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NATIONAL STATISTICAL COMMISSION
GOVERNMENT OF INDIA
NEW DELHI



Annual Report 2010-11

The National Statistical Commission have the privilege to present their Fifth Report as required under the Government of India Resolution dated 1st June 2005 published in the Gazette of India Extraordinary Part-III Section-4.

This Report covers the period from April 01, 2010 to March 31, 2011.

**National Statistical Commission
New Delhi**

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List of Abbreviations

ACNAS	Advisory Committee on National Accounts Statistics
ASI	Annual Survey of Industries
AYUSH	Department of Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homeopathy
BPL	Below Poverty Line
CBSE	Central Board of Secondary Education
CEB	Census Enumeration Block
CESS	Centre for Economic and Social Studies
COCSSO	Conference of Central and State Statistical Organisations
CSI	Chief Statistician of India
CSO	Central Statistics Office
CSS	Centrally Sponsored Scheme
DADF	Department of Animal Husbandry, Dairying & Fisheries
DES	Directorate of Economics and Statistics
DevInfo	Development Information System
DG	Director General
DIPP	Department of Industrial Policy and Promotion
DGCI&S	Directorate General of Commercial Intelligence and Statistics
DGFT	Directorate General of Foreign Trade
DPD	Data Processing Division
EARAS	Establishment of an Agency for Reporting Agricultural Statistics
EB	Enumeration Block
EPWRF	Economic & Political Weekly Research Foundation
ESCAP	Economic and Social Commissions for Asia and the Pacific
ESD	Economic Statistics Division
EU	Employment-Unemployment
FAOSTAT	Food and Agriculture Organisation Statistical database
FC	Finance Commission
FII	Foreign Institutional Investment
FISIM	Financial Intermediation Services Indirectly Measured
FOD	Field Operations Division
FSU	First Stage Unit
GC	Governing Council
GCES	General Crop Estimation Surveys
GDDS	General Data Dissemination System
GDP	Gross Domestic Product
GSDP	Gross State Domestic Product
GVA	Gross Value Added
HCE	Household consumer expenditure
HCES	Household Consumer Expenditure Surveys

IASRI	Indian Agricultural Statistics Research Institute
ICS	Improvement of Crop Statistics
ICSE	Indian Certificate of Secondary Education
ICSSR	Indian Council of Social Science Research
IGIDR	Indira Gandhi Institute of Developmental Research
IGNOU	Indira Gandhi National Open University
IIM	Indian Institute of Management
IIP	Index of Industrial Production
IMF	International Monetary Fund
IRDA	Insurance Regulatory and Development Authority
ISI	Indian Statistical Institute
ISS	Indian Statistical Service
ISSP	India Statistical Strengthening Project
IT	Information Technology
IV Unit	Investigator Unit
LNG	Liquefied Natural Gas
MOSPI	Ministry of Statistics and Programme Implementation
MDG	Millennium Development Goals
MMRP	Modified Mixed Reference Period
MPCE	Monthly Per Capita Expenditure
MRP	Mixed Reference Period
NABARD	National Bank for Agriculture and Rural Development
NAD	National Accounts Division
NAS	National Accounts Statistics
NASA	National Academy of Statistical Administration
NCAER	National Council of Applied Economic Research
NCAP	National Centre for Agricultural Economics and Policy Research
NCSC	National Crop Statistics Centre
NFHS	National Family Health Survey
NIC	National Industrial Classification
NPISH	Non-profit Institutions Serving Households
NREGA	National Rural Employment Guarantee Act
NRSA	National Remote Sensing Agency
NSC	National Statistical Commission
NSO	National Statistical Organisation
NSS	National Sample Surveys
NSSO	National Sample Survey Office
NSSP	National Strategic Statistical Plan
ORGI	Office of the Registrar General of India
PFCE	Private Final Consumption Expenditure
PLFS	Periodic Labour Force Survey
PPS	Probability proportional to size
RFD	Results Framework Document

RBI	Reserve Bank of India
RSE	Relative Standard Error
SAARC	South Asian Association for Regional Cooperation
SCIS	Standing Committee on Industrial Statistics
SDDS	Special Data Dissemination Standards
SDP	State Domestic Product
SDRD	Survey Design and Research Division
SEBI	Securities and Exchange Board of India
SCEC	Standing Committee on Economic Census
SNA	System of National Accounts
SOE	Statement of Expenditure
SRSWOR	Simple Random Sampling Without Replacement
SSS	Sub-ordinate Statistical Service
SSSP	State Strategic Statistical Plan
SSU	Second Stage Unit
TRAI	Telecom Regulatory Authority of India
TRS	Timely Reporting Scheme
UC	Utilisation Certificate
UFS	Urban Frame Survey
UN	United Nations
UNICEF	United Nations Children's Fund
UNSD	United Nations Statistics Division
UNSIAP	United Nations Statistical Institute for Asia and the Pacific
URP	Uniform Reference Period
UT	Union territory
WDM	Wholesale Debt Market
WFPR	Work Force Participation Rate

EXECUTIVE SUMMARY

Vision of the NSC

1. The mandate of the NSC mainly focuses on identification of core statistics and its regulation, national policies and priorities, statistical audit, statistical coordination and related legislative measures. The NSC in exercise of its mandate attempted to address some of these issues, during the period under report.

(Para-1.14)

Challenges faced by the NSC

2. The situation existing in some of the statistical organisations, when the Rangarajan Commission reviewed the system, continues even today and this poses a challenge to the NSC to review those systems again in the present context. Action Taken Reports (ATRs) submitted by the Government to the Parliament on the recommendations given in NSC's Annual Reports were not satisfactory. The addition to its mandate by way of entrusting the functions of the erstwhile Governing Council of the NSSO without enhancing its secretariat resources has also been a challenge faced by the NSC. Performing on its mandate with mostly part-time positions, and with insufficient office accommodation and inadequate secretariat support has been the biggest challenge that the NSC has been facing. The NSC, despite these limitations, could perform in accordance with its mandate due to the untiring and relentless support provided by the NSC Secretariat.

(Paras-1.18 to 1.19)

Identification of core statistics

3. The statistical products commonly used by various offices in the Government, research institutions, researchers and the public at large shall be categorized as core statistics. Similarly, the statistical products that are required to be produced as a result of international commitments also need to be brought under the category of core statistics. In addition to this, the administrative statistics at the central and state levels also need to be included in core statistics, because regulating such statistics would save lot of resources on censuses/ surveys contemplated due to weaknesses in the administrative statistical system.

(Para-2.9)

4. The NSC decided that indicators and economic parameters that would be useful in measuring/ assessing social outcomes, inclusive growth, sustainability and distributive justice and those that help in decision making in all sectors of the economy as well as in policy formulation may also be included in core statistics.

(Para-2.14)

5. For the purpose of identifying core statistics, the official statistical system could be categorized into eight domains, namely, National Income, Production & Services sectors, Budgetary Transactions, Money and Banking, Capital Market, Indices and other short term indicators, External Sector, and Demography, Social and Environment Sectors. The list of core statistics identified by the NSC in

these domains is given at Annex-I. The list shall undergo changes in a dynamic way, as new challenges emerge and some of the existing practices get outdated.

(Para-2.15)

6. The NSC recommends to the Government that the list given at Annex-I be treated as core statistics and further steps may be taken to ensure quality, credibility and timeliness of these statistics.

(Para-2.16)

National Policy on Official Statistics

7. The NSC decided to evolve a national policy on official statistics and a Code of Statistical Practice for providing guidance to the producers of official statistics for the purpose of improving the system and public trust in official statistics while keeping in view the UN Fundamental Principles of Official Statistics.

(Para-3.1)

8. The National Policy on Official Statistics, which includes the Code of Statistical Practice and the Guidelines for outsourcing of statistical activities, is given at Annex-II. The NSC recommends to the Government that this policy may be implemented in letter and spirit, and appropriate resources may be provided for the purpose.

(Para-3.4)

Matters relating to the NSSO

9. In accordance with the decision taken on the basis of recommendation of the NSC by the Union Cabinet in its meeting dated 10th August 2006, the Governing Council of the NSSO was dissolved w.e.f 30th August 2006 and its functions were entrusted to the NSC. Since then, the functions of the Governing Council became the mandate of the NSC along with its original mandate.

(Para-4.2)

10. The issue of deciding the subject of survey for 68th Round of NSS (July 2011 – June 2012) was considered by the NSC. The issue of 2009-10 being taken as base year for revision of consumer price indices as the latest data of 66th Round NSS (July, 2009 – June, 2010) on quinquennial survey on consumer expenditure would be available for that year was also considered by the NSC in the light of reports that 2009-10 being a non-normal year may pose problems. It was noted that the base year for revision of National Income estimates would also be 2009-10 and that exercise may also involve similar problem as the data on employment would be taken from the same quinquennial survey. Hence, the NSC felt it necessary to conduct consumer expenditure survey again during the 68th Round to facilitate availability of relevant data for revision of base year for consumer price indices.

(Para-4.7 to 4.11)

11. The concern of the Ministry of Labour & Employment on conducting a Survey on Contract Labour was well appreciated. The NSC suggested that the Ministry may hold a Workshop on the subject to discuss various issues including definitions, methodology etc.

(Para-4.14)

12. The NSC felt that it would be desirable to repeat the quinquennial survey on the subjects of household consumer expenditure and employment-unemployment in the 68th Round (July 2011 – June 2012) with a sub-sample level coverage on time use aspects. The NSC also decided that the subjects of household consumer expenditure and employment-unemployment shall not be covered in the 69th Round (July 2012 - December 2012). With regard to the request of the Ministry of Agriculture on conducting a survey on farmers etc., the NSC decided that it could be accommodated in the 70th Round (Jan 2013- December 2013) along with the survey on land holdings, livestock holdings, debt and investment as was done in the past. The NSC also decided to make a provision in the schedule of inquiry used for the employment-unemployment survey of the 68th Round to measure employment under the NREGA. It was also decided that the request for a survey by AYUSH could be accommodated by adding a few questions in the Consumer Expenditure survey schedule.

(Para-4.15)

13. The NSC constituted a Working Group to formulate methodology etc., for the 68th Round NSS with official and non-official Members.

(Para-4.16)

14. The Planning Commission requested the NSSO to conduct 68th round household consumer expenditure (HCE) canvassing Type-I of Schedule 1.0 along with employment-unemployment (EU) on matching sample size of 61st round (July 2004 – June 2005), for having comparability with the poverty estimates given in the Tendulkar Committee Report.

(Para-4.22)

15. The issue of choice of recall period for the 68th Round Household Consumer Expenditure (HCE) was further discussed by the Chairman of NSC with the Dy. Chairman of the Planning Commission. On the basis of the discussions, it was decided that the 68th NSS Round shall be a replica of the 66th NSS Round for facilitating more effective comparability with the past. Hence, replicating the formulation of the 66th Round, i.e., surveying eight households each for schedule 1.0 (type-1 recall period), schedule 1.0 (type-2 recall period) and for schedule 10 has been decided to be followed in the 68th NSS Round.

(Para-4.24)

16. The methodology formulated by the Working Group for the 68th Round was approved by the NSC.

(Para-4.25)

17. The subject coverage for the 69th Round (July 2012 - December 2012), as per the Ten Year Cycle of NSS approved by the NSC, broadly relates to housing conditions, slums and disability. Further details about coverage in this round and constitution of a Working Group for the purpose of formulating methodology for the round have been considered during the period under report but could not be concluded by the NSC.

(Para-4.26)

18. Underestimation of population in NSS has been an area of concern for quite some time. The NSC desired that a committee comprising Addl. DG, NSSO (SDRD) with a representative from the NCAER and the ORGI may look into the reasons for underestimation and possible corrective steps to be taken, and submit its report within three months.

(Paras-4.27 to 4.35)

19. It was reported by the Office of the Registrar General of India in the 26th meeting of the NSC (held on 12th February 2009) that they have taken steps to digitize the maps having identification of enumeration block (EB) in 33 capital cities in the country in a period of 6 months starting from July 2009, so as to use them in the 2011 population census. It was reported by the officers of the NSSO that certain procedural improvements have been introduced in the Urban Frame Survey (UFS), on the basis of which the work of UFS phase 2007-12 in other cities/ towns would be completed by the NSSO by December, 2010 and that the work has been kept on hold in the 33 capital cities keeping in view the aforesaid decision of the NSC to use Census EBs of the ORGI in these cities for NSS. The NSC, having considered the progress and problems reported by the NSSO, directed that UFS work as per the new procedure already introduced by the NSSO may be got completed in the 33 capital cities also by them expeditiously so that the processed data of the UFS for the latest phase would be available to the 68th Round NSS Working Group latest by February 2011. The issue of using Census EBs in NSS would be considered again when the results of the 2011 Census become available.

(Paras - 4.36 to 4.38)

20. The estimation procedure for the 67th Round of NSS (July 2010 – June 2011) has been noted by the NSC. The tabulation plan for the 67th Round of NSS formulated by the Working Group has been approved by the NSC with a few additional tables. It was also decided that a general report with estimates in absolute figures covering a few macro-characteristics may be released by the NSSO. A soft copy of all the detailed tables may be given in a CD attached in a pouch to the general report.

(Para-4.39 to 4.40)

21. The report of the Committee on Periodic Labour Force Survey was considered by the NSC in its 40th meeting, and the proposal of the NSSO to launch a pilot survey on Periodic Labour Force Survey (PLFS) was approved by the NSC. The NSC desired that the tabulation plan shall include tables relating to casual labour and gender related measures.

(Para-4.41)

22. The NSC has been causing the reports to be referred to experts and subject matter specialists at the initial stage and on the basis of comments and suggestions received from them, has been according approval to the NSSO for release of reports and placing the unit-level data in the public domain. Regarding the process to be followed by the NSSO before release of NSS Reports, the NSC laid down a procedure.

(Paras – 4.42 to 4.43)

23. During the period under report, NSS Reports and unit-level data for the 64th (July 2007 – June 2008) and 65th (July 2008 – June 2009) Rounds of NSS have been approved by the NSC for release.

(Paras - 4.44 to 4.45)

24. A system of target defined delivery of output has been established by the Prime Minister's Office in the form of Results Framework Document (RFD) to monitor the performance of Ministries/ Department. The NSC desired that a period of two months shall be provided in each case, after preparation of draft report by the NSSO, for obtaining clearance of the NSC for release of the Reports.

(Para-4.46)

25. The report of Prof. Shibdas Bandyopadhyay, Member, NSC on reducing the time-lag in releasing NSS reports has been considered by the NSC. The NSC approved the recommendation given by

Prof. Bandyopadhyay in his report that quarterly estimates need to be generated in NSS. The results/ data need to be placed in the public domain for every quarter within a reasonable time. For the purpose of dissemination of results in every quarter, only a few important tables/ estimates of key characteristics need to be considered. The full list of tables may be generated in the final report after releasing the results/ data for fourth quarter. The NSC desired that the aforesaid schedule may be implemented for the 68th Round onwards.

(Paras – 4.47 to 4.49)

26. The officers of the DES, Andhra Pradesh made a presentation on the data entry software developed by them for use by their investigators to enter the NSS data collected by them. The DES officers informed that although it takes about 3 months time initially to prepare the software, test it and to send it to their field offices, the introduction of the software into their field operations has helped tremendously in reducing time lag in releasing survey reports. The Commission opined that with some improvisations of this nature, the system may be introduced, after detailed examination, in the NSSO and in the remaining States to reduce the time lag in bringing out NSS results. The Commission also directed that the NSSO should also move forward on the lines of DES, Andhra Pradesh and data entry should be got done through FOD investigators. This may be carried out on a pilot basis in at least one NSSO Region during the 68th Round.

(Paras – 4.50 to 4.53)

Review of the statistical system of Central Ministries

27. The NSC in its 18th meeting held on 8th July 2008 considered the issue of reviewing the official statistical system at the Centre and desired that inputs shall be obtained from various Central Ministries/ Departments on the following aspects to facilitate such a review. Accordingly, information was sought from the Department of Animal Husbandry, Dairying & Fisheries (DADF). The representatives of the DADF have made a presentation before the NSC in its 34th meeting. On the basis of material furnished by the DADF including the status of implementation of the Rangarajan recommendations and the deliberations during the presentation of officers of the Department in the 34th meeting of the NSC, five recommendations were made by the NSC.

(Paras - 5.1 to 5.9)

Review of State/ UT statistical systems

28. The NSC found that the recommendations of the Rangarajan Commission, particularly those mentioned at para-6.2, the recommendations made in the National Conference of Ministers in-charge of Statistics detailed at para-6.7, as also the recommendations made in the Regional Conference held at Bangalore given at para-6.9 are still valid and relevant for improving state statistical systems. Hence, all the three sets of recommendations are reiterated. The NSC urges the States/ UTs to implement the recommendations in a time-bound manner. The MOSPI and other organisations at the Centre, such as the ORGI may coordinate and support the States/ UTs in the process of implementation.

(Para-6.11)

29. In addition to the aforesaid recommendation, the NSC, having considered the information furnished by the States/ UTs in the prescribed questionnaire and the deliberations during the presentations of the concerned officers, also makes twenty-four recommendations.

(Para-6.12)

30. With regard to specific problems in the Union territory of Lakshadweep, three recommendations are made.

(Para-6.13)

Other issues relating to the Indian Statistical System

31. It was reported that the Cabinet Secretariat issued directions to all the Ministries/ Departments at the Centre with regard to consultation process on major statistical activities by line Ministries. On the basis of these directions, the MOSPI prepared draft guidelines to be issued to line Ministries and placed before the NSC. The guidelines were intended to avoid unnecessary duplication in data collection, avoiding conflicting statistics, and collection of statistics in a professional way subject to the oversight of the NSC. The NSC recommended for issue of the draft guidelines, subject to certain conditions, which need to be suitably incorporated in the draft.

(Para-7.1)

32. India, being an agrarian economy, the statistics on various economic activities will have seasonal implications. In order to have a clear picture of growth or otherwise, in terms of various economic parameters and related indices, it would be necessary to adjust such parameters and indices for seasonality. The Commission noted the efforts made by the CSO (NAD) in this regard and observed that the compilation of Seasonally Adjusted series for whole range of short term economic data series, particularly the quarterly estimates of GDP, the IIP, the Price Indices etc., need to be examined in depth. The Commission, therefore, recommended that a study on these aspects may be done by the CSO through the National Institute of Public Finance and Policy (NIPFP).

(Paras – 7.2 to 7.3)

33. The issue of divergence between National Accounts private final consumption expenditure (PFCE) and the NSS consumer expenditure estimates was studied by many experts. The CSO constituted a Committee to look into the Divergence between NSS Consumer Expenditure estimates and National Accounts PFCE. The report of the Committee on this subject was presented before the NSC by Dr. Savita Sharma, the Chairperson of the Committee. The Committee made some suggestions for improvement in the methods of deriving NAS estimates and data collection in the HCES. The suggestions given by the Savita Sharma Committee on improving the NAS and NSSO estimates were considered by the NSC. Two recommendations were made by the NSC.

(Paras – 7.4 to 7.10)

34. The National Academy of Statistical Administration (NASA) under the MOSPI has become operational on 13th February, 2010. The responsibility to equip the country's large set of statistical personnel updated with newer practices in the official statistics and data management has been entrusted to the NASA. The issue, of imparting training to sizeable number of statistical officers/ staff at the Centre and in the States in a time bound manner, needs to be addressed. Hence, the NSC recommended that the NASA may furnish an updated note to it, covering certain issues specified by the NSC, along with possible outcomes that could be achieved in a time bound manner.

(Paras – 7.11 to 7.18)

35. In its 20th meeting held on 27th August 2008, the NSC recommended that a high level expert committee may be set up to examine in detail the issues relating to agricultural statistics. Accordingly, the Department of Agriculture and Cooperation constituted the Committee on 26th February 2009

under the Chairmanship of Dr. A. Vaidyanathan. The Committee submitted an interim report in July 2010. The NSC considered the interim report of the Prof. Vaidyanathan Committee and made four observations.

(Paras – 7.19 to 7.23)

36. The recommendations of the 13th Finance Commission, applicable to 28 States, came up for discussion in the meetings the NSC had with the representatives of some States. The DG, CSO has informed the NSC that the CSO would be issuing methodological guidelines to the States with regard to measuring Gross State Domestic Product (GSDP) at market prices consistent with national estimates and on district income. It was also stated by the DG, CSO that they would be formulating methodological guidelines on estimating cost disabilities of states and measurement of inter-regional trade data, in consultation with the DGCI&S. A workshop would be held to impart training to the States on methodological aspects. The NSC recommended that these items of work may be completed in a time bound manner. It was reported that no action could be taken by the CSO on measuring Green GDP/ GSDP. The NSC recommended that some of the experts, like Dr. Manoj Panda of the CESS, Hyderabad may be consulted on the issue.

(Paras – 7.24 to 7.26)

37. The Development Information System (DevInfo) is a database system for monitoring human development. It is a tool for organizing, storing and presenting data in a uniform way to facilitate data sharing at the country, regional and global levels across government departments, United Nations (UN) organizations, civil society organizations and development partners. DevInfo has features that produce tables, graphs and maps for inclusion in reports, presentations and advocacy materials. The software supports both standard indicators, including indicators for the Millennium Development Goals (MDGs) and user-defined indicators. The officers of the CSO made a presentation before the NSC in its 38th meeting on the genesis of the DEVINFO software and the steps taken by them in collaboration with UNICEF to develop it for outcome monitoring and local organization of statistics for administrative purposes. The Commission appreciated the efforts made by the CSO in developing the Devinfo system for the purpose of dissemination of data that are already in the public domain in a user friendly and integrated manner. It was felt necessary that all Ministries own DevInfo India data system as a part of their core statistical process built on a common platform, which can serve as an interface for a unified system of cross-sectoral analysis of data. The Commission endorsed the initiatives taken by the CSO and recommended that the MOSPI may co-ordinate with all the Central Ministries in implementing the aforesaid elements.

(Paras – 7.27 to 7.43)

38. It has been explained by the CSO Officers that the Govt. is going to launch three censuses, namely, the caste census, the Below Poverty Line (BPL) census and the economic census, sometime during 2011. It was also stated that the details of caste of each individual have to be filled in the National Citizenship Register as a part of this exercise. The logistics in conducting three censuses and the data requirements have been broadly discussed. The Commission desired that the Officers of the concerned Ministries may be invited by the CSO (Economic Statistics Division) for a detailed discussion before a final view could be taken.

(Paras – 7.44 to 7.48)

Consultation process of the NSC

39. The NSC has initiated a consultation process during the period under report in respect of some important issues relating to its mandate. The NSC had constituted nine professional committees on different subject matters. In each Committee, besides officials of the concerned Government Departments, experts in the relevant field have been included as members. The Committees started functioning during the period under report and are expected to submit their reports during 2011-12.

(Para-8.2)

40. A Standing Committee, under the Chairmanship of Prof. Sudipto Mundle, Member, NSC, was constituted for monitoring the implementation of the recommendations of the Rangarajan Commission and the present NSC, and report periodically to the NSC. The committee started functioning. In order to make the efforts of this committee fruitful, the NSC recommends that the MOSPI may constitute a dedicated team of officers to handle the work of coordinating the implementation process

(Para-8.3)

41. In its 29th meeting, the NSC noted the recommendations of the High Level Committee on estimation of Savings and Investment under the Chairmanship of Dr. C. Rangarajan and the follow-up action proposed by the Addl. DG, CSO (NAD). It was decided that the NSSO would take up a pilot survey during 2010-11 as recommended by the Committee. The NSC recommended for constituting an Expert Group to work out the methodological details for the pilot study, under the Chairmanship of Shri Suman K. Bery, Member of the NSC with the representatives of the NCAER, M/o Agriculture, NSSO, CSO (NAD), and the RBI as Members. The NSC also recommended inclusion of the names of Dr.N.S.Sastry, Dr. Ramesh Chand, Dr. S.L.Shetty and Shri M.R.Saluja in the Committee.

(Paras – 8.4 to 8.5)

42. It has been customary to review the existing Advisory Committee on National Accounts Statistics and reconstitute it after every base year change and the CSO has introduced new series of National Accounts Statistics with base year 2004-05. The CSO submitted to the NSC the proposal for reconstituting the committee, which would be effective till the next base year change. The NSC recommended for inclusion of the names of Dr. Bhanu Murthy of NIPFP, Dr. S. Bhide of NCAER, Dr. Manoj Panda of CESS (Hyderabad), Shri M.R.Saluja, Dr. A.C.Kulshreshtha and a representative of the ISI in the Committee. It was also recommended that Prof. Shibdas Bandyopadhyay, Member, NSC would be a permanent invitee in the Committee.

(Paras – 8.6 to 8.9)

43. The Standing Committee on Industrial Statistics (SCIS) was originally constituted under the Chairmanship of Prof. K.L. Krishna on 24th March 2000, prior to the constitution of the NSC. In its 4th meeting held on 11th September 2006, the NSC recommended reconstitution of the SCIS. On the basis of the recommendation of the NSC, the MOSPI issued a Gazette Notification on 17th October 2006 reconstituting the Committee with the approval of Hon'ble Minister of Statistics. The CSO partially modified the composition of the SCIS on 11th March 2010 without making a reference to the NSC and perhaps without the approval of the Minister of Statistics. The NSC expressed its strong displeasure on the modifications made by the CSO on 11th March, 2010 in the composition of the SCIS without making a reference to the NSC, as the SCIS was constituted on 17th October 2006 by the MOSPI on the basis of recommendations of the NSC. It was decided that the Committee would be constituted by the NSC.

(Paras – 8.10 to 8.17)

44. The NSC appointed Dr. N. S. Sastry, former DG of the NSSO to conduct statistical audit on the on the all India Indices of Industrial Production (IIP) compiled by the Central Statistical Office (CSO), as a test case, before laying down comprehensive methodology for the purpose. The progress of statistical audit of IIP was reviewed by the NSC in its 41st meeting. It was reported that material obtained from the concerned offices is being examined by the Auditor and that he needs some more time to submit his report. In view of this, it has been decided to give further extension to the Auditor till 31st May 2011 to submit his report in this regard.

(Paras – 8.18 to 8.19)

45. Offices of the Central Government located at Kolkata have been invited to make presentations before the NSC in its 32nd meeting about their statistical system and the issues which in their opinion need to be addressed by the NSC. Based on the interactions with the officers, certain issues emerged for being taken up in due course by the NSC. The NSC had met some of the noted academicians and experts during its meetings held at Kolkata, Chennai, Patna, Mumbai and Shillong. Many useful suggestions, for improving the statistical system, emerged during these meetings, which would be considered by the NSC in due course.

(Paras – 8.20 to 8.23)

CHAPTER-I

INTRODUCTION

1.1 The National Statistical Commission set up by the Government in January 2000 under the Chairmanship of Dr. C. Rangarajan reviewed the statistical system and the entire gamut of Official Statistics in the country. The Rangarajan Commission submitted its report to the Government in August 2001. One of the key recommendations of this Commission was to establish a permanent National Commission on Statistics to serve as a nodal and empowered body for all core statistical activities of the country, evolve, monitor and enforce statistical priorities and standards and to ensure statistical co-ordination among the different agencies involved.

1.2 In line with the recommendations of the Rangarajan Commission, the Government of India resolved to set up a permanent National Statistical Commission (NSC), *vide* Notification No. 85 dated 1st June 2005 published in the Gazette of India, Extraordinary, Part-III-Section 4.

1.3 The NSC was initially constituted on 12th July 2006 to serve as a nodal and empowered body for all core statistical activities of the country and to evolve, monitor and enforce statistical priorities and standards and ensure statistical co-ordination. The Commission consists of a part-time Chairman, four part-time Members and Secretary, Planning Commission as an *ex-officio* Member. The Chief Statistician of India (CSI) is the Secretary to the Commission. He has a dual role, as he is also the Secretary to the Government of India in the Ministry of Statistics and Programme Implementation (MOSPI).

