राष्ट्रीय सांख्यिकीय आयोग की निहित सिफारिशों पर कार्रवाई - रिपोर्ट

Action Taken Report

on the Recommendations of the National Statistical Commission

वार्षिक रिपोर्ट 2008-09 Annual Report for 2008-09

सांख्यिकी और कार्यक्रम कार्यान्वयन मंत्रालय भारत सरकार नई दिल्ली MINISTRY OF STATISTICS AND PROGRAMME IMPLEMENTATION GOVERNMENT OF INDIA NEW DELHI

Action Taken Report on the Recommendations of the National Statistical Commission in its Annual Report for 2008-09

Recommendations made by National Statistical Commission

Action Taken

National Strategic Statistical Plan (NSSP)

Para No.5.1

Commission desired that NSSP may define the Indian Official Statistical System to be decentralized and consisting of the National Statistical System involving mostly national level estimates/ aggregates and the State Statistical System (SSS) involving mostly State/ UT level estimates/ aggregates. The NSSP document should reiterate at appropriate points that - (i) SSS is an integral part of the Indian Official Statistical System and there exists two-way dependence of national and state statistical systems so that improvements in State Statistical Systems are critical to the improvements in National Statistical System and vice-versa; (ii) Directorates of Economics & Statistics (DES) need to be empowered to play the nodal role in the State Statistical Systems; (iii) with reference to administrative statistics, it is necessary to put in place appropriate internal procedures and communication channels in regard to administrative records so as to enable their transformation into administrative statistics beginning with primary recording of data that is computer compatible, mechanisms of sample validation of administrative statistics, their efficient storage at various geographical levels and setting up retrieval procedures for their aggregation, tabulation and dissemination, while meeting the criteria of timeliness, reliability, quality and completeness.

Para No.5.2

Commission proposed following steps to bring about a positive change in the functioning of the SSS:

- (a) Enhancing the usefulness of the SSS to State Governments.
- (b) Operational Issues: The SSS will have to change the way in which the production of statistics from the 'current fixed- product' approach. This in-turn requires sharing of data maintained by one department with other departments through agreed upon protocols, central storehouse of unit level data of all departments and identification of essential common data elements in all data collection forms used by various administrative agencies.

(c) Computerization of administrative statistics and development of appropriate mechanisms

Para 5.1 to 5.3:

The relevant recommendations made by National Statistical Commission have been incorporated in the National Strategic Statistical Plan (NSSP).

The said NSSP has since been placed in the public domain and in particular, shared with the States/UTs for appropriate use inter-alia in regard to the preparation of the 'State Strategic Statistical Plans' (SSSPs) under the India Statistical Strengthening Project.

within these computerized systems to feed the DES with the necessary data.

(d) Strengthening of survey capability in DES: Capacity to organize large-scale surveys, use of advanced software for its processing and report generation is a measure of the overall statistical capacity of the DES. Many of the states are yet to develop advanced capabilities for survey data processing. This capability can be built through training and induction of computer hardware and software.

(e) Development of Analytical Capabilities: To enable the DES to produce the required

statistics, analytical capability of the staff has to be upgraded.

Para No.5.3

NSC opined that the following points need to be suitably incorporated in the Plan:

a. A significant shift in approach from 'outlays-centered' to 'outputs and outcome-oriented'

b. Data/ information to be no longer treated just as a raw material; instead, to be viewed as a precious resource and hence, calls for timely processing, value addition and user friendly dissemination without compromising neutrality and objectivity.

c. Statistical Organizations would develop sustainable methods to exploit more of administrative statistics to reduce reliance on new sample surveys and also enhance the

scope and coverage of existing surveys to meet demands.

d. Critically review the statistical activities and statistical products to identify and eliminate avoidable redundancies and duplications and redirect the resources thus released towards new activities.

e. Effectively address the problem of respondent burden and more user friendly data

collection instruments in data collection processes.

f. Statistics produced and disseminated must be, as far as possible, policy relevant and administrator-friendly, in particular and user-friendly, in general while maintaining their professional integrity, reliability and timeliness.

g. Statistical organizations are to improve their levels of visibility through effective

interactions with stake holders.

h. The statistical organizations would need to critically pay attention to the issues relating to inadequate IT hardware and software and IT skills, IT absorption, including Networking and Connectivity.

i. Develop effective mechanisms for consultation with stake-holders in statistical

organizations

Report of the Independent Group on Home-based Workers

Para No.5.6

The Commission recommended that the report may be placed in the official website of the MOSPI to elicit expert opinion, before the inclusion of relevant questions in the surveys could be considered by the Commission.

