MOST IMMEDIATE

भारत सरकार/Government of India
गृह मंत्रालय/Ministry of Home Affairs
भारत के महारजिस्ट्रार का कार्यालय
OFFICE OF THE REGISTRAR GENERAL, INDIA
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No. 9/107/2010-CD(CEN) Dated: 12th October, 2010

CENSUS OF INDIA 2011 - CIRCULAR No. 23

Subject:- Special efforts to ensure coverage of all settlements/population growths at the Census of India 2011.

The ultimate objective of the Census of India 2011 is the universal coverage of population without duplication or omission. To successfully achieve this objective, several instructions have been issued at different times, out of which most important has been to ensure coverage of all administrative areas. Further, to ensure this a lot of strong steps have been taken for Census 2011 by making it mandatory to submit the certificates of complete coverage by the Enumerators, Supervisors and Charge Officers for their jurisdictions. In training classes also many examples of omission of households or certain class of persons within the Household are being highlighted. Instructions are also being framed to ensure that such lapse does not occur while enumerating the population. It would be very helpful if the attention is paid particularly to the concerned paragraphs of the Instruction Manual. Several more such situations have been listed below that would definitely facilitate and help you to ensure complete coverage of all the settlements/population groups in your State/UT.

2. It is expected that the complete coverage of all habitats and settlements must have been ensured during the Houselisting Operations. Still it is necessary to invite your attention particularly to settlements and habitats in difficult areas (such as forests etc.) which are expected to be located/traced out with the help of district officials. It is hoped that the necessary details about such habitats and settlements must have been compiled and no scope of any lapse in terms of their coverage has been left. Based on the reports from every Principal Census Officer, all areas in their respective jurisdictions having any authorized or unauthorized settlement must have been located and accounted for during the Houselisting stage.

3. It would have been ensured from the district authorities whether any population has now started residing in the uninhabited villages of the previous census. You are requested to compile the list of such villages and also make some checks before sending a report on uninhabited villages of your State/UT.

4. Certain residential areas relating to defence personnel and para military forces where the Houselisting Operations is not conducted due to security reasons are to be covered during the Population Enumeration Instructions have already been issued by this office vide letter No. 9/47/2010-CD (CEN) dated 28th July, 2010 to get in touch with the defence personnel (the army, the navy, the airforce) and various para military establishments in your State/UT to obtain the necessary details for their coverage. Location codes should be given for all such special charges of the defence and para military forces so that these are properly accounted for in the relevant administrative units. You are also expected to organize and impart training sessions for the defence and para military census officers for conducting the population enumeration and assess their requirement of the census schedules and training materials. It is expected that you are taking appropriate steps in this direction.

5. In addition to the para military forces of the Central Government, there could be special police forces of the State Government, which may have been left out for any reason. You are requested to ensure that all such establishments whether in rural or urban areas are now covered in the appropriate administration units.

6. Certain organizations like the railways, electricity boards, refineries, collieries, universities, educational and research institutions, industrial units both in the public and private sector, etc. have very large campus and sometimes independent residential units. It must be ensured that all such areas are listed out separately and preferably visited in the next two months to ensure that residential areas are covered during Population Enumeration. There is always a possibility that only the administrative offices/units have been accounted for in the Houselisting stage and the residential colonies which may be far away from the main gate omitted. This is partly because residential units are not accessible due to security arrangements. Kindly ensure that all such residential areas are covered during the Population Enumeration.

7. Due to the fast pace of industrialization and urbanization many industrial townships/areas have sprung up in various parts of the country. Most of these industrial estates/townships are having a huge geographical area which are not easily accessible by city bus etc. In all these factories/industrial estates a part of the unit is sometimes used for residential purpose of the staff/security workers. It would be necessary to ensure that such residential areas are listed out independently and covered during the Population Enumeration.

8. It has been pointed out several times that the fringes of the cities/towns are not always clearly defined and there is a tendency on the part of the Charge Officers to assume that it has been covered by the neighboring rural Charge Officer. (A similar situation of omission may occur between a set of enumerators or supervisiors). It is, therefore, necessary that a review be held by the appropriate District/Charge Census Officers to ensure that both the rural and urban census officers have clearly identified their areas with a view to ensure complete coverage. This exercise needs to be taken particularly in case of cities and in such cases where part of the village has been merged in the urban area leaving behind a small part of that village as a rural component.

