



CENSUS OF INDIA 1991

PROCEEDINGS OF THE
FIRST CONFERENCE OF DIRECTORS OF
CENSUS OPERATIONS OF 1991 CENSUS
(NOVEMBER 6-9, 1989)
NEW DELHI

OFFICE OF THE
REGISTRAR GENERAL AND CENSUS COMMISSIONER, INDIA
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PROCEEDINGS OF THE FIRST CONFERENCE OF DIRECTORS
OF CENSUS OPERATIONS OF 1991 CENSUS DURING
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The first Conference of the Directors of Census Operations of 1991 Census was held in New Delhi during November 6-9, 1989 to discuss the organisational matters relating to the 1991 Census, impart training to the Directors of Census Operations on houselisting operations including the canvassing of enterprise list of the third economic census and consider other important issues relating to the houselisting in 1990 and the main enumeration in 1991. The Conference was held at Conference Hall No.7 of Trade Fair Authority of India, Pragati Maidan, New Delhi. The State Directors of Bureaus of Economics and Statistics also participated in the Conference since they are associated with the third economic census. The instructions relating to the filling in of enterprise list which forms part of the third economic census were also discussed during the Conference.

As Shri Buta Singh, Honourable Home Minister, who was to have inaugurated the Conference, could not attend owing to unavoidable circumstances, Shri J.A. Kalyanakrishnan, Home Secretary inaugurated the Conference. Shri R. Srinivasan, Additional Secretary (Judicial), Ministry of Home Affairs was present in the inaugural session of the Conference. A list of participants is given in Annexe."A".

Welcoming the distinguished gathering, Shri A.R. Nanda, Registrar General and Census Commissioner, India said that this Conference marked an important stage in the preparatory work for the 1991 Census. He gave a background of this huge national task and mentioned in brief the preliminary work done so far in this regard. The houselisting operations would be conducted in all states and union territories during the period April-

September, 1990. Alongwith the houselisting operations, an enterprise list evolved by Central Statistical Organisation as part of the third economic census would also be canvassed.- He also explained the various agenda items to be discussed in the Conference, which pertained to the organisation of the census with particular reference to the preliminary stages and organisation of houselisting operations next year.

Shri Nanda said that the priority items of preliminary work were to finalise the list of villages and urban areas in all states and union territories, and updating of maps at all levels - state, district, tehsil/taluk/P.S., town and village. He also mentioned that the census operations were carried out through the machinery of the state government and the Directors of Census Operations had a key-role in coordinating this work. The success of this operation depended on the whole-hearted support and cooperation extended to it by the State Governments and Union Territory Administrations, the vast hierarchy of census functionaries from the District Census Officers down to the supervisors and enumerators and last, but not the least, the people themselves. He looked forward to the co-operation of all of them in the 1991 Census. He was thankful to the Directors of Economics and Statistics for attending the Conference. He thanked the Home Secretary and the Additional Secretary (Judicial) for their presence at the inaugural function.

Shri J.A. Kalyanakrishnan, Home Secretary in his inaugural address said that Indian Census was more than one hundred years old and India was among the few countries in the world which had an unbroken series of Censuses from the year 1872. Census was the only source of detailed information about the people of India. These data were valuable since they were available at small area levels like villages and towns. These data help in comparing the demographic situation over time and among the different regions of the country. Over the years the census has

grown not merely quantitatively but in qualitative terms also. It was no longer a mere head count. It collected some basic information regarding the people. Census data were indispensable in the formulation of Five Year Plans for economic and social development. It was, therefore, necessary that census operations were planned very carefully. He mentioned that the Indian census was internationally known for its quality and coverage and for the quickness with which the results were published. The census was universally acknowledged as the most authentic and comprehensive source of information about our land and the people. The census results acquired particular importance in the context of the present plan programmes with a focus on rural needs and emphasis on employment. Formulation and implementation of the programmes had to be based on accurate data. He urged all the Directors of Census Operations to pay particular attention to the need for total coverage and accuracy in the collection of census data.

There could be no decision making, Shri Kalyanakrishnan said, in the critical fields of economic and social development without adequate data. The complexities of planning process which took into consideration the inter-dependence between sectors and the need for removal of regional imbalances had to rely on a very firm and accurate data base. It was in this strategic task of generating and providing data base that the Directors of Census Operations formed an important link. The Directors of Census Operations must also ensure that the results were available with the least possible delay. He said that Census of India was one of the largest administrative exercises in the world and urged the Directors of Census Operations to ensure that the 1991 Census of India was a total success both in terms of coverage and accuracy of reporting. In order to ensure this, each step towards the ultimate census count would need careful attention and constant supervision. He exhorted the Directors of Census Operations to give their best in meeting this

challenge.

The census operations were implemented almost solely through the hierarchies of the Governments of the States and Union Territories. He pointed out that in order to perform this difficult task, the Directors of Census Operations would act not merely as the supervisors of the operations but also as coordinators of various hierarchies which were not under their direct control. In addition to this, the Directors of Census Operations had to enthuse vast armies of enumerators and others to perform a task which was essentially an addition to their normal work. The success of the Census in India had always been due to the untiring efforts of these selfless workers. He wished the Conference all success.

Shri N. Rama Rao, Deputy Registrar General (C&T) proposed a vote of thanks on behalf of the office of the Registrar General and Census Commissioner, India. He thanked the Home Secretary for having spared his valuable time to inaugurate the Conference and thanked the Additional Secretary (Judicial), Ministry of Home Affairs for his presence at the inauguration. He thanked the members of the Advisory Committee on Technical Issues connected with 1991 Census, representatives of Central Statistical Organisation, National Sample Survey Organisation and other Departments for their advice and cooperation and presence in the Conference. He was thankful to the Directors of Census Operations and the Directors of Bureaus of Economics and Statistics for attending the Conference. He also expressed thanks to the representatives of the Press, Akashvani and Doordarshan, other distinguished participants, heads of divisions and colleagues in the headquarters and Directorates for their participation in the Conference.

