



# CENSUS OF INDIA 1991

PROCEEDINGS OF THE  
SECOND CONFERENCE OF DIRECTORS OF  
CENSUS OPERATIONS OF 1991 CENSUS

(FEBRUARY 5-8, 1990)

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OFFICE OF THE  
REGISTRAR GENERAL AND CENSUS COMMISSIONER, INDIA  
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**PROCEEDINGS OF THE SECOND CONFERENCE OF DIRECTORS  
OF CENSUS OPERATIONS, 1991 CENSUS, DURING  
5TH TO 8TH FEBRUARY, 1990**

The Second Conference of the Directors of Census Operations, 1991 Census, was held in New Delhi during February 5 - 8, 1990 to review the preparatory work and arrangements for Houselisting Operations, discuss the organisational matters relating to the 1991 Census and impart training to the Directors of Census Operations and the senior officers assisting them on the main census enumeration to be conducted in 1991. The Conference was held at the Conference Hall of the National Institute of Health & Family Welfare, New Mehrauli Road, Munirka, New Delhi.

2. The Conference was inaugurated by Shri R. Srinivasan, Additional Secretary (Judicial), Ministry of Home Affairs. A list of participants is given in Annexe 'A'.

3. Welcoming the participants, Shri A.R. Nanda, Registrar General and Census Commissioner, India said that in most of the Directorates of Census Operations the Directors have joined and been taking very keen interest in planning and organising the most stupendous and gigantic administrative operation of census taking. He said that the first conference of the Directors held in November, 1989 had devoted most of its time to the discussion on the concepts, procedures and organisational aspects of the Houselisting Operations and the economic census which were to take place between April and September 1990. The Directors and their colleagues have already started the process of holding training conferences for the District Census Officers at the State level and the Charge Officers and other trainer officers at the District and sub-district levels. The Parliament elections in November 1989 and the Assembly elections in nine States in February 1990 have upset the training programmes in a number of States. He was happy to note that the concerned Directors have promptly revised the schedules for training in their areas and in some cases where it was felt inevitable have postponed the Houselisting Operations by a few days in consultation with the State Governments.

4. Shri Nanda said that over the next four days it was intended to discuss the progress of the various preparatory work for the Houselisting Operations and the main census operations. It was a matter of coincidence that the 1991 census enumeration in the field would start exactly one year from the final day of this conference, when 1.5 million enumeration personnel, thoroughly trained up and acquainted with the concepts and procedures of census taking, would start house to house canvassing of questionnaires in most parts of the country.

5. Shri Nanda requested the Directors of Census Operations to organise very intensive monitoring and supervision systems in the field during the Houselisting Operations which would make their task easy for ensuring foolproof coverage of the main census operations. Soon after the Houselisting Operations they have to organise preparation of what is known as the Abridged Houselist to ensure appropriate linkage between the houselisting and the main census. They have also to organise processing of the data collected during the Houselisting Operations. They have to attend to the most important work of organising training of the Census Officers for the main census enumeration between July 1990 and January 1991. All these tasks of planning, organising, training, etc. would be discussed during this conference.

6. Shri R. Srinivasan, Additional Secretary (Judicial), Ministry of Home Affairs, in his inaugural address said that the organisation of the Census Operations in a vast country like ours was a gigantic task and called for thorough and systematic preparation. In the Census, certain basic information pertaining to the people was collected which served as a useful tool in planning and implementing welfare programmes and activities. It was only the Census which gave demographic information even at village and ward levels in our country. In the context of the growing emphasis on rural welfare, it would be almost impossible to consider indepth, without census statistics, questions relating to employment and manpower, housing, education, health and family welfare, social services and other matters which concern the people. There was hardly any area of national concern and endeavour in which the census data were not useful. In view of the great importance attached to the census data, he said, the Directors of Census Operations had a responsible and crucial role to play in conducting the census.

7. Shri Srinivasan appealed to the Directors of Census Operations to get thoroughly acquainted with the concepts and definitions used in the census. This would go a long way in training the District Census Officers, Charge Officers and the vast army of enumerators and supervisors. Only with a thorough training imparted to these functionaries can an operation like the census be successfully conducted. As the census was conducted mainly through the machinery of the State Governments and UT Administrations, it was very important that the Directors of Census Operations coordinated the work in their respective States and UTs maintaining close liaison with the officers of the State Governments and UT Administrations concerned. He exhorted the Directors of Census Operations to assimilate the census procedures and instructions and implement them through the State Government machinery. He wished the conference all success.

8. The inaugural function concluded with a vote of thanks by Shri N. Rama Rao, Deputy Registrar General (C&T).

**AGENDA ITEM I: REVIEW OF PREPARATORY WORK AND ARRANGEMENTS FOR HOUSELISTING OPERATIONS**

9. The preparatory work and arrangements for House-listing Operations were reviewed. While most of the Directorates have finalised the list of villages, it was pointed out by many Directors that the State Governments are even now changing the boundaries. The Director of Census Operations, Andhra Pradesh suggested that a letter from Home Minister's level to the Chief Ministers in this regard would be very effective. The Registrar General and Census Commissioner, India agreed to this. However, the Registrar General and Census Commissioner, India requested the Directors to closely monitor these changes and keep their list of villages up-to-date. As regards the rural-urban frame, the finalisation of list of towns in each State/Union Territory was reviewed. The Director of Census Operations, Rajasthan said that the Government of Rajasthan is yet to issue notification de-classifying 84 municipalities. He also said that in view of the elections and the possible changes in the administrative set up in the Rajasthan Government, the issuance of the proposed notification may be delayed. The Registrar General and Census Commissioner, India clarified that we cannot afford to wait indefinitely for this notification. We may, therefore, finalise the urban list taking into account the present status of these 84 places. The Registrar General and Census Commissioner, India said that the Directors of Census-Operations should closely monitor the lists of municipalities or corporations so that the urban frame could be kept up-to-date before the commencement of the Houselisting Operations.

