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COPY OF LETTER NO. 4/11/51-RG DATED THE 24TH FEBRUARY, 1952, FROM THE REGISTRAR GENERAL, INDIA, TO THE SECRETARY TO THE GOVERNMENT OF INDIA, MINISTRY OF HOME AFFAIRS, NEW DELHI.

SUBJECT.—*Improvement of Population Data*

Reference Resolution of the Government of India, Ministry of Home Affairs No. 2/5/49-Public, dated the 16th May, 1949.

1. *Preliminary*.—In May 1949, the Government of India decided that they should initiate steps forthwith for “developing and improving the systematic collection of statistics bearing upon the size and growth of population”. I reproduce below the Government of India, Ministry of Home Affairs’ Resolution (No. 2/5/49-Public, dated the 16th May, 1949) embodying this decision :

“The Government of India have decided to initiate steps forthwith for developing and improving the systematic collection of statistics bearing upon the size and growth of population. For this purpose they have decided to establish a single organisation at the Centre in the Ministry of Home Affairs under a “Registrar General and *ex-officio* Census Commissioner” to deal with population statistics including vital statistics and census.

The Government of India are also pleased to constitute an Advisory Committee with the following members to advise the Registrar General in technical and scientific matters :

*Chairman*

The Registrar General and *ex-officio* Census Commissioner.

*Members*

Dr. K. C. K. E. Raja (Director General, Health Services),  
Dr. Gyan Chand,  
Professor P. C. Mahalanobis, and  
Mr. A. Rajagopalan (Government Actuary).”

In pursuance of the above decision Mr. M. W. M. Yeatts who was then Census Commissioner was appointed Registrar General and *ex-officio* Census Commissioner. He took ill soon after in the month of June, 1949, and went on leave. I was appointed to the post with effect from the 26th November, 1949, in addition to my duties relative to public services and administration as Special Secretary, in the Ministry of Home Affairs. At first this was a purely temporary arrangement. In August, 1950, Mr. Yeatts died and my appointment as Registrar General was continued indefinitely. I have been busy since with my duties as Special Secretary and the work connected with the 1951 Census ; and was able to devote attention to the problem of improvement of population data for examination only recently.

2. *Examination of the subject*.—In the course of their comprehensive survey of the whole field of public health, the Bhore Committee had devoted a considerable measure of attention to “Vital Statistics” and made a series of inter-related recommendations on the improvement of registration of Births and Deaths. The recommendations of the Bhore Committee were later on considered at a Conference of Health Ministers in 1948, who appointed an expert Committee of Government officials called the “Vital Statistics Committee” to further examine

and report on them. The recommendations of the Bhore Committee were renewed and reiterated by the Vital Statistics Committee with certain modifications. I have, therefore, taken the combined recommendations of these Committees as the basis for my examination of the subject. At a certain stage of this examination I came to the conclusion, in respect of the most important of these recommendations, that I could not advise Government to accept it. This made it necessary for me to formulate an alternative. To this end, I framed certain tentative proposals and consulted the Population Advisory Committee (constituted under the Home Ministry's resolution referred to in para 1 above), and all the Superintendents of Census operations. I found that some of the arrangements I had in view could be made with maximum efficiency at minimum cost, if they were effectively coordinated with future arrangements (which are yet to be decided upon) for maintaining the Electoral Rolls up-to-date, from year to year. For this reason, I discussed the subject fully, on more than one occasion, with the Chief Election Commissioner. (I have also kept the office of the Planning Commission fully informed of the evolution of my proposals from time to time).

3. *Statement of conclusions (Appendix I).*—As a result of all this consideration, I have reached definite conclusions regarding the manner in which the problem of improvement of population data in the country as a whole should be tackled. These conclusions are summarised in a statement which is attached to this letter (Appendix I). I submit this statement of conclusions for the consideration of Government.

4. *Papers for reference (Appendices II and III).*—In order to assist Government in considering the statement of conclusions I also attach to this letter the following papers, *viz.*,

APPENDIX II—containing

Paper 1—Explanatory Memorandum on the Improvement of Population Data.

Paper 2—Record Note of the Proceedings of the Population Advisory Committee.

Paper 3—Letter from the Chief Election Commissioner No. 107/51-Elec., dated the 8th December, 1951 ; and

APPENDIX III—containing

Experimental Census of Births, Deaths and Migration in Sample Households, 1952—Draft Scheme.

5. *Operative Proposals for 1952-53.*—The statement of conclusions referred to in para 3 above sets out the manner in which systematic arrangements should be made on a permanent basis so that improvement may be brought about in the present system of registration of births and deaths. It also explains the method by which the data secured by registration should be both verified and supplemented by annual enquiries organised on a random sample basis. These enquiries are intended first to ascertain to what extent errors and omissions exist in registration data ; and secondly to supplement the information thus secured by certain types of basic data relating to the three component elements of growth of population (*viz.*, births, deaths and migratory movements) which are not satisfactorily procurable in the ordinary course of registration. The approach to the problem which I am recommending is specially adapted to our needs and resources, and designed to secure basic data of maximum value at minimum cost. It is, however, new and untried. Hence it is essential that it should be tried out for one year, before a firm decision is taken regarding its adoption on a permanent basis. Therefore, I submit the following, as operative proposals for the year 1952-53 :

“ A. Every State Government should be invited to appoint the Superintendent of Census Operations concerned as an Officer on Special Duty during the year 1952-53. He should complete the work relating to the 1951 Census and, in addition, perform the duties specified in items B to F below.

**B.** He should review the existing organisation and methods of registration of births and deaths, as well as the submission of returns and compilation of statistics based thereon. He should consult the Heads of Districts and the Director of Public Health on the proposals for changes made by the Registrar General ; formulate specific proposals ; and submit them, together with the comments of the Registrar General, for orders of the State Government.

**C.** Every State Government should be invited to agree in principle that a combined Review of the National Register of Citizens and the Electoral Rolls should be tried out for one year in the manner recommended by the Registrar General, with the concurrence of the Election Commission. The trial should be limited to a few selected districts in each State, to be specified by the State Government. The Officer on Special Duty should be required (in consultation with the Chief Electoral Officer) to draw up a plan of operations for carrying out the combined review in selected districts. After approval of the plan by the State Government (with the concurrence of the Election Commission, in respect of those parts, which relate to Electoral Rolls) the Officer on Special Duty should perform such duties as may be allotted to him in implementing the plan of operations.

**D.** Every State Government should be invited to accept in principle that, as part of the arrangements for the combined review mentioned above, a census of births and deaths and migration should be carried out in approximately one out of every 100 households in the selected districts in the manner recommended by the Registrar General. The Superintendent of Census Operations should prepare the plan of operations for this census, and implement it with the concurrence of the Registrar General and the approval of the State Government.

**E.** As early as may be after the completion of the foregoing operations and not later than the 31st March, 1953, a Report detailing the results of those operations should be submitted :—

- (i) to each State Government by the Superintendent of Census Operations and Officer on Special Duty ;
- (ii) to the Central Government by the Registrar General.

**F.** If, during 1952-53, the Backward Classes Commission is appointed, it will be the duty of the Officer on Special Duty to supply such information as may be needed by the Commission, if it is procurable either from the National Register of Citizens or the Census Records.”

6. *Comments on operative proposals.*— (i) These proposals have been endorsed by the Population Advisory Committee. Attention is invited to paragraph 8 of the Record Note of the proceedings of the Committee (Paper 2 of Appendix II).

(ii) *Proposal A* is obviously necessary, if proposals B to F are accepted.

(iii) *Proposal B* is free from any difficulty or doubt. It is obvious that there should be a review of existing organisation and methods and a settlement (on the basis of such review) of changes to be effected. The extent to which useful changes may be found to be both necessary and feasible will vary from State to State ; and I visualise the final decision as resting with the State Governments concerned. The Explanatory Memorandum (Appendix I) indicates the matters to which attention should be directed during this review, and the lines on which improvement may be sought.

(iv) *Proposal C.*—I wish to make it clear that the steps required to be taken for maintaining the electoral rolls up-to-date are entirely for the Election Commission. It is obvious,

however, that it would be a waste of effort and expenditure if there is one round of house-to-house visits and enquiries in order to ascertain information relevant to electoral rolls ; and a different round of visits and enquiries in the same house-holds in the same year for securing information on births, deaths and migration.

The proposals which I have made are based on conclusions independently reached by the Chief Election Commissioner and in full accordance with them. Attention is invited to Paper 3 of Appendix II.

(v) *Proposal D.*—The proposal is that certain enquiries regarding births, deaths and migration should be made next year in one household out of every hundred chosen at random in approximately one district out of every five districts, in every State where the State Government agrees to carry out such enquiries. The detailed scheme of operations of such an experimental census will be broadly settled, only after the proposal is approved. I have, however, already prepared a draft scheme (Appendix III). This will be modified as necessary, after detailed examination. Reference may be made to this draft scheme, if Government desire to have fuller information about the nature of the information proposed to be secured from Sample Households.

(vi) *Proposal E.*—The Population Advisory Committee is unanimous in respect of Proposal B. As regards proposal D, it is also unanimous about the need for making enquiries on a random sample basis. But there is a difference of opinion within the Committee about the scale of such enquiries, the manner in which and the agency by which they should be made. One view is that the sample enquiries relating to size and growth of population must be organically related to the system of registration of births and deaths so as to serve two purposes simultaneously, viz., to ascertain the extent of errors and omissions present in such registration and also to supplement the information procurable from such registration. Consistently with this approach to the problem, the conduct of such enquiries should be entrusted to the District Administrative Agencies of State Governments ; and the scale of such enquiries should be designed to yield information which would be of use not merely to the Central Government, but primarily and in the first instance to every State Government. The other view is that the sample enquiries relating to size and growth of population should be combined with sample enquiries necessary for securing all other economic and social data ; the scope of such enquiries should be limited to information needed by the Central Government ; and the conduct of such enquiries should be entrusted to an agency maintained by the Central Government and functioning independently of State Government agencies. It is evident that this difference of opinion has far reaching implications. Following the decision taken by the Population Advisory Committee I refrain from detailed exposition of these implications. It will be observed that the Population Advisory Committee “ believes that by about the end of the financial year 1952-53, the Report of the 1951 Census as well as the results of the enquiry made by the National Sample Survey Organisation will become available. The report referred to in item E of paragraph 5 (i.e. Proposal E) will also become available . . . . . they would provide adequate material on which firm decisions can be taken about the measures to be adopted, thereafter, on a permanent basis for improvement of population data, as well as the organisation necessary for execution of these measures ”. (Paper 2 of Appendix II). I would emphasise the need for a thorough-going examination of this nature sometime towards the end of the financial year 1952-53, and shall submit certain proposals separately in order to make this examination effective and fruitful.

7. *Financial implications.*—Having regard to the practice of former Censuses the final All-India Report of the 1951 Census should appear in the middle of 1953-54 and the State Reports should appear at different months during 1952-53. I am planning to expedite all

of them by the end of 1952-53. I assume that if the Superintendents of Census Operations had no other work to do apart from the 1951 Census, they would require to be retained for different periods (varying from State to State). I estimate this requirement as an *average period of six months during 1952-53*. If the operative proposals put forward in this Report are accepted, the Superintendent of Census Operations and their staff will have to be retained for six months longer, that is, till the end of that financial year. If the Superintendents are appointed as Officers on Special Duty (*vide* Proposal A at para 5 above), the expenditure for the second half of the next financial year will have to be shared equally between the Centre and State Governments. On this basis I have already included a provision for additional three months, *i.e.*, nine months in all for the Superintendents of Census Operations and their staff in the Census budget.

The only other expenditure is cost of tabulation of the results of the experimental census of births, deaths and migration. I have estimated the cost at a lakh of rupees. As the amount is small, I think it would be possible to meet the expenditure from the overall provision of Rs. 150 lakhs for the 1951 Census (for all operations from before 1949 upto their end in 1953). The overall estimate has already been accepted by the Government of India. In other words, the implementation of my operative proposals for improvement of population data during 1952-53 can be carried out within the Census budget—if the State Governments agree to share the cost of staff for the latter half of 1952-53 in the manner proposed by me.

8. *Concluding Remarks.*—Two other observations may be made by way of explanation—

(i) In submitting my proposals regarding improvement of population data I have placed a very strict construction on the terms of reference to the Registrar General, India, which relate to the “size and growth of population”. Improvement of population data has a much wider meaning. I have, however, intentionally, refrained from dealing with these wider aspects. One reason is the difference of opinion referred to in para 6 (*vi*) above. But the main reason is, I consider it necessary in the first instance to achieve a satisfactory solution of the problem of securing a continuous supply of *basic data* of good quality, before proposals regarding other and more complicated types of population data are elaborated.

(ii) In settling the scope of enquiries regarding such basic data, I regard it as axiomatic that they are primarily and in the first instance, required for use by State Governments and their district administrative agencies. If information is procured on that basis, the requirements of the Centre will be automatically and adequately met. I wish to make it clear that I regard the duties of the Registrar General, India, are not, in any way, limited to the procurement of information exclusively for the Central Government. With this explanation, I commend the operative proposals specified in para 5 above for acceptance by the Government of India. If the Government of India approve my proposals, they may authorise me to address the State Governments on their implementation, on the lines of a draft letter herewith enclosed.

## APPENDIX I to SECTION I

### IMPROVEMENT OF REGISTRATION OF BIRTHS AND DEATHS

#### (Statement of Conclusions)

1. *Compulsory registration in all areas.*—In large parts of the country registration of births and deaths is not compulsory. It is necessary that compulsory registration should be extended throughout the country as soon as possible. But before compulsion is actually introduced for the first time in any locality, it is necessary to make sure that an officer (who may be authorised and required to receive and register reports of births and deaths) is available in that locality, near enough to the houses of the citizens who are to report to him.

2. *Registrars and Additional Registrars.*—It would be uneconomical to employ wholetime officers merely for registration of births and deaths. Registrars must be appointed on an *ex-officio* basis, and the work relating to registration should normally represent only a minor addition to their main duties. Where there is more than one post the incumbent of which can be appointed *ex-officio* as Registrar, that post should be chosen the incumbent of which is most favourably placed for securing efficient registration. In urban areas, the Registrar is usually an employee borne on the sanitary or other health establishments of Municipalities. This is generally the most suitable arrangement. There is need for changes in rural areas in many States. The following four types of villages should be distinguished among different States and sometimes between different parts of the same State :—

- (a) Rayatwari villages ;
- (b) Non-Rayatwari villages, with Patwari (or other village officer) ;
- (c) Non-Rayatwari villages, without Patwari (or other village officer, but with Chowkidars) ;
- (d) Non-Rayatwari villages without any village officer or Chowkidar.