Composition of the NSC

1.4 The names of the persons holding part-time positions in the NSC during the period under report are given below.

Prof. R. Radhakrishna	–	Chairman
Shri Suman K. Bery	–	Member
Prof. Sudipto Mundle	–	Member
Prof. Anil P. Gore	–	Member
Prof. Shibdas Bandyopadhyay	–	Member

1.5 Dr. Pronab Sen was the CSI till 30th June 2010 and thereafter, Dr. T.C.A. Anant took over as the CSI and continued during the entire period under report.

1.6 In order to support the CSI in providing assistance to the NSC in the discharge of its functions, a small secretariat comprising a Dy. Director General and a Director with other support staff has been created. The post of Director was vacant during the period under report.

Action by Centre on Rangarajan Commission Report

1.7 Apart from constituting the National Statistical Commission (NSC) through an executive order w.e.f 12th July 2006, the Central Government has taken a number of steps to implement the Rangarajan Commission recommendations. Some of the key areas are given below.

- (1) Establishing a National Academy of Statistical Administration for improving the training infrastructure in the field of official statistics
- (2) Enacting the Collection of Statistics Act, 2008
- (3) Launching a centrally sponsored plan scheme to strengthen the state statistical systems
- (4) Creating senior level positions in the Indian Statistical Service to ensure availability of professional advice at higher levels in the Government and to strengthen statistical coordination

1.8 But there are many recommendations of the Rangarajan Commission, which are yet to be implemented. The MOSPI was entrusted with the task of coordinating and monitoring the process of implementation by various Central Ministries and States. The NSC observed that there has been a failure in the process of coordinating the implementation.

Mandate of the NSC

1.9 Under the aforesaid Government of India Resolution dated 1st June, 2005, the NSC is mandated,—

- (a) to identify the core statistics, which are of national importance and are critical to the development of the economy;
- (b) to constitute professional committees or working groups to assist the Commission on various technical issues;
- (c) to evolve national policies and priorities relating to the statistical system;
- (d) to evolve standard statistical concepts, definitions, classifications and methodologies in different areas in statistics and lay down national quality standards on core statistics;
- (e) to evolve national strategies for the collection, tabulation and dissemination of core statistics, including the release calendar for various data sets;
- (f) to evolve national strategies for human resource development on official statistics including information technology and communication needs of the statistical system;
- (g) to evolve measures for improving public trust in official statistics;
- (h) to evolve measures for effective co-ordination with State Governments and Union Territory Administrations on statistical activities including strengthening of existing institutional mechanisms;
- (i) to exercise statistical co-ordination between Ministries, Departments and other agencies of the Central Government;
- (j) to exercise statistical audit over the statistical activities to ensure quality and integrity of the statistical products;
- (k) to recommend to the Central Government, or any State Government, as the case may be, measures to effectively implement the standards, strategies and other measures evolved under clauses (c) to (h);

- (l) to advise the Government on the requirement of legislative measures on statistical matters including the statute for the National Statistical Commission; and
- (m) to monitor and review the functioning of the statistical system in the light of the laid down policies, standards and methodologies and recommend measures for enhanced performance.

Working of the NSC

1.10 The Commission held ten meetings during the financial year 2010-11. The dates of the meetings are indicated below.

<u>S. No. of the Meeting</u>	<u>Dates of the Meeting</u>	<u>Place where held</u>
32	23 rd to 24 th April 2010	Kolkata
33	19 th to 21 st May 2010	New Delhi
34	1 st to 2 nd July 2010	New Delhi
35	6 th to 7 th August 2010	Chennai
36	30 th to 31 st August 2010	New Delhi
37	17 th to 18 th September 2010	Patna
38	29 th to 30 th November 2010	Shillong
39	28 th to 29 th December 2010	New Delhi
40	18 th to 20 th February 2011	Mumbai
41	24 th to 25 th March 2011	New Delhi

1.11 In all the ten meetings, the Commission deliberated on the issues referred to it and on issues covered under its mandate. Besides, the Commission also had consultations and detailed discussions with various Government Departments at the Centre and in the States/ UTs and interactions with some of the noted academicians and experts on improvements to the statistical system. The NSC has also decided to work through professional committees and, for this purpose, specific subject areas have been identified.

1.12 Minutes of each meeting of the Commission were recorded and circulated to all the Members and the same were confirmed in the subsequent meeting after discussion. The recommendations of the Commission as and when made were forwarded to the concerned Government Departments for appropriate action.

1.13 The annual expenditure on account of the establishment of the National Statistical Commission including salary and wages, domestic travel, office expenses, hiring of accommodation, professional services, administrative services and requirements for day to day administration of the Commission is being met from a demand under the MOSPI voted by the Parliament. In the budget estimates (BE) for the year 2010-11, a provision of Rs. 163.34 lakhs was made for the NSC under the non-plan budget of the MOSPI, which was subsequently, reduced to Rs. 158.84 lakhs in the revised estimates (RE). It was reported that an expenditure of Rs. 119.48 lakhs was incurred during 2010-11 towards the expenses connected with running the NSC Secretariat, domestic travel of the Chairman and Members and for meetings and other expenditure of the Commission.

Vision of the NSC

1.14 The mandate of the NSC mainly focuses on identification of core statistics and its regulation, national policies and priorities, statistical audit, statistical coordination and related legislative measures.

The NSC in exercise of its mandate attempted to address some of these issues, during the period under report.

1.15 Identification of core statistics is an important mandate of the NSC and hence, elaborate consultations were done on this issue. The list of core statistics arrived at, have been given in Chapter-II of this report. With regard to national policies and priorities, the NSC felt that there is a need for a national policy on official statistics, which would provide not only a road map for enhancing the utility of the system for planning and policy formulation, but also for laying down good practices and professionalism in the production of statistics to earn public trust. The National policy to achieve these objectives is given in Chapter-III.

1.16 With regard to statistical coordination, the NSC earlier recommended nodal statistical functions to be assigned to senior statistical officers posted in line Departments at the Centre and in the NSSO (FOD) field offices. Similar steps are needed at the State level also. With this end in view, the NSC reviewed the State statistical systems and the recommendations to improve the systems are given in Chapter-VI. The NSC firmly believes that these recommendations in addition to the recommendations of the 13th Finance Commission and the efforts being made by the Centre through the Centrally sponsored scheme, if implemented in letter and spirit, would strengthen statistical coordination in the country.

1.17 The NSC has been entrusted with the functions of the Governing Council of the NSSO since 30th August 2006. The matters deliberated upon and decided by the NSC in respect of NSSO work are given in Chapter-IV. Besides, the NSC also had reviewed the statistical system of the Department of Animal Husbandry, Dairying & Fisheries and gave its recommendations in Chapter-V. The NSC had given its thought on a number of other statistical issues and the details can be seen in Chapter-VII. The NSC had initiated its consultation process through a number of professional committees and through interactions with officials, academicians and experts. Chapter-VIII of this report provides details of this process.

Challenges faced by the NSC

1.18 It would have been ideal for the NSC to take over from the stage where the Rangarajan Commission left, but unfortunately many of the recommendations of that Commission are yet to be implemented. In other words, the situation existing in some of the statistical organisations, when the Rangarajan Commission reviewed the system, continues even today and this poses a challenge to the NSC to review those systems again in the present context. Besides, it was found that the Action Taken Reports (ATRs) submitted by the Government to the Parliament on the recommendations given in NSC's Annual Reports were not satisfactory. The addition to its mandate by way of entrusting the functions of the erstwhile Governing Council of the NSSO without enhancing its secretariat resources has also been a challenge faced by the NSC.

1.19 Performing on its mandate with mostly part-time positions, and with insufficient office accommodation and inadequate secretariat support has been the biggest challenge that the NSC has been facing. The NSC, despite these limitations, could perform in accordance with its mandate due to the untiring and relentless support provided by the NSC Secretariat.

CHAPTER-II

IDENTIFICATION OF CORE STATISTICS

Background

2.1 The National Statistical Commission in its mandate has *inter alia* the following functions, namely –

- to identify the core statistics, which are of national importance and are critical to the development of the economy;
- to evolve standard statistical concepts, definitions, classifications and methodologies in different areas in statistics and lay down national quality standards on core statistics; and
- to evolve national strategies for the collection, tabulation and dissemination of core statistics, including the release calendar for various data sets.

Rangarajan Commission recommendations on core statistics

2.2 The National Statistical Commission under the Chairmanship of Dr. C. Rangarajan in its report submitted to the Government in 2001 has given certain recommendations on core statistics. The recommendations are briefly outlined below.

- (1) The Commission will determine the areas of official statistics that are to be considered as core or critical to the functioning of the economy and accordingly prioritize the statistical activities of national statistical system.
- (2) Core Statistics will have the following characteristics.
 - a) They should be of national importance.
 - b) It will be mandatory for the Governments at all levels to collect and disseminate them.
 - c) They should conform to prescribed definitions, concepts and standards laid down by the Commission.
 - d) They should be updated periodically, with suitable periodicity to be determined.
 - e) They will be available at both aggregate and disaggregate levels, wherever appropriate.

The Commission will ensure that the production of statistics and their release are free from Government influence, by designating appropriate statistical institutions or functionaries to be solely and independently responsible for these functions.

The Commission will exercise a statistical audit over the statistical activities to ensure quality and integrity of the statistical products.

In advising on the collection of Core Statistics, the Commission would keep in view the optimum use of national resources, in the context of essentially decentralised character of statistical system.

The Commission will evolve and arrange to monitor the nation-wide strategies on Core Statistics: updating the list of Core Statistics; framing and monitoring the advance release calendar; dissemination of data.

There should be a permanent and statutory apex body – the National Commission on Statistics – independent of the Government and responsible to the Parliament in respect of policy making, coordination and certification of quality of Core Statistics.

The mandate of the Commission on Core Statistics to be addressed in the legislation for the Commission shall be as follows.

- Defining the scope of Core Statistics;
 - Periodicity and procedure for collection of Core Statistics; and
 - Delegation of powers to Central and State Ministries and other Statistical offices for collection of Core Statistics.
- (3) Necessary legal provisions should be made, either by expanding the scope of the present Collection of Statistics Act (1953) or by passing new Act or Acts to cover any topic under “Core Statistics”, as defined by the Commission.

2.3 With regard to the role of the National Statistical Organisation (NSO) on core statistics, the Rangarajan Commission recommended that, -

the NSO will collect or arrange to collect Core Statistics, which have not been collected so far;

the NSO will publish Core Statistics at regular intervals together with critical analysis regarding the quality of data and implication of the use of data in policy making and administration;

the NSO will maintain a “warehouse” for Core Statistics, for dissemination amongst all users in the public and private sectors inside and outside the country and serve as the sole provider of information to foreign Governments, international bodies and United Nations agencies; and

the Data Storage and Dissemination Office (DSDO) in the NSO, with no break-up into Divisions, would acquire from different sources Core Statistics, organise, store and disseminate them on electronic media and serve as a data warehouse.

2.4 The Rangarajan Commission did not give any list of core statistics. It only recommended their nature and purpose, as indicated above. However, the Commission gave some instances in their report as detailed below, which could be useful in the process of identification of core statistics.

Timely Reporting Scheme (TRS) and Establishment of an Agency for Reporting Agricultural Statistics (EARAS) scheme should be regarded as programmes of national importance and the Government of India at the highest level should prevail upon the State Governments to give due priority to them, deploy adequate resources for the purpose and ensure proper conduct of field operations in time.

Population Statistics as collected through the census would be a component of the set of ‘Core Statistics’ and the proposed high-level statistical policy-making body once established would formulate necessary guidelines as envisaged in its functions with regard to ‘Core Statistics’ including Population Census.

The extent of completeness and accuracy of birth and death registration is by itself an indicator of the modernisation of society as vital statistics belong to the Core Statistics of any National Statistical System.

Action taken by the Centre so far

2.5 Apart from entrusting the duty of identifying core statistics to the present NSC, the Government made an enabling provision on core statistics in a recent enactment. The Collection of Statistics Act, 2008 enacted by the Parliament that came into effect on 11th June 2010 contains the following enabling provision on core statistics.

"27. Without prejudice to the provisions contained in this Act, the Central Government may, by notification in the Official Gazette, declare from time to time any subject for the collection of statistics of national importance as 'core statistics' and make such arrangement, as it may consider necessary, for regulating the collection and dissemination of statistics on the subject so declared."

Defining the scope of Core Statistics

2.6 Official statistics cover a large domain. Core statistics would be a sub-set of it. In other words, core statistics have to be culled out from official statistics through filtration criteria which needs to be laid down first.

2.7 The word 'statistics' is used in the production of official statistics to indicate a statistical process, a statistical product or a statistical methodology. Question arises whether core statistics should cover all these three ingredients. With regard to a statistical product, that is of national importance and critical to the economy, there shall not be any doubt about its inclusion in core statistics. On the issue of methodology, the recommendations of Rangarajan Commission seem to suggest that this has to be evolved by the NSC in respect of identified core statistics. In any case, a methodology per se cannot be considered of being nationally important and critical to the economy.

2.8 With regard to the third ingredient, namely, a statistical process, the answer is not very simple and unique for all time to come. Any dataset may be used to derive various statistics. Some of these could be of particular importance and should be identified. For instance, the decennial population census collects a wide variety of data, but of these, only a few could be considered as 'core statistics', such as vital statistics and population by identified social groups. Similarly, in the case of the Annual Survey of Industries, considerable details are collected in respect of operation of industries, but core statistics could be the input-output transaction table derived from the data. A wide variety of data also goes into the compilation of National Accounts, but core statistics are National Accounts only. Similarly, in the agriculture sector, under the TRS and EARAS schemes, a wide variety of statistics are collected, but the estimates of area and production of principal crops alone could be categorised as 'core statistics'. Thus, it can be concluded that in a given statistical process, there may be many statistical products, but all the products cannot be included in core statistics for the simple reason that the process is of national importance. Otherwise, the focus would be lost, as trying too many things and finally not achieving anything within a reasonable time is not the objective of identifying core statistics. However, a statistical process well established in the system could pave the way for identifying core statistics, which essentially should be statistical products. In some situations, a data set arising out of a process may be treated as core statistics, because of its wide use in professional circles.

2.9 The statistical products commonly used by various offices in the Government, research institutions, researchers and the public at large shall be categorized as core statistics. Similarly, the statistical products that are required to be produced as a result of international commitments also need to be brought under the category of core statistics. In addition to this, the administrative statistics at the central and state levels also need to be included in core statistics, because regulating such statistics would save lot of resources on censuses/ surveys contemplated due to weaknesses in the

administrative statistical system. Core statistics (products) could be found in the following statistical processes.

- (1) Censuses conducted at national level or in a majority of States
- (2) Indices compiled at national level or in a majority of States
- (3) Sample Surveys conducted at national level or in a majority of States
- (4) Administrative statistics (Examples are statistics that could be generated under Companies Act, Limited Liability Partnership Act, Indian Partnership Act, Societies Act, Factories Act, Mineral Conservation and Development Rules, Registration of Births and Deaths Act, and Land Use Statistics compiled under State regulations, etc.)
- (5) National Accounts Statistics
- (6) Statistics of Foreign Trade of India and Inter-State trade
- (7) Statistics in respect of resources including human resources of the country
- (8) Statistics on the performance of different sectors including infrastructure sectors, financial and external sectors of the economy at all India level
- (9) Minimum set of statistical products to be compiled by States/ UTs for use by the Centre
- (10) Statistics required to be generated due to international commitments from time to time

2.10 While there are no rigid definitions of core statistics, generally the countries adopt practices that are demand driven and user focused depending on the availability of resources. Some of the international programmes that guide the countries in developing statistical systems are the Special Data Dissemination Standards (SDDS) and the General Data Dissemination System (GDDS) of the IMF, the third edition of the UN Handbook of Statistical Organisation, and the PARIS21's National Strategies for the Development of Statistics (NSDS). The GDDS is designed as a tool to improve data quality whereas SDDS assumes the existence of sufficiently high standards of data and focuses on dissemination of data particularly in terms of full documentation and transparency. The SDDS needs to have an advance release calendar which functions as a dissemination schedule. India subscribes to the SDDS. The Core Set of Economic Statistics sets out what are considered to be the minimum set of statistics needed for effective economic analysis and monitoring. These statistics are intended to inform short and long-term economic analyses and decision-making by both government and non-government agencies and organisations. The Core Set that is put out by ESCAP is fully cognizant of the role of the System of National Accounts (SNA) as the common conceptual framework underlying the integration of economic statistics. However, the Core Set is not intended as a comprehensive list of the source data required to compile the national accounts. The Core Set itself includes complex derived statistics such as the national accounts and balance of payments and it is implicit that statistics over and above those listed in the Core Set will be needed to compile them.

Consultation Process

2.11 The NSC obtained the views of Central Ministries, the Planning Commission, the Reserve Bank of India and a number of experts. The NSC also had wide consultations with them on the issue of identifying core statistics.

2.12 The Office of the Registrar General and Census Commissioner (ORGI) vide their letter dated 22nd September 2009 *inter alia* stated that it conducts decennial population censuses under the Census Act, 1948, coordinates collection of vital statistics on births and deaths under the Registration of Births and Deaths Act, 1969, estimates national and state level fertility and mortality rates under the Sample Registration System (SRS) and functions as the national registration authority under the

Citizenship (Amendment) Act, 2003. The ORGI also stated that as per UN guidelines, Core statistics in population census include population, sex, age, marital status, literacy, educational attainment, disability, occupation, industry, migration, fertility etc. The ORGI opined that since both the Census and the civil registration system are carried out under specific Acts and the methodologies for the Census and SRS have been perfected by them over decades, another layer of auditing through the NSC, or additional earmarking of data as 'core statistics' is not required.

2.13 The aforesaid views of the ORGI have been carefully examined by the NSC in the light of the recommendations of the Rangarajan Commission in chapter-9 of its report. The Commission stated that the Population Census of India, conducted every ten years, is the most comprehensive source of information on the size, distribution, living conditions and demographic characteristics of the population and that it serves therefore, both as a tool of the State polices and as a means for understanding the socio-economic transformation of the society, economy and polity of the nation. The Commission identified several deficiencies in the Census exercise relating to delay in release of results, definitional/comparability problems, quality aspects, and non-tabulation of certain information collected. The Commission made specific recommendations to improve the system. The Rangarajan Commission also categorically stated "Population Statistics as collected through the census would be a component of the set of 'Core Statistics' and the proposed high-level statistical policy-making body once established would formulate necessary guidelines as envisaged in its functions with regard to 'Core Statistics' including Population Census". In view of this and in view of the fact that census statistics is the basis for all social sector statistics, the NSC is of the view that census statistics need to be included in core statistics.

2.14 The NSC decided that indicators and economic parameters that would be useful in measuring/assessing social outcomes, inclusive growth, sustainability and distributive justice and those that help in decision making in all sectors of the economy as well as in policy formulation may also be included in core statistics. The following material has been considered in evolving core statistics.

- (1) Recommendations of the Rangarajan Commission
- (2) Targets stipulated under the Eleventh Five Year Plan for monitoring inclusive growth
- (3) Socio-demographic indicators prescribed under the Millennium Development Goals (MDG)
- (4) Indicators in respect of different sectors depicting the statistical profile of the country, available in the India Development Report 2008 published by the Indira Gandhi Institute of Development Research
- (5) Core set of economic statistics considered in the Draft regional programme for the improvement of economic statistics by the ESCAP
- (6) Core set of economic statistics in the SNA-2008 framework

2.15 For the purpose of identifying core statistics, the official statistical system could be categorized into eight domains, namely, National Income, Production & Services sectors, Budgetary Transactions, Money and Banking, Capital Market, Indices and other short term indicators, External Sector, and Demography, Social and Environment Sectors. The list of core statistics identified by the NSC in these domains is given at Annex-I. The list shall undergo changes in a dynamic way, as new challenges emerge and some of the existing practices get outdated.

2.16 The NSC recommends to the Government that the list given at Annex-I be treated as core statistics and further steps may be taken to ensure quality, credibility and timeliness of these statistics.

List of Core Statistics

S. No.	Product/ Indicator/ Data set	Periodicity	Source	Office
1: National Income				
1.	Gross Domestic Product (GDP) at factor cost	Quarterly/Annual	Analytical statistics	Central Statistics Office
2.	Net factor income from abroad	Quarterly/Annual	Analytical statistics	Central Statistics Office
3.	Consumption of fixed capital	Quarterly/Annual	Analytical statistics	Central Statistics Office
4.	Indirect taxes	Quarterly/Annual	Analytical statistics	Central Statistics Office
5.	Subsidies	Quarterly/ Annual	Analytical statistics	Central Statistics Office
6.	Private final consumption expenditure in domestic market	Quarterly/Annual	Analytical statistics	Central Statistics Office
7.	Government final consumption expenditure	Quarterly/Annual	Analytical statistics	Central Statistics Office
8.	Gross Domestic capital formation (adjusted)	Quarterly/Annual	Analytical statistics	Central Statistics Office
9.	Net Domestic capital formation	Quarterly/Annual	Analytical statistics	Central Statistics Office
10.	GDP at current market prices	Quarterly/Annual	Analytical statistics	Central Statistics Office
11.	Domestic savings	Quarterly/Annual	Analytical statistics	Central Statistics Office
12.	Household sector savings	Quarterly/Annual	Analytical statistics	Central Statistics Office
13.	Private corporate sector savings	Quarterly/Annual	Analytical statistics	Central Statistics Office
14.	Public sector savings	Quarterly/Annual	Analytical statistics	Central Statistics Office
15.	Gross capital formation by type of institutions at current prices	Quarterly/Annual	Analytical statistics	Central Statistics Office
16.	Net capital stock by type of institution	Quarterly/Annual	Analytical statistics	Central Statistics Office
17.	Capital-output ratio	Quarterly/Annual	Analytical statistics	Central Statistics Office
18.	Per capita Gross State Domestic Product	Annual	Analytical statistics	Central Statistics Office, States/ UTs
19.	Per capita Net State Domestic Product	Annual	Analytical statistics	Central Statistics Office, States/ UTs
20.	Input-output transactions table	Quinquennial	Analytical statistics	Central Statistics Office

S. No.	Product/ Indicator/ Data set	Periodicity	Source	Office
2: Production & Services sectors				
21.	Landholdings Number, area, tenancy, land utilization, cropping pattern, irrigation particulars of different size classes	Quinquennial	Landholdings and Agriculture Census	Department of Agriculture & Cooperation
22.	Land Use statistics and crop area statistics generated through TRS/ EARAS Schemes	Agricultural Season	Administrative Statistics	Department of Agriculture & Cooperation, States/ UTs
23.	Production (quantity) of major agricultural crops	Agricultural Season	Administrative statistics, Sample Surveys	Department of Agriculture and Cooperation
24.	Yield (quantity) per hectare of major agricultural crops	Agricultural Season	Sample Surveys	Department of Agriculture and Cooperation
25.	Value of output from agriculture, horticulture, and livestock	Annual	Administrative statistics, Sample Surveys	Department of Agriculture and Cooperation, Department of Animal Husbandry, Dairying & Fisheries
26.	Value of input from agriculture, horticulture, and livestock	Annual	Administrative statistics, Sample	Department of Agriculture and Cooperation, Department of Animal Husbandry, Dairying & Fisheries
27.	Livestock, Poultry, Agricultural Machinery and Implements and Fisheries Statistics	Quinquennial	Livestock Census	Department of Animal Husbandry, Dairying & Fisheries
28.	Production of marine fish, inland fish and cultivated fish	Annual	Sample Survey	Department of Animal Husbandry, Dairying & Fisheries
29.	Area, production and prices of forest products	Annual	Sample Surveys	Ministry of Environment and Forests
30.	Output, input, value added, capital and employment in Mining and Quarrying	Annual	Administrative Statistics, Sample Survey	Ministry of Mines, Ministry of Coal
31.	Output, input, value added, capital and employment in Manufacturing	Annual	Administrative Statistics, Sample Survey	Concerned Administrative Ministries, National Sample Survey Office
32.	Output, input, value added, capital and employment in Electricity, installed capacity, generation, electricity consumption/ per capita availability, no. of villages/ households electrified, electricity transmission and distribution system, Transmission and Distribution losses	Annual	Administrative Statistics	Central Electricity Authority

S. No.	Product/ Indicator/ Data set	Periodicity	Source	Office
33.	Output, input, value added, capital and employment in Construction	Annual	Sample Survey	National Buildings Organisation
34.	Output, input, value added, capital and employment in unorganised/ informal sector	Quinquennial	Economic census and Sample survey for each sector	Central Statistics Office, National Sample Survey Office
35.	Index of Industrial Production	Quarterly	Administrative Statistics	Central Statistics Office
36.	Performance of infrastructure sectors, namely, civil aviation, power, railways, telecommunication, roads & highways, ports, cement etc.	Annual	Administrative Statistics	Concerned Ministries, Central Statistics Office
37.	Foreign Trade Statistics of India (Principal commodities and countries)- quantum and value	Half-yearly	Administrative Statistics	DGCI&S
38.	Statistics of Foreign & Coastal cargo Movement of India and the Inter-State Movements/ Flows of Goods by Rail, River and Air	Annual	Administrative Statistics	DGCI&S
39.	Statistics on area, yield, manufacturing, imports & exports, employment, in respect of tea, coffee, spices and rubber	Annual	Administrative Statistics	Department of Commerce
40.	volume and other related characteristics of Inter-State trade		Administrative Statistics	DGFT, DGCI&S
41.	Indices of Unit Value and Quantum of Foreign Trade	Quarterly Annual	Administrative Statistics	DGFT, DGCI&S
42.	Performance Indicators for Chemicals & Petrochemicals	Annual	Administrative Statistics	Department of Chemicals & Petrochemicals
43.	Performance Indicators for Steel	Annual	Administrative Statistics	Ministry of Steel
44.	Production, imports and consumption of coal and lignite	Annual	Administrative Statistics	Ministry of Coal
45.	Production imports and consumption of fertilizers (N, P, K)	Annual	Administrative Statistics	Department of Fertilizers
46.	Production of crude oil, all petroleum products, natural gas, LNG, imports/ exports of oil & petroleum products and consumption of petroleum products	Annual	Administrative statistics	Ministry of Petroleum and Natural Gas
47.	Performance indicators for Railways, construction of railway lines, passengers and cargo carried etc	Annual	Administrative statistics	Ministry of Railways
48.	Road statistics-length of roads constructed, total highways, no of vehicles registered	Annual	Administrative statistics	Ministry of Surface transport

49.	Air transport- no of passengers, including airport statistics cargo carried, passenger and cargo earnings	Annual	Administrative statistics	Ministry of Civil Aviation
50.	Water transport including port statistics, passengers and cargo handled	Annual	Administrative statistics	Ministry of Shipping
51.	Communication statistics- no of subscribers- landline and wireless, average revenue per user, average minutes usage, usage of internet, teledensity	Monthly Annual	Administrative statistics Analytical	Department of Telecommunications, TRAI
52.	Tourist Arrivals Foreign Exchange earnings	Annual	Administrative Statistics	Ministry of Tourism
53.	Output, Input, value added, capital and employment in unorganized/ Informal sector	Quinquennial	Sample survey	MOSPI & States/ UTs
54.	Statistical Data obtained under the Companies Act	Annual	Administrative Statistics	Ministry of Corporate Affairs
55.	Public Enterprises- Survey- Number, turnover, capital employed, Profitability ratios, Investment,	Annual	Administrative Statistics	Department of Public Enterprises

3: Budgetary Transactions

56.	Revenue receipts (actuals)	Annual	Administrative statistics	Ministry of Finance and State/ UT Governments
57.	Capital receipts (actuals)	Annual	Administrative statistics	Ministry of Finance and State/ UT Governments
58.	Non-plan expenditure (actuals) on revenue account	Annual	Administrative statistics	Ministry of Finance and State/ UT Governments
59.	Non-plan expenditure (actuals) on capital account	Annual	Administrative statistics	Ministry of Finance and State/ UT Governments
60.	Plan expenditure (actuals) on revenue account	Annual	Administrative statistics	Ministry of Finance and State/ UT Governments
61.	Plan expenditure (actuals) on capital account	Annual	Administrative statistics	Ministry of Finance and State/ UT Governments
62.	Revenue deficit (actuals)	Annual	Administrative statistics	Ministry of Finance and State/ UT Governments
63.	Fiscal deficit (actuals)	Annual	Administrative statistics	Ministry of Finance and State/ UT Governments
64.	Primary deficit (actual)	Annual	Administrative statistics	Ministry of Finance and State/ UT Governments