Report on Home Based Workers has been uploaded on the Ministry's website: http://www.mospi.nic.in/mospi_cso_rept_p ubn.htm under the heading Social Statistics Division (SSD).

General Reports of NSSO

Para No.5.7

The commission recommended that a general survey report could be brought out for each NSS round covering the themes on which there would be detailed reports as at present. Further, detailed tables as per the tabulation plan could also be made available to users along with the general report.

The Steering Committee for NSS underscored the need for general report and decided that an attempt might be made to prepare such a report giving absolute estimates as a first step, at All-India level, only for rural-urban and male-female break-ups. Accordingly, the general report on employment-unemployment based on NSS 66th round data would be brought out.

General Reports of NSSO

Para No.5.10 & 5.11

The Commission had made the following recommendations:

- Monthly/quarterly labour force data at the national and state levels is essential to understand
 the changes in the labour force and necessary steps should be taken to establish the framework
 for conducting these surveys
- 2. To start with, these surveys should be limited to urban areas
- 3. A detailed proposal for conducting the survey should be prepared by a group of experts
- 4. The group of experts would examine the following issues:
 - i) the minimum set of items on which data are to be collected in the monthly/quarterly surveys.
 - ii) the mechanism for data collection, processing and dissemination
 - iii) Survey design and methodology and concepts to be used for measuring employment and unemployment.

The draft report prepared by the Group is under finalization with the Group.

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This group would be headed by Prof. Amitabh Kundu and will have representatives from Ministry of Labour, Department of Economic Affairs and NSSO and the ISI. Dr Surjit Bhalla and Prof. Bikas Sinha would also provide necessary inputs.

Whole Sale Price Index

Para No.5.19

The NSC recommended that: -

(1) The compilation and release of WPI on monthly basis as is the widely followed international practice. This is also expected to help improve the response rate particularly of manufactured products at the provisional stage and also provide longer time for effective follow-up of non-reported prices at the provisional stage.

The WPI corresponding to a month should be released at 5.00 PM on 15th day of the next month or the next working day if the 15th is a holiday.

The prices for the manufactured products would correspond to the 15th of the reference month.

Cabinet Committee on Economic Affairs approved the switch over to a monthly release mechanism in respect of Whole Price Index (WPI) on 19 October, 2009. Accordingly Department of Industrial and Policy and Promotion (DIPP) has commenced compiling and releasing WPI on a monthly basis. However, the Index for Primary and Fuel group continues to be released on weekly basis to enable monitoring of price movements of sensitive items.

DIPP has contemplated to compile and release monthly WPI on the 2nd Thursday of the next month. If 2nd Thursday is holiday, it would be released on the next working day. The weekly release of WPI for Primary Articles and Fuel Group will continue to be on Thursday, two weeks from the reference week.

Collection of prices of manufactured products would be done once in a month. However, to ensure that with switch over to monthly release, there is no loss of comparability with the earlier releases of WPI, in terms of its monthly format, the current practice of collecting weekly prices

(4) Prices quoted for the primary articles would correspond to the 15th of the month or the day closest to the 15th of the month.

(5) The index released would be a provisional index and the final index would be released along with the next month's provisional index.

(6) The index should be released only up to sub-group level and not below.

(7) DIPP should put in place a computerized system for scrutiny and validation of price data received and for follow-up of non-reporting price quotations at the time of release.

(8) As for treatment of non-reported prices, NSC would suggest a procedure of either ascribing zero weight or zero inflation after getting the view of DIPP.