AGENDA ITEMS I & II : GENERAL OUTLINES OF THE CENSUS OPERATIONS

At the outset, the Registrar General, India gave a brief account of the hierarchy and notification of census officers, reference date, enumeration method and period, non-synchronous areas, rural and urban frame, main phases of the census, houselisting operation and the enumeration. He mentioned that it was proposed that the District Statistical Officers in all the States would be involved both in the houselisting as well as in the actual census operations.

Dr. S.K. Sanyal, Director, Central Statistical Organisation, stressed the importance of the third economic census being integrated with the Houselisting Operations of the 1991 Census. He hoped that the Directors of Census and Directors of Bureau of Economics and Statistics would make it a success.

During discussions regarding the reference date, it was clarified that it would not be necessary to notify the reference date of non-synchronous areas in states other than Jammu & Kashmir. In the case of Jammu & Kashmir, it became necessary to notify the reference date of Leh and Kargil districts since the reference date for this state which was different from that for other states/union territories had to be notified.

In most of the States, houselisting operations would be completed during April-June, 1990, while in a few States it would continue upto September, 1990. It was emphasised that the houselisting operations should not be carried beyond September, 1990 in any case.

Regarding the finalisation of the urban frame, the Directors of Census Operations were requested to finalise the urban frame by December, 1989. While discussing the urban frame, a point

was raised by Director of Census Operations, Madhya Pradesh whether all the 99 Special Area Development Authorities (SADA) in Madhya Pradesh could be treated as urban. It was clarified that in respect of SADA, large areas are being included, both urban and rural, mainly for developmental purposes and most of their areas are agricultural and do not fulfil the demographic criteria and, as such, they could not be treated as towns.

It was mentioned by Director of Census Operations, Rajasthan that the Government of Rajasthan had a proposal to declassify 84 municipalities out of which 52 could be classified as urban areas but 32 could not be so classified. The State Government had called for objections, if any, to this proposal and, in view of this, it might not be possible to finalise the urban frame of Rajasthan. It was clarified that the matter might be taken up with the State Government and since the houselisting in Rajasthan was to be taken up in August, 1990 the urban frame of Rajasthan could be finalised by January, 1990. It was clarified by Registrar General that while considering industrial or project areas for being included in the urban frame, a careful examination of the demographic criteria and other aspects was necessary in each case in consultation with Social Studies Division.

It was clarified that only in case of very big Municipal Corporations, the District Census Officer and the Municipal Commissioner acting as Census Officers are separate entities, but in the smaller cities and towns, the town Charge Officer functions under the overall control of District Census Officer. It was mentioned that for Calcutta and Haorah Corporations, the work of census was looked after by the census office and not by the Corporation as the latter had refused to do the census work. Registrar General clarified that these Municipal Corporations should be involved closely with the census work. He said that the Director of Census Operations, West Bengal could fix a

meeting with the Chief Secretary of the State Government for this purpose in which he would be willing to participate and discuss the matter.

The suggestion that the District Statistical Officer could be appointed as Additional District Census Officer to enable the latter to supervise the houselisting and, if necessary, the main census enumeration also, was agreed to by Registrar General.

There was a suggestion from Director of Census Operations, Maharashtra that in Maharashtra the reference period be preponed to 1st January, 1991 instead of 1st March, 1991 since the Revenue Officers and the school teachers working as enumerators would be busy in February-March with examination work. It was clarified by Registrar General that for the sake of comparability the reference date of 1st March had to be retained. In February, migration was expected to be the minimum and festivals were also few during the existing reference period.

A point was raised whether Taluka/Block Development Officers could be designated as Additional Charge Officers. It was clarified that since the teachers were under the control of the Taluka/Block Development Officers it would be good if the Taluka/Block Development Officers were also designated as Additional Charge Officers.

The Registrar General agreed with the view that District Statistical Officers should be fully involved in the main census operations for training and supervision work. The District Statistical Officers as Additional District Census Officers should provide full support for the census operations. They should avail of the unique opportunity of decennial census and involve themselves fully and whole-heartedly in the census operations.

The Registrar General said that UFS blocks could not be adopted in 1981 Census in most states because of the problems of size, contiguity and identification. As requested by Registrar General, India, Dr.S.N.Ray, Chief Executive Officer, National Sample Survey Organisation, explained the usefulness of UFS blocks and said that census blocks do not remain the same and identifiable over a period of time. It is for this reason that there is need for a separate system which may remain identifiable. National Sample Survey Organisation carved out UFS blocks which are updated every five years. These UFS blocks do not cut across the boundaries of the ward. Dr. Ray stressed that census organisation may delineate census blocks within UFS blocks and for this purpose National Sample Survey Organisation would offer the services of their field staff to assist the census staff. Some Directors of Census Operations pointed out difficulties in adopting the UFS blocks. The Registrar General advised the Directors of Census Operations that they should not give it up altogether, but should try to adopt it as far as possible keeping the time constraints in view. He was of the view that UFS blocks should facilitate the carving out of the houselisting blocks as UFS blocks provided some frame.

It was pointed out that the work-load in filling the enterprise list would be more in urban areas as there were more enterprises in urban areas. The Registrar General clarified that the size of enumeration blocks for houselisting should be carved in such a way that this point could be taken into account as also the need to keep the same enumeration block for census also to the extent possible.

**AGENDA ITEM III : HOUSELISTING OPERATIONS - PREPARATORY
AND ORGANISATIONAL ARRANGEMENTS**

The progress made by various directorates in finalising the lists of villages and towns etc. was reviewed. The progress was generally satisfactory. The Registrar General told the Directors of Census Operations to finalise the same by December, 1989. A clarification was sought as to whether all towns can have urban agglomerations or only those towns with 100,000 population or more. At the 1981 Census, urban agglomerations in Andhra Pradesh were confined to only cities. It was clarified by Registrar General that towns irrespective of population can have urban agglomerations.

It was pointed out that if an urban agglomeration extends beyond the boundary of Standard Urban Area (SUA), the boundary of SUA has to be changed. It was clarified that the boundaries of SUAs are to be kept constant as far as possible and only in the case of statutory changes in the boundaries of towns which may extend beyond SUA, the boundaries of SUAs can be changed. The UAs extending beyond the boundaries of SUA may not be constituted.

