



OFFICE OF THE REGISTRAR GENERAL, INDIA

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भारत के महा रजिस्ट्रार का कार्यालय

(भारत सरकार, गृह मंत्रालय)

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CENSUS OF INDIA 2021 - CIRCULAR No. 11

Subject: Preparation of Village Register, Town Register and Charge Register for the Houselisting Operations.

The Houselisting Block (HLB) is the primary unit for collection of data during Houselisting & Housing Census. This provides an unambiguous frame of area of Houselisting Operation without omission or duplication. The field work of Houselisting and Housing Census, the first phase of Census 2021, along with the up-dation of National Population Register (NPR) will be conducted in a period of 45 days during April, 2020 to September, 2020 in different States/UTs, depending on their local conditions and other priorities. In Assam, only Houselisting and Housing Census would be conducted in a period of 30 days and there would be no updation of NPR. The detailed guidelines for formation and numbering of HLBs have already been communicated to all concerned in the form of "Census of India 2021 – Circular 8". It is to be ensured that records of two or more HLBs are not mixed up as ultimately the census data would be processed separately in respect of each HLB. For the purpose of maintaining the distinction in HLBs, each Charge Officer is required to prepare a register, known as "Charge Register", for her/his charge containing the details of HLBs created in villages/wards in the Charge and allocated to enumerators/supervisors for field work etc. The said Charge Register will also be used for the field work relating to the updation of NPR since the same functionaries would be engaged for both the exercises. This circular gives details on the preparation of the relevant documents required for preparing the Charge Register and finally on preparation of the Charge Register for the Houselisting and Housing Census (HLO) by the respective Charge Officers.

2. Before the preparation of a Charge Register, it will be necessary to prepare Village Register for each Rural Charge and Town Register for each Urban Charge. This would facilitate the Charge Officer to estimate the number of Houselisting Blocks before assigning work to Enumerators. For the sake of uniformity in all the States/UTs the formats of Village and Town Registers are enclosed as Annexure-I & Annexure-II. The Village Register and Town Register will be two separate documents prepared in rural and urban charges respectively by the concerned Charge Officers. These are to be prepared in duplicate. One copy will be

retained by the Charge Officer while the second copy will be sent to the Census Directorates of the State/UT. The DCOs will provide the copies of the Village/Town Register to the Charge Officers alongwith the filled-in information available with them.

(I) Village Register (for rural areas only)

3. The Village Register should be prepared for all rural charges and should contain complete list of villages for each Rural Charge. The villages should appear in **ascending** order of their Short Location Code numbers. The detailed instructions for filling up the various columns are given below.

(i) Instructions for filling up of the Village Register

4. Village Register has two parts i.e. the 1st part is the cover page which contains complete Location particulars and the 2nd part is the format of the Village Register.

5. **Cover page:** Location particulars like names of the State/UT, District and Charge along with their codes are to be recorded.

6. **Format of Village Register:** While filling up this, first step is to give the page number starting from 001 for each Charge at the top of the page.

7. **Column 1: Location code number of the Village for Census 2021:** In column 1 the short location code of the village in **four digits** for 2021 Census is to be given **by the DCO**.

8. **Column 2 and 3: Name of the Village:** These columns are to be filled-in **by the DCO** office. In column 2, write the name of the village in Vernacular/ regional language and in column 3 write the name of the village in English as finalized.

9. **Column 4: Name of the Gram Panchayat(s):** The name of the Gram Panchayat (GP) to be written at the Charge office in this column as available in the records with the State Department of Panchayati Raj/Charge Officer. If a village has multiple GPs, names of all such GPs to be written under this column. **It is to be ensured by the concerned Charge Officer that HLBs have been formed in these villages without cutting across the GP boundaries besides fulfilling other norms and name of the GP has been recorded against each HLB in the Charge register.**

10. **Column 5: Hadbast/Settlement number:** Fill the Hadbast number or the settlement number of the village as per the land records provided by the Revenue Department of the State Government or information available within the Charge/Village Patwari.

