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. 9/14/2010-CD(CEN)

Dated : 29th November, 2010

CENSUS OF INDIA 2011 - CIRCULAR No. 25

Subject: - Drafting of the Administration Report for Census 2011

The first phase of Census 2011, i.e. Houselisting and Housing Census that commenced on 1st April, 2010 has already been completed in all the States/UTs. Now, preparations for the main administrative exercise of Population Enumeration, for Census 2011 have already been initiated. It has been the practice during every census to prepare an Administration Report by each of the Director of Census Operations giving the minutest details while conducting Census in their respective State/Union Territory. The writing of the Administration Report provides you with an opportunity to express your views freely and offer critical comments on the present procedures and concepts adopted. This would enable you to detail the minutest information regarding all the census related activities systematically and record them as freshly imprinted on your mind then and there for posterity. This would also greatly contribute in planning a future Census and also provide better focusing on the highlights in bringing out several interesting sidelights of the operations that would enable better appreciation of the final outputs of the Census.

2. You have gained a lot of experience through the Houselisting Operations in your State/Union Territory. With your practical knowledge, it is time for you to give a thought for the preparation of the Administration Report for Census 2011. These reports have proved an authentic reference source for the successor Directors for organizing Census Operations in their State/Union Territory. It is hoped that you must have had an opportunity to go through the Administration Reports recorded by your

predecessor for 2001 and earlier Censuses. It is expected that these reports will prove to be a ver useful guide in planning and execution of the Census Operations for 2021. It is not always possible t foresee the rapidly changing political, administrative and social circumstances to name a few ten year in advance, so one should be prudent in giving advice to his/her successor. However, you should leav as detailed an account as possible of your personal experience in organizing the present Census so tha this report would provide your successor with minutest details and enable him/her to draw severa lessons and also gain the benefit of your views on several matters concerning the Census Operations.

3. The Administration Report should present a fairly detailed account of the organization, th various phases and aspects of the Census in your State/Union Territory. It would be useful to recor your views on the more important aspects to serve the purpose usefully later on. The Administratio Report should be presented in a way so that some broad conclusions are drawn based on you experience. It would also be necessary to analyze and evaluate the procedures and systems adopted s that the organization could build up on the collective experience mutually shared by each one of us.

4. The purpose of this circular is to outline a broad frame for the preparation of the Administratio Report. The Administration Report should be more in the nature of a record of your own experience pu in your own unique style so as to be interesting, informative and instructive. In one way it is a autobiographical administrative account of conducting the Census Operations of your State/Unio Territory. The Administration Report will, however, greatly help if the coverage of certain definit issues is outlined sequentially, i.e. in the chronological order of various stages of the Census Operation in order to make it comprehensive, useful and comparable among different State/Union Territory. Th proper arrangement of Chapters in the report could perhaps facilitate the drafting of the concerne section with the progress through each stage.

5. The Administrative Report for Census 2011 will be different from that of Census 2001. Th entire Administrative Report may be divided into three volumes. First volume will cover all the gener information right from the Director's appointment, building up of the organization, preparatory step and all the details of pre- Houselisting preparations, the conduct of Houselisting Operations in t State/Union Territory and Post Enumeration Survey of Houselisting Operations. These details of pr Houselisting preparations would include the information about training and touring programm organized, translation, printing and distribution of census Schedules and Manuals, Procurement

various maps, preparation of rural and urban frame, directives issued by the State/Union Territory Government, information about the Enumeration agencies and receipt and dispatch of census material through Department of Post.

6. The Second Volume will cover all the preparations made for conducting the Population Enumeration successfully in the State/Union Territory. Any changes, improvements or additional activities carried out based on the experience of Houselisting Operations for betterment of Enumeration process should be highlighted. The entire process of conducting the Population Enumeration in the State/Union territory may be detailed in this volume. The information about conducting of PES for Population Enumeration may also be clearly explained. Your inputs on any problems faced and how these were resolved may also be brought out. Finally it would be highly appreciated if this volume is concluded with your valuable suggestions for the future and acknowledgements. The details of budget and expenditure should also form a part of the Report.