(9) It is essential to release seasonally adjusted index along with the actual index and the inflation rate should be calculated on a month-on-month basis. NSC would suggest a procedure for seasonal adjustment after receiving suggestions from the Office of the Economic Advisor.

will be continued. Switch over to a single reference day will be considered for the new series of WPI.

As the Index for Primary and Fuel group will continue to be released on weekly basis to enable monitoring of price movements of sensitive items, collection of prices on weekly basis as on Saturday will need to be maintained.

One month period is very short for finalizing the WPI. A gap of two months between the provisional index and the final index is proposed to be maintained for the current series.

Decision would be taken at the time of inception of new series.

DIPP has entrusted the work of computerization to NIC for this purpose.

Ascribing zero weight to the non reported prices may create confusions in compiling the index. If we get prices at the final stage, the weights of other items will undergo change again. The current practice of repeating the prices is proposed to be maintained.

RBI is currently compiling the deseasonalised index. There is no unanimity on compilation of seasonally adjusted index. It is proposed to be left to the users.

(10) The WPI and the inflation rate should be releasd with single digit decimal.

In the current practice of dissemination of WPI, both the indices and inflation numbers are provided. The decision to release inflation at a single place of decimal will be taken with the launch of the new series.

Review of Agricultural Statistics

Para No.5.23

The NSC recommended that a high level expert committee may be set up under the Chairmanship of Dr A. Vaidyanathan comprising experts from the field of statistics, remote sensing and officials from key agencies involved in agricultural statistics including the agricultural statistics authorities from some of the States. The Commission also suggested the terms of reference for the Committee and that Committee which will submit its report to the Commission.

The Committee set up by the Department of Agriculture and Cooperation has held three meetings. A special committee under the Chairmanship of Dr. S.M. Jharwal has also been constituted to explore the possibility of expanding crop and spatial coverage by special studies in selected This committee had two villages. meetings. Based on the decisions of the Special Committee, the field work in 12 villages in selected districts of Uttar Pradesh, Andhra Pradesh, Karnataka and Gujarat has been undertaken. These studies will be done according to the programme being decided jointly by expert members of the Committee and Space Application Centre (SAC) experts drawing on expertise available with state and regional remote sensing centres, supplemented by a few personnel trained additional interpretation of remote sensing imagery.

In view of this, the tenure of the Committee has been extended upto June, 2010.

Review of Coal Statistics

Para No.5.32

The recommendations of NSC are:

- The OCC, a subordinate office under the Ministry of Coal, is responsible for collection, compilation and dissemination of coal statistics in the country. Coal Controller is also the Statistics Authority in respect of coal and lignite mines in India under the Collection of Statistics Act.
- 2. The OCC collects data on production, dispatch and stock of coal and lignite by different parameters. Though, in case of annual data, coverage is 100% but for monthly data, coverage and timeliness need improvement. NSC observed that in view of the large number of captive coal and lignite blocks coming up, to ensure timeliness and accuracy of monthly reporting, OCC should decentralise its statistical infrastructure and use IT enabled solutions more extensively. The Commission also observed that the format for monthly data collection needs to be standardized.

3. Collection of coal production data from Washery and Coke Oven Plant/ Cokeries needs improvement as these are also required for IIP. NSC recommended the preparation of a frame of all washeries at an early date and conduct benchmark surveys on important parameters so as to utilize the same in case all washeries are not covered in monthly reporting for IIP. Similar effort may be made for merchant cokeries, private cookeries besides existing coke plant of integrated steel plants. NSC further suggested that large merchant cokeries and large washeries which wash coal on behalf of power houses etc. may be covered immediately pending entire coverage of the sector.

The issue of restructuring of Coal Controller's Organization (CCO) pursuant to the Economic Reforms Commission Report and subsequent decision of Department of Expenditure, Min. of Finance, Government of India is under consideration.

In the present set-up having statistical activities centered at headquarters of CCO, efforts are being made to use IT enabled solution of gathering information of coal etc. Task of standardizing the format for monthly data collection is under examination keeping in view the data requirement of MOC and other users as well as timeliness and preparedness of data supplier to part with the data. The same will be finalized by December, 2009.

