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गृह मंत्रालय/Ministry of Home Affairs
भारत के महारजिस्ट्रार का कार्यालय
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CENSUS OF INDIA 2011 - CIRCULAR NO. 33

Subject: Post Enumeration Survey of Population Census – Census of India 2011.

The Post Enumeration Survey (PES) has become an integral part of the census operations in India since 1951. It is conducted immediately after the Census in order to assess the coverage and quality of the Census enumeration. The primary objective of PES is to quantify the likely omissions and duplications in Census enumeration preferably by engaging an external agency. It will also provide a measure of the quality of information on certain items collected in the Census like age, literacy, educational level, type of disability, worked any time last year, whether main or marginal worker, category of economic activity, data on surviving and children ever born alive of ever married women and number of children born alive during last one year in case of currently married women.

Objectives of PES

2. PES attempts to answer two questions (i) How accurately persons have been enumerated in the Census and (b) How precisely the particulars of the individuals been recorded in the Census. The former will give an estimate of the coverage error and the latter will provide an estimate of the content error. The coverage error to be investigated in the PES consists of two components:

(i) Omission or duplication of households residing in normal households.
(ii) Omission or duplication of individuals within each of the normal households of all the sample enumeration blocks.

The content error is to evaluate how precisely have the particulars of individuals been recorded in the census.

Note: For PES, only normal households are to be taken into consideration. Institutional and houseless households will be excluded.

Schedules for PES

3. Six schedules are proposed to be used in this survey. **Schedules I to V relate to coverage error and Schedule VI relates to the content error. Selected columns of the Household Schedule of Census of India 2011 used during Population Enumeration (PE) will be used as Schedule VI of PES.**

Sample size and work load

4. PES will be conducted in a sample of 4,000 Enumeration Blocks (EBs) spread over all the States and Union Territories. Sample Sizes of the States have been selected in proportion to their projected population in 2011 with a minimum of 8 EBs for smaller States/UTs. The number of EBs in which the schedules are to be canvassed is given in **Annexure 1.** The list of the selected EBs in which PES is to be conducted has been selected at the ORGI headquarters for coverage and content error separately and the same has been communicated to you. **In case one EB consists of two or more Sub-Blocks, then the first such Sub-Block will be selected for PES.**

Schedules I to V will be used for all the selected EBs. However, in 20 per cent sub-sample of the PES blocks, Schedule VI will be canvassed in addition to Schedules I to V.

5. It is proposed that each enumerator is assigned the work of at-least one EB. Approximate number of enumerators required in your State has been indicated at Annexure 2. This includes 10 per cent reserves. In addition to that supervisors will be required for overall field management, the number of which should be decided depending upon the local conditions. Some State Governments have agreed to provide staff for the work of the PES. In case the State Government of your State is not in a position to provide staff for the PES work, the staff of your Directorate should be assigned the field work. The enumerators for this survey from the State Government would be selected from the ranks of Assistant Compilers, Computers and Statistical Assistants etc. while the supervisors may be of senior rank of experienced Senior Statistical Assistants, Investigators etc.

Involvement of external agency

6. The PES estimation methodology is based on the assumption of independence between the actual Census and PES operations. To maintain independence, it is proposed that for the PES, the officers and staff of the State Directorates of Economics and Statistics (DES) and other government organisations are to be involved, wherever possible. One nodal officer from your Directorate will be appointed, who will have the overall responsibility of conducting the PES in your State. He/She has to be necessarily a very senior and competent officer. In case the field work of the PES is assigned to the State Government, one nodal officer of that Government will also be appointed and both the nodal officers will keep close liaison in accomplishing the work in the specified time.

Duties of nodal officer

7. The duties of the nodal officers of the DCOs are as under:

(i) The nodal officer will be responsible for making the relevant documents viz., Layout Maps, Abridged House Lists (AHL) and Household Schedules pertaining to the PES blocks available in the DCO office by 10th April, 2011. Instruction Manuals will be sent to all the Directorates of Census Operations from the Office of the Registrar General, India (ORGI) by the 1st week of April, 2011. The CRCs of the schedules I to V have been sent to DCOs in both English and Hindi languages for in-house printing on March 23, 2011 by e-mail. Household Schedule of Census 2011 will be used as Schedule VI (Content error). The items to be excluded for PES have been shown in the attached Household Schedule for content error. It will be the responsibility of the nodal officer to provide list of concerned EBs to the supervisors along-with the relevant documents of the selected EBs. Advance action regarding availability of the Household Schedules of the sample EBs at the time of Desk Matching may be taken by photocopying them and keeping them separately before sending the Household Schedules to the respective Data Processing Centres. Care should be taken to return the original Household Schedules to the Scanning Centre so that the scanning work is not hampered. The Schedules of the relevant EBs may be replaced back to their original position after photocopying. An intimation in this regard has been sent to all DCOs by e-mail.