7. The Third and the last volume of the Administrative Report for those States/Union Territories having Data Centres may detail the entire processing of Data at Data Centres. This may include all the details about the preparations made before census operations, i.e. updation and maintenance of Data centres, arrangements made for storage and receiving of census material after the operation, scanning of the schedules etc., validation of data and finally generation of tables. But this frame is only a general guide and each Census Director is at liberty to add any other subject that may be of local administrative interest. It will be useful to illustrate the report with media reports or articles (in a box form), photographs, maps and sketches to depict various aspects of the Census Operations. For example, house numbering, lay-out maps of villages, conduct of training classes, actual enumeration scenes, enumeration of the houseless, the boat population and population in remote areas and any other points of interest pertaining to any aspect of the Census Operations up to the enumeration stage could be incorporated as a part of your report.

8. It may be useful to prescribe submission of a simple report by the Census Charge Officers and Principal/District Census Officers. They, in turn, can collect some reports from the enumeration staff on their experiences soon after the completion of census enumeration. This will definitely provide an insight to several unknown interesting features and experiences from the field level officers.

9. I would, therefore, request you to undertake the work of drafting of the Administration Repor for Census 2011 immediately. The draft for the HLO Phase may be taken up immediately, (while it i still fresh in ones memory) and completed at the earliest. It is expected that it will be ready as soon a field operations and collection of census records from the field is over during March-April 2011. Th arrangements may be made to send the draft Administration Report to this office, preferably, by Jun 2011.

(C. Chandramouli
Registrar General an
Census Commissioner, Indi

To

All Directorates of Census Operations

Copy to:

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

Volume I – Houselisting Operations

CHAPTER - I: Introduction and Building up of the Organization

(a) A brief description regarding your appointment as Director -the stage at which you join, your initial reactions, your first communication to State Governments, Deputy Commissioner/Collector, etc. on your appointment, your suggestions regarding the appropriate time of the Director etc. Provide a brief description of the office and hierarchy that you inherited and any backlog of 2001Census and how it was tackled.

(b) Indicate the strength of office staff when you joined, and its further expansion by posts etc.

(c) Give information regarding sanctioning of posts at different levels, their placement, selection and training provided to them. Also indicate the names of Deputy Directors and Assistant Directors.

(d) Provide the details about deputing the staff at the district, tehsil, municipality and other levels. Indicate the procedure for creation of posts, their funding, etc. Deviation from the standard patterns which might have been agreed to in your case may also be indicated.

CHAPTER - II: Preparatory Steps and Preparations for the Census

(a) These may include the information regarding the circulars that you might have reproduced/issued and the communications to the State Government, if any.

(b) The preparatory steps taken for the pretests, if taken place in your presence and reproduce the pretest schedules for information

(c) Based on the pretest reports, summarize pretest experience

(d) The measure taken by you to create a consciousness regarding the census in the state hierarchies

(e) Briefly narrate your experience of the various Conferences and the decisions taken therein.

(f) Provide the census calendar of your State/UT and explain monitoring of the census operations.

(g) Describe conferences and meetings called by you indicating the places, the levels of participation, and the proceedings and conclusions.

CHAPTER - III: Touring and Training programmes

(a) Indicate the summary details of the touring undertaken by you and your senior officers with evaluation of the need for the Director himself/herself to tour intensively and critical comments on adequacy of touring, vehicles and indicate the difficulties they might have had with your views and suggestions etc.

(b) Arrangements made for enhancing travel facilities, if any, such as taking state cars on loan, etc.

(c) What special arrangements were made to help Charge Officers in carrying out adequate touring? Indicate difficulties in meeting such needs, etc.