S. No.	Product/ Indicator/ Data set	Periodicity	Source	Office
4: Money and Banking				
65.	Currency with the public	Annual	Administrative Statistics	Reserve Bank of India
66.	Deposit money with the Public	Annual	Administrative Statistics	Reserve Bank of India
67.	Post office savings bank and other deposits	Annual	Administrative Statistics	Reserve Bank of India
68.	Time Deposits with Banks	Annual	Administrative Statistics	Reserve Bank of India
69.	Credit-deposit ratio of scheduled commercial banks	Annual	Administrative Statistics	Reserve Bank of India
70.	Investment-deposit ratio of scheduled commercial banks	Annual	Administrative Statistics	Reserve Bank of India
71.	Outstanding credit of scheduled commercial banks by type of occupation	Annual	Administrative Statistics	Reserve Bank of India
72.	Resource Mobilisation from Primary Market	Annual	Administrative Statistics	Securities Exchange Board of India
5: Capital Market				
73.	Resource Mobilisation by Mutual Funds	Annual	Administrative Statistics	Securities Exchange Board of India
74.	FII investments	Annual	Administrative Statistics	Securities Exchange Board of India
75.	Trading value of capital market segment	Annual	Administrative Statistics	National Stock Exchange
76.	Trading value of Futures and options market segment	Annual	Administrative Statistics	National Stock Exchange
77.	Trading value of WDM segment	Annual	Administrative Statistics	National Stock Exchange
6: Indices and other short term indicators				
78.	Wholesale Price Index	Monthly	Sample Survey	Department of Commerce
79.	Consumer Price Index (Rural/ Urban)	Monthly	Sample Survey	Central Statistics Office
80.	Consumer Price Index for industrial workers	Monthly	Sample Survey	Labour Bureau
81.	Consumer Price Index for agricultural labourers	Monthly	Sample Survey	Labour Bureau
82.	Service Price Index	Monthly	Sample Survey	Department of Industry
83.	Housing price Index	6 monthly	Sample Survey	National Housing Bureau

S. No.	Product/ Indicator/ Data set	Periodicity	Source	Office
84.	Index of Service production	Monthly	Sample Survey	MOSPI
85.	Quarterly financial results of companies listed on stock exchanges	Quarterly		SEBI/ RBI
7. External Sector				
86.	Foreign Exchange Reserves	Monthly	Administrative statistics	Reserve Bank of India
87.	Balance of payments	Annual	Administrative statistics	Reserve Bank of India
88.	Exchange rate for Indian rupee vis-à-vis other countries	Monthly	Administrative statistics	Reserve Bank of India
89.	Indices of Real Effective Exchange Rate (REER) and Nominal Effective Exchange Rate (NEER)	Monthly	Administrative statistics	Reserve Bank of India
90.	Value of exports by commodity group	Annual	Administrative statistics	Reserve Bank of India
91.	Value of imports by commodity group	Annual	Administrative statistics	Reserve Bank of India
92.	Value of exports and imports with major trading countries	Annual	Administrative statistics	Reserve Bank of India
93.	Foreign investment inflows	Monthly	Administrative statistics	Reserve Bank of India
8: Demography, Social and Environment Sectors				
94.	Vital statistics, literacy and population by identified social groups	Decennial	Census	Office of the Registrar General and Census Commissioner
95.	Population projections	Annual	Analytical	Office of the Registrar General and Census Commissioner
96.	Vital Statistics	Annual	Administrative statistics	Office of the Registrar General and Census Commissioner
97.	Vital rates/ ratios	Annual	Sample Survey	Office of the Registrar General and Census Commissioner
98.	Consumer expenditure by State and by rural/ urban sectors	Quinquennial	Sample Survey	National Sample Survey Office
99.	Number of persons employed according to usual status and current weekly status by State and by rural/ urban sectors	Quinquennial	Sample Survey	National Sample Survey Office

S. No.	Product/ Indicator/ Data set	Periodicity	Source	Office
100.	Labour Force participation rate (LFPR) and Work Force participation rate (WFPR) by State and by rural/ urban sectors	Quinquennial	Sample Survey	National Sample Survey Office
101.	No. of gainfully employed persons by type of economic activity	Quinquennial	Sample Survey	National Sample Survey Office
102.	Health characteristics by identified social groups	Quinquennial	National Family Health Surveys	Ministry of Health & Family Welfare
103.	Health care facilities (hospitals/ beds/ dispensaries), medical manpower (doctors), medical education (under-graduate, Post-graduate and paramedical courses) and licensed pharmacies	Annual	Administrative statistics	Ministry of Health & Family Welfare
104.	Indicators on maternal health, child health, family planning etc.	Annual	Annual Health Survey	Ministry of Health & Family Welfare
105.	Indicators on maternal health, child health, family planning etc.	5-7 years	DLHS/ NFHS/ SRS	Ministry of Health & Family Welfare, ORGI
106.	Statistics on number of institutions, enrolment, number of teachers, allocation and expenditure on education	Annual	Administrative Statistics	Department of Higher Education
107.	Vital statistics under the Civil Registration System	Quarterly	Administrative Statistics	ORGI, States/ UTs
108.	Vital statistics under Sample Registration System	Annual	Sample Survey	ORGI
109.	Data on quality and availability of drinking water and safe/ improved sanitation facility	Annual	Sample Survey	Department of Drinking Water Supply
110.	Allocation and off take of food grains under Public Distribution System	Annual	Administrative Statistics	Department of Food & Public Distribution System
111.	Statistics on land records	Annual	Survey under National Land Records Modernisation Programme	Department of Land Resources
112.	Poverty – Head Count Ratio	Quinquennial	Analytical Statistics	Planning Commission
113.	Millennium Development Goals	Annual	Administrative Statistics	MOSPI with the support of respective Ministries
114.	Diet and Nutritional Status of Population in Rural areas	Annual	Sample Survey	National Nutrition Monitoring Bureau
115.	Ambient air quality in major cities	annual	Administrative Statistics	Central Pollution Control Board

S. No.	Product/ Indicator/ Data set	Periodicity	Source	Office
116.	Total Absolute Emissions of CO2 from the Power Sector	Annual	Administrative Statistics	Central Electricity Authority
117.	Gross and Net production and utilisation of Natural Gas in India	Annual	Administrative Statistics	Ministry of Petroleum and Natural Gas
118.	Monsoon Performance	Annual	Administrative	Indian Meteorological Department
119.	Water, oceans, lakes, ground water	Annual	Administrative Statistics	Central Ground Water Board (Ministry of Water Resources), Central Water Commission
120.	Solar Power	Annual	Administrative Statistics	Ministry of New and Renewable Resources

CHAPTER-III

NATIONAL POLICY ON OFFICIAL STATISTICS

3.1 The National Statistical Commission (NSC) is mandated *inter alia* to evolve national policies and priorities relating to the statistical system. In exercise of this mandate, the NSC decided to evolve a national policy on official statistics and a Code of Statistical Practice for providing guidance to the producers of official statistics for the purpose of improving the system and public trust in official statistics while keeping in view the UN Fundamental Principles of Official Statistics, given at Annex-II.3.

3.2 The following documents have been initially drafted in the NSC Secretariat and views on the documents were invited from the ISS officers of the MOSPI.

- (1) Draft National Policy on Official Statistics
- (2) Draft Code of Statistical Practice
- (3) Draft Guidelines for outsourcing of statistical activities

3.3 On the basis of the views received, the documents were further updated and refined. It has been decided that the three documents have to be treated as one package and as such, the second and the third documents shall be a part of the first one.

3.4 The National Policy on Official Statistics, which includes the Code of Statistical Practice and the Guidelines for outsourcing of statistical activities, is given at Annex-II. The NSC recommends to the Government that this policy may be implemented in letter and spirit, and appropriate resources may be provided for the purpose.

NATIONAL POLICY ON OFFICIAL STATISTICS

INTRODUCTION

1. The Official Statistical System in India has been functioning within the overall administrative structure of the country as per the constitutional scheme of division of powers under the Union, State and Concurrent Lists. At the centre, it is horizontally decentralised across the Ministries and Departments. In each Ministry's jurisdiction, in turn, it is vertically decentralised, between the Centre and the States/ Union territories.
2. The primary aim of official statistics is to provide an accurate, up-to-date, comprehensive and meaningful empirical picture of the society and economy to support the formulation and monitoring of economic and social policies by the Government. It has been recognized the world over that official statistics are public goods and that they must comply with certain basic principles, such as professional independence, impartiality, accountability and transparency about methods of collection and dissemination of statistics. These principles are reflected in the UN Fundamental Principles of Official Statistics (Annex-II.3). Adherence to these basic principles would contribute to public trust in official statistics.
3. The Indian Statistical System has imbibed and embedded the same UN principles, namely, to provide, within the decentralised structure of the system, reliable, timely and credible social and economic statistics, to assist decision-making within and outside the Government, stimulate research and promote informed debate relating to conditions affecting people's lives.
4. The National Statistical Commission (NSC), constituted by the Government of India and placed under the functional jurisdiction of the Department of Statistics, is an independent body operating at a distance from the Government as a non-Ministerial entity, directly accountable to Parliament. It has two main functions: one is oversight and the other is assessment of official statistical activities. The functional Department serves as a link between the NSC and the Parliament.

POLICY FRAMEWORK

5. In pursuit of the above objectives, the National Statistical Commission (NSC) recommends to the Government, to take a series of policy initiatives in the following areas, namely -
 - A. Structure and Functions of Official Statistical System;
 - B. Statistical Coordination, Transparency and Consultation Processes;
 - C. Designating Core Statistics;
 - D. Code of Statistical Practice;
 - E. Quality Assurance;
 - F. Training, Capacity Building, Research and Development;
 - G. Institution of Legal Framework;
 - H. Strengthening of the State Statistical Systems; and
 - I. Monitoring Implementation of the Policy

A. Structure and Functions of Official Statistical System

6. The collection of statistics on any subject generally vests with the concerned Ministry or Department that is responsible for that subject according to its status in the Union, State or Concurrent Lists. By and large, the flow of statistical information emanates from the States to the Centre except in cases where the State-level operations are an integral part of Centrally-sponsored schemes or data are collected through national sample surveys.

7. The collection of statistics for different subject-specific areas, like agriculture, labour, commerce, industry, etc., vests with the corresponding administrative departments in the Ministries at the Centre. More often, the statistical information is collected as a by-product of administrative actions or as a part of monitoring the progress of specific programmes. Some of the Ministries have full-fledged statistical divisions, while most others have only a nucleus cell. Large-scale statistical operations like the Population Census, Annual Survey of Industries, Economic Census, etc., are generally centralised, and these cater to most of the needs of other Ministries and Departments, as well as State Governments. In a few Central Ministries, officers of the Indian Statistical Service (ISS) and the Subordinate Statistical Service (SSS) perform the statistical functions. The National Statistical Organisation (NSO) headed by Chief Statistician of India (CSI) in the Ministry of Statistics and Programme Implementation (MOSPI) is the nodal agency for a planned development of the statistical system in the country and for bringing about coordination in statistical activities among statistical agencies in the Government of India and State/ UT Directorates of Economics and Statistics.

8. The statistical system in the States is similar to that at the Centre. It is generally decentralised laterally across the Departments of State Governments, with major Departments such as, agriculture or health, having large statistical divisions for the work of departmental statistics. At the State level, it is the Directorate of Economics and Statistics (DES), which is designated as nodal agency formally responsible for the coordination of all statistical activities in a state. The DESs at the apex level have large organisations at the headquarters, with statistical offices in the districts and, in some cases, in the regions of the State. The statistical activity of the DESs is more or less uniform. They publish statistical abstracts and handbooks of the States, annual economic reviews or surveys, district statistical abstracts, and State budget analysis; they prepare the estimates of State Domestic Product (SDP) and Retail Price Index Numbers and engage in such other statistical activities as is relevant to the State. With regard to the large-scale statistical operations such as national level censuses and surveys conducted by the Central Government, the actual field operations are carried out by the DESs.

9. At the national level, the officials of the NSO and other offices in the system are required to implement the decisions of the NSC, maintain high level of integrity and follow professional ethics. They need a uniform environment to work, whether posted at the centre or in the States, common service conditions and training; they have also to be supported by advanced and compatible infrastructure. These are prerequisites for developing an integrated statistical system.

10. The role and functions of the Commission and other supporting institutions are so organized as to protect its autonomy and to adhere to the UN Fundamental Principles of Official Statistics. There is also a need to ensure adequate availability of resources to the Commission to function efficiently.

11. The policy initiatives recommended in this endeavor are:

- (i) Strengthening official statistical system to produce statistics periodically with timeliness and quality to assess the performance of important sectors and socio-economic facets of the economy and regional divergences across the country.

- (ii) Guiding producers of official statistics to develop and implement management strategies on aspects such as training, use of formal project management techniques and assessment of quality throughout statistical life cycle.
- (iii) Minimising duplication of data collection efforts to obtain the same set of data from a common class of informants and collecting data from informants only when it is absolutely necessary.
- (iv) Developing appropriate procedures and protocols to promote data matching, linking and data integration, particularly in respect of administrative statistics to provide usable frames for censuses and sample surveys, using Information Technology (IT) and sharing of data among Government Departments and public institutions like RBI, NABARD, SEBI and IRDA.
- (v) Promoting use of common statistical frames, common coding patterns, definitions, metadata, and classifications in all statistical surveys with the help of IT for facilitating availability of data on different socio-economic aspects.
- (vi) Encouraging all producers of Official Statistics, wherever practicable, to adopt common geographic referencing (for providing identification of all geographical units, including segments such as assembly/ parliamentary constituencies) and coding standards to provide statistical aggregates/ estimates at State levels and sub-State levels.
- (vii) Developing Address Information System for conducting censuses in the country and building a Business Register to ensure completeness and transparency in coverage of all the targeted informants.
- (viii) Promoting collection of data in electronic mode, as far as possible and feasible, in all surveys and censuses to reduce delays in releasing results/ data.
- (ix) Reviewing all regular surveys periodically, undertaking in-house reviews of actual results over time and identifying data gaps in different sectors, introducing new official statistical products in different areas such as, services sector, disaster management, infrastructure, environment, natural resource accounting, time use statistics, and statistics based on satellite imagery and promoting regular production of a pre-specified set of indicators on the performance of different sectors of the economy and satellite accounts for the sectors.
- (x) Developing techniques that reduce burden on data providers, and for this purpose, as also to fully exploit the value of existing statistical sources, promoting data matching and linking in preference to creating new statistical sources, wherever possible, and where the results are likely to be of comparable quality.
- (xi) Strengthening institutional co-ordination between NSO and Statistical Agencies in Ministries and Departments on the one hand, and the DES and State Government Departments on the other.

B. Statistical Coordination, Transparency and Consultation Process

12. Official Statistics shall meet diverse needs, the needs of government and other public agencies, businesses, professional researchers and research bodies, the media, NGOs and the community at large. Users' views are essential in ensuring the relevance of Official Statistics. An open culture involving genuine and effective user consultation is fundamental to strengthen public confidence in official statistics. The policy initiatives recommended in this respect are:

- (i) Empowering the National Statistical Commission to exercise statistical coordination among the producers of Core Statistics at the Centre and in the States through the Chief Statistician of India and heads of the Official Statistical System in various offices, who will have overall responsibility for the integrity of Official Statistics and for setting standards for the professional competence of the statisticians working in the official statistical system.

- (ii) Arranging consultation among the official statisticians and with the official hierarchy and Ministers in such a way that official statistics could be produced to high professional standards and they would undergo regular quality assurance reviews to ensure that they meet customer/ user needs and they are produced free from any political/ bureaucratic interference.
- (iii) Developing standard protocols and practices to ensure that the system of data gathering and release of official statistics would not be conditional upon any consultation with, or approval from the Heads of Departments or Ministers in-charge.
- (iv) Organizing periodically conferences of statistical officers and staff at appropriate levels to review flow of statistical data among Government offices, existing statistical products, data needs and gaps, duplication of statistical activities, success stories and lessons from failures/ deficiencies.
- (v) Encouraging user consultation as an integral part of the statistical system to identify data gaps and deficiencies in the existing products, to introduce new products and improve the existing ones.
- (vi) Making publicly available all consultation documents, records of subsequent decisions and actions, and explanations for decisions and actions.

C. Designating Core Statistics

13. The official statistics produced at different levels of the Government are myriad in number and hence, it would be impossible to regulate the system in its entirety. Hence, statistics of national importance and critical to the economy and society, to be designated as 'core statistics', would be identified for being promoted and regulated. It is mandatory for Governments at all levels to collect and disseminate them. The policy initiatives recommended in this subject area are:

- (i) Identifying Core Statistics and updating them periodically by the National Statistical Commission in consultation with the Government departments and official agencies.
- (ii) Empowering the National Statistical Commission to ensure quality, credibility, timeliness and public trust in respect of core statistics, to evolve and enforce national quality standards on core statistics, such as standard statistical concepts, definitions, classifications and methodologies, national strategies for collection, tabulation and dissemination including the release calendar for various data sets and to ensure statistical co-ordination among the different agencies involved.
- (iii) Creating data warehousing in respect of core statistics for widest possible dissemination.
- (iv) Enforcing the Code of Statistical Practice given at Annex-II.1 on a mandatory basis for all the producers of core statistics.

D. Code of Statistical Practice (Storage, documentation and dissemination policy)

14. There is a need for complete transparency in the procedures being followed in official statistics. There is also a need for establishing some good practices to meet the legitimate expectations of the users and the public at large. The policy initiatives recommended in this regard are:

- (i) Develop archival processes and methods used in producing official statistics including easily accessible metadata meant to facilitate better understanding of data.

- (ii) Setup standards for protecting confidentiality, including a guarantee that no statistics will be disseminated that are likely to identify an individual informant unless specifically agreed with him or her and release unit level data without compromising confidentiality of the informants.
- (iii) Promote use of Information Technology (IT) tools widely and intensively in data collection, processing, storage, integration, matching and linking, dissemination, network development and documentation systems for timely generation of data and for providing wider access.
- (iv) Provide data clearly and accurately to the widest possible audience on an equitable basis at an affordable cost and make available reports in soft copies free of cost to university libraries and research institutions.
- (v) Release Official Statistics in accordance with a pre-specified publication calendar, and ensure pre-release access to data to only those people involved in their production and publication.
- (vi) Inform methodological changes before the release of official statistics, wherever new methodology is used.
- (vii) Declare Data Production and Management Policy for each agency responsible for producing official statistics.
- (viii) Provide Core Statistics as well as *Headline Official Statistics* which are of public interest free on the internet.
- (ix) Make implementation of the Code of Statistical Practice given at Annex-II.1 mandatory in respect of core statistics and encouraging producers of other statistics including private producers of statistics to follow the code through grant of appropriate incentives/ awards.
- (x) Initiate appropriate measures to promote public awareness on the importance of statistics and statistical methodologies, particularly in understanding changes in the economy and society.

E. Quality Assurance

15. A professional commitment to quality management would enhance public confidence in Official Statistics. Quality assurance through external and independent validation in the form of statistical audit is necessary to rectify deficiencies in the statistical products. The policy initiatives recommended in this subject area are as follows.

- (i) Statistical audit should be conducted periodically by independent agencies on all the major statistical products covering collection, processing and determination and findings should be placed in the public domain.
- (ii) A Quality Assurance Division may be created in the Secretariat of the National Statistical Commission (NSC) to conduct statistical audit on core statistics on a regular basis.
- (iii) NSO should set up a separate unit for detecting outliers or possible errors in methodology and data collection processes.

F. Training, Capacity Building, Research and Development

16. The official statistical system, in order to meet emerging challenges from time to time, has to be geared up in terms of its resources, and its pro-active role. There is a need to review the requirements of official statistical system from time to time and strengthen it. The policy initiatives recommended in this crucial area are:

- (i) Create an all-India statistical service to network all professional statistical positions in the Government setup to ensure a uniform pattern of qualifications, training and expertise in the official statistical system.
- (ii) Provide a separate budget and other resources for official statistics in the Government. Periodically review requirements and resources provided for the official statistical system and take steps to meet the gaps.
- (iii) There should be periodic cadre review at all levels to ensure proper career advancement that would bolster the morale of all the functionaries in the statistical system. Promotions to fill up vacancies during the following years should be drawn up in the current year and necessary steps should be initiated. The time lags in the recruitment to statistical cadres at all levels in the Government should be drastically reduced.
- (iv) There should be periodic critical review of eligibility, qualifications required and method of recruitment for both ISS and SSS. There is need for reforming recruitment system taking into consideration changes in the university curriculum.
- (v) Taking into consideration the macroeconomic changes and developments in the application of Information and Communication Technology and the new sources of data, separate units equipped with trained manpower should be established in the NSO.
- (vi) Establish a properly equipped Consultancy Wing in the NSO to take up short-term statistical surveys or type studies and research projects as per the requirements.
- (vii) A dedicated unit should be created in NSO to promote and advise pooling of Central and State NSS sample data for providing reliable indicators of development at the state and district levels required for planning.
- (viii) Augment where necessary, without affecting the public good character of official statistics, the existing human resources by outsourcing statistical activities carried out in accordance with the guidelines given at Annex-II.2.
- (ix) Make it mandatory for each ISS officer to undergo refresher training in reputed institutions for a period of at least four weeks in every two years and also make provision for a study leave or sabbatical leave for broadening their knowledge in statistical theory and practice.
- (x) Develop training modules and provide training in the use of statistics in administration to officers and staff of non-statistical disciplines in the Government, including those in organized services such as the Indian Administrative Service (IAS), the Indian Police Service (IPS), the Indian Forest Service (IFS) and the Indian Revenue Service (IRS).
- (xi) Organize suitable training programmes on various IT packages and IT applications, both long term and short-term, leading to award of Diplomas for the officers and staff. Possibilities for tie-up of NASA with open universities like IGNOU may be explored.
- (xii) Establish Regional Centres of NASA, particularly in North-East, to cater to the needs of States/ UTs
- (xiii) Considering the centrality of the trained investigators at the grass root level in the field surveys, there should be periodic review of the adequacy of the trained field staff to ensure that the requirements are met fully.

G. Institution of Legal framework

17. Official statistical system requires legal backing in order to cope with changing socio-economic environment and sustain the independence of the official statistical system. The policy initiatives recommended for this purpose are:

- (i) Take steps to enact a law or laws to protect independence of the official statistical system and ensure public trust, which would contain appropriate provisions relating to the powers and functions of the National Statistical Commission, functions of statistical officers/ staff, regulations in respect of core statistics, provisions to make the administrative statistical system effective and other features as may be required
- (ii) Provide statutory support to censuses, presently not being carried out under the Census Act, 1948
- (iii) Sensitize Government Departments to carry out programmes on collection of data under the provisions of the Collection of Statistics Act, 2008 (7 of 2009)

H. Strengthening of the State Statistical Systems

18. Since some of the statistical subjects fall under the domain of States/UTs, it is important that States also improve their statistical systems. The policy initiatives recommended for development of State Statistical System are:

- (i) State Governments and UT Administrations should initiate suitable measure on the lines suggested above.
- (ii) State governments are advised to empower their DES in the supervision of various arms of the Government which are involved in collection of statistical data.
- (iii) States may establish State Statistical Commissions on the same lines of NSC to regulate statistics that are important and critical at the State level. The National Statistical Commission should provide appropriate guidance and other support.
- (iv) Create databases at the Panchyat Raj Institutions level and its integration with the State statistical system.
- (v) Implement centrally sponsored scheme for strengthening state statistical system in each Five Year plan.
- (vi) North-East states suffer from gross inadequate in Data processing facilities. The NSO should take proactive role and establish a regional centre to impart training in data processing and assist the DES in processing their NSS State sample data.

I. Monitoring Implementation of the Policy

19. The National Statistical Commission would be empowered to monitor implementation of the aforesaid policy initiatives through the NSO. The Commission will also review the policy after a period of five years and suggest modifications, if any, that needs to be incorporated.

Code of Statistical Practice

Need for a Code of Statistical Practice

1. The Indian Statistical System is a decentralized system. The official statistics are generated as a by-product of administration and through censuses and surveys, including evaluation studies and case studies. There are also occasions when statistics produced in the private sector are used by government agencies. Besides, the private sector also produces some statistics which are disseminated by them from time to time. There are also cases where the private sector enterprises procure statistical data/ reports from the Government Departments and disseminate them with or without value addition, at times even without disclosing the source from which the data/ reports were obtained. These situations are likely to cause confusion among the public, particularly the users. Multiplicity of producers of data, particularly on same or similar characteristics have been giving rise to conflicting statistics, being placed in the public domain.

2. It may not be possible to restrict production of statistics by multiple agencies, particularly when private agencies intend to produce statistics that are same or similar to those being produced by government agencies. But, it may be possible and also necessary to lay down a set of principles in the form of good practices, which if the agencies choose to, could follow.

3. The statistical reports and/ or the unit level data are either not disseminated regularly or disseminated without specifying the sources and methodology used. As a result, the users and the public at large are inconvenienced, mainly in the following ways, -

- (1) They have no way by which release of a statistical product could be expected by a certain time, as the number of government agencies is very large and distributed geographically across the country.
- (2) If the sources and methodology are not known, the users may not understand the manner in which they can use the products and the limitations in the use of data.
- (3) If a statistical report is disseminated and the corresponding unit level data is not disseminated, the users may not believe in the product.
- (4) The unit level data could be used for statistical purposes in a manner other than what the producer of a report from that data could have envisaged. In the absence of availability of unit level data, the users will have to be satisfied with the manner in which the data has been summarised or aggregated in the reports by the concerned agencies.

4. In addition to the above, there are a few other situations, such as not advising the informants about the purpose of collecting data and the manner in which their identities would be kept confidential, and no precautions being taken while storing data, which need to be addressed while laying down good practices.

Scope

5. In view of the aforesaid reasons, it is necessary to lay down some principles in the form of good practices, which may be followed by government as well as private agencies. The principles, if followed

by the concerned agencies, would facilitate users, the media and the public to understand and assess the veracity and credibility of the products.

Whom it would apply

6. The principles laid down hereunder are intended to be followed voluntarily by the government as well as private agencies. The agencies may, while collecting data or disseminating statistical reports and/ or unit level data, on their own declare whether they have followed all or any of the principles and on the contrary also may declare the reasons as to why all or a few of the principles could not be followed by them. If feasible, they may pre-announce deviations from the principles and the reasons thereof, in respect of each statistical product.

Terminology used

7. In this Code of Statistical Practice, unless the context otherwise requires,

- (1) "official statistics" means statistics derived by the Government agencies from statistical surveys, administrative and registration records and other forms and papers, the statistical analyses of which are published regularly, or planned to be published regularly, or could reasonably be published regularly;
- (2) "government agency" means any Ministry or Department or its instrumentality, in the Union Government or in a State Government or in a Union territory Administration, or any local government that is to say, Panchayats or Municipalities, as the case may be; and
- (3) "informant" means any person, who supplies or is required to supply statistical information and includes an employee of any Government agency and a owner or occupier or person in-charge or his authorised representative in respect of persons or a firm registered under the Indian Partnership Act, 1932 or a co-operative society registered under any Co-operative Societies Act or a company registered under the Companies Act, 1956 or a society registered under the Societies Registration Act, 1860 or any association recognised or registered under any law for the time being in force.

Principles

8. The following principles in respect of different types of statistical activities are laid down under the Code of Statistical Practice.

Collection of data

- (1) At the time of data collection, the informants shall be told of the purpose for which data is being collected from them and the manner in which the data collected would be disseminated.
- (2) The informants shall be told of the manner, the sources to be tapped and the persons to be contacted for the purpose of accessing data collected from each of them or about them.
- (3) At the time of data collection, each informant shall be told whether furnishing data by him is voluntary or a statutory requirement and in case of statutory requirement, the consequences of not furnishing data and of furnishing false data.

