

**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 /17/2021-CD(CEN)**

**Dated: 25<sup>th</sup> Oct , 2021**

**CENSUS OF INDIA 2021 - CIRCULAR No. 15**

**Subject: - Drafting of the Administration Report for ensuing Census**

As you are aware that the Census 2021 and all other related field activities have been postponed until further orders because of the outbreak of Covid-19 pandemic. The fresh dates have not been declared yet. The ensuing Census will be conducted as per the period/dates that the Central Government will declare.

2. It has been the practice during every census to prepare an Administration Report by each of the Directors of Census Operations (DCOs). The Administration Report prepared by each DCO includes the minutest details of each phase about conducting Census in their respective State/Union Territory. The writing of the Administration Report provides DCOs an opportunity to express and narrate their views and offer critical comments on the procedures and concepts adopted during the Census Operations. It not only provides an opportunity to all DCOs to record their experiences gained during Census Operations freshly imprinted on their minds then and there for posterity but also enables them to highlight several interesting features of the Census Operations and challenges encountered for better appreciation of the final outputs of the Census.

3. The Report is important for the organization as the details/information regarding all the census related activities undertaken including the preparatory, pre-census, field activities during Census Operations and post census activities are put in together on records systematically and chronologically. This would thus greatly contribute in planning the future Census. These reports have proved authentic reference sources 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 2011 and earlier Censuses. Although, it is not always possible to foresee the rapidly changing political, administrative and social circumstances ten years in advance, but, you should leave as detailed an account as possible of your personal experiences in organizing the present Census in your State/UT so that this report would provide your successor with minutest details and enable him/her to draw several lessons on State specific issues and gain the benefit of your views on several matters concerning the Census Operations.

4. The purpose of this circular is to outline a broad frame for the preparation of the Administration Report. The report should be more in the nature of a record of your own experience put in your own unique style so as to be interesting, informative, instructive and comprehensive. It should present a fairly detailed account of the organization, the various phases and aspects of the Census in your State/Union Territory. It should be presented in a way that it enables to understand your observations with clarity. The Report should highlight all the new initiatives introduced/undertaken during the Census Operations in detail and should give the information about the objective, usage and their pros and cons observed and experienced during the Census. It would also be necessary to analyze and evaluate the various procedures and systems adopted in your Directorate to ensure the entire Census Operation a success in the State/UT. This would enable the

organization to build up the collective experience mutually shared by each one of us. The coverage of certain definite issues is required to be outlined sequentially, i.e. in the chronological order of various stages of the Census Operations in order to make it comprehensive, useful and comparable among different States/Union Territories. The proper arrangement of Chapters in the report would perhaps facilitate the drafting of the concerned section with the progress through each stage.

5. The entire Administrative Report may be divided into three volumes. First volume may cover all the general information right from the Director's appointment, building up of the organization including appointment of consultants/outsourced staff in the lack of regular staff, preparatory steps and all the details on preparations for Houselisting Operations and updation of NPR, rearrangement due to postponement of census activities in lieu of Covid-19 pandemic and conduct of Houselisting Operations in the State/Union Territory. These details should include the information about conduct of pretest exercise, training and touring programmes organized, translation, printing and distribution of Census Schedules as well as NPR booklets and Manuals, procurement and distribution of stationary kit items, appointment of Technical Assistants, introduction of Census Management & Monitoring System (CMMS) portal, procurement of various maps, preparation of rural and urban frame, experience of using 2011 Census frame (HLB/EB) for carving Houselisting Blocks, response to the digital mode approach used for data collection in your State/UT including Self-Enumeration, state specific connectivity issues, experience on usage of mobile apps for each phase of Census as well as for updation of NPR, experience on capturing terminal points of HLBs through HLB Mobile Mapping App, helpfulness or problems/issues faced during the Census Operations in using the new methodology, experience regarding identification of special charges and updation of NPR in these areas,

initiatives taken for publicity, 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 may cover all the preparations for conducting the Population Enumeration successfully in the State/Union Territory. Any changes, improvements or additional activities carried out based on the experience of Pre-test Operations for betterment of Enumeration process should be highlighted. The entire process of conducting the Population Enumeration as well as Post Enumeration Survey (PES) in the State/Union territory may be detailed in this volume. Your inputs on any problems faced and how these were resolved may also be brought out. 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, lay-out maps of villages, conduct of training classes, actual enumeration scenes, enumeration of the houseless and institutional population, the boat population, population in remote areas and slum areas as well as any other point of interest pertaining to any aspect of the Census Operations up to the enumeration stage. With the development of the Code Directory for collecting the data during the Population Enumeration, the experiences and inputs on its usage and its applicability would be very important. Likewise, experiences pertaining to Self-Enumeration facility for Population Enumeration and data collection through PE mobile App are to be detailed in this volume.


