grateful if you will review your budget position, *work out your future requirements* and on that basis furnish me a statement showing the likely excesses or savings over the budget provision under each head and sub-head of account. The form of the statement in which you should furnish the details is enclosed. Please furnish full reasons for the excesses or savings which you anticipate; and *personally satisfy yourself about the correctness of the reasons.*

5. About the middle of September, I propose to review the statements furnished by you, and pass orders regarding transfer of funds from one head to another or from one circle to another; and determine the over-all position regarding expenditure in relation to the budget grant. Please, therefore, send your reply before the 10th September, 1951.

Extract from D. O. No. S. 20/85, dated the 12th September 1951, from the Superintendent, Census Operations, Assam, Manipur and Tripura, to the Registrar General, India.

SUBJECT : *Excesses and Savings Statement under Demand No. 54, Census (1951-52).*

As soon as your sanction to the reduced budget provision was received I hastened to reorganise my Tabulation Offices, retrenching some higher posts of Administrative Assistants and Supervisors without sacrificing efficiency. I also directed the Deputy Superintendents to consider tea-garden slips in Assam on the same basis as those of agricultural groups and to allot 40,000 slips of tea-garden areas to a sorter. This was rendered possible because of my instructions at the enumeration stage to use contraction "6" for tea-garden labourers. These measures, coupled with very satisfactory averages registered by sorters for each of the tickets on account of constant watch and ceaseless pressure, contributed to a reduction in expenditure on Pay of Establishment greater than what I hoped for at an earlier stage. The statements will make it clear that I shall now have no difficulty in meeting all expenses of sorting and compilation, including that of Village Notes, Small Industries and Question No. 13, as well as extra expenditure I had to incur on arranging census records, in copying slips and N. R. Cs. and in providing for hundred per cent. check of Sorter's Ticket 'O' within the budget grant sanctioned by you. Even the expenditure on complete reconciliation and tally of N. R. C. with pads will be met from the present allotment.

Circulars, letters, etc. issued by the Registrar General, India and ex-Officio Census Commissioner, New Delhi.

No. 1331/50-RG

GOVERNMENT OF INDIA.

MINISTRY OF HOME AFFAIRS

OFFICE OF THE REGISTRAR GENERAL, INDIA

NEW DELHI : 2,  
the 14th November 1950.

From

R. A. Gopalaswami, Esq., I.C.S.,  
Registrar General, India.

To

All Superintendent of Census Operations.

SUBJECT : *Census publicity for "Means of Livelihood" and "Economic Status"*

SIR,

I enclose a copy of my D. O. letter to Shri K. B. L. Seth, I.C.S., Chief Secretary to the Government of Madhya Pradesh, on the subject, for your information and necessary action.

Yours faithfully,  
(D. NATARAJAN),  
for Registrar General, India

D. O. No. 15/5/50-RG.

REGISTRAR GENERAL, INDIA.

MINISTRY OF HOME AFFAIRS,

GOVERNMENT OF INDIA.

NEW DELHI, the 8th November 1950.

SUBJECT : *Census publicity for "Means of Livelihood" and "Economic Status."*

My dear Seth,

1. It is (I realise) an unusual and probably unreasonable proceeding for me to invite a Chief Secretary to find time to plan a census publicity campaign ; but that is just what I am inviting you to do. The need is great. Besides you have already helped ; and so it is natural you are asked to help more.

The occasion is a letter from Kerawala extracts from which I enclose herewith.

2. Most of the census questions are very simple and need no great intellectual effort on the part either of the enumerator or the citizen. There

is a little teaser in question 1 (of which you are aware) and about which I am not much worried. But there is some difficulty and much importance in questions 9, 10 and 11. They are interconnected and directed to two topics *viz.*, "Means of Livelihood" and "Economic Status." The former is broken into two parts Principal Means of Livelihood and Secondary Means of Livelihood and these are put as two separate questions 10 and 11. The latter is also broken into two parts (somewhat clumsily described as "dependency" and "employment") and put as two separate parts of the same question 9.

The formulation and arrangement of the questions are by no means perfect these were partly due to causes beyond my control and need not be gone into now. But it is necessary to mention that a great deal of discussion and collective thinking have been devoted to them. We are aware of possible objections, conceivable alternatives and so on ; and there are very good reasons behind the definitions and instructions finally issued. Whatever one's opinion may now be, the definitions and instructions are now beyond recall. Right or wrong, they have to be put exactly as they stand to 7 crores of households throughout the country, and understood in an identical sense ; and replies should be correctly recorded.

