



REPORT OF THE COMMITTEE
TO REVIEW THE

NATIONAL STATISTICAL SYSTEM

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JUNE 1980

DEPARTMENT OF STATISTICS, MINISTRY OF PLANNING
GOVERNMENT OF INDIA

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ABBREVIATIONS USED IN THE REPORT

| | |
|-------------------|--|
| ASI | Annual Survey of Industries. |
| CSO | Central Statistical Organisation. |
| DES | Directorate of Economics and Statistics. |
| DES-Ag | Directorate of Economics and Statistics, Ministry of Agriculture. |
| DGCI&S | Directorate General of Commercial Intelligence and Statistics. |
| DGS&D | Directorate General of Supplies & Disposals. |
| DSO | District Statistical Office. |
| IASRI | Indian Agricultural Statistics Research Institute. |
| ICAR | Indian Council of Agricultural Research. |
| ICMR | Indian Council of Medical Research. |
| ISI | Indian Statistical Institute. |
| ISS | Indian Statistical Service. |
| NABS | National Advisory Board on Statistics. |
| NISD | National Inventory of Statistical Data. |
| NSSO | National Sample Survey Organisation. |
| SSB | State Statistical Bureau. |
| SSC | State Statistical Committee. |
| UGC | University Grants Commission. |
| UTs | Union Territories. |

CHAPTER I

Introduction

Background

1.1 The question of restructuring of the national statistical system with a view to improving its efficiency and efficacy in the context of the requirements of statistical data for purposes of planning and decision making in the Government had been under the consideration of the Government of India for some time. Experience as well as reviews conducted from time to time had shown some gaps and deficiencies in the statistical system. It had also been felt that there should be a better liaison between the government statistical offices and the departments of statistics in the universities and research institutions. In order to deal with these matters comprehensively, the Government of India constituted a seven-member Committee on 7 July 1979 with the following composition and terms of reference :

Composition

1. Shri Kripa Narain, Secretary,
Department of Statistics ... Chairman
2. Prof. P. K. Bose,
Calcutta University ... Member
3. Prof. B. P. Adhikari,
Indian Statistical Institute ... Member
4. Dr. Narottam Shah,
Centre for Monitoring Indian
Economy ... Member
5. Shri P. Padmanabha,
Registrar General, India ... Member

- | | | |
|----|--|--------------------------|
| 6. | Dr. C. Mishra, Director,* State Statistical Bureau, Orissa | ... Member |
| 7. | Dr. K. C. Seal, Director,** Central Statistical Organisation, Department of Statistics | ... Member- Secretary |

Terms of Reference

- (a) To review the organisational set up for collection and compilation of statistics by the central ministries, state governments and union territory administrations;
- (b) To suggest a suitable model of an effective organisational structure at the centre and in the states with a view to evolving/streamlining the national statistical system so that it can play a more useful role in not only data collection but also in decision making process;
- (c) To suggest steps needed to establish a close and productive liaison between the Central Statistical Organisation (CSO) and the State Statistical Bureaus (SSBs) on the one hand and the departments of statistics of universities/research and other institutions;
- (d) To suggest measures for proper coordination by the CSO in the development and maintenance of statistical norms and standards ; and
- (e) To review the working of the Collection of Statistics Act, 1953 and to suggest comprehensive legislation for providing more effective control and coordination of, and avoiding duplication in the collection of statistical data under the Act.

1.2 The Committee was required to submit its report to the Government within four months. However, at the request of the Committee, it was given two extensions by the Government—first upto 31 March 1980 and then upto 30 June 1980.

* At present working as Director, Plan Information, Monitoring and Evaluation, Orissa.

** Now redesignated as Director-General.

1.3 Consequent upon the appointment of Shri Kripa Narain, chairman of the Committee, as Secretary, Ministry of Health and Family Welfare, Shri S. S. Puri, Secretary, Planning and Statistics was appointed the chairman of the Committee by a Resolution of Government of India dated 16 November 1979. On joining as Secretary, Department of Statistics on 3 April, 1980, Shri S. M. L. Bhatnagar, took over the chairmanship of the Committee.

Programme of Work of the Committee

1.4 The first meeting of the Committee was held on 2 August 1979 at New Delhi. At this meeting a number of organisational issues having vital bearing on the efficiency of statistical system were identified. These included more effective coordination of statistical activities; formulation of procedures and rules to ensure elimination of over-lapping and duplication of data collection to the desired level; greater vigilance in the maintenance of standards in collection, processing and dissemination of data; suggesting modifications in the existing procedures for release of data including the confidentiality and secrecy of data to meet the requirements of user agencies; gearing the statistical personnel at the centre and in the states to effectively involve them in decision making process in the government; strengthening of legislative measures for facilitating the collection of data required for planning and policy formulation; and creation of effective institutional arrangements for purposeful inter-action amongst the producers and users of data on a continuing basis.

1.5 In order to deal with the above mentioned issues in depth and also to fully meet the requirements laid down in the terms of reference, the Committee decided to prepare 10 working papers as outlined in Annex I. For completing the task assigned to it expeditiously, the Committee constituted five working groups to examine in detail the working papers and make suitable recommendations on various aspects of the problems referred to in the papers. The composition of the working groups and the items of work assigned to each are given in Annex II.

1.6 The Committee also considered the existing system of collection of statistics at the base level in different fields. It was

noted that different arrangements existed in various states in the matter of collection of data at the base level. A field study group with composition detailed in Annex II was, therefore, constituted to review the existing organisational arrangements in this regard and to examine the feasibility of instituting a multi-purpose statistical agency for a village or a group of villages preferably under the administrative control of the apex statistical organisation in each state.

1.7 The working groups held their meetings during September 1979 to January 1980 and finalised their reports by the end of January 1980. The field study group visited Gujarat (8-10 October 1979), Orissa (15-17 October 1979), Punjab and Haryana (24-26 October 1979), and Kerala and Tamil Nadu (6-9 November 1979) to gain first hand knowledge of the existing arrangements of collection of data at various levels. Since the time at the disposal of the Group was short it could not visit other states. However, while holding meetings in the states the Group visited, it had the benefit of having discussions with the Directors of SSBs of West Bengal, Rajasthan, Himachal Pradesh, Andhra Pradesh and Karnataka. For other states and union territories the information about the system of collection of data at the local level and its flow to districts and state headquarters was collected through a circular letter.

1.8 After the first meeting, the Committee held two meetings to finalise the report in the light of the recommendations of the five working groups and the field study group.

Collection of Information

1.9 In order to have the latest information on the statistical organisations, the Department of Statistics had written to all the state governments and union territory administrations requesting them to forward certain basic information in the prescribed form on the organisational set up and the functions and activities of statistical offices at state headquarters, regional level, district level and levels lower than a district. The functions and activities of the statistical units in the central ministries were also collected. The

information collected was analysed and considered by the concerned working groups as well as by the Committee.

Format of the Report

1.10 The observations and the recommendations of the Committee are contained in the next eight chapters followed by a chapter summarising the main recommendations of the Committee. Chapter 2 describes the existing statistical system at the centre, state headquarters, regions and lower levels. A review of the system indicating broadly its achievements and drawbacks and the role of statistics in decision making is presented in Chapter 3. Proposals for strengthening of statistical offices at the centre are outlined in Chapter 4 and those needed at the state, regional, district and lower levels are given in Chapter 5. Remedial measures for improving the timeliness and quality of data are spelt out in Chapter 6. Statistical cadres at the centre and in the states and training of statistical personnel are dealt with in Chapter 7. The mechanism for maintaining a proper liaison between government statistical organisations and the universities/research institutions in matters of statistical activities and programmes form the subject matter of Chapter 8. Chapter 9 is concerned with statistical legislation and recommendations that have been made for some changes in the Collection of Statistics Act, 1953 in order to make it more comprehensive and for providing adequate protection to the respondents in respect of confidentiality of data.

Acknowledgements

1.11 The Committee records its deep sense of gratitude to Shri Kripa Narain, formerly Secretary, Department of Statistics and Shri S. S. Puri, formerly Secretary, Planning and Statistics for the excellent and fruitful guidance provided during the period they worked as Chairmen of the Committee and for making valuable suggestions in preparation of the Report. The Committee is also grateful to the members of the five working groups and the field study group but for whose valuable assistance it would not have been possible to take well considered decisions on the various issues. The Committee is particularly grateful to Shri V. L. Gidwani, former Secretary (retd.), Department of Statistics who

kindly agreed to guide the deliberations of one of its working groups and also made many useful suggestions in preparation of the Report.

1.12 The Committee is thankful to the Chief Secretaries to the Governments of Punjab, Haryana and Orissa; Secretary (Planning), Government of Gujarat; Special Secretary (Planning), Government of Kerala; Commissioner of Statistics, Government of Tamil Nadu and other state officers especially the Directors of the State Statistical Bureaus for making excellent arrangements for the visit of the members of the Committee and the field study group in their states to review the existing organisational arrangements for collection of statistics mainly at the district and lower levels.

1.13 The Committee would also like to thank the state governments and union territory administrations for providing basic information pertaining to organisational set-up and the functions and activities of their statistical offices. Thanks are also due to the central ministries for providing similar information in respect of their statistical offices.

1.14 Finally, the Committee wishes to acknowledge with appreciation the untiring zeal with which the Member-Secretary, Dr. K. C. Seal organised its work and prepared the draft Report. In this task he was ably assisted by Shri M. G. Sardana, Additional Director, Shri R. D. Mishra, Deputy Director, and Shri S. S. Yajnik, Assistant Director of the CSO. The help rendered by Shri B. P. Luthra, Administrative Officer, Department of Statistics in expediting action on various matters concerning the functioning of the Committee is also gratefully acknowledged.

Sd/-

(S. M. L. BHATNAGAR)

Chairman

Sd/-

(P. K. BOSE)

Member

Sd/-

(NAROTTAM SHAH)

Member

Sd/-

(C. MISHRA)

Member

Sd/-

(B. P. ADHIKARI)

Member

Sd/-

(P. PADMANABHA)

Member

Sd/-

(K. C. SEAL)

Member-Secretary

CHAPTER 2

Description of Indian Statistical System

2.1 The statistical system in India is broadly a decentralised one. Its structure is primarily a consequence of the division of responsibility between the central and state governments as laid down in the Indian Constitution. Under the Constitution, the responsibility is divided on the basis of a three-fold classification of the subjects, viz., the union list, the state list and the concurrent list. Again, at the central and state levels, there is a further division of responsibility between different central ministries and state government departments. The authority and responsibility for collection of statistics relating to a particular subject field is determined by the consideration of overall responsibility for the subject under the Constitution. Much of the statistical activity is however, concurrent.

2.2 Most of the ministries at the centre and the departments in the states collect and use statistics and have their own statistical organisation, unit or cell depending on the need and extent of development of statistics in the relevant fields. These statistical offices are independent in the sense that their programmes and budgets are controlled by their own ministry/department. However, they do depend on other ministries/departments in matters relating to collection and compilation of statistics in related fields. Large scale statistical operations such as the population census and the nation-wide sampling enquiries which cater to the needs of various ministries/departments and other users, are centralised activities. In addition to these, in the larger interests, statistical activities such as annual survey of industries, estimation of national and state income and running of data processing centres have also been centralised to the extent feasible.

2.3 In a decentralised system, it is necessary to have a coordinating agency for presenting statistics at all-India level even in the fields where the states have the primary responsibility for collection and compilation of statistics. Appropriate to the federal set up in the country, the central government acts as the coordinating agency for this purpose. The Central Statistical Organisation (CSO) in the Ministry of Planning is charged with this responsibility. The State Statistical Bureaus (SSBs) carry out the responsibility of coordination of all statistics at the state level and keep liaison with the CSO for the purpose of coordination at all-India level.

DEVELOPMENT OF STATISTICAL SYSTEM

2.4 Prior to independence some statistical offices did exist at the centre as well as in the states for collection and compilation of data in certain specified fields primarily to cater to the limited needs of administration. However, since independence and more particularly, after the commencement of planning era in 1951, the importance of statistics in the working of the government departments for purposes other than administration, particularly in relation to formulation of development plans was recognised. A beginning in this direction was made with the appointment of Prof. P. C. Mahalanobis as Honorary Statistical Adviser to the Cabinet in 1949. The need for a proper statistical system was thus fully realised and steps were taken for development of appropriate statistical organisations both at the centre and in the states.

2.5 A nucleus statistical unit was set up at the centre in the Cabinet Secretariat in 1949 which developed later into the CSO with the main functions of laying down statistical standards and for coordination of statistical activities in the country. The Directorate of National Sample Survey was created in 1950 as a multi-purpose data collecting agency. This was reorganised as National Sample Survey Organisation (NSSO) in 1970. The Indian Statistical Institute (founded by Prof. P. C. Mahalanobis in 1932) was declared as an institution of national importance in 1959. In 1961, a fullfledged Department of Statistics was created

under the Cabinet Secretariat covering two organisations, the CSO and the Directorate of NSS. The Computer Centre providing common service electronic data processing facilities was set up as an attached office of the Department of Statistics in 1966. To ensure effective coordination of planning and statistical activities, the Department of Statistics was transferred to the Ministry of Planning in February 1973.

2.6 Statistical units or divisions were also set up in most of the other ministries. Among them, mention may be made of the statistical organisation for population census, which is now a century old operation; the Directorate General of Commercial Intelligence and Statistics (DGCI&S) in the Ministry of Commerce and Industry set up in 1905; the statistical section of Indian Council of Agricultural Research set up in 1930 (which developed into an autonomous Institute in 1970 and now called Indian Agricultural Statistics Research Institute); the Directorate of Industrial Statistics set up in 1944; the Directorate of Economics and Statistics under the Ministry of Agriculture (DES-Ag) set up in 1947.

2.7 Statistical organisations in the states are of more recent origin. Till 1947, statistical bureaus for the purpose of coordination of activities of statistical agencies at the state level existed only in the states of Uttar Pradesh, West Bengal and erstwhile composite Bombay. As a result of the efforts initiated during the Second Five Year Plan (1956-61), statistical bureaus have been set up in all the states and union territories except Chandigarh, Lakshadweep and Dadra and Nagar Haveli and a statistical agency has been created in almost all the districts.

STATISTICAL SET-UP AT THE CENTRE

2.8 There are at present 152 statistical offices in the central government and autonomous organisations with a total of 15,459 statistical personnel (Annex III). Among them, some are located in the administrative departments or in organisations set up for formulation and implementation of government policy in a particular field and are engaged in compilation of data which are

obtained by the department or organisation for the purpose of day-to-day internal management. Examples of such agencies are : Railways, Posts and Telegraphs, Directorate General of Supplies and Disposals, Textile Commissioner's Office, Central Board of Revenue, Income Tax Department, Central Excise Commissioner's Office and Chief Controller of Imports and Exports. The other category of statistical offices in the central Ministries are those which have been established by the Government for collection, compilation, coordination and analysis of data in particular fields. Such offices are the office of the Registrar General and Census Commissioner, DGC&S, Labour Bureau, Army Statistical Organisation, DES-Ag, CSO and NSSO. The main functions of some of the more important statistical offices at the centre and autonomous institutions of national importance are briefly described below :—

2.9 Central Statistical Organisation.—The Central Statistical Organisation which was set up in 1951 was initially charged with the responsibilities of coordinating the statistical activities in the country, laying down and maintenance of statistical standards (concepts, definitions and procedures), providing consultancy and advisory support to other statistical agencies and keeping liaison with the international statistical agencies. The functions of the CSO expanded with the transfer of work of estimation of national income from the Ministry of Finance in 1954, setting up of a separate unit in the same year to look after the statistical work relating to planning in collaboration with the Planning Commission, creation of training facilities for central and state statistical personnel and the transfer of the Directorate of Industrial Statistics in 1957, from the Ministry of Commerce and Industry. These later developments resulted in the additional functions of preparing and publishing national accounts statistics; plan work relating to statistics; processing, analysis and publication of industrial statistics; and organising training programmes in official statistics and related methodology.

2.10 National Sample Survey Organisation.—The Directorate of National Sample Survey was set up in 1950 in the Ministry of Finance for collecting expeditiously, using sampling methods, data relating to all aspects of the national economy on a continuing basis. The Directorate was subsequently transferred to the Cabinet Secretariat in 1957. The field work of the survey was carried out by the Directorate, while the survey design, data processing and report-writing were entrusted to the Indian Statistical Institute (ISI). For developing survey design suitable for multi-subject socio-economic enquiries, the ISI undertook from time to time research programmes dealing with various technical aspects of the survey design. The dual control of the work of NSS, however, brought in its wake many problems including that of proper coordination, inordinate delay in processing of data and publication of survey results. In order to obviate these, the work of the NSS was reorganised and all its activities were brought under a unified control by creating in 1970 the NSSO in the Department of Statistics. The four broad stages of activities involved in the conduct of large scale sample surveys by the NSSO have accordingly been grouped into four Divisions, viz., (i) Survey Design and Research, (ii) Field Operations, (iii) Data Processing, and (iv) Economic Analysis. The NSSO conducts annual rounds of multi-purpose socio-economic surveys. The programme of these socio-economic surveys now follows a well defined cycle covering a period of ten years and includes surveys on (i) demography, health and family planning; (ii) assets, debt and investment; and (iii) land holdings and livestock enterprises, each to be repeated once in ten years and surveys on (iv) employment, rural labour, and consumer expenditure, and (v) self-employment in non-agricultural enterprises, each to be repeated once in five years. These five groups of subjects cover seven out of a ten-year period, leaving three years open for undertaking special surveys. The NSSO is also responsible for undertaking the field work of Annual Survey of Industries (ASI) and for exercising supervision of the field work of crop estimation surveys done by the state primary workers.

2.11 *Indian Statistical Institute.*—The Institute was founded in 1932 by the late Professor P. C. Mahalanobis as a society under the Societies Registration Act, and originally consisted of a small group conducting research in statistics. In the forties, the ISI began to undertake crop surveys for provincial governments, using the then new methods evolved by Professor Mahalanobis and his associates. Just after Independence, statistical officers in government began to receive training in the ISI. The Institute began to grow fast as a centre of research and training. In 1950, the central government started the National Sample Survey project of all-India data collection and analysis, and the ISI was entrusted with the work of designing the survey, training personnel, processing the data and report writing. The ISI continued this work till 1972, when these functions were taken over by Government and merged into the NSSO under the Department of Statistics. Prior to the second five-year plan commencing in 1956, the ISI was entrusted with conducting studies relating to the formulation of the Plan and preparing a draft Plan. In 1959, the Parliament passed the Indian Statistical Institute Act by which, among other things, the ISI was empowered to award degrees and diplomas in statistics. At present, the ISI conducts under-graduate (Bachelor of Statistics), post-graduate (Master of Statistics) and specialised post-Master's level courses and also awards Ph. D. and D. Sc. degrees. The ISI conducts, in collaboration with the CSO, a 10-month International Statistical Education Centre (ISEC), sponsored by the ISI, the Government of India and the International Statistical Institute, where the trainees are statistical officers from different countries of Asia and Africa. The ISI collaborates with the CSO in the training of Indian Statistical Service (ISS) probationers and in other training programmes for government statistical personnel. It conducts researches in theoretical, mathematical and applied statistics, and in several areas of the social, biological and physical sciences. The ISI has a network of units for statistical quality control and operations research (SQC & OR) in various industrial centres of the country for the purpose of training, research, promotion and service in the field of SQC & OR. Scientists of the

ISI participate in numerous governmental committees and working groups in advisory capacity. The Institute edits and publishes the journal *Sankhya*, which is one of the most reputed journals of theoretical and applied statistics in the world.

2.12 Department of Statistics of the Reserve Bank of India.—

The Department was set up in 1945. Collection and compilation of statistical information relating to money, banking and finance and maintenance of the data base on various aspects of the economy are primary functions of the Department. Compilation of accounts relating to financial flows in the Indian economy, preparation of index number series of security prices and yields, analysis and publication of statistics processed from the audited balance sheets and profit and loss accounts of joint stock companies are also important items of work of the Department. Application of statistical and econometric methods in the analysis of applied economic problems is another major area of work. In collaboration with other departments of the Bank, the Department conducts large scale sample surveys like the survey of small scale industrial units assisted by commercial banks. An electronic data processing system has been organised in the Department. This system is now supported by a powerful and sophisticated computer.

*2.13 Directorate of Economics and Statistics.—*The Directorate of Economics and Statistics in the Ministry of Agriculture was set up in 1947. Besides advising the Ministry on current issues on agro-economic policies, the Directorate is responsible for collection, compilation, analysis and publication of agro-economics data. The Directorate also coordinates the work of the Ministry relating to plan formulation in the agriculture sector, keeps constant watch on the behaviour of prices of agricultural commodities, obtains and analyses market intelligence particularly in respect of food-grains and coordinates the work on agro-economic research, farm management and cost of production studies.