Release of statistical reports and unit level data

- (4) An agency producing statistics shall publish a calendar of release in respect of all its regular statistical products.

- (5) In case of pre-release of calendar for regular statistical products, each agency shall publish the reasons for deviation, if any, for delay in release of any product as per the calendar.
- (6) Unit level data needs to be placed in the public domain in respect of all the statistical reports and publications released.
- (7) The unit level data must be disseminated only after suppressing or deleting identification details of informants and in a manner that even after such suppression/ deletion, no data could be identified as pertaining to a particular informant by the process of elimination.
- (8) All statistical releases and publications including unit level data shall provide references to metadata, methodologies used, sources of detailed concepts and definitions followed for its production.

Explanation: Metadata or 'data about data' is a specific form of documentation and refers to the information that is made available to users in order to improve their understanding of the data. Comprehensive and complete metadata helps users to make informed and full use of data and minimises the likelihood of misuse.

- (9) Metadata in respect of all the statistical releases and publications including unit level data shall also be made available to the widest possible audience through appropriate electronic portals and other dissemination channels.
- (10) 'Discovery metadata', i.e., information enabling users to identify and access data relevant to their needs shall be compiled for every resource and shall be made available in a comprehensive catalogue in both paper and electronic format.

Explanation:

- (a) The details shall be kept up to date, be easily accessible and shall contain information about the title, content, geographic context, timeliness, availability and accessibility of each resource together with appropriate contact details. Access shall be enhanced through the provision of indexes, and availability through web-based search engines.
 - (b) Additional metadata shall be made available to users concerning the more technical details of each resource. This will comprise, among other things, a description of the data collection arrangements including sample design, questionnaires, coding instructions and classifications, editing, validation procedures including auto-corrections if any made in the data, methodologies, and method of data collection, quality of data, confidentiality and anonymisation procedures and any other relevant materials.
 - (c) Metadata attached to electronically held data which is to be preserved permanently, or for a significant length of time, shall include information about the software used to arrange and process the resource. This is to ensure that the data can continue to be understood, manipulated and accessed over time.
- (11) In respect of reports or data disseminated on the basis of data or reports of any other statistical agency, reference to such sources and the value addition made before dissemination needs to be explained. In case, there is no value addition, the product shall not be sold even at negligible cost to customers without the consent of the original producer. Even while disseminating such products free of cost, the source of production and the manner in which it was acquired needs to be quoted.

- (12) All statistical publications and unit level data, including those put out in websites, shall indicate contact details of persons whom the users can approach for any clarifications.
- (13) In case of periodical statistical reports/ publications and data releases, a separate section should indicate changes made in methodologies, practices, concepts as applicable to the publication/ data from the previous publication.
- (14) In all cases of periodical release of key statistical indicators, the following aspects should be clearly brought out in each release.
- Extent of new data actually used, either as percentage of responses or as a percentage of estimates based on direct data
 - Revisions made in the figures already released and reasons for the revisions
 - Impact of revisions in terms of percentage change
 - Date of next release
- (15) All releases in respect of reports of sample surveys should provide for the estimates of sampling errors of key estimates.
- (16) Identities of informants shall not, without their consent, be revealed to anyone not directly involved in the statistical work in the concerned agency and, shall not be used for any non-statistical purposes.
- (17) The measures taken to store statistical reports and unit level data and the manner in which confidentiality of data to prevent its misuse particularly where it contains details of informants would be maintained, shall be spelt out.
- (18) The prices to be collected from customers purchasing statistical reports/ publications and unit level data, the manner in which prices are arrived at and the conditions, if any, prescribed in their use shall be spelt out.
- (19) The mechanism of receiving complaints and queries from users, customers and informants needs to be evolved and made public. The action taken on the complaints also needs to be made public through periodic reports.

Guidelines on Outsourcing statistical activities

Background

1. Statistical activities include activities such as designing methodology for surveys and censuses, data collection, including administrative statistics, data entry in electronic media, data validation, data processing and compilation, tabulation and report writing, data storage, providing access to data and dissemination of data and reports. These activities have to be performed in a professional way to earn public confidence in statistics, particularly when the statistics are produced within the Government.

Identification of statistical activity for outsourcing

2. For the purpose of identifying a statistical activity for outsourcing, the following points are normally kept in view.

- (1) A statistical project needs to be framed in such a way that its objectives are clear and it is intended to fulfill the objectives sought to be achieved.
- (2) All possible methodological alternatives suitable for a statistical project and the corresponding advantages and disadvantages need to be studied and the best possible alternative in accordance with the judgment of the concerned Government agency needs to be arrived at.
- (3) In case of a Census or a sample survey or a case study or an evaluation study, the list of indicators which are required to be measured and the level (say, geographical unit) at which estimates or measurement values are required is to be identified.
- (4) In cases where technology appropriate for the job is not known to the Government agency, it is advisable to initially go for a pre-qualification bid to obtain suggestions from the bidders on the available technological options.
- (5) Wherever feasible, tabulation plan and list of parameters to be estimated need to be specified first and the methodology including data collection formats should be prepared to meet the requirements so specified.

Need for guidelines

3. In the Government setup, need arises to take up statistical activities as a onetime exercise or for the purpose of augmenting resources to meet some time bound goals in respect of regular statistical activities. Outsourcing is a solution in such situations. The guidelines are guidelines and these are intended to bring notice to the concerned authorities about the requirements that they may keep in view while entering into contracts on outsourcing. The main goal of outsourcing a statistical activity should be to satisfactorily complete the activity within a time frame.

Terminology used

4. In these guidelines, unless the context otherwise requires,
- (1) "official statistics" means statistics derived by the Government agencies from statistical surveys, administrative and registration records and other forms and papers, the statistical analyses of which are published regularly, or planned to be published regularly, or could reasonably be published regularly;

- (2) "Government agency" means any Ministry or Department or its instrumentality, in the Union Government or in a State Government or in a Union territory Administration, or any local government that is to say, Panchayats or Municipalities, as the case may be;
- (3) "statistical project" includes any item of work on official statistics decided to be taken up by any Government agency through outsourcing relating to designing methodology for a Census or a sample survey or a case study or a evaluation study, collection of data either primary or secondary by any method including observation method and from administrative records, data preparation electronically on the basis of data collected/ records maintained, field supervision of data collection, quality scrutiny and validation of data, tabulation of data, preparation of general and analytical reports, storage and security of data and includes planning and project management activities, documentation and other activities incidental to all these activities;
- (4) "outsourcing" means execution of a statistical project through an arrangement which involves a Government agency making use of a service from a private service provider;
- (5) "informant" means any person, who supplies or is required to supply statistical information and includes an employee of any Government agency and a owner or occupier or person in-charge or his authorised representative in respect of persons or a firm registered under the Indian Partnership Act, 1932 or a co-operative society registered under any Co-operative Societies Act or a company registered under the Companies Act, 1956 or a society registered under the Societies Registration Act, 1860 or any association recognised or registered under any law for the time being in force;
- (6) "sensitive information" means information or an opinion about an identified individual's racial or ethnic origin, political opinion, membership of a political association, religious beliefs or affiliations, philosophical beliefs, membership of a professional or trade association, membership of a trade union, sexual preferences or practices, criminal record; health information about an individual; or genetic information about an individual that is not otherwise health information; and
- (7) "contractor" means a service provider, private or otherwise, to whom a statistical project may be outsourced.

General Guidelines

5. No core statistical activity of a Government agency should be outsourced on a regular basis to the extent possible.
6. A Government agency may outsource a statistical project to any contractor, who in turn may engage agencies or persons to perform different jobs relating to the project or in the alternative, the Government agency may directly engage persons on contract basis for performing the jobs. Both these situations are outsourcing arrangements.
7. A Government agency must clearly identify the components of a statistical project to be outsourced with all appropriate technical details and action plan. Main goal shall be to ensure statistical product quality and timeliness of completion of outsourced statistical project.
8. The following aspects may be considered while drawing-up an outsourcing contract.
 - (1) It is advisable that every outsourcing arrangement in respect of a statistical project by any Government agency shall be in the form of a written executable contract.

- (2) Any statistical project to be outsourced must always be awarded according to the principles of fair competition, as generally understood and accepted.
- (3) On completion of an outsourced statistical project by a contractor, the contractor shall have no priority claim in future for similar statistical projects.
- (4) The job description for each person engaged in a statistical project needs to be specified. This is necessary for projects given to individuals or directly handled by Govt. agencies. In case of projects handled by contractors, the project proposals should include details of various types of persons who could be engaged along with their job descriptions and minimum qualifications.
- (5) The Contractor may be required to inform the concerned Government agency if the work to be carried out for that Government agency is to be combined or syndicated in the same project with the work for other Government agencies or private agencies.
- (6) The Contractor shall be required to inform the concerned Government agency, when any part of the work for that Government agency is to be subcontracted outside the Contractors' own organisation (including the use of any outside consultants), the identity of any such sub-contractor.
- (7) Contractor shall be obliged to avoid possible clashes of interest between the services provided to a number of Government agencies.
- (8) Contractors and persons involved in any outsourced statistical project must not, whether knowingly or negligently, act in any way that could bring discredit on the statistical profession or lead to loss of public confidence.
- (9) The contract shall stand automatically terminated at the expiry of contractual period. The notice period required from either side for termination of contract needs to be specified.
- (10) Contractors and persons engaged in a statistical project may be required to ensure the security and confidentiality of all statistical records in their possession, during the execution and after the cessation of the contract. They may be required not to disclose or use any information or record that has been in their knowledge in the performance of contract.
- (11) During the course of the contract or thereafter the Contractors may be required not to undertake any non-statistical activities like database marketing involving data about individuals which could be used for direct marketing and promotional activities.
- (12) The conditions, such as being guilty of any insubordination, intemperance or other misconduct or any breach or non-performance of any of the provisions of the contract or of any rules pertaining to breach of public service, by which the Government agency may terminate the contract without notice may also be specified.
- (13) When a Government agency decides to directly augment manpower on contract basis for performing different jobs, it is advisable to pick up persons for the contract from the place or its surroundings where the contractual work needs to be performed. The manner of identifying persons suitable for the contract may be advertised in that area in the local media as also to the Employment Exchanges located thereof. The results of the identification process shall be declared immediately on its conclusion.

- (14) All items such as machinery, equipments and consumables acquired with the cost of a Government agency for the purpose of execution of a statistical project as a part of the contract may be treated as Government assets.
- (15) The Contractors may be required to maintain proper accounts of the expenditure incurred for any statistical project. Most importantly, they may be required to furnish supporting documents of payments made to persons engaged by them.
- (16) Each Contract may specify schedule of payments between parties and to persons engaged in a statistical project. It may also specify penalties, if any, for delays as well as indemnifications against any and all responsibilities, claims, demands, suits, judgments, damages and losses, including the costs, fees and expenses in connection therewith or incidental thereto for: (i) any injury, illness or death to the persons engaged in the project, attributable to the performance of services under the terms of the contract; (ii) any losses, thereof, damage to, or destruction of any of properties; arising out of, or in any way connected with performance of the contract.
- (17) The Contract may contain the usual provisions relating to performance security, earnest money deposit and production of Bank guarantee against advances payable.
- (18) The Government agency or its representative shall have the right to inspect and/ or to test the material and services to confirm their conformity to the Contract. The specifications in a Contract may include what inspections and tests the Government agency requires and where they are to be conducted. The Government agency may notify the Contractor in writing of the identity of any representatives deployed for these purposes.
- (19) The Government agency's right, to inspect, test and, where necessary, reject the material and services may in no way be limited or waived by reason of the same having previously been inspected, tested and passed by the Government agency or its representative. The Contractor may make available for inspection and examination such records, plans and other documents, as may be necessary.
- (20) Every Contractor may be required to report periodically the progress of work carried out, to the concerned Government agency.
- (21) A Government agency may reserve the right to omit any item(s) from the scope of a Contract or to increase or decrease the quantities of items by a certain degree (say 25 %) from the quantities indicated in the Contract specifications, without any change in unit price or other terms and conditions.
- (22) Where a contractor has to use his own equipment, software etc., in the execution of a statistical project, he may be required, at his cost, to take all necessary steps including replacement if necessary to maintain the equipment, software etc., used during the currency of the contract for the smooth flow of work as per the prescribed time schedule. During the period of maintenance/ repair of the equipment, software etc., the contractor may be required to hire such equipment, software etc., in order to ensure non-stoppage of the work.
- (23) The Government agency on receipt of any complaint shall immediately communicate the Contractor of only those details of the complaint, as may be necessary to minimize any breach or prevent further breaches of the contract.
- (24) If any Contractor engaged in a statistical project receives any complaint from any source, he shall immediately communicate the complaint to the concerned Government agency.

- (25) Every contractor and every person engaged in a statistical project may, on completion of his work, be required to handover all the records and documents and furnish a certificate to that effect to the concerned Government agency or to an officer authorised for the purpose by that agency.
- (26) Persons engaged in a statistical project, shall be made aware of their obligations, not to access, use, disclose or retain personal information except in performing their duties of employment or contractual obligations; and are informed that failure to comply would render themselves liable to legal (civil and criminal) consequences.

Outsourcing collection of statistics

9. In respect of contracts for collection of data, the following aspects may be considered for suitable incorporation into the contracts.

- (1) The identity of the Government agency and the Contractor may be made available to informants at the time of collection of data. Informants may also be told or be able to find without difficulty or expense, their contact details. Address, telephone numbers or websites of the Government agency and the Contractor may be provided so that informants can check the bonafides of the person collecting data without difficulty and significant cost to themselves. It is advisable that persons engaged for collection of data carry proper photo identity cards containing the aforesaid details.
- (2) Informants' identities must not, without their written consent, be revealed to anyone not directly involved in the statistical project or used for any non-statistical purpose.
- (3) Nobody shall be adversely affected or harmed as a direct result of furnishing information in a statistical project.
- (4) If informants' co-operation in a statistical project is entirely voluntary at all stages, they must be so informed when asking for their co-operation.
- (5) In cases of statutory data collection, the informants need to be told about the relevant provisions for data collection including legal consequences for failure to furnish information or furnishing false information.
- (6) Each informant may be informed of the manner in which the informant could access the data collected from the informant in a statistical project, as also of the measures taken to deny access on that information to others.
- (7) Persons engaged for data collection shall avoid interviewing informants at inappropriate or inconvenient times. They should also avoid the use of unnecessarily long interviews.
- (8) Contractors and those working on their behalf (e.g. persons engaged for data collection) must not, in order to secure informants' co-operation, make statements or promises that are knowingly misleading or incorrect – for example, about the likely length of the interview or about the possibilities of being re-interviewed on a later occasion. Any such statements and assurances given to informants must be fully honoured.
- (9) Children are defined as being 'less than 14 years' and young people are defined as being '14 – 17 years'. No child under 14 years shall be interviewed without parents'/guardians'/responsible adults' consent. In the case of young people, where the information to be collected

is “sensitive information”, the consent of a responsible adult must be sought. Where the data collection involves any subjects or circumstances that might reasonably be judged to be of concern to parents or guardians of the young person (e.g. violence, drug taking), but does not include “sensitive information”, it is advisable to seek the consent of a responsible adult. Social norms, that varies community-wise, should not be crossed

- (10) It is advisable to avoid data collection in places where persons other than the informant or his family members have free access and where an informant could reasonably expect to be observed and/or overheard by other people present. In case of collecting sensitive information and any other information which an informant could reasonably feel inconvenience to furnish even in the presence of his family members, the data shall not be collected in a manner that the informant could not be observed and/or overheard by his family members.
- (11) The number of enumerators and supervisors needed for each geographical unit needs to be specified.
- (12) The minimum qualifications, including knowledge of local language and social norms, for the position of enumerator/ supervisor and the manner of identifying them for the contract job needs to be specified. They should not be taken on the regular rolls of the Government agency even on ad hoc basis. They should not be required to attend office of the agency on days where they are not required to perform any job relating to the contract. In other words, when there is no job under the contract to be performed on any day, the enumerator/ supervisor may be free to take up any other assignment.
- (13) It is advisable to identify enumerators, supervisors and other staff required in the contract or project on the condition that they shall not be entitled to get any claims, rights, interests or further benefits in terms of regularisation or consideration of further appointment to any equivalent post(s) or any other post(s) whatsoever, including any claims for further casual, ad-hoc, temporary or regular service in any Government agency.
- (14) Where female informants participate in data collection in a significant number, adequate number of female enumerators/ supervisors need to be recruited to eliminate gender bias in the data.
- (15) The data enumerators shall be provided with all the technical material for carrying out the work assigned to them, such as instruction manuals, data collection formats, and any equipment required for the purpose.
- (16) Before being put on the job, the enumerators and other supervisory staff need to be imparted detailed training on the methodology that they have to follow in data collection.
- (17) Where significant costs are to be incurred for imparting training to the enumerators and other supervisory staff and remuneration is to be paid to them for attending training programme, it is advisable to incorporate a condition in the contract that the remuneration for attending training would become payable only after certain amount of work is done after receiving training.
- (18) Specific time bound norms of work need to be prescribed for the enumerators and supervisors.
- (19) Norms for field work in a day/ week/ month needs to be specified keeping in view the requirement, if any, of covering seasonal activities of the informants.

- (20) Norms for field supervision (on-the spot as well as surprise) and levels of supervision need to be specified in such a way that it covers the work of as many enumerators as possible and spread evenly throughout the period of data collection.
- (21) At times when remuneration is fixed in terms of number of formats of data collection filled up, the enumerators may try to fill up more number of formats than what is normally possible, which affects the quality of data. Similar situations could be there even in case of supervisors. This aspect needs to be kept in view while fixing the norms for data collection.
- (22) Place of work for each person engaged in the contract also requires to be specified.
- (23) Quality scrutiny of data collected and where required making back-checks to the field to meet the concerned informants to ascertain the correctness of data from informants need to be provided for.
- (24) Paying piece rated remuneration to the enumerators and supervisors in terms of the quantum of work done by them subject to quality satisfaction is advisable. The deductions in payment as also termination of contract for not being able to fulfill the prescribed norms and standards of work need to be specified in very clear terms.
- (25) Where data collection work in a geographical unit, say a village or urban block takes more than 2-3 days for one enumerator, it is advisable to send a team of enumerators along with one supervisor to set-up a camp to get the work completed expeditiously. In case of prolonged work by one enumerator, it should be ensured that the quality of work does not suffer because of possible human lethargy/ home sickness.
- (26) The enumerators shall be encouraged to provide clarifications in respect of points raised during field inspections, and quality scrutiny by the concerned Supervisors.
- (27) The findings of supervisory staff and other officers who conduct field supervision (on-the spot as well as surprise) and quality scrutiny shall be documented.

Outsourcing storage, security and dissemination of data

10. The storage, security and dissemination of official statistics, reports and the individual data collected from the informants are very important activities. All care and caution has to be taken by every Government agency on these aspects. Where need arises to outsource these activities, the following safeguards may be kept in view.

- (1) De-identification means the removal from identified information of any details that identify the informant, or from which the identity of the informant can reasonably be ascertained, without retaining a means by which the information could be re-identified. De-identification is thus a permanent and irreversible process. Statistical projects should be designed in a manner that makes de-identification practicable.
- (2) All indications of the identity of informants must be permanently removed from the records of information that they have provided as soon as they are no longer necessary for statistical purposes. If information exists in a physical form that makes the removal of the identity of informants impracticable (e.g. on paper), the information should be recorded in another medium and the original records destroyed.
- (3) The requirement to destroy or delete records does not apply if the destruction, deletion or de-identification would involve the destruction or deletion of information relating to other individuals.

- (4) Where it is necessary to retain identifying details, they must be stored securely and separately from other information that the informants have provided (e.g. with the linkage maintained by the use of an intervening variable). Access to such material must be restricted to authorised personnel within the Contractor's own organisation for specific statistical purposes (e.g. field administration, data processing, panel or repetitive survey programmes like price data collection, or other forms of data collection involving recall interviews). There should be no attempt to make a separate duplicate copy of identity details.
- (5) Where data collected on paper formats is treated as confidential because of its containing identification details of informants, steps should be taken, wherever feasible, to remove that part of the paper formats where identification details are recorded and the rest may be given to the Contractor for preparing data electronically. If linkage of electronic data with the part of paper formats is required to be maintained, a system of linking numbers or codes need to be developed. In the alternative, the Contractor may be asked to perform the job in the premises of the Government agency where tight security measures could be imposed to avoid leakage of data in any manner outside the premises.
- (6) To preserve informants' anonymity not only their names and addresses but also any other information provided by or about them that could in practice identify them (e.g. their Company and job title) must be safeguarded. These anonymity requirements relate to any records from which the identity of the informant is apparent, or can reasonably be ascertained, including an informant's photograph, verbatim quotes and audio or video taped interviews.
- (7) The aforesaid anonymity requirements may be relaxed only under the safeguards, namely, (a) where the informant has given explicit written permission for this; and (b) where disclosure of names to a third party (e.g. a sub-contractor) is essential for any statistical purpose such as data processing or for further interview with the informant for an independent fieldwork quality check) or for further follow-up. The original Contractor shall be responsible for ensuring that any such third party agrees to observe the safeguards.
- (8) The Contractor must explicitly agree with the Government agency, specific arrangements regarding the responsibilities for security of data and for dealing with any complaints or damages arising due to faulty data/ services or data misuse. Such responsibilities will normally rest with the Government agency, but the Contractor must ensure that data are correctly stored and handled while in the Contractor's charge.
- (9) All documentation, data, reports and material/ data stored electronically that emerges out of the execution of a statistical project shall be the property of the concerned Government agency. The following records must remain the property of the Government agency and must not be disclosed by the Contractors to any third party without the Government agency's permission:
 - a) statistical project briefs, specifications, technical and training inputs, and other information provided by the Government agency.
 - b) the statistical data and findings from a statistical project (except in the case of syndicated or multi-Government agency projects or services where the same data are available to more than one Government agency).
- (10) If there is a requirement of post tabulation scrutiny and report writing, they are to be specified.

- (11) The manner and responsibility for releasing data or reports, if any, on completion of tabulation need to be specified.
- (12) While disseminating data, contractors shall ensure to inform users that the users are obliged
 a) to acknowledge the source of data in their publications and b) to accept responsibility of views expressed in reports based on the data.

integrated manner. It was felt necessary that all Ministries own DevInfo India data system as a part of their core statistical process built on a common platform, which can serve as an interface for a unified system of cross-sectoral analysis of data. Towards this objective, the CSO proposed that the following elements need to be recognized.

- a. Obligatory ownership of DevInfo India by all central Ministries that produce data for DevInfo India system
- b. Access to web-based version of DevInfo India through the web-portals of the Ministries
- c. Inter-Ministerial mechanism for enabling DevInfo India evolve as a process
- d. Concurrent on-line updation of database as and when new datasets are brought out by source Ministries
- e. Use of DevInfo India database for facilitating decision making and policy formulation in the administrative ministries.

7.43 The Commission endorsed the initiatives taken by the CSO and recommended that the MOSPI may co-ordinate with all the Central Ministries in implementing the aforesaid elements.

Proposal of the MOSPI on integration of economic census with Caste and/ or BPL census

7.44 Having conducted the 5th Economic Census in 2005, the MOSPI proposed to conduct the 6th Economic Census during June-September, 2011. A Standing Committee on 6th Economic Census has been constituted on 29th January, 2009 under the Chairmanship of the CSI for providing over-all direction and guidance for the conduct of Economic Census in all the States and UTs.

7.45 It was reported to the NSC that the Registrar General of India (RGI) and the Additional RGI met the CSI on 12th November, 2010 and apprised him about the proposal for conduct of Caste Census as well as Below Poverty Line (BPL) Census during 2011. They informed that the Ministry of Home Affairs has been of the view that since the three Censuses are being conducted simultaneously, it would be appropriate that the exercise is taken up simultaneously by suitably integrating data collection instruments and processing of data of the three Censuses. It was also informed that the integration would help in economising both in terms of manpower requirement for the three Censuses and also in reducing the overall cost for such an exercise. It was also reported that the Ministry of Home Affairs, due to time bound requirement of Caste Census, proposes to issue an Ordinance so that the services of school teachers may be utilized for the conduct of these Censuses. The CSI suggested that the DG, CSO along with Addl. DG, CSO (Economic Statistics Division) and Addl. RGI may consider schedules of the three Censuses and examine possibility of their integration.

7.46 The proposal of integration of the schedules were discussed in a meeting held in the Chamber of the DG, CSO on 15th November, 2010, which was attended by Additional RGI, Addl. DG, CSO (Economic Statistics Division) and the Dy. DG (Economic Census). In the meeting, it was observed that the

UN Fundamental Principles of Official Statistics

Principle 1. Official statistics provide an indispensable element in the information system of a democratic society, serving the Government, the economy and the public with data about the economic, demographic, social and environmental situation. To this end, official statistics that meet the test of practical utility are to be compiled and made available on an impartial basis by official statistical agencies to honor citizens' entitlement to public information.

Principle 2. To retain trust in official statistics, the statistical agencies need to decide according to strictly professional considerations, including scientific principles and professional ethics, on the methods and procedures for the collection, processing, storage and presentation of statistical data.

Principle 3. To facilitate a correct interpretation of the data, the statistical agencies are to present information according to scientific standards on the sources, methods and procedures of the statistics.

Principle 4. The statistical agencies are entitled to comment on erroneous interpretation and misuse of statistics.

Principle 5. Data for statistical purposes may be drawn from all types of sources, be they statistical surveys or administrative records. Statistical agencies are to choose the source with regard to quality, timeliness, costs and the burden on Respondents.

Principle 6. Individual data collected by statistical agencies for statistical compilation, whether they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes.

Principle 7. The laws, regulations and measures under which the statistical systems operate are to be made public.

Principle 8. Coordination among statistical agencies within countries is essential to achieve consistency and efficiency in the statistical system.

Principle 9. The use by statistical agencies in each country of international concepts, classifications and methods promotes the consistency and efficiency of statistical systems at all official levels.

Principle 10. Bilateral and multilateral cooperation in statistics contributes to the improvement of systems of official statistics in all countries.

CHAPTER-IV

MATTERS RELATING TO THE NSSO

Background

4.1 A Governing Council has been in existence ever since the National Sample Survey Office (NSSO) was created, as both were set up under the Government Resolution dated 5th March 1970. Since its creation, the NSSO had been functioning under the overall direction of the Governing Council which had autonomy in the matter of collection, processing and publication of survey data, thus ensuring freedom from undue interference. The Rangarajan Commission observed that the greatest strength of the NSS lies in its complete freedom from administrative and political influence, which is ensured through its autonomous Governing Council comprising academicians, professional statisticians and users.

4.2 In accordance with the decision taken on the basis of recommendation of the NSC by the Union Cabinet in its meeting dated 10th August 2006, the Governing Council of the NSSO was dissolved w.e.f 30th August 2006 and its functions were entrusted to the NSC. Since then, the functions of the Governing Council became the mandate of the NSC along with its original mandate.

4.3 In exercise of its aforesaid mandate on NSS matters, the NSC constituted a Steering Committee on 15th December, 2006 with 16 members (8 officials and 8 non-officials). The tenure of the Steering Committee was three years which expired on 14th December, 2009. Thereafter, the NSC decided not to reconstitute the Steering Committee and to directly handle the NSSO matters. The NSC also decided to constitute a Working Group for each NSS Round to assist it in formulating methodology and overseeing the entire gamut of survey operations for that round.

4.4 The NSSO submitted a status note to the NSC. On a review of the status note in its 34th meeting, the NSC arrived at the following conclusions.

- (1) It was reported that the files relating to the activities of the Governing Council (GC) were being converted into electronic mode. A soft copy of the files may be furnished to the NSC Secretariat. Action pending in respect of directions of the Governing Council and the Steering Committee would be looked into.
- (2) The States have been participating in the NSS on matching sample basis. However, a few States have recently decided to withdraw their participation in NSS. Reasons for their withdrawal would be looked into.
- (3) The GC decided in its 58th meeting held on 17th September 1993 that data from all blocks/items of all schedules may be entered into floppies. It was found that listing schedules are not taken up for data entry, although the Data Processing Centres of the NSSO at Bangalore and Ahmedabad were established for that purpose. This aspect would be considered by the NSC in due course.
- (4) It was stated that the GC in its 64th meeting decided that States may release their reports without referring to NSSO, but the reports must include a comparative statement of key results based on central and state samples. It was felt that the States who could complete their data processing work well in advance of the NSSO will have to wait till the NSSO's

work is over, because of this stipulation. There is also a need to consider whether unit-level data could be released prior to releasing reports.