It is extremely important that *all enumerators, and as large a proportion of citizens as can possibly be reached*, should be induced to accept the definitions and instructions as they stand, and correct replies should be secured and recorded.

3. This involves two distinguishable operations.

*First. Dissemination of the true doctrine.*

There is no real difficulty in understanding the sense in which we use the terms—

Principal Means of Livelihood.

Secondary Means of Livelihood.

Self-supporting persons, earning dependants, and non-earning dependants.

Employers, employees and independent workers.

The difficulty is to *fix* the meaning of these terms in one sense rather than another of which they may be capable (an inherent difficulty increased by difficulties of translation).

*Secondly. Removal of Objections.* We have to meet criticism and render such explanations as may be necessary to convince people that the objections which occur to them had already occurred to the authors and been taken care of ; that the census would be spoiled unless everyone understood and answered the questions in an identical manner.

Necessary material for both purposes exist in the Census Questionnaire and Instructions *plus* Part II of the 1951 Census Tabulation Plan. Kerala will no doubt be able to explain this to you.

4. As regards the specific objections reported to have been raised by Socialists in Madhya Pradesh, *viz.*, persons who ought to be "classified as semi-starving human beings" would (under our definitions and instructions) be classed as "self-supporting persons." I would like to say the following :—

(i) It is perfectly true that there are a great many persons with too low incomes to support life at the minimum that can be regarded as a human standard ; and yet these would be classed as "self-supporting persons", if it so happens that their small income at least proves sufficient for their maintenance at the *de facto* standard (sub-human as it might be). This part of question 9 does not seek to classify people according to income or standard of living, but according to their actual status in relation to national economy as well as the economy of the household.

(a) Within every household there are breadwinners, and others who are not breadwinners. It is this distinction which is sought to be brought out by the terms "self-supporting persons" and "non-earning dependants." The "earning dependant" is an intermediate category which, it is believed, has greater significance in India than elsewhere, and is accordingly provided. This is the person who gets some income, but not enough even to meet the cost of his own maintenance at whatever standard he happens to live.

(b) The distinction is significant not merely in relation to the economy of the household but also in relation to the national economy. This would become clear by looking at the form of Economic Table No. I. (It is also further brought out by the forms of Economic Table Nos. II and III). We propose to classify the people under two very broad "Livelihood Categories" *viz.* the Agricultural Classes and the Non-Agricultural Classes. We then sub-divide each of them into four "Livelihood Classes."

Now you may "derive your principal means of livelihood" from Agriculture or Industry or Commerce or Transport or any other branch of the National economy in one of two ways. You may be an "active worker", an "earner", a member of the "labour force" (many such expressions are in use to signify much the same thing) in that branch of the national economy ; or you may be a wife, a child, or other dependant of such

person (in which case your existence is dependent on that branch, but you are not an active member of it). There is (as already explained) an intermediate category. Hence we shall use the information obtained in reply to question 9, part one, for dividing each livelihood classes into sub-classes which may be said to represent respectively the "active", "semi-active" and "passive" members of each livelihood class. We then take up the first of these three sub-classes *viz.*, "self-supporting persons" who (except for persons living on unearned income) may be identified as the "active workers" or the "labour force", and analyse them minutely in the manner shown in Economic Table No. III entitled "Employers, Employees and Independent Workers in Industries and Services by Divisions and Sub-divisions."

Thus, basic economic data of very high value for economic or social planning will be made available to the nation through Questions 9, 10 and 11. Part one of Question 9 is a very vital link in the chain. The importance of giving correct and complete answers to *Question 10, and Question 9 part one* cannot, therefore, be over-emphasised.

(ii) It may be fairly objected all this explanation may be correct. But is there not a risk of the statistics being mis-interpreted and used to deny the existence of widespread poverty, by pointing to the large numbers of "self-supporting persons." The answer in such risks are present in the use of non-technical terms in a technical and scientific context. But we have to use non-technical terms in order to be intelligible to our enumerators and citizens. We shall take great care to explain the correct significance of these statistics fully in our census reports and thereby remove misunderstanding. There is no one in the Census Organisation who is interested in concealing the prevalence of poverty among the masses, or furnishing misleading information.