11. **Column 6: Location code number of the Village as per 2011 Census:** In this column, write the complete location code number (eight-digit code) of the village as per 2011 census so as to have the concordance between two censuses. This column is to be filled **by the DCO**.

12. **Column 7: Area of the Village:** In this column, the present area of the village in hectares available in the land records of Revenue Department/with the Charge Officer as on 31.12.2019 is to be filled.

13. **Column 8: Name of the Hamlet(s):** Write the name(s) of hamlets of the village, if any, as per the information available with the Charge Officer/Village Patwari. If the village has

one or more Hamlets in addition to the main habitation then, the details in respect of columns 9-13 are to be recorded in separate lines for main habitation and for each of the hamlets.

14. **Column 9: Population as per Census 2011:** The population of the village as per 2011 Census is to be mentioned **by the concerned DCO** in this column.

15. **Column 10: Estimated present population:** In this column, the estimated population of the village is to be recorded **by the DCO**. The estimated population may be arrived at by applying the state level rural/village growth rate of 2001-2011.

16. **Column 11: Estimated number of Houselisting Blocks for Census 2021:** In this column, specify the number of Houselisting Blocks to be created for 2021 Census against each village based on the population criteria mentioned in Census Circular-8 for forming the Houselisting Block and estimated population in column 10. As contained in the Census Circular-8, it will also be kept in mind that the entire area of Enumeration Block (EB) of 2011 Census in the village is to be treated/created as one HLB, if estimated present population of the EB is 650 to 800 (equivalent to the workload of one enumerator). If estimated present population of the said EB is more than 800, then more than one HLB to be created within the 2011 Census EB boundary and **no HLB to be formed taking parts of two or more EBs of the Census 2011.**

17. **Column 12: Supervisory Circle numbers:** In this column write the supervisory circle number(s) for each village/hamlet. As contained in the Census Circular-8, six or more contiguous HLBs, which are to be allotted to six enumerators, will constitute a Supervisory Circle for which a Supervisor is to be appointed.

18. **Column13: Remarks:** This column has been provided to furnish any additional information about the village that may be of any use for census e.g. if the village is uninhabited the same may be noted there.

19. After the preparation of the Village Register, it is to be stamped and signed with date by the concerned Charge Officer. One copy to be made available to the DCO and the other copy is to be retained with the Charge Officer.

(II) Town Register (for urban areas only)

20. The Town Register should be prepared separately for each Urban Charge and Census Town. As regards towns, wards should appear in **ascending** order of their Location Code Numbers in column no. 4. Like the Village Register, Town Register has also two parts, i.e. the cover page and the format of the Town Register. The instructions for filling up the various columns of Town Register are detailed in the following paragraphs.

21. **Cover page:** The complete location particulars of the State/UT, District and Charge along with their codes are to be recorded.

22. **Format of the Town Register:** While filling up this, the page numbers at the top of the pages are to be filled in, starting from 001 for each Charge.