2.14 *Indian Agricultural Statistics Research Institute.*—

The Institute originated as a statistical section of the Indian Council of Agricultural Research (ICAR) in 1930 primarily to assist agricultural officers of the then provinces and states in planning experiments, analysing the results and interpretation of the data accumulated from year to year in different branches of agricultural research. The activities of the section entered a new phase towards the end of 1943 when, at the instance of the Government of India, it undertook research for developing sample survey techniques for estimation of yield rates of crops. Based on the techniques developed, yield estimation surveys were carried out under the technical guidance of statistical section in almost all the states during 1945—49 covering wheat and rice crops. Thereafter, the functions of the section increased rapidly and research in the theory of statistics with special applications to fields of agriculture and animal husbandry and training in agricultural statistics became important activities of the section. In view of the increased activities, the section was named as Statistical Wing of the ICAR in 1959 and later on raised to the status of an independent Institute of the ICAR in 1970. The Institute now carries out fundamental and applied research in agricultural and animal husbandry statistics and conducts post-graduate courses leading to M. Sc. and Ph. D. degrees as also in-service training in agricultural statistics. It also advises ICAR, state governments, agricultural institutes and universities on problems concerning application of statistical methods in agriculture, animal husbandry and biological research.

2.15 *Directorate General of Commercial Intelligence and Statistics.*—

It was set up in 1905. Till the second World War, it functioned as the central office responsible for collection, consolidation and publication of important statistical series. With the formation of statistical units in the different ministries, subsequently many of the former functions of this office were transferred to the appropriate ministries. It is now responsible for the collection, compilation and publication of statistics relating to foreign trade, inland trade, coastal trade and cargo. It is also the main agency

for the collection and dissemination of commercial intelligence by way of registering Indian exporters, maintaining list of foreign importers and by publishing global tenders through the weekly publication, 'Indian Trade Journal'. Arbitration of trade disputes is another important activity of the Directorate.

2.16 Office of the Registrar General, India.—Beginning with 1881, the census of population has been carried out regularly once in every ten years. In 1948, a permanent office of the Registrar General and Census Commissioner was created. The census is an operation of immense magnitude carried out with the help of over a million honorary enumerators including government employees, employees of local bodies and teachers. The Registrar General is also responsible for the statistics of births and deaths.

2.17 Labour Bureau.—The Labour Bureau was set up in 1946 and is responsible for collection, compilation and dissemination of labour statistics. It is also responsible for construction and publication of consumer price index numbers for industrial as well as agricultural and rural labour. The Bureau also conducts periodical surveys dealing with working and economic conditions of labour.

2.18 Army Statistical Organisation.—This Organisation coordinates all statistical data pertaining to the Army and acts as a central clearing house for statistics in the army. The organisation also conducts ad-hoc surveys and undertakes statistical analysis of data collected under different projects/research programmes of the Army.

2.19 Ministry of Education and Social Welfare.—Statistics and Information Division in the Ministry of Education and Social Welfare collects from states and universities, statistics of educational institutions, number of schools and teachers, expenditure on education by stages and types of education etc. The division also undertakes analytical studies in the

field of education. The Department of Social Welfare has a separate division called Planning, Research, Evaluation and Monitoring Division which is primarily responsible for planning and project formulation. The Division also sponsors research projects for collection of primary data and undertakes monitoring of welfare of the physically handicapped, aged and infirm ; social defence ; social work education and training.

2.20 Ministry of Health and Family Welfare.—Central Bureau of Health Intelligence under the Directorate General of Health Services in the Ministry is responsible for collection, compilation, analysis and dissemination of statistics on health and epidemiology. It also arranges training in health statistics and medical records. Evaluation and Intelligence Division in the Department of Family Welfare is responsible for collection and compilation of family welfare statistics and undertaking evaluation studies relating to family welfare programmes.

2.21 Office of the Economic Adviser, Department of Industrial Development.—The office compiles and publishes the official index numbers for wholesale prices in India and reviews trends in wholesale prices periodically. It also examines trends in industrial production and assists in the formulation of industrial and import policies.

2.22 Office of the Development Commissioner, Small Scale Industries.—The statistical cell in this office collects and disseminates statistics of small scale industries. It also compiles an index of industrial production in the small scale sector.

2.23 Directorate General of Employment and Training.—The statistical section of the Directorate General of Employment and Training in the Ministry of Labour is responsible for collection, compilation and publication of statistics relating to employment exchanges, census of Central Government

employees and training schemes conducted by industrial training institutes and by public and private sector establishments. Data on employment in public and private sectors are collected statutorily as a part of the employment market information programme and published quarterly. Educational-cum-occupational profiles are also compiled annually.

2.24 Railway Board.—The Economic and Statistics Division in the Railway Board is responsible for compilation, coordination, analysis and dissemination of all types of railway statistics. It also undertakes research studies on various aspects of railway economics.

2.25 Ministry of Shipping and Transport.—Directorate of Transport Research in the Ministry is engaged in collection, compilation, analysis and dissemination of statistics on transport and allied services.

2.26 Indian Bureau of Mines.—Mineral Economics Division in the Bureau is engaged in the collection, scrutiny, compilation, analysis, interpretation and dissemination of comprehensive data covering multifarious aspects of the mineral industry.

2.27 National Buildings Organisation.—The Socio-Economic Division of the National Buildings Organisation in the Ministry of Works and Housing is responsible for collection, compilation and analysis of housing and building statistics at the national level. The Division also undertakes special surveys from time to time on social, economic, financial, investment and fiscal aspects of housing.

2.28 Other Statistical Offices.—Other departments of the Government of India also collect statistical information for the purpose of day-to-day internal management. Thus, the Directorate of Statistics in Central Water Commission deals with statistical problems relating to water and water resources projects and undertakings; the Administrative Intelligence Division in the

Ministry of Rural Reconstruction collects and compiles statistics for monitoring and concurrent evaluation of different development programmes ; Directorate of Research and Statistics of the Office of the Chief Controller of Imports and Exports compiles statistics of import licences and maintains commodity-wise import and export statistics for framing import policies ; Economic branch of the office of the Textile Commissioner collects on statutory basis statistics relating to textile industry ; Statistical Wing of the Office of the Coal Controller collects coal statistics and compiles index of coal production ; Directorate of Statistics, Central Excise and Customs, collects, compiles and presents all-India central excise statistics and certain essential customs statistics ; Directorate of Inspection, Central Board of Direct Taxes compiles and publishes annual statistics relating to income-tax and other direct taxes ; Research and Statistics Division in the Department of Company Affairs compiles and analyses data in regard to joint stock companies as well as production data of goods classified under the Monopolies and Restrictive Trade Practices Act ; and Market Research Division in the Ministry of Tourism and Civil Aviation deals with collection, compilation and dissemination of tourist statistics and conducts special surveys from time to time to assess the requirements of tourism.

STATISTICAL SET-UP IN THE STATES

State Headquarters

2.29 At present, there are 917 statistical offices in the states and union territories with a total of 25,490 persons (Annex IV). The apex statistical agency in each state or union territory is a statistical bureau known by different names such as Directorate of Economics and Statistics Bureau of Economics and Statistics, Directorate of Statistics and Evaluation, Economic and Statistical Organisation, etc. The State Statistical Bureau (SSB) is generally under the administrative control of the Finance/ Planning Department. However, the SSB of Gujarat is under the General Administration Department, while in Tamil Nadu, the SSB is attached to the Forest and Fisheries Department.

Only in Madhya Pradesh and Rajasthan, separate Departments of Statistics have been set up. Annex V gives the names of the SSBs along with the names of the controlling departments. Apart from the SSB, every major department of the state government has a statistical office/division to provide the necessary statistical support.

2.30 The major responsibilities of the SSBs generally include coordination of statistical activities in the states, assembling and dissemination of all essential statistics, organising special enquiries and surveys including participation in the NSS programmes, estimation of state income, collection of price data, construction of index numbers, conducting training programmes for statistical personnel, and maintaining liaison with CSO and other statistical organisations at the centre. There are, however, considerable differences among the different SSBs in the areas of their responsibility for collection of statistics in various subject fields. While in some states, collection and compilation of say, agricultural statistics, vital statistics, demographic statistics, industrial statistics, community development statistics, monitoring and evaluation of plan development programmes form part of the work of the SSB, in many other states these come within the purview of the statistical offices of the concerned subject matter departments in the state.

2.31 The number of statistical offices other than the SSB varies from state to state. A brief account of the important activities for which statistical unit/division exists in the state departments is given below. The nomenclature of the unit/division is illustrative and is not necessarily associated with any state.

2.32 *Agricultural Statistics*.—Collection and compilation of agricultural statistics is the responsibility of the SSBs except in the states of Gujarat, Haryana, Himachal Pradesh, Madhya Pradesh, Maharashtra, Punjab and Uttar Pradesh where this work is either entrusted to Department of Agriculture or Directorate of Land Records. In West Bengal, although the SSB is responsible

for organising and conducting sample surveys for estimation of area under and production of crops, the authority for release of official estimates in this regard rests with the Department of Agriculture. Even where agricultural statistics falls within the purview of the SSB, statistical cells exist in the Directorate of Agriculture mainly for compiling development statistics like area under highyielding varieties, distribution of fertilizers, improved seeds, pesticides and insecticides, etc.

2.33 Livestock, Fisheries and Forestry Statistics.—Participation in the quinquennial livestock census, estimation of milk and other livestock products, collection and compilation of development statistics relating to animal husbandry activities is generally the responsibility of the statistical unit of the Directorate of Animal Husbandry. A small statistical unit under the Directorate of Fisheries collects and compiles data relating to annual production of marine/inland fish and maintains other development statistics. The basic forest statistics are collected and compiled in the office of the Chief Conservator of Forests.

2.34 Labour, Employment and Manpower.—The collection and compilation of labour statistics is mainly done by the statistical unit located in the office of the Labour Commissioner. The data collected by this unit relate to strikes, lock-outs, closures, man-days lost, absenteeism in factories etc. The office of the Labour Commissioner is also responsible for collection of information on the working of different Acts and Rules like the Payment of Wages Act, 1936, the Minimum Wages Act, 1948, the Trade Union Act, 1926, the Maternity Benefits Acts, etc. The office of the Chief Inspector of Factories collect, maintain and disseminate statistical data regarding registration of factories, average daily employment along with information on the working of Factories Act, 1948, and the returns prescribed thereunder.

2.35 The data on registration and placements by employment exchanges are compiled by the State Directorate of Employment and Training. Various state governments have also undertaken special programmes for determination of magnitudes of unemployment and under-employment and regular monitoring of employment generation programmes through the Employment and/or Planning Departments.

2.36 In recent years much emphasis is being laid on manpower analysis and projections. Determination of stocks of different categories of manpower, identification of surplus and shortage categories, projections of requirement of technical, skilled and semi-skilled manpower for Five Year Plans, working out of investment-employment norms etc. are being undertaken in some of the states either in the Planning Board/Planning Department or in special manpower cells created in Employment/Planning/Education (Vocational Guidance) Department.

2.37 *Health and Vital Statistics.*—The collection, compilation and analysis of vital, health and medical statistics is by and large the responsibility of state Directorate of Medical and Public Health.

2.38 *Education Statistics.*—By and large, education statistics is the responsibility of Directorates of School Education, Higher Education and Technical Education. The statistical information maintained generally pertains to number of institutions, scholars and teachers in respect of various types of educational institutions both professional and non-professional, and collegiate and non-collegiate.

2.39 *Industrial and Mining Statistics.*—While the SSB is responsible for maintaining liaison with NSSO and CSO in all matters pertaining to ASI, the statistical cells in the State Industries Department generally deal with statistics pertaining to small scale

industries. The Inspectors of Factories collect and compile data on the number of establishments and the number of workers in various industrial units registered under the Factories Act. The statistical staff in the Directorate of Mining and Geology maintains information on the production of different minerals which flows as a by-product of statutory provisions.

2.40 *Cooperation Statistics.*—The statistical unit of the office of the Registrar of Cooperative Societies collects and compiles statistics of cooperative societies in the state as per the requirements laid down by Reserve Bank of India.

2.41 *Power Statistics.*—Data relating to generation and consumption of electricity under various categories, number of service connections given for agricultural purposes, number of pumpsets energised, number of towns and villages electrified etc., are compiled and maintained by the statistical unit of the State Electricity Board.

Regional Level

2.42 The SSB and the statistical offices in the other state government departments do not have regional offices except in a few states such as Bihar, Gujarat, Jammu and Kashmir, Kerala, Madhya Pradesh, Maharashtra, Orissa and West Bengal. The regional offices of the SSBs in these states have been set up primarily for effective coordination and intensive supervision of field work of various surveys and for speeding up the compilation and submission of various returns to the state headquarters. Each regional office is headed by an officer of the rank of a Deputy Director. These regional offices do not, generally, undertake statistical work of any other subject matter department at the regional level.

District Level

2.43 At the district level there is a District Statistical Office (DSO) in almost every district. These Offices were initially entrusted with the task of collection, compilation and timely submission of primary and secondary data at the district level, bringing about improvement in the quality of statistical information generated as by-products of administration at the district level, improving the coverage of primary data, training of staff working in different district level offices who mainly handle statistical reports and returns, supervising the work of Progress Assistants appointed in the blocks for community development statistics and assisting the Collector and other district level authorities in providing statistical material needed for plan formulation and implementation. In course of time the activities of the DSO have increased manifold. In many states the DSO has been entrusted with the responsibility of execution of field work of different surveys undertaken by the SSBs. They have been assigned the task of building up of the data base for micro-level planning. They are associated with many large scale national surveys like the economic census, the population census, the agricultural census, etc. These offices prepare and bring out District Statistical Handbook/Abstract, district and block level economic indicators and assist the district development authorities in preparing progress reviews for discussion in District Development Committees and Boards. In some states the District Statistical Officers also act as District Registrars of Births and Deaths and assist in the compilation and improvement of vital statistics at the district level. In many states they are actively associated with formulation of district plans. The DSO are also associated with the price intelligence machinery, village index card preparation, crop estimation surveys and many ad-hoc requirements of the SSB in connection with the state and district level income estimations. Thus there has been considerable expansion of activities in the DSO in recent years. The DSO functions under the direct supervision and technical guidance of the SSB.

2.44 Skeleton statistical staff exists in some of the district offices of the subject matter departments particularly agriculture.

cooperation, education, public health and family welfare independently of the DSO. Their main function is to collect and compile prescribed returns for transmission to the concerned state departments at the headquarters and to assist in preparing statements for periodic progress reviews.

Taluk/Block and Lower Levels

2.45 There is a statistical agency available at the taluk/block level in states/UTs of Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Meghalaya, Nagaland, Punjab, Tamil Nadu, Tripura, Uttar Pradesh, West Bengal, Arunachal Pradesh, Dadra & Nagar Haveli, Goa, Daman & Diu and Pondicherry. In the remaining states and UTs no such arrangement exists for statistical work. The statistical agency wherever exists is either under the control of SSB or Block Development Officer or the Panchayat Samities etc. and generally consists of one or two persons. The statistical personnel working at the taluk/block level are known by different designations in different states, such as Statistical Assistant, Progress Assistant, Statistical Inspector, Field Assistant, Assistant Development Officer (Statistics). The statistical personnel at the block level is generally responsible for collection of certain items of information and compilation of progress reports on community development activities. The taluk level statistical personnel is mainly entrusted with the task of collection of taluk level statistics and supervision of field work of ad-hoc surveys.

2.46 Primary workers of a large number of development departments are assigned the responsibility of collection and compilation of statistical information at village level. In a number of states, agriculture statistics is handled by village revenue agencies like Patwaris, Karnams, etc. Crime statistics originate at the village level from the reports of the village chowkidar/gram rakhis. Police and panchayat sources have been entrusted with civil registration data. Computers at primary health centres are required to collect and maintain statistical information on various

health aspects and about eligible couples and family welfare programmes. Panchayat secretaries and cooperative secretaries have also been entrusted with the task of collection and compilation of statistical data in respect of certain developmental activities at the village level. Such functionaries work under the direct supervision and control of their respective district level authorities. Neither the SSB nor the DSO have any direct control over these village level functionaries. No systematic procedure has so far been developed for standardising and coordinating their statistical activities as a result, the quality of statistical supervision is often not upto the mark in ensuring accuracy and timeliness in the data collected.

CHAPTER 3

Review of the National Statistical System

3.1 The statistical system in India provides ample opportunities to the statisticians to be in close proximity to policy makers. With proper functioning of such a system it should be possible to adequately formulate the data needs for various decisions, policies and programmes and devise efficient procedures for production of relevant statistics within a reasonable time and available resources. Unfortunately, the statistical system in India has not yet been able to achieve these objectives fully.

3.2 A number of committees, commissions, conferences and seminars, wherein official and non-official agencies, research workers and other experts participated have identified gaps in the data base of Indian economy and indicated quality deficiencies in the statistics being produced. The committees/commissions set up and the seminars and conferences organised during the last decade which dealt with the field of statistics are mentioned below :

3.3 The National Commission on Agriculture (1970) attached importance to the need for improving the data base for formulation and implementation of agricultural policies and programmes and made several recommendations for improvement of agricultural statistics.

3.4 The Data Improvement Committee (1970) was set up by the Government of India to look into the problems of improving the data base for forecasting and short-term management of the economy. The adequacy of the available information for making relevant decisions in the domain of industrial and import licensing, foreign exchange management, annual planning and budgetary

policy were examined and several recommendations were made by that committee to fill in the important gaps.

3.5 The Regional Accounts Committee (1972) set up by the Department of Statistics devised a system of regional accounts and suggested measures to be adopted for building these accounts.

3.6 Since 1964 the Indian Association for Research in National Income and Wealth has been organising seminars and conferences on different aspects of national income and allied topics. These mainly referred to gaps in national income statistics and covered topics like distribution of national income by factor shares, by type of organisation and by rural and urban areas; measurement of real product; regional income and accounts; measurement of wealth and national balance sheet; system of national accounts for developing countries; monitoring the current trends of the Indian economy and inter-sectoral flows and financing of capital formation in India. Selected research papers from those presented at these conferences and seminars are being published in the Journal of Income and Wealth being brought out by the Association. These deliberations of the Association have gone a long way in improving the quality of the official estimates of national income and related statistics.

3.7 Since 1972, a number of seminars have been organised by the Indian Econometric Society in collaboration with research institutions with a view to identifying gaps and shortcomings in the data base of different sectors of the Indian economy and suggesting remedial measures. The first seminar organised in 1972 dealt with the sectors of agriculture, industry, imports and exports, national income and savings, and investment and consumption. The second seminar (1973) examined the extent to which sample surveys are useful under Indian conditions in providing timely data for filling the gaps in important sectors of official statistics, and for checking on the accuracy of figures reported by the official agencies. The possibility of widening the scope of sample surveys and integrating them with the national statistical system for the purposes of collection of data were also considered at the seminar. The third seminar organised in 1974

was devoted to discussions on problems in population statistics with particular reference to demographic data for social and economic planning, labour force surveys, mortality, morbidity, fertility and family planning, internal migration and urbanisation. Improvement in education and health statistics formed the main subject matter of the fourth seminar (1976). The fifth seminar organised in 1978 was devoted to gaps in statistics relating to unorganised sectors of the economy.

3.8 A national seminar on social statistics was organised by the CSO in 1975 to focus attention on the need for development of social statistics. The seminar took stock of the current status of social statistics and recommended steps to be taken to fill in crucial gaps in the availability of statistics and for development of social indicators to meet the requirements of social planners, policy makers and administrators.

3.9 In January 1978, Planning Commission constituted a committee called 'Standing Committee for Directing and Reviewing Improvement of Data Base for Planning and Policy Making' under the chairmanship of one of its members. The committee which has representatives from economic ministries, is concerned with identifying crucial gaps and deficiencies in the data base in relation to requirements for planning and policy making and recommending remedial measures with assigned priorities and phasing of the action programme keeping in view the position of financial resources. The committee has so far held three meetings and discussed, among others, various issues like gaps in data pertaining to prices and distribution of farm inputs, forestry, animal husbandry and fisheries ; time lag in availability of factory employment and wage data ; and need for construction of a separate index of industrial production in the small scale sector.

3.10 A conference of central and state statistical agencies arranged by the CSO once in two years also provides a forum for exchange of views and experiences in filling in gaps in the data base and suggesting remedial measures for appropriate action by the concerned agencies.

MAJOR DEFICIENCIES AND RECENT IMPROVEMENTS IN CERTAIN SECTORAL STATISTICS

3.11 Some of the major gaps and deficiencies in statistics of national accounts and sectors of agriculture, industry, trade, construction, services, prices and social statistics as identified by various committees and commissions referred to in the earlier section along with the important measures recently taken for remedying the situation are indicated in the following paragraphs.