7. The third and the last volume of the Administration Report is to be prepared by only those Directors who have Data Centres in their DCOs and the volume 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 Centers, 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. Besides this, challenges faced due to change in methodology, i.e. data collection directly in digitized format in the field itself using the mobile app and syncing it to the servers, as well as impact of other technological developments, work related to updation of the systems/servers, security issues encountered relating to receiving data at the servers in the Data Centres and ways in which it was tackled. All such developments in your Data Centres should also be part of the Report. 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. Finally, it would be highly appreciated if this volume is concluded with your valuable suggestions for the future and acknowledgements.

8. Also, it may be useful to prescribe submission of a simple report by the Census Charge Officers and Principal/District Census Officers after the field operations in each phase. 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 Report for the forthcoming Census immediately. The broad points that may be incorporated in the three volumes of the Administrative Report are mentioned in the Annexure below for ready reference. However, DCOs may add any other topic including any developments /changes made at later stages as well. It is expected that the Report will be ready simultaneously with the completion of the field operations and

collection of census records thereafter. Each DCO would arrange to send a final copy of each volume of the Administration Report to this office within four months of the completion of Population Enumeration. On receipt of final copies of Administration Reports from DCOs, a consolidated All-India Administration Report may be brought out at the ORGI level.

  
(Vivek Joshi)

Registrar General and Census Commissioner, India

Enclosures: As above

To  
All the Directorates of Census Operations.

Copy for information to:

1. All heads of Divisions of ORGI including Language Division, Kolkata.
2. DPD for uploading on ORGI website

**Volume I – Houselisting and Housing Census along with updation of NPR**

**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 with State Governments, Deputy Commissioner/Collector, etc. on your appointment, your suggestions regarding the appropriate time of joining as a Director etc. Provide a brief description of the office and hierarchy that you inherited and any backlog of 2011 Census and how it was tackled.
- b) Indicate the strength of office staff when you joined and its further expansion by creation of 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 adopted for creation and filling of temporarily created Census posts and its budget & expenditure etc. Deviation from the standard patterns which might have been agreed to in your case may also be indicated.

**CHAPTER - II: Pre-test as well as other preparatory works undertaken for the ensuing Census and updation of NPR**

- a) Information regarding the circulars you might have reproduced/issued and the communications to the State/UT Government, if any.
- b) The preparatory steps taken for the Pretests, and reproducing of the pretest schedules in regional language for information
- c) Special effort taken to make officials in the Census Directorate acquainted with the new methodologies like data collection through Apps, management & monitoring of census activities through CMMS etc.
- d) Experience of introduction and use of Digital Census. i.e. use of CMMS Portal as well as introduction of apps for Census and NPR updation

- e) Summarize the details of Pre-tests/Short-field trail (SFT) conducted in your State/UT and observations/experiences made therein.
- f) The measures taken by you to create consciousness/awareness regarding the Census and updation of NPR in the State Government/ hierarchies
- g) Briefly narrate your experience of the various Conferences at the level of ORGI and the decisions taken therein.
- h) Provide the original and revised Census calendar of your State/UT, highlight the problems encountered due to postponement of census activities for Covid-19 pandemic & solutions provided, and explain monitoring of the census operations.
- i) Describe conferences and meetings called by you including the State level Coordination Committee meetings indicating the places, the levels of participation, the proceedings and conclusions.

### **CHAPTER - III: Touring and Training programmes**

- a) Indicate the summary details of the touring undertaken by you and officers in your Directorate with evaluation of the need for the Director himself/herself to tour intensively. Critically comment on adequacy of touring, availability of vehicles along with the difficulties faced, if any, with your views and suggestions etc.
- b) Arrangements made for enhancing travel facilities
- c) What special arrangements were made to help Charge Officers in carrying out adequate touring? Indicate difficulties in meeting such needs, etc.
- d) Difficulties faced with respect to arranging of venues for Training at any level, issues with the quantity as well as quality of material with respect of training of field functionaries.
- e) Introduction of CMMS portal for management and monitoring of Trainings
- f) Difficulties faced in creation of database of field functionaries and uploading them.
- g) Any issues/suggestions with respect to appointment of the field functionaries at any level.
- h) Views on introduction of Self- enumeration (SE) portal, Mobile apps for data collection, trainings related to their usage, enumerators response, trainings conducted and hands on training experience.



- i) Generally describe the training system organized by you along with training aids for training of different field functionaries during each phase for various levels of field functionaries both in-house and 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.