9. As a result of floods/draught in several parts of the country severe dislocation of the rural and urban population takes place. Although in some of these areas flood is a regular feature and the population after sometime normally comes back to its original place of residence still this may not occur in a few cases. You are advised to ascertain from the district authorities and prepare a list of the villages/towns affected by the floods/natural calamities where some dislocation of the populations might have taken place. You may also have to take appropriate steps for renumbering of the houses in such areas and also possibly create new enumeration blocks. This will, however, require appropriate information from the concerned Charge Officers. You are requested to obtain the same and issue necessary instructions and guidelines to the district officials.

10. In big urban areas demolition of unauthorized colonies is a regular feature. It is quite possible that certain habitats/houses which existed during the Houselisting stage are demolished by the time population enumeration begins. This would obviously result in a situation where the Houselisting enumeration block may no longer exist or is extensively disorganized. Similarly, this population may shift to a new areas affecting other existing enumeration blocks. In certain situation as a result of demolition or even coming up of new houses, the workload of the assigned enumerator may increase. You will have to take appropriate steps to ensure that the coverage and characteristics of this population does not suffer on account of the additional workload of the assigned enumerator.

11. No particular efforts may have been made at the time of Houselisting to cover the population living in ships, ocean etc. You are requested to ensure that population living on boats, ships etc. is covered at an appropriate place. It would be advisable to contact the port authorities of your State/UT and ensure that such population living on boats, ships etc. is duly covered. You may also have to contact the customs officials in this regard who normally keep a track of the movements of such boats/ships. In addition, as a result of deep sea fishing trawlers/boats are on the high sea for a long time. You are requested to make preliminary enquiries in this regard from the fishing community in the coastal area and the port authorities about the strength of such fishermen who would be away from their normal place of residence during the month of February. In many cases, the people shift out from one port to another. It is necessary, therefore to obtain this information from all the sea ports, major or minor and issue suitable guidelines for their enumeration.

12. Certain sections of the population is continuously on the move and tend to shift from one part of the state to another or even across the state, along with their cattle etc. Details of such communities are easily available with the district authorities or from the earlier census reports. You are requested to ensure that such migratory routes are clearly identified and the concerned district authorities are informed to ensure the enumeration of this migrant population.

13. Since February is a reasonably fair weather/season, many construction activities such as road works, irrigation dams, railway contracts, etc. are in execution at this point of time. Since many of these construction sites are far away from the nearest village or town, it is not easy to locate them. For example, repair/construction work on railway tracts is not easily accessible though these sites are well known to the concerned railway authorities. I believe it would be a good idea to get in touch with the railway, public works department, irrigation and similar authorities involved in the construction work and find out if such

works are likely to be under execution during February but are not easily accessible otherwise being far from the nearest settlement. This will improve population coverage of such scattered and temporary settlements relating to various types of construction work.

14. Population coverage in places such as hotels, hospitals, dharamshalas, railway stations, etc. is not an easy task. During houselisting many of these buildings may have been categorized as purely non-residential census houses. I would request you to particularly visit various railway platforms, hospitals, hotels, eating places, shopping complexes etc. and work out exactly the appropriate methodology to be adopted for population enumeration there. Many of these railway platforms where snacks or refreshments are sold are also used as places of residence for the staff working there. Similarly many beggars, etc. also use such places. Many shopping complexes and business houses/gaddi's etc. which are used for residential purposes during the night time either by the staff working there or other persons go un-noticed by the normal enumeration. During day time these census houses would appear to be used exclusively for non-residential purposes. Therefore, unless a night visit is made in such locations, some section of population may not be covered. It is necessary that you and your staff visits and identifies such places now to ensure complete coverage. Similarly, instructions need to be given to Charge Officers for listing out such places.