National Accounts

3.12 Although national accounts statistics have shown remarkable improvement in scope, coverage and disaggregated analysis of data in the last three decades, there are still many gaps and deficiencies. No comprehensive statistics on a regular basis are available in respect of a number of segments like wholesale and retail trade, unregistered manufacturing industries, construction, unorganised transport and other services. One of the important steps taken recently by the CSO to bridge these gaps was launching of a country-wide economic census in 1977 covering all the sectors of non-agricultural economy. The census ascertained the structure, nature of activity and employment of establishments (employing at least one hired worker) engaged in non-agricultural activity. As the census collected only some basic information, it was followed up by detailed sample surveys conducted by NSSO and the states covering both establishments and own account enterprises (not employing any hired worker) in the sectors of non-factory manufacturing, trade, hotels and restaurants, transport, storage and warehousing and services. It is proposed to repeat the economic census and surveys at regular intervals to update the information required for planning purposes. Keeping in view the operational convenience and comprehensive coverage of the economy, the next economic census has been taken up this year along with the house-listing operation of the ensuing population census. Another major gap in national accounts is the lack of data on distribution of income and other related aspects. Emphasis has, therefore, shifted towards a study of distribution rather than macro-aggregates. Studies on poverty

and income distribution, consumption expenditure by various social groups and distribution of benefits accruing from public expenditure have assumed importance in the recent years. NSSO will be conducting a survey on social consumption during the 35th round (1980-81) to make an assessment of benefits derived by the various social groups of the population of the social facilities such as subsidised distribution of consumer goods, concession in education, health, housing, social welfare and security services, etc., made available by the Government.

3.13 All the states except Meghalaya, Nagaland and Sikkim compute regularly estimates of income originating in their respective states at current and constant prices. Among the union territories, only Delhi and Goa, Daman & Diu regularly compute these estimates. The base year adopted for constant price series and the source material used are not uniform for all the states as a result of which the estimates prepared by the individual states are not strictly comparable. The CSO undertakes compilation of comparable estimates of the state income at current prices for the use of Finance Commission and Planning Commission on specific requests from them. Continuous efforts are being made to promote state income work and to bring about comparability to the extent possible.

Agriculture

3.14 Considerable attention has been paid to improve agricultural statistics right from the beginning of the planning era in 1951-52. As a result of sustained efforts made through a number of Plan schemes, the coverage of agricultural statistics particularly relating to area under the production of principal crops has considerably increased. The coverage, however, is still not complete and efforts are under way through Plan schemes for complete coverage of land utilisation and crop statistics and adoption of scientific procedures for estimation of production of other crops like oil seeds, fruits and vegetables. Objective and reliable estimates of production of major livestock products, forest products, inland fisheries, farm inputs like fertilizers, seeds and pesticides are still not available on regular basis.

3.15 The timeliness and quality of statistics of area and production of crops have improved primarily because of special efforts made through the twin schemes of Timely Reporting and Improvement of Crop Statistics. Besides, steps have recently been taken to establish a separate field agency for collection of basic agricultural statistics in the states of West Bengal, Orissa and Kerala in a phased manner. This, it is hoped, will further improve the reliability and timeliness of statistics of area and production.

Industry

3.16 The Annual Survey of Industries (ASI) is the major source of industrial statistics of all establishments registered under the Factories Act, 1948. Until recently, there was a long time lag in the availability of ASI results. The delay occurred partly in completion of field work and partly at the stage of processing and publication of results. Computerisation of data is progressively being taken up to reduce the time-lag in making available the principal results. The major gap in the data base in this sector pertains to the unregistered sectors which accounts for substantial proportion of both the value added and the employment. The economic census and the follow up sample surveys, as mentioned in paragraph 3.12, is likely to bridge this gap.

Trade Statistics

3.17 Broadly, trade statistics is divided into two categories—foreign trade and internal trade. Further, distinction is made of internal trade as inland trade and distributive trade. Inland trade comprises the trade between different states or regions of the country, while distributive trade refers to wholesale trade and retail trade.

3.18 The most important gap in foreign trade statistics is the time-lag. Although the overall aggregates of exports and imports are available with a time-lag of about six weeks, the detailed data become available only after 20 months. The second

major gap arises from the unreliability of the published provisional figures. The published figures are subject to a lot of corrections because of late receipt and errata received subsequently from the reporting agencies. Revised figures taking into account such receipts and errata are published a year later in a summary form without details. Yet another drawback in the data on foreign trade statistics is the non-availability of published data on government and private accounts. Data on unit value of exports and imports are also not published.

3.19 For the rail borne and river borne trade only quantity figures are available. Even the quantity (net weight) figures are not recorded figures in the invoices but are estimates based on conversion factors which have become out-dated. Statistics of coastal trade are relatively reliable except for the absence of arrangements for direct recording of data in the Lakshadweep island. At present, practically no statistics are available regarding trade carried out by road. Although some origin and destination surveys have been conducted in the past, these are more in the nature of case studies. The economic census and the follow up sample surveys would provide data to fill in this gap to a large extent.

3.20 A yawning gap exists in distributive trade statistics. Barring the Sales Tax Acts of the central and state governments, there is no statutory provision which can generate statistics on distributive trade in a comprehensive manner. The turnover limit specified for registration under the Sales Tax Acts varies from state to state as a result of which not only inter-state comparisons are not possible, but also not all-India statistics can be computed. Further, the agricultural commodities are exempt from Sales Tax and to that extent the coverage of sales tax data is incomplete. Although data on distributive trade were collected in some of the rounds of NSSO, these covered only the household sector and the non-household enterprises were altogether excluded. This deficiency would, however, be removed through the integrated scheme of economic census and surveys.

Construction

3.21 The collection of data on construction activity presents a number of problems including conceptual issues, methodological problems and organisational difficulties. These largely stem from the organisation of construction activity itself. Consequently, the data base of construction is not satisfactory. No information is available about the investment in construction by the households and unincorporated private enterprises. Statistics on input structure of construction by types of construction are inadequate. There are gaps in information about the production of building materials in the unorganised sector and the flow of materials to different types of constructions. It is hardly possible to give an aggregate estimate of physical output of construction activity by types of construction.

3.22 Presently, no single agency is charged with the collection and coordination of data on construction activity. National Sample Survey Organisation have attempted to collect data on construction activity of the households through sample surveys from time to time. It is proposed to undertake an exploratory survey during the 35th round (1980-81) of the NSS for evolving a suitable methodology for carrying out a survey on construction activity.

Services

3.23 According to the International Standard Industrial Classification, the services sector comprises 40 activities like repairing and sanitary ; banking and insurance ; public administration and defence ; education ; medical and health ; radio and television broadcasting ; legal, religious and cultural ; domestic and personal; etc. These activities are widely different in respect of important characteristics like number of units, employment, capital structure, output and value added. Further, each of these activities comprises both the organised and unorganised segments. Annual comprehensive data are available for the organised segments of most of these activities partly in published form and partly in unpublished administrative records. For the unorganised segments

of the services activities, hardly any statistics are available. In order to fill in this gap partly, comprehensive data for the unorganised segments of education, medical and health, community and social services are being collected during 1979-80 through a follow-up survey of the economic census.

Price Statistics

3.24 Statistics of prices have not received due attention in spite of its importance. The present system of price statistics has many shortcomings, in terms of large areas of duplication, diversity of concepts and definitions and inadequate coverage. A number of agencies are involved in collection of price data. The main agencies at the centre responsible for collection of wholesale prices are DES-Ag and Office of the Economic Adviser, Ministry of Industry, while the responsibility for retail prices is shared between DES-Ag, Labour Bureau and the NSSO. In the states, various agencies such as SSBs, market organisations, Registrars of Cooperative Societies, Department of Civil Supplies, etc. collect the data. Further, in most of the states, different organisations operate in many common centres even with many common items of commodities. The idea about the diversity in definitions could be had by examining the definition of wholesale prices as used by DES-Ag and Office of the Economic Adviser, Ministry of Industry. The definition of wholesale price as used by DES-Ag is 'the rate at which relatively large transactions of purchases usually for further sale is effected'. As against this, the Office of the Economic Adviser uses wholesale price as 'the quotation which represents wholesale transaction at the primary stage, which broadly corresponds to producers' prices'. In actual practice, the primary sales are not wholly ex-farm, ex-mines, or ex-factory. Sometimes, the sales are held ex-warehouse and in such cases, the price quotation may include an element of cost of transportation from the farm, mine or factory to the warehouse. In some others, the terms of trade may include transportation upto the point of consumption.

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3.25 In respect of retail prices, more or less uniform definitions and concepts are followed by various agencies. But, the coverage in this regard is inadequate. Collection of retail prices in urban areas are centre specific and limited to commodities entering into the consumption baskets of specified group(s) of population for which the consumer price index series are constructed with the help of the data collected. Likewise, collection of rural retail prices by NSSO and other agencies are also not adequate enough to meet all requirements as they also cover only a specified group of the population.

3.26 Another major gap in statistics of prices relates to non-availability of an all-India index number of retail prices covering the entire range of commodities entering into the retail trade activity on the same lines as the all-India wholesale price index number. It is agreed that it may not be possible to construct this series until details of commoditywise volume and value of retail trade are available. This requirement can, however, be met to a large extent by constructing composite consumer price indices not only for rural and urban areas, but in the case of the latter, separately for manual workers and the rest. The existing three series of consumer price indices, one for industrial workers, the other for non-manual urban employees, and the last for agricultural labourers would not serve the specific purpose. Firstly, because the two series relate to urban areas and both when taken together fall short considerably from the point of view of coverage of population as they leave out the manual workers in the unorganised sector of economic activity and the entire self-employment, own-account and employer groups. Secondly, these are essentially centre specific indices and the area coverage is, therefore, non-random and the results, therefore, cannot be generalised for the entire country. Lastly, the series for agricultural labourers in rural areas excludes the cultivators and other classes of workers which form a sizeable proportion of the rural population.

3.27 Thus, there is a need for a coordinated system of price statistics which should provide in the most economical way, timely,

reliable and adequate price data to meet the requirements of all varieties of users. There is also a need to have a coordinating agency on all matters relating to price statistics at the centre, state and district levels mainly for ensuring adoption of appropriate technical standards and procedures.

Social Statistics

3.28 Social statistics covers a number of segments—population and vital events, housing, health and nutrition, education, employment and labour conditions, culture, crime and justice, social welfare and social security, etc. A number of agencies are dealing with individual segments of social statistics. The principal sources of statistics in this sector are the current official statistics concerning the administration of labour, education, health and other social services, the decennial population census and a large number of sample surveys carried out by NSSO dealing with demographic structure of the population, fertility, mortality, migration, housing, education, employment and unemployment, income and expenditure, consumption, indebtedness, etc.

3.29 The reliability and timeliness of statistical data flowing from different agencies concerned with individual segments of social statistics are far from satisfactory, as had also been brought out by the National Seminar on Social Statistics. The non-response, to a fair degree, in implementing the statutory provisions for data collection and paucity of resources, in particular of trained statistical personnel, in these agencies have been the main hurdles.

3.30 In India, the population census can, at best, provide a broad social profile of the population only once in 10 years. For detailed and current social statistics, however, the household sample surveys conducted by the NSSO would continue to be the main source. Although sample surveys have been conducted periodically during the last three decades on various aspects of social statistics, it has not been possible to formulate social trends to indicate what has happened to the society over this period.

This should receive priority in the work programme of the CSO which is concerned with the promotion of an integrated approach for the development of social statistics, social indicators and establishment of an appropriate linkage between the different segments of social sector.

COORDINATION AND INTEGRATION OF STATISTICAL ACTIVITIES

3.31 In any decentralised statistical system, the authority for coordination and integration of statistical activities of different government departments is generally conferred on a central statistical agency by a government order/resolution or by an act. In the United States of America, which has a decentralised statistical system as in India, the Federal Reports Act 1942 given certain authority to the federal government about the management of statistical work for the purpose of preventing unnecessary duplication, reducing cost and improving the quality and general usefulness of the information obtained. In India no such power has been given by the Government to the CSO, which is the central statistical authority. The authority vested in the Department of Statistics under the Government of India Allocation of Business Rules, 1961 as amended subsequently, merely mentions "Standards and norms and methods of collection of statistics" and does not make any reference to the more fundamental role of the Department, namely that of coordination of all statistical matters. The absence of specific mention of this important function of 'coordination' in the Business Rules has been causing some difficulty in proper functioning in this regard. Occasionally, there are complaints of inadequate coordination of statistical activities, particularly relating to the type of statistics to be collected, the agency which should undertake this collection, and the manner in which it should be collected. There is also some amount of avoidable duplication in the collection of statistical data. Different agencies of Government sometimes disseminate conflicting statistical data.

Mechanism for Coordination at the Centre

3.32 The CSO does not have control over the statistical programmes of individual central ministries. The work programme

as also the budgets of the statistical offices are controlled by their respective administrative ministry as already indicated in Chapter 2. The coordinating functions are performed by the CSO through meetings and discussions. The principal mechanism through which the CSO has been working to ensure coordination of statistical activities is the periodical meeting of central and state statistical agencies.

3.33 After the CSO came into being in 1951, a consultative body called Joint Conference of Central and State Statisticians was set up to meet once a year to discuss matters of common interest and for coordination of statistical activities. In 1961, when the Department of Statistics was created, the Joint Conference was redesignated as 'The Central Technical Advisory Council on Statistics' and a more compact standing advisory committee for the Department was set up to consider problems referred to it from time to time.

3.34 Both the Council and the Standing Committee were replaced by the Conference of Central and State Statistical Organisations convened in 1971. The Conference which is arranged once in two years has so far held four sessions and discussed various issues of common interest to central and state governments **such as preparation of regional accounts, setting up of data banks, staffing pattern and functions of DSO, training of statistical personnel, maintenance of a common minimum list of statistics at district and lower levels, improvement of inland trade statistics, strategy for development of statistics for employment and manpower, and priorities for formulation of statistical programmes.** A standing committee looks after the follow up action on the recommendations of the Conference.

3.35 In order to develop statistical standards in different sectors of official statistics on a scientific basis and also for improving the quality of statistical data, a number of working groups and advisory committees had been constituted by the CSO from time to time. Prominent among these are Technical Advisory Committee on Statistics of Prices and Cost of Living, Standing

Committee on Social Statistics, Advisory Committee on Compilation and Analysis of National Accounts, and Technical Advisory Committee on Statistics of Employment and Unemployment. Most of these Committees are headed by Director-General CSO and include representatives not only from central and state statistical agencies but also from research institutions.

Mechanism for Coordination in the States

3.36 Coordination of statistical activities at the state level is also equally important because the statistical system at the state level is also a decentralised one. The SSBs are expected to play this important role. As is the case at the centre, there are general complaints of inadequate coordination of statistical activities in the states. The main reason for this is that by and large the SSBs have no control over the statistical programmes of individual state government departments. As a result of this not only it is difficult for the SSB to ensure that duplication in collection and compilation of data is avoided but also it becomes very often difficult to ensure adoption of standard concepts, definitions, methodology and classification in collection of data and presentation of results. Even at the state level, different government agencies sometimes disseminate conflicting statistical data which when examined closely generally reveal that the differences are mainly on account of variations in the concepts, definitions and methodologies used by the different agencies.

3.37 Like the CSO, the SSBs are also undertaking the coordination functions mostly through meetings and discussions. In states where the statistical offices in different departments are manned by officers who are taken on deputation from the SSB, the coordination of statistical activities is somewhat more effective. This is because the statistical officers in other departments tend to show their loyalty to their parent office, the SSB.

3.38 This aspect had also been discussed at length at the second Conference of Central and State Statistical Organisations held in February 1975. In order to ensure inter-departmental

coordination, the Conference recommended setting up of a high-powered statistical committee in each state. It was envisaged that such a committee will concern itself with the formulation of broad policies on all matters relating to collection and processing of data. Following this recommendation, high-powered statistical committees have been set up in 20 states and union territories—Andhra Pradesh, Bihar, Haryana, Himachal Pradesh, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Punjab, Rajasthan, Tripura, Uttar Pradesh, West Bengal, Arunachal Pradesh, Dadra & Nagar Haveli, Mizoram and Pondicherry. Either the Minister incharge of Statistics or the Chief Secretary is normally the chairman of such committees and the Director of the SSB functions as its convener. The experience of the working of the committees in some of the states is encouraging, while in some other states although the committee had been set up, it has not been possible to hold even the first meeting.

ROLE OF STATISTICAL OFFICES IN DECISION MAKING

3.39 Statistical offices can be involved in the decision making process in the following spheres :—

- (i) Policy formulation by various departments concerning their subject(s) ;
- (ii) Development planning and over-all economic and social policy formulation by the Government; and
- (iii) Statistical operations which include decision about collection, processing and interpretation of data.

3.40 Initially when the statistical offices|cells were set up in the ministries|departments, the level of statistical expertise needed and the number of personnel necessary was modest in view of the then programmes and policies. A large proportion of the statistical cells, even at present, are headed by junior officers. Over the years with increasing stress on socio-economic planning, the policy formulation in the Government has been growing steadily. The work-load being handled by the statistical offices

has also significantly increased both in volume and complexity, thus, requiring specialised and expert attention. The strength of these offices and the statistical expertise available in them has, however, not kept pace with the increasing requirements. This is resulting in a number of avoidable and serious problems, the most important being the failure of the statistician to play his role as a team-mate in policy formulation. There is, thus, urgent need of increasing capability, both as regards manpower and specialised expertise in the ministries/departments to an adequate level so as to provide dynamic leadership, technical guidance and desired analytical capability.

Policy Formulation

3.41 In matters of policy formulation and decision making the involvement of statistical offices depends on the extent to which the heads of such statistical offices are able to make themselves useful to policy-makers as also the attitude of the latter towards utility of the available statistical information. Statistical offices located in the administrative departments like Income Tax, Railways, Posts and Telegraphs, Central Excise, Iron & Steel Controller, Textile Commissioner's Office, can play such a role to the advantage of decision making. In case of ministries/departments like Economic Division of Ministry of Industry, Office of the Economic Adviser, Ministry of Commerce, the statistical functions are combined with economic functions and the responsibility for directing the entire statistical work involved is assigned to an economist rather than a statistician. This is mainly on account of the fact that the statisticians in such departments hold fairly low positions and, therefore, are not able to play their appropriate roles. They are simply required to provide or furnish the requisite data to the economist/administrator. The economists/administrators who are generally not fully familiar with the limitations of the data furnished by the statisticians can hardly be expected to do full justice to the assignment. The general argument put forth in such situations is that statisticians are not very familiar with economic theory and as such would not be able to understand the intricacies involved in policy formulation. Statisticians, with adequate training in economics, as is being

done at present for the officers of the Indian Statistical Service would undoubtedly be able to deliver the goods in such situations.

Development Planning

3.42 In the sphere of development planning and overall economic policy formulation the role of statistical offices needs to be reoriented in the light of the experience of the past and the requirements of the future.

3.43 The importance of statistics in formulating development plans had been recognised from the time India achieved Independence when in January 1949, Prof. P. C. Mahalanobis was appointed as Honorary Statistical Adviser to the Cabinet and a few years later concurrently worked as a member of the Planning Commission. In 1954, the Planning and State Statistics Division of the CSO started functioning as Statistics and Surveys Division of the Planning Commission to provide the desired statistical support in the actual planning process. Through this division of the Planning Commission, the CSO is in a position to coordinate statistical programmes drawn up by the central ministries and state governments. The CSO is also associated with a number of working groups set up by the Planning Commission to consider the problems of economic growth, savings and investment, capital formation, resources etc. Although statistics has come to be recognised as a necessary adjunct at various stages, the role of statistician generally ends up with providing the necessary data for planning and he has little say in the decision making.

Statistical Operations

3.44 The responsibility for decision making in regard to statistical operations lies within the purview of the activities of the statistical offices subject to overall administrative approval by the administering ministry where financial implications are involved. These decisions pertain to method and procedures for collection, processing, analysis and dissemination of data; improvements in quality; timely availability; concepts, definitions and classifications to be used; degree of error to be allowed commensurate with the

men and material resources available; ensuring confidentiality and secrecy of data; identification of gaps and steps to be taken to fill them up with due priorities to be attached and considerations of burden on respondents for supply of requisite information. Examples of organisations where statisticians do take such decisions, in many cases through appointed committees, are NSSO, Office of the Registrar General, DES-Ag, DGCI & S. and Labour Bureau.

CHAPTER 4

Strengthening and Restructuring of the Statistical System at the Centre

AUGMENTATION OF TECHNICAL CAPABILITIES

4.1 The Committee is convinced that for enabling the statistical offices to improve the quality and timeliness of data and play their proper role in planning and policy formulation, the statistical system needs basic and not mere marginal improvements. The existing analytical capabilities in some of the important statistical offices are considered to be inadequate by the Committee. The statistical offices need strengthening both in regard to manpower and specialised expertise so as to possess dynamic leadership and desired level of analytical capabilities. In this connection the Committee has noted that in some of the ministries, different departments or wings have independent statistical units whose work at present is not well coordinated. Since statistics is a vital input in the process of decision making, coordination of statistical activities within a ministry is considered very important. The Committee is, therefore, of the view that for each major ministry, where integration of statistics of different subjects handled by the ministry is essential for taking policy decisions, it is desirable to have whole-time statistical adviser at a sufficiently high level who can directly report to the chief executive. This will not only ensure that the entire statistical work of the ministry is well coordinated but also provide to the ministry the right type of statistical advice needed for formulation and planning purposes. Incidentally this would also encourage mutual discussion and close collaboration at appropriate level between the statisticians on the one hand and policy makers on the other, right from the initial

stage of data collection. Incumbents to the posts of statistical advisers should be basically professional statisticians with sufficient experience in the field of official statistics.