Frame of all washeries, except the washeries at consumer site, has been prepared and monthly data collection has been started. The survey by mail questioner method has been initiated and the result will be made available by March, 2010. Monthly data for expanded frame of washeries, mostly covering non coking coal which is not reflected in the existing IIP, are also being collected and will soon be sent for revised IIP. The same exercise for coke oven plant / merchant cookeries

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 Commission observed that import and export data for the coal sector is satisfactory but efforts should be made to reduce the present time lag.

As for the price data for coal and lignite, only the pit head price data are reported.
 Commission recommended that a suitable mechanism should be evolved to collect consumer price data.

6. OCC informed that the collection of input, output and capital formation data has been suspended for the last few years due to non availability of adequate and suitable statistical manpower for undertaking field surveys. Commission felt that these data are very

yet has not been initiated due to non-availability of frame and suitable manpower. However, CCO has planned to locate large merchant cookeries and start collecting production data at a lower scale for revised IIP soon.

With the present statistical manpower further improvement in reducing time lag in collecting of foreign trade data could not be possible. Even for collecting these data directly from ports, CCO requires suitable handle can who manpower. correspondence, collection and process the data. In such a situation CCO depends Once statistical only on DGCI&S. manpower are available and placed in decentralized collection of data directly from ports could be possible. However as suggested by NSC, CCO would make effort to collect data from ports by mail questioner method for which the issue is being taken up with the Shipping Ministry.

The collection of pit head price data for coal and lignite by CCO is now stabilized (in 2008-09) for use in WPI and CCO publication. The matter of collecting consumer price data would require suitable and sufficient no. of statistical manpower which are not available at present. In spite of this, all effort will be made to evolve a suitable mechanism and initiate the collection of consumer price data, may be by limited quotations in the near future.

The issue of collecting input - output data is under consideration. Schedules are being

important for national accounting purpose and OCC should resume the survey at an early date. The OCC informed that once the schedules are finalised after getting technical guidance from National Accounts Division, some work could start, based on the balance sheets collected from CIL, SCCL, NLC and other units without undertaking field survey.

modified and soon CSO, NAD will be approached for further discussion on the matter. CCO proposes to undertake the task of collection and compilation from January 2010. Due to involvement of large number of private collieries, growing gradually in numbers in recent years, CCO feels that field survey will be required atleast for these collieries which CCO apprehends to be a bottleneck due to lack of suitable staff.

7. OCC informed that considering the present workload as well as the suggestions from the Commission, the OCC requires enhanced manpower to the extent of at least one Senior Investigator and one Statistical Assistant in each of its five field offices besides two Senior Investigators, two Statistical Assistants and four Statistical Officers at its head quarters. At present, the OCC has only two officers, one Senior Investigator, two Statistical Assistants at Head Quarter. For this purpose adequate manpower needs to be provided to the OCC.

As regards the statistical manpower – both in field and Headquarter, it is informed that the strengthening of statistical manpower has not been proposed to Ministry as the earlier restructuring proposal of CCO has yet not been approved by MOC. A comprehensive fresh proposal for augmenting statistical manpower will soon be placed to Ministry of Coal with a copy to NSC.

8. It is observed that OCC maintains and disseminate mine wise production and Output per Man Shift (OMS) data but only to Government and Research Institutions. Commission felt that this should be made available to public and a proper database be maintained. The modalities of dissemination may also be furnished in the website.

Company-wise production and OMS data are being disseminated through the Website of Ministry of Coal in absence of Coal Controller Organization's Website. Once CCO Website is hosted, production and OMS data, colliery-wise or atleast some groupwise, without disclosing companywise commercial information, would soon be uploaded there along with modalities of dissemination.