10. The Directors of Census Operations, Andhra Pradesh and Karnataka wanted some more time to finalise the urban agglomerations(U.As.) since they may not be very crucial for Houselisting Operations. The Registrar General and Census Commissioner, India however, clarified that since code structure has to be finalised soon, the U.As. should be finalised as early as possible, at any rate, before the Houselisting Operations. There was considerable discussion on the question of the Standard Urban Area (SUA). The concept of SUA and UA vis-a-vis statutory urban areas and census towns was once again explained by the Deputy Registrar General(Social Studies). The boundaries of SUAs should be kept unchanged as far as possible and if there are any changes, they should be made

in consultation with the Town and Country Planning Organisation of the respective States. There were demands from a few Directors of Census Operations to change the boundaries of SUA to cover the growing urban spread of the urban agglomerations situated within the SUA. In this connection, it was explained that the SUA boundary should not be changed as far as possible. However, in order to accommodate the outgrowth of a town or the statutory merger of the areas lying outside the boundary of SUA with the towns within the SUA, the SUA boundary could be changed to that extent. The Director of Census Operations, Andhra Pradesh, said that he has made a slightly different arrangement for overseeing the census work by Charge Officer in case of an outgrowth. He said that he has made the rural Charge Officer responsible for the concerned outgrowth. This was the procedure followed in 1981 also. He would like to continue the same procedure. Care would, however, be taken at the time of processing the records for PCA and for coding. The Registrar General and Census Commissioner, India agreed to this proposal.

11. The Deputy Registrar General (Map) said that the work relating to mapping, namely working map, is progressing well in all States/Union Territories. He, however, added that Directors of Census Operations have to incorporate all changes that have taken place after the preparation of the working maps so that the working maps may be updated well in time for the Houselisting Operations.

12. The question of adopting Urban Frame Survey (UFS) blocks came up for discussion. Director of Census Operations, Maharashtra and Director of Census Operations, Delhi UT said that they had not received much assistance from the National Sample Survey Organisation (NSSO) in the matter of adopting UFS blocks for houselisting. Director of Census Operations, Maharashtra, however, has tried to adopt the UFS blocks in Bombay city. Director of Census Operations, Andhra Pradesh also said that his discussion with the local officials of the NSSO revealed that their maps are not up-to-date. In fact, the NSSO could adopt the census enumeration blocks after the 1991 Census. The Registrar General and Census Commissioner, India requested the Directors to adopt the UFS blocks to the extent possible.



13. Proposals in respect of conducting census non-synchronously in snow-bound and inaccessible areas if any, were called for from Directors of Census Operations of Himachal Pradesh, Uttar Pradesh, Sikkim and A & N Islands.

14. The progress of preparation of Charge Registers was reviewed state-wise. Most of the States and Union Territories have started preparing the Charge Registers. Deputy Director of Census Operations, Sikkim wanted to know the format of the Charge Register. Deputy Registrar General (C&T) clarified that he could adopt the 1981 Census format. It was decided that the Charge Registers for the States of Sikkim and Mizoram would be printed in the Headquarters and supplied. It was noted that all other States/Union Territories would have already printed or will be printing the Charge Register locally. If paper is required for this purpose by any State/Union Territory, it could be obtained from the Headquarters.

**AGENDA ITEM II: SETTING UP OF REGIONAL OFFICES AND OTHER ADMINISTRATIVE ASPECTS**

15. The question of staff pattern of Regional Tabulation Offices was discussed. The Registrar General and Census Commissioner, India said that in all 175 posts of Deputy Directors of Census Operations are to be filled up. According to the present Recruitment Rules, only a few Assistant Directors are eligible for promotion to the post of Deputy Directors of Census Operations. We may, therefore, have to take about 160 persons on deputation basis. The Registrar General and Census Commissioner, India suggested that the proposal for the post of Deputy Directors of Census Operations on deputation should be received by this office either from Directors of Census Operations or from the Chief Secretaries along with application forms duly filled in, CR dossiers and vigilance clearance, by March 3, 1990. It is proposed to send proposals to Union Public Service Commission after scrutiny of applications by March 11, 1990. It is hoped by the first week of May, 1990 Deputy Directors of Census Operations will be in position.

16. The Registrar General and Census Commissioner, India reviewed the position of availability of deputationists in respect of each State/UT. It was generally mentioned by Directors of Census Operations that in view of lack of perquisites as Regional Deputy Directors and in view of financial loss suffered in the matter of HRA, CCA, Peon allowance etc., and since they do not get vehicle allowance or loan as in the State Government suitable hands are not willing to come on deputation to the posts of Deputy Directors of Census Operations in Regional Offices.

17. Some of the Directors of Census Operations explained that the applicants for the post of Deputy Director of Census Operations want their posting at the State Headquarters and not in the districts (e.g. Assam, Orissa, Bihar, Rajasthan and Maharashtra). The Registrar General and Census Commissioner, India said that officers who would like to have postings in districts of their own choice could be told that this could be done. It was also clarified that the officers on the verge of retirement according to State Government rules should not be taken on deputation since it is not permissible to continue them in service after the date of their superannuation in the State Government.

18. The Director of Census Operations, Madhya Pradesh wanted to know whether he could locate all the 12 Regional Tabulation Offices in Bhopal itself. He was of the opinion that in such a situation he would be in a position to supervise the work of all the offices personally. He also stated that there would be no difficulty in finding suitable buildings to house the Regional Tabulation Offices in Bhopal. The Registrar General and Census Commissioner, India clarified that Regional Tabulation Offices should be spread out in various regions of the State since the demerits of having all the Regional Tabulation Offices at the State Headquarters could outweigh the merits involved in the proposal. He said if all the Regional Tabulation Offices are located at the State Headquarters, the sanctioned staff may have to be reduced, especially at the supervisory level.