23. **Column 1: Location code number of the town for Census 2021:** In column 1, the short location code (**four digit**) of the town for 2021 Census is to be given **by the DCO**.
24. **Column 2 and 3: Name of the town:** These columns are to be filled-in **by the DCO office**. In column 2, write the name of the town in Vernacular/ regional language and in column 3 write the name of the towns in English as finalized.
25. **Column 4: Ward number (Census 2021):** Ward code numbers for 2021 Census are to be recorded in ascending order.
26. **Column 5 & Column 6: Location code number of the town/ward as per 2011 Census:** In column 5 write the complete location code number (eight digit) of the town and in column 6 give the ward code number as per 2011 Census so as to have the concordance between two censuses. These columns are to be **filled by the DCO**.
27. **Column 7: Population as per Census 2011:** The population of the town as per 2011 Census is to be mentioned **by the DCO** in this column.
28. **Column 8: Estimated present population:** In this column, the estimated population of the ward is to be recorded by the DCO. The estimated population may be arrived at by applying the state level urban/town growth rate of 2001-2011.
29. **Column 9: Estimated number of Houselisting Blocks for Census 2021:** In this column specify the number of Houselisting Blocks against each ward for 2021 Census based on the population criteria as mentioned in Census Circular-8 on carving the Houselisting Block and estimated population given in column 8. It will, however, be kept in mind that the entire area of Enumeration Block (EB) of 2011 Census in the ward is to be treated/created as one HLB, if estimated present population of the EB is 650 to 800 (equivalent to the workload of one enumerator). If estimated present population of the said EB is more than 800, then more than one HLB to be created within the 2011 Census EB boundary and **no HLB to be formed taking parts of two or more EBs of the Census 2011**.
30. **Column 10: Supervisory Circle numbers:** In this column, the Supervisory Circle number(s) for each ward to be recorded at the Charge Office. As contained in the Census Circular-8, six or more contiguous HLBs, which are to be allotted to six enumerators, will constitute a Supervisory Circle for which a Supervisor is to be appointed.
31. **Column 11: Remarks:** In this column, furnish the additional information, if any, about the ward. Clearly mention whether it is a Census town or an out-growth of a town.
32. Finally, the Town Register is to be stamped and signed with date by the concerned Charge Officer. One copy of the Town Register is to be made available to the DCO and the other copy is to be retained with the Charge Officer.

(III) Charge Register

33. The Charge Register is an important census document, prepared at the Charge level, showing the distribution of work among Enumerators under various Supervisors besides containing some other relevant information. It helps in formation of sub-blocks, estimation

of requirement of schedules for Population Enumeration (PE), besides ensuring the coverage of all areas in a charge without omission and duplication and serve as a control register for Houselisting Operation. During Census 2021, with the change in methodology for collection of data using the mixed mode approach i.e. either using the mobile app. or paper schedule as per enumerator's preference, the Charge Register will also provide the number of enumerators using either mode for data collection. Apart from this, it would give the details of the Training Allowance and Honorarium paid to the Enumerators and Supervisors. A Charge Register, when completed, is expected to serve as an unduplicated and exhaustive frame of the primary census units, viz., Houselisting Blocks (HLBs) within the charge.

(a) Preparation of Charge Register (HLO)

34. It is reiterated that an HLB is the defined area assigned to an enumerator for Houselisting & Housing Census. The HLB will be created either taking the entire area of the 2011 Census EB or multiple HLBs to be created within 2011 Census EB boundary keeping in view the present estimated population of the EB and normal workload of an enumerator. While forming HLBs in rural/urban areas, the guidelines given in Census Circular-8 are to be followed scrupulously by the respective Charge Officers so that segregated filled-in NPR records can be provided to the concerned enumerators for updation.

35. It is not only important to maintain the unique identity of each Houselisting Block (HLB) but also to ensure that records of each HLB are maintained separately without any mixing so that the census data in respect of each HLB would be processed separately. The writing of Charge Registers by the concerned Charge Officers will also facilitate them to maintain this distinction as it will contain the record of each and every Houselisting Block demarcated in their charges.

36. Once the HLBs are demarcated on the field, each Charge Officer should prepare the Charge Register for his charge in the form annexed at Annexure-III which applies to both-rural as well as urban areas. In case of rural areas, the Tahsildar/Mamalatdar/BDO etc., who are the Census Charge Officers, will be responsible for its preparation. In municipal/cantonment areas, the City Census Officers or Town Census Officers will be responsible for preparation of the Charge Register. In case of Census Town, the concerned Tahsildar, being the Census Charge Officer, will have to prepare a separate Charge Register for each Census Town falling in his tahsil.