The concept of standard urban areas and urban agglomeration vis-a-vis statutory urban areas and census towns was explained by Deputy Registrar General (Social Studies). The boundaries of SUA are to be kept intact as far as possible and changes, if any, when needed should be made in consultation with the town and country planning organisation of the respective states. The boundary of the SUA has to be changed if an outgrowth of a town which is in SUA is outside the SUA or if any statutory town outside the SUA is merged with the town in SUA. It was asked as to how small pockets of rural areas within the urban area delineated by a development authority will

be treated. It was explained that the matter depends on the notification regarding the setting up of statutory town. Pockets within the boundaries of municipal area have been declared as rural areas in some cases. The classification of these areas as rural or urban for the census purpose will depend on these areas satisfying the other criteria. The Registrar General pointed out that the SUAs were identified in such a way that their boundaries are to be kept constant for three censuses from 1971. It is necessary to review the position regarding SUAs after the 1991 Census. Only in very compelling circumstances changes in the boundaries of SUAs could be considered. It was pointed out that in some SUAs the rural and urban components have been merged with a neighbouring municipal town. It was explained that in some such cases it may be necessary to change the boundaries of SUAs.

A review of the preparatory work relating to up-dating of maps was made. The Registrar General introduced the subject and mentioned the importance of up to date maps for the census work and also invited the attention of the Directors of Census Operations to the time table drawn up by the Map Division for the work in this regard. He also mentioned that the post-census researches on maps and computerised cartography etc. will be gone into in detail after the 8th plan proposals are finalised. In the review it was found that though the work was completed and working maps were ready in some states, due to re-organisation of the administrative boundaries the work had to be re-done in many states. The progress of the work has been slightly more than what has been given in the statement in the agenda papers as some more work has been done after the states had sent their reports. In Assam there were some problems regarding maps as a number of new districts have been formed. In Haryana a number of new districts and tehsils have been created due to which a lot of work has to be redone. In Jammu & Kashmir for many of the notified areas the town maps are not

available and whichever are available are not according to scale. Lack of sufficient staff in the Map Section of Directorates of Karnataka, Kerala, Nagaland, Tamil Nadu and Lakshadweep were pointed out by respective Directorates. In Manipur the town maps of the directorate were washed away in the recent floods and so they have to be redone. In Punjab the mobility of the staff is a problem which is hampering the preparation of maps. In Rajasthan there are problems regarding the municipalities which are likely to be de-classified. Deputy Registrar General (Map) clarified with regard to Jammu & Kashmir that in case scale maps are not available notional maps can be used. In the case of Chandigarh, it was pointed out on behalf of the Directorate that there was some difference in the jurisdiction of rural areas as given by two departments of the UT administration because of which the work cannot be finalised.

There was considerable discussion on the necessity for giving code for C.D. Block at the enumeration stage. Some of the Directors of Census Operations questioned the necessity for giving the location code for C.D. Block at the enumeration stage itself. They were of the opinion that giving the location code for C.D. Block could not be done by the enumerator as it would unnecessarily increase his workload. It was argued that there was no need at all for giving the code for C.D. block at the enumeration stage and it could be done at the coding stage. It was clarified by Director (EDP) that C.D. block code should be given at the enumeration stage itself, as otherwise it will delay tabulations at a later stage.

After discussing the various pros and cons, it was decided by the Registrar General, India that the code for C.D. Block should be given at the enumeration stage itself, as otherwise it will lead to delay in tabulation. The location code for C.D. Blocks would be given District-wise.

There was some discussion regarding delineation of houselisting blocks. Directors of Census Operations emphasised the need for keeping enumeration blocks with 600 population for urban and 750 population of rural for both houselisting and enumeration. This was agreed to by the Registrar General, India.

The need to keep the SRS block intact at the time of block formation, for purposes of CES study was emphasised by Deputy Registrar General (Demography). The SRS blocks must correspond to the enumeration blocks. Where a SRS block cuts across ward boundaries in towns, two or more enumeration blocks may be created for one SRS block. The Registrar General also emphasised that for CES study purposes, the SRS block must be kept separately intact while forming the enumeration blocks. It was suggested that in the Charge Register itself the word "SRS" may be mentioned within bracket against the concerned enumeration blocks. It was emphasised that three copies of Charge Register are needed. There was a suggestion that a column may be provided for reserve enumerators in the Charge Register. It was clarified that names of reserve enumerators can be written in the Charge Register at the end without a separate column for it.

On the question of honorarium it was clarified that though a final clearance has not been obtained the amount is likely to be about Rs.400 including the honorarium for houselisting, economic census and DHTP Card.

There was considerable discussion on printing, particularly on the centralisation of the printing of the regional language forms at the headquarters. Director of Census Operations, Andhra Pradesh wanted that the printing of regional language forms, instructions, etc. for houselisting should be done for his

state with some presses at Hyderabad. Many of the Directors of Census Operations also held similar opinion.

In this connection, Registrar General, India mentioned that for houselisting purposes, we have to complete the printing of various instructions booklets very soon, say, by the end of December positively. However, paper has been procured and stored in Delhi, unlike in 1981. Joint Registrar General, India mentioned that the printing can be done locally by the Directors of Census Operations subject to the restrictions of quotations and prices etc. imposed by the Director of Printing and also subject to certificate being obtained that the Government of India Presses are not in a position to do this job in time.

The printing of instruction books has to be done by offset process. For this purpose the Artpulls may be got prepared by the Directors of Census Operations at the State level and sent to the Registrar General's Office for further printing. Director of Census Operations, Andhra Pradesh mentioned that instead of preparing Artpulls which is a very costly exercise, wordprocessors can be used to bring out neat copies for offset printing purposes. This was agreed to. It was also mentioned by the Registrar General that other states could also use word processing for this purpose.

Joint Registrar General, India stated that petty emergency printing limited to Rs.5000/- per year can be done by the Directors of Census Operations themselves. He also mentioned that on the basis of experience of the 1981 Census, it was decided in 1987 to centralise the regional language printing in Delhi.

It was mentioned by the Directors of Census Operations that apart from the printing of instruction booklets in regional

languages it was also necessary for them to print various other emergent and sundry forms in local languages and it has perforce to be done locally.-

It was felt by the Directors of Census Operations that the rates of printing fixed by the Director of Printing should be supplied to them so that they can explore the possibility of local printing within their states. Registrar General, India suggested that considering the time-frame for houselisting operations, the Directors of Census Operations can think of getting the printing done locally within their states subject to the various constraints imposed by the Director of Printing.