- (5) There appears to be no dissemination plan for UFS. The NSC would consider this aspect in due course.
- (6) There is a need to have regular meetings with users. It was suggested that the Working Group for the 68th Round may interact with the users of employment and consumer expenditure data.

4.5 Prior to the period under report, the NSSO has completed field operations in respect of 65 NSS Rounds and field work in respect of the 66th NSS Round (July 2009 – June 2010) was under progress. Survey Reports and unit-level data in respect of 63 NSS Rounds were placed in the public domain, prior to the period under report. The NSC considered subsequent activities during the period under report, which are detailed below.

Subject coverage and methodological issues

4.6 The ten-year cycle of subjects for the period 2005-06 to 2014-15 (NSS 62nd to 72nd Rounds) approved by the Steering Committee of the NSSO is as follows.

Round No.	Period of survey	Subjects
62	July 2005 – June 2006	Unorganised manufacturing enterprises
63	July 2006 – June 2007	Unorganised service sector enterprises (excluding Trade)
64	July 2007 - June 2008	Participation and Expenditure in Education, Employment-Unemployment and Migration
65	July 2008 - June 2009	Domestic Tourism, Housing Conditions, Urban Slums and Civic Amenities
66	July 2009 – June 2010	Consumer expenditure and Employment-Unemployment (<i>quinquennial survey</i>)
67	July 2010 – June 2011	Un-incorporated Non–Agricultural Enterprises (Manufacturing, Services and Trade)
68	July 2011- June 2012	Open round (subject to be decided)
69	July 2012 - Dec 2012	Housing conditions, Disability, Slum, Household Consumer Expenditure and Employment-unemployment
70	Jan 2013- Dec 2013	Land holdings, Livestock holdings, Debt & investment
71	Jan 2014 - June 2014	Social Consumption
72	July 2014 – June 2015	Consumer expenditure, Employment-Unemployment (<i>quinquennial survey</i>)

4.7 The NSC noted that subject coverage for the 68th Round of NSS (July 2011-June 2012) was not decided by the Steering Committee. The issue of deciding the subject of survey for 68th Round of NSS was considered by the NSC. There were three requests received by the NSSO, namely – (i) from the M/o Rural Development for a nation-wide survey on evaluation of NREGA, (ii) from the CSO for a Time Use survey, and (iii) from the M/o Agriculture for a survey to find out the socio-economic condition of Indian farmers, for inclusion in the 68th Round of NSS. A request from Dept. of Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homeopathy (AYUSH) for taking up a survey by the NSSO on usage and acceptability of Indian system of medicine and homeopathy was also received.

4.8 Officers of the aforesaid Departments presented their proposals before the NSC. The NSSO had informed that the subjects for 68th Round would be taken up as a regular programme of NSSO by the NSSO staff as usual and no extra resources for these surveys would be taken from the user Ministries.

4.9 With regard to the proposal on nation-wide survey on evaluation of NREGA, the NSC decided that it should not be taken up by the NSSO because many evaluations on the subject were done in the past and the type of survey is different from the types of surveys that the NSSO undertakes. Regarding the proposal on Time Use survey, the NSC felt that a nation-wide survey may not be required as the purpose could be served by introducing an additional set of questions to be canvassed in a subset of samples in the normal employment-unemployment surveys. With regard to the proposal on survey to find out the socio-economic condition of Indian farmers, it was felt that NSSO may provide technical support and the Ministry of Agriculture may have the data collected by the Agro-Economic Research centres etc.

4.10 The Ministry of Agriculture informed that Agro Economic Research Centres conduct studies on national and regional problems and are not equipped to take up nation-wide data collection and hence, the Survey on Indian Farmers may be conducted by NSSO as this is one of the important recommendations of the National Commission of Farmers which was setup under the Chairmanship of Prof. M.S. Swaminathan which needs to be implemented urgently.

4.11 The issue of 2009-10 being taken as base year for revision of consumer price indices as the latest data of 66th Round NSS (July, 2009 – June, 2010) on quinquennial survey on consumer expenditure would be available for that year was also considered by the NSC in the light of reports that 2009-10 being a non-normal year may pose problems. It was noted that the base year for revision of National Income estimates would also be 2009-10 and that exercise may also involve similar problem as the data on employment would be taken from the same quinquennial survey. Hence, the NSC felt it necessary to conduct consumer expenditure survey again during the 68th Round (July 2011 – June 2012) to facilitate availability of relevant data for revision of base year for consumer price indices.

4.12 The Ministry of Labour & Employment, on the basis of the recommendations of the Parliamentary Standing Committee on Labour (15th Lok Sabha) on Demands for Grants of that Ministry for the year 2010-11 given in para-3.66 of its 10th report, requested for conducting a survey on contract labourers during 2010-11. The recommendations are as follows:-

“The Committee note that the figure of 20, 32, 103 of the contract labour is based on the survey conducted by the NSSO in 2005-06, i.e. more than 4 years back and there is no indication of any such fresh survey to be conducted in near future. The committee feel that it is very essential for the Govt. to know the approximate number of contract labourers in the country at regular intervals so that the welfare schemes meant for them are tailored and implemented properly and effectively. The committee, therefore, desire that NSSO may be requested to conduct the survey during 2010-11 positively.”

4.13 The Ministry of Labour & Employment further clarified that the figure, 20,32,103, on contract labour had been arrived at by them by processing the validated data of the Annual Survey of Industries (2005-06) of the CSO and that such data for other sectors, e.g., Organized Sector (Government Sectors, Private Sectors and PSUs) and Unorganised Sectors are also required by them. The MOSPI informed that the Annual Survey of Industries is conducted regularly on annual basis. Report of the survey, which collects data on important aspects of manufacturing sector units including that on contract workers with previous year as reference period, is generally available within about one year from the completion of field work.

4.14 The concern of the Ministry of Labour & Employment on conducting a Survey on Contract Labour was well appreciated. The NSC suggested that the Ministry may hold a Workshop on the subject to discuss various issues including definitions, methodology etc.

4.15 In view of the aforesaid considerations, the NSC felt that it would be desirable to repeat the quinquennial survey on the subjects of household consumer expenditure and employment-unemployment in the 68th Round (July 2011 – June 2012) with a sub-sample level coverage on time use aspects. The NSC also decided that the subjects of household consumer expenditure and employment-unemployment shall not be covered in the 69th Round (July 2012 - December 2012). With regard to the request of the Ministry of Agriculture on conducting a survey on farmers etc., the NSC decided that it could be accommodated in the 70th Round (Jan 2013- December 2013) along with the survey on land holdings, livestock holdings, debt and investment as was done in the past. The NSC also decided to make a provision in the schedule of inquiry used for the employment-unemployment survey of the 68th Round to measure employment under the NREGA. It was also decided that the request for a survey by AYUSH could be accommodated by adding a few questions in the Consumer Expenditure survey schedule.

4.16 The NSC constituted a Working Group to formulate methodology etc., for the 68th Round NSS with official and non-official Members. The non-official members in the Working Group are as follows.

- (1) Prof. A.K.Adhikari, Chairman
- (2) Prof. Sundaram, Member
- (3) Prof. Deepankar Coondu, Member
- (4) Dr. C.Ravi, Member
- (5) Dr. Indira Hirway, Member
- (6) Prof. Shibdas Bandhyopadhyay, Member, NSC, Permanent Invitee

4.17 Taking note of the subject focus of the 68th round on the quinquennial household consumer expenditure (HCE) and employment-unemployment (EU) in the light of recently conducted quinquennial HCE and EU surveys of NSS in the NSS 61st round (2004-05) and the 66th round (2009-2010), the Working Group proposed for canvassing only Schedule Type – 2 of HCE. The facts and other developments, which were considered by the Working Group, are detailed below.

4.18 On the basis of a pilot survey on ‘Suitability of Different Reference Periods for Measuring Household Consumption’ carried out during January–June 2000, an Expert Committee under the Chairmanship of Late Prof. Nikhilesh Bhattacharya recommended that the reference period of ‘last 7-days’ would be appropriate for food items of ‘edible oil, egg, fish and meat, vegetables, fruits (fresh), fruits (dry), spices, beverages, etc.’ and ‘pan, tobacco and intoxicants’ (Item basket-A). For rest of the

food items, i.e., for items of cereals and cereal substitutes, pulses and pulse products, milk and milk products, sugar and salt, the committee recommended a recall period of 'last 30 days' (Item Basket-B).

4.19 In the 60th round (January–June 2004), an attempt (with a smaller scale) was made to canvass two schedule types of Schedule 1.0, one with conventional structure (Schedule Type–1) and another with modified recall periods as recommended by the Expert Committee, i.e., 'last 7-days' recall period for Item Basket-A (Schedule Type-2). The survey was carried out on thin sample basis as this was not a quinquennial round, and it covered only 6 months period. The result showed a marked increase in the per-capita consumption of Basket-A items in schedule type-2 compared to schedule type-1. The results were presented in NSS report no.505.

4.20 In the quinquennial Consumer Expenditure survey for the NSS 66th round, the sample households for canvassing the Schedule 1.0 on Household Consumer Expenditure (HCE) were divided into two sets, and two different types of schedule were canvassed in these two sets. The two schedules differed only in reference period. Schedule Type-2 was based on the recommendations of the Expert Group on Non-Sampling Errors and the Schedule Type-1 was similar to the one canvassed in the earlier quinquennial HCE survey in 61st round. Thus, the Type-1 was aimed at providing the two sets of estimates of Monthly Per Capita Expenditure (MPCE) adopting Uniform Reference Period (URP) and Mixed Reference Period (MRP), harmonized with the estimates made available in NSS 61st Round. The Type-2 was meant to provide alternative estimates of MPCE termed as Modified Mixed Reference Period (MMRP).

4.21 The 66th Round methodology was framed with the understanding that only Type-2 schedule should be canvassed in future and the comparability among future rounds would be ensured through the alternative sets of data made available through 66th round. The reference periods for the 66th Round HCE survey were as follows.

Item groups	Reference period for	
	Schedule Type-1	Schedule Type-2
Clothing, bedding, footwear, education, medical care (institutional), durable goods	'Last 30 days' and 'Last 365 days'	Last 365 days
Edible oil; egg, fish & meat; vegetables, fruits, spices, beverages and processed foods; pan, tobacco & intoxicants	Last 30 days	Last 7 days
All other food, fuel and light, miscellaneous goods and services including non-institutional medical; rents and taxes	Last 30 days	Last 30 days

4.22 But, the Planning Commission requested the NSSO to conduct 68th round household consumer expenditure (HCE) canvassing Type-I of Schedule 1.0 along with employment-unemployment (EU) on matching sample size of 61st round (July 2004 – June 2005), for having comparability with the poverty estimates given in the Tendulkar Committee Report. The NSSO was of the view that, taking in to consideration the operational requirements of the field, the dependence on contract investigators and the related issues deliberated in the Working Group, only one type of schedule may be canvassed in the 68th round. This matter was referred by the Working Group to the NSC.

4.23 The views of the Planning Commission and the data of the I sub-round of the 66th Round NSS Consumer Expenditure furnished by the Addl. DG, NSSO (SDRD) have been considered by the NSC. The detailed background about the choice of reference periods used in the previous rounds of NSS and the studies undertaken by different experts including Late Prof. P.C. Mahalanobis and Late Prof. Nikhilesh Bhattacharya were also considered by the NSC. The issues of recall lapse and respondent burden which adversely affect the quality of data have also been considered by the NSC. The Commission noted that the Working Group is in favour of using type-2 schedule whereas the Planning Commission desired to continue with type-1 schedule for facilitating better comparison. On the basis of the preliminary evidence available from the I Sub-round results of the 66th Round, the NSC came to the conclusion that the requirement of comparability stressed by the Planning Commission could be met with the results of the 66th Round.

4.24 The issue of choice of recall period for the 68th Round Household Consumer Expenditure (HCE) was further discussed by the Chairman of NSC with the Dy. Chairman of the Planning Commission. On the basis of the discussions, it was decided that the 68th NSS Round shall be a replica of the 66th NSS Round for facilitating more effective comparability with the past. Hence, replicating the formulation of the 66th Round, i.e., surveying eight households each for schedule 1.0 (type-1 recall period), schedule 1.0 (type-2 recall period) and for schedule 10 has been decided to be followed in the 68th NSS Round.

4.25 The methodology formulated by the Working Group for the 68th Round on the aforesaid lines was approved by the NSC.

Subject coverage for the 69th Round NSS

4.26 The subject coverage for the 69th Round (July 2012 - December 2012), as per the Ten Year Cycle of NSS approved by the NSC, broadly relates to housing conditions, slums and disability. Further details about coverage in this round and constitution of a Working Group for the purpose of formulating methodology for the round have been considered during the period under report but could not be concluded by the NSC.

Underestimation of population in NSS

4.27 Underestimation of population in NSS has been an area of concern for quite some time. The facts leading to this concern are detailed below.

4.28 In the National Sample Surveys (NSS), a two-stage stratified sampling design is followed. In all household surveys, latest available population census frame is used for stratification purposes. Villages/ Urban blocks are first stage units (FSUs) and households are second stage units (SSUs). Selection of FSUs is done from census frame for rural areas and from Urban Frame Survey information in respect of urban areas. In case of large sample FSUs (having more than 1200 population), smaller units called hamlet-groups in rural areas and sub-blocks in urban areas are formed and two of them are identified in the field randomly. Thus, the multiplier takes care of the randomization done and selection probabilities at each of the two stages (at times three stages).

4.29 The formulation and selection of hamlet-groups and sub-blocks has been a matter of controversy. Theoretically, it is assumed that all the hamlet-groups and sub-blocks formed in the field would be equally likely in terms of population size/ no. of households. The field functionaries are also supposed to ensure that each of the hamlet-group/ sub-block is identifiable with permanent land marks and roads etc. In rural areas whatever way the hamlets are grouped, it is not possible to make groups of equal population size in such a manner that each group is well identified. Similar is the situation in urban areas as well. The NSSO does not follow the concept of EB-formulation used in Census, where the enumerator would conclude the formulation of an EB as soon as population reaches the

desired level, even if he has to stop his work for that EB in the middle of a street/ mohalla etc. The listing of households done by the Census authorities and that, if any, done subsequently by local authorities is not available to NSSO field functionaries even for comparison purposes. All these factors may lead to a situation where the total population in the selected hamlet-groups/ sub-blocks multiplied by the no. of hamlet-groups/ sub-blocks in a village/ town may not match with the population of the village/ town. These mismatches at village/ town level when compiled at State/ national level may appear very large. This has resulted in underestimation of population in the NSSO surveys. In the Urban Frame Survey (UFS), which is used as a frame for urban areas in NSS, similar problems exist. The population estimate emerging from the UFS of a town is never matched with census population figure of the town. Number of UFS blocks in a selected town is a factor in the multiplier for urban areas, which contributes to underestimation in some measure.

4.30 Data on household size is collected for each household while listing of households in each sample FSU/ selected hamlet-group/ sub-block in the listing schedule and for selected households in the detailed inquiry schedule. Data on household size and other characteristics collected in the detailed inquiry schedule alone is used for deriving various survey estimates. For estimating the ratios like MPCE, WFPR, etc., estimated number of persons are generated from the detailed household schedules and used as denominator for the ratios. Usually this estimated population is found to be smaller compared to census or projected population for the corresponding survey period. Although rates and ratios generated from NSS are found to be reliable by the users, the same cannot be said about the aggregates because of the underestimation. Doubts are cast about the aggregate estimates thrown up by NSS.

4.31 The National Statistical Commission under the Chairmanship of Dr. C. Rangarajan recommended for ascertaining the reasons for underestimation of aggregates in National Sample Surveys (NSS). At the instance of the Governing Council of the NSSO, a Committee under the chairmanship of Prof. Bimal Roy was formed in March 2005 to look into the issue. The Committee studied the NSS data of 61st Round and a few previous Rounds and also conducted a few case studies. The Committee identified reasons for underestimation and gave suggestions for overcoming the problem.

4.32 Subsequently, Shri S. K. Sinha, former Director General of the NSSO, appointed as Consultant by the NSC to consider the report of Bimal Roy Committee and investigate reasons for the possible biases in the NSS estimates of aggregate population and its rural-urban, male-female and age distributions came up with some concrete suggestions.

4.33 The NSSO informed that the adoption of revised guidelines in the Urban Frame Survey (UFS) phase 2007-2012 addresses some of the issues as indicated below.

- a) Formation of UFS blocks with natural/ permanent boundaries;
- b) Freezing of UFS block and Investigator Unit (IV Unit) boundaries;
- c) Adopting a more flexible norm of block size of 40-200 households (as against the existing norm of 120-160 households) coupled with the constraint of 1 sq km as the upper limit of the geographical area of the block;
- d) Treating entire multi-storied flat without any artificial division as forming a block in cases where size of the flat exceeds the stipulated norm of block size;
- e) Estimating block size (only number of households by discontinuing population as another variable) by visiting every structure instead of every tenth structure in order to have more accurate block size;

- f) Forming IV units with about 20 to 50 blocks in each;
- g) Keeping block/ IV Unit boundaries unchanged in subsequent phases of the UFS.

4.34 Further, to avoid the willful selection of hamlet-groups/ sub-blocks with lower population percentage by the field investigators, the guidelines to the investigators have been modified so as to select one hamlet-groups/ sub-blocks having highest population percentage with probability 1 and the other hamlet-groups/ sub-blocks may be selected by using simple random sampling from the rest of the hamlet-groups/ sub-blocks.

4.35 The Addl. DG, NSSO (SDRD) made a presentation before the NSC on the estimates of population generated from the data of Schedules 10.2, 25.2 & 1.0 of the 64th Round. It was noticed that the estimates are close for the rural sector which suggests that there was no investigator bias. Since, the multipliers used for generating the three estimates are common, there is a need to further investigate the frame and the data used for computing multipliers, particularly for the urban sector. In this connection, it was also pointed out that the estimates of population available from UFS at Ward/ town level may be compared with the latest census data to understand any omissions/ commissions. Similar exercise needs to be done on a sample basis for the rural sector. The NSC desired that a committee comprising Addl. DG, NSSO (SDRD) with a representative from the NCAER and the ORGI may look into, in more detail, the reasons for underestimation and possible corrective steps to be taken, and submit its report within three months.

Urban Frame Survey Phase (2007-12) and use of Census EBs in NSS

4.36 It was reported by the Office of the Registrar General of India in the 26th meeting of the NSC (held on 12th February 2009) that they have taken steps to digitize the maps having identification of enumeration block (EB) in 33 capital cities in the country in a period of 6 months starting from July 2009, so as to use them in the 2011 population census. Once this was done, the population characteristics of 2011 census at the level of EB would be digitally available along with the EB maps in 33 cities. The NSC recommended in this meeting that this frame could be used by the NSSO in those cities for their surveys instead of using the Urban Frame Survey (UFS) frame and that 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.

4.37 It was reported by the officers of the NSSO that certain procedural improvements have been introduced in the UFS, on the basis of which the work of UFS phase 2007-12 in other cities/ towns would be completed by the NSSO by December, 2010 and that the work has been kept on hold in the 33 capital cities keeping in view the aforesaid decision of the NSC to use Census EBs of the RGI in these cities for NSS. It was also reported by the NSSO that the new procedure adopted by them for the UFS phase 2007-12 is not comparable with the previous phase of the UFS, as a result of which the frame that would be available for use in the NSS 68th Round would be partly based on the new procedure (in respect of all cities/ towns except the 33 capital cities) and partly based on the old procedure (in respect of the 33 capital cities), which is not desirable. Alternatively, the forthcoming NSS 68th round will have to depend on the UFS Phase 2002-07, which might be outdated in most of the cases. The NSSO also stated the problems in the use of census EBs in place of UFS for the 68th Round, as the population figures of the census for these units are not likely to be available before 2012.

4.38 The NSC, having considered the progress and problems reported by the NSSO, directed that UFS work as per the new procedure already introduced by the NSSO may be got completed in the 33 capital cities also by them expeditiously so that the processed data of the UFS for the latest phase

would be available to the 68th Round NSS Working Group latest by February 2011. The issue of using Census EBs in NSS would be considered again when the results of the 2011 Census become available.

Tabulation Plan for 67th Round of NSS

4.39 The estimation procedure for the 67th Round of NSS (July 2010 – June 2011) has been noted by the NSC. The tabulation plan for the 67th Round of NSS formulated by the Working Group has been approved by the NSC with the following additional tables.

- (1) NSSO may furnish relative standard errors (RSEs) in respect of the estimates which would be used by the CSO (NAD).
- (2) NSSO may furnish tables on the size class distributions of various economic parameters.

4.40 It was also decided that a general report with estimates in absolute figures covering a few macro-characteristics may be released by the NSSO. A soft copy of all the detailed tables may be given in a CD attached in a pouch to the general report.

Pilot survey on Periodic Labour Force Survey

4.41 The NSC in its 31st meeting considered the Report of the Expert Committee on Periodical Labour Force Surveys (PLFS). It was decided in this meeting that a pilot survey needs to be launched to lay down methodology and attempt further simplifications in the light of the views received from experts on the report. A Committee under the Chairmanship of Prof. Amitabh Kundu was constituted for this purpose. The report of the Committee was considered by the NSC in its 40th meeting, and the proposal of the NSSO to launch a pilot survey on Periodic Labour Force Survey (PLFS) was approved by the NSC. The NSC desired that the tabulation plan shall include tables relating to casual labour and gender related measures and suggested that they may be included in the plan in consultation with Prof. Sheila Bhalla. The NSSO may also furnish a copy of the Report on PLFS to Prof. A.K. Adhikari and his comments thereof may be invited.

Reports and data released during 2010-11

4.42 On completion of validation of data of each round, the NSSO generates tables aggregating the data at different levels and for various characteristics surveyed in the round on the basis of tabulation plan approved for the purpose. It also prepares reports on the basis of tables generated. The NSC has been causing the reports to be referred to experts and subject matter specialists at the initial stage and on the basis of comments and suggestions received from them, has been according approval to the NSSO for release of reports and placing the unit-level data in the public domain. A seminar is also conducted after release of reports of each round inviting papers from experts, officers and other users, on the basis of which suggestions for further improvement are enlisted.

4.43 Regarding the process to be followed by the NSSO before release of NSS Reports, the NSC laid down the following procedure.

- The tenure of the Working Group appointed for the NSS Round shall be extended to cover the whole gamut of survey operations including release of Reports. The Experts to whom the draft NSS Reports shall be sent for comments may be decided by the Working Group. Each Expert may be paid a fee of Rs. 2,500/- for offering comments on each NSS Report.
- The draft Reports, comments of Experts and responses of the NSSO shall be sent to Chairman and Members of the NSC. Members of the NSC would report their comments, if any, to the Chairman, NSC within a week. On the basis of all these inputs, Chairman, NSC

would give clearance or otherwise for the release of the Reports. If required, the Chairman, NSC will have a meeting with NSSO (SDRD) on the issues involved. In case any suggestions are received from Experts for additional tables not finding place in the approved tabulation plan, Chairman of the NSC would decide whether a supplementary report needs to be brought out by the NSSO. The release of any Report shall not be held up due to the suggestion of Experts for incorporating additional tables.

4.44 During the period under report, NSS Reports and unit-level data for the 64th (July 2007 – June 2008) and 65th (July 2008 – June 2009) Rounds of NSS have been approved by the NSC for release. The reports released are as follows.

- Employment and Unemployment in India, 2007-08, of 64th Round NSS
- Education in India, 2007-08: Participation and Expenditure, of 64th Round NSS
- Migration in India, 2007-08, of 64th Round NSS
- Domestic Tourism in India, 2008-09, of 65th Round NSS
- Housing Condition and Amenities in India, 2008-09, of 65th Round NSS
- Some Characteristics of Urban Slums, 2008-09, of 65th Round NSS

4.45 The details of Unit Level Data released during the year are as under:

(i) **NSS 64th Round (July 2007- June 2008):**

- (a) Schedule 1.0: Consumer Expenditure
- (b) Schedule 10.2: Employment-unemployment and Migration particulars
- (c) Schedule 25.2: Participation and expenditure in education

(ii) **NSS 65th Round (July 2008- June 2009):**

- (a) Schedule 21.1: Domestic Tourism
- (b) Schedule 1.2: Housing Conditions
- (c) Schedule 0.21: Particulars of Slums

Dissemination issues

4.46 From the current year, a system of target defined delivery of output has been established by the Prime Minister's Office in the form of Results Framework Document (RFD) to monitor the performance of Ministries/ Department. Release of NSS reports is included in the RFD of the MOSPI. The NSS reports, as per established practice in the past, used to be released after obtaining the approval of Chairman of erstwhile Governing Council (GC) of NSS/ Steering Committee (SC) of NSS. Since the expiry of the tenure of last Steering Committee in December 2009, this function, by default, now rests with the National Statistical Commission (NSC). The NSC desired that a period of two months shall be provided in each case, after preparation of draft report by the NSSO, for obtaining clearance of the NSC for release of the Reports.

Reducing time-lag in release of NSS reports

4.47 The report, of Prof. Shibdas Bandyopadhyay, Member, NSC on reducing the time-lag in releasing NSS reports, has been considered by the NSC. It was further observed that -

- Having items in the data collection schedule, which are never tabulated takes lot of time for the existing resources, at the time of training, data collection, scrutiny and validation. For example, if the tabulation plan requires NIC code at 2 digit level and if the data collection schedule provides for 5 digit NIC Code, it requires investment of time by NSSO resources at all levels.
- Delay in laying down specifications for validation (manual & computer) results in delay of flow of schedules from FOD to DPD of the first Sub-Round and impacts the flow in other Sub-Rounds as well. It also creates undue pressure on the field resources and affects the quality of data adversely.
- Delay in finalizing software for tabulation and validation delays the work in NSSO as also in the States.
- Validation process in NSSO takes about 9 months, which means the validation programme/ process could be weak. This needs to be looked into.
- States do not have separate Divisions such as SDRD, DPD and FOD. Same set of persons perhaps handle almost all items of work of NSS. If tabulation of a Sub-Round or a Round is delayed, they have to give up doing it, as the field work of the next Sub-Round or Round becomes due, which cannot be postponed by them. Hence, the States have to complete data collection, entry and validation one after the other without time lag. NSSO may perhaps have to adjust its work programme to meet this requirement.

4.48 The NSC approved the recommendation given by Prof. Bandyopadhyay in his report that quarterly estimates need to be generated in NSS. The results/ data need to be placed in the public domain for every quarter within a reasonable time. For the purpose of dissemination of results in every quarter, only a few important tables/ estimates of key characteristics need to be considered. The full list of tables may be generated in the final report after releasing the results/ data for fourth quarter. The NSC further decided as follows.

- (1) Sub-Round-wise tabulation and dissemination should be planned in the light of the report of Prof. Bandyopadhyay.
- (2) Lay-outs of 10-12 important tables and estimates of key characteristics that are to be placed in the public domain every quarter should be decided before the start of a round.
- (3) Data entry, scrutiny and validation programmes should be ready before the start of a round.
- (4) Software for validation of data and tabulation of the 10-12 tables and estimates of key characteristics should be ready before the start of a round.
- (5) All data entry, validation and tabulation programmes along with relevant software should be passed on to the DESs.
- (6) All tables, other than the 10-12 tables for release sub-round-wise, may be decided during the round and programmes/ software may be written and passed on to the DESs.
- (7) Quarterly reports/ data shall be placed in public domain within three months after completion of field work. Final reports and data should be placed in the public domain within 6 months of a round.
- (8) If the available resources are inadequate for handling any stage of work, the work may be outsourced.