(iii) It may be asked why no effort is made directly to ascertain the income-level and standard of living of the people, so that the occasion for any misunderstanding may be removed and positive information of value may be provided. The answer is

(a) we would have been very glad to do this if there was even a sporting chance of success ; but according to our best information and advice, it would be far too difficult to secure this information in an enquiry addressed to 7 crores of households and carried out by unpaid staff in spare time. There was also the risk of suspicion and hostility being aroused among some sections of the people that this was an attempt to increase the tax-burden,

and (b) Government do intend to collect such data by more specialised enquiries on a sample basis. They have already taken steps to this end. Further, the answers to questions 9, 10 and 11 (if correctly ascertained and recorded in the National Register of Citizens) will prove to be of great value in determining suitable sampling framework for such enquiries in future years.

5. Now I seek your assistance in putting this across to all enumerators and to all newspaper readers in Madhya Pradesh and ensuring that the best possible census record of "Means of Livelihood" and "Economic Status" is obtained in Madhya Pradesh. You will no doubt think of the ways and means. I suggest a few :—

(i) The editors of newspapers (especially vernacular newspapers) should be got together, the subject discussed, and they should be induced to publish newspapers articles and editorial comments on the articles. Such interest should be created that (shortly before and during the enumeration period) newspaper-readers would seek to find the right answers to census questions 9, 10 and 11 about themselves and members of their families much in the same spirit as solving crossword puzzles.

(ii) One or two competent journalists should be selected who, (in collaboration with Kerawalla) can throw the material in the form of interesting newspaper articles as required above in simple, readily intelligible, Hindi, Marathi and English. If you could do this in Madhya Pradesh, I shall convert the articles into leaflet form for widespread distribution in all Hindi and Marathi speaking areas, and for translations in other languages for other areas.

6 I shall look forward to a line in reply that you will help.

Yours sincerely,  
(R. A. GOPALASWAMI).

Shri K. B. L. Seth, I.C.S.,  
Chief Secretary to the Government of Madhya Pradesh, NAGPUR.

Extracts from a D. O. letter No. C-26/ST/SCO dated the 4th November, 1950, from Shri J. D.

Kerawalla, I.A.S., Superintendent of Census Operations, Madhya Pradesh, Nagpur to Shri R. A. Gopaldaswami, I.C.S., Registrar General, India, New Delhi.

\* \* \* \*

4. The question, which has proved a stumbling block for many enumerators, is number 9. Difficulties are experienced by several enumerators in correctly putting the question and obtaining the correct replies not only for part II, but also for part I. There has also been free criticism, particularly by the Socialists, who believe that the Enquiry contemplated by question 9 will not give correct idea of abnormally low standard of living in the country. They feel that the term, such as "self-supporting", etc., are so vague that a semi-starving person, who is not able to earn sufficient and takes his meals once a day and remains hungry on account of the sheer force of circumstances, would be shown by the Census enquiry to be a really self-supporting person, whereas actually he should have been classed as a semi-starving human-being, for feeding whom the State should be responsible and it ought to be the duty of the State to ascertain the number of such people, who, in spite of their efforts, are unable to "support themselves" in the real sense of the term. Our terminologies about employer, employees and independent workers are, no doubt, understood by the enumerator, but the term "independent worker" has caused great amount of confusion in many places and different nations of independence existed in different places. Thus, some of the enumerators feel that a labourer is an independent person, because he earns his own livelihood and does not depend upon anybody. It has exhausted patience of some of the young officers in trying to explain to the average enumerators the difference between a self-supporting person contemplated in part I and "and independent worker" mentioned in part II.

5. Question No. 10 is, on the whole, satisfactorily understood and although incomplete replies do many times deceive the enumerators, who are inclined to take them down, yet on the whole after a little more training, the correct nature of information required by this question would, no doubt, be collected by them.



APPENDIX III

LIST OF FILES PERTAINING TO THE 1951 CENSUS  
IN ASSAM, MANIPUR AND TRIPURA

*Files under 'Superintendence'*

File No.	Subject.
S/1	Office Establishment.
S/2	Purchase of Typewriter.
S/3	Hired accommodation for Census Superintendent's Office.
S/4	Census Budget for Superintendent's Office for 1949-50.
S/5	Books and Maps.
S/6	Conference of all Provincial Census Superintendents.
S/7	Holiday List.
S/8	Telephone connection in the Office of the Superintendent Census Operations.
S/9	Rates of T. A. for provincial Census Superintendents.
S/10	Appointment of Mr. R. B. Vaghaiwalla, I.C.S., Census Superintendent.
S/11	Supply of liveries to Office Peons.
S/12	Delegation of powers to Census Commissioner and provincial Census Superintendents.
S/13	Contingent Vouchers.
S/14	Permanent Advance for the Census Superintendent's Office.
S/15	Purchase of stationery articles.
S/16	Tour Programme of Census Superintendent.
S/17	Abbreviated telegraphic address of Census Superintendent.