It was also mentioned by Director of Census Operations, Orissa and others that the financial limit of Rs.5000/- for petty emergency printing is not sufficient. Joint Registrar General, India mentioned that this matter will be taken up with the Director of Printing so as to give an exemption to the Directors of Census Operations for this purpose.

The Directors of Census Operations were requested to intimate the number of copies required by them of houselisting instruction booklets. The Directors of Census Operations have already given the tentative number of copies required by them; revision if any, in these numbers should be given immediately to the Registrar General, India keeping also in view the needs of the regional language booklets for the bordering areas of the neighbouring states.

The regional language booklets are being printed in Delhi for houselisting purpose. The fair typed copies have been received by the Registrar General, India from various states, but keeping in view the slight changes made during the first three days of this conference, some revisions have become necessary. Deputy Registrar General (C&T) will give the copies to the Directors of Census Operations and they would have to make the necessary revisions in their regional languages. After making these revisions, the revised fair copies should be sent to the Printing Cell of the Registrar General's office.

For proof reading purposes, it was desired by the Joint Registrar General, India that staff for this purpose may be sent by various Directorates to the headquarters for reading the proofs etc. However, some of the Directors of Census Operations wanted that the proofs be sent to them through couriers and after these proofs are seen they would send their staff to Delhi alongwith the first proof. These staff will stay in Delhi till the final proof is ready. Joint Registrar General, India agreed to this arrangement. It was decided by the Registrar General that Nepali translation of the instructions would be done by the Director of Census Operations, West Bengal and sent to the Printing Cell.

**AGENDA ITEM IV & VII : INSTRUCTIONS TO ENUMERATORS FOR
FILLING UP HOUSELIST AND ENTERPRISE
LIST**

The Registrar General emphasised that the Directors of Census Operations should lay great stress on training. The Directors should train the Charge Officers thoroughly so that when they start training the supervisors and enumerators, all doubts raised by them are clarified in the training classes.

The instructions to enumerators for filling up the Houselist was read para by para with a view to clarifying doubts, if any. As the instructions were read, the various points raised by the Directors of Census Operations were discussed in detail and clarifications given then and there.

It was asked whether some portions given in the instructions which were not relevant in the context of a particular state could be deleted while translating the instructions to enumeators into regional language. It was

clarified by Registrar General that the entire booklet had to be translated whether it was applicable in a particular case or not. However, the portion not applicable could be pointed out appropriately to the enumerators. It was clarified that boat houses and houses in villages in national park would be numbered.

It was asked whether the number of persons staying in the houses within a building should also be shown in the layout sketch. It was clarified that it would involve too much workload and would require bigger sketches. Moreover, such sketch would become very clumsy. It was thus not possible to incorporate the house numbers and the number of persons in the lay-out sketch. Size of buildings need not also be depicted by the enumerators in the lay-out sketch.

It was clarified that temporary structures of nomads when found should be numbered. It was suggested that tents of security personnel should be numbered. Otherwise the persons living in such tents, if any, would be omitted at the time of enumeration. It was also clarified that small structures used for running enterprises should also be numbered.

It was enquired whether a mother-in-law who gets money from her son or daughter for her subsistence and living in the household of her son-in-law but cooking separately should be treated as a separate household. It was clarified that in this case, two households should be recorded. If she were to share a kitchen then she would be part of her son-in-law's household and thus there would be only one household instead of two.

It was informed that in the houselist proforma, Development Block has been given twice : at first after the name of tehsil/taluk/police station on the left-hand side and then again separately on the right-hand side of proforma. This is

because, in certain states, Development Block is not coterminous with tehsil/taluk/police station. Therefore, where the Development Block is coterminous with Tehsil/Taluk, its name and code number has to be repeated on the right hand side also. Instructions would be issued regarding the manner in which the Development Blocks situated in more than one district would be numbered.

Director of Census Operations, Maharashtra informed that at the time of last Census in very sophisticated colonies of Bombay, the residents did not permit the enumerators to put house numbers on their walls whereas, in the slums it was impossible to fix the numbers on the tenements. Considering the protests from the residents in the case of sophisticated colonies copper plates could be used to provide house number. In case of slums, tokens were issued to the owners of the tenements in the slums. This practice could be allowed to be continued. This was agreed to.

Director of Census Operations, Delhi informed that in Delhi Union Territory municipal authorities had agreed to number houses. This procedure was suggested by Registrar General for adoption in other states/union territories as well. It was clarified by Registrar General that Rs.10/- has to be spent by the enumerators from out of the honorarium for purchasing house-numbering material.

It was pointed out that code numbers 5 and 6 used for material of roof appeared to be more or less the same. It was clarified that it was not so since in certain states such as Rajasthan, Madhya Pradesh, etc. only stones were used as construction material for roof, whereas, in other cases stones were used in combination with brick and lime.

It was decided that the instruction booklet on Houselist will contain a sentence stating that the dotted box provided in

Col.7 of the Houselist is for coding in the office and should be left blank by the enumerator.

A number of issues pertaining to the manner in which the entries with respect to the use of census houses i.e. used fully or partly for running one or more enterprises came up for discussion. For instance, one of the participants asked that in certain houses seasonal activities were in operation only for a limited period. The house was used earlier for some seasonal activities but at the time of visit of an enumerator such house was entirely used for the residential purpose. It was clarified that in such cases, census house should be shown as workshop-cum-residence since information as such was available. Director of Census Operations, Kerala asked whether an enterprise like coir making which is carried out mostly outside the house, that is, in the compound of the house or in the adjacent open space should be recorded under column 7 or not. It was clarified that such activity though not carried out exactly within the census house, may be treated as carried out in the census house premises. Further, it was clarified that small enterprises carried out from outside the houses were generally of two types viz:- (1) enterprises found on road side viz. cycle repairing shop which is to be listed in column 20, (2) others which are carried out, though, outside a house but within its courtyard may be recorded in Column 7.