9. NSC further recommended that monthly bulletin be published latest by the end of next month if not before and the Coal Directory be published by September/ October. OCC should upload at least some basic data if not entire data, on its website. CCO should also keep a count of the number of users accessing the web based data. It further

CCO has discontinued publication of monthly bulletin due to some technical problem and is instead sending skeleton reports to monthly data users by email.

recommended that gradually all the publications could be in electronic form so as to reduce expenditure as well as better and quicker availability of data to users.	However the bulletin is being restructured and would be started publishing by Jan 2010 end. While doing so, this would be published by the end of next month as recommended by NSC. CCO, due to some difficulties yet could not host WEBSITE of its own. However, CCO is hopeful to solve the same by December 2009, incorporating the recommendations of NSC.
10. The Commission recommended that one section in the 'Coal Summit' may be earmarked for discussion on coal statistics.	The matter is being placed to Ministry of Coal. No summit is proposed by CCO at present.
Corporate sector statistics	t .
Para No.5.38 The Ministry did not furnish the latest status report on implementation of the Rangarajan Commission recommendations on Corporate Sector Statistics.	The status report has been sent to NSC.
Para No.5.39	
With regard to the dissemination of statistical reports and unit level data, a clear-cut policy, consistent with the Cabinet decision on data dissemination, needs to be evolved by MCA.	Data on mining and dissemination of Statistical report thereafter, is being explored in consultation with other Departments/Agencies.
Para No.5.40	
It was reported that all the registered companies have been assigned a unique identification no., called CIN No. Some of the registered companies may be having more than one establishment and the establishments might be registered under other statutes and assigned unique identification Nos. under the Income Tax Law and the Customs & Excise Law. This aspect needs to be studied in detail for preparing a concordance among the various systems of registration, which may be useful in making an effective Business Register and planning data collection in a more organised	number of other departments and that a group may be constituted by NSC to study the concordance among various system of
Para No.5.41	
The Ministry of Corporate Affairs also administers the Indian Partnership Act, 1932 and the	It will be explored by the Ministry of
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Societies Registration Act, 1860. There is a need to develop a statistical system in respect of these firms.

Corporate Affairs after establishment of adequate statistical unit in their Ministry.

Para No.5.43

National Statistical Commission observed that national classification for the companies providing services does not exist currently and desired that national classification for both goods and services should be made available by the CSO.

Expert Committee for Standardisation and Mapping of National Industrial Classification (NIC) and Indian Trade Classification (ITC) (HS) has taken the following decisions:

ITC (HS) should be used in the country for the transportable goods (ii) CSO would develop the National Product Classification (NPC) for services sector. (iii) The mapping between NIC and ITC (HS) code would be developed by CSO.

Accordingly the NPC for services sector is being prepared in accordance with the principles of Central Product Classification (CPC). Out of five sections of CPC for services sector, four sections viz "Constructions and construction services"; "Distributive trade services; accommodation, food and beverages serving services; transport services; and electricity, gas and water distribution services"; "Financial and related services; real estate's services ;and rental and leasing services"; " Business production services" have been completed. The compilation of section five viz., "Community, social and personal services" is in progress. The mapping between NIC and ITC (HS) at four digit level has already been developed.

Results of ASI 2005-06

Para No.5.44

Commission suggested that notes to Tables on the results of the ASI should explicitly indicate the following.

- a) Growth rates of variables measured in rupees are at current prices.
- b) Comparability of growth rates since 2000-01 in terms of inclusion/ exclusion of industries from time to time in ASI.
- Comparability of growth rates at two digit level over the time-period covered in ASI report.

A new table (Table 7) viz. "Structural Ratios and technical Coefficients" has been introduced for the first time in the Vol.I of ASI 2005-06 incorporating some important ratios based on ASI results of last 5 years.

All the value figures given in the ASI publication are in current prices has been indicated in the Para 20 of the "Introduction" of the ASI Vol.I.

There has not been any change in terms of inclusion/exclusion of some industries in the scope/coverage of ASI since 2000-01. However, the point has been noted for compliance in case of any such change in future.

Para No.5.45

Commission desired that a mechanism should be put in place to communicate all revisions in the released ASI data to the users. This was very important in the case of unit-wise data of ASI being disseminated.

ASI 2004-05 Vol.II data were revised and the same was given wide publicity through the web-site of the ministry. Apart from the link "ASI-annual Survey of Industries" under "Central Statistical Oganisation" in the ministry's web-site www.mospi.nic.in, the message was flashed in the home page of the ministry itself. All the users who had purchased the data, were requested to collect the revised data from where they had purchased the same, free of cost. CSO (IS Wing) has already sent the same to all the users to whom data were disseminated from this office.

