MOST IMMEDIATE
CENSUS OF INDIA 2011

Government of India
Ministry of Home Affairs
OFFICE OF THE REGISTRAR GENERAL, INDIA
2A, Mansingh Road, New Delhi-110011

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CENSUS OF INDIA 2011 - CIRCULAR No. 12

Subject: Guidelines for Organising Training Classes for Houselisting Operations during Census of India - 2011.

Training of field functionaries is a pre-requisite for the successful conduct of the Population Census. In the Census2011, about 27 lakh Enumerators and Supervisors would be entrusted with the task of collecting information by visiting each household in the country. It is therefore most important to ensure that they not only understand the concepts and the definitions clearly but are also able to apply them appropriately in the field while collecting information. The broad guidelines provided here is to enable you to organize and conduct the training classes for the Houselisting and Housing Census effectively and intensively. As information regarding National Population Register is also to be collected along with this operation, the guidelines for the same have also been provided.

2. One of the basic essentials of training is the framing of written instructions as concisely and clearly as possible so that there is little doubt while canvassing the Census schedules in the field. In such a large and diverse country as ours, it is a herculean task to train such a large number of officials who would take up the job of enumeration. The most important thing in this whole endeavour is to standardize not only the whole training mechanism but also devise training aids for use by each trainer so that the training is not left to the imagination or competence of the trainers concerned.

3. With the above objective the entire training strategy has been revised by inducting the services of experienced trainers at various levels to impart a uniform training programme across the country. Various training modules have been developed by experts in the field, which would help the trainers in imparting training in the methodology, clarifying doubts and providing hands-on training through mock exercises. As far as possible, steps should be been taken to impart training in the vernacular language so that the Enumerators are able to understand them clearly.

4. The designing of the Schedules for Houselisting and the National Population Register have been vastly improved to enable the Enumerators to record the responses clearly and unambiguously. The responses are mostly pre-coded, especially in case of Houselist Schedule and enough space is provided to record information. Various new features have been added which include pre-printing of Bar Code, Form Number, Code

and name of the State and District and recording the Form Number of the continuation sheet(s) used, if any. At the outset, you are requested to familiarize yourself with al. these changes.

5. Training Cascade: The strategy of training for Census 2011 is a major shift from the training programmes followed in 2001. The training and capacity building activities for Census 2011 will involve, in addition to the officials of ORGI/DCOs, the participation of a number of partner NGOs called Master Trainer Alliance (MTA), who are specialized in training and capacity building activities in undertaking various health and demographic surveys in different parts of the country. Each of the above members of the MTA will take up the responsibility of coordination and imparting training in States assigned to each along with the respective DCOs. List of the NGOs in the States under the banner of MTA for each State is given at Annex 1.

6. Levels Training: The Training will be imparted at 4 levels as detailed below:

a) National Trainers (NT): Intense in-house training of 90 individuals has been taken up (45 from the MTA and 45 from ORGI). These persons will act as the National level resource persons who would be responsible for imparting training to the Master Trainer Facilitators and for supervising the entire training activity

b) Master Trainer Facilitators (MTF): Intense in-house training of 725 individuals will be taken up at the Directorate level (375 from the MTA and 350 from ORGI) who will be responsible for imparting training to the Master Trainers. They will act as Resource Persons and supervise the training activity. Usually one Facilitator from ORGI and one from MTA will be paired to impart training in each training class.

c) Master Trainers (MT): The MTs (54, 000) will be responsible for imparting training to the Enumerators and Supervisors. They are to be appointed at the Charge level (vide State-wise list at Annex 2).

d) Enumerators and the Supervisors to be trained by the Master Trainers as well as the Charge Officers.

7. Instruction Manuals: As in previous censuses Instruction Manual for both Houselisting & Housing Census and Manual for NPR have both been finalized and are being printed in 18 languages. The content of the two manuals have been enriched by adding number of examples on various concepts and by incorporating snap-shots of filled-in Schedules by way of examples. Graphic examples have also been provided to quickly understand the subject. All these innovations are likely to make the Instruction Manuals more user friendly and easy to understand.