(ii) It is essential to make sure that the quality of enumerators in this operation is considerably superior to those of the Census. This is possible only if we exercise effective control and supervision of the field work by training the supervisors and the enumerators thoroughly in the concepts. In the training classes, instructions for the PES

must be read thoroughly and the basic concepts explained. The training programmes are to be arranged by the nodal officers in their respective States. It is to be decided by the DCOs whether the trainings are to be imparted to the supervisors and enumerators at one place or spread over different places in the State. The training programme should be so arranged that the supervisors/enumerators are exposed to the PES thoroughly and become fully equipped for field work of PES by 12th April, 2011 i.e. just before the commencement of the PES. The dates for the training classes should be communicated to the headquarters so as to enable officials from headquarters to attend such training classes wherever possible.

(iii) Wherever State DES officials will be participating in the PES field work, the nodal officers of the DCO office should be in constant touch with their counterparts of the State Government regarding the progress of the work and adherence to of the time schedule.

(iv) After the first stage of the PES is over, the arrangements for the Desk Matching (which will be done in the DCO office), and the subsequent field reconciliation will be made by the nodal officer of DCO.

(v) After the PES reconciliation work is over, it will be the responsibility of the nodal officers to collect and check the filled-in schedules for any inconsistencies and dispatch them to the ORGI.

In addition to above duties, the nodal officers will finalise the list of the enumerators and supervisors in consultation with the State Government/Other Organisations in their States and ensure timely appointment of the enumerators and supervisors latest by 12th April, 2011. A D.O. letter in this regard has already been sent to you by DDG (R) on March 16, 2011.

Stages of PES

8. As mentioned above, the PES estimation methodology is based on the assumption of independence between the Census and the PES operations. To maintain independence, it is proposed that different sets of persons are engaged for re-listing and re-enumeration operations on the one hand and the Desk Match and field reconciliation on the other. This can be done by inter-changing the enumerators between one block and the other for different stages of work.

There will be the following four stages for conducting of the PES:

(i) Re-listing and re-canvassing of the PES Schedules I, IV and VI (wherever applicable) – **a field operation.**

(i) **Desk matching** of particulars collected in the PES (a) Schedule I with those contained in the Abridged Houselist (AHL) and (b) Schedules IV and VI with those contained in the Census Household Schedules in the Office of the DCO – an office operation. The Desk matching operations will be done by the designated staff of the DCO in their office. It will be the responsibility of the nodal officer to locate all the required documents, list them to the various persons associated with this work at the time of Desk matching.

(ii) A field reconciliation visit to resolve the differences noticed for the entries not matched and partially matched during the desk matching operation so as to ascertain, as far as possible, the true reason for the discrepancy in the two data sets – **a field operation.**

(iv) This will be followed by an in-house final verdict for resolving the entries not matched and partially matched in the PES and census enumeration- **a desk operation.**

9. In order to facilitate the enumerators to locate the block properly, it is proposed to provide a list of 10% sub-sample of households enumerated in the census of the concerned block. This selection will have to be done in your office. The procedure for selection of this sub-sample of censused households is as under:

(i) From the AHL, the sample of households enumerated in the Census 2011 will be selected linear systematically. Before the sample selection is started, all the households which are 'Institutional' or 'Houseless' should be excluded from the frame of the households. For this purpose, the contents of the Cols. 5 and 6 of the Section 2 and Col. 5 of the Sections 3 of the AHL are to be examined. In case of Institutional Households, Code '999' would have been recorded in column 6 of Section 2 of the AHL. However, Col. 5 of Section 2 may also be seen as there may be situations where code '999' may not have been written in Col. 6 even if the household is Institutional.