4.49 The NSC desired that the aforesaid schedule may be implemented for the 68th Round onwards. The Working Group for the 68th Round of NSS may be briefed on the aforesaid lines and a copy of the report of Prof. Shibdas Bandyopadhyay may be furnished to them.

Data Entry Software developed by DES, Andhra Pradesh

4.50 The officers of the DES, Andhra Pradesh made a presentation on the data entry software developed by them for use by their investigators to enter the NSS data collected by them. The investigators after collecting the data on paper schedules in the field come back to their Hqrs. and enter the data electronically using the software and transmit the data to the DES Hqrs office. The DES officers informed that although it takes about 3 months time initially to prepare the software, test it and to send it to their field offices, the introduction of the software into their field operations has helped tremendously in reducing time lag in releasing survey reports. The software apart from entering the data also provides for not allowing wrong codes being entered as also forbidding entries beyond the ranges prescribed, in respect of relevant fields. It was opined that this feature would reduce the time taken for validation of data.

4.51 The Chairman appreciated the efforts made by the DES, Andhra Pradesh. It was felt that providing range checks for certain entries in the software may not be advisable, particularly when the ranges are not clearly known. The Commission opined that with some improvisations of this nature, the system may be introduced, after detailed examination, in the NSSO and in the remaining States to reduce the time lag in bringing out NSS results.

4.52 The Commission also directed that the NSSO should also move forward on the lines of DES, Andhra Pradesh and data entry should be got done through FOD investigators. This may be carried out on a pilot basis in at least one NSSO Region during the 68th Round.

4.53 The Commission also decided that a meeting should be convened under the Chairmanship of Prof. Anil P. Gore, Member, NSC to review the existing data entry and data processing arrangements available in the MOSPI offices and the DESs to evolve an optimal solution to reduce time lag in release of results and unit level data.

CHAPTER-V

REVIEW OF THE STATISTICAL SYSTEM OF CENTRAL MINISTRIES

5.1 The NSC in its 18th meeting held on 8th July 2008 considered the issue of reviewing the official statistical system at the Centre and desired that inputs shall be obtained from various Central Ministries/ Departments on the following aspects to facilitate such a review.

- (a) Administrative Statistics collected regularly (for each case)
 - i. Basis of information flow (Name of statute/ Rules/ regulations etc.) under which data on regular basis are being collected;
 - ii. Copy of the prescribed format along with instructions/ explanatory notes etc. used for filing/ receiving returns;
 - iii. Primary agency receiving the returns, frequency of returns, lag, if any, in receipt of returns and methods used for making coverage as complete as possible; degree of compliance;
 - iv. Hierarchy of agencies involved;
 - v. Mechanism for validation/ Scrutiny/ supervision;
 - vi. Methods used for storage, retrieval and processing of the data received;
 - vii. Publication of data, its timeliness, periodicity and availability including dissemination policy for unit level data
- (b) For Census and national level sample surveys (for each Census/ Survey)
 - i. Name of the Census/ Survey and the agency involved in its conduct;
 - ii. Statistical methodology adopted;
 - iii. Instructions/ questionnaires etc used for the current/ last Census / survey;
 - iv. Frequency if the Census/ survey is periodical in nature;
 - v. Agency(ies) involved in the census/ survey operations;
 - vi. Methods used for assessing adequacy of coverage, sampling and non-sampling errors;
 - vii. Methods used for storage, validation, retrieval and processing of primary data;
 - viii. Copies of the report of the last Census/ Survey

5.2 It was also decided by the NSC in its 18th meeting that each Ministry would be asked to make a presentation in each of the future meetings of the Commission, so that appropriate statistical issues could be framed and addressed expeditiously. Accordingly, information on the aforesaid items was sought on 4th August 2008 from the Department of Animal Husbandry, Dairying & Fisheries (DADF). The Department furnished a note and the following documents/ publications for the purpose of review of its statistical system by the NSC.

- (1) Livestock Census (18th) – Instruction Manual for Enumerators & Supervisors
- (2) Data collection schedules for 18th Livestock Census
- (3) 17th Indian Livestock Census – All India Summary Report
- (4) 18th Livestock Census 2007 – All India Report (Draft) based on Quick Tabulation Plan – Village Level Totals (Provisional)
- (5) Methodology of Estimation of Milk, Egg, Meat & Wool (Integrated Sample Survey)
- (6) Schedules for collection of basic data under sample surveys on estimation of production of major livestock products
- (7) Minutes of the meeting of the Technical Committee of Direction for improvement of Animal Husbandry and Dairying Statistics
- (8) Basic Animal Husbandry Statistics 2008

5.3 The representatives of the DADF have been requested to make a presentation before the NSC in its 34th meeting covering all the aspects relating to their statistical system as also the latest status of implementation of the Rangarajan Commission's recommendations by the Department. Accordingly, they made a presentation in the meeting. The representatives of the DADF submitted inter alia the following facts to the NSC in respect of their statistical system.

5.4 The Department conducts Livestock Census on a quinquennial basis through State Animal Husbandry Departments. The Director, Animal Husbandry & Veterinary Services of the respective State/ UT is designated as nodal officer and he is responsible for entire census operations in his State/ UT under the overall supervision and guidance of the DADF.

5.5 Livestock Census is a complete count of livestock and poultry at a predefined reference point of time. In this Census, primary workers have to undertake house to house enumeration and ascertain the required information about livestock/ poultry possessed by every household/ institution in rural and urban areas.

5.6 It was reported that Livestock Census has been conducted eighteen times and the nineteenth one is being planned to be conducted in the year 2012. The latest (eighteenth) Census was conducted in the year 2007 with 15/10/2007 as the date of reference for which instructions, methodology and schedule of inquiry were formulated by a Technical Advisory Committee constituted under the Chairmanship of Animal Husbandry Commissioner. It was stated that report of the 18th Census is under finalization.

5.7 The Department also conducts Integrated Sample Survey on annual basis from March to February through State/ UT Animal Husbandry Departments. The sampling methodology of the survey was developed by Indian Agricultural Statistics Research Institute, New Delhi. A stratified multi-stage sampling design has been adopted for the sample surveys. A sample of 15% of the villages, distributed equally over the Summer Season, Rainy Season and Winter Season, is selected from each State/ UT for complete enumeration of livestock population. The number of villages covered in each district (i.e. stratum) would be in proportion to the livestock population of that district. From the selected villages, a representative sample of 10 to 20 villages per district is further selected for collection of information for the estimation of average yield of animals at district level. Thus, the selected villages constitute the first stage sample unit, the selected households in the selected villages as the second stage sampling units and the animals selected from the selected households constitute the third or ultimate stage sampling unit.

5.8 The Department brings out a biennial publication called “Basic Animal Husbandry Statistics”, covering *inter alia* the following statistics for use by other Departments/ Organisations.

- Gross Domestic Product and Value of output of Livestock Sector (for the National Accounts Division of the Central Statistics Office).
- Export and Import of Livestock and Livestock Products (for the DGCI&S)
- Factory employment in Animal Husbandry Sector (for the Labour Bureau)
- Distribution of Livestock according to size of holding (for the Department of Agriculture & Cooperation)
- Incidence of Livestock diseases in the Country (for the Animal Health Division in the DADF)
- World Statistics on Livestock Population and production of Livestock products (for FAOSTAT)

5.9 On the basis of material furnished by the DADF including the status of implementation of the Rangarajan recommendations and the deliberations during the presentation of officers of the Department in the 34th meeting of the NSC, the following recommendations were made by the NSC.

- (1) The details given in the status note on the implementation of the Rangarajan recommendations were found to be inadequate and on most of the points the position given was not clear. The Department shall clearly state in respect of each recommendation, whether the recommendation has been accepted/ acceptable to them and if so, what is the latest status. In case, any recommendation is not acceptable, the reasons thereof may be furnished in detail. The Department was requested to furnish a revised status note to the Standing Committee constituted by the NSC for monitoring the implementation of NSC recommendations.
- (2) On the issue of conducting the live-stock census, it was reported that although it was intended to be a snap shot as on 15th October of the year in which it was conducted, in practice the census was conducted during a period of over one year. The information collected in the census is being used as an aerial frame for designing annual sample surveys and for computing multipliers. The listing schedules canvassed during the Census are not made available to the enumerators conducting the sample survey for updating. It was also pointed out that collecting information on a large number of items in the census, as is the practice at present, may lead to unmanageable non-sampling errors. It was suggested that census may be planned to give broad numbers and sample surveys may be planned to give more details.
- (3) With regard to dissemination of reports and unit-level data, the NSC found considerable time lag, which makes the exercise redundant. It was also reported that unit-level data of the annual sample surveys are not placed in the public domain. The Department shall find ways and means to address these problems and declare a policy consistent with the National Data Dissemination Policy.
- (4) The Department has been conducting the Census and sample surveys through the Animal Husbandry Departments at State level. Since these Departments at the State level were also responsible to implement developmental plan schemes, there was some criticism in the past that the figures of live stock were inflated to make consistency with the expenditures incurred. The NSC felt that, as a matter of policy, it is not advisable to involve policy framing/

implementing authorities in data collection, as there could be conflict of interest. Hence, the NSC recommends that the State Directorates of Economics & Statistics may be involved in data collection and supervision in place of the Departments of Animal Husbandry.

- (5) The NSC has constituted a Committee under the Chairmanship of Prof. Y. K. Alagh to look into some of the issues relating to Statistics on Agriculture & Allied sectors. The DADF and the Department of Agriculture & Cooperation are represented in the Committee. The NSC desired that the aforesaid issues may be placed by the DADF before the Committee.

CHAPTER-VI

REVIEW OF STATE/ UT STATISTICAL SYSTEMS

Need for review

6.1 Under the Government of India Resolution for constitution of the NSC [issued vide Notification No. 85 dated 1st June 2005 published in the Gazette of India, Extraordinary, Part-III-Section-4], the NSC is mandated inter alia to evolve measures for effective co-ordination with State Governments and Union Territory Administrations on statistical activities including strengthening of existing institutional mechanisms and to recommend to the Central Government, or any State Government, as the case may be, measures to effectively implement the standards, strategies and other measures evolved by it. The Resolution also laid down that the NSC shall prepare, for each financial year, its Annual Report and that, where any recommendation or any part thereof concerns any State Government, the NSC shall forward a copy of such recommendation or part thereof to such State Governments which shall cause it to be laid before the Legislature of the State along with a memorandum explaining the action taken on the recommendations relating to the State and reasons for the non-acceptance if any, of any such recommendations.

Background

6.2 The Indian Statistical System is a decentralized one. The system is laterally decentralised among the Ministries of the Government of India, and in each of them, vertically decentralised, between the Centre and the States. The statistical subjects handled at the Centre and in the States are broadly guided by the division of powers laid down in the Union List, the State List and the Concurrent List of the Constitution. Hence, States' Statistical Systems play an important role through their Directorates of Economics and Statistics (DES). The Rangarajan Commission (2001) in their report submitted to the Government made very important recommendations on improving the State Statistical Systems. The Commission recommended for a Centrally-sponsored plan scheme for strengthening the statistical system in the States, with the specific objectives of developing a survey and data-processing capability in the States. Some of the recommendations of the Commission in respect of the nodal role of the DESs, staffing pattern, training requirements and administrative statistics are given below.

- The Directorates of Economics and Statistics should be formally entrusted with the responsibility for a periodic review of the content, methodology and output of the statistics of all State Departments and to make suggestions for the further improvement of these statistics. The Conference of Central and State Statisticians should be held regularly. A similar forum for a meeting of State Departmental Statisticians should be created by the State Governments to review the performance of the statistical system of each State. The report of the review and the suggestions may be forwarded by the Directorates of Economics and Statistics to NSO and by the departments to the corresponding ministries, for action at the Centre.
- The breakdown of the Administrative Statistical System needs the immediate attention of the highest authorities of State Governments. They are urged to take steps to reduce the burden of the additional work given to lowest-level government functionaries such as *patwaris* and primary teachers so that they can effectively carry out the statistical functions assigned to them.

- The authorities should also instruct the offices implementing different Acts and Rules to be vigilant that all relevant units file with them regularly the statutory statistical returns required by the Acts and Rules, and take necessary action under the Acts against the defaulting units.
- The State Governments should accord priority to computerisation of administrative offices that generate administrative statistics.
- The Directorate of Economics and Statistics should fully exploit the potential of their participation in the National Sample Survey programme by using the survey data as a data-bank and by utilising the survey mechanism for *ad hoc* collection of additional sample data required by the Government.
- The State Governments should support the Directorate of Economics and Statistics in the creation of sample survey capabilities by creating sample survey divisions in them.
- For strengthening the effectiveness of the statistical system of the Government, the State Governments should create a separate Department of Statistics by elevating the existing Directorate of Economics and Statistics to the level of a Department and the Director of the existing Directorate of Economics and Statistics to the level of Secretary to the Government. The Department of Statistics should have complete freedom in statistical work. The head of the Department of Statistics should be a professional statistician or a professional economist with experience in large-scale data collection and empirical analysis of data.
- The State Governments should strengthen the role of the Directorates of Economics and Statistics as coordinators of their statistical activities by empowering them to take a technical review of the statistical activities of all departments every year. The Directorates of Economics and Statistics should also be asked to make a report to the Government of its comments on and suggestions for these activities. The Directorates of Economics and Statistics should also be authorised to convene a biennial conference to review the State statistical system and its activities.
- The State Governments should take steps to create a common statistical cadre and State Statistical Service for manning statistical posts in all departments.
- The heads of the departments of the State Governments should closely involve their departmental statisticians in their decision-making process. To give institutional support to their role, the departmental statisticians should be placed directly under the head of the department.
- In view of the renewed importance of the Block Statistical Organisation in the context of local area planning, the State Governments should bring it directly within the fold of the States' Statistical System by either transferring the organisation to their Directorates of Economics and Statistics, or by making it responsible for its statistical work to the Directorate and bringing it under the Directorate's technical supervision through the district statistical organisation.
- The State Governments may consider setting up commissions or committees to advise them on the manner of implementation of these recommendations and on other issues relating to States' statistical system.
- The content of the Junior and Senior Certificate Courses in Statistics should be reorganised

into smaller modules and offered on a large scale to the supporting statistical personnel (both from the Central and State Governments) who need training at this level. The training also should be decentralised and organised by State Directorates of Economic and Statistics. The Ministry of Statistics and Programme Implementation should organise Training of Trainers Sessions for this program.

6.3 The Central Government has taken certain concrete steps to strengthen state statistical systems. A centrally-sponsored plan scheme, titled 'India Statistical Strengthening Project', has been launched by the Ministry of Statistics and Programme Implementation (MOSPI) in collaboration with the World Bank to strengthen State Statistical Systems. The State Statistical Strengthening Project (SSSP) is a component of ISSP purported to strengthen State Statistical Systems.

6.4 The 13th Finance Commission recommended a grant of Rs.616 crores for the State Governments @ Rs.1 crore for every district to fill in Statistical infrastructure gaps in areas not addressed by the India Statistical Strengthening Project (ISSP), to enhance the quality of statistical system. The requirements outlined by the Finance Commission are Gross State Domestic Product (GSDP) at market prices, Green GSDP which would account for depreciation of natural assets and loss of income due to environmental degradation, comparable estimates of district income, and measurement of cost disabilities of States for which (a) quantifiable measure of the level of various services available in different states and (b) the corresponding unit cost are required. It was reported to the NSC that specific methodology and operational guidelines for being observed by the States are being evolved by the Ministry of Finance and the MOSPI for implementing the recommendations of the Finance Commission.

6.5 The MOSPI in consultation with the NSC issued orders on 5th June 2009 that officers of the Indian Statistical Service posted as Deputy Director Generals in the field offices of the NSSO will, in addition to their normal work, discharge the following nodal functions to assist the CSO in its statistical coordination work with the State Governments and UT Administrations and submit reports to the CSI periodically, as may be prescribed.

- Coordinate the sharing and flow of information between Central and State Government/ UT Administration on statistical matters
- Coordinate with the State Government/ UT Administration with regard to implementation of the decisions taken in the Conferences of Central and State Statistical Organisations
- Coordinate with the State Government/ UT Administration on the implementation of the national statistical standards and data quality
- Advise State Government/ UT Administration on the implementation of all activities relating to statistics declared as 'core statistics' in the State and UT
- Represent the Centre in the implementation of Central and Centrally sponsored schemes on statistical matters in the State/ UT
- Represent the Central Statistical System in all Committees set up by the State Government/ UT Administration on statistical matters, as requested by the State/ UT
- Assess and advise the Centre on the availability of data at State/ UT level, which may be used for compilation of national level statistics
- Assess and assist on the capacity development of the statistical system of State/ UT
- Any other specific item of work assigned by the CSI

6.6 The aforesaid measures were noted by the NSC. It was also found that the process of implementation of the recommendations of the Rangarajan Commission by the States was reviewed in a number of meetings and conferences, but the success achieved was not to the desired level. At the instance of the NSC, a National Conference of Ministers in-charge of Statistics of States/ UTs was held at Vigyan Bhawan, New Delhi on 9th September 2008. The Conference was inaugurated by the Hon'ble Prime Minister. The conference was convened to discuss the following agenda requiring executive decision at the highest level in order to impart due importance to the State Statistical System in the state public administration and in the scheme of good governance.

- i. Need to impart independence and impartiality in official statistics by establishing state level autonomous statistical commissions consisting of professional experts;
- ii. Institutional strengthening of the state statistical system and the need to establish high level inter-departmental committees to ensure horizontal and vertical coordination of statistical activities across departments;
- iii. Need to empower the State Directorate of Economics and Statistics as nodal agencies responsible for official statistics;
- iv. Need to evolve stronger centre-state coordination mechanism for statistical activities and clarify the facilitating role of statistical advisors in the state capitals as and when required by the State/ UT governments;
- v. Implementation of the recommendations of Dr. Rangarajan Commission especially those relating to correcting existing weaknesses in primary reporting;
- vi. Development of local panchayat raj level statistics and its integration with the State Statistical System;
- vii. Manpower issues like common cadre for statistical personnel in the State, exchange of statistical personnel between Centre and States

6.7 The aforesaid conference made some important recommendations, which are detailed below.

- a. There was unanimity on the importance of the issues listed in the agenda and that steps required to be taken for improving the state statistical system along the lines suggested in the agenda.
- b. There was broad agreement on providing autonomy to the state statistical system through apex level commission/committee. These already existed in a few states. However this need not be on the model of the National Statistical Commission. There were slightly different views from smaller States/ UTs, who felt that they did not require a full-fledged Commission.
- c. The need for making DES as the nodal agency and as a separate department was accepted. Though DES had been declared as a nodal agency in most States/ UTs, the meaning and implications of being a nodal agency needed to be clarified with greater specificity along with the concomitant requirement for their effectiveness.
- d. For Local Area statistics, generally there is a system for collection of village level statistics in most states. Many states already have a system like the village index cards, family registers etc to record the basic statistics at village level. However more resources are required for its expansion, timely compilation and its integration with the district level statistics.

It was also felt that the DES should be involved in the process of generating local area development statistics.

- e. Statistics for Urban areas was deficient in many ways that this should be taken up as a new area for improvement.
- f. On manpower issues there was unanimity of views that additional manpower needed to be provided for statistical activities especially at the primary level. Some suggestions that came up were to utilize the services of local educated persons to assist in primary reporting by paying honorarium for their services.
- g. All States/ UTs agreed that India Statistical Strengthening Project (ISSP) was crucial for the development of State Statistical Systems and welcomed the scheme.
- h. Each state should formulate its own State Strategic Statistical Plans, independent of the NSSP.
- i. The role of statistical advisors was generally welcomed by the States/ UTs. North-eastern States specifically agreed that such expertise would be very useful to them.
- j. Most states have common statistical cadre at least in respect of key departments. There was complete agreement that having a common cadre was essential to generate quality statistics and improve statistical coordination. All States agreed to work for common statistical cadre covering statistical units in all departments.
- k. There was no general agreement on exchange of statistical personnel between Centre and States and this required more consultations on its scope and procedures.
- l. All States agreed to continue the task of implementing the NSC recommendations especially those regarding primary reporting. However, most states reported resource constraints to improve primary level data reporting.
- m. Most states were of the view that the reach of DES should be extended to lower levels like Taluk/ Block and even Panchayat level.
- n. There was a suggestion to have regional level meetings of the Ministers. However, it was felt that the proper thing would be to have meetings of group of states according to the degree or level of functioning rather than geographical groupings.

6.8 The National level conference was followed by a Regional Conference of Ministers in-charge of Statistics of Southern States held on 26th November 2008 at Bangalore. The conference was convened to discuss the following agenda.

- (1) Follow up on the recommendations of the National Conference held at New Delhi on 9th September, 2008.
- (2) Estimation of State Domestic Product
- (3) Crop Area and Production
- (4) Civil Registration System
- (5) Collection and Compilation of Statistics for Local Area Planning

6.9 The recommendations made in the aforesaid Regional Conference were as follows.

- (1) The role of the DES should be not only the collection of data, but also of effective supervision of the various other arms of the government which are involved in collection of statistical data.
- (2) DES should play an effective role as Nodal Agency.
- (3) Preparatory work for the implementation of the ISSP should begin and preparation of the State Strategic Statistical Plan (SSSP) and signing of Memorandum of Understanding (MOU) are to be taken up on priority.
- (4) Institutional strengthening is required in the following areas:
 - a. Role of Nodal Agency
 - b. Quality of manpower
- (5) Manpower is weak in all the states. States should take action to fill the existing vacancies and to arrange appropriate training of statistical personnel at all levels.
- (6) The matter of obtaining more reliable estimates of State Domestic Product (SDP) shall be examined by the CSO and the States.
- (7) Sales tax data needs to be captured for the purpose of estimation of SDP. There should be a system for tracking the data as far as indirect taxes are concerned.
- (8) Estimation of Capital formation should go beyond public sector. Directorates should start experimenting with preparation of estimates for the private sector also.
- (9) The rates and ratios used in the estimation of SDP are not revised since long time and in some cases they do not exist. The states should take up type studies to generate the required information.
- (10) There are well known problems under crop area and production, which are detailed in the NSC report. We have to find out solutions for them.
- (11) Satellite imageries can be taken as an alternative source for area statistics and this should be verified with ground level data on sample basis. However collection of local level data should not be eliminated. This has to be on a representative basis and needs to be monitored continuously.
- (12) To improve the agriculture statistics, a mechanism at the Patwari level should be evolved.
- (13) The crop estimation survey and crop insurance scheme should be de-linked since the crop insurance scheme is not a statistical work.
- (14) There are two sets of data on irrigation statistics, one with water resources and the other with DES. This should be reconciled so as to have only one set of data.
- (15) Intensive training programme should be conducted for agriculture and revenue functionaries who are dealing with agriculture statistics to improve the quality of data.
- (16) In course of time, Civil Registration System should replace Sample Registration System.

This will be possible with improved literacy and education and greater efforts on the part of the registration authority.

- (17) Annual reports on Civil Registration System should be brought out by ORGI highlighting the defaulting states. The ORGI should set calendar for release of reports and publish them on time.
- (18) Medical Certificates for cause of death should be verified as to whether the medical attendants send correct information or not before preparing the reports.
- (19) Standards should be set in the collection of basic data for local level planning. DES cannot go beyond the district level. The concerned Panchayat Raj Institutions and Urban local bodies should own this data and use it for formulation of their plans.
- (20) District level statistics should be compiled containing minimum parameters with uniform definitions and standards.

Review of State Statistical Systems

6.10 Keeping in view the aforesaid developments, the NSC had taken up review of state statistical systems. A questionnaire was prescribed for States/ UTs for furnishing information for facilitating review by the NSC. Information in the prescribed questionnaire has been received from all the States/ UTs. The representatives of the States/ UTs were requested to make presentations, before the NSC in the meetings organized with them for this purpose, covering inter alia salient features and main problem areas of their statistical system. The details of the NSC meetings in which the State/ UT statistical systems were reviewed are given below.

Details of the NSC meeting	Place where held	States/ UTs who made presentations/ whose system was reviewed
35 th meeting held during 6 th to 7 th August 2010	Chennai	Andhra Pradesh, Tamil Nadu, Karnataka, Kerala, Puducherry, Lakshadweep
37 th meeting held during 17 th to 18 th September 2010	Patna	Bihar, Jharkhand, Orissa, West Bengal
38 th meeting held during 29 th to 30 th November 2010	Shillong	Meghalaya, Manipur, Assam, Mizoram, Tripura, Sikkim, Arunachal Pradesh, Nagaland
40 th meeting held during 18 th – 20 th February 2011	Mumbai	Maharashtra, Gujarat, Rajasthan, Delhi, Goa, Dadra & Nagar Haveli, Madhya Pradesh, Chhattisgarh
41 st meeting held during 24 th to 25 th March 2011	New Delhi	Uttar Pradesh, Uttarakhand, Himachal Pradesh, Haryana, Chandigarh, Jammu & Kashmir, Punjab, Andaman & Nicobar Islands, Daman & Diu

Recommendations

6.11 The NSC found that the recommendations of the Rangarajan Commission, particularly those mentioned at para-6.2, the recommendations made in the National Conference of Ministers in-charge of Statistics detailed at para-6.7, as also the recommendations made in the Regional Conference

held at Bangalore given at para-6.9 are still valid and relevant for improving state statistical systems. Hence, all the three sets of recommendations are reiterated. The NSC urges the States/ UTs to implement the recommendations in a time-bound manner. The MOSPI and other organisations at the Centre, such as the ORGI may coordinate and support the States/ UTs in the process of implementation.

6.12 In addition to the aforesaid recommendation, the NSC, having considered the information furnished by the States/ UTs in the prescribed questionnaire and the deliberations during the presentations of the concerned officers, also makes the following recommendations.

(1) As pointed out by the Rangarajan Commission, nodal role in a statistical system comprises the following ingredients.

- Declaration of an office in the Government setup as the nodal agency on statistical matters
- Elevating the status of the nodal agency as an independent Department
- Appointing a professional statistician as the head of the nodal Department in the rank of Secretary
- Having a common cadre of statistical officers/ staff who could be imparted common training and who are working in various departments but professionally responsible to the Head of the nodal Department
- Designating statistical officers of common cadre working in different departments as nodal officers for the purpose of statistical coordination
- Assigning the function of technical coordination to the nodal Department for taking a holistic view of the Statistical System
- Tendering of advice by the nodal Department to other Departments on statistical matters
- Charging the nodal Department with the responsibility of taking an annual technical review of the statistical activities of all Government departments and submitting a report to the Government with its suggestions on the development of statistics in different fields

It was noticed that the Directorate of Economics and Statistics (DES) has been declared as a nodal agency in all the States/ UTs. The Commission observed that the DESs have not been able to perform the functions of a nodal agency effectively for a variety of reasons. The NSC recommends that there is need to address relevant procedures and protocols shall be put in place for consultancy of line departments with the DES and ensuring effective advisory role of the DES. Advice of the DES shall be made mandatory at the planning stage in respect of all major/ important statistical activities of the line Departments.

(2) The Rangarajan Commission recommended that the DES should be formally entrusted with the responsibility of undertaking a periodic review of the content, methodology and output of the statistics of all Departments including those at district/ taluk level and to make suggestions for further improvement of these statistics. The Rangarajan Commission also recommended that a forum similar to the Conference of Central and State Statisticians (COCSSO) for a meeting of State/ UT Departmental Statisticians should be created by the State/ UT Governments to review the performance of the statistical system of each State

and that the report of the review and the suggestions may be forwarded by the DESs to the NSO and by the departments to the corresponding Central Ministries, for action at the Centre. It appears that this has not been done so far. The NSC recommends that implementation of these recommendations is very important. The review should include the status of implementation of the Rangarajan Commission recommendations. The first review may be carried out by each DES within a period of six months and continued thereafter every year.