19. The Director of Census Operations, Punjab suggested that all the four Regional Tabulation Offices sanctioned for Punjab may be located at Chandigarh or near by in view of the prevailing law and order situation in that State. The Registrar General and Census Commissioner, India suggested that Director of Census Operations, Punjab may send a proposal to this effect which will be considered separately.

20. The Director of Census Operations, Uttar Pradesh suggested that some relaxation in Recruitment Rules could be made so that a number of Assistant Directors of Census Operations (Technical) available in his office could be promoted against the vacant posts of Deputy Directors of Census Operations created for Regional Offices. He wanted that the Deputy Directors of Census Operations in regional offices should be in position as soon as possible in a big state like Uttar Pradesh.

21. It was pointed out by many of the Directors of Census Operations that arrangements should be made to quickly disburse the honorarium to enumerators and supervisors as soon as the Houselisting Operations are over. It was clarified by the Joint Registrar General, India that the matter has been taken up with CAG through Ministry of Home Affairs for getting the head of account in this regard. The number of enumerators and supervisors to be appointed in each State/ Union Territory is also necessary for placing at the disposal of each State Government/Union Territory Administration. The Registrar General and Census Commissioner, India requested the Directors of Census Operations to give the number of enumerators and supervisors they proposed to appoint.

22. The question of payment of TA/DA to the enumerators and supervisors attending the training classes was discussed. The Joint Registrar General, India clarified that instructions have already been issued to the effect that TA/DA for attending training classes would be drawn by enumerators and supervisors from their respective organisations. It was also noted in this connection that in the last census, some State Governments had paid a flat rate (e.g. Rs.5/- in Orissa and Rs.10/- in Kerala) to the enumerators and supervisors in lieu of TA/DA for attending training classes. It was decided by the Registrar General and Census Commissioner, India that this may be left to the State Governments in the 1991 Census also and we would reimburse whatever the State Governments decide to pay to the enumerators and supervisors towards TA/DA. The question of placing the funds at the disposal of the State Government for disbursing TA/DA was examined. Some of the Directors of Census Operations felt that the Directorates could be provided with the necessary funds for this purpose. Some of the Directors of Census Operations preferred that this could be done through the State Government as in the case of honorarium. The Joint Registrar General, India said that this matter would be examined further.

23. There was discussion on the provision of furniture and racks in Regional Offices. The Director of Census Operations, Andhra Pradesh referred to the Agenda Notes in which it has been stated that the purchase of expensive furniture such as 'Sunmica' covered tables or steel furniture should not be resorted to. He said that steel furnitures are cheaper and more durable. They have also more re-sale value. The Director of Census Operations, Himachal Pradesh also made a suggestion that folding type steel furniture could be procured to save space. The Registrar General and Census Commissioner, India said that we could go in for steel furnitures if they work out cheaper. The Registrar General and Census Commissioner, India again reiterated that the requirement of the furniture to be purchased should be kept at the barest minimum since our budget is limited. He also clarified that the expenditure on furniture would come under the head "Office expenses".

24. The Directors of Census Operations, Andhra Pradesh, Orissa and Madhya Pradesh suggested that to meet the various contingent expenditure arising in the course of census operations, each Charge Officer may be provided with a lumpsum amount (say Rs.2000). The Director of Census Operations, Punjab said that instead of providing funds to the Charge Officers for this purpose, funds may be placed at the disposal of the Director of Census Operations so that he could provide funds to them taking into account the requirement in each charge.

25. As regards providing telephones in the Regional Offices/Regional Tabulation Offices, some of the Directors said that they were not given priority in the matter of allotting telephones by the P & T Department. The Registrar General and Census Commissioner, India said that this would be taken up with that Department so as to ensure provision of telephones without any delay.

26. The Directors of Census Operations were of the view that adequate number of vehicles should be placed at the disposal of the Regional Deputy Directors so that the field work could be effectively organised and supervised. In this connection, the Registrar General and Census Commissioner, India suggested that vehicles could be provided in the following manner:

- (i) State Government vehicles could be availed of by paying POL charges, and
- (ii) Private vehicles could be hired on a limited basis (for short periods) after obtaining necessary sanctions.

27. The Registrar General and Census Commissioner, India also said that the question of granting vehicle loans/advances to those taken on deputation could be examined. We could also request the State Governments to grant them vehicle loan though they have been taken on deputation in our Organisation. This would go a long way in solving the problem of movement for the Regional Deputy Directors.

28. The question of filling up of vacancies in the headquarters of the Census Directorates in connection with the 1991 Census was discussed. The Directors said that in view of the ban on direct recruitment, the procedure to fill up the existing vacancies to be filled by direct recruitment could be indicated. The Joint Registrar General, India clarified that those posts which are vacant for less than one year and are required to be filled by direct recruitment could be filled by ad-hoc deputation. This would meet the need for additional hands for census work which would last three to four years only. According to existing instructions, those posts which are vacant for one to three years could be filled after referring the matter to this office and after obtaining the clearance of the Integrated Home Finance. Those which are vacant for more than three years would be deemed to have lapsed.