In the case of villages of type (a) the Registrar is usually a responsible officer located in or near the village or villages in his charge. The existing arrangements are, therefore, likely to be the most suitable among possible arrangements. As regards type (b) the Patwari may be substituted where, at present, the officer-in-charge of the Police Station is the Registrar. It is possible that in some areas the Patwari's charge may also be too extensive. In that case, the utilisation of village panchayat staff (where it exists) as Additional Registrars may be considered. The provision of suitable agency in type (c) villages is more difficult. A permanent solution of the problems is likely to be deferred until the land reform schemes (now under consideration or implementation) are carried out and the villages are thereby converted to type (a). Meanwhile improvement of a temporary character may be possible by utilising village school teachers (or other personnel similar to those used for census enumeration). Such possibilities should be considered with reference to local conditions. Type (d) villages (they cannot be very numerous) will continue to remain an even more intractable problem. Even temporary improvement may have to await the development of rudimentary forms of administration.

3. *Registration Supervisors.*—It is necessary that responsibility should be clearly located for the supervision of the work of Registrars and Additional Registrars. An appropriate officer should be designated as "Registration Supervisor" and made responsible for a definite territorial area which may be called the "Registration Circle". Supervision of Registration cannot also be full-time work ; so, these appointments should also be made on an *ex-officio*

**basis.** As far as possible Registration Supervisors should be permanent employees of the State Government even in areas where Registrars are employees of Municipalities or Panchayats or other local bodies.

4. *Chief Registration Officers.*—It is necessary to locate responsibility in an administrative officer for putting into effect all the orders of the State Government relating to improvement of the Registration of Births and Deaths. This officer should exercise general superintendence and control over Registration Supervisors, Registrars and Additional Registrars (without reference to differences in the departments from which these officials may be drawn). These officers may be designated as “Chief Registration Officers”. It is recommended that they should be the same as the “Electoral Registration Officers” appointed under Section 22 of the Representation of the People Act, 1950. (The purpose of this recommendation is to ensure that population records are used to the fullest extent in maintaining Electoral Rolls up-to-date; and whenever house-to-house enquiries are made for purposes of revising the Electoral Rolls, the occasion is utilised also for purposes of improvement of basic population data).

5. *Standardisation of forms.*—There should be a common form throughout the country for registration of births and deaths. The Registrar will be required to enter only simple details which it will be possible for him to enquire and record. The Vital Statistics Committee have made some recommendations in regard to recording of community particulars, order of births and age of mother at confinement, cause of death, etc., at the time of registration. These should be taken into consideration, when the forms are finalised.

6. *Population Records and Registration.*—For every village and every town there should be three Registers *viz.*, the National Register of Citizens compiled at the 1951 Census, the Register of Births and the Register of Deaths. These are referred to collectively as the “Population Records”. The Registrar of the town or village should have custody of these Registers, and the responsibility of maintaining them in accordance with instructions. The maintenance consists in entering the birth or death reported to him with relevant particulars in the Register of Births or in the Register of Deaths respectively and in noting the birth or deleting the entry relating to a deceased person in the household in question in the National Register of Citizens.

[Note.—It is emphasised that no attempt should be made to ascertain and record in the National Register all population changes as and when they occur, or to use the National Register as a basis for annual estimates of population. The “National Register of Citizens” should be used mainly for purposes of maintenance of Electoral Rolls (where no house-to-house enquiries are made); and for the selection of house-holds in enquiries organised on a random sample-basis.]

7. *Annual Review of Population Records.*—It is necessary, once every year, to make arrangements for ensuring that the attention of householders is prominently drawn to their statutory obligation to report births and deaths. As large a proportion as possible of unregistered births and deaths should be brought to light and registered. It is suggested that such arrangements should be combined with the celebration of the Health Week and carried out, preferably, during the week ending Diwali day. Any other week may however be fixed for any district (*e.g.* week ending Pongal in Madras) if the State Government consider it more suitable for such district.

[Note.—It is not contemplated that these arrangements should include house-to-house enquiries relating to births and deaths except in the circumstances specified in the next paragraph.]

8. *Electoral Roll Revision Operations.*—In areas where house-to-house visits and enquiries are carried out in order to revise Electoral Rolls, advantage should be taken of these visits to make enquiries about all members of the household, and not merely of adults. As a result of such enquiries, the entries contained in the National Register should be revised as found necessary, and brought up-to-date.

[Note.—It is understood from the Election Commission that the minimum requirements are that the Electoral Rolls should be revised on the basis of house to-house enquiries, in respect of one-fifth of the population of each district every year.]

9. *Annual Census of Sample Households.*—Once every year, an Annual Census of Sample Households should be held, in conjunction with the Annual Review of Population Records referred to in para 7 above. *One household out of every hundred households* in the district should be chosen as the sample. The District Census Handbook and the National Register of Citizens should be used in order to ensure that the selection of households is made on a strictly random basis. (Where Electoral Roll Revision Operations are carried out as described in para 8 above, the selection of sample households for the Annual Census should be made from within the areas where the operations are carried out. The Annual Census of Sample Households will then be part of the enquiries necessary for supervision and verification of the house-to-house enquiries made for Electoral Roll Revision Operations.) The enquiries in sample households should be made by Registration Supervisors. They should ascertain particulars regarding (a) births (b) deaths, and (c) permanent changes of ordinary residence which actually occurred in the sample households, during a prescribed twelve-month period. The object of the Annual Census is to ascertain these three sets of Basic Population Data with the maximum possible accuracy. The facts thus ascertained are intended to be used as follows :—

*First*, an estimate should be framed of the percentage of omissions occurring in the Registration of Births and Deaths. (Where this percentage is too large, an independent basis for the estimate of Annual Births and Annual Deaths should be provided) ;

*Secondly*, information necessary for the compilation of Age-group-specific Maternity Rates and Age-group-specific-Mortality Rates for different territorial economic and social groups within each State should be secured ; and

*Thirdly*, on the basis of the foregoing, an Annual Population Estimate is to be framed for the general, rural and urban population of every district as well as for defined social groups and economic groups of every State.

10. *Analysis, compilation and study of Registration Returns and Census data.*—(i) *Registrar General and Director of Population Records.*—The post of Registrar General has already been created at the Centre for the work connected with the improvement of Registration of Births and Deaths, integration of such data with Census data, and the continual analysis and study of such data. It is recommended that, in every State, there should be a 'Director of Population Records'. This post may be combined (in all Part A and Part B States except Saurashtra, PEPSU and Jammu & Kashmir) with that of 'Superintendent of Census Operations' (the officer at the head of the branch office of the 'Census of India'—a Central Government agency). It is suggested that the combined cost of this officer and his establishment should be borne equally by the Central Government and the State Government concerned. If, however, a State Government considers it advantageous to combine the office of the Director

of Population Records with some other appropriate post on the establishment of the State Government, they should be free to do so. In that case, the number of branch offices of the Census of India will have to be correspondingly reduced, by combining more than one State in charge of the same Superintendent of Census Operations.

(ii) *Compilation of the results.*—The ' Director of Population Records' should be responsible for the centralised compilation of the results of the data based on Registration of Births and Deaths. The Superintendent of Census Operations should be responsible for centralised compilation of the results of the data based on the Annual Census of Sample Households. The compilation forms should be standardised.

The Vital Statistics Committee have made certain recommendations in regard to the standardisation of forms, as well as the use of machines in tabulation. These recommendations should be considered when the organisation described above is sanctioned.

11. *Annual Population Reports.*—It is necessary to ensure that the foregoing arrangements work properly. To this end, as well as in order to enable the fullest use being made of the results of official analysis and study of population data, a system of publication of " Annual Population Reports " should be established. There should be one report for each State and one for India as a whole. The report should contain all the tables compiled from the Registration data as well as the tables showing data referred to in para 9 above. The Report should include a detailed commentary on the foregoing tables, explaining how the statistics were secured, the extent to which measures taken for extending their coverage and increasing their accuracy are achieving their purpose, drawing attention to the differences in the trend of births, deaths and migration and net resultant growth in respect of different territorial, social and economic groups and wherever possible, assessing their significance.

12. *Conclusions related to the recommendations of the Bhore Committee and the Vital Statistics Committee.*—The Bhore Committee made a series of inter-related recommendations for the improvement of Registration of Births and Deaths. These recommendations were reviewed by the Vital Statistics Committee.

(i) Some of the recommendations made by the Bhore Committee and the Vital Statistics Committee have already been implemented. They are :

(a) " Vital Statistics including Registration of Births and Deaths " has been included in the field of concurrent legislation.

(b) The office of the " Registrar General, India " has been created.

(ii) It is suggested that certain recommendations need not be accepted and the consideration of some others may be postponed.

(a) *Legislation.*—The Bhore Committee and the Vital Statistics Committee recommended that an Indian Vital Statistics Act should be enacted as a piece of central legislation. It is proposed that action on this recommendation should be postponed for two more years. The State Governments are no less interested in the Registration of Births and Deaths than the Central Government. It is by no means clear that the necessary degree of uniformity cannot be brought about by agreed action based on legislation already available or to be undertaken by each State Government separately. If after giving effect to the measures for improvement of registration now suggested practical experience shows that central legislation is required, necessary steps may be taken to that end in due course. The position may be reviewed after two years.

(b) *Registration of marriages.*—The Bhore Committee and the Vital Statistics Committee have recommended that all marriages in the country should be registered. This is not considered essential, merely in order to secure improvement of population data. If, however, for other reasons all marriages are registered, the relevant records should be used as a source of statistical information relating to the population.

(c) *District Vital Statistics Organisation.*—The most important among the recommendations of the Bhore Committee related to the setting up of a large District Vital Statistics Organisation consisting of (a) District Registrar of Vital Statistics, (b) a certain number of Assistant District Registrars and (c) a Village Registrar for groups of villages, all of them being visualised as whole-time officers. It is recommended that this proposal may be abandoned, as it is likely to prove much too costly.

(iii) All other recommendations of the Bhore Committee and the Vital Statistics Committee are taken into account and embodied in the recommendations made in paras. 1 to 10.

## APPENDIX II to SECTION I

### PAPER 1—EXPLANATORY MEMORANDUM ON THE IMPROVEMENT OF POPULATION DATA

#### PART I—Review of Recommendations of Vital Statistics Committee

1. The problems involved in improvement of vital statistics were studied by the Bhore Committee, as part of their general survey of the whole field of development of health services. The report of the Bhore Committee was considered at the Second Health Ministers' Conference in August, 1948. In pursuance of one of the resolutions of this Conference, a Vital Statistics Committee was appointed. It reviewed the recommendations made by the Bhore Committee and made detailed recommendations. The report of this Committee has been forwarded to all the State Governments. Some of its recommendations have been accepted and implemented. But there has been no systematic consideration of or decision on the entire body of recommendations which are inter-dependent.

2. I have studied the report of the Vital Statistics Committee, and the relevant parts of the report of the Bhore Committee and discussed them with the Director General of Health Services who had been the Secretary of the Bhore Committee and was also the convenor of the Vital Statistics Committee. I set out below in logical order, the conclusions and recommendations of the Committee under 14 Heads, and record my comments and suggestions on the action to be taken.

3. *Head I—Statutory Basis [para. 36 (2) of the Report].—(i)* “ It is essential that there should be provision for enforcing uniformity throughout India in the collection and compilation of the main items of information included in the vital statistics of the country. Such enforcement will become possible only if the Centre has the power to prescribe for regulating the registration and compilation of vital statistics in the component units of the federation of India. It is recommended that such provision as may be necessary to achieve this end should be incorporated in the Constitution of the country. Individual Governments will be at liberty to prescribe for the territories the collection of such other information as may be deemed necessary to suit their purposes.”

“ The enactment of an Indian Vital Statistics Act as a piece of Central Legislation should be undertaken as soon as circumstances permit ”.

(ii) COMMENTS AND SUGGESTIONS—The first part of this recommendation has already been given effect to. “ Vital Statistics including Registration of Births and Deaths ” has been included in the field of concurrent legislation (entry No. 30 in List III of the Concurrent List in the Seventh Schedule). No further action is called for.

As regards the second part, I think a decision on this recommendation should be postponed for two more years. Availability of accurate and complete vital statistics is a matter on which there is no conflict of interest between States with one another or with the Centre. There is no reason to suppose that the State Governments will not utilise such powers as are already available (or may be taken) under State Legislation, so as to give effect to any Scheme which the Centre may formulate as uniformly applicable to all parts of India. It is obviously desirable, in a matter of this kind,

to maintain a position in which the State Governments accept full responsibility for all action taken. The first step is, therefore, to formulate a scheme of practicable measures which would result in real improvement of vital statistics and to put it to State Governments for acceptance and implementation. If actual experience of the working of such a scheme shows that there are practical difficulties which can be satisfactorily resolved only through an Act of Parliament, then the case would be clear for an Indian Vital Statistics Act. Hence my view that this recommendation may remain in suspense for two years.

4. *Head II—Compulsory Registration of Vital Statistics [para. 36 (4)(a) of the Report].—*

(i) "Large parts of the country continue as areas where registration of vital statistics is not compulsory. The introduction of compulsory registration in all such areas and the enforcement of law by suitable administrative measures are essential for effecting an early improvement in the Vital Statistics of the Country".

(ii) **COMMENTS AND SUGGESTIONS.**—This is obviously necessary ; State Governments should be invited to accept and implement the recommendations. A list should be compiled of all areas where citizens are not at present under statutory obligation to report births and deaths. Powers available under existing legislation should be examined and used, if they are adequate. If they are insufficient, necessary powers should be taken. There are some limiting factors to be borne in mind.

(a) Before actual introduction of compulsory registration in any area, it is necessary to make sure that an officer is available who can be designated as Registrar empowered to receive and register reports of births and deaths. It is essential that the office of the Registrar should be located near enough to the houses of the citizens who are to report to him. Citizens should not be required, by legal compulsion, to travel long distance merely to report births and deaths. The implementation of this recommendation is thus bound up with the appointment of Registrars. This subject is dealt with under Head VI and XIV below.