8. Training Kit: For imparting training, each National Trainer, Master Trainer Facilitator and Master Trainer would be provided with a Training Kit. The Training Kit would contain the following items:

i. Instruction Manual on Houselisting and Housing Census
ii. Instruction Manual on National Population Register
iii. Training Guide for Master Trainer Facilitators (MTFs)
iv. Training Guide for Master Trainers (MTs)
v. Training Guide for training of Enumerators & Supervisors
vi. Resource Book for Facilitators on Facilitation
vii. Schedule Poster on Houselist & NPR
viii. Theme Posters
ix. Interactive PowerPoint Presentations on Houselist Operation and NPR on CD & VCD
x. Sample Houselist Schedule
xi. Sample NPR Schedule
xii. Pen
xiii. Pencil
xiv. White Chalk Box
xv. Bag

9. The training aids have all been standardized and should be used as per the local situation. A copy of all the above documents to be used by the trainers in English has been forwarded to you by e-mail. You may translate the documents in local language if required and make adequate copies for distribution among the trainers. Wherever there is facility of a LCD Projector available for training, the PowerPoint presentation on training should be used. In case LCD Projector is not available but it is possible to arrange for a VCD Player and a TV, then the VCD of the PowerPoint Presentations may be used. In those classes, where there is no electricity, the Flip Charts may be used.

10. The training of the Master Trainer Facilitators and Master Trainers will be undertaken jointly by the DCOs and the Alliance. The expenditure in regard to hiring of the venue, logistic arrangements (except boarding and lodging of the DCO representatives), etc., at the time of training of National Trainers, will be borne by the Alliance for training of Master Trainer Facilitators. All other levels of training, like, Training of Master Trainers, State and District Census functionaries, etc, will have to be organized by you. You should also attend some of these training sessions as observer along with your senior officers. You will have to assess the quality of training imparted. If you find that the training session in a particular place is not proceeding as per the requirement, immediate remedial measures may be taken by replacing the trainer by a Master Trainer or an officer of your Census Directorate.

11. The key to success of the Census Operations is in ensuring that the quality of training given at all levels right from the Principal Census Officer and other functionaries down to the Enumerators and Supervisors invokes sufficient interest, devotion and sense of purpose. As the person in-charge of the Census Operations you are required to conduct, organize and impart the training in collaboration with the Alliance of Master Trainers in best possible manner.

12. The first and foremost requirement is that you as an individual must go through the Instruction Manuals and other documents very carefully, word by word, sentence by sentence and paragraph by paragraph so that you are familiar with every word used and its relevance in the Instruction Manual. I would advise you to fill a couple of Houselist Schedules and also compile the Houselist Abstract yourself so that the drill is completed by you personally. This exercise should also be similarly undertaken by the senior officers in your Directorate like the Joint Directors, the Deputy Directors and the Assistant Directors who are entrusted with responsibilities of conducting the Census.

13. The next step would be to shortlist the Directorate staff who are to be thoroughly trained likewise for assisting you and the District Administration in imparting the training for Houselisting Operations and Housing Census and NPR. The Directorate team to be chosen for this purpose should include not only officers up to the level of Assistant Directors but as many Statistical Investigators Gr. I, II & III, and if required Compilers and other officials as well. You will have to ensure, however, that other work of the Directorate does not suffer while simultaneously as many officials as required in your Directorate get a firsthand exposure to the training required for conducting the Houselisting Operations and NPR. The composition of the team should largely be guided by the overall size of the State/UT, the total number of training classes, the special requirements for far flung Census Charges and the number of districts in the State/UT. The training session of your Directorate should be completed by the date mentioned in the Calendar for Training on Houselisting and NPR (vide Annex 3). Depending upon the local circumstances, you should assign one district or a group of districts to a team of the officials from the Directorate who have been imparted an intensive training for Houselisting Operations and NPR.

14. The responsibility of providing exposure/training to the senior census functionaries of the Sate Government lies solely with the respective DCOs. There will be no involvement of the MTAs. The levels of involvement of Principal Census Officers, District/City Census Officers and Charge Officers for imparting training during the Houselisting Operations and NPR varies considerably from State to State, largely depending upon the interest taken by the State Government and your Directorate. Though no hard and fast guidelines can be given in this regard, it is important that the Principal Census Officers are given adequate exposure to the Census exercise by the Director personally either centrally at the State level, otherwise at the Divisional level by organising a special three hour capsule session.