There was a discussion on some of the concepts relating to the Enterprise List. A suggestion was made that the concept of worker used for enterprise should be the same as the definition of worker in census. It was clarified by Deputy Registrar General (C&T) that the definition of worker used in the census enumeration need not be brought in here. The procedure suggested in paragraphs 38 to 42 of the Enterprise List

Instructions could be followed for this purpose. A question was raised regarding the norm for determining whether an enterprise is perennial or seasonal. After some discussion on this point, the Central Statistical Organisation representatives said that they would be sending clarification on this point.

As regards the enumeration of enterprises, it was decided that the definition laid down by the Central Statistical Organisation should be followed and the illustrations given in Annex."J" of the booklet should also provide guidelines.

Some participants wanted to know as to who should be the respondent in case of enterprise list. It was clarified that any responsible person from the household could give the answer about enterprise list. About definition of enterprise, it was suggested that the word 'Major' from the 'Major part of season/year' could be dropped. It was, however, decided after considerable discussion that there should be no change in the definition. Classification of enterprises was discussed in detail. It was clarified that copra making is a non-agricultural enterprise. Clarification was sought whether "grading" was an enterprise. It was clarified that wherever specialised services are required for grading it is an enterprise, otherwise not. It was also explained that selling a part of the agriculture produce by the cultivator is not an enterprise. About nature of operation of enterprise (Perennial or Seasonal), it was stressed that an exhaustive list containing the names of perennial and seasonal enterprises may be prepared (region wise) and given to the enumerators for guidance. The Central Statistical Organisation would prepare this for enumerators' use. Referring to para 68 of houselist instructions, possible duplication in netting the enterprises run outside the census houses and in the open was pointed out. It was explained that Central Statistical Organisation was of the view that there should be no change in the present instructions relating to this matter as these have the

approval of their TAC. Present instructions should be followed and as many enterprises as possible should be netted without any duplication.

It was explained that the name of Scheduled Caste/ Scheduled Tribe should be verified first from the list provided before making any entry on social group of the owner.

It is stated in para 40 of the Enterprise List instructions that the number of persons working daily should represent, on an average, the number of persons usually working on a working day during the last year of activity. It was enquired as to what is meant by 'last year'. It was explained that it may be taken as the last 365 days from the date of enquiry.

It was clarified that the use to which a Census house is put has to be recorded in Col.7 of Houselist and if it is having a factory, it has to be noted so. The enumerator need not verify whether it is actually registered or not. If the enumerator does not get the information on its registration, he may decide on the basis of criteria provided.

For Col.7 in Enterprise List on type of ownership, it was enquired as to how to treat enterprises in the joint sector. It was clarified that by joint sector is meant that it is mainly run by the private sector even if there is equity participation from public sector. It should therefore, be considered as private enterprise.

In para 36 relating to Col.9 of enterprise list on power/fuel used for activity, it is stated that in case more than one type of power/fuel is used for carrying out the entrepreneurial activity the code will refer to the major source on which more expenditure is incurred. Director of Economics and Statistics and Director of Census Operations, Madhya Pradesh pointed out that in

rural areas cow dung and other fuel material without any cost are used by enterprises. Therefore, for rural areas, expenditure should not be the criterion. On behalf of Central Statistical Organisation it was explained that we have to go by the version of the informant. For deciding the major source, imputed value may be taken. The quantity used can also be a criterion. It was pointed out that quantification may be difficult. The general principle in Census is that we go by the version of the informant. We only ask what is mostly used. The word "more expenditure" is only a guide and should remain in the instructions.

The Registrar General desired that the training of Principal Census Officers/District Census Officers should start in the first week of December after the elections are over. The District Statistical Officers should also be associated with the training programme.

With regard to Col.12 of the Houselist on whether the head of the household belongs to SC/ST, it was asked as to what was the rationale behind treating SC from amongst Hindu or Sikh religions only. It was explained that SC could belong to these two religions only. Christian converts will not be treated as SC. In Maharashtra, Neo-Buddhists claimed that they are SC. It was clarified that they will not be treated so. Our Constitution recognises two religions, viz., Hindu and Sikh only for the treatment of SC.

It was suggested that table H-3 may be modified to present data by tenure status like owned, rented and others. These data are required by the state government for housing planning. Registrar General, India said that this point would be discussed when we take up tabulation plan.

It was asked whether unauthorised constructions would come under 'Others' in Col.13 of the Houselist. It was clarified that unauthorised constructions and other appropriate cases would also come under 'Others'.

A point was raised by Directors of Census Operations, Andhra Pradesh, Himachal Pradesh, Madhya Pradesh and Rajasthan as to whether a household having electricity from Gobar-gas plant, bio-gas plant, solar energy, generator etc. will be taken as having electricity. It was clarified that electricity received by the household from all sources whether conventional or non-conventional, will come under the category of electricity. A household which has electric wiring in the houses whether authorised or unauthorised and has the facility of electricity will also be considered as having electricity. A household with temporary disconnection of electricity will also be treated as having electricity.

It was asked by Director of Census Operations, Himachal Pradesh whether defence services' enterprises would be netted during houselisting. It was clarified that there would be no houselisting in strictly military areas, but the defence offices situated in the civilian areas will be covered during houselisting and the defence enterprises will also be covered.

It was pointed out that in the example given on page 29 of the Houselist instruction booklet, the census houses should have been given continuous numbers. It was clarified that the census house numbers could be discontinuous because some numbers might have been given to vacant plots of land. It was decided to give continuous numbers to the census houses in the example for the easy understanding of the enumerators.

Dr. Devendra Sharma of C.S.I.R. gave a brief account of the D.H.T.P. Schedule proposed to be canvassed in the 1991 Census.

AGENDA ITEM V : SETTING UP OF REGIONAL OFFICES

Registrar General, India mentioned at the outset that though the proposal was to set up regional tabulation offices from 1st November, 1989, necessary clearances have not been received as yet. A request to the Chief Secretaries to forward names for the posts of Deputy Directors will be made soon. As we do not have enough personnel for promotion to the posts of Deputy Directors of Census Operations, it is necessary to take people on deputation. As the normal procedures take a lot of time, the Registrar General suggested that Directors of Census Operations may contact the corresponding General Administration/Service Departments and with their personal knowledge about the state government officials, the Directors of Census Operations can prepare a tentative informal list. The number of names therein should be thrice the likely number of vacancies.