37. In the case of Outgrowths of an Urban Agglomeration (UA) or a town which comprises of full village(s) or part of a village and or of both such types, the names of Outgrowths will appear in the corresponding Urban Charge Register. The responsibility of coverage of such Outgrowths during the Houselisting Operations will lie with the Urban Charge Officers. However, the Rural Charge Officer i.e. the Tahsildar etc. will also note down the names of such village(s), taken as Outgrowth(s) of the town, in his Rural Charge Register indicating that these will be covered by the Urban Charge Officer. For villages, where only a part of its area is falling under the Outgrowth of a town and remaining part continues as rural area, the part of the village identified as Outgrowth will be covered by the Urban Charge Officer and accordingly find place in the Urban Charge Register. The remaining rural

part of the village will be covered by the Rural Charge Officer and will be entered in the Rural Charge Register. It must be ensured that no part of village is omitted or duplicated. It may also be ensured that Outgrowths without population are not listed with the Municipal Towns/Cantonments as a part of UA and in fact should not constitute as Outgrowth(s).

38. The Charge Registers for HLO shall be prepared at the respective Charge Offices with the technical support of the officials/assistants provided at the Charge level. The Charge Registers shall be prepared in A3 size paper formats supplied by the respective Directorates of Census Operations. Each Charge Register shall be prepared in duplicate. One copy of the Charge Register should be handed over to the Directorate immediately, after completion of the Houselisting Operations. The second copy of the Charge Register is to be retained with the Charge Officer to help in delineating Enumeration Blocks for the second stage of Population Enumeration (PE). Both the copies should be written neatly. The detailed instructions for filling in, various columns of the Charge Register are given in the following paragraphs.

(b) Instructions for filling up of the Charge Register

(i) Cover page of the Charge Register

39. The cover page of the Charge Register is to be appended and duly filled in by the Charge Officer at Charge Level. The cover page will have both front side and back side.

40. The front side of the cover page has two parts. The first part includes the location particulars of Charge, i.e. name of the State/UT, District, Sub-district, and Town along with their location codes in the relevant boxes which are to be recorded by the Charge Officer. The second part includes the details of Charge Officer, i.e., Name/Designation of Charge Officer, Contact Address, Phone Number with STD code & Mobile number. If due to any exigencies more than one Charge Officer had to work in one charge then the particulars of all the Charge Officers are to be recorded in subsequent lines. Period of officiating of each Charge Officer (from... to...) and honorarium received is also to be recorded in the space provided for this purpose.

41. The backside of the cover page has also two parts, i.e. the Charge Abstract for Houselisting & Housing Census and Mandatory Certificate to be given by the Charge Officer. The Charge Abstract consists of nine columns. These columns are self-explanatory. The Charge Officer will record entire information with regard to his/her charge in the relevant columns and put his/her dated signature with official seal in space provided for this purpose. The Mandatory Certificate, showing complete coverage in the Charge, is to be given by the Charge Officer after completion of the Houselisting and Housing Census in the Charge. The Charge Officer should put his/her signature with date and official seal in the space provided at the bottom of the Certificate.

(ii) Format for Supervisory Circle

42. The Charge register is to be prepared supervisory circle wise. Supervisory Circle is the jurisdictional area of a Supervisor covering normally 6 or more contiguous HLBs allotted to about 6 Enumerators (can be slightly more or less than 6 Enumerator's area depending

upon the field situation). The details of the HLBs within a Supervisory Circle have to be entered in a particular order as:

- a. The villages or HLBs in a Supervisory Circle should be contiguous. It is not necessary that all villages or HLBs in the Supervisory Circle are of continuous location code numbers;
 - b. The villages within the Circle and Ward in a town should appear in order of their Location Code Numbers;
 - c. The HLBs, both in rural & urban, should appear in ascending order of their serial numbers within a village/ward of a town;
 - d. It is to be ensured that invariably a fresh page has been used to record the details for a supervisor.
43. For each supervisory circle a fresh page to be used. All pages in the Charge Register must bear a page number. This page includes details of Supervisory Circle & Supervisor and a format for recording the particulars of the Houselisting Block. The format of the Supervisory Circle contains eighteen columns. The columns 1 to 6 will have to be filled in before the commencement of field work of Houselisting Operation (HLO). The description of the boundaries in Col.7 to be filled in as per the HLBs of 2021. The eighth column will be filled in by the Charge Officer while allotting the HLBs to various enumerators. It will be possible to fill in the remaining columns (column 9 onwards) only after the Houselisting Operation is over.