4.2 Although the requirement and necessity of having senior statistical post like the statistical adviser will have to be worked out by the individual ministries, the Committee feels that it would be useful for ministries dealing with subjects like agriculture, commerce, defence, education, health and family welfare, finance, petroleum and chemicals to have the services of a statistical adviser.

4.3 The Committee has also noted that the statistical offices in quite a few departments/directorates like Posts and Telegraphs, Petroleum and Chemicals, Tourism, Civil Aviation, Employment and Training, Imports & Exports, Coal Controller, etc. are at present headed by officers at a comparatively junior level. The level of heads of such statistical offices needs to be raised so that they are able to play their appropriate role as a team-mate in decision and policy making process. The exact requirement in this regard will have to be worked out by individual departments/directorates.

4.4 The Committee is of the opinion that as and when the statisticians are assigned to new sectors of activity either as a result of promotion or because of transfer, they should be given orientation in the nature of activities, policy framework and problem areas so that their services can be more promptly and effectively utilised by the department concerned.

4.5 The Committee has also noted that as on 1 January 1978, the professional statisticians constituted only about 12 per cent of the total statistical staff. The position is not expected to have changed much since then. This proportion, in the opinion of the Committee, is too low to ensure adequate provision of analytical capabilities in the government departments. It would, therefore, be desirable to augment the professional level statistical personnel in different statistical offices. The existing supporting staff available in many statistical offices may not be adequate to

cope with the computational and other ancillary work in a satisfactory manner, especially with the addition of proposed professional level statistical personnel. This aspect also needs to be carefully examined and wherever necessary the supporting staff should be strengthened accordingly. The Committee suggests that the exact requirements in this regard may be assessed by the various ministries/departments.

4.6 The Committee also suggests that in all ministries/departments, whatever may be the relative levels of the chief executives and statistical officers, the nature of the data likely to be useful for different policy fields should be settled, as far as possible, after mutual discussion between the administrators/policy-makers and the statistical officers. Such mutual discussion would also be useful at other stages like interpretation of data, assessment of emerging trends and application to possible policy alternatives.

COORDINATION OF STATISTICAL ACTIVITIES

Nodal Department

4.7 The Committee has noted with regret that no department of the central government has been formally declared as the 'Nodal' department of all statistical activities. The Committee feels that for development of an efficient statistical system, it is absolutely necessary to formally entrust the functions of coordination of statistical activities to a department by designating it as the 'Nodal' department. The Nodal department should also undertake integration of data required in different policy sectors in the government. Further, it should also arrange to identify the main gaps in the availability of statistics in different sectors, suggest measures to improve the quality and coverage of data series and ensure uniformity in concepts and definitions. For this purpose the obvious choice is the Department of Statistics. The Committee suggests that the Government of India may issue necessary executive orders to implement this recommendation.

National Advisory Board on Statistics

4.8 The Committee feels that for providing technical guidance for policy issues involved in the development of statistics and for ensuring effective and better coordination of statistics activities, particularly in the fields of data collection, identification of gaps, improvement in quality and timeliness of statistics, avoidance of duplication in collection of information and storage and retrieval of data, it is necessary to establish an apex body. Since such a body was expected to provide technical advice, it may appropriately be called the National Advisory Board on Statistics (NABS). The Deputy Chairman or Member in charge of statistics of the Planning Commission may be elected as the Chairman of NABS, while Director-General, CSO, may serve as the Vice-Chairman. The members of the NABS may comprise representatives from the central ministries, state governments, universities, research institutions and non-official user organisations. The secretariat of the NABS may be located in the CSO.

4.9 The NABS should meet at least once a year for giving guidance for development of statistics both at the central and state levels keeping in view the overall national priorities and for overseeing the implementation of the steps required for corrective action, particularly, in respect of interrelated statistical development programmes. The Committee would like to stress that the NABS should not concern itself with the matters of details but concentrate on larger issue of strategy for ensuring the best possible functioning of the entire national statistical system. As and when the NABS feels that some policy issues concerned with development of the statistics need consideration at the level of Ministers, a Conference of Ministers in-charge of statistics in the states may be convened.

4.10 In order to ensure adoption of standard concepts, definitions and methodology and avoidance of duplication in data collection, the Committee feels that it should be made obligatory to take clearance from the NABS before launching any

large scale statistical operation funded by the Government. Neither it is considered necessary nor it may be possible for the NABS to screen each and every proposal involving statistical operation for clearance. It would, therefore, be necessary to prescribe some cut-off monetary limit in this regard. The Committee feels that the monetary limits can be determined by the NABS itself. However, it would be necessary to revise the limits periodically to take into account the general price rise.

4.11 For seeking clearance of the NABS, the concerned agency should submit the under-mentioned details to the CSO :—

- (i) Purpose, items, coverage, concepts and definitions, data and methods ;
- (ii) Tabulation programme giving formats of tables and method of tabulation ;
- (iii) Procedure of dissemination of the results obtained ;
- (iv) Method of preserving the documents concerned and the responsible person for it; and
- (v) Details of cost involved separately for field work, analysis of data and publication.

4.12 It should be imperative on the NABS to give its comments on the proposals submitted to it within two months. In case no comments were received by the sponsoring authority within two months, the clearance of the NABS could be deemed to have been granted. The agency having got the necessary approval from the Board should not suspend the investigation or make any other alterations in the approved project before obtaining in advance the approval of the Board.

4.13 This is an important measure which would not only ensure to a large extent avoidance of duplication of efforts in data collection but also promote uniformity in adoption of standard concepts, definitions, methodologies and classifications. The Committee, therefore, suggests that the Government of India

may issue necessary executive orders to make it obligatory for each central ministry to follow this procedure and efforts may be made to pursue the state governments to issue executive orders on similar lines to all the concerned departments.

Subject Panels

4.14 The Committee would strongly urge that a systematic and sustained effort should be made to bring about maximum possible uniformity in concepts, definitions, methodologies and classifications used in all data collection programmes, may these be through censuses or sample survey or as an administrative activity. The Committee recognises that standards formulated by the United Nations and its specialised agencies can only provide broad guidelines and need to be adapted to the realities obtaining in the country. The Committee also recognises that in a dynamic situation, there can be no finality particularly about the concepts and definitions. The subject should be reviewed from time to time so that while comparability is maintained as far as possible, the changing conditions and requirements of the user of data can also be taken note of and satisfied by suitable modifications in the concepts wherever considered necessary. The Committee, therefore, suggests that subject panels may be set up at the centre for all the important subjects on which major data collection is being undertaken or needs to be initiated either by the centre or the states. The functioning of the existing technical advisory committees in different ministries may be kept in view while setting up the subject panels. In addition to representatives from statistical offices at the centre and in the states, the subject panels should have subject-matter specialists from administrative agencies, universities, research institutions and user organisations. In view of the important role the CSO is expected to play as an apex statistical agency for developing and maintaining the statistical standards, the Committee feels that every such panel should invariably have either Director-General, CSO, or his representative as a member. The CSO should continue to bring out series of manuals on standards in a comprehensive manner in different

fields. Such manuals should contain concepts, definitions, classifications and methodology of collection, compilation and processing of data. The Committee feels that some of the current social issues such as poverty, unemployment, under-employment, regional disparities in levels of living, inequalities in income and wealth deserve priority in this regard.

4.15 The Committee is of the view that the subject panels should concern themselves with (a) laying down of standards in different subjects and ensuring their adoption and use during collection of data, (b) assessing the statistical requirements of the concerned subject, (c) advising on matters regarding collection, tabulation and dissemination of data with a view to ensuring maximum coordination with minimum time-lag, and (d) standardising of storage and retrieval of data. The panels should also deal with problems regarding improvement of quality, reliability and timeliness of data being collected. Whenever required the subject panels may constitute working groups with proper representation from all the concerned institutions for undertaking in-depth examination of specific issues. The NABS should oversee the working of these subject panels.

CHAPTER 5

Strengthening and Restructuring of the Statistical System in the States

STATE HEADQUARTERS

Role of SSBs and its Organisation

5.1 As mentioned in Chapter 2, the states like the centre, have largely a decentralised statistical system and the SSB is the apex statistical organisation in each state. The Committee is of the view that although a decentralised statistical system most appropriately fits into the administrative set up in the states, the role of the SSBs needs to be made more effective and their organisational set up should be streamlined. The SSBs should be made responsible for all technical aspects of the statistical activities in the states. Such a measure will not only ensure desired level of inter-departmental coordination in all statistical matters but also help in avoiding duplication of efforts in data collection. The statistical work of importance and interest to more than one department and large scale statewide surveys should be the responsibility of the SSB. The statistical work relating to agriculture, prices, labour and demography should be centralised, to the extent possible, at the state level.

5.2 Mere production and dissemination of data would not meet the statistical requirements for policy making and planning. Appropriate statistical analysis of the collected data will have to be undertaken to provide valid answers to various policy issues. The SSBs should be more actively involved in the planning process at the state level and closely associated with the State Planning Boards. The Director of SSB should be made member/adviser of the State Planning Board and may be given appropriate status to discharge the functions.

5.3 The word 'Bureau' connotes normally small organisation within a large entity with limited scope and responsibility. Further, the SSBs which are apex statistical organisations in the states, also undertake several economic functions such as economic classification of government budget, economic analysis of data collected through censuses and sample surveys as also those which flow as a by-product of administrative activity. In view of these considerations the Committee recommends that the SSB should be uniformly called 'Directorate of Economics and Statistics' in all the states. In all reference in the subsequent paragraphs, the SSB would be referred to as Directorate of Economics and Statistics (DES). The Committee is of the view that the Director of DES should either be a professional statistician or a professional economist with considerable experience in the field of empirical analysis, in order to be able to provide the requisite guidance and leadership to the statistical system in the state.

5.4 The Committee recommends that in each state a separate Department of Economics and Statistics may be set up under which the DES should be placed. Till such a department is set up, the DES should be linked with the Planning Department.

5.5 The Committee has noted that though some of the important responsibilities like estimation of state income, participation in the NSS programmes, construction of index numbers and training of statistical personnel are assigned to the DES uniformly in all the states, yet there are considerable differences among the various DES in areas of their responsibility for collection and compilation of statistics in different subject fields. This is mainly on account of the differences in the administrative set-up in various states. However, there is a need to have some minimum amount of uniformity in the activities and organisational set up of the DES.

5.6 Keeping in view (a) the growing requirements of statistics for several operational purposes, (b) the importance of training of statistical personnel, and (c) the responsibility for dissemination of statistical information for policy makers and

users, the Committee is of the view that the DES of large states may have the under-mentioned 13 fulfilled divisions each under the charge of a senior officer :—

- (i) Sample Surveys;
- (ii) Data Processing, Data Storage and Retrieval;
- (iii) Agricultural Statistics;
- (iv) Employment and Manpower;
- (v) Social Statistics;
- (vi) Industrial and Labour Statistics;
- (vii) State Income, Capital Formation, Public Finance;
- (viii) Prices and Market Intelligence;
- (ix) Planning and Evaluation;
- (x) Socio-economic Research and Analysis;
- (xi) Training;
- (xii) Statistical Intelligence and Publication;
- (xiii) Coordination.

5.7 The broad functions of the various divisions of DES are spelt out in Annex VI. In order to undertake these functions efficiently, the DES would need strengthening both at the professional and intermediate level of statistical staff. The Committee is of the opinion that this task can most appropriately be undertaken by the state government keeping in view the proposed broad functions, the size of the state and level of statistical activities.

5.8 The Committee has also noted that almost every DES is bringing out annual statistical abstract. The statistical series covered and the presentation generally vary from state to state and, it would, therefore, be desirable to undertake a review to prescribe uniformity to the extent possible in this regard. This, in the opinion of the Committee, could be done through the forum of Conference of Central and State Statistical Organisations.

ROLE OF STATISTICAL OFFICES IN THE SUBJECT-MATTER DEPARTMENTS

5.9 Owing to paucity of time, the Committee could not go into the details of the working of statistical units functioning under the subject-matter departments in the states. However, the Committee feels that this task should be undertaken by the state government itself. The Committee, therefore, recommends that a small team comprising a senior administrator, and the Director of DES should examine the functions and organisational pattern of the statistical units in different departments in consultation with the concerned departmental head and subject-matter specialist in order to develop a rationalised and well-coordinated statistical system with appropriate linkages with the DES.

REGIONAL LEVEL ORGANISATION

5.10 In order to streamline the flow of information from the lower levels to the state headquarters, the Committee suggests that regional offices each under the charge of a Deputy Director might be set up in appropriate regions wherever considered necessary. These regional offices should help in adequate supervision of state-wide sample surveys and also of specific regional surveys and coordinate the submission of the prescribed statistical returns. The staffing pattern at the regional level will have to be determined by the DES taking into account the intensity of statistical activities in each region.

DISTRICT LEVEL ORGANISATION

5.11 In the context of growing stress on grass-root planning, more reliable and detailed data at the district and lower levels are essential. In a district, the coordination of collection of such data can most appropriately be undertaken effectively by the DSO. The DSO should, therefore, be responsible for the coordination of entire statistical work at the district level. The statistical information supplied by other district level offices to their controlling offices at the state headquarters should invariably be endorsed to the DSO also. Executive instructions need to be

issued for making it obligatory for other district offices to forward copies of statistical information to the DSO. A sample check of the returns submitted by other district offices may also be carried out by the DSO so as to ensure quality of data.

5.12 The Committee noted that DSO is headed by a District Statistical Officer who is generally a Class II gazetted officer. Keeping in view the work programme of the staff to be supervised as also the fact that the DSO was expected to keep a close liaison with other district offices, the Committee feels that the status of the District Statistical Officer should be raised wherever necessary so as to be at par with the other heads of technical offices at the district level.

5.13 The need for maintaining minimum essential statistics at district and lower levels to meet the growing requirements of planning and policy making is increasingly felt. A working group constituted by CSO has prepared a minimum list of statistics to be maintained at the district and lower levels along with appropriate formats for maintaining them on a uniform basis. The standard concepts and definitions to be followed for maintenance of statistics for different items included in the minimum list have also been given in the report of the working group. The Committee would like to support strongly the recommendations of the Fourth Conference of Central and State Statistical Organisations held in September, 1979 that action needs to be initiated on a priority basis by the DES to implement the various suggestions contained in the report of the said working group.

BLOCK AND VILLAGE LEVEL ORGANISATION

5.14 The Committee considered the existing arrangements for collection and maintenance of data at the village level by multifarious primary agencies functioning under the administrative control of different state departments. It observed that the present system needs considerable improvement in regard to quality, coverage and timeliness in data collection. A view was expressed that there is an urgent need for a full-time statistical functionary (Statistical Assistant) for a group of villages and

for this resources should be made available. Flow of information should move upwards from the base level to the highest administrative level. There should be a continuity in the whole statistical system, otherwise it would not be possible to improve the quality, coverage and timeliness of statistical data to the desired extent. Returns submitted by village level Statistical Assistants should be scrutinised and their field work should be supervised by adequately trained statistical personnel at the block level under the direct technical and administrative control of the DSO. The village level statistical assistant should be responsible for collection of field data from village level as may be directed by the DSO. The Committee deliberated on this issue at some length and came to the conclusion that it is not possible at this stage for a single agency to take over the multi-faceted statistical activities at the village level. A substantial part of the statistics of development activities is presently built up at the block/district level on the basis of administrative reports and returns of lower level workers of different subject matter departments and this cannot be discontinued without making foolproof alternative arrangements. The general concensus was, therefore, that for the present, it should be our endeavour to improve the system of maintenance of records, the quality of the information and the timeliness in submission of the reports and returns by super-imposing a rationalised supervision programme by adequately trained statistical personnel at the block level under the direct technical and administrative control of the DSO. Further improvement in the statistical reporting system at lower levels should be considered after the structure and functions of the system being recommended at the block level are stabilised.

5.15 The Committee, therefore, recommends that to start with, one Statistical Assistant should be provided on a priority basis in each block to function under the direct control of the District Statistical Officer with functions as listed below :—

- (i) assisting in collection of statistical information from lower levels as may be directed by the DSO by personal contact or otherwise ;

- (ii) exercising scrutiny of such information ;
- (iii) supervising survey work ;
- (iv) undertaking collection of field data as directed by DSO ;
- (v) undertaking quality checks about the reliability of recorded information maintained by the village level functionaries of different subject matter departments in a sample of cases and organising group and/or individual training programmes for them ;
- (vi) maintaining block level information ;
- (vii) assisting in block level planning ;
- (viii) preparing and submitting prescribed monthly, quarterly and annual progress reports ; and
- (ix) preparing and maintaining Village Directories and Amenities Registers.

COORDINATION OF STATISTICAL ACTIVITIES

Nodal Agency

5.16 The Committee has noted that generally in the states, no department or organisation has been formally declared as the 'Nodal' agency for all statistical activities. The Committee feels that for development of an efficient statistical system at the state level, it is necessary to formally entrust the functions of coordination of statistical activities to an organisation by designating it as the 'Nodal' agency. As in the case of the centre, the Nodal agency in the state should also undertake integration of data required in different policy sectors in the Government and suggest ways and means to improve the quality and coverage of data series. The obvious choice for this purpose is the apex organisation in state *viz.*, the DES. For implementing this recommendation the Committee suggests that the state governments may issue necessary executive orders.

State Statistical Committee

5.17 In order to streamline the statistical system at the state level and also to strengthen the inter-departmental coordination in matters of statistical development, the Committee is of the view that each state should have a high level Committee to be called State Statistical Committee (SSC). The SSC should also concern itself with formulation of broad policies on all matters relating to collection, processing, storage and retrieval of data in the light of the policy to be laid down by the NABS. Further, the SSC would be the link between the NABS and the states in all policy matters concerning development of statistics. While constituting the SSC, the composition of the existing high-powered statistical committees may be modified to the extent necessary. The Minister-in-charge of statistics should be the Chairman of the SSC and the Director, DES may work as the convener. The SSC should also include non-official subject specialists from the universities and research institutions located in the state and Director-General, CSO or his representative as members.

Subject Panels

5.18 The Committee feels that the subject(s) for which panels are proposed to be constituted at the national level, no corresponding panel need be set up by the states. Technical issues concerning any subject should be referred to the concerned subject panel at the centre. However, in areas where no subject panel exists at the centre and the subject is of only local interest to the state, a technical working group may be set up on the advice of the SSC. Besides representatives from the state departments and concerned statistical organisation(s) at the centre, such groups may include non-official subject specialists from universities/research institutions located in the state.

Meeting of State Statistical Offices

5.19 The Committee also feels that in view of the statistical activity being spread out in different departments of the state

government, there is a definite need for periodical review of the work programme and exchange of ideas and experience at the state level. It is, therefore, suggested that like the Conference of Central and State Statistical Organisations, each state may also arrange an annual meet at the headquarters of all officers-in-charge of statistical units in different departments. Likewise, meetings may also be arranged once in a year in each district and in each block of all officers concerned with collection and compilation of statistics.

CHAPTER 6

Remedial Measures for Improving the Timeliness and Quality of Data

6.1 Although as a result of improvements and expansion in statistical activities during the last three decades, a larger volume of data are now available than before in almost all important fields, much still remains to be done with regard to improvement in their quality and the availability of published results. The Committee is aware that during the recent past a number of committees, commissions and seminars have drawn attention to these deficiencies and have suggested various measures but these are related mainly to the subject of the enquiry with which they have been concerned. However, some of these deficiencies are common to almost all important subject fields. In the following paragraphs, the Committee has identified a few common glaring deficiencies not only pertaining to timeliness and quality of data but also related aspects and suggested appropriate remedial measures.

TIME-LAG

6.2 Timely availability of statistics is the essence of the efficiency of national statistical system. It is crucial in planning and decision making as well as for effective management of economic affairs in government departments. For instance, when the government is dealing with a situation of severe shortage and the latest available statistics on the subject relate to a period a couple of years ago when a situation of surplus might have been prevailing in the country, such outdated statistics may not at all be helpful for decision making. In such a situation the

decision maker, rather than waiting for statistics would tend to take decision, right or wrong, on the basis of empirical impressions. From the view-point of policy makers, statistics with long time-lag may only be useful for academicians and economic historians. The Committee recognises that if the statistical system is to serve the policy makers effectively, it has to devise ways and means of giving to the policy makers some basic useful statistical material well in time for decision making. On the other hand, while asking for data, the nature of policy problem, the type of data required and the time limits within which the same may be made available should be clearly specified.