(b) As regards "Enforcement of the law by suitable administrative measures", there are two considerations. The first is that no law should be allowed to become a dead letter, as this brings all law into contempt. There must, therefore, be systematic procedure for enforcement. At the same time, "a whole nation cannot be indicted". Recourse to prosecution, in any considerable number, is impracticable and would defeat the purpose in view. Nor should recourse be had to selective prosecutions, by fits and starts, as this will lead to complaints of harassment and arbitrariness. There is need, therefore, first for educative propaganda for a year or two after the first introduction of compulsion, and complete abstention from prosecution during the period and secondly, for a system of very light "compounding fees" as the main method of enforcement, resort to actual prosecutions being limited to cases of wilful concealment as well as of non-payment of compounding fees. The subject requires further consideration on these lines.

5. *Head III.—Registration of Marriages [para. 36 (3) of the Report].—*(i) "Generally speaking there exists at present no system of legal registration of marriage among Hindus and Mohamedans, who constitute together over 90 per cent of the population of the Country. It is considered essential that early steps should be taken to remedy this defect including such legislative and administrative measures as may be necessary".

(ii) **COMMENTS AND SUGGESTIONS.**—I do not advise the acceptance of this recommendation, from the point of view merely of improvement of vital statistics. There are two separate purposes served by registration. One is to provide an official record with evidentiary value for establishment of the legal status of marriage. Registration of marriages is regarded

in other countries as a service rendered to the people in much the same manner as registration of transfers of property. Whether such a service should be made available to our people at present in respect of marriage also is a matter for separate decision on its merits. For purely statistical purposes, that is to say, as a method of procurement of information relating to marriages necessary for demographic studies, wholesale registration of all marriages is, to my mind, quite unnecessary. Sample household enquiries will be a suitable and sufficient method to be adopted for such purposes. If, however, on other grounds, all marriages are to be registered, then, of course, the records brought into existence by registration should be used as a source of statistical data.

6. *Head IV.—Preparation and maintenance of Houselists [para. 36 (4)(b) of the Report].—*

(i) "Every village, town and city in the country should have houselists giving information regarding name, date of birth and sex of the head of the family as well as of the normal residents of each house, and these lists should be made up-to-date from time to time."

The vital statistics committee laid considerable stress on this recommendation and quoted the following observations of the Bhore Committee :—

"The provision of an accurate houselist for each village will prove invaluable for such surveys which will have to include not only the selection on a random basis of a certain number of specified villages from the total number inhabited by the population sampled but also the selection on the same basis of a number of houses in each village. It is for the latter that the houselist is of special value. The recorded birth and death rates for specific areas and for the country as a whole are known to be inaccurate but no information is available as to the range of error that exists. Similarly very little information exists regarding the fertility rates of women in different sections of the population of India. Birth, death and fertility rates form the basis of all population studies and the need for their assessment does not therefore require emphasis. Sample surveys can provide information of a reasonable degree of accuracy as well as of great value in respect of all the three. We consider the preparation of a houselist for each village included in our scheme and its maintenance to be of great importance. Without it the periodical assessment of the progress achieved in the different branches of health activity will be difficult. The sampling method can with advantage be used in the different types of health surveys that are undertaken and houselist is essential for such surveys".

(ii) **COMMENTS AND SUGGESTIONS.**—This recommendation was accepted by the Government of India last year, and fully implemented with the active co-operation of all State Governments. What is referred to as "Houselists" by the Bhore Committee and the Vital Statistics Committee has been named the "National Register of Citizens" mainly in order to popularise it; and secure the willing co-operation of over half a million enumerators who prepared it. It was compiled in the course of or immediately after the 1951 Census enumeration, early this year. It is available in separate parts for every village and town area in all parts of the country except Kashmir and part of Part B Tribal Areas of Assam (where no census was held) and certain areas of the Punjab where the records were destroyed by fire. It contains all the information specified by the Vital Statistics Committee. It also contains some additional information viz., the means of livelihood, economic status and social grouping of every citizen. This additional information is extremely important, in as much as it will enable samples of households being selected not only from the general population but also from particular economic groups and social groups within that population (e.g., Agricultural and Non-Agricultural Classes, Employers, Employees and Self-employed Workers, Non-Backward Classes, and Backward Classes etc.).

The Vital Statistics Committee has stated that " these lists should be made up-to-date from time to time ", in other words, the National Register of Citizens should be maintained. The need for maintenance has been accepted in principle, by the Government of India when they directed the compilation of the National Register last year. How this should be done is obviously bound up with how births and deaths are to be registered ; and should be settled at the same time as part of one scheme.

7. *Head V.—Creation of the posts of Registrar General and of Provincial Registrars (para. 36 (1) of the Report).*—(i) " The Committee strongly supports the recommendation of the Bhore Committee that the post of the Registrar General of Population and Vital Statistics at the Centre and of Provincial Registrars should be created without delay. In a sub-continent like India the collection and study of vital statistics and of population and other cognate data should be organised with as large a measure of uniformity as possible and the committee considers that the appointment of these officers is essential in order to promote such development on sound lines ".

(ii) COMMENTS AND SUGGESTIONS.—So far as the first part of this recommendation is concerned, it has already been implemented by the Central Government. The office of the Registrar General, India, has been created. As regards the Second Part, I advise it should be accepted and implemented by State Governments—subject to two observations :—

(a) the officer may be designated Director of Population Records, instead of " Registrar " for the State, as this would appear to be a more accurate description of his functions.

(b) it will be necessary that the Registrar General, India, should have an organisation for assisting him to perform his functions. This organisation may be simply called the " Census of India ". The " Census of India " should consist not merely of one Central office, but a number of branch offices as well, each headed by a Superintendent of Census Operations. In determining the number and location of " branch offices ", a choice is possible, according to whether or not branch offices of the Census of India are to be combined with offices of Directors of Population Records of State Governments. A branch office of the Census of India can be conveniently set up at the headquarters of every Part A State, and every Part B State (except PEPSU and Saurashtra) if the State Government concerned, agree to such combination. In that case, the expenditure involved can be shared equally by the State Government and the Central Government and the work required to be done on behalf of both Governments can be more efficiently performed than otherwise. I advise this course for adoption by the State Governments. If, for any reason, any particular State Government would like to have the office of Director of Population Records in the State separate from that of the Superintendent of Census Operations, they should be free to decide accordingly. In that case, however, the number of branch offices of the Census of India will have to be correspondingly reduced ; and more than one State included in the charge of the same Superintendent of Census Operations. Definite decisions should be reached on one basis or another within the next few months, well in advance of the completion of the work relating to the 1951 Census in the offices of the Superintendents of Census Operations.

8. *Head VI.—District Vital Statistics Organisation (paras 23 and 24 of the Report).*—(i) " The district vital statistics organisation outlined by the Bhore Committee consists of (a) a District Registrar of Vital and Population Statistics (b) a certain number of Assistant District Registrars and (c) Village Registrars for groups of villages. The Committee feels that the legitimate objective should be the development of vital statistics on the lines envisaged by the Bhore Committee, including the establishment of a separate organisation for vital statistics on a countrywide scale ".

(ii) **COMMENTS AND SUGGESTIONS.**—It should be explained at the outset that the Bhore Committee visualised three distinct sets of arrangements :—

*A-1.* The arrangements to be in force in areas where “ improved health services ” are organised on the lines recommended by the Bhore Committee, *during an initial period of about ten years* ;

*A-2.* The arrangements to be in force in the same areas as above, *after the initial period of about ten years* ; and

*B.* The arrangements to be in force in areas where “ improved health services ” are *not organised during the initial period of about ten years.*

The proposals were that :—

(a) *as regards A-1*—improvement in vital statistics should be the responsibility of the improved health services themselves :

(b) *as regards B* the responsibility is to be vested in a District Vital Statistics Organisation to be set up, this consisting of wholtime officials of three different grades viz., Village Registrars, Assistant District Registrars and District Registrars ; and

(c) *as regards A-2* the type of organisation set up in B was also to be extended to A-2, thereby eventually relieving health services exclusively for substantive health duties. The district Vital Statistics Organisation thus built up in all Districts was to be headed by the “ Provincial Registrars ” proposed by them. Thus a completely specialised Department of Vital Statistics and Population Studies was to be brought into being in every State, in about ten years.

The Bhore Committee did not work out the financial implications of its proposals. The Vital Statistics Committee did this and found that they were much too costly. So, the Vital Statistics Committee tried to work out a cheaper alternative. But the Committee was not sure whether even that would be accepted by Government as cheap enough.

It said :—

“ In view of the inadequacy of funds and lack of trained personnel it seems most unlikely that Governments will be able to introduce either the larger scheme or the smaller one simultaneously over the whole of their areas. In order to try out this scheme it is desirable that it should be started in two or three districts in each Province or State and that its operation should be extended later taking into consideration such administrative and other difficulties as may be brought to light during the initial stages ”.

While I agree with the Vital Statistics Committee in its finding that the Bhore Committee's proposals were too costly I appreciate its cautious approach in respect of its own alternative, I wish to go further and advise definitely that the recommendation should not be accepted, even as a basis of gradual development. My reasons are as follows.

The relevant figures of estimated cost are shown below :—

				Recurring annual expenditure in lakhs of Rupees	Recurring annual expenditure in lakhs of Rupees
				(Elaborate Scheme)	(Curtailed Scheme)
1.	District having population of one million	..	..	1.50	0.50
2.	District having population of two millions	..	..	2.65	0.82

If the cost of the District Vital Statistics Organisation is assumed to be the mean between the two sets of figures furnished by the Committee, the total cost of the proposed District Vital Statistics Organisation for the country as a whole, (360 millions) would be (a) 5·22 crores per annum under the Bhole Committee Scales and (b) 1·58 crores per annum under the cheaper alternative visualised by the Vital Statistics Committee. The former is clearly out of the question on any view of future possibilities. Even the later figure is so large that it should not, in my opinion, be accepted unless it promised a completely satisfactory solution of the problems of improvement of Vital Statistics. This, I am convinced it does not. The proposal is that a Village Registrar should be appointed on a scale of pay of Rs. 40—1—50—2—60 per month, and put in charge of about 90 villages containing an average population of 50,000. He is to spend his time in receiving and registering reports of births and deaths brought to him, and partly in touring his charge and making enquiries about births and deaths. Real progress in improvement of registration is impossible, unless we could get the citizens into the habit of reporting births and deaths systematically. Compulsion or no compulsion, the citizens will not report to a distant office which is common to 90 villages. As the official will have no roots in the village, and will carry little real weight, either with the villagers generally, or with chowkidars, the improvement which he can bring about cannot be considerable. Quantitative and qualitative defects will therefore, continue, and we shall not have even acquired the means of verifying the extent to which the statistics are in error.

The Bhole Committee was rightly keen on the principle of "placing the registration centres as close to the people as possible". The Vital Statistics Committee was rightly keen on designing an organisation whose cost would be commensurate with results. The two objectives are, in my opinion, incompatible on the line of approach common to both Committees, which was to rely on wholtime paid staff exclusively employed on vital statistics. If a Registrar is to be readily accessible *in rural areas* I do not think his charge should be larger than one village or a very few contiguous villages, with a total population of say about 2,000. The number of births and deaths occurring in such a small community would be about a dozen per month normally. Making a dozen entries in two Registers is not a work which can possibly justify a monthly salary for a wholtime official. It follows, I think, that the solution of the problem of improvement of vital statistics must be found on the basis of a Village Registrar appointed *ex-officio*. Registration of births and deaths cannot be organised, otherwise than as a minor addition to the duties of a post maintained permanently for other purposes. Is any improvement possible on this basis? I think it is difficult but not impossible (*vide* Head XIV below).

9. *Head VII—Standardisation of Hathchittas (para. 8 of the Report).*—(i) "The first step towards uniformity should be to prescribe that registration of births and deaths is to be carried out on the same lines throughout the country. The village chowkidar uses a register known as the "Hathchittas" on which he gets recorded generally by some literate person in the village, the vital events he has to report at periodical intervals to the Police Officer concerned. Standard "hathchittas" for births and deaths are suggested".

(ii) *COMMENTS AND SUGGESTIONS.*—It may be accepted in principle that the form in which information regarding births and deaths is to be reduced to writing in the first instance should be identical throughout the country (individual states may add to this common form, if necessary. But the basic entries must be common for all States). The following observations are made :—

*First.*—A "Hathchitta" distinct from the Register of Births will be required only in those cases where there is no Registrar to whom citizens are expected directly to report. Standardisation of forms is necessary for the Register of Births

and Register of Deaths. The form of the Hathchitta where it exists should be identical with the forms of Register of Births and Register of Deaths.

*Secondly*,—A final decision on the common form should be taken after the responsible organisation has been set up. A few changes in the recommended forms will be necessary in view of the fact that the Registrars will not be wholetime officers exclusively employed on this duty as the Committee visualised. The forms should be settled on the principle that the Registers are a record of the information given by the citizen. Answers which the citizen cannot give should not be attributed to him. It is essential that there should be an entry for the number of the house in which the birth or death takes place. This number will be the link between the Registers of Births and Deaths and the National Register of Citizens. (This proposal, it may be noted, visualises the continued retention by each house of the number given to it at the Census and the institution of arrangements necessary for securing this result. Such arrangements should be part of the scheme of measures designed to improve vital statistics and population data generally).

10. *Head VIII—Community Particulars. (Paras 11 and 14 of the Report.)*—(i) “For the purpose of securing uniformity, the Committee recommends the adoption of the following classification of births based on religion, which although it contradicts the fundamental principles of a secular State, seems to provide the simplest basis for such classification besides securing comparability of the data to be published hereafter with those of the past years. A broad classification into Indians and foreigners has been suggested, although the number of the latter would obviously be small. This differentiation would be useful for administrative reasons. No classification of foreigners into different religious groups has been suggested. The grouping adopted for the 1951 Census should correspond to that in force for the registration of vital statistics and the proposed classification should therefore, be finalised in consultation with the Census Commissioner. Indians....(1) Hindus....(a) Scheduled Castes, (b) Others. (2) Muslims (3) Christians, (4) Sikhs (5) Others (6) Foreigners.

*Religion*:—The same classification for community as that which has been suggested for births may be adopted here”.