**AGENDA ITEM III: PREPARATION OF ABRIDGED HOUSELIST**

29. The Deputy Registrar General (C&T) gave a brief background of Houselisting Operations and explained that two copies of Houselist will be prepared by each enumerator for each enumeration block and one copy of this will go to the Directorate of Census Operations and the other will be kept by the Charge Officer. This copy of Houselist will be required by the Charge Officer for the preparation of Abridged Houselist for use of the enumerator during the main census. He further explained how to carve out the enumeration block for the main census. As explained in the First Directors' Conference, it was suggested that as far as possible, houselisting enumeration blocks should be carved out in such a fashion that the same blocks can be adopted for the main enumeration. If, however, in some cases the size of the houselisting block is big enough which cannot be managed by one enumerator, it has to be split up into two suitable enumeration blocks. Care should, however, be taken in splitting up the block in such a way that these two blocks are identifiable in the field and do not overlap.

30. The instructions for copying in Part (ii) of the Abridged Houselist in the office of the Charge Officer were read carefully. The instructions given in Appendix III of the draft instructions to enumerators regarding updating entries in Part (ii), making fresh entries in Part (iii) and filling in Part (i) of the Abridged Houselist by the enumerators were read paragraph by paragraph and points raised were clarified.

31. The Director of Census Operations, Maharashtra asked whether it was necessary to form an E.B. comprising a forest area where no people lived. The Registrar General and Census Commissioner, India clarified that this has to be treated as an enumeration block because some people may be living there at the time of enumeration. The entire forest area may be constituted into a single enumeration block. The Director of Census Operations, Himachal Pradesh suggested that waste land may also be included in the adjoining villages. The Registrar General and Census Commissioner, India agreed to this. It was mentioned that enumeration blocks form a network covering the entire area under the charge. Some of the Directors of Census Operations wanted to know how the enumeration blocks could be carved out in the Charge Office itself with the help of Houselist. It was explained that the enumeration blocks

can be carved out with the help of notional map already prepared by the enumerator. In the circular on Abridged Houselist, an example has been given as to how to bifurcate an unwieldy houselisting block into two enumeration blocks of required size. It was pointed out that there may be cases of merger of two houselisting blocks or parts of two houselisting blocks to make one census enumeration block. In those situations, the abridged houselist has to be carefully prepared taking into account the serial numbers of household in each of the houselisting blocks merged.

**AGENDA ITEM IV: INSTRUCTIONS TO ENUMERATORS FOR THE  
1991 CENSUS ENUMERATION**

32. The Instructions to enumerators for filling up the Household Schedule and Individual Slip were read paragraph by paragraph and clarifications issued then and there. The Registrar General and Census Commissioner, India said that some of the corrections in the draft Instructions arising out of the discussions would be carried out. The final instructions will be printed in English and Hindi based on this copy. For this purpose, a corrected copy will be circulated by the Registrar General's office to the Directorates after the Conference which should be considered as the master copy for making translations in the regional languages by the Directorates concerned.

33. There was a discussion on the enumeration of Scheduled Castes & Scheduled Tribes in the census. It was reiterated by the Registrar General and Census Commissioner, India, that Scheduled Castes and Scheduled Tribes should be enumerated strictly according to the list of Scheduled Castes and Scheduled Tribes applicable to the respective States/Union Territories. He said the instructions to enumerators contain detailed guidelines on this aspect. It was also emphasized that the name of the Scheduled Castes/Scheduled Tribes should find place in the list of SC/ST concerned in case a person returns as a SC/ST. The name of SC/ST returned should invariably be recorded in question No.10 of the Individual Slip without fail. It is also explained in the training classes to enumerators that Scheduled Castes can belong only to Hindu or Christian religion. A question was raised regarding enumeration of Neo-Buddhists as Scheduled Caste, specially in Maharashtra. It was clarified that as at present they are to be treated as not belonging to Scheduled Caste as no instructions in this regard have been received from Ministry of Welfare and no Act to this effect has been passed by the Parliament.

34. Regarding the numbering of CD blocks, there was considerable discussion. In respect of Manipur, the Registrar General and Census Commissioner, India clarified that the Tribal Development Blocks and Community Development Blocks in Manipur were mutually exclusive. Hence, wherever Tribal Development Blocks exist they should be treated like CD blocks and given numbers. The question whether CD blocks are based



on villages comprising them or whether CD blocks are carved out on geographical basis was discussed at length. The Registrar General and Census Commissioner, India wanted Directors of Census Operations to clarify the basis of carving out CD blocks, specially in the context of forest villages. In other words, clarification was sought whether forest villages and other waste-lands come under the purview of CD block. In that case, they will have a CD block number, otherwise they cannot be given a CD block number. The position seemed to differ from State to State. The Directors of Census Operations were requested to give these details in respect of their respective States/Union Territories.

35. A review of the supply of schedules and instruction booklets pertaining to enterprise list was made in which Dr. S.K. Sanyal, Director and Shri P.J. Thacker, Joint Director and other officials of CSO participated. It was explained that the requirements of the enterprise list schedules should be carefully examined in respect of each enumeration block taking into account the number of forms required for each. Though calculations have been made at the rate of about seven forms per enumeration block, it is possible that in some cases the forms may be in excess and in some cases the forms may be less than the requirements. The Charge Officer and other supervising officials should take into account the dispersal of enterprises and properly redistribute the forms in the field. Otherwise, a lot of forms will be wasted. The review showed that most of the Directorates had received both training and actual enumeration material regarding enterprise list in the regional languages etc. In the case of Bengali booklets and forms, however, steps are taken to expedite the printing and despatch of the material by the Central Statistical Organisation. Bengali forms etc. will thereafter be sent to Tripura and Assam also where they are required.

36. In the case of Jammu & Kashmir, the enterprise list material in Urdu was destroyed in fire. The Central Statistical Organisation officials assured that fresh material would be soon sent and it could be stored in Jammu where it could be safer. The instruction booklet in Mizoram (about 1,500 in number) could be got duplicated by the Deputy Director of Census Operations, Mizoram with the help of State Bureau of Statistics.