6.3 The Committee has looked into the problems of inordinate and avoidable time-lag in availability of statistics relating to different sectors of the economy. The inordinate delays can be traced to be combination of the following factors in the long chain of statistical machinery—(a) delays in transmission of data from the point of collection or first recording to the tabulation centres ; (b) inordinate time-lag for checking and tabulation, waiting for a few missing returns or items of information; (c) delays in data processing and preparation of tables in standard formats ; and (d) time taken in the printing press. The Committee has discussed this problem thread-bare and has identified a few measures in areas where results can be achieved with minimum inputs or efforts. These are discussed in the following paragraphs :

Printing Facilities

6.4 All major statistical agencies, particularly the Department of Statistics at the centre and the DES in the states, who are responsible for bringing out major statistical publications should either have a separate printing press or the concerned government presses may be provided with funds for setting up a separate unit for exclusive use of statistical organisations. In cases where there are difficulties in implementing the above suggestion, the concerned government may consider permitting statistical organisations to get the publication printed through

private presses. This single measure to over-come the delays in printing itself can bring about revolution in the usefulness of statistical data.

Simplification of Schedules

6.5 The Committee feels that the schedule/questionnaire used for collecting statistical information should be as far as possible, short and simple. In this regard, it may be ensured that data on items which are not included in the tabulation programme are not collected. These would reduce not only delays in collection and processing of data but would also minimise respondents' resistance to supplying of information.

Computerisation

6.6 The Committee has noted that although an increasing volume of statistical information is being collected, the existing arrangements of manual and mechanical data processing in the states and at the centre are not adequate to make available the results with the desired speed and in sufficient details to the users and in that sense this amounts to loss of wealth of information. It is, therefore, necessary to develop a suitable system by which data collected in different sectors of the economy having bearing on planning and policy making are speedily processed, properly presented and stored in the manner desired. Electronic data processing and setting up of computerised data banks appear to be the best possible approach for this purpose.

6.7 Although some organisations at the centre and a few SSBs are now utilising computers for processing of data, the progress in this regard is rather slow. The Committee, therefore, feels that statistical organisations may be encouraged to use electronic computers for data processing. In states, where computer facilities are not adequate, it may be desirable to set up a computer centre to cater to the needs of DES and other statistical offices. The exact requirement in this regard needs to be assessed by the state governments. The Committee also

feels that statistical offices may be encouraged to use mini-computers now being manufactured in India, for decentralised data processing that would yield the results quickly and avoid monotonous time-consuming computational work undertaken manually.

Provisional Estimates and Summary Tables

6.8 Besides preparing the full complement of statistical information on a comprehensive basis, all statistical agencies should develop a system to provide a series of quick provisional estimates and also suitable summary tables as is being done in the case of ASI. In addition, suitable indicators may be developed and made available in each sector for periodical short-term monitoring and policy adjustments. While undertaking this work the available proxy indicators, other derived data and quick forecasting methods should be fully utilised. Such measures would meet the needs of a large number of data users including policy makers whose primary interest may not be the detailed results but the main results in a summary form. The Committee also suggests that for important surveys where processing of entire data collected causes delay in the release of results, advance tables based on a sub-sample of collected data may be generated for the use of planners and policy-makers wherever feasible.

Norm for Regular Publications

6.9 There are several periodical returns which are running enormously behind the schedule just because there are several such issues in the pipelines and they can be released after due data processing and printing only one by one according to their sequence in the pipeline. In such a situation, the statistical authorities should carefully review all such bottlenecks and then should decide to bring the annual or quarterly or monthly review of the report for the latest possible period. In this process, some reports or reviews for earlier period may have to be bypassed. Once the backlog is cleared in this manner with issuance

of latest data, the normal mode of release may be resumed for the later issues of the publication.

6.10 The Committee would like to suggest a basic norm which may be laid down for all periodicals or time series statistics. The time-lag in respect of any statistical series should not exceed the periodicity of statistics, i.e., the monthly series should be released with a time-lag of not more than one month and the annual series should be released with a time-lag of not exceeding one year. However, in regard to censuses carried out at long intervals, either quinquennially or decennially, the results should be made available within 2-3 years of the completion of the field work.

Release/Supply and Inventory of Data

6.11 The Committee has noted that individual statistical offices at the centre are releasing and publishing the data pertaining to their subject fields as also supplying the requisite data to international agencies directly without keeping the CSO informed in the matter. The Committee does not feel advisable to change this procedure for release or supply of data. However, it recommends that a copy of any such data published or supplied to international agencies should be invariably sent to the CSO.

6.12 The Committee has also noted that statistical offices in the states often send the requisite information directly to the concerned statistical offices at the centre without keeping the SSB informed. Although for effective coordination, it may be desirable to designate a single agency in a state for supply of requisite data to the centre, the Committee feels that such an arrangement may lead to further delays. The Committee, therefore, feels that individual departments in the states may continue sending the provisional estimates in advance to the concerned ministry at the centre but the responsibility for transmitting the final figures to the concerned ministry at the centre within a reasonable period of time should be entrusted to the DES.

National Inventory of Statistical Data

6.13 The Committee noted that, by and large, the statistical agencies do not pay adequate attention to giving wide publicity to the various statistical series maintained by them. The Committee feels that statistical offices should not only produce data, but also apprise the administrators/economists and other users of the usefulness of data available with them. In this context, the Committee feels that a National Inventory of Statistical Data (NISD) could play a useful role. To begin with, such an inventory could be set up at the CSO in respect of data which are available in the CSO, NSSO and central ministries. Later on, through a sub-system, it could be extended to the states in due course. The proposed inventory should keep detailed information on availability of different types of data, periodicity, sources, alongwith some explanatory notes regarding concepts, coverage, time-lag, the level of aggregation and disaggregation and so on. It should cover all regularly collected time series data as also survey data collected on a non-repetitive basis. Further, it should cover not only the published data but also what is available in unpublished records. In order to keep the NISD up-to-date, it is suggested that copies of data released for official use may be made available for the inventory without waiting for the printing of the publication containing these data. Further, adequate reprographic facilities may be provided so as to make selected relevant data available to official and other users according to their need. In this connection, the Committee noted with appreciation the efforts made by the CSO in bringing out a Directory of Statistics and a Guide to Official Statistics and recommends that similar publications may also be brought out by the states.

QUALITY, DISCREPANCY AND RELIABILITY

Quality of Data

6.14 The Committee has noted that although considerable progress has been made in India in designing efficient large

scale sample surveys and censuses in different fields, comparatively little attention has been paid to the control of quality of data collected. The position in this regard is still worse for the data which flow as a by-product of administrative activities of different government departments and organisations. Lack of quality in data is also termed as 'non-sampling error'. Unlike the sampling error which can be controlled to the desired level by choosing an appropriate sampling design and adequate sample size, the non-sampling errors depend upon the implementation of the procedure of data collection. It involves the interplay of human and other factors, which in some situations may be beyond the control of the agency responsible for implementing the programme.

6.15 The Committee recognises that this is a difficult task, but, in view of its importance, feels that every statistical organisation involved in data collection programme should make every effort to thoroughly acquaint itself with the various conditions which are likely to influence the correct implementation of the laid down programme of data collection and find out ways and means which would ensure the elimination of such errors to the extent possible. Adequate training of staff involved in data collection and supervision would generally result in improvement of quality of data.

Discrepancy in Data Series

6.16 Discrepancies between statistics relating to the same subject released by different agencies are not very uncommon. This difficulty mainly arises on account of (a) lack of uniformity in concepts, definitions and methodologies followed in data collection by different agencies, (b) differences in coverage, (c) differences in reference period and/or period of the survey. The Committee feels that this problem would be solved to a great extent with the improvement in mechanism for coordination in statistical activities recommended by it in Chapter 4. The Committee recognises that as far as possible as a matter of policy, only one set of data on a particular item should be made

available and a single agency should be authorised to release the same. However, where collection, release or publication of two or more sets of data on the same subject is unavoidable, a reconciliation statement should invariably be prepared on a regular basis for verification and should be published alongwith the main data series.

Reliability

6.17 Sometimes, the quality of primary data is so poor that the inferences based on them become unreliable and misleading for any decision making process. The Committee has noted that generally the publications containing statistical data do not adequately indicate the limitations of different series. In many cases, the reports containing the results of sample surveys do not provide any idea about the standard errors of different estimates presented therein. In the absence of such details, the data series and also the results of sample surveys lose their credibility. The Committee, therefore, recommends that every statistical series released should clearly indicate the limitations, if any, and further all the results based on sample surveys should be accompanied by the estimates of the standard error of the different estimates.

6.18 The Committee feels that while furnishing information to policy-makers the statisticians should not only supply the data asked for but also provide all available ancillary information so as to present a comprehensive picture of the issue under consideration. The precision as also the limitations of the information supplied should be clearly specified for the benefit of the policy-makers.

CHAPTER 7

Statistical Personnel

7.1 For efficient operation of the national statistical system, it is necessary to maintain a solid core of qualified and adequately trained statistical personnel. In order to ensure that such a solid core of personnel will become available for manning different statistical operations, it is essential to enforce some amount of uniformity in regard to the requirements of basic qualifications and level of competence in recruitment for different categories of posts. This can be achieved by forming and maintaining a separate statistical cadre which will ensure availability of a regular stream of proficient statistical personnel at different levels through a single operating mechanism of recruitment. Such an arrangement will also ensure desired uniformity in the quality of recruits. The existing position in regard to the statistical cadres and training of government statisticians, both at the centre and in the states is briefly described in the following paragraphs along with the remedial measures suggested by the Committee to improve the situation.

STATISTICAL CADRES

Indian Statistical Service

7.2 As early as in 1945, the Inter-Departmental Committee on Official Statistics had recommended the formation of a regular statistical service to man the statistical functions. Considering this recommendation, in 1964, the Indian Statistical Service (ISS) was constituted primarily to cater to the needs of central ministries/departments. In the last 16 years of the existence of this Service, a good progress has been made in the availability of proficient statisticians. Initial recruitment to this Service is effected

through a competitive examination conducted by the Union Public Service Commission. There is also a provision for lateral entry of accomplished statisticians at higher levels. The initial entrants are imparted two years' work-oriented professional training and in order to maintain a high standard of proficiency the ISS officers are also required to undergo refresher and functional courses from time to time.

7.3 At present, the ISS consists of four grades. The pay scales attached to the grades and the number of duty posts as on 1 January 1980 in each one of them are given below :—

| Grade | Scale of pay | No. of duty Posts |
|-------|---------------|-------------------|
| I | Rs. 1800—2000 | 14 |
| II | Rs. 1500—1800 | 33 |
| III | Rs. 1100—1600 | 113 |
| IV | Rs. 700—1300 | 257* |

In addition, there is a selection grade of Rs. 2000-2250 to take care of officers stagnating at the maximum of the scale of Grade I.

7.4 The Committee has noted with regret that in spite of the fact that ISS has been in existence for about 16 years, there are many posts involving statistical functions in different ministries/departments which have not yet been offered for encadrement to the ISS. Immediate steps need to be taken to review the position in this regard.

7.5 The cadre control and management of ISS is vested in the Department of Personnel & Administrative Reforms. In this regard, the Committee noted that a number of specialised services like the Railways, Postal, Tele-communication, Audit, Accounts, Defence, Health, and Information are at present controlled by the respective administrative ministries. Of these, the Central Information Service and Indian Civil Accounts Service are inter-ministerial services like the ISS and the officers are posted not only in the cadre controlling ministry but also in various other ministries.

* Inclusive of 73 leave/training/deputation reserves.

7.6 The maximum number of ISS officers are posted in the Department of Statistics and as such, it is the most concerned Department with the career management of the ISS officers. Right from the time the officers join the ISS, their training and making them conversant with various statistical developments is the responsibility of the Department of Statistics. The Department has also the requisite expert knowledge about the level and nature of statistical responsibilities to be discharged by officers in different ISS posts in various ministries/departments. The Committee feels that for placement of officers against specific posts needing special capabilities and for career management of ISS officers, the most competent advice can be given only by the Department of Statistics. It is, therefore, recommended that the cadre management and control of ISS in all aspects of the service namely, recruitment, training, promotion and transfers may be controlled by the Department of Statistics. However, the Department of Statistics may be guided by an Advisory Board on which the Department of Personnel & Administrative Reforms may also be represented. The posts and personnel in the Department of Personnel and Administrative Reforms who are handling the work relating to ISS may also as a sequel to the proposal be transferred to the Department of Statistics. As such, the transfer of the cadre control, will at best have only marginal financial implication.

State Statistical Cadres

7.7 In a few states like Karnataka, Kerala, and Rajasthan regular Economics and Statistics Service exists. In some of them statistical units in different departments are manned by the technical personnel drawn on deputation from the SSB. In states like Gujarat and Orissa, the Service covers only the gazetted posts and not the non-gazetted posts. Further, a few departments like agriculture, road transport do not participate in the common statistical cadre in some of the states.

7.8 The Committee recognises that an organised statistical service plays an important role in the development of sound statistical system. It, therefore, accepts in principle the desirability

of extension of ISS to the states. The Committee, however, noted that the question of extension of ISS to states had been examined earlier by the Government of India in consultation with the state governments, and also discussed at the Second and Third Conferences of Central and State Statistical Organisations. No definite decision could be arrived at in this regard as there were differences of opinion among the state representatives on the feasibility and advantages of extending ISS to the states particularly from the point of view of career prospects of state statistical staff to be covered by the Service. Since the functions and activities of the DES involve both economics and statistics, some of the state representatives whom the field study group constituted by the Committee met during the course of their field visit to the states felt that many of the state officers holding degrees in economics or commerce, would not be interested in being included in the ISS as it was likely to adversely affect their career prospects. The state Directors further felt that an all-India service combining both the disciplines of economics and statistics may be more acceptable to many of the states. This, of course, leads to a broader issue of combining the ISS and Indian Economic Service into a composite Indian Economic and Statistical Service. The Committee feels that this aspect is outside the purview of its terms of reference.

7.9 Pending the extension of ISS to the states, the Committee strongly recommends that efforts may be made by each state to constitute a common statistical/economic and statistical cadre for all statistical units of different departments.

Exchange of Officers between Centre and States

7.10 The Committee has noted that though there is a provision in the ISS Rules for taking officers from states on deputation against cadre posts, the arrangement has not worked satisfactorily so far mainly on account of the fact that the terms of deputation, as they are at present, are not attractive enough for state officers to move to the centre. This aspect had also been discussed at

the Third Conference of Central and State Statistical Organisations held in February 1977 and the main difficulties identified were—(i) inadequate financial inducement (which is upto a maximum of Rs. 250/- p.m.) to the officers taken on deputation; and (ii) the deputationist is not considered as a tenure officer for allotment of government accommodation on a priority basis. The Committee recommends that the provision may be reviewed and the terms of deputation may be made more attractive to the extent possible.

TRAINING OF STATISTICAL PERSONNEL

7.11 The universities and research institutions in the country are providing academic training in statistics and making available adequate number of graduate and post graduate qualified statisticians. Since there is a substantial gap between the formal statistical education imparted in the universities and research institutions and the job requirements in the government departments, the young graduates and post-graduates cannot generally perform the statistical tasks in the government departments without further training. It is, therefore, necessary for the agencies directly concerned with the recruitment and career management of statistical personnel to create adequate in-service training facilities.

7.12 With a decentralised statistical set-up, training is to be imparted at various levels, national, state and even district. The number of persons involved in this operation is so large that the task of providing training to them requires enormous resources and calls for a carefully planned training strategy for different categories of persons involved in the collection, processing, analysis and dissemination of data. An idea about the task involved can be had from the fact that currently about 45,000 persons are employed by over 1100 statistical offices throughout the country.

7.13 The important organisations engaged in conducting in-service training in official statistics and related methodology are the CSO, SSBs and NSSO. A few other institutions like the

ISI, IASRI, the Computer Centre of the Department of Statistics, All-India Institute of Hygiene and Public Health, International Statistical Education Centre and the International Institute of Population Studies also organise special in-service courses to cater to the needs in their specialised subject-fields.

7.14 The statistical personnel employed in the government can be broadly classified into three categories—the professionals, the intermediates and the primary—as indicated in Annex III. They constitute respectively about 10, 30 and 60 per cent of the total staff strength. The training strategy for these categories of staff is discussed in the following paragraphs.

Training of Professionals

7.15 The CSO which provides over-all leadership in the field of training undertakes itself training activity for professional level statistical personnel. The training programmes arranged for this category are broadly of two different types. The first one is exclusively to cater to the needs of the ISS and the second one is mainly for the professional statisticians working in the states. The training programme for the ISS includes a comprehensive course extending over a period of about 80 weeks for the direct recruits to Grade IV of ISS and refresher and functional courses of 3 to 9 weeks duration for the senior officers. The course for the direct recruits, which is arranged in collaboration with the ISI, covers official statistics, economic theory, econometrics, operations research, theory and practice of sample surveys, multivariate analysis, design of experiments, statistical quality control, statistical methods in planning and evaluation and electronic data processing. The refresher and functional courses are primarily designed to provide opportunities for learning the latest developments in official statistics, sample surveys, economic statistics and statistical techniques for planning and evaluation.

7.16 The Committee has noted that training programme for the ISS officers had been remodelled in later part of 1976 on the basis of the recommendations of a Technical Advisory Committee constituted by the Department of Personnel and Administrative

Reforms, the cadre controlling authority of the ISS. The Committee recommends that these programmes should be reviewed periodically, say, once in five years, by an expert group comprising not only representatives from government departments but also from universities and research institutions.

7.17 For the professional statisticians working in the states and in the central ministries, the CSO arranges annually a 8-week programme comprising three modules. The first and second modules each extending over a period of three weeks deal with official statistics and national accounts respectively and the last module provides for specialisation in a selected subject in official statistics for a period of two weeks.

Training of Intermediate and Primary Staff

7.18 Training programmes for intermediate staff are mainly organised by the SSBs and to a limited extent by the CSO. For the primary staff who are involved in collection of data, scrutiny, coding and processing of data and simple tasks of computation and tabulation training is essentially the concern of the SSBs. The NSSO is the other major organisation which undertakes a large scale programme of training of their entire contingent of primary level staff.

7.19 The Committee has noted that training strategy has been reviewed from time to time in the Conferences of Central and State Statistical Organisations, to meet the emerging needs and demands of the national statistical system. It has also been noted that a working group was constituted in 1975 on the recommendations of the Second Conference of Central and State Statistical Organisations to review the existing arrangements of training in the SSBs and the courses, other than those for the ISS officers, arranged by the CSO. Keeping in view the functions assigned to the various categories of staff as well as the need to provide minimum basic statistical training relevant to their duties, the Group had recommended model courses with standardised syllabi to be arranged by SSBs. Separate model courses had been formulated for staff employed in analytical work, computational

job, data processing and field work. The duration of these courses varies from three to five weeks. The syllabus of the course for intermediate staff arranged by the CSO has also been revised. The revised course now extends over a period of 9 months and consists of 3 parts of 20, 8 and 11 weeks respectively. The first part which is arranged in collaboration with ISI provides a course in mathematics and economics followed by an elementary programme on descriptive statistics, statistical methods, sample surveys, design of experiments and introduction to data processing. The second part deals with sources and methods of data collection, analysis and dissemination in various fields of official statistics. The last part offers specialisation in specified subjects like demography, labour statistics, agricultural statistics, finance and banking statistics, social statistics and organisation of large scale sample surveys.

7.20 The Committee feels that the model courses recommended by the working group for intermediate and primary staff would adequately meet the present requirements of the statistical system. Some of the states have already taken steps to strengthen their training capabilities to organise such programmes on a regular basis. The Committee recommends that training of statistical personnel should be accorded top priority in the approval of programmes for development of statistical activities. In this connection, the Committee does recognise that some of the smaller states may not either have the capability or the need to an extent as to afford such a training facility. To overcome such situations, the Committee suggests that SSBs having adequate training capabilities may be encouraged to offer training facilities to the neighbouring SSBs which are not in a position to immediately build up training capabilities of their own.

7.21 The Committee has also noted with appreciation that in 1979, the CSO had arranged a workshop programme for the officers in-charge of training in the SSBs for exchange of experiences and for improving the technical and organisational aspects of the training programmes. The Committee feels that such workshop programmes should be arranged periodically, say, once in

three years. The Committee also feels that in order to take into account the changing training needs of the statistical system, the training strategy should be reviewed periodically, say once in 5 years by an expert group comprising representatives from central and state government departments, universities and research organisations.

7.22 Before concluding discussion on this aspect, the Committee would like to recommend that short orientation courses/seminars in statistical methodology and applications should be arranged for the benefit of officers involved in policy formulation and decision making. The main theme of such programmes should be to familiarise the officers with the role that statistics can play in decision making and policy formulation and also indicate to them the limitations of the existing statistical system in providing the requisite data in different sectors.

CHAPTER 8

Liaison Between Central Statistical Organisation/Directorates of Economics and Statistics and Universities/Research Institutions

Current Status

8.1 The Committee notes with regret that at present there does not exist any mechanism to ensure an effective liaison between CSO/SSBs and universities/research institutions in matters relating to development of statistics. Because of the independent ways of development of statistics in the universities and in the official circles, the government departments are not often posted with the latest research in statistical theory carried out in the universities and research institutions and hence are not adequately equipped for practical application of the subject. This is mainly due to the absence of a rapport between the universities and government departments in their day-to-day activities. Likewise, the universities and research institutions in many cases are not aware of the latest developments in the field of official statistics and also the statistical requirements of policy makers. The curriculum in statistics followed in most of the universities does not provide the necessary background to students of statistics which would enable them to become successful official statisticians. The bulk of the students who complete their university career with statistics as major or a subsidiary subject enter the government service at different levels. According to the level of the

job, they get involved in work relating to one or more of the fields like collection and compilation of official statistics, planning and conduct of sample surveys, construction of index numbers economic analysis work, economic planning, training of government statisticians, etc. For carrying out statistical work at the official level proficiently, statistical reasoning and statistical logic are considered absolutely necessary. Therefore, teaching of statistics in the universities should be directly linked with the type of work statistical personnel in the government departments are expected to undertake. For this purpose, it would be necessary to modify the syllabi in statistics to equip the students with necessary background for meeting the requirements of the government departments.