(ii) *COMMENTS AND SUGGESTIONS*.—At this Census, “religion” has been distinguished from “social grouping” and they have been treated as two distinct characteristics. The religion professed by every individual has been recorded as stated by him. Independently, it has been ascertained and recorded whether or not he is a member of one of the Backward classes. Where he is, the name of the particular caste or tribe to which he belongs is also recorded. For purposes of compilation of census data, there is, first a separation of the Non-Backward Classes from Backward Classes, and then, a three-fold grouping of Backward Classes *viz.* “Scheduled Castes”, “Scheduled Tribes”, and “Unscheduled Backward Classes”. To some extent, this “social grouping” cuts across classification by religion. Scheduled Tribes and Unscheduled Backward Classes include Hindus, Christians, Muslims etc., while Scheduled Castes are treated as a section of the Hindus only. These groupings are still provisional. There has been some controversy about inclusion of particular castes and tribes in one group rather than another. The classification scheme is likely to be finalised, only after the Backward Classes Commission examines the subject and formulates its recommendations. Different views might well be held on whether or not information about births and deaths should be ascertained and published separately either for people professing different religions or for social groups based on caste or tribe. On the one hand, there is evident justification for scientific study of all such groups in so far as they are in fact self-contained

units for purposes of inter-marriage and are therefore highly significant from a demographic point of view. On the other hand, there are good grounds of public policy which would justify a decision to deny or limit the satisfaction of scientific curiosity in this field, on account of the risk that in present circumstances this would foster socially disruptive tendencies. The pros and cons have to be weighed and a considered decision taken on the nature of the social grouping to be adopted for purposes of collection and compilation of vital statistics.

[Note :—The 1951 Census Report will yield a complete “ economic classification ” of the people—that is a classification based on the different types of economic activity from which the people derive their means of livelihood. It will be a matter for consideration whether birth-death data based, wholly or partly, on such economic classification should be compiled and published annually].

11. *Head IX—Recording of Age (paras. 15 and 16 of the Report).*—(i) “ The Committee recommends that detailed classification of age as indicated in enclosure III be adopted ”.

(ii) COMMENTS AND SUGGESTIONS.—The Committee recognises that a reasonably correct recording of age is very difficult as a large proportion of the people is ignorant of their own age. It relies, however, on the Village Registrar proposed by it to receive some training and to carry out inspections and make close personal enquiries.

I have already taken the view that a whole-time official cannot be appointed. An officer who is required to register reports brought to him as a minor addition to his normal duties which are different, cannot be expected to make prolonged personal enquiries.

Age has already been ascertained, with as much reliability as circumstances admit, at the census. It is recorded in the National Register. The best that can be done is to link the Registers of Births and Deaths with the National Registers by an entry relating to the House Number. This link might not be operative in all cases. This does not, however, matter. Linkage can be effected to an extent sufficient to provide compilable age-record for mothers and deceased persons, which would be consistent with census age statistics. This is the best that can be done to make Registers of Births and Deaths useful in respect of age data and should be attempted.

For purposes of compilation of tables classifying deaths by age, and births by age of mother, reliance should not be placed on the entire body of data thus recorded ; but only on so much of them as may be selected as a bias-free sample, personally verified by an officer appointed to supervise the work of the Registrar, and tallied with the National Register. I have in mind a system of annual inspection which would yield data of this kind. Such data would be qualitatively reliable ; but limited in numbers, to one percent of all births and deaths throughout the country. This limitation in number will not be a material drawback ; because the data will not be used for determining absolute numbers, but only rates and proportions. (Reliance will be placed on a combination of these rates and proportions with census data for securing absolute numbers). The use of sampling methods in the Organisation of inspection and verification of primary registration is my answer to the problem of qualitative improvement of vital statistics and other population data.

12. *Head X—Causes of Death (paras. 17 and 18 of the Report).*—(i) “ The Madras list is simple and short. Travancore, Mysore and Coorg also use the same list. This list has presumably been drawn up keeping in view the primitive nature of the reporting agency available in rural areas. Many of the diseases included in the list of other Provinces can hardly be diagnosed without medical aid. . . . . Taking these matters into consideration the Committee recommends that the classification shown in enclosure III may be adopted in the country as a whole. . . . . The Committee also recommends the adoption in towns with a population of 30,000 and over of a more elaborate list of causes for the classification of deaths ”.

(ii) COMMENTS AND SUGGESTIONS.—In this case I think it is necessary even more than in respect of age, to distinguish between what should be recorded in the Register of Deaths, and what should be compiled for purposes of publication of returns.

The Registrar should be instructed to record the cause of death in the manner in which it is understood by the people among whom the death has occurred. The “believed cause” should be recorded together with a description of the observed “pre-fatal symptoms” which were associated by the people with the actual death. The Registrar should not be expected to classify the entry or prepare returns about it. His record should be available for inspection by Health Officials in their tours. They should have instructions to prepare classified returns after making such further enquiries as they may find necessary to clear up entries whose classification is difficult or doubtful. Published statistics analysing deaths by causes should be based on compilation of such classified returns. (This will be, in addition to sample data to be collected and compiled annually).

I should perhaps make it clear at this stage that it is necessary to draw distinction between returns relating to “Notifiable diseases” (cholera, plague, etc.), and those which relate to ordinary deaths. The purpose of the former is to enable information to be passed on expeditiously and to set in motion remedial action by the responsible health authorities. The purpose of the latter is mainly statistical. Instructions regarding the maintenance of registers, submission of periodical returns and the compilation of returns should be reviewed so as to distinguish between these two different purposes intelligently.

13. *Head XI—Order of Births and Age of Mother at confinement (para. 12 of the Report).*—

(i) “In the monthly village births and deaths returns of Madras and Mysore particulars regarding age of mother at confinement and the order of live births are recorded. . . . . The Committee is of the opinion that for the present particulars regarding order of birth and age of mother at confinement should be compiled only for towns with a population of 30,000 and over. . . . . The Committee recognises the nature and importance of such information if it can be collected with a reasonable measure of accuracy and suggests that the inclusion of these items, as and when possible, even if it be in limited areas, should be kept in view”.

(ii) COMMENTS AND SUGGESTIONS.—I think it is clearly incorrect to require Registrars to prepare monthly returns of data of this kind. The time and labour of compilation is wasted unless special care is taken to ensure uniform standard of accuracy of information at the source. At the same time the value of this information is not necessarily limited to large towns; it is of equal value in rural areas as well as urban areas. Therefore, the collection and compilation of information of this kind should be organised on the same basis as proposed in para 11 above, in respect of age data generally.

14. *Head XII—Compilation agency and forms (paras. 19, 26 and 27 of Report).*—(i) “The Committee feels that, as an immediate step, the compilation of vital statistics in the Province and State should be centralised. If it be considered, not feasible for the present to centralise the work at the Provincial or State Headquarters, arrangement should be made for compilation at the district level. This means that the primary registration offices should send to the district headquarters a copy of the entries of the birth and death registers and the necessary figures will be compiled at this headquarters. Such a course will not reduce the errors introduced during compilation but will afford opportunity for cross-tabulation of the data by age, sex, community and cause of death. It will also help studies on special problems like fertility.

A form for the compilation of monthly vital statistics at the District, Provincial or State Headquarters is given in enclosure III ”.

(ii) COMMENTS AND SUGGESTIONS. —This recommendation may be accepted. The Director of Population Records should be made responsible for centralised compilation of returns furnished by Registrars. The aim is to obviate the errors which accumulate at intermediate stages. The form recommended by the Committee will require further consideration, for much the same reason as those already furnished in respect of the proposed form of “ HATHI-CHITTAS ”.

15. *Head XIII—Mechanical Compilation (para. 27 of the Report).*—(i) “ In order to develop the compilation of vital statistics in the Provinces and States on sound lines, the employment of methods of mechanical compilation, including the use of calculating, listing, tabulating and sorting machines is essential and that, as far as possible early action should be taken to implement this proposal. The Committee draws the attention of the Central Government to the recommendations of the Bhore Committee regarding the importance of assisting Provincial and State Governments, and would suggest that a grant-in-aid to meet at least 50 percent. of the cost of providing such machinery for tabulation and compilation should be given by the Centre. The Provinces and States should be responsible for the maintenance of the machines and for working expenses. Where, however, tabulating machines, such as Holleriths cannot be purchased but have to be hired on payment, it is recommended that part of such expenditure should also be met by the Centre ”.

(ii) COMMENTS AND SUGGESTIONS. —Government may accept in principle that there is need for developing the methods of mechanical compilation as recommended ; and reserve the actual details of implementation for further consideration. If the proposal (which I have already made) that the office of Director of Population Records should be combined with that of the Branch Office of the Census of India is accepted, the expenditure involved will automatically fall to be shared equally between the central Government and State Government concerned.

16. *Head XIV—General approach (para. 1 of the Report).* (i) The Vital Statistics Committee summed up its general approach to the whole problem of improvement of Vital Statistics as follows :—

“ The defects of Indian Vital Statistics fall mainly into two groups :—

(a) *Quantitative*, resulting from the large numbers of omission in registration in the case of births and deaths and notifiable diseases ; and

(b) *Qualitative*, in consequence of incorrectness in respect of such important matters as age and cause of death.

An improvement of the defects under (a) is more easy than of those under (b). For reducing omissions to the minimum what is necessary is that the Vital Statistics Organisation should provide, at the periphery, for persons possessing a prescribed minimum standard of training in order to overcome, as much as possible, the inefficiency of the existing reporting and recording agencies, particularly in the rural areas. There should also be adequate provision for the continuous supervision of the work of these partially trained people.

For an improvement in quality, registration of the causes of death with a reasonable measure of accuracy is the most important contributory factor and an appreciable advance in this direction will be possible only if medical certification can be practised on a large scale. For this a wide expansion of health services is essential ”.

(ii) COMMENTS AND SUGGESTIONS.—I have already given reasons for the view that the “periphery” of the Vital Statistics Organisation which the Committee has in mind is not a viable conception. If this view is accepted, it is clear that a modification is called for in the nature of our approach to the problem. I would proceed as follows :—

*First*.—The end in view, sought to be secured by improvement (both quantitative and qualitative) should be clearly defined by the Central Government in agreement with all State Governments.

*Secondly*.—The “Primary Registration Agency” has to be extended to areas where it does not exist and changed in those areas where it is defective and where more suitable alternatives are at hand. Possibilities of useful change are however limited, and can only be availed of gradually.

*Thirdly*.—Even if the organisation necessary for effecting registration of births and deaths as and when they occur can be improved only gradually, it should be possible to make a special effort once every year, mobilise available resources of personnel and bring as large a proportion as possible of unregistered births and deaths under registration. In order to assure the success of an annual drive of this kind, it is essential that the interest of the public should be aroused and their active cooperation secured. Special arrangements should be devised for this purpose. Reliance should be placed on these arrangements for securing “quantitative improvement” in the immediate future.

*Fourthly*.—Systematic arrangements for inspection and verification are essential. The agencies employed on inspection and verification can be relied on to bring about qualitative improvement, if their work is organised with that purpose in view, and if proper use is made of the principle of statistical sampling in the organisation of their work, and

*Fifthly*.—Administrative responsibility for ensuring that all the arrangements described above are put into operation as planned, should be decentralised and correctly located.

## PART II—New Recommendations

In addition to those recommendations of the Vital Statistics Committee which I have endorsed, wholly or in part, I make new recommendations, based on the approach to the problem explained at the end of Part I. My recommendations may be classified under the following heads :—

*Heads XV—Publication of Annual Population Reports.*

*Head XVI—Population Records ; Registrars and Additional Registrars ; Registration Supervisors.*

*Head XVII—Annual Review of Population Records.*

*Head XVIII—Annual Census of Sample Households.*

*Head XIX—Chief Registration Officers ; and linkage with Annual Review of Electoral Rolls.*

*Head XX—Agreement between Centre and States to share expenditure.*

*Head XXI—Implementation Procedure.*

2. *Head XV—Publication of Annual Population Reports.*—(i) RECOMMENDATION.—Once every year an Annual Population Report should be prepared and published for the country as a whole. There should be a similar report for each State separately. The Registrar

General, India, should be responsible for the preparation of the All-India report. Subject to his general guidance and supervision, it should be the responsibility of the Director of Population Records in each State to prepare the report for that State. The reports should be based on statistical tables in the prescribed form and should bring to light and explain the significance of the statistics.

The most important items of information included in the report should be "Official Estimates" of the following five factors *viz.*,

- |              |  |
|--------------|--|
|              | (i) Population at the beginning of the year,   |
| (plus)       | (ii) Births during the year,                   |
| (minus)      | (iii) Deaths during the year,                  |
| (plus/minus) | (iv) Net balance of Migration during the year, |
| (equal to)   | (v) the population at the end of the year.     |

The report should specify the estimated margin of probable error attaching to these estimates. Starting with the number ascertained by actual count (of the 1951 Census) as on 1st March 1951, the "Official Estimates" should carry the figures forward through the first March of every year, until 1st March 1961 when the next count (of the 1961 Census) will take place.

Detailed information should then be provided of the analyses of Births, Deaths and Migrations separately. The nature and extent of information which are to be made available in this manner and the precise form of statistical tables to be compiled annually, should be the subject matter of special examination after a decision is taken on this recommendation. (Some of the matters which will require decision have been indicated under Heads VIII, IX & X of Part I).

(ii) EXPLANATORY COMMENT.—The recommendations under this head link up with Head V in Part I. A definite decision (on the part not only of the Central Government but of all State Governments also) that they should be supplied with reports of this nature, once every year systematically, will make it clear exactly what the Registrar General, India, and the Directors of Population Records are expected to produce. This will enable arrangements being made for the necessary data to be collected, analysed, compiled and studied in a systematic way. It will also enable the public to understand and co-operate in the collection of data. Finally, it will enable Governments and Legislatures to form an opinion whether the results secured are such as to justify the effort and expenditure involved.

3. Head XVI—Population Records ; Registrars and Additional Registrars ; Registration Supervisors.—Under this head there are three distinct but closely connected series of recommendations :—

#### A.—Population Records

(i) RECOMMENDATION.—For every village and every town area, there should be three Registers *viz.*, the National Register (\*) (already compiled at the 1951 Census, *vide* Head IV Part I), the Register of Births and the Register of Deaths. These three Registers may be jointly referred to as the Population Records of the village or town area concerned. They should be maintained together, by one and the same officer, the Registrar of the village or town area concerned. Maintenance of the "National Register" should consist of three simple operations *viz.*

(\*) I use the full name "National Register of Citizens" to signify the entire record for the country as a whole. It is convenient to have a name for every part of this record as separately written up for each village or town area individually. I use the name "National Register" for this purpose.