Review of the progress of revision of base for IIP

Para No.5.47

The quality of IIP data came up for discussion before the NSC. It was pointed out that the CSO should develop the expertise of computing seasonally adjusted IIP and bring out analytical reports from time to time.

Para No.5.48

While reviewing the progress of the IIP with new base year, it was informed that the data in respect of units identified for the base year 1999-2000 for the period 1999-2007 had been collected and sent to CSO for preparing the new index. However, divergences were observed in the new index computed using this data and the existing series of IIP with base year 1993-94. Consequently the data sets received from the data sources were reviewed and taking into account factors items becoming obsolete, low response rate, items coming under SSI sector etc. the item list was revised. The data are planned to be collected through a private agency.

Para No.5.49

National statistical Commission viewed that 2004-05 base year should be adopted instead of the proposed 1999-2000. As the revised IIP excludes the un-organized sector, there was a suggestion from the National Accounts Division to include the un-organized sector for preparing the weighting diagram. It was felt that the confidentiality of the production data collected by private agency should be ensured. Ideally the agency should transmit the raw data collected by it without undertaking any kind of processing at their end. This was important as the IIP was a key economic indicator that could impact business decisions as also stock market and adequate safeguards needed to be put on the data collection agency while entering into the contract.

Index of Industrial Production (IIP) of Mining Sector

Para No.5.50

The Commission recommended that the IBM should prepare the weighting diagram for compiling the mining index with 2004-05 as base year so that the base year for the overall IIP could be revised.

Para No.5.47 to 5.49:

An exercise has been undertaken to revise the base year of All-India Index of Industrial Production (IIP) from 1993-94 to 2004-2005 under the overall guidance of Standing Committee on Industrial Statistics (SCIS). The proposed revised series of IIP will include Registered Manufacturing, Mining and electricity sectors in its scope. Unregistered manufacturing will not be included. The provisional item basket has been identified and sent to all the source agencies along with their factory lists. The matter is being pursued with Deptt. of Industrial Policy & Promotion (DIPP) as well as other source agencies for collection of production data for new items since 2004-05.

As regards the compilation of seasonality adjusted IIP, it has been decided in the meeting of SCIS held in July 2009 that the CSO will compile only the factual IIP. Compilation of seasonality adjusted IIP will be done by the users as seasonal adjustment is subject specific and there are several methods of seasonal adjustment.

The IBM has prepared weighting diagram and forwarded to the ESD of Ministry of Statistics and Programme Implementation. ESD is in the process of integrating the same with all India IIP.

Use of Census Enumeration Blocks in NSSO surveys

Para No.5.53

NSC received that digitized maps being prepared by the RGI could be used as a frame by the NSSO for their socio-economic surveys instead of using the Urban Frame Survey (UFS) frame for in 33 cities. However, in respect of other towns in the country, the NSSO might explore the possibility of taking similar steps in respect of UFS as was being done by the Census Commissioner's Office in respect of EBs.

NSSO would examine the digitized maps of EBs of a capital city being prepared by the RGI for its usability in surveys of NSSO before putting it in the actual use in respect of all 33 cities. For other towns, NSSO has constituted a committee to examine the use of digitization techniques on the UFS maps, to evolve methodology for developing suitable software for creating a database for the parameters necessary for identifying the UFS blocks and to suggest sustainable and userfriendly techniques while updating the UFS blocks viz-a-viz their digitized maps.

Trade Statistics

Para No.5.55

- The report of the Expert Committee on trade statistics under the former DG, CSO would be made available to the Commission.
- The latest status of implementation of the recommendations of the Rangarajan Commission on trade statistics would be intimated to the NSC.
- Inter-state trade by road and waterways and identification of trade transactions by source of origin and/ or destination were not being covered adequately in the inland trade statistics. DGCI&S might submit a note on the ways and means of ensuring adequate coverage of these aspects which are eventually important for compilation of Gross State Domestic Product through income accrual method.

The Reports/Note have been sent to NSC.