Suitable PowerPoint presentations should be prepared in advance for this purpose. In this regard the role of the Divisional Commissioners in such States where his office exists can be utilised for imparting training to Principal Census Officers of a Division. As a last alternative, if a training class of the Principal Census Operations cannot be held at the State or regional level for some administrative reason, then you must ensure that the Principal Census Officers are individually briefed by you personally by visiting the District. The need for the training of Principal Census Officers is largely to expose them to the final output data which is thrown up by the Census and also inculcating on them that Census is a serious exercise and we expect a total commitment from the Principal Census Officers and his subordinate staff for carrying out the Houselisting Operations and NPR.

15. In spite of the best of the efforts in some States, finally it is the District/City Census Officer who is the key person on a day-to-day basis for looking after the details of the Census Operations. It is, therefore, absolutely necessary that all the District/City Census Officers as the key officer assisting the Principal Census Officers are thoroughly trained by you. In most of the States/UTs, if the Principal Census Officers are unable to attend the State level meeting, the District/City Census Officers are called for a State level training by the Directorate and usually the Chief Secretary of the State inaugurates such sessions. This generally helps in creating the necessary environment for ensuring that the District Administration devotes 'sufficient time and attaches due importance for carrying out the Census Operations'. It is through these training classes that you will get a fairly good estimate of the weak links in the chain of the District Census hierarchy and enable you to take suitable action to rectify the same in time. One of the things you must impress upon the State/UT Governments and the District Administration is that the District/City Census Officers would not be transferred until the Houselisting Operation and preferably until the Population Enumeration is completed in March 2011. You may also like to ascertain whether the officer so designated is an unwanted officer or is he/she going to retire before the Census Operations are over. In either of the cases, you must take remedial steps immediately.

16. In some States the training of the Charge Officers is carried out along with the District/City Census Officers. However, in majority of the States, training of the Charge Officers is usually carried out at the District level. The Charge Officer as you are aware is the key official who appoints the Enumerators and Supervisors and also distributes the Census material for conducting the Census. Instructions regarding preparation of the Charge Registers have already been issued to you. It is expected that by the time you undertake training of the Charge Officers these registers are as complete as possible and the Charge Officers are aware of the likely requirement of the Enumerators and Supervisors. The Charge Officers usually take fair amount of interest and devote enough time for Census Operations. However, a few of them are burdened with other work particularly which involves them to deal with emergent situations like law and order/scarcity etc. It must be impressed upon all Charge Officers that to the extent possible they should personally impart training to

Enumerators and Supervisors and in any case they must remain physically present during the entire training class and also assist in providing space and material for conducting the training sessions. The Charge Officers are to be imparted two rounds of training of one day each for Houselisting and one day for the NPR.

17. In large States, it has been observed that although it is expected that the Charge Officer be involved in imparting the training, sometimes it does not materialise in practice. The responsibility of training the Enumerators and Supervisors has been now assigned to the Master Trainers. The Master Trainers, as explained in the above paragraphs, are to be selected and appointed by the Charge Officers in the ratio of one for every eight Supervisors. They are in real terms of the same rank as the Supervisors but have the acumen of imparting training. In Municipal Corporations/cities usually Principals/Vice-principals or some Senior Lecturers of Secondary (Pre-University) or Degree Colleges have been chosen in the past to impart training to the Enumerators and Supervisors. In rural areas and small Municipalities, it is felt that normally there would be a Degree College or definitely a Secondary (pre-university) College. I would impress upon you to locate good Lecturers/Principals for each of these Charges and create an independent team of Master Trainers for each of the District/Corporation area. Retired officers with aptitude or experience of delivering lectures may also be considered. These Master Trainers would be duly appointed by the Charge Officers under the Census Act. They would be entitled to get the Training Allowance and/or honorarium as the normal Supervisor deployed for Houselisting and NPR.