Several Directors of Census Operations wanted to have an idea of the places where the vacancies are likely to arise after the filling up of posts by promotion. Regarding the likely number of vacancies, Joint Registrar General, India said that out of the likely number of 170 to 175 posts of Deputy Directors to be created, 75 per cent were required to be filled by promotion and so many eligible officers were not available for promotion in the feeder grades. He also mentioned that a rough idea of the number of deputationists needed in a directorate can be obtained by subtracting the number of Assistant Directors of Census Operations with five years service from the total number of posts. He also clarified that the limit of Rs.4500 for the grade pay + Deputation Allowances do not apply to U.T. officials upto 1992 and also to the state government officials.

Registrar General, India stressed the need for selecting persons who have the capacity to organise and keep liaison with the state government officials during the census operations. In

view of this, he said it may not be advisable to relax the requirement of five years qualifying service for Assistant Directors of Census Operations for promotion to Deputy Directors of Census Operations as suggested by the Director of Census Operations, Rajasthan.

Director of Census Operations, Haryana requested that 50 per cent of the posts of Investigators may be created early to help the Deputy Directors of Census Operations. Registrar General, India pointed out that with delay in the first phase of creation of regional offices the whole operation of setting up of regional offices is going to take place virtually in one phase. The Deputy Directors can organise and/or be observers in the training programmes for which they do not need any supporting staff at the beginning.

Joint Registrar General, India pointed out that ad-hoc promotions will have a cumulative effect and when the SIU comes in 1992 there will be a backlash due to reversions. Registrar General, India mentioned that it is necessary to do things in a proper and regular way so that there are no problems in the future.

When the question of sanctioning Deputy Directors of Census Operations/Assistant Directors of Census Operations for census work in cities like Calcutta and Madras was raised it was clarified that this subject should be taken up separately and not with RTO staffing.

Several Directors of Census Operations pointed out that the proposed number of RTOs in their states was inadequate. The number of RTOs proposed was read out from a revised statement and in the following states it was agreed to consider the need for more RTOs, Jammu & Kashmir (2), Karnataka (9), Tamil Nadu (11) and Delhi (2).

Director of Census Operations, Nagaland suggested that some staff should be provided for editing and coding of houselist data. Registrar General, India said that a decision in this regard will be taken depending on the place where the editing and coding for Nagaland will take place.

On an observation made by the Director of Census Operations, Kerala that if the Registrar General, India writes to Chief Secretary for the names of officers for Deputy Director's posts more names will come which will create problems in selection, Registrar General said that the recommendations by Directors of Census Operations will be given due weightage in the selections. He said that it is necessary to go through the prescribed procedures. Many Directors of Census Operations pointed out that a number of posts are lying vacant in the Directorates. The Registrar General said that the task force will examine this problem. Possibility of filling up of posts by deputation will also be examined. The Registrar General also clarified that the process of finding out buildings can be set in motion so that these can be hired as soon as required.

The Registrar General mentioned that for telephones etc. steps are being taken to obtain necessary clearances. Vehicles cannot be purchased as it is only for a short period but can be hired. It was mentioned that hiring of vehicles from state government is difficult as the vehicles are not available regularly. It was also stated by some Directors of Census Operations that if facilities like vehicles and telephones at residence etc. are not provided it is difficult to get officers on deputation. The Registrar General said that it may be difficult to provide residential telephones for Deputy Directors. On the suggestion that Deputy Directors can be given loan to purchase vehicles which they can use for official purposes, Registrar General, India said that this can be examined. Hiring of

vehicles from outside also will be allowed in appropriate cases.

Registrar General, India requested the Directors of Census Operations to send copies of the sanctions given for 1981 while making proposals in respect of regional offices. He also asked for proposals with justifications for additional RTOs over and above the fixed norm. The case of Tamil Nadu, he said, will be discussed separately as a proposal for 100 per cent computerisation is under consideration. He wanted the details regarding regional offices, editing coding cells etc. to be worked out for Tamil Nadu under both the alternatives.

Some of the Directors of Census Operations mentioned that there are no posts of Lower Division Clerks in the state cadre and hence Upper Division Clerks have to be provided for. On a suggestion that Lower Division Clerks/Upper Division Clerks can be recruited on daily wage basis, Joint Registrar General, India said that it can lead to complications.

It was suggested that provision for Stenographers should be made for Deputy Directors at State Headquarters. Directors of Census Operations said that three Chowkidars per building has to be sanctioned since according to rules each can be put on duty for eight hours only in a day. The Registrar General said that it may not be possible to provide for the exact number of Chowkidars needed as the number of buildings needed is not known at this stage. He said provision can be made assuming two buildings on an average for each Regional Tabulation Office.

Reference was made to the orders issued on 23rd October, 1989 delegating powers to the Directors of Census Operations in the states to incur contingent expenditure upto the limit of the power of 'Head of Department' as laid down in Schedule V of the Delegation of Financial Powers Rules, 1978. It was pointed out that the delegation made therein was no improvement over that

made for 1981 Census. There had been further delegations and enhancement of powers in 1988 and these would have to be adopted. It was assured by Joint Registrar General, India that the matter would be looked into and orders already issued would be revised suitably.

AGENDA ITEM IX : OTHER ITEMS

Publicity:

Publicity for 1991 Census was taken up for discussion. Registrar General, India said that enough publicity should be given for houselisting also. Cooperation of AIR and Doordarshan can be obtained in this regard. Talks and programmes on census can be given on both Radio and Television by the Directors. It was stated that with the national TV network, it is desirable that national level publicity is given by the headquarters. The Registrar General mentioned about the budget constraints. Joint Registrar General (VS) mentioned that earlier many of the programmes for publicity could be made free of cost on TV and AIR. But the situation has changed now. He said a cheaper way out for TV is what is termed as 'quickie', a programme of not more than two minutes' duration. These would be used when some free time comes by due to some programmes ending early etc.

There was a suggestion of use of video tapes for training and also purchase of overhead projectors for use to which Registrar General, India responded by saying that the requirements could be worked out carefully.