44. **Top of each Page:**

- a. Write down the page number at the top right hand corner in the box provided for the same. Page number should be continuous starting from '001' in the Charge.
 - b. **Supervisory Circle No.: Give the supervisory circle number starting from '001' for the first supervisor.** While carving out a Supervisory Circle, it is to be ensured that the Supervisor has been entrusted with the work of six Enumerators in a contiguous area, irrespective of the location codes of villages within the circle. Remember that the first Supervisory Circle may usually consist of Houselisting Block Numbers '0001' to '0006' or more which have been allotted to six enumerators. At times, with the intention of assigning a contiguous area in the Supervisory Circle, it may not be possible to give the six continuous Houselisting Blocks to one Supervisor. In such cases extra precaution is to be taken to ensure that no HLB is left out or duplicated. It is to be further ensured that a fresh page has been used to record the details for a supervisor.
 - c. **Details of the Supervisor:** Write the name, designation, office address, mobile number and E-mail ID of each Supervisor after ascertaining the same from him/her. This would help to contact them as and when required.
45. It is pertinent to mention that 'Name of Gram Panchayat' in column 6 has been introduced in the Charge Register so that the Charge Officer while carving out HLBs within

the village(s) having multiple Gram Panchayats (GPs) can ensure that no HLB cuts across the GP boundary like it should not cut across village boundary and the correct GP name has been recorded against each HLB in the Charge Register. The detailed instructions for filling the format are given below.

46. **Columns 1 and 2: (1) Location Code Number of Village/Ward of a town and (2) Name of Village/Ward of a town** – Fill in the Location codes of all the administrative units in Column 1 in the charge to be covered during the Houselisting. In column 2, in case of rural areas the names of all villages (in English) will appear and in case of urban areas the name / number of the ward be entered.

47. **Column 3: 2011 Census population of the Village/Ward of a town** - For each village/ward of a town recorded in column 2, its 2011 population is to be entered in column 3.

48. **Column 4: Houselisting Block (HLB) Number** - In column 4, the four digit serial number starting with 0001 is to be assigned to each Houselisting Block for the Houselisting Operations. As has already been mentioned this number will run **continuously in a series for each rural or urban charge**. In case the HLB is a Sample Registration System (SRS) block, it is to be indicated clearly in bracket against all such blocks. SRS blocks may be in both rural and urban areas. The officials of the concerned DCOs will assist the Charge officer in earmarking the relevant HLB as SRS block.

49. **Column 5: Type of EB** – Column 5 is to be filled in only in case of urban areas. For rural charge, put a dash (-) in this column. An urban HLB can be of a slum or non-slum area. The guidelines have already been communicated vide Census Circular no. 7 for formation of separate HLBs within slum areas. The slum HLBs may be one of the three categories of slums, namely; Notified, Recognized and Identified. For Notified slum code -1, for Recognized slum code – 2 and for Identified slum code – 3 may be given in column 5. For non-slum HLBs in urban areas, mention code – 4 under this column. This information will be helpful in generating special tables on Slums. Information in the column may be filled in as per the present status of the HLB.

50. **Column 6: Name of the Gram Panchayat** - For each Houselisting Block, the name of the Gram Panchayat (GP) is to be mentioned in this column since there may be more than one GP in one village.

51. **Column 7: Details of boundaries of HLB** - It is necessary to specify in this column the boundaries of the HLB clearly leaving no doubt as to the area which the Enumerator has been assigned to cover during the field work. This is necessary in order to ensure that in the area allotted to him/her the Enumerator neither misses nor duplicates any house and the population residing therein. The jurisdictional particulars must be described in terms of boundaries of the HLB. This may be done as North....., East....., South..... and West.....