File No.	Subject
S/18	Inspection Notes.
S/19	Census Holidays.
S/20	Census Budget for 1951-52.
S/21	Census Conference.
S/22	D. O. Letters from Mr. R. B. Vaghaiwalla.

*Files under 'General'*

File No.	Subject
G/1	General Instructions for Census.
G/2	Census in Indian States.
G/3	1951 Census in Manipur State.
G/4	1951 Census in Tripura State.
G/5	Free supply of stationery and standard forms for Census Superintendent's Office.
G/6	Names of provincial Census Superintendents.
G/7	Census of landless people.
G/8	Census Acts.
G/9	Circulars from provincial Census Superintendents.
G/10	Instructions regarding co-operation of all officials in 1951 Census.
G/11	Census Calendar.
G/12	Printing of Census Forms in different languages.
G/13	Fortnightly Census Report to Registrar General.
G/14	Printing and distribution of Charge Circle Registers, House-lists, Forms and Appointment Letters.

File No.	Subject	File No.	Subject
G/15	Cost of medical treatment.	ENU/20	Proposal for appointment of Census Officers and Clerks in district and sub-divisional headquarters.
G/16	1951 Census—Publicity Arrangements.	ENU/21	Census of railway population.
G/17	Training in Sample Census.	ENU/22	Formation of Charges, Circles and Blocks.
G/18	Collection of information regarding Backward Classes.	ENU/23	Vital Statistics.
—			
<i>Files under 'Account'</i>			
Acctt/1	Instructions for the classification of Census expenditure.	ENU/24	Census of Small Industries.
Acctt/2	Submission of monthly return to Census Commissioner.	ENU/25	Transport of Forms, Pads by State Transport Buses.
Acctt/3	Monthly return of Tripura.	ENU/26	Contingent expenditure under 'Enumeration' in district offices.
Acctt/4	Monthly return of Manipur.	ENU/27	Census in Forest areas.
Acctt/5	Monthly Return of Expenditure from Tabulation Offices.	ENU/28	Interim Abstract of Charge Register.
Acctt/6	Audit Objection.	ENU/29	Census in Mikir Hills.
Acctt/2/51-52	Verification of Accounts.	ENU 30	Printing and supply of Census Handbook.
—			
<i>Files under 'Enumeration'</i>			
File No.	Subject	File No.	Subject
ENU/1	Questionnaire and Instructions to the Enumerators.	ENU/31	Village Statistics.
ENU/2	Paid staff for enumeration work.	ENU/32	Census of inland steamer population.
ENU/3	Preparation of House lists.	ENU/33	Grant of honorarium to Enumerators and Mandals.
ENU/4	List of Scheduled Castes and Tribes and Backward Classes.	ENU/34	Honorarium to official and non-official 'Census staff.
ENU/5	Indent for Pads.	ENU/35	Census of Survey parties.
ENU/6	Separate enumeration of different communities.	ENU/36	Census of parties engaged in Mahal operations.
ENU/7	Total population and number of voters censused in 1949-50 in connection with the preparation of Electoral Rolls.	ENU/37	National Registration (Vital Statistics).
ENU/8	Census arrangements in special areas.	ENU/38	Monthly statement of expenditure from the districts.
ENU/9	Instructions for the preparation of General Village Register.	ENU/39	Final Charge Abstract.
ENU 10	Thana Maps.	ENU/40	T. A. Bills of the districts.
ENU 11	National Register of Citizens.	ENU/41	Grant of Medals and Certificates to Census staff.
ENU/12	List of Non-Backward Classes.	ENU/42	Arrangement of provisional totals.
ENU/13	Collection of statistics relating to immigrants from Pakistan.	ENU/43	Complaints about Census work.
ENU/14	Intercensal changes in the boundaries of different units.	ENU/44	Sample Verification Scheme.
ENU/15	Progress Report.	—	
ENU 16	List of towns for census purposes.	<i>Files under 'Tabulation'</i>	
ENU 17	Calculated population of Assam.	File No.	Subject
ENU/18	Census of cantonments.	TAB/1	Arrangement for central Tabulation Offices.
ENU/19	Selection of enumerating staff.	TAB/2	Tabulation Plan.
		TAB/3	Indent for Sorter's Tickets.
		TAB/4	Indent for stationery for Central Offices.
		TAB/5	Instructions for despatch of Census records to Tabulation Offices.
		TAB/6	Area of villages of National Sample Survey.