CHAPTER - IV: Census Schedules and Instructions - Translation, Printing

(a) Briefly indicate your requirements of the instructions and census schedules for each of thes operations, the assessment of the reserve, wastage etc. Indicate a district wise breakup c supplies of each of the types of schedules. The requirements of the language versions arrive and your suggestions.

(b) Translation of Schedules and Instructions to Enumerators; how this was achieved and how yo ensured that the translations were simple to understand?

(c) Printing of the schedules - arrangements made for the printing of the schedules, where they wer printed.

(d) Were there any last minute demands for schedules or instructions, etc. and how were these met?

CHAPTER - V: Preparation of Rural and Urban frame and Procurement of Maps

(a) The difficulties faced in finalizing the Rural-Urban frame-method to ensure complete coverage

(b) Changes in jurisdiction of districts, tehsils, etc. and how you tackled this in terms of obtainin information regarding jurisdictions?

(c) Give information regarding identification and maps prepared for the unsurveyed areas, havin population settlements for example in reserved forests, etc.

(d) Urban areas and urban agglomerations - indicate criteria adopted, how their list was finalized Indicate the reasons for changes from the 2001 list, and any suggestions regarding the concep itself.

(e) Indicate instructions issued by Government of India and by the State Government for freezing o boundaries of administrative units, difficulties in actual implementation, your involvement i changes etc.

(g) Explain the system of location code. Reproduce the location code numbers for each district tahsil or town for your state and indicate how the villages were depicted in the District Censu Handbook by their location code. Evaluate whether the location code was used in all your form or whether some enumerators tended to use any other number.

(h) Preparation of Charge Registers - how were these printed and distributed. How did you reassur yourself that these Charge Registers cover all the rural and urban administrative units or areas?

(i) Indicate the method, by which district, tahsil, town, city and other maps were obtained by yo and difficulties in getting these, if any.

(j) Describe the circulars reproduced regarding preparation of maps issued by this office and by you

(k) Indicate the strength of the Mapping Unit with your views whether this was adequate or not.

Indicate how town and city maps were obtained and difficulties regarding this matter, if any.

CHAPTER - VI: General

(a) Any directives issued by the Government, i.e. indicate the various types of instructions issued b the Govt. of India, State Govt., heads of departments and others with special reference

concessions given to officials and teachers etc. on census duty, making available of vehicles by the State Government etc.

(b) Indicate the adequacy and utility of participation of ministers and senior officers in training classes and in publicity.

(c) Briefly describe the census circulars issued by you and indicate where these have been reproduced at the appropriate places in the report alongwith the index of all circulars issued by you indicating the subject and the page number in the report.

(d) Critically evaluate the publicity measures, final arrangement for payment of honorarium, quantum of honorarium and your views there upon, and the procedures for payment.

(e) Give details of the census medals and certificates - how was the performance of enumerators etc. evaluated and how these were ultimately distributed?

(f) Indicate the problems of recruitment of staff and retrenchment, if any.

(g) Briefly describe accounting system in your office. Indicate the annual budgets and comment on accounting procedures and rules.

(h) Briefly describe other organizational aspects such as travelling allowance, telephones, indent for stores, etc., printing procedures, obtaining accommodation, etc. with your comments.

(i) Make a special report on the use of and impact of amendments to Census Act and Rules during the Census of India 2001 for your state. Any suggestions in this regard.

(j) How decision about the agency made, its composition should be indicated preferably by males and females also. Describe the utility of the enumeration agency different between the rural and urban areas. Your views on the agency and alternative available, if any may be suggested.

(k) Any kind of organized movements by the agencies for any hindrances and if any, the controlling of such situation.

(l) How did this agency generally function both in houselisting and enumeration stages? Some exemplary experiences may be shared.

CHAPTER - VII: Receipt and dispatch of census material through Department of Post

(a) Role of Department of Post and system followed for distribution of census material.

(b) How effective was the entire system of DOP?

(c) Any difficulties faced during the receipt and dispatch of census material at/from the destinations.

(d) Your comments about the entire DOP system adopted during 2011 census.