(ii) Re-number the normal households in pencil in Col.6 along the lines separating Cols.6 and Col.7 of the AHL. The serial numbering should be continuous for all the households within a block, after excluding Institutional and Houseless households'. Select a random number 'K' between 1 to 10 (both inclusive). Starting from household number 'K'(the number refers to the number you have allotted in column 6 in pencil and not the original number in column 6 and 8), select every 10th household i.e., household with numbers K+10, K+20, till you cannot select any further household. List out the selected households in the format given below columns 2, 3, 4 and 5 which are to be copied from columns 3, 4, 7 and 8 of the AHL respectively. This list

should be prepared in duplicate. The first one should be given to the enumerator and the second one retained with the supervisor. Please note that you have to enter the total number of normal households in the block at the top of the format. This is an essential step and should be done without fail. The format in which the list of selected households is to be prepared is given below:

List of the selected households

Location code of selected block in full : _____

Total number of normal households in the block : _____

Random Start :----------

SI. No.	Building No.	Census house No.	Name of the head	SI.No.as in Col.8 of AHL
1	2	3	4	5

In case the PES work is done by your staff, then after the re-listing operations have been completed in the field, the PES enumerator will return to the State Headquarters and deposit the PES Schedules I, IV and VI to the concerned officer. In case, the State Government staff is involved in the field work then the nodal officer of that organization will have the responsibility to deposit the filled – schedules in your office with a proper acknowledgement. The second stage of PES (Desk Matching) will now commence in your office.

10. Immediately on the receipt of records of the PES blocks from the field after the completion of the first phase, a summary statement is to be prepared in your office from the AHL of the concerned block showing the number of occupied residential houses, number of institutional households houseless households and normal households and the population enumerated in the block. The format in which the information is to be prepared is shown in Part A of the control Sheet (**Annexure 3).**

11. Similarly, for all the households, a list giving some particulars of the households together with the number of females and males enumerated in the household in the census should be prepared before desk match is undertaken. The number of females and males in the households may be obtained from the Households Schedule. A format of the statement to be

prepared is at Part B of the control sheet **(Annexure 4)**. A consolidated Statement in respect of your State/UT should be sent to the Demography Division before the commencement of the desk match commences.

12. Taking into consideration the nature of work, it will be ideal to conduct the PES as soon as the census is over. This is because a number of questions on the residential status as well as questions on whether the person has been enumerated or not are asked and the answers to such questions are subject to recall lapse.

Preparation before the desk match

13. Before the Desk Match operation begins, it is necessary to collect the AHL and the Census Household Schedules in respect of the EBs selected for the PES. The first step in the desk matching exercise is to take out the PES Schedule I and the corresponding AHL of the same EB. Once this has been assured, then one by one, the entries from the PES Schedule I will be matched with those in the AHL Similarly, the entries in the PES Schedule IV will be matched with the corresponding entries in the Census Household Schedule. It is necessary that the original Census Household Schedule should be photocopied and provided to the staff in-charge for desk matching exercise. The original Household Schedule will thereafter be replaced in the same corrugated box from which it was taken out in the first instance. The matching will be done using the photocopied Household Schedule. **Care should be taken to see that a person who does the basic re-listing and re-enumeration, does not do the field reconciliation, for that PES block. Alternatively and preferably the desk matching can be done by a small core group consisting of an independent group of staff who were not deployed for the PES work.** This will ensure the cases where the differences exist in the two records. PES and Census, are brought out faithfully, otherwise, there may be a tendency to match as many events as possible.

14. The third stage of the PES will be carried out in the field where reconciliation will be done about the particulars of the households or individuals, the entries in respect of which are not matched between PES and the relevant census records.

15. The detailed instructions are given in the Instruction Manual for the PES, copies of which will be made available to you by the 1st week of April, 2011. These Instruction Manuals should be made available by the nodal officers to the concerned authorities by 12th of April, 2011 along with the appointment letters and identity cards of the enumerators and supervisors.

16. It is reiterated again that it is important to make sure that the quality of enumerator in this operation is considerably superior to those deployed in the census. This is possible only if you exercise effective control and supervision of the field work by employing better

enumerators and training them thoroughly in the census concepts, well before the survey. It is suggested that at least two training classes should be conducted. In the training classes instructions for PES should be read thoroughly and basic concepts explained with suitable examples. You are requested to take necessary action for ensuring that the PES is conducted in an effective manner, as per the instructions in this circular.