18. A distinct advantage which should emerge from deployment of Master Trainer is that he/she would be a person who has been thoroughly trained by the NTs and MTFs very intensively at the district level and would be a person who has the required sincerity and aptitude for imparting training and also has a feel for the numbers and their accuracy. Being a senior person, he/she is expected to command the respect of the Enumerators and Supervisors who are also usually from the same teaching fraternity. I would, however, add a note of caution that by introducing the system of Master Trainers, the Charge Officer is not absolved of his/her statutory duties of conducting the Houselisting Operations in totality which includes imparting of training. The Master Trainer is only an assistance being provided to the Charge Officer to assist in imparting training. This should be made abundantly clear to the Principal Census Officers, the District Census Officers and the Charge Officers themselves.

19. Every Census Directorate, as may be surmised from above, will have an experienced team of trainers, comprising DCO officials, National Trainers (wherever available), Master Trainer facilitators, Master Trainers and the local Charge Officers, to impart training and thus equip the Enumerators and the Supervisors with full skill and knowledge required for collecting information. These trainers should attend as many training classes as possible in each District and resolve any confusion of the Census concepts etc.

20. Although no hard and fast rules can be laid down regarding the overall size of the training class it is felt that generally the training class should not exceed 50 (fifty) Enumerators/Supervisors. This obviously would mean that for each charge, the total number of training classes required will have to be worked out by you well in advance. The size of the training class would depend not only on the total number of Enumerators/Supervisors including the reserves but also the availability of the training rooms and the public address system. If the class is too big then it becomes difficult to impart serious training. It is likely that many Charge Officers etc. will like to increase the size of the training class and quickly dispose them off. This needs to be curbed and checked at all costs and can best be done by advance planning of the venue of the training class, fixing the dates of the training class, appointment of the 'Master Trainer' and by actual supervision by the member of the Directorate training team.

21. The total training duration for Houselisting Operations and NPR will be of one day each on two separate occasions for HLO and one day for NPR. This means that for each Enumerator/Supervisor, three independent training sessions will be held lasting one full day each. For every level of training, from the National Trainers to the Enumerators/Supervisors, specific programme has been set for the training. As in-charge of census in your state you are required to ensure that the training classes are conducted as per the set programme and no deviation is allowed. These programmes have been so designed as to cover all relevant aspects concerning Houselisting Operation and NPR with a fair amount of time allotted to conducting mock exercises.

22. After the first training session is over, it is expected that each Enumerator would be knowing his/her assigned area and is also acquainted with his/her Supervisor. Both the Enumerator and the Supervisor should be asked to visit their area jointly and find out if they are in a position to demarcate their jurisdiction clearly and if some Housenumbering already exists. If no housenumbering exists or only the building numbers have been assigned then as per the Instruction Manual they should carry out the Housenumbering at an appropriate time.

23. To recapitulate and summarize, the steps involved for imparting training would involve:

a. You and senior officers of the Directorate should be thorough with the Census and NPR concepts and should be fully aware about the aids given for imparting training in the Training Kit.

b. A team of Trainers should be created at the Directorate level by 15th February, 2010.

c. Suitable training modules should be prepared for the Principal Census Officers of the State/UTs (a model PowerPoint Presentation will be made available on the census website).

d. Intensive training should be imparted to District/City Census Officers and Charge Officers preferably at the district level.

e. The training Master Trainers by the MTA should be supervised

f. Assistance should be given to the Charge Officer in drawing up the training programme by DCO Officials/Master Trainers.

g. It should be ensured, as far as possible, that the size of the training class is restricted to about 50 Enumerators/Supervisors.

h. To the extent possible Charge Officers/Master Trainers should impart training to the Enumerators/Supervisors in the local language under the supervision of the NTs and MTFs.

i. Three independent training sessions of one day each should be given to the Enumerators and Supervisors for Houselisting Operations (2) and NPR (1).

j. It is expected that you should largely adhere to the training capsule suggested above with minor local variations to meet the special circumstances of your State or a particular Charge.

24. It should be possible to ensure that quality training is imparted to Enumerators and Supervisors under the direct supervision of the officials of the Directorate by adopting this methodology. This should go a long way in ensuring both the coverage and the quality of the Houselisting Operations & Housing Census and NPR in your State/UT for Census 2011. The details of the training schedule prepared in light of the above instructions may please be sent to the Census Division as soon as possible preferably by 20th February, 2010.