37. As regards Annexure 'J' in the houselist instructions which contains the list of enterprises, the Director, Central Statistical Organisation said it should be more aptly called list of activities. Since "domestic service" figures in Annexure 'J' it is likely that enumerators may mistakenly treat domestic servants as involved in an enterprise. However, it is enough if it is remembered that domestic service is not an enterprise as it is in fact an employment. For all practical purposes "domestic services" may be treated as deleted from Annexure 'J'. It was also clarified that enterprises which cannot be legally run may also be brought under the purview of enterprise list. Porters and coolies will also be treated as running enterprises provided they are not working for wages.

**AGENDA ITEM V: PRINTING OF SCHEDULES/INSTRUCTIONS AND OTHER MATTERS.**

38. As desired by the Registrar General & Census Commissioner, India, Deputy Director (Ptg.) explained the position of the printing of Individual Slips, Household Schedules, Working Sheets, Enumerator Abstracts and Instruction Booklets as follows:

39. There are three categories of printing work in connection with 1991 Census taking operations.

- (i) Printing of Houselisting Operations items i.e. Houselist, Houselist Abstract, Notional Maps/Layout Sketches for both the operations (i.e. Houselisting and Main Enumerations), Instructions booklets for filling up Houselist and Abridged Houselist.
- (ii) Printing of Main Enumeration's items i.e. Individual Slips, Household Schedule, Enumerator's Abstract, Working Sheet and Instructions Booklets for filling up Individual Slip and Household Schedule.
- (iii) Other miscellaneous items such as Charge Registers Circle Registers, Appointment letters and miscellaneous circulars etc.

With regard to the printing of item (i) above i.e. Printing of Houselist, Houselist Abstract, Instruction Booklets, Notional Maps, Layout Sketches for Houselist and Actual Enumeration and Abridged Houselist etc. in Hindi and English and regional languages, it has already been arranged in Government of India Presses as well as in private presses after obtaining necessary clearance from Directorate of Printing. The printed material of Houselisting Operation has almost been despatched to all the Directorate of Census Operations. In a few cases where the requirements have been revised it will be completed shortly.

40. As regards the printing of Schedules/Instruction Booklets of main Enumeration i.e. Individual Slip, Household Schedule, Instruction Booklets, Enumerator's Abstract and Working Sheets the matter was taken up with the Directorate of Printing, Government of India. The position is as follows:

- I. The Directorate of Printing has permitted this office to print the Individual Slips, Household Schedule, Working Sheets, Instruction Booklets and Enumerator Abstract in Hindi and English for training purpose under this office arrangement. The printing is in progress. The despatch of above material will be started to the Directorates of Census Operations in April, 1990.
- II. The Directorate of Printing has arranged the printing of Individual Slips/Instruction Booklets/Household Schedule/Working Sheets/Enumerator's Abstract etc. in six regional languages (Tamil, Telugu, Kannada, Oriya, Malayalam and Punjabi) for training and actual enumeration at Government of India Press, Coimbatore, Koratty, Mysore, Bhubaneshwar and Chandigarh.
- III. As regards the printing of Individual Slips Household Schedule/Instruction Booklets/Working Sheets/Enumerator's Abstract for other regional languages (Urdu, Bengali, Marathi, Gujarati, Manipuri, Garo and Khasi, Assamese, Konkani, Nepali) for training and actual enumeration, the matter is yet to be taken up with the Directorate of Printing for arranging their printing. The Directorate of Census Operations have been requested to prepare the artpulls of the above items.
- IV. The Directorate of Printing is also to be approached for the printing of Individual Slips/Household Schedule/Working Sheet/Enumerator's Abstract in Hindi and English for actual enumeration.

41. As regards the printing of emergent jobs of 1991 Census of various Directorates of Census Operations, necessary instructions have already been issued to Government of India Press, Korratty, Nashik, Coimbatore, Mysore, Bhubaneshwar, Calcutta, Howrah, Chandigarh, Nilokheri and Faridabad by the Directorate of Printing vide D.O. No.L 15077/5/89-B&F dated 22nd December 1989 for accepting the jobs. DCOs were advised to get the urgent jobs regarding item (iii) printed through the Government of India presses.

A point was also raised that on the basis of 1981 Census instructions dated 28.9.1979 the delegation of powers for urgent nature printing items is also to be issued. It was agreed that this matter will be processed further and necessary instructions will be issued.

42. As regards destruction of the 1981 Census records, the Registrar General & Census Commissioner, India said that the Directors of Census Operations may await further instructions in the matter.

43. The question of continuing the practice of awarding census medals for outstanding work to District Census Officers, Charge Officers, Supervisors and Enumerators was discussed. A suggestion was made by the Director of Census Operations, Himachal Pradesh that instead of census medals, cash awards could be given. The Registrar General & Census Commissioner, India said that they are already paid honorarium for work done and census medals are intended to honour people who do outstanding work. This also creates a healthy competition among the field staff which will be in the interest of census work. Most of the Directors of Census Operations were in favour of awarding the census medals. The Registrar General & Census Commissioner, India said that this practice could be continued in the 1991 census also.

44. The Deputy Registrar General (Social Studies) requested the Directors of Census Operations to take necessary action to complete the collection of data required for Village Directory and Town Directory so that these may be published in time. Arrangements may also be made to check a percentage of these data so that their quality could be ensured.

45. Regarding pricing of the District Census Handbooks, a letter has already been issued to the State Governments to keep the prices at the minimum. Directors of Census Operations may also take up this matter with the State Government so that District Census Handbooks may be available at a reasonable price.