- (a) Where a birth is entered in the Register of births, the house in which the event took place, should be ascertained and the birth should be noted against the house in question in the National Register also ;
  - (b) Where a death is entered in the Register of Deaths it should be ascertained whether the name of the deceased finds place in the National Register. If it does, the entire entry relating to the deceased should be cancelled ;
  - (c) Provision will be made (as explained in Head XVII below) for cases of " migration " being brought to the notice of the Registrar once a year, or sometimes oftener.
- [ " Migration " may be defined as permanent change of " ordinary residence " as defined in the Representation of the People Act.]

Where a case of migration into the village or town area from elsewhere is brought to his notice, the Registrar should add an entry to the Register ; and where a case of " migration " from the village or town area to elsewhere is brought to his notice, the Registrar should cancel the relevant entry in the Register.

(ii) EXPLANATORY COMMENT.—A superficial reading of the foregoing proposals is likely to suggest an objection which requires explanation at this stage. It may be said that, since many births and deaths will no doubt continue to remain unregistered and since the notification of " migration " cases will also be incomplete, " maintenance " as described above will be necessarily incomplete, and consequently the National Register cannot be used as a basis for yielding accurate figures of total population. Though this is quite true, it is immaterial. A contrary opinion would be based on a misunderstanding of the purpose of maintenance. In order to prevent the possibility of any misunderstanding I should make it quite clear that it is *not* proposed to strike totals of every National Register every year, and present the sum of the resulting totals as the " official estimates " of population every year. The starting point of these estimates will always be the published figures of the 1951 Census as on 1st March 1951 ; carried forward from year to year, by the addition of numbers representing estimated *growth of population* during each year. The latter estimates will be based on a statistical study of registered births and registered deaths, as well as of all the data relating to births, deaths and migrations which are proposed to be secured through the " Annual Census of Sample Households " (*Vide* Head XVIII below). In that case why trouble to maintain a National Register ?

The answer is :

*First*, because (as explained under Head IV in Part I) that Register alone will make the " Annual Census of Sample Households " possible ; and it will, no doubt, also render possible, many other types of sample household enquiries undertaken for other purposes.

*Secondly*, because it is intended that the Register should yield, year after year, the names of the new age-group which becomes entitled to vote, and thereby facilitate the maintenance of Electoral Rolls (*vide* Head XIX below) and

*Thirdly*, because local authorities (as well as persons making social and economic enquiries) may have occasion to require information embodied in these registers, but not provided in Census Publications. It would thus be a mistake to argue that no maintenance need be attempted for the reason that one hundred percent maintenance is not possible.

#### *B.—Registrars and Additional Registrars*

(i) RECOMMENDATION.—Registrars must necessarily be appointed on an *ex-officio* basis. It is necessary to ascertain (in areas where a system of Registration already exists) whether

the offices to which the duties of Registrar are at present attached are the most suitable, or whether more suitable offices exist and can be made use of with advantage. In areas where there is no registration at present, possible offices to which the duties can be attached should be located. In some areas, a new agency may be found which can be made some use of but which is not sufficiently well-established or otherwise suitable for discharge of independent responsibility at any rate to start with. In such cases, appointment of Additional Registrars may be made, which will enable these agencies being utilised under the general guidance of the Registrars.

(ii) EXPLANATORY COMMENTS.—The problem varies according to localities. Ordinarily, in urban areas, there is likely to be little difficulty in locating a suitable office. In Municipal towns, the Registrar is usually a Municipal employee, especially one borne on the sanitary or other health staff. This is as it should be, because such an official normally has (or can be enabled to have) ready access to information provided by sweepers, midwives, persons in charge of burning ghats and burial grounds etc. The real difficulty lies in rural areas, I do not think this difficulty will be satisfactorily removed until two major changes which have already begun are carried out completely, throughout the country. One is the setting up of village panchayats for every large village or group of contiguous small villages. The other is the reform of the land tenure, in particular the extension of the rayatwari-type of tenure to Zamindari, Jagirdari and other non-rayatwari villages. When these changes are completed, and the general administrative machinery of the district reorganised as to fit in the altered conditions, I think it will be found conducive to economy and efficiency to create a *dual-purpose office* the holder of which will serve the Panchayat as its Secretary and executive officer, and also serve the State Government as "Village Accountant" (i.e. the "Patwari" with a smaller area than at present in his charge). I have little doubt that when such an official comes into existence, he will be the best possible "Village Registrar". Changes of this character, take time to come about. Meanwhile it is necessary to bring about whatever improvements may be possible immediately. The need for change as well as the possibility of making useful change will differ in different areas. The following four types may be distinguished *viz.*,

- (a) Rayatwari Villages,
- (b) Non-Rayatwari Villages, with Patwari (or other village officer),
- (c) Non-Rayatwari Villages without Patwari (or other villager officer) but with chowkidars, and
- (d) Non-Rayatwari villages without any village officer or chowkidar.

Changes are unlikely to be needed in type (a). The Registrar is usually a responsible official located in, or very near the village or villages in his charge. As regards type (b) changes may be both possible and necessary. The Patwari may be substituted for the officer in charge of the Police Station as Registrar. It is likely however, that even the Patwari has got too large an area in his charge. At the same time Panchayats are being created, often with wholtime staff appointed to serve them. It might be a good plan to effect a link-up, appoint Patwaris as Registrars, and Panchayat staff as Additional Registrars.

Type (c) will present more difficulties than type (b). It may not be possible to find any suitable Registrars nearer to the village than the Thana. Even so, the possibilities of utilising the services of villages school teachers, or staff created specially for *ad hoc* purposes, as Additional Registrars—if not as Registrars, should be explored.

It is difficult to say whether, and if so where, villages of type (d) exist in considerable numbers. Wherever they exist, they will continue to remain a problem until some rudiments of administration are developed.

### C.—Registration Supervisors

(i) RECOMMENDATION.—Existing arrangements for maintaining supervision over the work of Registrars should be reviewed, especially where changes are made in existing arrangements for registration. In every case, an appropriate officer should be designated as Registration Supervisor. While Registrars and Additional Registrars may (and often should) be employees of Municipalities, Panchayats etc., Registration Supervisors should always be employees of State Governments. Where the Supervisor is not the immediate official superior to the Registrar, there are possibilities of friction but it should, ordinarily, be possible for the district administration to designate a carefully chosen supervisor whose authority will be accepted.

(ii) EXPLANATORY COMMENTS.—In all cities and many of the smaller towns, foodgrain rationing is in force. The State Government possess a staff which has got detailed information about households and also an interest in ensuring that this information is correct and up-to-date. Though they are apt to be rather busy, there would be some advantage in appointing Registration Supervisors from the rationing staff. They are likely to contribute useful information to Registrars, and also gain useful information from them. The suggestion needs careful consideration.

#### 4. Head XVII—Annual Review of Population Records :—

##### A.—Week ending Diwali Day

(i) RECOMMENDATION.—The object of the Annual Review of Population Records is to ascertain as clearly as possible, the growth of population in every village and town area separately, throughout the country. The success of this review will depend on the extent to which the interest of the people is aroused and their cooperation secured. To this end the following suggestions are made. The review should be carried out during one and the same week throughout the country—the week ending Diwali Day. This week should be set apart as the “National Health Week” and celebrated as such, throughout the country ; and the ascertainment of the growth of population should be conceived, *not as the main objective* but as one of the incidental activities of the National Health Week.

(ii) EXPLANATORY COMMENTS.—There is nothing new about the “Health Week”. What is new is the suggestion that it should be celebrated in unison throughout the country. The association of Diwali Day with health and welfare is deep-rooted in the mind of the people. It is also convenient to make enquiries regarding Births and Deaths . . . from Diwali to Diwali . . . as this is easily remembered even by illiterate people.

##### B.—Registration of unregistered Births and Deaths

(i) RECOMMENDATION.—The publicity arrangements for the National Health Week should include special arrangements for explaining why accurate and complete registration of births and deaths is necessary and how the information will be used by Municipalities, Panchayats and State Government Agencies in their efforts to promote the health and welfare of the people. The aim should be to leave no village or town area uncovered ; *and to ensure that at least nine out of every ten unregistered births and deaths are brought to account*, even in the most backward areas. This will ensure a minimum registration of 90% everywhere, rising to 99% *as current registration improves*. Where Registrars and Additional Registrars exist, they should be responsible for the work. Where they do not exist (or are not adequate in number), temporary appointments should be made for the duration of the week.

(ii) EXPLANATORY COMMENTS.—A possible difficulty should be anticipated. If the law is to be enforced and reports of previously unregistered births and deaths are visited with penalty, then the drive will fail. If, on the other hand, the breach of the law is overlooked, then the standard of *current registration* during the year might suffer a decline.

The difficulty is real, but it can be overcome. During the next year or two, there should be complete abstention from all penalties and prosecutions for events reported during the week. In later years, after the people have been made thoroughly familiar with the system, a scale of light (practically nominal) compounding fees can be introduced (as indicated under Head II Part I). The people can be reminded that registration can be effected on payment of this nominal fee only up to Diwali day, and that thereafter, the compounding fees will be heavier and there might be prosecutions for wilful concealment.

### C.—*Notification of Migration*

(i) RECOMMENDATION.—“Migration” may be defined as a *change of “ordinary residence” as defined in the Representation of the People Act.*

There will be no *statutory obligation* on people to report migration. But they will be invited to notify cases during this week in order (a) to correct the Electoral rolls, so that they may exercise their right to vote near their new place of residence and (b) to help in determining the “growth of population” during the year of their own village (or town as the case may be).

Lists of notified migrations should be prepared and used to correct the National Register, as well as the Electoral Rolls.

In areas where Rationing is in force, the Rationing Authority should be required to compile such lists from information in its possession and make it available to the Registrar for use. (In large towns and cities, where movements are numerous, such lists may be furnished at half-yearly or even quarterly intervals, and reviewed as a whole at the end of the year).

Information should also be collected by enquiries from leading citizens who take part in the celebration of the week and assist in the Annual Review of Population Records.

(ii) EXPLANATORY COMMENTS.—The need for linking the Annual Review of Population Records with the Annual Review of Electoral Rolls is explained under Head XIX below.

### D.—*Rotational Revision of the National Register*

(i) RECOMMENDATION.—The National Register should be revised on the basis of house-to-house verification ; and (if need be) rewritten periodically. This should be organised systematically. In every district, there should be a Roster specifying the Registration Areas which should be taken up for revision every year. The Roster should be such as to secure that the revision is completed in all Registration Areas\* in five years. Each year, approximately one-fifth of the total number of Registration Areas should be taken up. In order to carry out the Revision, the Registrars *should visit the houses in their charge* ; read out the entries relating to each household to the head (or other responsible member) of the household, ascertain whether there have been any changes due to birth, or death, or Migration which have not already been noted in the National Register and note any such changes, if ascertained. This opportunity should also be taken to note changes in such entries as “marital status”, “means of livelihood” etc., if such changes are found to have occurred. Once a revision has been carried out, for any village or town area, no house-to-house visit *should be undertaken for purposes of verifying the National Register except at its next turn five years later.*

(ii) EXPLANATORY COMMENTS.—It should be noted that neither of the two operations already described—“Registration of unregistered births and deaths” and “notification of migration” involves any house-to-house visit or enquiry. They visualise the citizens coming forward

\*NOTE.—Area in the charge of a Registrar may consist of one village, or group of contiguous villages, or a small town, or part of a large town or city.

in response to intensive local publicity, and furnishing the relevant information to the Registrar, or Additional Registrar sitting in a centrally situated office. The Rotational Revision of the National Register is a different kind of operation. It involves the Registrar or Additional Registrar making a round of the houses in his charge like a census enumerator. This proposal may be criticised from each of two opposed points of view, as explained below :—

- (a) some officers whom I have consulted hold the view (which the Madras Government put forward officially) that the simplest course is to provide that the National Register should be taken out and verified from house to house *in every village or town area (without exception) every year*. Only on this basis, they feel it would be possible to be sure that the electoral rolls are kept up-to-date every year. Since the work must be under-taken, in any case, in order to keep electoral rolls up to date, the National Register (which is admittedly useful for many other purposes) should, they urge, be also kept up-to-date by the same process. The non-adults are just about as numerous as adults. Since a check-up on adults has got to be made, a check-up may also be made on non-adults at the same time. There is perhaps no serious objection to any State Government proceeding on this basis if they are keen on it. I do not, however, put it forward as suitable for general adoption by all State Governments. Whatever may be the position in Madras, the proposal will not be feasible at all in areas where no village administrative staff is available. Even in Madras and other States which possess a village administration staff, I am afraid the object in view will be largely defeated unless effective supervision is maintained over the verification carried out by the Registrar. It may prove very difficult to organise such supervision *over all Registrars simultaneously*, every year. In the absence of such supervision the standard of efficiency of revision of the National Register may be no better than that of Registration of Births and Deaths at present. I believe that the necessary degree of supervision would be easier to organise if the number of Registrars whose verification is to be supervised, is limited to one-fifth of the total number. Hence the proposed system of Rotational Verification.
- (b) There are some who hold that effective supervision is unlikely to be maintained even if verification is limited to one-fifth of the total number of Registrars from this point of view, the effort and expense involved will not justify the *statistical value* of the results. I have considered this view but do not agree with it for the following reasons :—

*First.*—Statistics are not the sole end in view. Electoral Rolls, on the basis of adult suffrage, have got to be maintained. While in U.S.A. and some other countries, the onus of getting themselves registered is thrown in the citizens, the policy underlying the law in this country follows that of U. K. and certain other countries. The Government have the responsibility of taking all practicable steps for ensuring that everyone entitled to vote is brought on to the rolls at his place of “ordinary residence”. The Chief Election Commissioner holds that the responsibility cast on the Government will not be discharged, if house-to house enquiries are dispensed with altogether.

*Secondly.*—There can be no question whatever about the need for or the statistical value of the “Annual Census of Sample Households” described under Head XVIII below. The sample households will be chosen each year, *from the villages and town area in which verification of the National Register is carried out*. The prior verification will be a preliminary operation which would prepare the ground for the “Annual Census of Sample Households” and render it easier and much more accurate than it would, otherwise, be.