Representatives from the Department of Women and Child Development and UNDP who were interested in better netting of women's participation in work and were also ready to help with

regard to publicity and training were present in the session to talk about their needs and the input they will provide. They were Dr. Madhubala Nath from United Nations Development Fund for Women, Dr. Nandini Azad, Ms. Lakshmi and Ms. Hema of NIPCED.

Dr. Nandini Azad highlighted the problems of under-enumeration of women's work and stressed the need for correct measurements specially in view of the large number of programmes aimed at betterment of women's status. Specially she wanted the women's work in home-based production to be captured. Similarly time spent on different activities by women is another important item. Female heads of households were to be properly identified. The Department of Women's Development will conduct some media exposure in this regard. For the training programmes for census personnel a module on women's work and related issues will be provided and non-governmental organisations may also be of help in providing training. The department is also interested in reliable IMR and MMR data on a regular basis. She also requested that when census monographs are planned more thought may be given to gender issues like female children and female heads.

Dr. Madhubala Nath said that United Nations Fund for Women is ready to fund for preparing pamphlet on women's work which can be added to the training manual. She also informed that a meeting of organisations in this field is being organised.

Director of Census Operations, Maharashtra referred to the workshop on the issues relating to women held at SNDT University, Pune. He specifically mentioned about the rural-urban differential in female work participation and migration of females for work. He wanted to know whether it will be possible to re-word the census questions at this stage. It was clarified by Deputy Registrar General (C&T) that changes in the census questionnaires and definitions were not possible at this

stage and attempts to net the women's work fully through the finalised census questionnaire should be made. Attention was drawn to the explanatory terms added to the economic questions in this census. Dr. Madhubala Nath stressed the need to make the enumerator properly understand and ask the question. Director of Census Operations, Andhra Pradesh suggested that some more explanations and clarifications stressing this point could be issued.

Miscellaneous:

For the destruction of records, Joint Registrar General, India said that competitive rates are being obtained which will be approved by the Registrar General and intimated to the Directors of Census Operations. For this purpose the approximate quantity was to be provided by the Directorates of Census Operations. He said on the basis of the information available, the rates will be called for and the approved rates and the party(ies) name(s) will be communicated to the Directors of Census Operations, who can then dispose of the material. Director of Census Operations, Andhra Pradesh wondered why the records of enumeration should be kept till March 1990 to which Deputy Registrar General (C&T) said that it has been the practice that the records are kept till one year before the next census. It was asked on behalf of the Directorate of Census Operations, Assam, whether they should keep the blank forms since 1981 census was not conducted there and blank forms are kept. Registrar General, India said that the records of 1981 census and blank forms may be destroyed once the rates are communicated. Joint Registrar General, India said that the rates etc. will be available by January, 1990.

On the last day of the Conference the Director of Census Operations, Uttar Pradesh staged a short and interesting play

with the help of his team highlighting the importance of census, which could form part of Census publicity programme.

The Conference ended with a vote of thanks by the Director of Census Operations, Kerala to the Registrar General, India and his colleagues for successfully conducting the Conference.

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LIST OF PARTICIPANTS

**LIST OF PARTICIPANTS IN THE FIRST CONFERENCE OF THE
DIRECTORS OF CENSUS OPERATIONS HELD AT NEW DELHI
DURING NOVEMBER 6-9, 1989**

S.No.	Name	Designation	State or UT/Office
1	2	3	4

PARTICIPANTS FROM
DIRECTORATES OF CENSUS OPERATIONS

1.	Shri R.P.Singh	DCO	Andhra Pradesh
2.	Shri Y.G.Krishnamurthy	DDCO	Andhra Pradesh
3.	Shri A.Pyrtuh	DDCO	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.C.Saxena	DDCO	Bihar
8.	Shri S.Rajendran	JDCO	Goa
9.	Shri S.P.Desai	ADCO	Goa
10.	Shri J.K.Patel	DDCO	Gujarat
11.	Shri V.S.Chaudhri	DCO	Haryana
12.	Shri R.K. Aggarwal	DDCO	Haryana
13.	Shri G.D.Singla	ADCO	Haryana
14.	Shri H.S.Atwal	DCO	Himachal Pradesh
15.	Shri K.C.Suri	DDCO	Himachal Pradesh
16.	Shri H.L.Kalla	DDCO	Jammu & Kashmir
17.	Shri B.S.Narasimha Murthy	JDCO	Karnataka
18.	Shri N.M.Samuel	DCO	Kerala
19.	Shri S.Jayashankar	DDCO	Kerala
20.	Shri Dilip Mehra	DCO	Madhya Pradesh
21.	Shri M.L.Sharma	DDCO	Madhya Pradesh
22.	Shri J.K.Banthia	DCO	Maharashtra
23.	Shri A.S.Dange	JDCO	Maharashtra
24.	Shri R.C.Kathuria	DDCO	Manipur
25.	Shri D.P.Khobragade	DDCO	Meghalaya
26.	Shri B.Satyanarayana	DDCO	Mizoram
27.	Shri Imtiwati Ao	DCO	Nagaland
28.	Shri Harbhajan Singh	DDCO	Nagaland
29.	Shri R.N.Senapati	DCO	Orissa
30.	Shri S.K.Swain	DDCO	Orissa
31.	Shri D.S.Jasoal	DCO	Punjab
32.	Shri J.C.Kalra	JDCO	Punjab
33.	Shri S.R.Luhadia	JDCO	Rajasthan
34.	Shri R.C.Bhargava	ADCO	Rajasthan
35.	Shri M.M.Singh	DDCO	Sikkim
36.	Shri K.Sampath Kumar	DCO	Tamil Nadu
37.	Shri M.Thangaraju	JDCO	Tamil Nadu
38.	Shri J.Thomas Machado	ADCO	Tamil Nadu
39.	Shri R.Narayanan	ADCO	Tamil Nadu
40.	Shri P.D.Joshi	DDCO	Tripura
41.	Shri D.K.Chaudhary	ADCO	Tripura