46. The Registrar General & Census Commissioner, India, requested Directors of Census Operations to arrange for publicity of houselisting/census according to the instructions issued from this office from time to time. This should cover radio spot, newspaper advertisements, discussions and talks of Directors of Census Operations over All India Radio and Doordarshan. Publicity measures would also be taken up centrally in consultation with Films Division, DAVP,

Directorate of Field Publicity, All India Radio and Doordarshan. The Director of Census Operations, Arunachal Pradesh suggested that video cassettes of the census film could be produced so that it may be shown in the remote corners of the country. He also pointed out that VCRs are available with Block Development Officers in his state and they could use them. The Registrar General & Census Commissioner, India said that a proposal may be sent in this regard for consideration. The Director of Census Operations, Kerala requested stickers on census to be displayed on public transport systems and other important places. The Director of Census Operations, Maharashtra suggested census quiz on the Doordarshan.

47. The Deputy Registrar General (Demography) explained in brief the Post Enumeration Check (PEC) and the Census Evaluation Study (CES) proposed to be undertaken after the 1991 Census. Circulars would be issued in this regard. PEC and CES would be conducted in all major states (population of 10 million and above) and states like Himachal Pradesh and Tripura. Officers of these Directorates would also be trained in this regard at the appropriate time.

48. The Sample Registration System (SRS) and Survey of Causes of Death was reviewed. The Joint Registrar General (Vital Statistics) said that unlike in the last census, Sample Registration System work should not suffer prior to, and during the census operations in 1991. The Directors of Census Operations raised the question of availability of staff for this work. They said that consequent on promotions to Regional Tabulation Offices, posts of Computers are likely to become vacant. Unless these posts are filled in immediately after they fall vacant the Sample Registration System work could not be attended to satisfactorily. Guidelines have, therefore, to be provided as to how to fill up the consequent vacancies of Computers. The Registrar General and Census Commissioner, India said that this could be examined in respect of each State/Union Territory and necessary action taken so that Sample Registration System work will not be allowed to suffer during the census time.



ANNEXR "A"

**LIST OF PARTICIPANTS IN THE SECOND CONFERENCE OF THE  
DIRECTORS OF CENSUS OPERATIONS HELD AT NEW DELHI  
DURING FEBRUARY 5-8, 1990**

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S.No. Name Designation State or UT/Office  
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1 2 3 4  
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PARTICIPANTS FROM  
DIRECTORATES OF CENSUS OPERATIONS

1.	Shri R.P.Singh	DCO	Andhra Pradesh
2.	Shri B.Satyanarayana	DDCO	Andhra Pradesh
3.	Shri S.R. Sarkar	DCO	Arunachal Pradesh
4.	Shri A.K. Paul	ADCO	Arunachal Pradesh
5.	Shri J.C. Bhuyan	DDCO	Assam
6.	Shri Mohd.Shafiq-uz-Zaman	DCO	Bihar
7.	Shri S.K. Sinha	ADCO	Bihar
8.	Shri S.Rajendran	JDCO	Goa
9.	Shri S.P. Desai	ADCO	Goa
10.	Shri N.R. Varsani	DCO	Gujarat
11.	Shri J.K. Patel	DDCO	Gujarat
12.	Shri V.S. Chaudhri	DCO	Haryana
13.	Shri R.K. Aggarwal	DDCO	Haryana
14.	Shri H.S. Atwal	DCO	Himachal Pradesh
15.	Shri K.C. Suri	DDCO	Himachal Pradesh
16.	Shri A.R. Parray	DCO	Jammu & Kashmir
17.	Shri Abdul Gani	JDCO	Jammu & Kashmir
18.	Shri H.L. Kalla	DDCO	Jammu & Kashmir
19.	Smt. Sobha Nambisan	DCO	Karnataka
20.	Shri B.S.Narasimha Murthy	JDCO	Karnataka
21.	Shri N.M. Samuel	DCO	Kerala
22.	Shri S.Jayashankar	DDCO	Kerala
23.	Shri Dilip Mehra	DCO	Madhya Pradesh
24.	Shri M.L. Sharma	DDCO	Madhya Pradesh
25.	Shri Ram Singh	DDCO	Madhya Pradesh
26.	Shri J.K. Banthia	DCO	Maharashtra
27.	Shri A.S. Dange	JDCO	Maharashtra
28.	Shri A.R. Khan	DCO Designate	Manipur
29.	Shri R.C. Kathuria	DDCO	Manipur
30.	Dr. K.B. Singh	ADCO	Manipur
31.	Shri Tapan Senapathi	DCO	Meghalaya
32.	Shri D.P. Khobragade	DDCO	Meghalaya
33.	Shri R.G. Mitra	DDCO	Mizoram
34.	Shri Imtiwati Ao	DCO	Nagaland
35.	Shri Harbhejan Singh	DDCO	Nagaland
36.	Shri R.N. Senapati	DCO	Orissa



S.No.	Name	Designation	State/UT's Office
1	2	3	4
37.	Shri S.K. Swain	DDCO	Orissa
38.	Shri C.R. Mohanty	ADCO	Orissa
39.	Shri D.S. Jaspal	DCO	Punjab
40.	Shri J.C. Kalra	JDCO	Punjab
41.	Dr. V.S. Sisodia	DCO	Rajasthan
42.	Shri S.R. Luhadia	JDCO	Rajasthan
43.	Shri R.S. Shresta	DCO	Sikkim
44.	Shri M.M. Singh	DDCO	Sikkim
45.	Shri K.Sampath Kumar	DCO	Tamil Nadu
46.	Shri M.Thangaraju	JDCO	Tamil Nadu
47.	Shri H.M. Chaudhury	DCO	Tripura
48.	Shri D.K. Chaudhary	ADCO	Tripura
49.	Shri Vijendra Paul	DCO	Uttar Pradesh
50.	Shri R.K. Singh	DDCO	Uttar Pradesh
51.	Shri H.Chakravarty	DCO	West Bengal
52.	Shri Sukumar Sinha	DDCO	West Bengal
53.	Shri Balwant Singh	DDCO	A & N Islands
54.	Shri Ramesh Negi	DCO	Chandigarh
55.	Shri S.P. Grover	DDCO	Chandigarh
56.	Shri R.K. Goswami	DCO	Delhi
57.	Shri S.P. Sharma	DDCO	Delhi
58.	Shri P.V. James	ADCO	Lakshadweep
59.	Shri G.Britto	DDCO	Pondicherry
60.	Shri V.Gopinath	Head Asstt.	Pondicherry
61.	Shri S.K. Barua	INV.	Assam