Remedial Measures

8.2 In order to place the statistical system in the country on a sound footing, it is essential that all the concerned organisations like the CSO, SSBs, University Grants Commission (UGC), universities and research institutions collaborate and assist in the development of statistics. The Committee, therefore, suggests the following steps to make this possible :—

- (i) It is necessary to modify the syllabi and teaching methods to equip the students with necessary background for meeting the demands in application of statistical tools. These modifications should be evolved jointly by the academic personnel and concerned official and non-official experts in the field to ensure a satisfactory balance. In the universities/research institutions, consultancy should be treated as a part of the job of teachers.
- (ii) With a view to making the students well equipped in statistical technology and proving more useful to the employer there should be a provision for project work for degree and honours courses. The project work should be in the form of a sandwich course and should be completed before the students write their final examination. These sandwich courses would

require the students to work in government offices/ public and private enterprises for about six months undertaking case studies involving analysis/interpretation of data already collected. The subject teachers from the universities/research institutions and the concerned officers should be jointly associated in such projects which the students will undertake.

- (iii) To ensure maintenance of adequate standards in teaching in applied and empirical fields of statistics, competent persons from government departments and other concerned agencies should be encouraged to deliver special lectures on different topics in universities and research institutions. This involvement and participation in teaching should be introduced in all universities/research institutions. While teaching subjects such as sample surveys, demography, and design of experiments more emphasis should be laid on practical applications of methods with examples from Indian experience. The participation of the officers dealing with these subjects in their day-to-day work will, therefore, be desirable.
- (iv) Seminars/workshops/summer schools should be organised in the concerned government departments and institutions from time to time with the assistance of academic staff and research workers from the universities/research institutions. Such an effort will enable the participants to exchange views, to acquaint themselves with the recent developments in statistical methods and analysis of statistical data for improving management and decision making.
- (v) It is imperative to make the teaching of official statistics in the universities/research institutions more interesting through preparation of better reading materials and participation of concerned experts from different subject fields.

- (vi) It is essential that statisticians from government departments and productive|servicing institutions are given an opportunity once in five years to be associated with any of the universities or research institutions of their choice for a period of six months to study on their own with a view to refreshing and enlarging their statistical knowledge. During this period the official may either attend courses/lectures of their choice or undertake research studies and prepare papers on subjects of interest to the department which they serve. Similarly, the teachers in the universities and research institutions should be given an opportunity for acquiring knowledge in the practical aspects of the areas of their teaching, e.g. plan formulation, organisation and collection of statistical data, field experiments and tabulation and analysis of the materials so collected. They should be provided with adequate facilities in the DES/CSO.
- (vii) For improvement in official statistical system and for satisfactory application of statistical technology, it is essential for the government statisticians to keep in touch with the theoretical and scientific aspects of the subject. For this purpose the government statisticians need to be encouraged to keep in touch with universities/research bodies by way of participation actively in technical meetings/conferences/seminars organised by them. This is likely to result in fruitful application of improved statistical techniques in their day-to-day work.
- (viii) After completion of five years of service and before the end of fifteen years of service, statisticians with good academic record in the government offices and producing institutions should be given an opportunity once in their career to undertake research leading to a Ph.D. degree with a period of absence of not longer than three years. This leave of absence

should be treated as study leave and the present rules of study leave may be modified to give adequate financial and other facilities like protection of total emoluments, housing facilities, etc.

- (ix) The statistical research projects undertaken by the universities and research institutions are often of interest to the government departments and similar other organisations. It would be desirable to have such studies identified. For this purpose, the academic institutions, government departments and the organisations concerned should maintain close co-operation and provide opportunities for exchange of ideas/information while carrying out such studies through the help of DES/CSO. Universities/research institutions should send regularly reports of research and details of projected research undertaken by them to the CSO/DES and in turn CSO/DES should prepare annual summaries of the same for the benefit of policy administrators.
- (x) Research in applied statistics is sometimes characterised by a diversity of methodological strategy, data collection practice, data analysis techniques etc. Projects of this nature can be efficiently executed by adopting the 'Joint Guides' concept. The entire responsibility of such research projects should rest primarily on two guides, one each from the university/research institution and the concerned government department.
- (xi) Subject to confidentiality provisions in different Acts, as also the convenience of the government departments, the supply of unpublished data for research purposes should be encouraged.

8.3 The Committee recognises that maintaining an effective liaison between government statistical offices and universities/research institutions is a gigantic task. The Committee is, therefore, of the view that the policy issues involved in such an

arrangement as well as the technical details may be looked into by the NABS.

8.4 Financing of the proposals suggested in para 8.2 is the crux of the problem. Keeping this in view, it is imperative to lay down some guidelines for funding the various projects proposed. The training programmes/seminars/summer schools should be financed by the UGC and central and state governments after such a proposal has been approved by NABS. For programmes in which a particular department is interested, the funds should be provided by the department concerned. On the same analogy, university/research institution should finance projects in which its interest lies. Funding of projects of common interest to both the organisations could be sorted out by mutual consultation.

8.5 The Committee strongly feels that the implementation of the above proposals would lead to a balanced development of the statistical system in the country and would also improve substantially the teaching of the subject in the universities by giving the desired practical orientation which the current curriculum very much requires.

CHAPTER 9

Statistical Legislation

9.1 The major methods of data collection are the census, sample surveys and use of administrative records or any combination of one or more of these. The statistics which flow as a by-product of administration, need not come under the purview of statistical legislation. On the other hand both for the census and sample surveys suitable legislation is necessary not only to reduce the non-response but also to provide guarantee for safeguarding the confidentiality of information collected from individual respondents.

9.2 In India, some statistical and regulatory acts provide for collection of data. The population census is conducted under the Census Act, 1948. The Registration of Births and Deaths Act was enacted in 1969. There are many fields where data are collected on a statutory basis under administrative enactments like the Factories Act, Mines Act, Workmen Compensation Act, Payment of Wages Act, etc. The first census of manufacturing industries was organised in 1946 under the Industrial Statistics Act 1942 which empowered the Government to collect data from factories registered under the Factories Act, 1934. In 1953, the Government of India enacted the 'Collection of Statistics Act' which included the provisions of Industrial Statistics Act, 1942 and empowered the Government to collect statistics in regard to any matter concerning any industry or class of industries, commercial, trading and industrial concerns including factories and matters relating to welfare of labour and conditions of labour.

9.3 At present, the ASI for collection of data from establishments registered under the Factories Act, 1948, is conducted under

the provisions of Collection of Statistics Act, 1953. For the ASI, notice is served every year to the owners of factories/industrial concerns for submission of prescribed return. It is statutorily obligatory on the owner of the factory/industrial concern to furnish the information called for in the notice within three months after the close of the survey year or within one month of the receipt of the notice whichever is later. Under the Act, the Statistics Authority or any person authorised by him, has right of access of records or documents for the purpose of collection of any statistics under the Act. If any person required to furnish any information or return under the Act wilfully refuses to furnish such information or return or gives a false answer and impedes the right of access to relevant records, he is subject to certain penalties. Penalty is also provided for improper disclosure of information. There is a restriction on the publication of information and returns. No information, no individual return and no part of an individual return can be published in such a manner as would enable any particulars to be identified as pertaining to the particular concern, without the previous consent in writing of the owner.

9.4 A working group constituted by the Second Conference of Central and State Statistical Organisations held in February, 1975 examined in detail the items, coverage, mode of implementation and operation of Collection of Statistics Act, 1953, other acts pertaining to collection of statistics and statistical acts of a few foreign countries. The Group also examined the feasibility of supplying data for purely research and statistical purposes to other government agencies and research institutions. The Groups has made certain proposals for amendments in the Act which have been considered by the Committee.

LEGISLATION FOR DATA COLLECTION

9.5 With multiplicity of agencies for collection of data, adequate coordination is needed to ensure that duplication and overlapping are avoided to the maximum possible extent. Respondents resistance may be generated due to collection of more or

less similar data by different agencies. Besides, some of the agencies may use concepts and definitions which may not conform to the standard accepted nationally. All these may lead to wastage of resources and non-comparability of data.

9.6 The existing statistical system does not provide effective coordination and control to (i) avoid duplication/overlapping in data collection and compilation, (ii) ensure that respondents are not unnecessarily burdened by supplying information on the same subject sought by different agencies. However, to a very limited extent, duplication and overlapping in data collection and compilation is at present avoided through the working of some of the technical advisory committees and through consultations of a voluntary nature.

9.7 The Committee has examined this issue in detail and have arrived at the conclusion that since most of the data collection programmes in the country are either undertaken or executed by government agencies, there is no need to have a legislation for this purpose. The measures required can very well be undertaken by issuing necessary executive orders. The Committee feels that the measures proposed under paras 4.8 to 4.13 relating to NABS, will adequately meet the requirement in this case.

COLLECTION OF STATISTICS ACT, 1953

Enlarging the Scope

9.8 The Committee noted that at the time of first economic census carried out by the CSO in 1977, which covered all establishments engaged in non-agricultural activities such as manufacturing, trade, transport, storage & warehousing, hotels and restaurants, construction and services, the need for enlarging the scope of the subject coverage of the Collection of Statistics Act, 1953 was keenly felt. The Committee recommends that the scope of the Act may be extended to cover the entire non-agricultural sector of the economy.

9.9 Even though the respondents may be required to provide information under the provision of an act, the success of the

data collection programme depends in a large measure on the willing cooperation of the respondents. The Committee feels that cooperation of the respondents can be more effectively secured if the legal assurance as provided in the Collection of Statistics Act, 1953 that the statistical data collected will be kept confidential and will not be used to the detriment of the individual or the organisation providing such information is explicitly brought to his notice.

Method of Notification

9.10 Under the Collection of Statistics Act, 1953, a notice is served on the establishment to submit the statistics as required by the Statistics Authority of India within three months of the closure of the accounts. In the case of factory sector where this Act is in operation, it is possible to serve notice on individual establishments because a complete list of addresses of the establishments is maintained by the Chief Inspector of Factories in each state. While extending the Act to other sectors as well as to the factories not registered under the Factories Act, 1948, the Committee feels that it may not be possible to follow this procedure in the absence of availability of permanent addresses of such establishments at one place. It is, therefore, suggested that notice may be served through local newspapers and gazette notifications. Since many of the owners of the small enterprises may not be in a position to be acquainted with either gazette notifications or notice given through the newspapers, it would be desirable that the field investigators should carry with them a copy of the relevant notification to show to the respondents whenever required. This will give the necessary legal backing to the field investigator and the needed confidence to the respondents that the information supplied will not be divulged and will be used exclusively for statistical purposes. However, reasonable time should be given to the respondents for furnishing information, after the copy of notification is shown to them.

Penalty

9.11 The Committee considers that the penalty of Rs. 500 for default as fixed at present in the Act is too low in view of the present value of money. It, therefore, feels that the penalty for default may be raised to Rs. 1,000. Further, the Committee is also of the view that to serve as deterrent, in addition to the fine, provision should be made for imprisonment extending upto a period of six months. The Committee is keen that because of the higher penalty the procedure of trial is not made more difficult or lengthy. The Government of India may examine this while amending the penalty clause as indicated above.

Confidentiality

9.12 The Committee noted that there has been considerable demand for supply of unit-wise information collected in the ASI by government departments, research institutions and individuals for purposes of research. The Act at present does not permit unit-wise data to be shown to any one other than those engaged in the implementation, of collection and tabulation of data. The feasibility of supplying unit-wise information for reaserch purposes has been considered in detail by the Committee. It is felt that even if the identity of individual units is suppressed, in some cases it may be possible to identify the unit by looking at the detailed data. The Committee strongly feels that any infringement on the confidentiality of the information collected or possibility of identification of the unit will seriously affect the quality of the information, supplied. The Committee has also examined the position in this regard in other countries such as USA, UK, Australia and Japan and found that even in these countries the confidentiality clause is rigorously observed. The Committee, therefore, recommends that the existing procedure of not making available the unit-wise information to anyone other than those engaged in the implementation of collection and tabulation of data should be continued.

9.13 Keeping in view the above suggestions, the amendments required in the Collection of Statistics Act, 1953, are spelt out in Annex VII.

CHAPTER 10

Summary Of Recommendations

Augmentation of Technical Capabilities at the Centre

10.1 The statistical offices need strengthening both in regard to manpower and specialised expertise in order to play their appropriate role in planning and policy formulation. Since statistics is a vital input in the process of decision-making, coordination and harmonisation of various types of statistical activities of different units within a ministry is very important. It would, therefore, be desirable to have a whole-time statistical adviser at a sufficiently high level in each major ministry like Agriculture, Commerce, Defence, Education, Health and Family Welfare, Finance, Petroleum and Chemicals, etc., where integration of statistics of different subjects handled by the ministry is essential for taking policy decisions. (Paragraphs 4.1 and 4.2).

10.2 The level of head of statistical office in a few departments/directorates like Posts and Telegraphs, Petroleum and Chemicals, Tourism, Civil Aviation, Employment and Training, Imports and Exports, Coal Controller, etc., needs to be raised so as to enable him to play his appropriate role as a team-mate in decision and policy making process. The exact requirement in this regard may be worked out by individual departments/directorates. (Paragraph 4.3)

10.3 As and when the statisticians are assigned to new sectors of activity either as a result of promotion or because of transfer, they should be given orientation in the nature of activities, policy framework and problem areas. (Paragraph 4.4)

10.4 In order to ensure adequate provision of analytical capabilities in the government departments, it would be desirable to augment professional level statistical personnel in different statistical offices. The supporting computational staff would also need strengthening wherever they are not adequate to cope with the computational and other ancillary work in a satisfactory manner especially with the addition of proposed professional level statistical personnel. Assessment of the exact requirement in this regard may also be made by the various ministries/departments. (Paragraph 4.6)

10.5 The nature of the data likely to be useful for different policy fields should be settled, as far as possible, after mutual discussion between the administrators/policy-makers and the statistical officers. (Paragraph 4.6)

Nodal Agency at the Centre

10.6 The functions of coordination of statistical activities at the Centre should be formally entrusted to the Department of Statistics by designating it as the 'Nodal' agency for statistics. (Paragraph 4.7)

National Advisory Board on Statistics

10.7 For providing technical guidance for policy issues concerning development of statistics and for ensuring effective coordination of statistical activities particularly in the fields of data collection, identification of gaps, improvement in quality and timeliness of statistics, avoidance of duplication in collection of information and storage and retrieval of data, it is necessary to establish an apex body with representatives from central ministries, state governments, universities, research institutions and non-official user organisations. The apex body which should have its secretariat in the CSO may be called National Advisory Board on Statistics (NABS). (Paragraph 4.8)

Clearance of Large Scale Statistical Operations

10.8 It should be made obligatory for all the organisations at the centre to take clearance from the NABS before launching any large scale statistical operation funded by Government. The state governments may also issue executive orders to make it obligatory for the state departments to seek clearance of the NABS in similar situations. (Paragraphs 4.10 and 4.13)

Subject Panels

10.9 For laying down appropriate standards and to deal with the problems of quality, reliability and timeliness of data being collected in different fields, subject panels may be set up at the centre for all important subjects on which major data collection is being undertaken or needs to be initiated. Besides representatives from central and state statistical offices, the subject panels should have subject matter specialists from administrative agencies, universities, research institutions and non-official user organisations as members. The work of the subject panels should be overseen by NABS. (Paragraphs 4.14 and 4.15)

Manuals on Statistical Standards

10.10 The CSO should continue to bring out manuals containing concepts, definitions, classification and methodology of collection, compilation and processing of data in a comprehensive manner in different subject fields. (Paragraph 4.14)

Restructuring of Statistical Set-up at State Headquarters

10.11 The State Statistical Bureaus (SSBs) should be made responsible for all technical aspects of the statistical activities at the state level. The statistical work of importance and interest to more than one department and large scale sample surveys should be the responsibility of the SSBs. To the extent possible, the statistical work relating to agriculture, prices, labour and demography should be centralised. (Paragraph 5.1)

10.12 In order to involve the SSBs actively in the planning process at the state level, the Directors of SSBs should be made member/advisor of the State Planning Board. (Paragraph 5.2)

10.13 With a view to giving a status appropriate to its functions and activities, the SSB should be uniformly called 'Directorate of Economics and Statistics' (DES). Further, the Director of DES should either be a professional statistician or a professional economist with considerable experience in the field of empirical analysis. (Paragraph 5.3)

10.14 A separate Department of Economics and Statistics should be set up in each state and DES should be placed under that department. Till such a department is set-up, the DES should be linked with the Planning Department. (Paragraph 5.4)

10.15 Some minimum amount of uniformity in the activities and organisational set-up of the DES is necessary. The DES in a large state should have 13 full-fledged divisions each under the charge of a senior officer to deal with different subjects. To undertake these functions efficiently, the DES would need strengthening both at professional and intermediate level of statistical staff. The state governments may examine the exact requirement in this regard keeping in view the size of the state and its statistical activities. (Paragraphs 5.5 to 5.7)

10.16 The statistical series covered and the presentation in the statistical abstracts brought out by the SSBs need to be reviewed through the forum of Conference of Central and State Statistical Organisations to bring about uniformity to the extent possible. (Paragraph 5.8)

10.17 In order to develop a rationalised and well-coordinated statistical system with appropriate linkages, the functions and organisational pattern of statistical units in subject-matter departments may be examined by a small team comprising a senior administrator and the Director of DES in consultation with the concerned departmental head and subject-matter specialist. (Paragraph 5.9)

Regional Level Statistical Set-up

10.18 Wherever considered necessary, regional offices of the DES, each under the charge of a Deputy Director, may be set up for supervising the field work of sample surveys and for coordinating the submission of prescribed statistical returns.

(Paragraph 5.10)

District Level Statistical Set-up

10.19 The District Statistical Office (DSO) should be responsible for coordination of entire statistical work at the district level. It should be made obligatory for the district level offices to endorse copies to the DSO of all statistical information supplied to their controlling offices at the state headquarters. A sample check of these returns should be undertaken by the DSO to ensure quality of data.

(Paragraph 5.11)

10.20 Wherever necessary, the status of the District Statistical Officer should be raised so as to be at par with the other heads of technical offices at the district level.

(Paragraph 5.12)

10.21 In order to meet the growing requirements of planning and policy making, the minimum essential statistics recommended by the Fourth Conference of Central and State Statistical Organisations, should be maintained uniformly at the district and lower levels in the prescribed formats.

(Paragraph 5.13)

Block and Village Level Statistical Agency

10.22 In order to improve (i) the system of maintenance of records at the village level, (ii) the quality of information, and (iii) the timeliness in submission of reports and returns, to start with, one Statistical Assistant should be provided on a priority basis in each block for rationalised supervision. The Statistical Assistant to be provided at the block level should function under the direct technical and administrative control of the District Statistical Officer.

(Paragraphs 5.14 and 5.15)

Nodal agency at the State Level

10.23 The functions of coordination of statistical activities at the state level should be formally entrusted to the DES by designating it as the 'Nodal' agency. (Paragraph 5.16)

State Statistical Committee

10.24 For strengthening the inter-departmental coordination in matters of statistical development and for formulation of broad policies on all matters relating to collection, processing, storage and retrieval of data, each state should have a high level committee to be called 'State Statistical Committee' (SSC).

(Paragraph 5.17)

Subject Pannels at State Level

10.25 In areas where no subject panels exist at the centre and the subject is of local interest to the state, a technical expert group may be set-up on the advice of the SSC. Such groups should have members not only from state departments and concerned statistical organisation(s) at the centre but also non-official subject specialists from universities and research institutions located in the state.

(Paragraph 5.18)

Meeting of State Statistical Offices

10.26 Each state should arrange annually a meeting at the state headquarters of all officers-in-charge of statistical units in different departments for reviewing the work programme and for exchanging ideas and experiences. Likewise, in each district and in each block, a meeting may be arranged every year of all officers concerned with collection and compilation of statistics.