- (3) Some of the States/ UTs compare in size and population to some of the nations. That being the case, the number of statistical products that are being produced for socio-economic planning at present at State/ UT level is not commensurate with the size, population and diversity of the State/ UT. The States/ UTs have been asked to furnish information on the subjects in the State list (as per schedule VII of the Constitution) for which Statistics are required for policy formulation. The information furnished by them was found to be inadequate. In most of the cases, periodical reports/ publications have been shown as statistical products. From the point of view of state income (GSDP), the requirements of the States may vary. For some of the states, tourism statistics may be important and, for some, statistics on transfer payments received from abroad etc. may be important. Manufacturing and service sectors may be important in most of the States/ UTs. The NSC recommends that the DESs have to evolve ways and means to produce statistics at sub-state level on these sectors on a regular basis to augment the efforts of the CSO, the NSSO and other Central statistical organisations. It would be necessary for the DES to identify, in consultation with the line departments, the list of subjects and the specific statistical products that are required to be produced on regular/ periodical basis and thereafter identify the manner in which they should be produced and the resources required for the purpose. This exercise may be taken up in a time bound manner.
- (4) The NSC observed that in most of the cases, the statistical activities are wholly planned in the Government setup and the reports are also approved for release either by the DES or by other senior functionaries. Recognizing that official statistics is a public good which should earn public trust, the NSC recommends that there is a need to evolve procedures and protocols and involve outside experts to ensure quality and credibility for official statistical products provided by the States.
- (5) It was reported to the NSC that statistical work in many departments in the States/ UTs is being done by persons not qualified/ trained to do the work. Where a common statistical cadre exists, steps may be taken to encadre all such posts into that cadre, to the extent feasible. Pending action on these lines, the NSC recommends that the DES may assess the training requirements in all such cases, and prepare training modules for imparting training to the concerned staff. Based on the modules so developed, the staff may be put on training so that they would be in a position to deliver the relevant statistical products with completeness, quality and timeliness. The training modules shall be wholly related to their work programme and target oriented. For the purpose, the States/ UTs may establish their own dedicated training units or utilize the services of training academies/ institutions available locally.
- (6) The Rangarajan commission recommended that the State Governments may consider setting up commissions or committees to advise them on the manner of implementation of its recommendations and on other issues relating to States' statistical system. It was reported that a proposal to constitute a state level commission has been under the consideration of

the Government of Kerala. The Government of Tamil Nadu had constituted a State Statistical Committee. It is recommended that all States/ UTs may consider evolving such mechanisms to ensure statistical coordination, sharing of statistical information/ data and participation in common activities of importance at State/ UT level among the concerned agencies of the Centre and the State/ UT operating at State/ UT level.

- (7) The States/ UTs may have to lay more emphasis on data collection and quality scrutiny of the data and identify specific strategies and allocate resources for ensuring quality of data.
- (8) The NSC found that the statistical officers/ staff at State/ UT level handle activities of statistics as well as planning/ programme implementation and that in most cases, the relevant posts in the two disciplines have horizontal and vertical mobility, which is the feature of a common cadre. In this kind of a system, it is possible that statistics takes a back seat. There is a need to delineate the planning/ programme implementation functions from statistical functions, as the job requirements of the two disciplines and the protocols to be maintained are different. The NSC recommends that the two functions should be kept separate to improve professionalism in statistics.
- (9) It is advisable to have separate budgetary heads and separate human resources for statistics in all the Departments to facilitate bringing improvements in the statistical system. This will also facilitate review and reallocation of the budgetary and human resources among the Departments from time to time by the DESs. In addition, adequate financial powers also may be delegated to the DESs to ensure timely dissemination of statistics.
- (10) Use of information technology (IT) is very important for bringing improvements in the statistical system. Specific measures with the help of the National Informatics Centre (NIC) to introduce IT in data collection, processing, dissemination, data sharing among central/ state statistical agencies and archiving of statistical reports/ data need to be taken up.
- (11) An opinion has emerged in the meetings with representatives of States that there is need to conduct statistical audit on the statistical products. Statistical audit is a new concept in India, which needs to be evolved in full measure, over time. Basically, the purpose of statistical audit is to scrutinize the entire gamut of statistical activities that have gone into the making of a statistical product to see whether it was done in a professional way without any bias. The NSC recommends conducting periodical statistical audit on all regular products of the DES and the line Departments, by outside experts.
- (12) Information that is collected periodically as a by-product of administering various statutes/ regulations need to be properly formatted, processed, tabulated and disseminated on a regular basis. Statistical frames need to be prepared and dynamically updated in respect of all enterprises registered/ licensed/ recognized under various laws at all levels of the Government. The DESs shall advise the concerned Departments and local governments in formulating a detailed system for achieving this goal. The information available through this exercise may be used as a frame for augmenting the information through periodical sample surveys. The DESs should integrate administrative statistics collected from common respondents. A separate Data Integration Unit should be established within each DES to integrate data and disseminate it on regular basis.
- (13) The primary data collection should be converted to E-mode in a phased manner. The data collection machinery in the villages (particularly in respect of agricultural statistics) and urban areas should be trained on computers for the purpose. In cases, where the data

collection has to be done on paper schedules due to local conditions, appropriate software for data entry and transmission needs to be developed to enable the primary staff to submit the information collected by them in e-mode.

- (14) For effective implementation of the TRS/ EARAS schemes in agricultural statistics, it is necessary to identify a sample of 20% to represent the whole State/ UT. For the purpose, the latest data of agricultural census and land records may be used to identify five equally likely sets of samples so that each set could be covered in each year of a five year cycle.
- (15) The data collected by the Centre and the results thereof in respect of censuses and sample surveys may be furnished to the DESs in accordance with a predetermined time frame. The CSO may formulate a time frame in consultation with other central Ministries and monitor its implementation.
- (16) The vacancy position in the common statistical cadres of the States/ UTs is alarmingly high in most of the cases. The concerned authorities may take steps to address this problem expeditiously. Where necessary, the DESs may initiate a system of empanelling some qualified persons from open market in each district/ taluk, impart general training to them and engage them for statistical work to cope up with the shortages in staff strength.
- (17) The DES, Kerala reported that Gram Panchayats in Kerala collect information on 350 parameters, maintain a register for the purpose and disseminate the information through website. The DES may have the information to be compiled at State/ District level and disseminated on periodical basis. The other States/ UTs may also examine the system and gain by the experience of Kerala. Simultaneously, flow of statistical information from State/ District/ Taluk levels to the village level may also be ensured. Dissemination of statistical information at village level using the institution of 'Gram Sabha' or otherwise may be explored.
- (18) The States/ UTs that are participating in the National Sample Surveys (NSS) conducted by the National Sample Survey Office (NSSO) shall bring out results and place unit level data in the public domain, within one year after completion of each survey. It is also advisable to bring out results of NSS on quarterly basis on the basis of State NSS samples, as is being attempted by the DES, Andhra Pradesh.
- (19) Some of the States have developed some good systems over the years, for assisting policy making. As a general practice, the success stories of any State could be shared by other States to consider implementation in their states. For example, the rainfall reporting system, early warning system (weather forecasting) and disaster management system developed in Andhra Pradesh could be useful in other States/ UTs.
- (20) A dedicated unit to carry out surveys and handle coordination work with line Ministries, especially on administrative statistics may be established in the DES.
- (21) At state level, there should be regular interaction among the DES, its line Departments, field offices of Central Ministries capable of producing survey data or administrative statistics, academia and the Dy. Director General (DDG) of the NSSO posted in the State and assigned with coordination functions. The DDG shall assist the concerned DES in finding ways and means to improve state statistical systems.
- (22) It was reported that the statistical officers/ staff in Union territories are not paid salary and allowances on par with their counterparts at the Centre. The issue of parity in pay scales to statistical staff may be addressed immediately, to keep the morale of statistical staff high.

The MOSPI may, in consultation with the M/o of Home Affairs and the UT Administrations, consider encadering the statistical function posts of the UTs in to the Indian Statistical Service and the Sub-ordinate Statistical Service at appropriate levels.

- (23) The North-Eastern States and other smaller States/ UTs, require specific help and guidance on statistical matters from the Centre. A clear cut statistical system needs to be evolved in these cases. The MOSPI may constitute an Expert Committee to study the requirements of smaller States/ UTs and evolve a specific statistical system to meet those requirements. In the case of North-Eastern States, the MOSPI may establish a Data Processing Centre in one of the States to train and assist the States in processing and tabulating statistical data.
- (24) Users of state level data need to be consulted periodically to understand data gaps as also to improve the existing products. The DESs may plan user meetings accordingly. The MOSPI and other central statistical organisations may also be invited to participate in such meetings.

6.13 With regard to specific problems in the Union territory of Lakshadweep, the following recommendations are made.

- (1) An Expert may be appointed by the Union territory of Lakshadweep under the SSSP (or otherwise) to evolve a full fledged statistical system for the UT. The officials of the Directorate and other Govt. functionaries in the UT as also the Dy. Director General of the NSSO (FOD), Kerala may assist the Expert so appointed, in his work. A set of statistical products including administrative statistics required to be produced and disseminated on a regular basis in the UT needs to be evolved.
- (2) The Lakshadweep Administration and the MOSPI may consider conducting Annual Survey of Industries (ASI) in the UT through the statistical staff of the UT. In case of National Sample Surveys (NSS), it was reported that the staff of NSSO located in Kerala conduct the survey operations in the UT and that the UT has not been participating in the NSS. The NSSO has no field office in the UT. The UT may consider participating in the NSS by engaging local staff for the purpose, as the NSS data would be useful in understanding the socio-economic conditions of the people in the UT. The MOSPI may consider allocating funds to the DES for conducting the ASI and the NSS in the UT.
- (3) The Department of Agriculture and Cooperation may advise the UT of Lakshadweep with regard to land records/ crop forecasting system suitable for the UT.

CHAPTER-VII

OTHER ISSUES RELATING TO THE INDIAN STATISTICAL SYSTEM

Consultation with NSC on major statistical activities

7.1 It was reported that the Cabinet Secretariat issued directions to all the Ministries/ Departments at the Centre with regard to consultation process on major statistical activities by line Ministries. On the basis of these directions, the MOSPI prepared draft guidelines to be issued to line Ministries and placed before the NSC. The guidelines were intended to avoid unnecessary duplication in data collection, avoiding conflicting statistics, and collection of statistics in a professional way subject to the oversight of the NSC. The NSC recommended for issue of the draft guidelines, subject to the following conditions, which need to be suitably incorporated in the draft.

- The Technical Committee/ Working Group for Surveys would be constituted by the NSC.
- Ministries/ Departments shall place necessary funds at the disposal of NSC Secretariat for meeting the expenditure on organization of the meetings of each Technical Committee/ Working Group.
- In case of outsourcing, NSC itself may identify appropriate institution/ agency to undertake surveys.

Adjustment for Seasonality

7.2 India, being an agrarian economy, the statistics on various economic activities will have seasonal implications. In order to have a clear picture of growth or otherwise, in terms of various economic parameters and related indices, it would be necessary to adjust such parameters and indices for seasonality. Besides, it may also be necessary to measure seasonality in the Indian context.

7.3 The officers of the CSO made a presentation before the NSC on the trial estimation of seasonality adjusted (SA) quarterly estimates of GDP (QGDP). The issues relating to the adoption of appropriate software available for SAs as also the level of disaggregating of GDP data for releasing SA series were discussed during the presentation. The Commission noted the efforts made by the CSO (NAD) in this regard and observed that the compilation of SA series for whole range of short term economic data series, particularly the QGDP, the IIP, the Price Indices etc., need to be examined in depth. The Commission, therefore, recommended that a study on these aspects may be done by the CSO through the National Institute of Public Finance and Policy (NIPFP).

Divergence between NSS Consumer Expenditure estimates and National Accounts PFCE

7.4 The issue of divergence between National Accounts private final consumption expenditure (PFCE) and the NSS consumer expenditure estimates was studied by many experts.

7.5 The PFCE is generated from two official sources. First, as a part of the National Accounts Statistics (NAS), the Central Statistical Organisation (CSO) compiles annually the estimates of private consumption. Secondly, the Household Consumer Expenditure Surveys (HCES) of the National Sample Survey Organisation (NSSO) yields the estimates of private consumption. The former is available as a macro estimate for the nation as a whole while the latter are available at State level separately for rural and urban areas, which can be aggregated to a national estimate. The data from

the two sources for the years from 1972-73 to 2004-05 shows that the difference has increased from 5 percent to 50 percent. Moreover, the growth in per capita consumption expenditure of NAS is higher than that of growth in per capita expenditure of NSS.

7.6 Earlier, the Planning Commission was using NSS estimates adjusted to NAS level of consumption for estimation of poverty. As the divergence between the two estimates grew progressively, the Planning Commission switched over in 1997 to redefine poverty line exclusively on the basis of NSS estimates without making adjustment to NAS level of consumption, as recommended by Lakdawala committee. There is another strong reason for doing so. The unadjusted distribution yielded the poverty ratio as 54.88 percent in 1973-74 and 26.10 in 1999-2000, a decline of 29 percentage points. The NSS consumption distribution adjusted to the CSO consumption expenditure yields a poverty ratio of 28.32 percent in 1973-74 and 4.34 percent in 1999-2000, marking a decline of 24 percentage points during this period. Thus, if the NAS PFCE is considered as correct, the level of poverty is virtually non-existent. Thus, we have a situation where one official estimate is used for assessing poverty while the other official estimate is used for estimating national income.

7.7 The CSO constituted a Committee to look into the Divergence between NSS Consumer Expenditure estimates and National Accounts PFCE. The report of the Committee on this subject was presented before the NSC by Dr. Savita Sharma, the Chairperson of the Committee.

7.8 The Savita Sharma Committee felt that the difference in the two sets of estimates is inherent in the methodologies adopted for preparing the estimates. The Committee made suggestions for improvement in the methods of deriving NAS estimates and data collection in the HCES.

7.9 On examination of the Savita Sharma Committee report, the CSO (NAD) felt the necessity of conducting fresh studies to update rates and ratios used for improving NAS estimates of PFCE. An attempt has been made by them to implement some of the suggestions given in the Report in the recently introduced revised series of NAS. The inter-industry consumption has been introduced in pulses, oil and oil seeds, meat, fish and egg, tea and coffee. The rates and ratios have been updated to the extent data was available from various sources. The CSO (NAD) feels that while efforts should be continued to update the rates and ratios, exploratory exercises need to be carried out to improve the under-reporting in NSS estimates.

7.10 The suggestions given by the Dr. Savita Sharma Committee on improving the NAS and NSSO estimates were considered by the NSC. The following recommendations were made by the NSC.

- (1) The deficiencies and suggestions given by the Committee shall be placed before the Working Group on 68th Round NSS for working out possible improvisations in the methodology of consumer expenditure survey.
- (2) CSO (NAD) shall be represented in the Working Group of 68th Round.
- (3) The CSO (NAD) also shall take steps to update the rates and ratios used in estimation of PFCE.

Training of statistical manpower

7.11 The National Academy of Statistical Administration (NASA) under the MOSPI has become operational on 13th February, 2010. The responsibility to equip the country's large set of statistical personnel updated with newer practices in the official statistics and data management has been entrusted to the NASA. Thus the task before NASA is not only to develop an effective training strategy and impart training to the statistical personnel working in the various Ministries and Departments of

the Central Government and the statistical officers and officials in the line Departments from the States/ UTs Governments and Public Sector Undertakings, but also to update curriculum, course material from time to time. The programmes conducted and organized at NASA entail induction, refresher trainings and a few need based specialized trainings on various subjects.

7.12 To fulfill the country's international commitments, NASA also organizes trainings for international participants, mostly coming from SAARC region, Africa and other Asia Pacific region. Besides, workshops and seminars are also held on current topics. Many of these are supported by various International agencies like UNSIAP, ESCAP, UNSD, UNICEF etc.

7.13 The other important area in which NASA is involved is to promote research in official statistics as well as in other emerging areas for development of quality databases. NASA is also contributing towards enhancing awareness about challenges of development of an efficient official statistical system among teachers and students at the university level. For this, NASA proposes to organize workshops, seminars and specialized training programmes for them.

7.14 In the first year of its inception, out of 72 training courses proposed to be held, 66 courses were organised/ conducted by the NASA. This included two training programmes for participants of SAARC countries, two for Sri Lanka participants and one for participants of ESCAP countries sponsored by the UNSD. Besides, India also organised jointly with UNSIAP the Eighth Management Seminar for Heads of NSOs of ESCAP countries on 'Enhancing the Image and visibility of NSOs'. The delegation from UNSIAP, China, Qatar, and Mongolia also visited NASA to discuss the possibilities of enhancing further cooperation in the area of 'Capacity Development'.

7.15 As per the recommendations of the Training Programme Approval Committee (TPAC) under the Chairmanship of the DG, CSO, the training programmes to be organized at NASA during 2010-11 are as follows:

- (i) Two-years Induction training of officers of the two batches of Indian Statistical Service (ISS) probationers (Batches XXX and XXXI)
- (ii) Twelve-weeks induction training for SSS officials promoted to Junior Time Scale (JTS) of ISS: 2 programmes
- (iii) Eight-weeks induction training for the newly recruited Subordinate Statistical Service (SSS) official: 8 programmes
- (iv) Two-weeks Integrated Training Programmes (ITP) for the in-service Subordinate Statistical Service (SSS) officials: 23 programmes
- (v) One-week Training of Trainers (TOTs) for SSS courses: 2 Programmes
- (vi) One-week training on official statistics for senior professors from different Universities : One programme
- (vii) Refresher Training Courses for in-service ISS officers and senior officers from the States/ UTs: 23 programmes
- (viii) Request based refresher Training programmes for officers from Central/ State/ UTs and Public Sector Undertakings
- (ix) Three- weeks exposure to official statistics to M. Stat Students of the Indian Statistical Institute (ISI), Kolkata/ Delhi

- (x) One-week exposure course on Official Statistics for students from various Indian universities (for M. Stat Students)
- (xi) Six-weeks Training on official Statistics for the international students of International Statistical Education Centre (ISEC) course, sponsored by the ISI, Kolkata
- (xii) Two weeks Training programmes on various official Statistical systems for participants from the Sri Lankan Government
- (xiii) Two-week special training programmes for participants from countries of the SAARC region, based on request from SAARCSTAT secretariat

7.16 Keeping in view its mandate, the NASA reported that it has taken/ propose to take the following new initiatives:

- The Academic Committee set up in NASA reviewed the contents of various training programmes and restructured/ made necessary changes in refresher training, ISS training, SSS training etc.
- Curriculum Review: To review the curriculum for all the courses, to include newer areas, latest methodologies and practices, thirteen (13) subject-specific committees have been formed by drawing mostly senior level officers or retired ISS officers and other experts.
- Development of Training Strategy through Training Need Assessment: Pursuant to the discussions held in COCSSO & thereafter with experts, NASA is in the process of engaging an agency for developing training strategy on pilot basis in selected states.
- To increase awareness about Official Statistics:
- One-week training on official statistics for senior professors from the different Universities
- One-week exposure on official statistics to post-graduate students from different Universities
- Organising Seminars / workshops in different universities
- Revising the scheme of Internship programme for post-graduate students in different Universities
- NASA is in the process of implementing e-Governance through its IT infrastructure; which is under development. It intends to develop a comprehensive internet/ intranet facility in NASA, to be extended to CSO in the Sardar Patel Bhawan and the Jeevan Prakash Building, for all its administrative and financial functions.
- NASA in collaboration with international agencies will develop areas of research and support training for other neighbouring and friendly countries.
- Development of a training module on 'Gender Statistics'
- At the moment, NASA has infrastructural constraints in arranging international training. It intends to develop NASA's infrastructure further in this direction.
- Over a period of time, keeping in view the overall training load, it would be imperative to develop more training hubs. NASA would take active steps in this direction in a time span of 2-5 years.

- Considering that there is huge shortage of statistics knowing manpower, it would be prudent to decide on a national strategy as to how to expose the challenge of official statistics at the Graduate and undergraduate level. It needs to be explored whether statistics, like other subjects, could be introduced in the senior secondary level, as an independent subject, rather than a part of Mathematics. A discussion with School Boards like CBSE, ICSE etc., could be initiated.
- Review and finalisation of Manual on different subject of Official Statistics.
- Development of training manuals on advanced management training programmes of duration of 2-6 weeks including foreign training component on pattern of such programmes covered under All India/ Central Services in collaboration with IIMs for different levels of ISS officers.

7.17 The NSC considered the aforesaid facts and proposals presented by the NASA. The statistical manpower available in the country as per the recent publication of the CSO, namely, 'Statistical System in India' is 44,873. If the manpower engaged/ likely to be engaged in the administrative statistical system is also taken into consideration, the manpower which requires to be trained in statistical skills of varying degrees is about one lakh in number. Besides, there is a need to inculcate statistical sense among students at different levels of education so as to enable them to observe change through statistical findings. For this purpose, the training programmes shall be designed in such a way to enhance their content and reach. From the facts and proposals presented by the NASA, it appears that with the present scheming of training programmes, it may take several years to impart training to one cohort of trainees.

7.18 The issue of imparting training to sizeable number of statistical officers/ staff at the Centre and in the States in a time bound manner needs to be addressed. Hence, the NSC recommended that the NASA may furnish an updated note to it covering the following issues in detail along with possible outcomes that could be achieved in a time bound manner.

- (1) Identifying topics on which training is to be imparted to different target groups, both institutional and on-the-job
- (2) Scheduling the training programmes through various means such as summer workshops, broadcasts/ web casts through electronic media/ internet, producing video CDs/ DVDs for distribution to Govt. offices and universities, sensitization programmes for different segments of population
- (3) Introducing administrative statistics as a topic in the training curriculum of various training institutes/ academies imparting training to service personnel like the Indian Administrative Service (IAS), the Indian Police Service (IPS), the Indian Forest Service (IFS), the Indian Revenue Service (IRS) etc.
- (4) Introducing a course on statistics at NASA to be recognized for preparing private practitioners in statistics
- (5) Strengthening NASA to execute and monitor all aspects of training in official statistics
- (6) Establishing a Research Unit at NASA
- (7) Identifying various reports or parts thereof for disseminating them to students at different levels

Interim Report of Dr. Vaidyanathan Committee on agricultural statistics

7.19 In its 20th meeting held on 27th August 2008, the NSC recommended that a high level expert committee may be set up to examine in detail the issues relating to agricultural statistics. The NSC also recommended that the Committee could be headed by Dr A. Vaidyanathan and comprise of 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. Accordingly, the Department of Agriculture and Cooperation constituted the Committee on 26th February 2009 under the Chairmanship of Dr. A. Vaidyanathan with the following terms of reference with six months tenure.

- i) Review current methodology used in TRS, EARAS and ICS & General Crop Estimation Surveys (GCES) for estimating land use, crop-wise area, irrigated area, yield and production;
- ii) Assess problems being faced in observing prescribed methodology, organisation and procedures for collection and validation of data;
- iii) Suggest ways and means to ensure availability of estimates, which is reliable and collected timely;
- iv) Suggest institutional framework for improvement of Agricultural Statistics;
- v) Review experience of remote sensing technology for estimating area and yield of various crops;
- vi) Suggest measures, techniques and organizational arrangements needed to make satellite data more reliable by ground truthing the same
- vii) Other relevant issues for improving reliability, accuracy, standards, timely collection, etc., of agricultural statistics.

7.20 The tenure of the Committee has been extended up to December 2010. In the meanwhile, the Committee submitted an interim report in July 2010. Dr. Vaidyanathan, Chairman of the Committee and the Member Secretary of the Committee made a presentation before the NSC in its 36th meeting. The main points in the presentation are given below.

- The deficiencies in the current system of both area and yield estimation under TRS/ EARAS are not due to deficiencies in its design which are based on rigorous and statistically sound principles. The procedures for implementation and verification have been designed with care.
- The problem arises from serious lacunae in institutional arrangements to collect, supervise and validate basic data on such a large scale on diverse crops relying entirely on tens of thousands of poorly trained functionaries, loaded with numerous other functions, and answerable to diverse agencies for whom ensuring reliability and timely supply of agricultural data is of low priority.
- Reliable estimates of output of major crops individually and for broad categories of other minor crops for forecasts and for Government policy making at the national and state levels can be obtained with a much smaller number of villages than those currently covered by the TRS/ EARAS.
- A smaller sample will be far more manageable in terms of organisation, requirements of trained personnel and proper supervision at reasonable, affordable cost.

- Be that as it may, efforts must continue to be made to encourage states to undertake organisational reforms over time and the Centre must encourage and support this effort.
- But the Centre cannot afford to wait till the States undertake organisational reforms. A more practical and manageable approach would be to create a strong professionally managed organisation to generate reliable and timely estimates at the state and national levels which are needed for forecasting and policy purposes.
- The Committee recommends the establishment of a National Crop Statistics Centre (NCSC) as an autonomous, professionally run organization fully funded by the Centre to design, organise and supervise the generation of area and yield estimates at the state and national levels.
- It will have a steering committee comprising outstanding statisticians knowledgeable about problems of agricultural statistics and also representatives of state bureaus.
- The steering committee will (a) decide on sampling design and field procedures for compiling area and yield estimates; (b) ensure independent inspection of field work under the scheme; (c) review the reports to ensure data quality and timeliness and (d) take such action as may be necessary to correct deficiencies.
- Field work will be done by trained staff in the state bureaus appointed and dedicated exclusively to carry out the programme decided by NCSC.
- Their cost will have to be borne entirely out of the central budget.

7.21 Dr. Vaidyanathan stated that the issue of using remote sensing technology for improving agricultural statistical system would be addressed in the final report of his Committee.

7.22 The NSC considered the interim report of the Prof. Vaidyanathan Committee and made the following observations.

- (1) The interim report may be circulated to experts, States/ UTs, NSSO, NCAP, NRSA, ISI, ICSSR Institutes, Agro Economic Centres and IASRI and their views may be obtained.
- (2) On the basis of suggestions received, the Dept. of Agriculture & Cooperation may process the interim report for implementation.
- (3) The Committee mainly recommended a sample survey to control sampling as well as non-sampling errors in an effective way to produce estimates of high quality and credibility at national and state levels. The sample size to achieve this goal needs to be worked out scientifically. It also needs to be examined whether there is a need to provide estimates for all the agro-climatic regions in the country.
- (4) The proposed sample survey needs a reliable frame for deriving multipliers required for arriving at aggregate estimates. This involves preparation of a frame either from the available revenue records after eliminating its deficiencies or by adopting all together a new methodology.

7.23 The NSC reaffirmed the importance of the report of the Dr. Vaidyanathan Committee on agricultural statistics and recommended that the Department of Agriculture and Cooperation may process the report expeditiously on the above lines and report to the NSC.

Implementation of 13th Finance Commission recommendations on improving State Statistical Systems

7.24 The 13th Finance Commission (FC-XIII) made certain recommendations on the issue of improving statistical systems in the States. The relevant extract of the report of the FC-XIII is given below.

“12.98 A number of steps have been taken to strengthen the statistical system in the country. The National Commission on Statistics (NSC) was set up to comprehensively steer the growth of the statistical system in the country and oversee all initiatives for its growth. The National Strategic Statistical Plan (NSSP) 2008 sets out the medium term strategy for empowering the existing statistical framework to produce comprehensive good quality relevant economic and social data for policy and decision making. The India Statistical Project (ISP) focuses on strengthening the statistical capacity of all States and Union Territories. In particular, they are being encouraged to effectively meet the national minimum standards with regard to twenty key statistical activities.

12.99 Despite these impressive achievements, a number of important issues remain to be addressed. These are outlined below:

- (i) FC-XII noted the need to measure Gross State Domestic Product (GSDP) at market prices consistent with national estimates, instead of at factor cost, as is presently being done. This is still not available. Further, the measurement of GSDP across states should be standardised such that use of comparable GSDP series by the Finance Commission and other bodies is made redundant.
- (ii) This Commission has elsewhere made recommendations on the need to incorporate environmental considerations into government policy. As part of this effort the estimation of Green GDP/GSDP would be very valuable. Such an estimate would account for depreciation of natural assets and consider loss of income due to environmental degradation.
- (iii) Comparable estimates of district income are extremely relevant for measuring intra-state income disparities. This will enable State Governments to effectively plan policy and programme interventions. They could also be used as a parameter for horizontal distribution of fiscal transfers. As many as 23 states have generated district income statistics for the period 1999-2000 to 2005-06. For these to be usable, all states should generate this data in accordance with the guidelines of the Central Statistical Organization (CSO). They also need to be validated at the national level to ensure comparability.
- (iv) For equitable horizontal distribution, the measurement of cost disabilities is important. The cost of services varies across states due to a large number of factors such as geographic location, population size and distribution and demographic characteristics. Further, to estimate cost disabilities of states, two types of data are required: (a) quantifiable measure of the level of various services available in different states and (b) the corresponding unit cost. As of now, such data are not available.
- (v) Measurement of inter-regional trade data would be useful to provide insights in an inter-regional framework.