OTHERS

62.	Dr.S.N. Ray	Chief Executive Officer	N.S.S.O
63.	Shri S.K. Sanyal	Director	C.S.O.
64.	Shri P.J. Thaker	Jt.Director	C.S.O.
65.	Shri A.C. Sogani	Dy.Director	C.S.O.
66.	Shri G.Suri	Asstt. Director	C.S.O.

PARTICIPANTS FROM REGISTRAR GENERAL'S OFFICE

67.	Shri A.R. Nanda	Registrar General & Commissioner, India	Census
68.	Shri Mahendra Nath	JRG(I)	
69.	Dr. S.S. Srivastava	JRG(VS)	
70.	Shri C.S. Arora	Director(EDP)	
71.	Shri V.S. Swamy	DRG(VS)	
72.	Dr.B.K. Roy	DRG(Map)	
73.	Dr.B.P. Mahapatra	DRG(L)	(Language Division) Calcutta

S.No.	Name	Designation	State/UT's Office
1	2	3	4
74.	Shri K.S. Natarajan	DRG(Demography)	
75.	Dr. K.P. Ittaman	DRG(SS)	
76.	Shri N. Rama Rao	DRG(C&T)	
77.	Shri O.P.Sharma	DDCO	
78.	Shri R.P. Tomar	DDCO	
79.	Shri V.P. Rustagi	DDCO	
80.	Shri A.K. Biswas	DDCO	
81.	Shri B.P. Jain	DDCO	
82.	Shri I.S. Thakur	Dy.Director	
83.	Shri Sham Joshi	Dy.Director	
84.	Shri J.C. Dutta	ADCO	Language Division Calcutta
85.	Shri L.K. Prasad	S.O.	
86.	Shri Babu Lal	S.O.	
87.	Shri B.Subramanian	Accounts Officer	



**WELCOME ADDRESS BY SHRI A.R. NANDA, REGISTRAR  
GENERAL & CENSUS COMMISSIONER, INDIA AT THE  
SECOND CONFERENCE OF DIRECTORS OF CENSUS  
OPERATIONS HELD AT NEW DELHI FROM 5-8 FEB., 1990**

Additional Secretary, Ministry of Home Affairs Shri R. Srinivasan, my colleagues at headquarters and from the Directorates of Census Operations and other distinguished guests.

It gives me great pleasure to welcome you all to the Second Conference of Directors of Census Operations for the 1991 Census. I am happy to note that in most of the Directorates of Census Operations the Directors have joined and have been taking very keen interest in planning and organising the most stupendous and gigantic administrative operation of census taking. Barring 3 places, Directors have been posted all over and we expect posting orders at these 3 places to be issued very soon. I am happy to see some of the Directors designate who are yet to join, have come to attend this conference at very short notice. We are grateful to the concerned State Governments for permitting these officers to come for this conference.

It has been the tradition of the Census organisation to hold Directors' conferences at different places in the country and some outside Delhi as it facilitates better interaction and exchange of experience and ideas among the officers when they have to stay for 4-5 days under one roof. We had earlier planned to hold this conference at a place outside Delhi but had to cancel the same due to ensuing Assembly elections. We will, of course, plan to have the next conference in a place outside Delhi.

The first conference of the Directors held in November, 1989 had devoted most of its time to the discussion on the concepts, procedure and organisational aspects of the houselisting operation and the economic census which are due to take place between April and September 1990. The Directors and their senior colleagues have already started the process of holding training conferences of the District Census Officers at the State level and of the Charge Officers and other trainer Officers at the District and sub-district levels. The Parliament elections in November 1989 and the Assembly elections in 9 States in February 1990 have upset the training programmes in a number of States. I am happy to note that the concerned Directors have planned strategies to revise these schedules of training in their areas and in some cases where it has been felt inevitable they have postponed the houselisting operation by a few days in consultation with the State Government.

Over the next four days we intend to discuss the progress of the various preparatory work for the houselisting operation and the main census operation. It is a matter of co-incidence that the 1991 census enumeration in the field will start exactly one year from the final day of this conference when 1.5 million enumeration personnel, thoroughly trained up and acquainted with the concepts and procedures of census taking, will start house to house canvassing of questionnaires in most parts of India. The only non-synchronous enumeration schedules will be in Jammu & Kashmir and a few snowbound or inaccessible places in a few other States/UTs. In some of these non-synchronous areas the census enumeration will take place in September 1990 whereas in other places towards the middle of 1991. Keeping in view the calendar of operations in various States and Union Territories it was felt that the Directors of Census Operations and their senior colleagues must be thoroughly trained in the instructions for the main census right now.

The Directors will get extremely busy with organising training programmes for houselisting operation and economic census for the enumeration personnel and setting up of regional offices between now and the houselisting operation. They have to organise very intensive monitoring and supervision systems in the field during the houselisting operation which will make their task easy for ensuring foolproof coverage of the main census operation. Soon after the houselisting operation they have to organise preparation of what is known as the Abridged Houselist to ensure appropriate linkage between the houselisting and the main census. They have also to organise processing of the data collected during the houselisting operation. They have also to attend to the most important work of organising training of the Census Officers for the main census enumeration between July 1990 and January 1991. All these tasks of planning, organising, training, etc. are proposed to be discussed during this conference.