[Incidentally, the fact that the “Annual Census of Sample Households” follows the verification, will ensure that the verification is effectively supervised and carefully carried out.]

*Thirdly.*—“Official Estimates” of population will have a narrow margin of uncertainty for the large aggregates of population ; but other things being equal, the margin of uncertainty will be wider, the smaller the aggregates to which they relate. Hence they cannot be relied on for territorial units smaller than districts, except in exceptionally large districts. If municipalities, Panchayats, and departmental officers in charge of small territorial units within districts are to be equipped with a source of useful information between censuses, a system of periodical verification of the kind proposed is unavoidable. For all these reasons, I am clear in my own mind that a system of “Rotational Revision” of the National Register by house-to-house visits and enquiries should be included, as one of three operations comprising the “Annual Review of Population Records”, at all events for a period of two or three years in the first instance. Experience will show to what extent births, deaths and migrations are ascertained by arrangements for registration and notification of migration and to what extent, omissions remain and are brought to light by house-to-house visits and enquiries. If the latter element is reduced to a relatively smaller proportion, it might be possible to dispense with the Rotational Revision. If not the need for its continuance would have been demonstrated. One further consideration has to be borne in mind. It is likely that Municipalities and Panchayats may have to organise house-to-house visits and enquiries, in order to revise records and registers necessary for their own administration at regular intervals of three, four, or five years. In villages, such visits and enquiries are also likely to be necessary (on behalf of the State Government) in order to secure information, at five yearly intervals, about agricultural holdings, agricultural stock, implements etc. Given this need, it may be both necessary and feasible to combine more than one enquiry at the same time, if they can be undertaken by the same agency.

5. *Head XVIII.—Annual Census of Sample Households.*—(i) RECOMMENDATIONS.—

(a) *Size and Distribution of Sample.*—One household out of every 100 should be chosen for the Annual Census. The choice should be limited to those Registration Areas in which “Rotational Revision” of the National Register is undertaken during the year. The territorial unit for purposes of selection should be “Registration Circle”, that is, the group of contiguous registration areas, forming the charge of one Registration Supervisor. Villages and town areas should be selected within each registration circle on a random basis. Within each selected village and town area, households should be chosen at random by reference to the National Register. Details of the selection procedure to be followed at each stage will be prescribed in technical instructions to be settled later.

(b) *Agency and duration.*—The Registration Supervisor will be responsible for making enquiries in selected households on the basic questionnaire (vide (c) below). He will ordinarily be expected to have not less than 50 households and not more than 100 households to make enquiries from. If in any particular case, the Registration Circle is so large that the selected households exceed 100 in number, relief should be provided through the appointment of a temporary additional Registration Supervisor. The work-load of each Registration Supervisor should be carefully adjusted so that he can devote adequate time for careful enquiries at each of the selected households and complete his task without undue difficulty within a fortnight. The week ending Diwali Day and the week following it will be the period within which he should be required to complete his work.

(c) *Basic Questionnaire.*—The terms of the Basic questionnaire will be settled uniformly for the country as a whole. The model instructions will also be settled on an All-India basis by the Registrar General and applied with necessary local modifications by the Superintendent of Census Operations. The questionnaire will fall into four parts. The *first part* will

consist of a simple over-check by the Registration Supervisor of the corrections of entries in the National Register relating to the household (which would already have been verified by the Registrar, as part of the operation described as "Rotational Revision"). The *second part* will be an enquiry about births, if any, in the household during the year ending Diwali Day. In respect of each birth all the particulars required to be registered should be ascertained and recorded, in addition to the information, whether or not the birth was reported to and registered by the Registrar. The *third part* will be a similar enquiry about deaths, if any, in the household during the same period. The *last part* will relate to migrations, if any, occurring in the household during the same period.

As a result of such enquiries, the following records should be prepared by the Registration Supervisor :—

*First*.—"Verified extract" from the National Register relating to the selected household.

*Secondly*.—"Census slips". One separate slip for every verified birth, every verified death and every verified migration. Following a procedure similar to that of the decennial population census, these census records (relating to one in every hundred households throughout the country) should be forwarded to the Superintendent of Census Operations for analysis, compilation and study.

(d) *Supplemental Questionnaire*.—In addition to the basic questionnaire which will thus be limited to securing the most important demographic data, there will also be a "Supplemental Questionnaire". The questions will relate to the health and welfare of the people. The number and nature of such questions will be settled by each State Government with reference to the relative urgency of information required as well as the availability of agencies which are capable of making such enquiries. Ordinarily, the Registration Supervisor should not be burdened with such enquiries *nor need they be made in every Registration Circle*. The State Government may restrict such enquiries to one or more selected Registration circles in each district, or in selected districts, and entrust the enquiry to staff selected from the departments interested in the subject, or to the staff and students of Universities or other institutions interested in carrying out social and economic enquiries.

(ii) EXPLANATORY NOTE.—(a) The recommendations under this head link up with the recommendations under the Head VIII, IX and XIV of Part I. They are the means of securing qualitative improvement of population data.

(b) A question will arise whether for purposes of making official estimates of population reliance should be placed on registered births, and registered deaths or upon births and deaths verified on the Annual Census of Sample Households. The answer is that both will have to be studied and a choice made between them.\*

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NOTE.—\*The following factors will, have to be computed in all cases :—

(a) Birth rates and death rates based on registered births and registered deaths and a first approximation between the Mean Population during the year ;

(b) Birth rates and death rates based on verified births and verified deaths and the verified mean population during the year on the sample households selected for the census ;

(c) The proportion of unregistered births and unregistered deaths to registered births and registered deaths in the above mentioned selected households.

With reference to these three factors, the rates to be adopted for purposes of estimation will be fixed and the total number of births and deaths (including unregistered births and deaths) will be estimated. This estimate will be based solely on factor (b), if factor (c) is seen to be unduly large in any district, that is to say, factor (a) clearly is seen to be wide off the mark. On the other hand it will be based on factor (a) corrected by factor (c), if the latter is ascertained to be relatively small. The details of this process of estimation will be fixed on an empirical basis for one or two years, studied carefully by experts and finally reduced to a precise formula capable of routine application year after year.

(c) It may be asked, why one percent is proposed as the size of the sample and not any other percentage. The choice is purely empirical, and regarded as the largest sample which it is administratively safe to attempt for all States. Other things being equal, the smaller the sample, the wider the margin of uncertainty attaching to inferences drawn about the total population from the sample results. The aim is to secure birth rates, death rates and migration rates for the general, rural and urban population of every district, separately, within the narrowest margin of uncertainty which may be found to be administratively feasible of attainment. It is only through careful study of the results of the Annual Census of Sample Households, during two or three years, that it can be settled whether the size of sample can be reduced further without unduly widening the margin of uncertainty.

(d) The question will arise whether the enquiries will need "legal cover". I have used the name "Annual Census of Sample Households" so that legal cover under the Census Act may be provided if necessary. It may be found unnecessary to provide any legal cover at all. Or it may be provided by State Legislation. The subject should be further considered.

6. *Head XIX—Chief Registration Officers and linkage with Annual Review of Electoral Rolls.*—(i) **RECOMMENDATIONS.**—In exercise of the powers conferred by sub-section (I) of Section 22 of the Representation of People Act, 1950, the Election Commission has (in consultation with the Governments of States) designated certain officers as Electoral Registration Officers for Parliamentary Constituencies. In most districts they are the District Magistrates (or Deputy Commissioners); but in several districts with large population, the Electoral Registration Officer is the administrative officer of the next lower rank, namely, the Sub-Divisional officer or Revenue Divisional Officer as the case may be. It is recommended that in every case the officer who has been designated as the Electoral Registration Officer for Parliamentary Constituencies should also be designated as the officer responsible for putting into effect the provisions of the scheme for improvement of population data, for appointing Registrars and Additional Registrars, Registration Supervisors and maintain general superintendence and control over the work of these officers. He may be referred to as the "Chief Registration Officer". It should be recognised that the information necessary for keeping electoral rolls up-to-date is an important part of the population data which are sought to be improved. There is need, therefore, for linking the two subjects so as to avoid duplication of effort and expenditure.

(ii) **EXPLANATORY COMMENTS.**—(a) The manner in which the electoral rolls should be revised and maintained up-to-date will be governed by the Representation of People Act, 1950, and the rules and instructions framed thereunder. The relevant procedure will involve the publication every year of the pre-existing electoral rolls together with a list of additions and deletions and the finalisation of those rolls after inviting and disposing of claims and objections. The draft list of additions and deletions will be based on the following; inclusion in the electoral roll of all persons who have become eligible to be so included during the year on account of their attaining the prescribed age; deletion of names of all persons included in the electoral roll whose death occurred during the year; inclusion of names of persons who have changed their place of ordinary residence and thereby became eligible for inclusion in the rolls; and exclusion of names of persons who have changed their place of ordinary residence and thereby became ineligible for retention in the roll. If "Population Records" are maintained as proposed, the list of Additions and Deletions described above, can be readily furnished by the same agency as explained below :—

*Additions due to age.* The National Register contains a record of the age of citizens as on the census date i.e. the 1st March, 1951. From the recorded age, the age in relation to the

1st March of any particular year is determinable. From the Register it is therefore possible to prepare a list showing the names of all persons whose age as recorded in the National Register is one year below that of the junior-most age group included in the electoral roll of the previous year.

*Deletions due to death.* The Register of Deaths (entries in which are also linked to entries in the National Register) can be used directly to furnish the list of persons whose names should be deleted from the Electoral Rolls.

*Additions and deletions due to changes of ordinary residence.* All changes of ordinary residence are required to be brought to notice during the Annual Review of Population Records. Notified migrations will be listed. It will then be possible to prepare lists of persons who are eligible to be included in the electoral roll or whose names should be deleted from the roll respectively on account of changes of ordinary residence.

*Safeguard against omissions.* All the measures taken to secure that the National Register is maintained up-to-date are also calculated to secure that the Electoral Rolls are maintained up-to-date. In particular, there will be a "Rotational Revision" of the National Register each year, when house-to-house verification is to be undertaken in approximately one-fifth of the total number of Registration Areas in every Registration Circle of every district. At this verification, all the names noted in the National Register will be individually checked at the household concerned. As a result of this verification, unregistered deaths and migrations which were not notified voluntarily or brought to notice by rationing authorities, will also be brought to light. This will complete the arrangements made for ensuring that the Draft Lists of Additions and Alterations are as complete and correct as administrative agencies can make them. Statutory procedure prescribed for publication of the draft, invitation and disposal of claims and objections, if any, will be the final safeguard against any failure to carry out necessary changes.

[NOTE.—In addition to the foregoing arrangements, the Election Commission may find it necessary to institute more detailed enquiries in the following areas :—

- (i) in urban areas where there is a good deal of movement of population even normally :
- (ii) in any other area where movement of population has taken place on a fairly large scale, for instance, in labour areas as also in areas where displaced persons were congregated.

Special steps will have to be taken in these areas to carry out whatever enquiries are prescribed. These, however, fall outside the scope of this scheme].

(b) The foregoing account is a description of what is visualised as the normal procedure in future years, after the system gets into full working order. Certain special difficulties are to be anticipated initially, because the National Register of Citizens and the Electoral Rolls have not been prepared by the same agency nor at the same time, nor in pursuance of identical instructions. The preparation of Electoral Rolls started in 1948, long before the Election Commission was appointed and before an organisation was set up for the 1951 Census. It proceeded in different stages, at different times, in different states. The standard attained as regards completeness and accuracy is believed to be unequal in different parts of the country. As a first step, therefore, in organising an efficient system of future maintenance, the Chief Election Commissioner considers it necessary that a preliminary review of the Electoral Rolls

based mainly on a check-up with the National Register should be organised throughout the country during 1952. In order to ascertain the probable magnitude of the administrative effort and cost of such a review, he desired that a " pilot review " should be undertaken. This project has been taken up in all Census Tabulation Offices, where Superintendents of Census Operations are arranging the " pilot review " in consultation with the Chief Electoral Officers concerned. This work will be completed in the next few months. The results will be studied ; and a Plan of Organisation of the Preliminary Review of Electoral Rolls to be undertaken in districts next year will be settled by the Chief Election Commissioner.

Here again, it should be noted that there is a new problem ; the general line of approach to the solution of the problem is clear. But the exact nature and magnitude of the actual operations involved will only become clear through trial and error, extending over two or three years.

The discussion under part D of para 4 relating to " Rotational Revision " of the National Register may also be recalled at this stage. The considerations mentioned above emphasise the need for a system of verification based on house-to-house visits and enquiries, at least during the next few years, until a firm basis for efficient maintenance of Electoral Rolls is established.

7. *Head XX—Agreement between Centre and States to share Expenditure.*—(i) RECOMMENDATIONS.— Expenditure likely to be incurred on the recommended measures of improvement of population data may be classified broadly under the following heads :—

A—Superintendence and Report

B—Abstraction and Compilation

C—Annual Household Enquiries

Expenditure under Head A will be represented by the cost of the Central Office and branch offices of the " Census of India " which should be borne by the Central Government ; and the cost of the " Office of Director of Population Records in each State, which should be borne by the State Government concerned.

Expenditure under Head B will also be incurred partly in branch offices of the Census of India and partly in offices of Director of Population Records. It has been mentioned already under Head V of Part I that it will be conducive to both economy and efficiency that the office of the Director of Population Records in each State should be combined with a branch office of the Census of India in that State and the cost of the combined office should be shared equally between the Central Government and the State Government.

Expenditure under Head C will take the form of special allowance to be paid every year to each Registration Supervisor (and Additional Registration Supervisor) carrying out the " Annual Census of Sample Households " and to approximately one-fifth of that total number of Registrars (and Additional Registrars) who are required to make house-to-house visits and enquiries in order to carry out the " Rotational Revision of the National Register ". In theory, it might be possible to dispense with such payments on the ground that these officers will be paid employees of the State Government or local bodies. In practice, it will not be possible to relieve them of their other duties completely ; and the work they will be called upon to do will represent a sufficiently onerous and responsible addition to their normal duties, to justify a special addition to their normal remuneration. Further in the absence of such payments (to be made after verification of satisfactory discharge of their duties), the work is unlikely to be done properly. I recommend that it should be agreed that the annual household enquiries made in every State for purposes of improving population data should be treated

as enquiries made in each State for purposes of maintenance of electoral rolls, and the cost of such enquiries pooled with other expenditure, if any, specially incurred on the maintenance of electoral rolls, and shared equally between the Central Government and the State Government concerned.