File No.	Subject
TAB/7	Natural Divisions and Subdivisions.
TAB/8	Calculating Machine.
TAB/9	Map of India.
TAB/10	Correction Slips to Sorting and Compilation Instructions.
TAB/11	Small-scale Industries.
TAB/12	Pilot Tabulation (Reporting Programme).
TAB/13	Progress Report of Tabulation Offices.
TAB/14	Tabulation Conference Proceedings.
TAB/15	Preparation of Primary Census Abstracts.
TAB/16	Inspection Notes on Tabulation Offices.
TAB/17	Analysis of Growth of Population.
TAB/18	List of Districts and States.
TAB/19	Weekly Progress Reports.
TAB/20	Preservation of Census records.
TAB/21	Check of final Tables.
TAB/22	Compilation of different Tables.
TAB/23	Preparation of statements showing the representation of People in the State Assembly/House of the People.
TAB/24	Fortnightly Progress Report.

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*Files under 'Compilation'*

File No.	Subject
COMP/1	Scheme for classification of occupation.
COMP/2	Separate compilation of statistics of urban and rural population.

File No.	Subject
COMP/3	Language Tabulation.
COMP/4	Furniture for central Offices.
COMP/5	Appointment of two Deputy Superintendents Census Tabulation Offices.
COMP/6	Formation of census tracts for tabulation purposes.
COMP/7	Tabulation for Question No. 13.
COMP/8	Submission of Tables to Registrar General, India.
COMP/9	Subsidiary Tables.

—————  
*Files under 'Report'*

File No.	Subject
REPT/1	Census Administration Report.
REPT/2	Fortnightly Reports from Districts.
REPT/3	Note for Reports and Subsidiary Tables (Study Group).
REPT/4	Descriptive Village Notes required under para. 39 of the Census Handbook.
REPT/5	Collection of materials for Subsidiary Tables.
REPT/6	Querries from other States.
REPT/7	Displaced Persons Brochure.
REPT/8	Reports from the Deputy Superintendents on Tabulation works.
REPT/9	Sampling Studies.
REPT/10	Re-publication of District Gazetteers
REPT/11	Immigrants and Emigrants.

—————  
*Files under 'Printing'*

File No.	Subject
P/1	Purchase of paper for printing.
P/2	Cost of Printing.
P/3	Printing and Publication of Reports.

APPENDIX IV

CENSUS QUESTIONNAIRE AND SAMPLE OF AN  
ENUMERATED SLIP

FORM OF QUESTIONS

(to be asked while enumerating)

- (1) What is your name and relationship to the head of the household?
- (2) What is your—
  - (a) Nationality?
  - (b) Religion?
  - (c) Special Group?
- (3) Are you unmarried, married, widowed or divorced?
- (4) What is your age on last birth-day?
- (5) Were you born in this district? If not, in what district and State?
- (6) Are you a displaced person from Pakistan? If so, when did you come to the Indian Union and from which district of Pakistan?
- (7) What is your mother-tongue?
- (8) What other Indian languages do you commonly use?

- (9) Part I—Are you a self-supporting person, non-earning dependant, or an earning dependant?

Part II—Are you ordinarily—

- (a) an employer?
  - (b) an employee?
  - (c) an independent worker?
- (10) What is your Principal Means of Livelihood?
  - (11) What is your Secondary Means of Livelihood, if any?
  - (12) Can you—
    - (a) read?
    - (b) write?
    - (c) read and write?

(Give the highest form reached or examination passed).

(13) **Indigenous Persons—**

- (a) Are you an indigenous person of Assam?
  - (b) If so, state, in the nearest bigha,
    - (i) the land you own ;
    - (ii) the land you have rented in cash or in kind from others.
- (14) Sex (whether male or female).

Bhuban Das, born in House No. 60 in Block No. 2 of Village No. 14 in Chawkidari Circle No. 8 of Dudhnai Thana in Goalpara District, lives alone with a servant to help him in cultivation. He is an Indian citizen of the Baniya community, widower, now in his 27th year and speaks Assamese but uses Bengali with his servant. His main earning is from cultivation of 6 bighas of land owned by him and 3 bighas rented from others. He is also a retail cloth-seller and read upto Class IX (*i.e.*, passed examination for Class VIII).

CENSUS SLIP

5-13-8-14-2/60

1.	Bhuban Das	I
2a.	I	b. H
	c. Baniya.	
3.	3	4. 26
5.	I	
6.	X	X
7.	A	8. B
9.	1	1
10.	1(A)	
11.	Retail Cloth-seller.	
12.	Std. VIII.	
13.	A .	6 3

14M