CHAPTER - VIII: Houselisting Operations

(a) Steps taken for listing of houses and house numbering and special arrangements made, if any, in both rural and urban areas. Comment on the suitability of the timing of houselisting in your State/UT based on your own experience.

(b) Preparation of the Charge Registers, Village Registers and Town Registers-any difficulties faced during their preparation like non-cooperation at Charge level or delay in getting the information from State Govt.

(b) Publicity measures - their adequacy or inadequacy, your suggestions, etc.

(c) Generally describe the training system organized by you for various levels in-house or external Reproduce your instructions regarding the organization of the classes, the size of the classes how you took care of the quality of training etc.

(d) Any experiences of an interesting nature during actual houselisting? Any difficulties observed during canvassing of the houselist schedule.

(e) You may like to comment on the inspections carried out during the houselisting operations and the typical mistakes noticed.

(f) Arrangements made by you for collecting the census schedules of houselisting operations and for generating houselisting population totals.

(g) Post Enumeration Check/Census Evaluation Studies carried out after Houselisting Operations - Indicate in detail the method of selection and how the PEC/CES were carried out.

Volume II – Population Enumeration

CHAPTER - I: Preparations for Population Enumeration

(a) Your instructions regarding preparation of the abridged houselist - the agency that prepared these, special arrangements made for the preparation of the AHL, etc.

(b) Preparation of revised Charge Register for Population Enumeration.

(c) Describe training classes and reproduce relevant instructions. Describe how you ensured intensity and quality of training at all levels alongwith the number of rounds of training, duration

(d) In organising training classes what were the aids used?

(e) Any difficulties regarding timely payment of TA/DA to the Enumerators/Supervisors.

(f) The arrangements made by you for the Population Enumeration such as issue of identity cards special instructions to supervisors, etc.

(g) Publicity measures for the census such as, special broadcasts, VIP messages etc.

CHAPTER - II: Population Enumeration

(a) How did you ensure adequate supervision during the enumeration

(b) Any instances of reluctance to answer? Your views on the taking recourse to the provision of th Census Act itself? Any organised movement in your State regarding giving false or incorre answers to some of the questions (Media reports may be used here).

(c) Make a critical assessment of the replies received to various types of questions in th questionnaires, i.e. demographic, social or economic. Any difficulty, in putting this conce across and whether it affected the results? Special steps taken, if any, to ensure proper netting the economic activity of the population, particularly that of women.

(d) Special arrangements made by you to ensure total coverage? Any complaints received by y and how were these investigated and settled?

(e) Enumeration of the houseless and those on ships, boats etc.

(f) Describe enumeration in non-synchronous and in special areas, if any, in your State/UT.

(g) Enumeration of special areas and the Defence personnel. Do not quote the secret letters issued to you but indicate so that.these are available to your successor.

(h) What special arrangement did you make for enumeration in State capitals or large cities such as Calcutta, Mumbai, Chennai, Bangalore, Hyderabad etc?

CHAPTER - III: Generation of provisional results of Population Enumeration, PES and concluding remarks

(a) How were the provisional results arrived at. How you were able to organise reporting of provisional results so that these could reach to the headquarters in time?

(b) Reproduce provisional and final population figures, if available, by the time the report is printed.

(c) Post Enumeration Check/Census Evaluation Studies carried out after Population Enumeration – Indicate in detail the method of selection and how the PEC/CES were carried out.

(d) Problems faced and solved during the Census 2011 and suggestions for future

(e) Conclusion and acknowledgements

Volume III- Data Centres, Data Processing and Validation of Data

(a) Upgradation of Data Centres.

(b) Maintenance of Data Centres.

(c) Arrangements made in the Data Centres prior to Census Operations.

(d) Details of procedure followed for storage and receiving of Census material after the Census Operations.

(e) Technology used for scanning purpose and scanning of materials.

(f) Processing and validation of data.

(g) Editing, coding and generation of tables.