(Paragraph 5.19)

Printing facilities

10.27 All major statistical agencies, particularly, the Department of Statistics at the centre and the DES in the states, should either have a separate printing press or a separate unit may be

set up in one of the government presses in each state for exclusive use of statistical organisations. Alternatively, statistical organisations may be permitted to get the publications printed through private presses. (Paragraph 6.4)

Simplification of Schedules

10.28 The schedule/questionnaire used for collecting statistical information should be as far as possible short and simple and data on items which are not included in the tabulation programme should not be collected. (Paragraph 6.5)

Computerisation

10.29 The statistical organisations may be encouraged to use electronic computers for data processing. In states, where computer facilities are not adequate, it may be desirable to set up a computer centre to cater to the needs of DES and other statistical offices. For decentralised data processing, use of mini-computers now being manufactured in India, may also be encouraged. (Paragraph 6.7)

Provisional estimates and summary results

10.30 All statistical agencies should develop a system to provide a series of quick provisional estimates and suitable summary tables followed by full complement of statistical information. (Paragraph 6.8)

10.31 For periodical short-term monitoring and policy adjustments suitable indicators may be developed and made available in each sector. (Paragraph 6.8)

10.32 For important surveys where processing of entire data collected causes delay in the release of results, advance tables based on a sub-sample of collected data may be generated for use of planners and policy makers wherever feasible. (Paragraph 6.8)

Norm for Regular Publications

10.33 The time-lag in the release of any statistical series should not exceed the periodicity of the statistics. However, in regard to censuses carried out at long intervals, either quinquennially or decennially, the results should be made available within 2-3 years of the completion of the field work. (Paragraph 6.10)

10.34 In the case of statistical publications running considerably behind the schedule, the position may be reviewed and the publication relating to the latest possible period may be brought out by by-passing the pending publications pertaining to the earlier periods. Once the back-log is cleared in this manner, for the later issues of the publication, laid down norm may be followed. (Paragraph 6.9)

Release/Supply of Data

10.35 A copy of any data published or supplied to international agencies by any ministry/department at the centre, should invariably be sent to the CSO. (Paragraph 6.11)

10.36 While the individual departments in the states may continue sending provisional estimates to the concerned ministry at the centre, the responsibility for transmitting the final figures should be entrusted to the DES. (Paragraph 6.12)

National Inventory of Statistical Data

10.37 In order to apprise the administrators and other users of the usefulness of available data, a National Inventory of Statistical Data may be set up. To begin with, such an inventory should be set up at the CSO in respect of data available in the CSO, NSSO and the central ministries. Later on, through a sub-system, the inventory may be extended to the states as well. (Paragraph 6.13)

Quality of Data

10.38 Every statistical organisation involved in data collection programme should make every effort to identify the conditions

which are likely to adversely affect the correct implementation of laid down programme of data collection and take appropriate steps to ensure elimination of non-sampling errors to the extent possible.
(Paragraph 6.15)

Discrepancy in data

10.39 Normally, one set of data on a particular item should be made available and a single agency should be authorised to release the same. However, where release of two or more sets of data on the same subject is unavoidable, reconciliation statements should invariably be published alongwith the main data series.
(Paragraph 6.16)

Reliability

10.40 Every statistical series released should clearly indicate its limitations, if any, and further all results based on sample surveys should be accompanied by standard errors of different estimates.
(Paragraph 6.17)

10.41 While furnishing information to policy-makers the statisticians should not only supply the data asked for but also provide all available ancillary information so as to present a comprehensive picture of the issue under consideration. The precision as also the limitations of the information supplied should be clearly specified for the benefit of the policy makers.
(Paragraph 6.18)

Indian Statistical Service

10.42 Immediate steps may be taken for encadrement into ISS of all ex-cadre posts involving statistical functions in different ministries/departments.
(Paragraph 7.4)

10.43 Cadre management and control of ISS may be transferred from Department of Personnel and Administrative Reforms to Department of Statistics. For providing necessary guidance to the Department of Statistics in this regard, an Advisory Board

may be constituted on which the Department of Personnel and Administrative Reforms may also be represented.

(Paragraph 7.6)

State Cadres

10.44 Pending the extension of ISS to the states, efforts may be made by each state to constitute a common statistical/economic and statistical cadre for all statistical units of different departments.

(Paragraph 7.9)

Deputation of State Officers to the Centre

10.45 The existing terms of deputation may be reviewed and made more attractive, to the extent possible, for the state officers to move to centre to man some of the ISS cadre posts.

(Paragraph 7.10)

Training of Statistical Personnel

10.46 The training programme for the ISS officers should be reviewed periodically, say once in five years, by an expert group comprising not only representatives from government departments but also from universities and research institutions.

(Paragraph 7.16)

10.47 The training of statistical personnel in the states should be accorded top priority. The DES having adequate training facilities may be encouraged to offer training facilities to the neighbouring DES which are not in a position to immediately build up training capabilities of their own.

(Paragraph 7.20)

10.48 A workshop programme for the officers-in-charge of training in the DES should be arranged by the CSO periodically, say once in three years, for exchange of experiences and for improving the quality of training.

(Paragraph 7.21)

10.49 In order to take into account the changing training requirements of the statistical system, the training strategy for statistical personnel other than those belonging to the ISS should

be reviewed periodically, say once in five years, by an expert group comprising representatives from central and state government departments, universities and research organisations.

(Paragraph 7.21)

Orientation in Statistics for Decision-Makers

10.50 Short orientation courses/seminars in statistical methodology and applications should be arranged for the benefit of officers involved in policy formulation and decision making.

(Paragraph 7.22)

Liaison between CSO/DES and Universities|Research Institutions

10.51 It is necessary to modify the syllabi and teaching methods in the universities/research institutions to equip the students with necessary background for meeting the demands in application of statistical tools. In universities/research institutions, consultancy should be treated as a part of the job of teachers.

[Paragraph 8.2(i)]

10.52 There should be a provision for project work for degree and honours courses in the universities/research institutions in the form of a sandwich course to be completed by the students before they write their final examination. [Paragraph 8.2(ii)]

10.53 Competent persons from government departments and other concerned agencies should be encouraged to deliver special lectures on different topics in universities and research institutions. While teaching subjects such as sample surveys, demography and design of experiments, more emphasis should be laid on practical applications of methods with examples from Indian experience.

[Paragraph 8.2(iii)]

10.54 Seminars/workshops/summer schools should be organised in the concerned government departments and institutions from time to time with the assistance of academic staff and research workers from universities/research institutions.

[Paragraph 8.2(iv)]

10.55 Statisticians from government departments and productive/servicing institutions should be given an opportunity once in five years to be associated with any university/research institution for a period of six months for refreshing and enlarging their statistical knowledge. Likewise, the teachers in the universities and research institutions should be provided facilities in the DES/CSO for acquiring knowledge in the practical aspects of their teaching. [Paragraph 8.2(vi)]

10.56 The government statisticians should be encouraged to actively participate in technical meetings/conferences/seminars organised by the universities/research institutions. [Paragraph 8.2(vii)]

10.57 The statisticians in government offices and producing institutions should be given study leave of not more than three years during the period between the sixth and fifteenth year of their service period to undertake research leading to a Ph. D. degree. Further, the rules of study leave may be modified to give adequate financial and other facilities. [Paragraph 8.2(viii)]

10.58 The academic institutions, government departments and the organisations concerned should maintain close cooperation and provide opportunities for exchange of ideas/information while undertaking statistical research projects through the help of DES/CSO. [Paragraph 8.2(ix)]

10.59 Research in applied statistics should be executed by adopting the concept of 'Joint Guides', one each from the university/research institution and the concerned government department. [Paragraph 8.2(x)]

10.60 The supply of unpublished data by government departments for research purposes should be encouraged subject to confidentiality provisions in different acts, as also the convenience of the government department. [Paragraph 8.2(xi)]

10.61 The policy issues concerning liaison between government statistical offices and universities/research institutions as

well as funding of projects of mutual interests should be looked into by the NAES. (Paragraphs 8.3 & 8.4)

Statistical Legislation

10.62 The scope of the Collection of Statistics Act, 1953 should be enlarged to cover the entire non-agricultural sector of the economy. (Paragraph 9.8)

10.63 The notice for the collection of statistics under the Act may be served through local newspapers and gazette notifications and in addition, the field investigators should carry with them a copy of the relevant notification to show to the respondents, whenever required. Reasonable time should also be given to the respondents for furnishing information, after the copy of notification is shown to them. (Paragraph 9.10)

10.64 Penalty for default in supplying the information should be raised from Rs. 500 to Rs. 1,000. Further, in addition to fine, provision should be made for imprisonment extending upto a period of six months. However, because of the proposed higher penalty the procedure of trial should not become more difficult or lengthy. (Paragraph 9.11)

10.65 The existing procedure of not making available the unit-wise information to anyone other than those engaged in the implementation of collection and tabulation of data should be continued. (Paragraph 9.12)

LIST OF AGENDA PAPERS

Agenda Paper 1

Statistical set-up in the central ministries/departments—functions of different offices and the statistical personnel. A general review to indicate the role being played in decision-making process. Control and working of ISS.

Agenda Paper 2

Model set-up at the centre keeping in view the likely development of statistical activities during the next decade—statistical personnel and the linkages between various offices and constitution of a Central Statistical Board comprising the heads of statistical wings in ministries/departments for coordinating the statistical activities in the central ministries.

Agenda Paper 3

Statistical set-up in the states/union territories—functions of different offices and the statistical personnel. A general review to indicate the role being played in decision-making process. State statistical cadres and extension of ISS to states.

Agenda Paper 4

Model set-up in the states keeping in view the likely statistical activities during the next decade—separately for large/small states and union territories—statistical personnel and the linkages between various offices at the state headquarters and at regional and district levels. Constitution of a high powered committee or board in each state comprising selected secretaries and heads of departments for providing guidelines for statistical development activities in the states and effective coordination by SSBs.

Agenda Paper 5

Coordination of statistical activities at the centre, in the states and other research institutions—problems and steps to be taken so that CSO and SSBs could play more effective roles. Constitution of a Central

Council of Statistics, the apex body. Constitution of Standing Committee comprising heads of statistical units in the ministries/departments and directors of SSBs.

Agenda Paper 6

Role to be played by statistical organisations both at the centre and in the states in the decision-making process—problems and suggestions for improvement.

Agenda Paper 7

Liaison between CSO/SSBs and UGC/universities/research institutions and private bodies—suggestions for formulating teaching/research programmes of statistical departments of universities/research institutions so that these could be useful to government statistical offices—exchange of personnel between universities and government offices.

Agenda Paper 8

Development and maintenance of statistical standards—identification of the areas where statistical standards need to be developed keeping in view the likely requirements for the next decade—setting up of Technical Committee to clear/recommend standards and norms in various fields.

Agenda Paper 9

Administrative action/legislative measure required for avoiding duplication in collection of data.

Agenda Paper 10

Proposed amendments in the Collection of Statistics Act, 1953—Report of the Working Group constituted in this regard—Further proposals in the light of the recommendations being made.

COMPOSITION OF WORKING GROUPS & FIELD STUDY GROUP

Working Group I—for agenda papers 1 and 2

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|--|----------|
| (1) Dr. K. C. Seal, Director, CSO | Chairman |
| (2) Dr. Vasant N. Patankar, Director, ORG, Bombay | Member |
| (3) Shri K.P.N. Nair, Officer-in-charge, Department of Statistics, Reserve Bank of India | Member |
| (4) Shri P. Padmanabha, Registrar General, India | Member |
| (5) Shri V.N. Amble, Chief Executive Officer, NSSO | Member |
| (6) Dr. W.B. Donde, Economic & Statistical Adviser, Ministry of Agriculture & Irrigation | Member |
| (7) Shri B.N. Nair, Director General of Commercial Intelligence & Statistics | Member |
| (8) Shri A.S. Bhardwaj, Joint Director, Labour Bureau | Member |
| (9) Shri J.N. Sarma, Director, SSB, Assam | Member |
| (10) Shri M.G. Sardana Additional Director, CSO | Convener |

Working Group II—for agenda papers 3 and 4

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|---|----------|
| (1) Dr. C. Mishra, Director, SSB, Orissa | Chairman |
| (2) Shri P.B. Buch, Director, Computer Centre, Gujarat | Member |

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|--|----------|
| (3) Shri M.B. Nanjappa, Director, SSB, Karnataka | Member |
| (4) Shri J.S. Sandhu, Economic & Statistical Adviser, Punjab | Member |
| (5) Shri K. D. Bhatia, Director, Bureau of Economics & Statistics, Delhi. | Member |
| (6) Dr. K.B.L. Bhargava, Ex-Director, SSB, Madhya Pradesh | Member |
| (7) Dr. P.K. Gopalakrishnan, Secretary (Planning), Kerala | Member |
| (8) Shri R. Raghunathan, Deputy Economic & Statistical Adviser, Ministry of Agriculture & Irrigation | Member |
| (9) Shri S. Ramanatha Iyer, Officer-on-Special Duty, NSSO | Member |
| (10) Shri A.V.K. Sastri, Joint Director, CSO | Convener |

Working Group III—for agenda papers 5 and 7

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|--|----------|
| (1) Prof. P.K. Bose, Calcutta University | Chairman |
| (2) Dr. Nikhilesh Bhattacharya, Indian Statistical Institute, Calcutta | Member |
| (3) Prof. O.P. Srivastava, Haryana Agricultural University | Member |
| (4) Prof. S.R. Adke, Poona University | Member |
| (5) Dr. Daroga Singh, Director, IASRI | Member |
| (6) Prof. Kanwar Sen, Delhi University | Member |
| (7) Shri A.G. Majumdar, Deputy Secretary, Federation of Indian Chambers of Commerce & Industry | Member |
| (8) Smt. U.R. Choudhury, Additional Director, CSO | Convener |

Working Group IV—for agenda papers 6 and 8

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|--|----------|
| (1) Dr. Narottam Shah, Director, Centre for Monitoring Indian Economy, Bombay | Chairman |
| (2) Shri K. Nazeer Hussain, Joint Director of Plan Monitoring and Information Unit, Planning Department, Karnataka. | Member |
| (3) Dr. A. Vaidyanathan, Centre for Development Studies, Trivandrum | Member |
| (4) Dr. Mahafouz Ahmed, Economic Adviser, Ministry of Finance | Member |
| (5) Dr. Suresh Tendulkar, Delhi School of Economics | Member |
| (6) Dr. K.C. Majumdar, Chief, Perspective Planning Division, Planning Commission | Member |
| (7) Shri N.K. Das, Economic Adviser, Ministry of Industry | Member |
| (8) Prof. Mohan Kaul, Chairman of Computer and Information System Group, Indian Institute of Management, Ahmedabad | Member |
| (9) Prof. A.K. Biswas, Indian Institute of Management, Calcutta | Member |
| (10) Dr. M. Holla, Joint Director, CSO | Convener |

Working Group V—for agenda papers 9 and 10

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|--|----------|
| (1) Shri V.L. Gidwani, Ex-Secretary, Department of Statistics | Chairman |
| (2) Shri P. Padmanabha, Registrar General, India | Member |
| (3) Dr. B.N. Singh, Deputy Director General, Incharge Western Regional Office, Indian Standards Institution, Bombay | Member |

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|--|----------|
| (4) Dr. K.C. Seal, Director, CSO | Member |
| (5) Shri V.N. Amble, Chief Executive Officer, NSSO | Member |
| (6) Miss S.V. Maruthi, Assistant Legal Adviser, Ministry of Law | Member |
| (7) Shri J.S. Sandhu Economic & Statistical Adviser, Punjab | Member |
| (8) Shri V. Sankaran, Commissioner of Statistics, Tamil Nadu | Member |
| (9) Shri T.P. Abraham, Additional Director, CSO | Convener |

FIELD STUDY GROUP

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|---|----------|
| (1) Shri S.S. Puri, Secretary, Planning and Statistics, New Delhi | Chairman |
| (2) Prof. P.K. Bose, Calcutta University | Member |
| (3) Prof. B.P. Adhikari, Director, Indian Statistical Institute, Calcutta | Member |
| (4) Dr. Narottam Shah, Director, Centre for Monitoring Indian Economy, Bombay | Member |
| (5) Shri P. Padmanabha, Registrar General, India, New Delhi. | Member |
| (6) Dr. C. Mishra, Director, Bureau of Statistics and Economics, Orissa | Member |
| (7) Dr. K.C. Seal, Director, Central Statistical Organisation, New Delhi | Member |
| (8) Shri G.S. Shah, Director, Bureau of Economics & Statistics, Gujarat | Member |

- (9) Shri V. Sankaran,
Commissioner of Statistics,
Department of Statistics, Tamil Nadu. **Member**
- (10) Shri V.L. Gidwani,
Ex-Secretary, Department of Statistics,
New Delhi. **Member**
- (11) Shri Akhilesh Prasad,
Deputy Secretary, Department of
Statistics, New Delhi. **Member**
- (12) Shri M.G. Sardana,
Additional Director,
Central Statistical Organisation,
New Delhi. **Convener**

| Ministry/Department/Organisation | Statistical Personnel as on 1-1-1978 | | | |
|--|---|-------------------------|----------------|-------|
| | Profes- sional * | Inter- mediate ** | Primary *** | Total |
| 4.03 Directorate of Psychological Research | 4 | 22 | .. | 26 |
| 5. EDUCATION AND SOCIAL WELFARE | | | | |
| 5.01 Department of Education | 10 | 30 | 9 | 49 |
| 5.02 Department of Social Welfare | 3 | 3 | .. | 6 |
| 5.03 National Atlas Organisation | 2 | 10 | 9 | 21 |
| 6. ENERGY | | | | |
| 6.01 Office of the Coal Controller | 2 | 10 | 85 | 97 |
| 7. FINANCE | | | | |
| 7.01 Directorate of Statistics and Intelligence | 11 | 65 | 290 | 366 |
| 7.02 Directorate of Inspection (Research, Statistics & Publications) | 5 | 8 | 100 | 113 |
| 8. HEALTH & FAMILY WELFARE | | | | |
| 8.01 Department of Family Welfare | 19 | 65 | 4 | 88 |
| 8.02 Central Bureau of Health Intelligence | 6 | 11 | 9 | 26 |
| 8.03 National Institute of Communicable Diseases | 2 | 10 | 10 | 22 |
| 8.04 All-India Institute of Hygiene and Public Health | 4 | .. | .. | 4 |
| 8.05 National Malaria Eradication Programme | 3 | 4 | 11 | 18 |
| 9. HOME AFFAIRS | | | | |
| 9.01 Office of the Registrar General | 53 | 83 | 296 | 432 |
| 9.02 Office of the Directors of Census Operations in the states (28) | 308 | 384 | 1,684 | 2,376 |

| Ministry/Department/Organisation | Statistical Personnel as on 1-1-1978 | | | |
|---|---|-------------------------|----------------|-------|
| | Profes- sional * | Inter- mediate ** | Primary *** | Total |
| 10. INDUSTRY | | | | |
| 10.01 Directorate General of Technical Development | 6 | 13 | 12 | 31 |
| 10.02 Office of the Economic Adviser | 2 | 5 | 11 | 18 |
| 10.03 Office of the Development Com- missioner, Small Scale Industries | 42 | 19 | 7 | 68 |
| 10.04 Office of the Textile Commissioner | 8 | 12 | 34 | 54 |
| 10.05 Department of Industrial Deve- lopment (Industrial Cooperatives) | 1 | 1 | .. | 2 |
| 11. INFORMATION & BROAD- CASTING | | | | |
| 11.01 Audience Research Unit, All India Radio | 31 | 54 | 57 | 142 |
| 12. IRRIGATION | | | | |
| 12.01 Central Water Commission | 7 | 13 | 18 | 38 |
| 12.02 Central Water and Power Research Station | 5 | 1 | 9 | 15 |
| 13. LABOUR | | | | |
| 13.01 Labour Bureau | 49 | 231 | 217 | 497 |
| 13.02 Directorate General of Employ- ment & Training | 15 | 28 | 57 | 100 |
| 13.03 Directorate General of Mines Safety | 8 | 4 | 21 | 33 |
| 13.04 Directorate General, Factory Ad- vice Service & Labour Institute | 2 | 1 | .. | 3 |
| 14. LAW, JUSTICE & COMPANY AFFAIRS | | | | |
| 14.01 Department of Company Affairs | 4 | 21 | 9 | 34 |

| Ministry/Department/Organisation | Statistical Personnel as on 1-1-1978 | | | |
|---|---|-------------------------|----------------|-------|
| | Profes- sional * | Inter- mediate ** | Primary *** | Total |
| 15. PETROLEUM, CHEMICALS & FERTILIZERS | | | | |
| 15.01 Department of Petroleum | 3 | 5 | .. | 8 |
| 15.02 Department of Chemicals and Fer- tilizers | 8 | 2 | 2 | 12 |
| 16. PLANNING | | | | |
| 16.01 Central Statistical Organisation | 116 | 131 | 74 | 321 |
| 16.02 National Sample Survey Organisa- tion | 436 | 1,611 | 2,104 | 4,151 |
| 16.03 Computer Centre | 21 | 30 | 17 | 68 |
| 16.04 Programme Evaluation Organisa- tion | 3 | 1 | 1 | 5 |
| 17. RAILWAYS | | | | |
| 17.01 Directorate of Statistics and Eco- nomics, Railway Board | 24 | 27 | 36 | 87 |
| 17.02 Statistical Branch, Eastern Rail- way | 2 | 46 | 248 | 296 |
| 17.03 Statistical Branch, Western Rail- way | 2 | 49 | 236 | 287 |
| 17.04 Statistical Branch, Northern Rail- way | 3 | 17 | 347 | 367 |
| 17.05 Statistical Branch, Southern Rail- way | 2 | 35 | 237 | 274 |
| 17.06 Statistical Branch, Central Rail- way | 2 | 11 | 165 | 178 |
| 17.07 Statistical Branch, South Eastern Railway | 5 | 47 | 347 | 399 |
| 17.08 Statistical Branch, South Central Railway | 9 | 38 | 177 | 224 |
| 17.09 Statistical Branch, North Eastern Railway | 6 | 41 | 196 | 243 |
| 17.10 Integral Coach Factory | 1 | 1 | .. | 2 |
| 18. RURAL RECONSTRUCTION | | | | |
| 18.01 Administrative Intelligence Unit | 2 | 4 | 4 | 10 |