#### **CHAPTER - IV: Introduction of SE portal/Usage of Mobile Apps./Census Schedules and Instructions - Translation, Printing**

- a) Briefly indicate the experience of introduction of SE portal, usage of mobile apps for data collection in your State/UT by the enumerators, difficulties faced by them while using the apps., syncing the data. Any issues related to the use of mobile app. should also be highlighted. With the introduction of SE portal and use of mobile apps, your requirements of the NPR/Census Schedules for collection of data in paper mode for each of these operations should have been reduced and accordingly give information on number of schedules assessed, used and left unused/spoiled etc. Indicate a district wise breakup of supplies of each of the types of schedules. The requirements of the language versions arrived and your suggestions.
- b) Translation of Schedules and Instruction Manuals for Enumerators; how this was achieved and how you ensured that the translations were simple to understand?
- c) Printing of the schedules - arrangements made for the printing of the schedules, where they were printed.
- d) Mention regarding the use of physical schedules by enumerators who submitted digital data. Also, mention about the usability of hard copies of Instruction Manuals when e-modules were also made available.
- e) 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 to ensure complete coverage.
- b) Indicate the total changes in jurisdiction of the administrative units of Census i.e. districts, tehsils, villages, towns/wards. How you ensured obtaining precise information regarding jurisdictions? Indicate instructions issued by Government of

India and by the State Government for freezing of boundaries of administrative units, difficulties in actual implementation, your involvement in resolving problems, if any.

- c) Give information regarding identification and plotting of locations on maps for the un-surveyed areas, population settlement in reserve forests etc.
- d) Urban areas and urban agglomerations - indicate criteria adopted, how these lists were finalized. Indicate the reasons for changes from the 2011 list, and any suggestions regarding the concept itself. The details about the formation of multiple urban charges in the State/UT may be incorporated in the Report including the criteria used for their formation.
- e) Difficulties faced in assignment of Location codes. Comment on the provision to retain the already allotted MDDS code to the existing administrative unit. Reproduce the location code numbers for each district, tehsil or town for your state and indicate how the villages were depicted in the District Census Handbook by their location code.
- f) 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.
- g) Indicate the method, by which District, Tehsil, Town, city and other maps were obtained by you and difficulties in getting these, if any.

#### **CHAPTER - VI: General**

- a) 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.
- b) Directives issued by the Government, i.e. indicate the various types of instructions issued by the Govt. of India, State Govt., heads of departments and others with special reference to concessions given to officials and teachers etc. on census duty, making available the vehicles by the State Government etc.
- c) Critically evaluate the publicity measures their adequacy or inadequacy, your suggestions, etc. during each phase separately and utility of participation of VVIPs/VIPs/Ministers/Celebrities and senior officers in publicity.

- d) Provide the details about appointment of Technical Assistants and MTSs as well as deputation of the staff at the district, tehsil, municipality and other levels whenever required.
- e) Highlight the deviation from the standard patterns which might have been agreed to in your case.
- f) Indicate the problems of recruitment of staff on contract basis and retrenchment, if any.
- g) Briefly describe annual budget and accounting procedures and rules in your office such as travelling allowance, handling charges/contingency fund, telephones, indent for stores, provision for POL provided to each Directorate etc. along with printing procedures, obtaining accommodation, etc. with your comments. Also comment of delegation of financial powers to DCOs
- h) Experience on making payments through PFMS for the first time to the Districts as well as payment of Honorarium/TA/DA directly to the field functionaries in each phase of Census.
- i) Make a special report on the use of Census Act and Rules during the upcoming Census of India for your state any suggestions in this regard.

**CHAPTER - VII: Receipt and dispatch of Census/NPR material through Department of Post**

- a) Whether the Census/NPR material (schedules/instruction manuals etc. were received by each of the Charges on time during each phase and in good condition. Your views and suggestions for betterment of the process, if any.
- b) Role of Department of Post and system followed for distribution of Census and NPR material.
- c) How effective was the entire system of DOP?
- d) Any issues/difficulties faced during the receipt and dispatch of Census/NPR material at/from the destinations.
- e) Your comments about the entire DOP system adopted during the conduct of census.