As you will see from the agenda of the conference we also intend to discuss the measures for printing of schedules and instructions, publicity, collection of non-census administrative data for the District Census Handbooks, Post Enumeration Check and Census Evaluation Studies and a review of the scheme of Sample Registration System and Survey of Causes of Death.

We would like to get a feed back on the preparations for the third economic census which is going to synchronise with the houselisting operation. We have requested Director General of Central Statistical Organisation to be present during this discussion.

We would like to review the infrastructural and logistical support requirements from the Central Government, State Governments and the local bodies in connection with the census taking. In the past censuses State Governments and local bodies had given support in varying degrees in the form of vehicles, staff, printing and various other matters. They had cooperated in not disturbing the administrative boundaries of various units till the census was over. There have been, of course, deviations in the past. I am also getting reports of large scale changes and further proposals of the State Governments to make changes in the boundaries of districts, tahsils, blocks, villages and towns etc. While the concerned Directors have been pressurising the State Governments not to go ahead with these changes we would assure the Directors of our full support to them in pursuing with the State Governments to keep the frame undisturbed. There are undue delays in getting necessary financial sanctions and clearances for creation of critical posts and provision of critical infrastructural facilities. We are trying to cut short these delays and provide these inputs on time.

I would again extend a very cordial welcome to our Additional Secretary from the Ministry of Home Affairs, Shri R. Srinivasan, whose advice and guidance have been very valuable to us in the smooth planning for the conduct of the census operation. I welcome all the Directors and their senior colleagues and all the guests present here. With these words I would now request Shri Srinivasan to address the participants and inaugurate this conference.



**INAUGURAL SPEECH OF  
SHRI R. SRINIVASAN, ADDITIONAL SECRETARY,  
MINISTRY OF HOME AFFAIRS, GOVERNMENT OF INDIA  
DELIVERED AT THE SECOND CONFERENCE OF THE  
DIRECTORS OF CENSUS OPERATIONS OF 1991 CENSUS  
ON FEBRUARY 5, 1990 AT NEW DELHI**

Registrar General & Census Commissioner, India,  
Directors of Census Operations and Friends,

I have great pleasure to be with you this morning at this important Conference which would discuss the preparatory work for the ensuing Houselisting Operations of the 1991 Census, the enumeration procedures of the 1991 Census as well as the instructions to the Census Officers and Enumerators and Supervisors. It is very necessary that these important aspects are discussed thread-bare so that the Census Operations could be put through smoothly and successfully. This Conference, therefore, marks an important stage in the preparation for the 1991 Census.

The organisation of the Census Operations in a vast country like ours is a gigantic task and calls for thorough and systematic preparation. In the Census, certain basic information pertaining to the people is collected which serves as a useful tool in planning and implementing welfare programmes and activities. It is only the Census which gives demographic information even at village and ward levels in our country. In the context of the growing emphasis on rural welfare, the census statistics serve a very important purpose. Without census statistics, it would be almost impossible to consider indepth, questions relating to employment and man power, housing, education, health and family welfare, social services and other matters which concern the people. There is hardly any area of national concern and endeavour in which the census data are not useful.

In view of the great importance attached to census data, the Directors of Census Operations have a responsible and crucial role to play in conducting the census. Over the years the Indian Census has grown not merely quantitatively but also in qualitative terms. To that extent, the census operations of today call for great attention to minute details since for the next ten years the census would be the only



authentic and comprehensive source of information of our land and people. It is, therefore, very necessary that you get thoroughly acquainted with the concepts and definitions used in the census. This will go a long way in training the District Census Officers, Charge Officers and the vast army of enumerators and supervisors. Only with a thorough training imparted to these functionaries that an operation like the census could be successfully done. As the census operations are implemented mainly through the machinery of the State Governments and UT Administrations, it is very important that you coordinate the work in your respective States and UTs maintaining close liaison with the State Governments and UT Authorities concerned. You have to assimilate the census procedures and instructions and implement them through the State Government machinery. In today's context, the census is not a mere head count.

Being one of the largest administrative exercises in the world, the Census of India throws many challenges to every one involved in it. At the same time, it is a privilege to be entrusted with this national task. I am sure, each one of the Directors will give his best for ensuring the success of the 1991 Census. Your task is indeed very difficult but your ability and willingness would enable you to accomplish your task well. I am confident the Government of India and the State Governments will give you the fullest cooperation in your work.

The Census Operations in our country are internationally recognised for their excellence and coverage. I am sure, in the 1991 Census the results will be tabulated more quickly and published earlier than in the previous censuses so that the data will be available to the people in time.

I request you all to give particular attention to the need for total coverage and accuracy in the collection of census data. It should be the endeavour of all of us to ensure that the 1991 Census of India is a total success both in terms of coverage and accuracy of reporting. In order to achieve this each step towards the ultimate count would need careful attention and constant supervision. The success

of our Census depends on the whole hearted involvement of the enumerators and supervisors. In the past censuses for over hundred years these staff drawn from primary school teachers and other such agencies have done yeoman service. You have to inspire them to continue to perform their duties in this great task. I am glad to note that the third economic census of the Central Statistical Organisation is combined with houselisting and it is proposed to canvass a DHTP schedule for the C.S.I.R. I hope you will thoroughly train the field staff in canvassing these schedules also.

I find you have a very heavy agenda for the next four days. I am sure, you will go into all details pertaining to the houselisting and the main census and get your doubts clarified by mutual discussion. I wish this Conference all success and my best wishes to everyone of you in this huge endeavour of census taking in 1991. I have great pleasure in inaugurating this Conference.