(ii) EXPLANATORY COMMENTS.—(a) There is already an agreement between the Central Government and State Governments to share equally the cost of initial preparation of electoral rolls and the conduct of the first general elections under the Constitution. As the Central Government and the State Governments will have equal interest in the future maintenance of electoral rolls, it is understood that the arrangement for sharing expenditure already in force will have to be continued in the future also. It has already been explained that the measures recommended for improvement of population data are also necessary for maintenance of electoral rolls. No purpose will be served by attempting to make an artificial distinction between the two. Hence the recommendation made in (i) above.

(b) What is the probable annual cost, and how much of it will have to be borne by the Central Government and how much by all the State Governments? An estimate for the country as a whole can be framed only after each State Government has studied the recommendations and estimated the requirements of each State separately. The following may be regarded as a rough preliminary forecasting of probable requirements:—

	Recurring Annual Expenditure		
	(in lakhs)		
	Central Govt.	All State Govts.	Total
A—Superintendence and Report			
(i) Census of India .. .. .	7·0	..	7·0
(ii) Offices of Director of Population Records .. .. .	..	5·0	5·0
B—Abstraction & Compilation .. .. .	1·5	1·5	3·0
C—Annual Household Enquiries .. .. .	7·5	7·5	15 0
	16·0	14·0	30·0

(c) It will be observed that my rough provisional forecast of the probable cost of C—Annual Household Enquiries—is Rs. 15 lakhs or roughly 1/10th of the lower of the two estimates furnished under the Head VI—Part I as the cost of the District Vital Statistics Organisation. It should also be observed that (whatever the actual cost under this head may turn out to be) the expenditure will have to be incurred for the maintenance of electoral rolls—an otherwise unavoidable obligation. I have thus sought to secure the maximum possible economy in two ways—in part by visualising the collection of improved population data as a part of the same process by which electoral rolls are to be maintained; and in part by avoiding the creation of new establishments. In principle, I cannot see that there is any effective alternative open to Government. Nevertheless, I refrain from advising the Government to commit themselves immediately to the adoption of even these proposals on a permanent basis. I propose (vide Head XXI below) that an interim decision be taken to give the Scheme a trial in a limited number of selected districts for one year.

8. *Head XXI—Implementation procedure.*—(i) **RECOMMENDATIONS.**—Every State Government should be invited to set up an office “ of Director of population Records ” (as recommended under Head V—Part I) and then to form as close an estimate as possible of budgetary requirements. These estimates should be consolidated.

During the first year (namely the financial year 1952-53) the Annual Review of the Population Records and the Annual Census of Sample Households should be carried out in a limited number of selected districts only. Approximately one in every five districts of each State (that is, 60 districts in the country as a whole) should be selected for this purpose. This will secure limitation of cost under C—Annual Household Enquiries, during the first year. It will enable the operations to be put through under carefully controlled conditions and practical operational experience to be gained. The administrative and financial implications of a complete scheme to be put into operation in all districts, may then be settled with confidence. Such a scheme may be eventually sanctioned for general adoption in all districts on a permanent basis with effect from the financial year 1953-54.

(ii) **EXPLANATORY COMMENTS.**—This procedure is recommended for reasons already explained under Head XX.

APPENDIX II to SECTION I—*contd.***PAPER 2.—RECORD NOTE OF PROCEEDINGS OF THE POPULATION ADVISORY COMMITTEE****Present—**

Shri R. A. Gopaldaswami, I. C. S., Registrar General, India—Chairman  
 Prof. P. C. Mahalanobis, Honorary Statistical Adviser to the Govt. of India—Member  
 Dr. K. C. K. E. Raja, Director General, Health Services—Member  
 Shri A. Rajagopalan, Controller of Insurance—Member  
 (Dr. Gyan Chand, being away on leave, was unable to be present)

**SUBJECT—Improvement of Population Data****REFERENCE :—**

1. Registrar General's letter No. 4/11/51-RG, dated the 29th August 1951.
2. Prof. P. C. Mahalanobis' letter No. 1124/SA/51, dated the 15th September 1951.
3. Prof. P. C. Mahalanobis' letter No. 1145/SA/51, dated the 18th September, 1951.
4. Shri A. Rajagopalan's letter No. 281-C. I./51, dated the 18th September, 1951.
5. Registrar General's letter No. 4/11/51-RG, dated the 19th September 1951.
6. Registrar General's letter No. 4/11/51-RG, dated the 4th October, 1951.
7. Shri A. Rajagopalan's letter No. 281-C. I./51, dated the 11th October, 1951.
8. Prof. P. C. Mahalanobis' letter No. Camp 204, dated the 12th October, 1951.
9. Dr. K. C. K. E. Raja's letter No. nil dated the 21st October, 1951.
10. Registrar General's letter No. 4/11/51-RG, dated the 16th October, 1951.

1. In continuation of exchange of views through correspondence cited above, the subject was discussed at three successive meetings on the afternoon of 22nd and the forenoon of the 24th and the 25th October, 1951.

2. The Committee thought it convenient to consider population statistics under three heads, namely, (1) census, (2) vital statistics (mainly registration of births and deaths), and (3) other data bearing on the size and growth of population. It was agreed that the Registrar General should arrange for the maintenance of census records and ensure continuity of the work of the census. It was recognised that the improvement of registration of births and deaths would take time, but the Committee was of the opinion that suitable action in this regard should be initiated without any delay. The Committee was unanimously of opinion that the use of a sampling methods would be necessary for collecting population data other than birth and death statistics.

3. As regards measures necessary for improvement of the registration of births and deaths and linking such measures with the maintenance of census records and ensuring continuity, of the work of the census, the Committee agreed that (given the limitations dictated by financial considerations) the general approach, formulated in the Registrar General's memorandum is suitable. This approach (the committee noted) involves effective utilisation of public health agencies, along with general administrative agencies in the State Governments.

4. There are differences of opinion within the Committee regarding the manner in which the use of sampling methods may be organised so as to yield the maximum of reliable information at minimum cost. After full discussion, the Committee came to the conclusion that the best way of resolving these differences of opinion and enabling the Committee to tender unanimous advice to the Government on this important issue would be to give effective trial to the proposals formulated in the Registrar General's memorandum for one year and to review the results thereafter.

5. The Committee therefore unanimously decided that a recommendation in the following terms should be made to all the Governments concerned in respect of action to be taken during the financial year 1952-53 :—

*A.* Every State Government should be invited to appoint the Superintendent of Census Operations concerned as an Officer on Special Duty during the year 1952-53. He should complete the work relating to the 1951 Census and, in addition, perform the duties specified in items *B* to *F* below.

*B.* He should review the existing organisation and methods of registration of births and deaths, as well as the submission of returns and compilation of statistics based thereon. He should consult the Heads of Districts and the Director of Public Health on the proposals for changes made by the Registrar General ; formulate specific proposals ; and submit them, together with the comments of the Registrar General, for orders of the State Government.

*C.* Every State Government should be invited to agree in principle that a combined Review of the National Register of Citizens and the Electoral Rolls should be tried out for one year in the manner recommended by the Registrar General, with the concurrence of the Election Commission. The trial should be limited to a few selected districts in each State, to be specified by the State Government. The Officer on Special Duty should be required (in consultation with the Chief Electoral Officer) to draw up a plan of operations, for carrying out the combined Review in selected districts. After approval of the Plan by the State Government (with the concurrence of the Election Commission, in respect of those parts, which relate to Electoral Rolls) the Officer on Special Duty should perform such duties as may be allotted to him in implementing the plan of operations.

*D.* Every State Government should be invited to accept in principle that, as part of the arrangements for the combined Review mentioned above, a census of births and deaths and migrations should be carried out in approximately one out of every 100 households in the selected districts in the manner recommended by the Registrar General. The Superintendent of Census Operations should prepare the plan of operations for this census, and implement it with the concurrence of the Registrar General and the approval of the State Government. The plan should then be carried out in the manner approved by the State Government.

*E.* As early as may be after the completion of the foregoing operations, and not later than the 31st March 1953, a Report detailing the results of these operations should be submitted :—

(i) to each State Government by the Superintendent of Census Operations and Officer on Special Duty.

(ii) to the Central Government by the Registrar General.

*F.* If, during 1952-53, the Backward Classes Commission is appointed, it will be the duty of the Officer on Special Duty to supply such information as may be needed by the Commission, if it is procurable either from the National Register of Citizens or the Census Records.

6. Prof. Mahalanobis concurs in the foregoing recommendations, subject to the following reservation, namely that the probable cost involved in implementing this recommendation will not be such as to result in a decision by the Government of India to curtail funds required for the National Sample Survey.

7. Prof. Mahalanobis has also suggested and the Registrar General has agreed that it would be useful if, among the districts selected, there are a few where enquiries can be carried out both by the field agencies of the National Sample Survey Organisation as well as of district administration, and a joint study of the results of enquiries in these districts can be made by responsible officers in charge of both agencies.

8. As the Committee has agreed unanimously to make the recommendations set out in paragraph 5 above it refrains from detailed exposition of the differences of opinion referred to in paragraph 4 above. The Committee believes that by about the end of the financial year 1952-53, the reports of the 1951 Census as well as the results of the enquiries made by the National Sample Survey Organisation will become available. The Report referred to in item *E* of paragraphs 5 above will also become available. The Committee believes that they would provide adequate material on which firm decisions can be taken about the measures to be adopted, thereafter, on a permanent basis for improvement of population data, as well as the organisation necessary for execution of these measures.

APPENDIX II to SECTION I—*contd.*

*PAPER 3.*—COPY OF D. O. No. 107/51-ELEC. II, DATED THE 8TH DECEMBER, 1951, FROM SHRI S. SEN, CHIEF ELECTION COMMISSIONER, NEW DELHI TO SHRI R. A. GOPALASWAMI, I.C.S., REGISTRAR GENERAL, INDIA.

1. Will you kindly refer to your letter, D. O. No. 4/11/51-RG of the 27th November last, and the discussions I had with you yesterday on the subject ?

2. There can be no two opinions regarding the desirability of linking the work of the annual revision of the electoral rolls and whatever work is done in respect of the maintenance of the National Register of Citizens and inquiries connected therewith. It would mean waste of manpower, time and money if the two operations are conducted independently of each other.

3. As regards the extent to which this joint enquiry should be aimed at, I have no idea as to what your minimum requirements are in connection with the National Register. I am, however, clear about my own requirements in respect of the electoral rolls.

4. As you have pointed out in one of your notes, the preparation of electoral rolls during 1948—1951 was done in a very haphazard manner by fits and starts without any previous planning and, as a matter of fact, it was taken up and the bulk of the work done even in the absence of any law relating to the preparation of electoral rolls. There was no supervisory authority either during the above period when the main field work in this respect was done, and each State more or less went its own way in the light of its own ideas and predilections in the matter. When the law came into operation ultimately we had, as a result, to institute a full-scale revision and even that at a break-neck speed which did not ensure the measure of accuracy and method that I would have wished for. Moreover the original rolls having been prepared according to a particular pattern in a particular State, the supplementary rolls had necessarily to follow the same pattern.

5. The fact is that the rolls practically all over India are unsatisfactory in varying degrees and a good deal of public criticism and dissatisfaction have been given expression to as a result of the shortcomings of the electoral rolls as now finalised. A rough idea of the defects in our present electoral rolls can be had from the fact that we have received in the Commission more than 500 applications for fresh inclusion of names of persons who intend to stand as candidates for the ensuing elections but find that their names do not appear in the finally published rolls. Each of these applicants had to pay a fee of Rs. 50 along with his application. If, amongst the microscopic percentage of our citizens who contemplate standing as candidates for the elections and who must be presumed to be fairly influential in their own localities, we find as many as 500 or more omissions, it does not require very much imagination to guess what the extent of omissions amongst the general mass of the population must be in the electoral rolls, apart from other defects in the rolls.

6. The next general elections will come five years hence, and I consider that it is essential that our electoral rolls must, by then, be as far as possible cent per cent full and accurate. It even after five years of annual revision we fail to produce reasonably full and accurate electoral rolls, there would be genuine and sufficient grounds for condemning the Government and the machinery charged with maintaining the electoral rolls.

7. My minimum requirements, therefore, are that the entire electoral rolls all over India must be at least once fully revised by personal, house-to-house enquiries in the field. I feel that if this cannot be achieved, the Commission will not have properly carried out its duties and responsibilities in the matter.

8. I shall next deal with the meaning and scope of the provisions in the Representation of the People Act, 1950, regarding the annual revision of the rolls. The relevant provisions are Section 23 of the Act and Rule 22 of the Rules framed thereunder. I quote the same in full : —

“ The electoral roll for each Constituency shall be prepared every year in the prescribed manner by reference to the qualifying date :

Provided that it shall not be necessary to prepare any roll during the year 1951.”

It is to be noted that the word used in the statute in this connection is “ prepare ” and not “ revise ”. This implies that the work is not to be merely mechanical but should be substantial in character. Rule 22 undoubtedly permits the use of the old rolls for such preparation, but the authorities are required by the rules to prepare a list of amendments to the already existing roll. There is, therefore, a statutory duty cast on the election authorities to prepare a list of amendments and it would not be enough to hang up merely the old rolls by way of preliminary publication and await claims and objections from members of the public for any revision, that is called for. Rule 3 is applicable to this work of revision, and accordingly the preliminary publication must comprise both the old rolls and such list of amendments as may have already been prepared under Rule 22(1). I doubt whether it would satisfy even the word of the law if the bare existing rolls are preliminarily published without any list of amendments whatsoever. Even if this were permissible in law, I have decided for reasons which I have already given that the list of amendments to be prepared by the election authorities should be as full and accurate as is feasible.

9. I fully appreciate that it would be almost physically impossible in most States to take up an all-out hundred per cent. revision of the electoral rolls by house-to-house visits and inquiries during 1952. The administrative machinery has been stretched almost to the breaking point by two vast nation-wide operations, *viz.*, the Census and the General Elections. It will continue to be subject to severe strain until the General Elections are fully over. Moreover, after the huge expenditure that will be incurred in connection with the present General Elections, it would also be rather unreasonable to expect the Governments to provide sufficient funds for any such all-out revision in course of the year 1952. That is why I suggested to you a few months ago that it would be enough if this work of revision is completed in five year's time, covering one-fifth of the area of each State every year so that the rolls will have been completely revised before the General Elections of 1957. I still maintain the same view and consider it necessary that there must be complete revision of the rolls before 1957.