S.No.	Name	Designation	State/UT's Office
1	2	3	4
42.	Shri Chandan Gopal	DCO	Uttar Pradesh
43.	Shri D.N.Mahesh	DDCO	Uttar Pradesh
44.	Shri M.C.Padalia	ADCO	Uttar Pradesh
45.	Shri S.Sinha	JDCO	West Bengal
46.	Shri A.K.Dutta	DDCO	West Bengal
47.	Shri Balwant Singh	DDCO	A & N Islands
48.	Shri S.P.Grover	DDCO	Chandigarh
49.	Shri J.K.Nanda	ADEO	Chandigarh
50.	Shri R.K.Goswami	DCO	Delhi
51.	Shri S.P.Sharma	DDCO	Delhi
52.	Shri P.V.James	ADCO	Lakshadweep
53.	Shri G.Britto	DDCO	Pondicherry
54.	Shri S.K.Barua	INV.	Assam
55.	Shri M.K.Kaul	INV.	Jammu & Kashmir

PARTICIPANTS FROM
BUREAUS OF ECONOMICS & STATISTICS

56.	Shri S.Lakshminarayana	Director	Andhra Pradesh
57.	Shri H.K.Bhuyan	Director	Assam
58.	Shri J.K.Kherkatary	Jt.Director	Assam
59.	Shri K.N.Raval	Jt.Director	Gujarat
60.	Shri R.K.Khanna	Jt.Director	Haryana
61.	Shri A.L.Katyul	Adviser	Haryana
62.	Shri S.L.Gopal	Dy.Adviser	Haryana
63.	Shri R.S.Bhatnagar	Adviser	Himachal Pradesh
64.	Shri G.M.Bhat	Director	Jammu & Kashmir
65.	Shri H.S.Nagaraj	Director	Karnataka
66.	Smt. C.Zainaba	Jt.Director	Kerala
67.	Shri L.S.U.P.B. Singh	Director	Madhya Pradesh
68.	Shri V.D.Mahajan	Director	Maharashtra
69.	Shri D.N.Das	Director	Meghalaya
70.	Shri O.S.Lingdoh	Dy.Director	Meghalaya
71.	Shri S.K.Sinha	Director	Orissa
72.	Shri S.P.Malik	Jt.Director	Punjab
73.	Shri A.N.Jindal	Res.Officer	Punjab
74.	Shri K.C.Choudhary	Director	Rajasthan
75.	Shri C.Sethu	Director	Tamil Nadu
76.	Shri Anand Swarup	Director	Uttar Pradesh
77.	Shri B.D.Kanojia	Dy.Director	Uttar Pradesh
78.	Dr.S.Chakraborti	Director	West Bengal
79.	Shri A.N.Dhar	Dy.Director	West Bengal
80.	Shri H.C.Sharma	Director	Arunachal Pradesh
81.	Shri Yograj Chhetri	Res.Officer	Mizoram
82.	Shri G.V.Kamat	Director	Goa
83.	Shri SureshKumar	Stat.Officer	U.T. of Chandigarh
84.	Shri V.K.Gupta	Res.Officer	U.T. of Chandigarh
85.	Shri S.S.Sota	Dy.Director	Delhi Administration
86.	Dr. B.K.Sharma	Dy.Director	Delhi Administration
87.	Thiru S.Saminaden	Dy.Director	Pondi.Administration

S.No.	Name	Designation	State/UT's Office
1	2	3	4

OTHERS

88.	Shri Ramesh Negi	DCO Designate	Chandigarh
89.	Shri N.R.Varsani	-do-	Gujarat
90.	Smt.Sobha Nambisan	-do-	Karnataka
91.	Shri Tapan Senapati	-do-	Meghalaya
92.	Shri R.S.Chari	-do-	Pondicherry
93.	Shri H.Chakravorty	-do-	West Bengal
94.	Shri V.S.Sisodia	-do-	Rajasthan
95.	Shri R.G.Mitra	-do-	Mizoram
96.	Prof.M.K.Premi	Professor Centre for Regional Development Studies.	Jawahar Lal Nehru University, New Delhi.
97.	Dr.S.N.Ray	Chief Executive Officer	N.S.S.O.
98.	Shri S.K.Sanyal	Director	C.S.O.
99.	Shri P.J.Thaker	Jt.Director	C.S.O.
100.	Shri A.C.Sogani	Dy.Director	C.S.O.
101.	Shri G.Suri	Asstt.Director	C.S.O.
102.	Shri Devendra Sharma	Director	C.S.I.R.
103.	Ms.Madhu Bala Nath	Resource Officer	UNIFEM
104.	Dr.Nandini Azad	Consultant	NIPCED
105.	Ms.Hema Balasubramanian		NIPCED
106.	Ms.Lakshmi Goparaju		NIPCED

S.No.	Name	Designation
<u>PARTICIPANTS FROM REGISTRAR GENERAL'S OFFICE</u>		
107.	Shri A.R.Nanda	Registrar General & Census Commissioner, India
108.	Shri Mahendra Nath	JRG(I)
109.	Dr.S.S.Srivastava	JRG(VS)
110.	Shri C.S.Arora	Director (EDP)
111.	Shri V.S.Swamy	DRG(VS)
112.	Shri O.P.Vig	DRG(VS)
113.	Dr.B.K.Roy	DRG(Map)
114.	Dr.B.P.Mahapatra	DRG(L)
115.	Shri K.S.Natarajan	DRG(Dem.)
116.	Dr.K.P.Ittaman	DRG(SS)
117.	Shri N.Rama Rao	DRG(C&T)
118.	Shri K.R.Unni	JD (DP)
119.	Shri A.Sen Gupta	JD(P)
120.	Smt. Minati Ghosh	ARG(Map)
121.	Shri R.P.Tomar	DCCO
122.	Shri V.P.Rustagi	DCCO
123.	Shri A.K.Biswas	DCCO
124.	Shri S.D.Tyagi	Map Officer
125.	Shri S.K.Sinha	SRO
126.	Shri H.R.Gulyani	DD(DP)
127.	Shri M.K.Jain	SRO
128.	Shri M.M.Dua	DCCO
129.	Shri R.K.Puri	DCCO
130.	Shri Phool Singh	DCCO
131.	Shri K.N.Unni	SRO
132.	Shri O.P.Sharma	DCCO
133.	Shri Sham Joshi	DD
134.	Shri B.P.Jain	DCCO
135.	Shri V.P.Kataria	ADCC