17. The PES survey is a scientific attempt to quantify the extent of the errors and is not a fault finding exercise.

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

To,

All Directorates of Census Operations

Copy to:

1. PPS to HS
2. PS to RG & CCI, PS to Addl. RGI, PS to DDG (NPR), PS to DDG (Census)
3. DRG(C&T), DRG(PKB), DRG(Map), DRG(CRS/SRS), JD (AKS), JD (DP), JD (A. K. Samal), JD (M. S. Thapa), JD (A. K. Srivastava), JD (Anil Kumar), ARG (SS), JRGI, DIR (A), SRO(Language Division), Consultant (Ram Singh).
4. JD (OL) for immediate Hindi Translation
5. Census Cell (15 copies)
6. Guard File

Annexure-1

Sample Size of PES at State/UT level

Sl.No.	India/States/UT's	Coverage Error	*Content Error
1	2	3	4
	India	4000	800
1	Jammu & Kashmir	40	8
2	Himachal Pradesh	23	5
3	Punjab	92	18
4	Chandigarh	8	2
5	Uttarakhand	34	7
6	Haryana	84	17
7	Delhi	62	12
8	Rajasthan	224	44
9	Uttar Pradesh	664	132
10	Bihar	323	64
11	Sikkim	8	2
12	Arunachal Pradesh	8	2
13	Nagaland	12	3
14	Manipur	8	2
15	Mizoram	8	2
16	Tripura	12	2
17	Meghalaya	9	2
18	Assam	101	20
19	West Bengal	296	59
20	Jharkhand	104	21
21	Orissa	135	27
22	Chhattisgarh	80	16
23	Madhya Pradesh	239	48
24	Gujarat	195	39
25	Daman & Diu	8	2
26	Dadra & Nagar Haveli	8	2
27	Maharashtra	373	74
28	Andhra Pradesh	276	55
29	Karnataka	197	39
30	Goa	8	2
31	Lakshadweep	8	2
32	Kerala	114	23
33	Tamil Nadu	223	44
34	Pondicherry	8	2
35	Andaman & Nicobar Island	8	2

* The blocks selected for studying content error is a sub-sample of the sample for the coverage error

Annexure 2

Number of Enumeration Blocks/Enumerators

PES 2011

Sl. No.	India/States/UT's	No. of EBs/Enumerators		
		Actual	10% Reserve	Total
1	2	4	5	6
	India	4000	400	4400
1	Jammu & Kashmir	40	4	44
2	Himachal Pradesh	23	2	25
3	Punjab	92	9	101
4	Chandigarh	8	1	9
5	Uttarakhand	34	3	37
6	Haryana	84	8	92
7	Delhi	62	6	68
8	Rajasthan	224	22	246
9	Uttar Pradesh	664	66	730
10	Bihar	323	32	355
11	Sikkim	8	1	9
12	Arunachal Pradesh	8	1	9
13	Nagaland	12	1	13
14	Manipur	8	1	9
15	Mizoram	8	1	9
16	Tripura	12	1	13
17	Meghalaya	9	1	10
18	Assam	101	10	111
19	West Bengal	296	30	326
20	Jharkhand	104	10	114
21	Orissa	135	14	149
22	Chhattisgarh	80	8	88
23	Madhya Pradesh	239	24	263
24	Gujarat	195	20	215
25	Daman & Diu	8	1	9
26	Dadra & Nagar Haveli	8	1	9
27	Maharashtra	373	37	410
28	Andhra Pradesh	276	28	304
29	Karnataka	197	20	217
30	Goa	8	1	9
31	Lakshadweep	8	1	9
32	Kerala	114	11	125
33	Tamil Nadu	223	22	245
34	Pondicherry	8	1	9
35	Andaman & Nicobar Islands	8	1	9

CENSUS OF INDIA 2001
POST ENUMERATION SURVEY

Control sheet for selected PES blocks - Part A

Particulars of the selected blocks

PES 2011

Location code of the block	Number of occupied residential census houses	Households			Population
		Institutional	Houseless	Normal	
1	2	3	4	5	6

CENSUS OF INDIA 2001
POST ENUMERATION SURVEY

Control sheet for selected PES blocks - Part B

Particulars of the selected households

PES 2011

Location code of the block	Sl. No. of household	Name of the head of household	Population		
			Males	Females	Persons
1	2	3	4	5	