| Ministry/Department/Organisation | Statistical Personnel as on 1-1-1978 | | | |
|--|---|-------------------------|----------------|-------|
| | Profes- sional * | Inter- mediate ** | Primary *** | Total |
| 19. SHIPPING AND TRANSPORT | | | | |
| 19.01 Transport Research Division | 5 | 5 | 14 | 24 |
| 20. STEEL AND MINES | | | | |
| 20.01 Indian Bureau of Mines | 17 | 36 | 12 | 65 |
| 21. SUPPLY AND REHABILITA- TION | | | | |
| 21.01 Directorate of Economics and Statistics, D.G.S. & D | 14 | 50 | 46 | 110 |
| 21.02 Rehabilitation Reclamation Orga- nisation | 1 | 3 | 2 | 6 |
| 22. TOURISM AND CIVIL AVIATION | | | | |
| 22.01 Department of Tourism (4) | 3 | 6 | 9 | 18 |
| 22.02 India Meteorological Department | | | | |
| 22.02.01 Deputy Director General of Observatories | 35 | 82 | 81 | 198 |
| 22.02.02 Office of the Director of Agri- cultural Meteorology | 17 | 89 | 79 | 185 |
| 23. WORKS AND HOUSING | | | | |
| 23.01 National Buildings Organisation | 11 | 9 | 4 | 24 |
| 23.02 Town and Country Planning Or- ganisation | 2 | 2 | 3 | 7 |
| 24. AUTONOMOUS ORGANISATIONS | | | | |
| 24.01 All-India Handicrafts Board | 1 | 2 | 1 | 4 |
| 24.02 Cardamom Board | 2 | 1 | 2 | 5 |
| 24.03 Coffee Board | | | | |
| 24.03.01 Marketing Research and the Statistical Bureau (2) | 2 | 8 | 19 | 29 |

| Ministry/Department/Organisation | Statistical Personnel as on 1-1-1978 | | | |
|--|---|-------------------|---------|-------|
| | Profes- sional | Inter- mediate | Primary | Total |
| | * | ** | *** | |
| 24.03.02 Central Coffee Research Institute | 2 | .. | .. | 2 |
| 24.04 Coir Board | 2 | 1 | 2 | 5 |
| 24.05 Council of Scientific and Industrial Research | 26 | .. | 5 | 31 |
| 24.06 Indian Council of Agricultural Research | | | | |
| 24.06.01 Indian Agricultural Statistics Research Institute | 135 | 143 | 81 | 359 |
| 24.06.02 Indian Agricultural Research Institute | 9 | 2 | 7 | 18 |
| 24.06.03 Central Marine Fisheries Research Institute | 9 | 24 | 90 | 123 |
| 24.06.04 Central Plantation Crops Research Institute (4) | 7 | 2 | .. | 9 |
| 24.06.05 Indian Institute of Horticultural Research | 6 | 1 | 5 | 12 |
| 24.06.06 Jute Agricultural Research Institute (3) | 6 | 3 | 1 | 10 |
| 24.06.07 All India Coordinated Research Project for Dryland Agriculture | 6 | 5 | 2 | 13 |
| 24.06.08 Central Soil and Water Conservation Research & Training Institute (7) | 5 | 2 | 1 | 8 |
| 24.06.09 National Dairy Research Institute | 6 | 2 | 3 | 11 |
| 24.06.10 All India Coordinated Rice Improvement Project (2) | 5 | .. | .. | 5 |
| 24.06.11 Central Arid Zone Research Institute | 1 | 8 | 3 | 12 |
| 24.06.12 Central Sheep and Wool Research Institute | 6 | .. | 5 | 11 |
| 24.06.13 Central Tuber Crops Research Institute | 2 | .. | .. | 2 |

| Ministry/Department/Organisation | Statistical Personnel as on 1-1-1978 | | | |
|---|---|-------------------|--------------|---------------|
| | Profes- sional | Inter- mediate | Primary | Total |
| | * | ** | *** | |
| 24.06.14 Central Rice Research Institute | 5 | 3 | .. | 8 |
| 24.06.15 Central Potato Research Institute | 3 | 3 | 3 | 9 |
| 24.06.16 ICAR Research Complex for North-Eastern Hills Region | 2 | 1 | .. | 3 |
| 24.06.17 ICAR College of Agriculture, Hyderabad | 2 | .. | .. | 2 |
| 24.06.18 Indian Institute of Sugarcane Research | 1 | 2 | 1 | 4 |
| 24.06.19 Central Soil Salinity Research Institute | .. | 1 | .. | 1 |
| 24.06.20 Indian Grassland and Fodder Research Institute | 3 | 3 | .. | 6 |
| 24.06.21 Sugarcane Breeding Institute | 1 | .. | .. | 1 |
| 24.07 Institute for Research in Medical Statistics, ICMR | 37 | 39 | 39 | 115 |
| 24.08 National Council of Educational Research & Training | 11 | 1 | 13 | 25 |
| 24.09 National Institute of Health and Family Welfare | 8 | 9 | 12 | 29 |
| 24.10 Port Trust—Bombay (3) | .. | 5 | 37 | 42 |
| 24.11 Port Trust—Cochin | 5 | 3 | 6 | 14 |
| 24.12 Port Trust—Kandla | 1 | 2 | 2 | 5 |
| 24.13 Port Trust—Madras | 3 | 7 | 6 | 16 |
| 24.14 Port Trust—Mormugao | 4 | 4 | 4 | 12 |
| 24.15 Port Trust—Paradeep | 1 | 1 | 1 | 3 |
| 24.16 Port Trust—Visakhapatnam | 3 | 7 | 6 | 16 |
| 24.17 Reserve Bank of India, Department of Statistics | 74 | 132 | 334 | 540 |
| 24.18 Rubber Board | 4 | 2 | 10 | 16 |
| 24.19 Tea Board | 4 | 11 | 31 | 46 |
| Total (152) | 1,984 | 4,795 | 8,680 | 15,459 |

§This list is not exhaustive as it does not include the non-responding offices like Indian Veterinary Research Institute.

- * Professional personnel are those who by qualification and experience are capable of applying statistical knowledge and techniques to a variety of problems and are engaged in evolving statistical methods and standards and promotion of statistical work, designing of statistical enquiries, analysis and interpretation of statistical data and research.
- ** Intermediate personnel are those engaged in inspection and supervision of work carried out by primary staff or those who assist professional staff as analyst, statistical assistant etc.
- *** Primary personnel include statistical clerk, enumerators, punching and verifying clerks, field investigators or interviewers.
- @ Include statistical staff provided to the states for census work.

NOTE:—Figures in brackets show the number of offices, if it is more than one.

ANNEX-IV

STATISTICAL OFFICES AND PERSONNEL IN THE STATES AND UNION TERRITORIES (AS ON 1 JANUARY 1978)

| State/Union Territory | Number of Statistical | | | | |
|-------------------------------|-----------------------|--------------------|--------------------|----------|-------|
| | Offices | Personnel | | | |
| | | Profes- sional* | Inter- mediate* | Primary* | Total |
| 1. Andhra Pradesh | 22 | 115 | 341 | 1,404 | 1,860 |
| 2. Assam | 27 | 105 | 419 | 394 | 918 |
| 3. Bihar | 87 | 577 | 598 | 423 | 1,598 |
| 4. Gujarat | 42 | 90 | 464 | 233 | 787 |
| 5. Haryana | 28 | 69 | 247 | 400 | 716 |
| 6. Himachal Pradesh | 10 | 30 | 109 | 169 | 308 |
| 7. Jammu & Kashmir | 84 | 55 | 225 | 165 | 445 |
| 8. Karnataka | 40 | 139 | 410 | 657 | 1,206 |
| 9. Kerala | 30 | 155 | 285 | 1,482 | 1,923 |
| 10. Madhya Pradesh | 32 | 155 | 698 | 885 | 1,737 |
| 11. Maharashtra | 179 | 249 | 904 | 1,040 | 2,193 |
| 12. Manipur | 13 | 25 | 107 | 134 | 266 |
| 13. Meghalaya | 18 | 21 | 64 | 44 | 129 |
| 14. Nagaland | 12 | 18 | 60 | 45 | 123 |
| 15. Orissa | 44 | 119 | 530 | 1,499 | 2,148 |
| 16. Punjab | 17 | 80 | 295 | 656 | 1,031 |
| 17. Rajasthan | 59 | 147 | 315 | 695 | 1,157 |
| 18. Sikkim | .. | .. | .. | .. | .. |
| 19. Tamil Nadu | 29 | 51 | 411 | 411 | 873 |
| 20. Tripura | 9 | 13 | 94 | 166 | 273 |
| 21. Uttar Pradesh | 34 | 261 | 787 | 1,573 | 2,621 |
| 22. West Bengal | 38 | 122 | 489 | 2,181 | 2,792 |

| State/Union Territory | Number of Statistical | | | | | |
|--------------------------------|-----------------------|--------------------|--------------------|----------|--------|-------|
| | Offices | Personnel | | | | Total |
| | | Profes- sional* | Inter- mediate* | Primary* | | |
| 23. A. & N. Islands . . . | 6 | 1 | 11 | 2 | 14 | |
| 24. Arunachal Pradesh . . . | 1 | 19 | 10 | 106 | 135 | |
| 25. Chandigarh | 1 | 1 | 7 | 15 | 23 | |
| 26. D. & N. Haveli | 3 | .. | 7 | 2 | 9 | |
| 27. Delhi | 23 | 25 | 19 | 245 | 289 | |
| 28. Goa, Daman & Diu | 15 | 23 | 69 | 118 | 210 | |
| 29. Lakshadweep | 1 | 3 | 7 | 3 | 13 | |
| 30. Mizoram | 4 | 8 | 7 | 33 | 48 | |
| 31. Pondicherry | 9 | 11 | 55 | 29 | 95 | |
| Total | 917 | 2,687 | 8,044 | 15,209 | 25,940 | |

* See foot-note in Annex III.

NAMES OF SSBS AND THEIR CONTROLLING DEPARTMENTS

| State/U.T. | Name of the SSB | Controlling Department |
|---------------------|---|---|
| 1. Andhra Pradesh | Bureau of Economics and Statistics | Planning and Cooperation Department |
| 2. Assam | Directorate of Economics & Statistics | Planning and Development Department |
| 3. Bihar | Directorate of Statistics & Evaluation | Planning Department |
| 4. Gujarat | Bureau of Economics and Statistics | General Administration Department |
| 5. Haryana | Economic and Statistical Organisation | Planning Department |
| 6. Himachal Pradesh | Directorate of Economics & Statistics | Planning Department |
| 7. Jammu & Kashmir | Directorate of Evaluation & Statistics | Planning and Development Department |
| 8. Karnataka | Bureau of Economics and Statistics | Planning Department |
| 9. Kerala | Bureau of Economics and Statistics | Planning and Economic Affairs Department. |
| 10. Madhya Pradesh | Directorate of Economics & Statistics | Department of Economics and Statistics |
| 11. Maharashtra | Directorate of Economics & Statistics | Planning Department |
| 12. Meghalaya | Directorate of Economics & Statistics and Evaluation. | Planning Department |
| 13. Manipur | Directorate of Economics & Statistics | Finance Department |
| 14. Nagaland | Directorate of Economics & Statistics | Planning Department |

| State/U.T. | Name of the SSB | Controlling Department |
|-------------------------------|--|--|
| 15. Orissa | Bureau of Statistics and Economics | Planning and Coordination Department |
| 16. Punjab | Economic and Statistical Organisation | Planning Department |
| 17. Rajasthan | Directorate of Economics & Statistics | Statistics Department |
| 18. Sikkim | Bureau of Economics and Statistics | Planning and Development Department |
| 19. Tamil Nadu | Department of Statistics | Forest and Fisheries Department |
| 20. Tripura | Department of Statistics & Evaluation | Finance Department |
| 21. Uttar Pradesh | Economics and Statistics Division, State Planning Institute. | Planning Department |
| 22. West Bengal | Bureau of Applied Economics & Statistics | Finance (Taxation) Department |
| 23. Andaman & Nicobar Islands | State Statistical Bureau | Chief Commissioner's Secretariat |
| 24. Arunachal Pradesh | Directorate of Economics & Statistics | Office of the Development Commissioner |
| 25. Chandigarh | Planning and Statistical Cell | Finance Department |
| 26. Dadra & Nagar Haveli | Statistical Cell | Secretary to the Administrator |
| 27. Delhi | Bureau of Economics and Statistics | Planning Department |
| 28. Goa, Daman & Diu | Department of Planning and Statistics | Planning Department |
| 29. Lakshadweep | Statistical Wing | Administrator's Office |
| 30. Mizoram | Directorate of Economics & Statistics | Development Department |
| 31. Pondicherry | Bureau of Economics and Statistics | Finance Department |

PROPOSED FUNCTIONS OF DIFFERENT DIVISIONS OF DIRECTORATE OF ECONOMICS & STATISTICS OF A LARGE STATE

1. Sample Surveys Division

This Division will be responsible for the coordinated matching programme of the state sample surveys with the National Sample Survey Organisation, economic census and related sample surveys. Ad-hoc surveys not strictly within the domain of other divisions will also be dealt with within this Division. The items of work include designing the surveys, preparation of schedules, questionnaires, etc., training the field personnel responsible for field operations, tabulation of survey data either manually or with the help of Data Processing Division and preparation of the reports on the surveys.

2. Data Processing Division

This Division will be in-charge of mechanical data processing equipment like unit record system or computer processing wherever such facilities exist. The Division would take up such processing as will be entrusted by the Sample Surveys Division or any other Division of the Directorate.

3. Agricultural Statistics Division

Some SSBs are presently responsible for agricultural statistics along with other statistical activities. The basic agricultural statistics like land utilisation, area under crops, yield rates, irrigation, etc. will be the responsibility of the Division. In some states, livestock census etc. is a part of the activities of SSB. However, where agricultural statistics work is not the principal responsibility of the SSB, the Statistical Intelligence Division will take care of collection and maintenance of these items of information. Thus, wherever agricultural statistics is not the main function of the SSB, such a separate Division is not considered necessary.

4. Employment and Manpower Division

This Division will be mainly concerned with studies and surveys for assessment of unemployment, under-employment situation, generation of

employment through developmental schemes, derivation of sectoral employment norms, investment employment norms, assessment of employment potential of plan programmes, assessment of manpower requirements under different heads like administrative, technical, skilled, and semi-skilled, projections of manpower requirements over a perspective period, studies on migration, labour force, census of public sector employment—state, central, local and statutory bodies.

5. Social Statistics Division

Statistics relating to population and vital events, health and nutrition, education and culture, social welfare and security, community development, housing, etc. and other social statistics like scheduled castes and scheduled tribes, other backward classes and child, women and youth welfare will be dealt within this Division.

6. Industrial and Labour Statistics Division

Annual Survey of Industries, preparation of directory of small industries, industrial potential survey, household and cottage industries, statistics emanating from the activities of Cottage and Village Industries Board, statistics of export promotion and marketing, labour welfare statistics, work stoppage, strikes and lockouts, minimum wages, consumer price index numbers etc. will be under the purview of the Division.

7. State Income, Capital Formation and Public Finance Division

This Division will be responsible for preparation of estimates of state domestic product at current and at constant prices, regional and district income estimation and conducting type studies for derivation of norms in sectors where information gaps exist. Preparation of regional accounts, comparable state income estimates, capital formation, public finance studies, analysis of budgets, analysis of financial position of public sector undertakings, analysis of municipalities and other local bodies budgets, preparation of economic and functional classifications of state budgets, research on tax structure and statistical matters concerning finance commissions, will also be dealt with in this Division.

8. Prices and Market Intelligence Division

Periodical collection of price statistics—wholesale and retail, urban and rural, statutory and open market, construction of related price indices, market arrivals, stocks, procurement, imports and exports, trading statistics, distributive trade will be the items of work in the Division.

9. Planning and Evaluation Division

This Division may be set up in the Directorates which are charged with the responsibility of planning process viz. plan formulation, review of plan schemes, monitoring and evaluation.

10. Socio-Economic Research and Analysis Division

This Division will undertake problem-oriented research and analytical studies based on the data available in different Divisions of the Directorate or collected from other secondary sources. Annual economic survey, review of the state will also have to be prepared in this Division. The Division would also undertake preparation of periodic reviews of the general economic profile of the state.

11. Training Division

Basic and middle level training programmes, ad-hoc and refresher courses, special courses of training for specific purposes will be organised by this Division.

12. Statistical Intelligence and Publications Division

This Division will be responsible for compilation of miscellaneous official statistics not covered under other Divisions, preparation of manuscripts of publications like Statistical Abstract, Statistical Outline, Economy in Brief, etc., printing of these publications, scrutiny of District Statistical Hand Books and their approval.

13. Coordination Division

Preparation of plans for statistical development, coordination of statistical activities of different departments, scrutiny of statistics of other departments flowing to the Directorate, organisation of state, district and lower level conferences, inspection of technical programmes of regional and district level statistical offices, convening of meetings of high level statistical committees, liaison with CSO, other central ministries and other states, will be the major functions of this Division.

**PROPOSED AMENDMENTS IN THE COLLECTION OF STATISTICS
ACT, 1953**

Section 2

In clause (b), after sub-clause (x), the following sub-clauses may be inserted :

- “(xa) a concern engaged in the construction of buildings or any other works ;
- (xb) a concern engaged in the business of providing board or lodging or both ;
- (xc) a concern engaged in rendering or making available any service in connection with medical treatment or care, law, business management, education, culture, community welfare or such other professions ;”

Section 3

In clause (c),

(a) For sub-clause (ii), the following sub-clause may be substituted :

“(ii) attendance and absenteeism ;”

(b) For sub-clause (vii), the following sub-clause may be substituted :

“(vii) provident and other funds, and retirement benefits, provided for labour ;”

(c) For sub-clause (ix), sub-clause (x) and sub-clause (xi), the following sub-clauses may be substituted :

“(ix) hours of work ; holidays and leave ;

(x) employment and unemployment, including lay-off and retrenchment ;

(xi) industrial and other disputes, including strikes and lockouts ;”

(d) After sub-clause (xiii), the following sub-clauses may be inserted :

“(xiv) automation and computerisation ;

(xv) any other matter which may be prescribed by the Central Government, being a matter in regard to which, in the opinion of the Central Government, it is expedient or desirable that statistics should be collected.”

Section 4

For the words “any statistics directed by it to be collected”, the following may be substituted :

“Statistics under this Act and different officers may be appointed as the statistics authority for the purpose of collecting statistics in relation to different matters”.

Section 5

(a) In sub-section (i), for the words “serve or cause to be served on the owner”, the words, brackets and figures

“in the manner provided in sub-section (3), serve or cause to be served on, or give or cause to be given to, the owner”

may be substituted.

(b) For sub-section (3), the following sub-section may be substituted :

“(3) The notice referred to in sub-section (1) shall be served by post :

Provided that where such notice requires information or returns in relation to any class of industries or class of commercial or industrial concerns or factories or in relation to any matter referred to in clause (c) of section 3, such notice may, instead of being served by post on the owner or other persons referred to in sub-section (1), be published in the Official Gazette and newspapers or newspapers having circulation in the area or areas wherein such class of industries, or class of commercial or industrial concerns or factories, or establishments concerned are situated.”

Section 8

In the concluding portion, for the words “punishable with fine which may extend to five hundred rupees”, the words

“punishable with imprisonment which may extend to six months, or with fine which may extend to one thousand rupees, or with both”

may be substituted.

Section 14

(a) In sub-section (3),—

- (i) for the words “made under this section”, the words “made by the State Government under this section” may be substituted;
- (ii) the words “before Parliament or, as the case may be”, may be omitted;

(b) after sub-section (3), the following sub-section may be inserted :

“(4) Every rule made by the Central Government under this section shall be laid, as soon as may be after it is made, before each House of Parliament, while it is in session, for a total period of thirty days which may be comprised in one session or in two or more successive sessions, and if before the expiry of the session immediately following the session or the successive sessions aforesaid, both Houses agree in making any modification in the rule or both Houses agree that the rule should not be made, the rule shall thereafter have effect only in such modified form or be of no effect, as the case may be ; so, however, that any such modification or annulment shall be without prejudice to the validity of anything previously done under that rule.”

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