15. A special care should be taken to cover the Institutional Households i.e. coverage of a group of unrelated persons who live in an institution and take their meals from a common kitchen. Examples of Institutional Household are boarding houses, homes, children homes, orphanages, etc. In addition to these you may find that in certain cities and towns, especially in close proximity to educational /vocational institutions, universities, IT and other companies, business centers, corporations, etc., a number of housing units provide Paying Guest (PG) accommodations to students, trainees, employees, etc. As these have sprung up in large numbers special efforts should be made to cover these if they satisfy the criteria of Institutional Households.

16. There are large number of people who live in the open or roadside, pavements, in hume pipes, under fly-overs and staircases or in the places of worship, mandaps, railway platforms etc. and are treated as Houseless Households. As these are not covered in the Houselisting and thus do not have any records. You are requested to observe and keep a close watch on such type of population. As the houseless population is covered on the night of 28th February, 2011 you should ensure the coverage of this population in the Charge.

17. There may be some complete forest villages or forest block(s) in your area. You should be aware of all such areas in the Charge. Further the list of all such areas may be procured from the concerned department. In these forest areas there may be authorized settlements i.e settlements of forest departments and villages, etc. There may even be unauthorized settlements also in the form of clusters of habitations in different parts of the forest. The name of the habitation cluster, if any, should be recorded. It would be also necessary to mark any nearby permanent feature such as a stream, hill, road, etc., to identify such clusters it is also likely that some of such habitations may change their locations now and then. You should take all possible measures to ensure that all habitations in the forest areas either authorized or unauthorized are covered in the Population Enumeration.

18. To ensure that the situations listed above reach the enumerators through the Charge Officer, an annexure has been prepared which lists out possible areas/buildings/population groups which need to be inspected and visited for an improved coverage of population. You are requested to inform and educate all the Census Officers through a circular incorporating the instructions highlighted above. It may also be a good idea to provide the enumerators the check list particularly in urban area, of the buildings they must cover for population coverage.

19. Unlike previous censuses an additional category 'Others' under the heading sex has been included in the Household Schedule for Census of India 2011. This has been done for separate enumeration of the transgenders or eunuchs. All the efforts should be made to cover this population of the society. However, the enumerator must be explained that the information may be recorded as provided by the respondent.

20. Kindly inform the steps taken to undertake the implementation of the instructions of this circular for your State/UT.

(C. Chandramouli)
Registrar General and Census Commissioner, India

To

All the Directorates of Census Operations

Copy to:

1. DRG(C&T), DRG(PKB), DRG(Map), JD(AKS), JD(Durga Prasad), JD(A.K.Samal), JD(M.S.Thapa), JD(A.K.Srivastava), JD(Anil Kumar), JD(SS), ARG(SS), SRO(Language Division), JD(OL) for immediate Hindi translation
2. PS to RGI, PS to Addl. RGI, PS to DDG(MNIC), PS to DDG(D.Rastogi)
3. Census Cell (15 copies)
4. Guard File

Annexure

1. Check all uninhabited villages of earlier censuses.
2. Residential colonies of Defence and Para-military forces.
3. Colonies of Armed/Special Police establishments of the State Government.
4. Railway Colonies, Irrigation Colonies, etc.
5. Residential areas within the campuses of universities, educational and research institutions, etc.
6. Industrial units in public and private sector with or without independent residential units.
7. Pre-dominantly commercial and market area of the town/city such as Transport Nagar/Colony etc.
8. Large vegetable markets, fruit markets, grain markets, cloth markets, etc.
9. Unauthorized/authorized residential colonies in forest areas or in cities.
10. Buildings under construction, large construction sites of railways, irrigation, public works department, housing colonies, etc.
11. Airports and Seaports.
12. Fishermen likely to be in sea for fishing during Population Enumeration.
13. Nomadic tribes on the move camping in open fields etc.
14. Isolated tribes and other Population Groups.
15. Mobile population, for example, labourers working on brick kiln, sugar factory, agricultural labourers on farms, etc.
16. Railway platforms, hospitals and their compounds, dharamshalas, religious places such as Temples, Mosques, Church, Gurudwaras, etc.
17. Eating places such as Udipies, restaurants, dhabas, etc.
18. Red Light areas.
19. People living in night shelters.