52. **Column 8: Name, designation, office address and Mobile No. of the Enumerator**- The name, designation, office address and mobile no. of the enumerator entrusted with the

field work in respect of the Houselisting Block shall be recorded in this column. In the event of last-minute change of enumerators on account of exigencies such as illness, the entries may be revised accordingly, so that the register will show particulars of the persons who actually attended to the field work at the Houselisting stage. The enumerator normally be given the work of one Houselisting Block covering about 150-180 census houses or 650-800 population. In case of hilly areas or areas having scattered houses/households, the workload of the enumerator may be relatively less. **In case of uninhabited village(s) or HLB with less workload in terms of houses/population, the enumerator is to be assigned with the work of more than one contiguous/near-by HLBs keeping in view the reasonable workload for the enumerator. However, the enumerator is to maintain records/schedules etc. separately for each HLB.**

53. Column 9 onwards will necessarily have to be filled-in after the Houselisting Operation is over.

54. Columns 9 and 10: Building/Census House numbers falling in Houselisting Block (from....to....) - In these columns the building/census house numbers covered in the HLB are to be entered.

55. Columns 11 & 12: Amount of Training Allowance and Honorarium paid- The amount of Training Allowance and honorarium paid to enumerators will be recorded in these columns.

56. Column 13: Total number of Households in the HLB - Total number of households in the Houselisting Block including both normal and Institutional households are to be filled in this column from the Houselist Abstract. This information will help in estimating the requirement of blank Household Schedules to be canvassed at the time of Population Enumeration.

57. Column 14: Population of Houselisting Block - The total number of persons in the HLB will be recorded in this column from the Houselist Abstract. This column provides an estimate of the resident population of the HLB which would be helpful in deciding if the block needs to be broken up into two or more Enumeration Blocks. This will also ensure a manageable workload for the second stage enumerator to complete the field work assigned to him/her within a stipulated period.

58. Columns 15 and 16: Requirement of Household Schedules (language and number) - The Charge Officer should indicate the requirement of Household Schedules for each HLB on the basis of numbers of households covered in the HLB. The language in which the Schedules are required should also be recorded so that adequate number of Schedules in specified languages can be supplied. Usually one Household schedule will be required for each normal household. In respect of Institutional households the number of household schedules required would be equal to the total number of inmates in the Institutional household divided by 7.

59. Column 17: Mode of collection of data (Paper/Mobile App)- With the introduction of mixed mode in the collection of data in the Census 2021, it is necessary to know the mode

of data collection by each enumerator i.e. paper or through mobile app and the same is to be recorded in this column.

60. Column 18: Remarks - This column is to be used for providing any other relevant information relating to the block.

61. The Census Charge Officers will complete the preparation of Charge Register for Houselisting & Housing Census after the HLO field work accordingly. Then, lastly the Charge Officer has to put her/his signature with date and seal at the specified space on all pages of the Charge Register.

62. A copy of the complete filled-in Charge Register should be sent to the Directorate of Census Operations. The second copy of the Charge Register to be retained in the respective Charges for further uses like digitization, delineation of Enumeration Blocks (EBs) and preparation of Charge Register for Population Enumeration (PE).

63. Action for preparation of Charge Register and Village/Town Register may be taken up and a compliance report in this regard may be sent to this office.


(Vivek Joshi)

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Enclosures: As stated above

To

The Chief Secretaries/ Administrators

All States/ UTs

Copy for necessary action to:

1. State Coordinators
2. Directorate of Census Operations
3. All heads of Divisions of ORGI including Language Division, Kolkata
4. Hindi Division, ORGI for translation into Hindi
5. Census Division, ORGI
6. PPS to RG&CC I
7. PS to Addl. Registrar General(S), ORGI
8. PS to Technical Director (IT), Shastri Park for uploading on official website
9. Guard File