12.100 We recommend that the Ministry of Statistics take steps to fill in the statistical gaps outlined above. To ensure that the National Strategic Plan is implemented effectively, this

Commission recommends grant assistance to State Governments, which should be utilized by them to fill in infrastructure gaps.

12.101 At least 75 per cent of the grant will be utilised for strengthening statistical infrastructure at the district level not covered by the India Statistical Project and the proposed CSS pertaining to Basic Statistics for Local Level Development. A maximum of 25 per cent of the grant can be used for improving statistical infrastructure at state headquarters. States will be eligible for Rs. 616 crore in the aggregate, with Rs.1 crore being provided to every district. State-wise eligibility for this grant is placed in Annex 12.14.

12.102 The grant will be drawn down in five annual installments. The first installment will be drawn down only after the state submits an expenditure plan for the entire grant. All subsequent installments will be drawn down after submission of UCs/ SOEs for the previous installments. States are provided the flexibility to modify their expenditure plan at any time.”

7.25 The recommendations of the FC-XIII, applicable to 28 States, came up for discussion in the meetings the NSC had with the representatives of some States. The DG, CSO has informed the NSC that the CSO would be issuing methodological guidelines to the States with regard to measuring Gross State Domestic Product (GSDP) at market prices consistent with national estimates and on district income. It was also stated by the DG, CSO that they would be formulating methodological guidelines on estimating cost disabilities of states and measurement of inter-regional trade data, in consultation with the DGCI&S. A workshop would be held to impart training to the States on methodological aspects. The NSC recommended that these items of work may be completed in a time bound manner.

7.26 It was reported that no action could be taken by the CSO on measuring Green GDP/ GSDP. The NSC recommended that some of the experts, like Dr. Manoj Panda of the CESS, Hyderabad may be consulted on the issue.

Development Information System (DevInfo)

7.27 The Development Information System (DevInfo) is a database system for monitoring human development. It is a tool for organizing, storing and presenting data in a uniform way to facilitate data sharing at the country, regional and global levels across government departments, United Nations (UN) organizations, civil society organizations and development partners. DevInfo has features that produce tables, graphs and maps for inclusion in reports, presentations and advocacy materials. The software supports both standard indicators, including indicators for the Millennium Development Goals (MDGs) and user-defined indicators. DevInfo can operate both as a desktop and a web-based application.

7.28 DevInfo is currently a global programme funded by eight UN organizations and managed by the DevInfo Global Administrator. The main oversight body is the DevInfo Inter-agency Advisory Committee which reports to the Working Group on Programming Issues within the United Nations Development Group (UNDG). The implementing partner for DevInfo support is the Community Systems Foundation, a not-for-profit foundation. Some support is also provided by the United Nations Development Operations Coordination Office (DOCO) and through regional support structures.

7.29 The objectives of the DevInfo initiative are: to anchor DevInfo implementation in a wider national effort to collect, analyse and disseminate information on human development to ensure long-term sustainability and usage of the database system; to strengthen the capacity of governments to adapt DevInfo to their national monitoring strategies and thereby effectively use DevInfo technology to monitor

progress in human development; and to strengthen the capacity of UN country teams and national partners to effectively use DevInfo in monitoring progress on national and international priorities, such as the MDGs.

7.30 DevInfo originated in India in the form of ChildInfo in 1995 for monitoring the World Summit for Children indicators. Subsequently it was adopted and developed as a database system for integration of databases and applications for production of tables, charts and maps. Corresponding to the ChildInfo Platform, an Indian adaptation was made in the form of CensusInfo India Version-1.0 in the year 2000 to use the Census 1991 data of India.

7.31 With the inception of DevInfo Version 4.0 in the year 2004, India came out with two adaptations on the same platform namely, CensusInfo-India Version-2.0 in 2004 and DevInfo-India Version-1.0 in the year 2005. The former was prepared for the Census 2001 data of India while the latter was for Socio-Economic Development Indicators of National and Sub-National levels compiled from various sources of the National System of Statistics including the Census Data for selected social and economic indicators. The experience starting with CensusInfo was particularly helpful for the DevInfo India Version-1.0. All the shape files for the geographical constituents of India up to sub-district level were developed for the CensusInfo and the same were used in the DevInfo India Version 1.0. This is a unique example to produce unified organisation of data on a common platform.

7.32 The international version of DevInfo-5.0 came into being in the year 2005-2006. The corresponding Indian adaptation in the form of DevInfo India Version 2.0 as a stand-alone tool was developed by CSO in collaboration with the UNICEF and released in the year 2008. Programmed primarily with the objective of facilitating certain easy-to-use methods of statistical comparison over time and space/areas, the tool (in the form of a CD) was able to handle a large set of data covering various socio-economic subjects and helped demonstration and monitoring of progress through various indicators existing in the database in different levels, national to the level of districts/sub-districts for many indicators. This database system contains more than 10 lakh records at national, state and sub-state level on 314 indicators covering the following sectors/ themes:

- Demography
- Economy
- Education
- Environment
- Health
- Information and communication
- Infrastructure
- Trade
- Women

7.33 The second edition of DevInfo India included new indicators on Economy (GDP, Poverty, Employment, Consumption, etc) and other sectors whereas a number of indicators of the earlier edition were eliminated. It contained the latest statistics available from some of the major surveys in the country such as National Family Health Survey III, District Level Health Survey, the results of some of the rounds of National Sample Survey, in addition to the results from Sample Registration System,

the latest releases of Census 2001 data and other administrative data from various ministries and statistical organizations. The indicator-set of the first edition was rationalized to make the old data correspond with revised/updated information of the second edition. More than one million records from 100+ sources were disaggregated by location, sex, caste/tribe with more rationalized classification of sectors. India is currently using this version of web enabled database system with advanced technology platform for advocacy, report and profile preparation mainly at the national level.

7.34 Version 2.0 was much more powerful in spatial comparison with presentability at any number of levels, had a useful search engine and web-enabled updation facility. This user-friendly version was meant to support production of evidence-based presentations of development statistics for all kinds of stakeholders.

7.35 A quantitative comparison between the first two versions of DevInfo India is possible from the following details.

S. No	Particulars about Indicators	DevInfo India 1.0	DevInfo India 2.0
1.	No. of Indicators	299	310
2.	No. of I-U-S	1619	1972
3.	No. of L ₁ indicators	295	310
4.	No. of L ₂ indicators	268	273
5.	No. of L ₃ indicators	56	69
6.	No. of L ₄ indicators	20	10

I-U-S: Indicator-unit-subgroup; L stands for geographical levels – national, state, district and sub-district

7.36 Towards the objective of taking this forward to users at different places and to sensitize and train administrative as well as statistical people in the States, a pool of resource persons were created through various rounds of trainings in collaboration with the UNICEF, including Training of Trainers, involving statistical persons of the MOSPI and other source Ministries. Training Division of CSO has included short modules on DevInfo for a number of training courses imparted at its centre. This training module is mainly of the nature of familiarization with the basic use of DevInfo. The State Governments Officials, trainees of international courses, students of ISI and other academic institutions and officials of Subordinate Statistical Service have also been trained through this training module. To promote the use of DevInfo in district level administration, Probationary Officers of IAS 2006 batch received training in DevInfo in a four-day course.

7.37 Despite long-standing implementation of DevInfo in India, it still has a limited use as an integrated database. The current product is CD based which limits both the use and continuous updation of the dataset. There is also a challenge in the identification and distribution of new information when updated. DevInfo implementation in India today is more an activity or event based and has not been institutionalized as a regular process.

7.38 The new international version, DevInfo Version 6.0, is now available with enhanced utilities and user-interface. Some of the key features include - intuitive user interface with easy navigation, new

data wizard of quick and easy data search, flexible database connectivity option—data can be stored in MS Access and scaled up to RDBMS such as MS SQL, enhanced data presentation experience including tools for creating videos and e-books, additional reporting features to create profiles or generate reports and advanced gallery features to edit presentation objects and publish them to an online gallery.

7.39 With this, DevInfo India needs to be evolved as a process rather than an event to facilitate monitoring the social sector indicators including the MDGs. Therefore, it has been decided by the CSO to start the work for preparation and release of next adaptation of DevInfo, called DevInfo India Version 3.0 on the latest international platform of DevInfo Version 6.0.

7.40 An inter-ministerial meeting of the important Ministries of Government of India, associated with collection, compilation and release of socio-economic data for DevInfo India database, was held on 9-10 June 2010 to deliberate on some of the policy issues including the huge potential of the software for outcome monitoring and local organization of statistics for administrative purposes. It also discussed the roles of various Central Ministries in developing an integrated DevInfo database and its continuous updation in a process mode, through which producers and users of data can continuously interact with one other and the data system can evolve. The meeting was chaired by the then CSI, Dr. Pronab Sen. The meeting was followed by a one and half day long workshop of statistical officials of Ministries of Government of India and other organizations involved in collection, compilation and release of socio-economic data, which may find place in DevInfo India database to review the existing set of indicators, time points, sources and area for the purpose of fine tuning of the system while developing the new DevInfo India Version 3.0.

7.41 Among the issues which were flagged in the meeting, the most important one was about mainstreaming DevInfo India as a decision-supporting data manager and a vehicle for providing useful insights of the locales of the problems for development initiatives.

7.42 The Commission appreciated the efforts made by the CSO in developing the Devinfo system for the purpose of dissemination of data that are already in the public domain in a user friendly and integrated manner. It was felt necessary that all Ministries own DevInfo India data system as a part of their core statistical process built on a common platform, which can serve as an interface for a unified system of cross-sectoral analysis of data. Towards this objective, the CSO proposed that the following elements need to be recognized.

- a. Obligatory ownership of DevInfo India by all central Ministries that produce data for DevInfo India system
- b. Access to web-based version of DevInfo India through the web-portals of the Ministries
- c. Inter-Ministerial mechanism for enabling DevInfo India evolve as a process
- d. Concurrent on-line updation of database as and when new datasets are brought out by source Ministries
- e. Use of DevInfo India database for facilitating decision making and policy formulation in the administrative ministries.

7.43 The Commission endorsed the initiatives taken by the CSO and recommended that the MOSPI may co-ordinate with all the Central Ministries in implementing the aforesaid elements.

Proposal of the MOSPI on integration of economic census with Caste and/ or BPL census

7.44 Having conducted the 5th Economic Census in 2005, the MOSPI proposed to conduct the 6th Economic Census during June-September, 2011. A Standing Committee on 6th Economic Census has been constituted on 29th January, 2009 under the Chairmanship of the CSI for providing over-all direction and guidance for the conduct of Economic Census in all the States and UTs.

7.45 It was reported to the NSC that the Registrar General of India (RGI) and the Additional RGI met the CSI on 12th November, 2010 and apprised him about the proposal for conduct of Caste Census as well as Below Poverty Line (BPL) Census during 2011. They informed that the Ministry of Home Affairs has been of the view that since the three Censuses are being conducted simultaneously, it would be appropriate that the exercise is taken up simultaneously by suitably integrating data collection instruments and processing of data of the three Censuses. It was also informed that the integration would help in economising both in terms of manpower requirement for the three Censuses and also in reducing the overall cost for such an exercise. It was also reported that the Ministry of Home Affairs, due to time bound requirement of Caste Census, proposes to issue an Ordinance so that the services of school teachers may be utilized for the conduct of these Censuses. The CSI suggested that the DG, CSO along with Addl. DG, CSO (Economic Statistics Division) and Addl. RGI may consider schedules of the three Censuses and examine possibility of their integration.

7.46 The proposal of integration of the schedules were discussed in a meeting held in the Chamber of the DG, CSO on 15th November, 2010, which was attended by Additional RGI, Addl. DG, CSO (Economic Statistics Division) and the Dy. DG (Economic Census). In the meeting, it was observed that the schedule of Caste Census can be suitably integrated with/ or canvassed along with Economic Census Schedules. The schedule of BPL Census which was being pilot tested contained around 100 items and was found incompatible with EC. Final version of the BPL Census Schedule was yet to be made available.

7.47 The issue was discussed at length at the Second Meeting of the SCEC held on 16/11/10 in which representative from RGI was also present. General view of the SCES was that it would be better if the Economic Census is conducted independently. However, some of the members felt that the whole issue should be further examined keeping in view technical and other administrative aspects for integration of these Censuses.

7.48 It has been explained by the CSO Officers that the Govt. is going to launch three censuses, namely, the caste census, the BPL census and the economic census, sometime during 2011. It was also stated that the details of caste of each individual have to be filled in the National Citizenship Register as a part of this exercise. The logistics in conducting three censuses and the data requirements have been broadly discussed. The Commission desired that the Officers of the concerned Ministries may be invited by the CSO (Economic Statistics Division) for a detailed discussion before a final view could be taken.

CHAPTER-VIII

CONSULTATION PROCESS OF THE NSC

8.1 The NSC is mandated *inter alia* to constitute professional committees or working groups to assist it on various technical issues, to exercise statistical audit over the statistical activities to ensure quality and integrity of the statistical products, and to advise the Government on the requirement of legislative measures on statistical matters including the statute for the National Statistical Commission. The NSC has initiated a consultation process during the period under report in respect of some important issues relating to its mandate. The details are given in the following paragraphs.

Committees constituted

8.2 The NSC had constituted nine professional committees on different subject areas, which in the opinion of the NSC are crucial for improving the official statistical system. In each Committee, besides officials of the concerned Government Departments, experts in the relevant field have been included as members. Details of these committees are briefly given at Annex-III. The Committees started functioning during the period under report and are expected to submit their reports during 2011-12.

8.3 It was noted that the Secretariat created to service the Rangarajan Commission was wound up as soon as that Commission submitted its report to the Government in August 2001. Thereafter, all the recommendations of the Rangarajan Commission were considered in the Cabinet meeting held on 27th February, 2002 and the recommendations were noted for implementation. The MOSPI was entrusted with the task of coordinating and monitoring the process of implementation by various Central Ministries and States. At the Central level, an Empowered Committee was constituted on 2nd January 2003 under the Chairmanship of Secretary, MOSPI with a clear mandate to implement the recommendations of the Commission. The Empowered Committee had the representation of the DOPT and the Dept. of Expenditure in it. Over the years, the Committee has become defunct. In view of these reasons, the process of implementation of Rangarajan Commission's recommendations has become slow. The MOSPI appears to have not identified a dedicated team of officers for this work. Ever since the NSC has been constituted on 12th July 2006, its recommendations got added to the list. The Action Taken Reports submitted to the Parliament have been found to be somewhat vague in many cases. All this has prompted the NSC to constitute a Standing Committee, under the Chairmanship of Prof. Sudipto Mundle, Member, NSC, for monitoring the implementation of the recommendations of the Rangarajan Commission and the present NSC, and report periodically to the NSC. The committee started functioning. In order to make the efforts of this committee fruitful, the NSC recommends that the MOSPI may constitute a dedicated team of officers to handle the work of coordinating the implementation process.

Pilot study on estimation of savings and investment through household survey

8.4 In its 29th meeting, the NSC noted the recommendations of the High Level Committee on estimation of Savings and Investment under the Chairmanship of Dr. C. Rangarajan and the follow-up action proposed by the Addl. DG, CSO (NAD). It was decided that the NSSO would take up a pilot survey during 2010-11 as recommended by the Committee. It was desired that the expertise available with the NCAER and the M/o Agriculture (in respect of farm income) in directly surveying income of households may be utilized for the purpose. The NSC recommended for constituting an Expert Group to work out the methodological details for the pilot study, under the Chairmanship of Shri Suman K.

Bery, Member of the NSC with the representatives of the NCAER, M/o Agriculture, NSSO, CSO (NAD), and the RBI as Members. The CSO (NAD) proposed the constitution of the Committee as follows.

(1)	Shri Suman Bery, Member, NSC	Chairman
(2)	DG, CSO	Member
(3)	DG, NSSO	Member
(4)	Addl. DG, CSO (NAD)	Member
(5)	Addl. DG, NSSO (FOD)	Member
(6)	Addl. DG, NSSO (SDRD)	Member Secretary

8.5 The NSC considered the aforesaid proposal in its 33rd meeting and recommended inclusion of the names of Dr.N.S.Sastry, Dr. Ramesh Chand, Dr. S.L.Shetty and Shri M.R.Saluja in the Committee.

Reconstituting the Advisory Committee on National Accounts Statistics

8.6 A proposal was received from the CSO (National Accounts Division) for reconstituting the Advisory Committee on National Accounts Statistics (ACNAS), as detailed below.

8.7 The existing ACNAS was set up, under the chairmanship of Prof. K. Sundaram of the Delhi School of Economics, on 22.05.07 after the previous base year revision in 2006. The terms of reference of the ACNAS are as follows.

- (i) To revise the data base and advise on data collection through sample surveys, type studies etc. for implementing the recommendations of the 1993 System of National Accounts (SNA).
- (ii) To advice on the methodology for compilation and presentation of National Accounts Statistics for purposes of economic analysis and policy and on promotion of research in the field of National Accounts Statistics.
- (iii) To advice on undertaking studies for improvement of National Accounts Statistics in terms of coverage, adoption of new classification recommended by the UN Statistics Division to capture impact of recent policies/efforts of the government and development of sequence of accounts for various institutional sectors;
- (iv) To provide guidelines on the presentation of methodology document on National Accounts Statistics, sources and methods as per new series.
- (v) To provide guidelines for the development of regional accounts; and
- (vi) To advise on any other matter referred to the Committee by the National Statistical Commission in respect of national accounts.

8.8 It was reported that it has been customary to review the existing ACNAS and reconstitute it after every base year change and that the CSO has introduced new series of National Accounts Statistics with base year 2004-05. Hence, the CSO submitted to the NSC a proposal for reconstituting the

Advisory Committee on National Accounts Statistics, which would be effective till the next base year change.

8.9 The proposal made by the CSO was considered by the NSC in its 33rd meeting and the NSC recommended for inclusion of the names of Dr. Bhanu Murthy of NIPFP, Dr. S. Bhide of NCAER, Dr. Manoj Panda of CESS (Hyderabad), Shri M.R.Saluja, Dr. A.C.Kulshreshtha and a representative of the ISI in the Committee in place of a few non-official experts. It was also recommended that Prof. Shibdas Bandyopadhyay, Member, NSC would be a permanent invitee in the Committee.

Reconstitution of Standing Committee on Industrial Statistics

8.10 The Standing Committee on Industrial Statistics (SCIS) was originally constituted under the Chairmanship of Prof. K.L. Krishna on 24th March 2000, prior to the constitution of the NSC. Head of the NSSO (FOD) was its Member Secretary. During this time, the SCIS has been meeting regularly and it deliberated on issues relating to ASI, IIP, Services sector and classifications (NIC and Commodity).

8.11 In its 4th meeting held on 11th September 2006, the NSC recommended reconstitution of the SCIS. Relevant extract of the Minutes is given below.

“The Commission took notice that the Standing Committee on Industrial Statistics (SCIS) requires to be re-constituted. DG, CSO who briefed the Commission on this issue informed that the Sub-Committee on IIP has completed its task. Commission desired that the recommendations of the sub-committee be placed in the Commission.

The Commission recommended that the Technical Advisory Committee for Index of Services production under the Chairmanship of Prof. C. P. Chandrasekhar would function independent of the SCIS. The SCIS will be reconstituted with Prof. Biswanath Goldar Professor, Institute of Economic Growth as its Chairman. Besides Prof. Goldar, the SCIS will have Shri R. Nagaraj of IGIDR and Dr. S L Shetty of EPWRF as non-official members. Official members of the SCIS will continue as at present in the reconstituted SCIS.

The two Sub-Committees of the SCIS under the Chairmanship of Dr. S. K. Nath and Dr. N. S. Sastry will continue till they submit their recommendations to the SCIS.”

8.12 Based on the aforesaid recommendations of the NSC, the MOSPI issued a Gazette Notification on 17th October 2006 reconstituting the Committee with the approval of Hon’ble Minister of Statistics. The Head of CSO (ESD) has been made the Member Secretary of the Committee.

8.13 The CSO partially modified the composition of the SCIS on 11th March 2010 without making a reference to the NSC and perhaps without the approval of the Minister of Statistics. Subsequently, the CSO (ESD) submitted a proposal to the CSI to further modify the composition and widen the terms of reference for incorporating the IIP issues in the terms of reference of the Committee. It is a matter of record that the IIP issues are already covered in the terms of reference of the SCIS and the issues were also discussed from time to time by the Committee.

8.14 In its 23rd Meeting held on 21st November 2008, the NSC reviewed the progress of revision of base for IIP and desired that all technical issues on IIP should be brought to the notice of the SCIS. It was also decided in this meeting that the Commission would consider the issues again after the SCIS examined the technical issues in its next meeting and the status of revision of IIP to the base year 2004-05 is received from CSO.

8.15 In its 25th Meeting held on 22nd January 2009, the NSC discussed the decisions/recommendations of the SCIS on IIP issues. It was reported in this meeting that subsequent to the

SCIS meeting, the Secretary, DIPP and Secretary MOSPI had a meeting to discuss the new base year and that the decision taken in this meeting was yet to be communicated. The NSC desired in this meeting that in future the Chairman, SCIS should be kept informed of all developments, and that the initiative for holding regular meetings is expected to come from the official side rather than from non-official experts in the Committee and that the final decision on 2004-05 as the new base year should be communicated to the Commission. It was also recommended in this meeting that the issue of evolving a flexible frame and mechanism of implementing it should be re-examined by the SCIS with the involvement of data collecting and processing agencies. The CSO did not revert back to the NSC after this meeting.

8.16 The issue of modifying the composition and terms of reference of the SCIS was discussed by the CSI with the Chairman, NSC and it was decided that the NSC may constitute this Committee afresh. Accordingly, the matter was placed before the NSC in its 41st meeting.

8.17 The NSC expressed its strong displeasure on the modifications made by the CSO on 11th March, 2010 in the composition of the SCIS without making a reference to the NSC, as the SCIS was constituted on 17th October 2006 by the MOSPI on the basis of recommendations of the NSC. It was decided that the Committee would be constituted by the NSC.

Statistical audit

8.18 The NSC appointed Dr. N. S. Sastry, former DG of the NSSO to conduct statistical audit on the on the all India Indices of Industrial Production (IIP) compiled by the Central Statistical Office (CSO), as a test case, before laying down comprehensive methodology for the purpose. The terms of reference for the audit included studying deficiencies, if any, in the following aspects:

- (i) Planning process undertaken for producing the indices
- (ii) Action plan, if any, prepared for achieving different milestones in the process
- (iii) Basis for weighting diagram and selection of item basket and computation criteria adapted for the purpose
- (iv) Data collection mechanism
- (v) Data processing and dissemination mechanism

8.19 The progress of statistical audit of IIP was reviewed by the NSC in its 41st meeting. It was reported that material obtained from the concerned offices is being examined by the Auditor and that he needs some more time to submit his report. In view of this, it has been decided to give further extension to the Auditor till 31st May 2011 to submit his report in this regard.

Interaction with some of the central statistical offices at Kolkata

8.20 The following offices of the Central Government located at Kolkata have been invited to make presentations before the NSC in its 32nd meeting about their statistical system and the issues which in their opinion need to be addressed by the NSC.

- (1) NSSO (SDRD)
- (2) NSSO (DPD)
- (3) NSSO (FOD)

- (4) CSO (Industrial Statistics Wing)
- (5) DGCI&S
- (6) Department of Statistics, All India Institute of Hygiene and Public Health
- (7) Anthropological Survey of India
- (8) Coal Controller's organisation

8.21 Based on the interactions with the officers, the following issues emerged for being taken up in due course by the NSC.

- (1) Inter-State trade
- (2) Trade in Services
- (3) Training requirements of ISS officers at Anthropological Survey of India
- (4) Research orientation to be introduced in the work culture of All India Institute of Hygiene and Public Health including enhancing their involvement in imparting training to professionals in Health MIS and in collecting data from corporate hospitals.
- (5) Reviewing the action taken on the recommendations made by the NSC in respect of Coal Statistics and the DGCI&S

Interaction with noted academicians and experts

8.22 The NSC had met some of the noted academicians and experts during its meetings held at Kolkata, Chennai, Patna, Mumbai and Shillong. While inviting suggestions from the academicians and experts on improving the statistical system and new statistical products that can be introduced in the official statistical system, the NSC expressed its concern specifically on the following issues.

- The Indian Statistical Service (ISS) has not been attracting talent in recent years.
- Research interest in official statistics among reputed institutions has been on the decline.
- Availability of trained sampling experts has been waning.
- The link between Universities and official statistical system has become weak.
- Agricultural statistical system is near collapse.
- Intellectual capital on official statistics has been depleting.
- There is lack of recognition for ISS statisticians working in various ministries.

8.23 Many useful suggestions, for improving the statistical system, emerged during these meetings, which would be considered by the NSC in due course.

Details of professional committees constituted by the NSC

S. No.	Name of the Committee	Composition (other than official members)
1.	Committee on pooling of Central and State Sample Surveys in National Surveys (NSS) etc.	Chairman: Prof. R. Radhakrishna, Chairman, NSC Non-official Members: Prof. T.J. Rao, Prof. Dipankor Coondoo, Dr. C. Ravi
2.	Committee on unorganised sector statistics	Chairman: Prof. R. Radhakrishna, Chairman, NSC Non-official Members: Prof. Sheila Bhalla, Prof. Ravi Srivastava, Prof. D. Narasimha Reddy, Dr. Srijit Mishra, Prof. Alakh N. Sharma
3.	Committee on price statistics	Chairman: Prof. Sudipto Mundle, Member, NSC Non-official Members: Dr. Himanshu, Dr. Rudrani Bhattacharya, Dr. Pami Dua
4.	Committee on data management	Chairman: Shri Suman K. Bery, Member, NSC Non-official Members: Dr. Kanakasabhapati, Dr. Rajesh Shukla, Representative of CMIE
5.	Committee on macro-economic changes	Chairman: Shri Suman K. Bery, Member, NSC Non-official Members: Prof. V. N. Pandit, Prof. N.R. Bhanu Murthy, Prof. S. Bhide, Prof. K. Krishna Murthy, Dr. Pami Dua
6.	Committee on social sector statistics	Chairman: Prof. Anil P. Gore, Member, NSC Non-official Members: Dr. J.B.G.Tilak, Dr. Indrani Gupta, Dr. Padam Singh, Dr. Asha Kapoor Mehta, Smt. Indira Hirway, Prof. Alakh N. Sharma, Prof. K. Nagaraj
7.	Committee on Statistics of Agriculture and allied sectors	Chairman: Prof. Y.K. Alagh Non-official Members: Dr. R. S. Deshpande, Prof. R Maria Saleth
8.	Committee on administrative statistics of corporate sector and allied fields	Chairman: Dr. R. B. Barman Non-official Members: Dr. S.L. Shetty, Representative of CII/ FICCI/ ASSOCHAM
9.	Committee to look into legislative measures on statistical matters	Chairman: Padma Shree Prof. N. R. Madhava Menon Non-official Members: Shri T. K. Viswanathan, Shri S. Ramaiah, Prof. G. Mohan Gopal

ACKNOWLEDGEMENT

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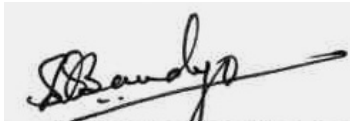
(SUMAN K. BERY)
Member



(PROF. ANIL P. GORE)
Member



(DR. SUDIPTO MUNDLE)
Member



(PROF. SHIBDAS BANDYOPADHYAY)
Member



(SMT. SUDHA PILLAI)
Member Secretary,
Planning Commission
Ex-officio Member



(PROF. R. RADHAKRISHNA)
Chairman