## **CHAPTER - VIII: Identification of HLBs, Houselisting Operations along with updation of NPR**

- a) The process of identification of HLBs and issues faced regarding that, if any and how were they resolved.
- b) Issues regarding distribution of NPR 2015 booklets in the newly formed HLBs and the ways in which it was resolved
- c) 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.
- d) Since, Houselisting Operations of Census along with updation of NPR were rescheduled due to the Covid-19, record your experiences in detail regarding issues and how the different situations were tackled in your State/UT.
- e) Preparation of Charge Registers – Whether all the Charge Registers were prepared at Charges and made available to the DCO, were they complete in all respects, how were these generated/printed and distributed. How did you reassure yourself that these Charge Registers cover all the rural and urban administrative units or areas? Also, highlight the experience in preparation of charge register through CMMS portal.
- f) Any experiences of an interesting nature during actual operation for Houselisting as well as updation of NPR operations? Any difficulties observed during canvassing of the NPR and Houselisting Schedule.
- g) Comment on the inspections carried out during the Houselisting operations and the typical mistakes noticed.
- h) Experience on introduction and extent of usage of Apps for Houselisting operations as well as for NPR updation. Kindly give separate reviews for both the apps. and any suggestions for improvement of the same.
- i) Experience of usage of Self enumeration portal for Houselisting and NPR operation and how enumerators tackled these cases in field during collection of data in the respective area.
- j) Experience of using the Census Management & Monitoring System (CMMS) portal for various purposes and issues/benefits of the same observed
- k) How effectively the Houselist Abstract were auto generated.
- l) Experience on introduction of Arc GIS app for capturing of coordinates

- m) Arrangements made by you for collecting the Census Schedules of Houselisting Operations and for generating Houselisting Population Totals.
- n) How decision about the enumeration agency was 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.
- o) Any kind of organized movements by the agencies for any hindrances and if any, the controlling of such situation.
- p) How did this agency generally function in Houselisting stages? Some exemplary experiences may be shared.

## **Volume II – Population Enumeration**

### **CHAPTER - I: Preparations for Population Enumeration**

- a) Your instructions regarding preparation of the Abridged Houselist, Preparation of revised Charge Register for Population Enumeration.
- b) The arrangements made by you for the Population Enumeration such as issue of identity cards, special instructions to supervisors, etc.
- c) Use of CMMS portal in, appointment of the census functionaries, generation of AHL and other options for its use.
- d) Describe your experience with regard to auto generation of AHL, printing of AHL at Charge level and its updation by Enumerators in the field.
- e) Describe arrangement of training classes and reproduce relevant instructions. Describe how you ensured intensity and quality of training at all levels along with the number of rounds of training and duration. Mention about the training aids used.
- f) Efforts made for coverage of Special Charges and Snow-bound areas, if any.

### **CHAPTER - II: Population Enumeration**

- a) How did you ensure adequate supervision during the enumeration?
- b) Any instances of reluctance by respondents to answer? Your views on the taking recourse to the provision of the Census Act itself? Any organised movement in your State regarding giving false or incorrect 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 the questionnaires, i.e. demographic, social or economic. Any difficulty, in putting this concept across to the general public and whether it affected the results? Special steps taken, if any, to ensure proper netting of the economic activity of the population, particularly that of women.
- d) Special arrangements made by you to ensure total coverage? Any complaints received by you and how were these investigated and settled?
- e) Experience regarding enumeration of the houseless, institutional households, floating population and those on ships, boats, etc.
- f) Describe enumeration in non-synchronous snowbound areas 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) Comment on the use of Code Directory for the ensuing Census in field operations.
- i) Experience of introduction of app, CMMS Portal, provision for self enumeration for conduct of Digital Census during PE phase. Mention regarding attitude/willingness of Enumerators & Supervisors to use Mobile Apps instead of paper schedules or along with paper schedules. Also, mention usability of printed Instruction Manuals when e-modules were made available.
- j) Special arrangements made for enumeration in State capitals or large cities such as Kolkata, Mumbai, Chennai, Bangalore, Hyderabad etc?
- k) Special highlights on coverage of VIPs/VVIPs in your State/UT including the efforts and preparations made for their coverage.

**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 particularly for those areas where the data was collected on paper mode?
- b) Reproduce provisional and final population figures, if available, by the time the report is printed. The difference observed between the two and probable reasons for this difference in your State/UT.

- 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 and the outcome of their results.

#### **Chapter IV-Concluding remarks (For the DCOs, who do not have Data Centre)**

- a) Problems faced and solved during the ensuing Census and suggestions for future
- b) Conclusion and acknowledgements

### **Volume III- Data Centres, Data Processing and Validation of Data and Conclusion**

#### **Chapter I- Data Centres, Data Processing and Validation of Data**

- a) Up-gradation of Data Centers.
- b) Maintenance of Data Centers.
- c) Arrangements made in the Data Centers 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) Procedural details related to syncing of data directly from the field.
- g) Processing and validation of data.
- h) Editing, coding and generation of tables.

#### **Chapter II-Concluding remarks**

- a) Problems faced and solved during the ensuing Census and suggestions for future
- b) Conclusion and acknowledgements