(Dr. C. Chandramouli)
Registrar General &
Census Commissioner, India

To

i. All Directorates of Census Operations
ii. PS to RGI
iii. PS to Addl. RGI
iv. PS to DDG (MNIC)
v. All Heads of Divisions of ORGI
vi. Language Division, Kolkata
vii. JD(OL) for Hindi translation
viii. Census Cell (15 copies)
ix. Guard File

29/2010-DD
20/2/10

Quantity Required by Different DCOs

S. No.	India/States/Union territories	Master T F	Master Trainers
1	2	3	4
	Total	725	54,095
1	ORGI	20	100
2	Andaman & Nicobar Islands #	1	27
3	Andhra Pradesh	49	3,791
4	Arunachal Pradesh	1	68
5	Assam	22	1,672
6	Bihar	57	4,414
7	Chandigarh #	1	63
8	Chhatisgarh	15	1,127
9	Dadra & Nagar Haveli #	-	15
10	Daman & Diu #	-	12
11	Delhi #	11	807
12	Goa	1	77
13	Gujarat	34	2,583
14	Haryana	15	1,113
15	Himachal Pradesh	5	372
16	Jammu & Kashmir	8	641
17	Jharkhand	19	1,464
18	Karnataka	34	2,600
19	Kerala	20	1,513
20	Lakshadweep #	-	4
21	Madhya Pradesh	43	3,340
22	Maharashtra	66	5,057
23	Manipur[1]	1	134
24	Meghalaya	2	143
25	Mizoram	1	55
26	Nagaland	1	123
27	Orissa	25	1,892
28	Pondicherry #	1	61
29	Punjab	15	1,211
30	Rajasthan	39	2,969
31	Sikkim	1	33
32	Tamil Nadu	39	2,952
33	Tripura	3	198
34	Uttar Pradesh	117	9,043
35	Uttaranchal	6	435
36	West Bengal	52	3,985

ANNEXURE- IV

Proposed

No. of State Level Partner NGOs / NTs / MTFs

Name of RRNGOs	States to be handled by the RRNGOs	No. of State Level Partner NGOs	No. of National Trainers	Number of Master Trainer Facilitators	Language
SPARSH	Gujarat	1	10	13	Gujarati, Marathi & Konkani,
	Diu & Daman			1	
	Dadara & Nagar Haveli			1	
	Maharashtra	2		17	
	Goa			1	
	Rajasthan	1		17	
	Madhya Pradesh	1		23	
	Chattisgarh	1		9	
Additional Permissible No., if any		0	0	3	
Sub-Total		6	10	85	
DevNet	Bihar	1	5	19	Hindi
	Jharkhand	1		12	
Additional Permissible No., if any		0	0	2	
Sub-Total		2	5	33	
TAARA	Uttar Pradesh	3	10	35	Hindi, Urdu & Punjabi
	Punjab	1		10	
	Himachal Pradesh	1		6	
	J & K	2		8	
	Uttarakhand	1		8	
	Delhi	1		7	
	Chandigarh	1		1	
	Haryana			10	
Additional Permissible No., if any		0	0	2	
Sub-Total		10	10	87	

Proposed

No. of State Level Partner NGOs / NTs / MTFs

Name of RRNGOs	States to be handled by the RRNGOs	No. of State Level Partner NGOs	No. of National Trainers	Number of Master Trainer Facilitators	Language
CINI	West Bengal	1	4	9	Oriya & Bengali
	Orissa	1		15	
Additional Permissible No., if any		0	0	2	
Sub-Total		2	4	26	
SJDT	Karnataka	1	8	15	Tamil, Malayalam, Kannad & Telegu
	Tamil Nadu	1		15	
	Pondicherry	1		2	
	A & N	1		2	
	Andhra Pradesh	1		12	
	Kerala	1		7	
	Lakshwadeep			1	
Additional Permissible No., if any		0	0	2	
Sub-Total		6	8	56	
NEESPYM & Sewa Kendra	Arunachal Pradesh	1	8	16	Nepali, Manipuri, Khasi, Garo & Assame
	Nagaland	1		11	
	Manipur	1		9	
	Mirzoram	1		8	
	Tripura	1		4	
	Meghalaya	1		7	
	Assam	1		27	
	Sikkim	1		4	
Additional Permissible No., if any		0	0	2	
Sub-Total		8	8	88	
Total		34	45	375	English by Alliance