10. You may assume therefore that my directions to the States in respect of the next five annual revisions of the electoral rolls from 1952 to 1956 will be to cover every year one fifth of the ground in which area they will have to hold detailed house-to-house inquiries. In respect of the other four-fifths of the area we may follow the less ambitious method of proceeding on the existing rolls with such minor amendments of the lists as may be worked out without such detailed inquiries, *e.g.*, by reference to the National Register and the records of deaths and lists of amendments to be made which come to the notice of the Electoral Registration Officers otherwise.

11. Apart from the above, I am also of the firm opinion that there must be annual detailed revision of the rolls in certain special areas, *viz.*, (1) urban areas, (2) areas where there is a floating labour population or where unrehabilitated displaced persons are congregated, and (3) areas to and from where fairly large migrations are known to have taken place.

12. If any particular State like Madras which is fortunate in having an efficient village administrative machinery feels that it can carry out one hundred per cent revision of the rolls every year at no appreciable greater cost as compared with the other States which will be content with revising 20% of their territories, I shall welcome and encourage the same as electoral rolls in such States would in that case be brought to a satisfactory state much earlier by this procedure.

13. I entirely agree with you that while the State Governments will be setting up machinery for house-to-house revision of the electoral rolls in an area, advantage should be taken to conduct the particular enquiries in which you are interested at the very same time with little or practically no additional cost.

14. I feel that the States should frame their budget provisions for the next year's revision of the electoral rolls in the light of the directions that I shall be issuing on the above lines.

15. I would like to have a detailed discussion with you regarding the actual machinery to be set up for my part and your part of the work after you have thought out your own scheme.

## II

COPY OF LETTER No. 4/22/52 RG, DATED THE 3RD MARCH, 1952, FROM THE REGISTRAR GENERAL, INDIA, MINISTRY OF HOME AFFAIRS, NEW DELHI, TO THE CHIEF SECRETARIES OF ALL PART A AND PART B STATES (EXCEPT JAMMU & KASHMIR) AND CHIEF COMMISSIONERS OF ALL PART C STATES.

SUBJECT : *Improvement of Population Data.*

I am directed by the Government of India to address the State Governments on measures to be taken for improvement of population data.

As early as May, 1949, the Government of India decided that they should initiate steps for 'developing and improving the systematic collection of statistics bearing upon the size and growth of population' and created the post of Registrar General and *ex-officio* Census Commissioner to deal with population statistics and census. On account of pre-occupation with the 1951 Census Operations, consideration could not be given, until recently, to the general problem of improvement of population data. As part of the census operations, however, one important step has been taken with the co-operation of all State Governments which has a bearing on the arrangements to be made, in future, for improvement of population data. This is the preparation of the National Register of Citizens. The contents of the Register and the uses to which it could be put are described in my letter No. 290/50-RG dated the 11th April, 1950, and I have also stated in that letter that the question of the maintenance of the Register could be considered later 'as the maintenance is connected with the improvement of Vital Statistics as well as the procedure for the maintenance of Electoral Rolls'.

2. The scope of measures necessary for 'improvement of population data' is very wide. The most important part of this subject relates to three basic factors which determine "the size and growth of population", viz., births, deaths and migration. A detailed examination of the problem of improvement of population data so far as it is limited to these basic factors was recently carried out by me. in close consultation with the Population Advisory Committee, set up by the Government of India. The result of this examination is briefly set out in a "statement of conclusions" submitted to the Government of India. I am directed to forward a copy of this statement (Appendix I) and request that the State Government may be moved to consider it and take such steps in accordance therewith as they consider appropriate for improvement of population data relating to the State.

3. I am to invite your attention specially to the more important aspects of the proposals embodied in the statement of conclusions as below :

*First.* The Bhore Committee (and, following it, the Vital Statistics Committee set up by the Second Health Ministers' Conference) had already studied the subject and made a number of recommendations. The present proposals take full account of them, and where there are differences, they are clearly specified in para 12 of the Statement of Conclusions. It will be observed that there is a material departure in respect of one major recommendation about the setting up of a whole-time district Vital Statistics Organisation. The present proposals proceed on the view that the work connected with registration of births and deaths must necessarily continue to be organised as a minor addition to the main duties of staff maintained primarily for other purposes. It would be uneconomical to employ whole-time staff merely for registration of births and deaths.

*Secondly.* It is proposed that systematic arrangements should be instituted so as to secure that approximately one household out of every hundred households in all districts would be visited once a year, and specific enquiries about births and deaths and migrations should be made in such households. It is further proposed that these households should be selected on a random sample basis, thereby enabling a double purpose to be served. One purpose is to ensure that measures taken to improve registration of births and deaths are being put into effect properly and to provide an estimate of the errors and omissions present in data secured thereby. The other purpose is to supplement the data procurable by registration and provide a substitute for such data in those places where (and for so long as) they continue to be too defective.

*Thirdly.* It is proposed in order to reduce expense and administrative effort to the minimum, that the house-to-house visits and enquiries to be made for the foregoing purposes should be carried out as part of the visits and enquiries which will have to be made for the purpose of maintaining electoral rolls up-to-date; that the staff engaged on these duties should, as far as possible, be the same and that the National Register of Citizens should be used to facilitate both operations.

4. It is not easy to devise arrangements of a permanent nature which can be relied upon to yield a continuous supply of basic population data of satisfactory quality, and in sufficient detail to meet the requirements not only of the Central Government but also of the State Governments and the district administrative agencies of the State Government. The difficulty is not technical, but administrative and financial; it arises out of the need for making sure that the cost of such arrangements (measured not merely in terms of money but also the administrative effort involved) is reasonable and justified by the value of the data secured thereby. While the proposals set out in Appendix I are devised with this consideration prominently in view and it is hoped that experience will justify the expectations on which they are framed, it is essential that they should be regarded, at this stage, as tentative and experimental. They have to be tried out in practice before firm decisions are taken on a permanent basis. Hence, the operative recommendations for the year 1952-53 have been limited to those set out in a separate statement (Appendix II). I am to request that the State Government may be moved to accept these recommendations and give effect to them. These recommendations call for two main decisions on the part of State Governments which are explained in the next two paragraphs.

5. The first decision is that the Superintendent of Census Operations should be appointed as Officer on Special Duty for performing certain tasks specified in Appendix II. The Superintendent of Census Operations has been specifically proposed for the following reasons:—

- (i) For purposes of writing his Census Report, he is required to study the Vital Statistics of the State and correlate them with Census data relating to growth of population. This work will dovetail easily with the work proposed for him in Appendix II.
- (ii) The work proposed as item D in Appendix II will have to be organised, with the help of the National Register, on much the same lines as Census enumeration and tabulation of census data. The Superintendent of Census Operations and his staff are in the best position to do this work. (If however, the Officer is required to be employed otherwise; or, for any other reason, the State Government wish to entrust this special duty to some other officer, there will be no serious objection to alternative arrangements being made in a suitable manner).

I am also to make it quite clear that this proposal is expressly limited to the financial year 1952-53 and does not prejudice in any way the nature of the permanent arrangements to be made for handling the work relating to improvement of population data from 1953-54 onwards. That will be one of the matters to be decided by the State Government, after considering the report of the Officer on Special Duty ; and it is very likely that the decision on this subject will have to be taken in relation to the type of organisation maintained in the State for central co-ordination of statistics generally. I am to add that if the State Government decide to appoint the Superintendent of Census Operations as their Officer on Special Duty, and to utilise his staff for purposes of this special duty, the Government of India will also retain the officer and the staff as part of the Census of India Organisation for such extended period as may be necessary (during the financial year 1952-53). They are, in that case, willing that the expenditure involved in such extension should be shared equally between the State Government and the Central Government. On this assumption, provision has already been made in the Censusbudget for 9 months' expenditure on these establishments. If the State Government accept the proposals, their financial liability will be limited to the equivalent of 3 months expenditure during the financial year 1952-53.

6. The other decision to be taken by the State Government would be selection of a few districts (approximately one in five) among the districts of the State and the issue of directions to the district authorities concerned that an experimental census of births, deaths and migrations should be carried out in sample households selected at the rate of approximately one per hundred households in each of the selected districts. Thus the scale of enquiry will be approximately one in five hundred households in the State Government as a whole.

It is not without some hesitation, that the Government of India are inviting the State Governments to undertake such enquiries—even on such limited scale. They are aware of the great strain to which the district administrative machinery in all States has been subjected within the last twelve months, as a result, first, of the decennial population census and, then, of the general elections. They are, therefore, most reluctant to suggest anything in the nature of new work, where such work may be postponed without serious inconvenience. In inviting the State Governments, nevertheless, to make a beginning during the year 1952 in the effort to bring about improvement of basic population data, they are not merely guided by the general consideration that such an effort is necessary in the national interest and is in fact, long over-due ; but they are also moved more immediately by two specific considerations which are explained below :

- (i) It is understood that the Election Commission has examined the manner in which statutory responsibilities regarding the maintenance of electoral rolls are to be discharged. State Governments are likely to be required by the Commission to institute arrangements whereby during each of the five years—1952 to 1956—they would “cover every year one-fifth of the ground, in which area they will have to hold detailed house-to-house enquiries”. In respect of the other four-fifths of the area the intention is, in each year, to “follow the less ambitious method of proceeding on the existing rolls with such minor amendments of the lists as may be worked out without such detailed enquiries, *e.g.*, by reference to the National Register and the records of deaths and lists of amendments to be made which come to the notice of the Electoral Registration Officers otherwise”. The Government of India feel that if it becomes necessary in any event to carry out house-to-house visits and enquiries during 1952 for discharging statutory responsibilities in respect of the maintenance of electoral rolls, it would be a mistake not to commence the arrangements for

improvement of population data in conjunction with them. Experience has already indicated that if the preparation of electoral rolls could have been synchronised with the writing up of the National Register, the resulting gain in efficiency and economy would have been considerable. For various reasons such synchronisation was not possible in the past. It is necessary, at least in the future, to secure that the advantages of co-ordination of these operations are not lost.

- (ii) As explained already, the services of Superintendents of Census Operations and the staff recently trained by them would be very useful for initiating the work specified in Appendix II. In ordinary course, this staff must be disbanded during the next six months, as and when the work relating to the 1951 Census, including the preparation of State Census Reports is concluded. If the staff is dispersed during 1952 and the work specified in Appendix II is postponed to 1953, it will be more difficult and more expensive to reassemble new staff in 1953 and instruct them in their duties.

7. I am to request that the State Government may be moved to take their decisions on the proposals set out in Appendix II, in the light of the explanation furnished in paragraphs 5 and 6 above ; and that the decisions may be communicated to me as early as possible.

## APPENDIX I to SECTION II

Same as Appendix I to Section I  
( pages 6—10 *supra* )

## APPENDIX II to SECTION II

### IMPROVEMENT OF REGISTRATION OF BIRTHS AND DEATHS

(Operative proposals for the year 1952-53)

**A.** Every State Government should be invited to appoint the Superintendent of Census Operations concerned as an Officer on Special Duty during the year 1952-53. He should complete the work relating to the 1951 Census and, in addition, perform the duties specified in items B to F below.

**B.** He should review the existing organisation and methods of registration of births and deaths, as well as the submission of returns and compilation of statistics based thereon. He should consult the Heads of Districts and the Director of Public Health on the proposals for changes made by the Registrar General, formulate specific proposals; and submit them, together with the comments of the Registrar General, for orders of the State Government.

**C.** Every State Government should be invited to agree in principle that a combined review of the National Register of Citizens and the Electoral Rolls should be tried out for one year in the manner recommended by the Registrar General, with the concurrence of the Election Commission. The trial should be limited to a few selected districts in each State, to be specified by the State Government. The Officer on Special Duty should be required (in consultation with the Chief Electoral Officer) to draw up a plan of operations, for carrying out the combined Review in selected districts. After approval of the Plan by the State Government (with the concurrence of the Election Commission, in respect of those parts, which relate to Electoral Rolls) the Officer on Special Duty should perform such duties as may be allotted to him in implementing the plan of operations.

**D.** Every State Government should be invited to accept in principle that, as part of the arrangements for the combined review mentioned above, a census of births and deaths and migration should be carried out above in approximately one out of every 100 households in the selected districts in the manner recommended by the Registrar General. The Superintendent of Census Operations should prepare the plan of operations for this census and implement it with the concurrence of the Registrar General and the approval of the State Government.

**E.** As early as may be after the completion of the foregoing operations, and not later than the 31st March, 1953, a Report detailing the results of these operations should be submitted :—

- (i) to each State Government by the Superintendent of Census Operations and Officer on Special Duty ;
- (ii) to the Central Government by the Registrar General.

**F.** If, during 1952-53, the Backward Classes Commission is appointed, it will be the duty of the Officer on Special Duty to supply such information as may be needed by the Commission, if it is procurable either from the National Register of Citizens or the Census Records.



COMMENTS OF DR. CHANDRASEKHARAN, DIRECTOR, UNITED NATIONS OFFICE FOR POPULATION STUDIES, ON CENSUS SLIPS FOR THE PROPOSED EXPERIMENTAL CENSUS OF BIRTHS, DEATHS AND MIGRATION IN SAMPLE HOUSEHOLDS, 1952.

1. The proposed Experimental Census of births, deaths and migration in sample households, 1952, will for the first time, attempt to procure, on a countrywide scale, reliable annual statistics on the various components involved in population change and is, therefore, to be welcomed.

2. The census has been tied up with the review of the electoral rolls presumably for reasons of economy and expediency. But this fact should not be allowed to stand in the way of the experimental census being conducted in a manner which will ensure the obtaining of data with the degree of accuracy and precision required of good statistics.

3. The method to be adopted for the selection of 1 out of 100 households has still to be recommended by the Registrar General. In the first instance, the method should be so chosen as to satisfy the requirements stated in paragraph 2 above. For instance, it will be easier to give adequate training to a smaller number of investigators (persons of actually conducting the census) rather than to many. Such training should be an essential process the census even if the investigators form a part of the normal governmental staff and or expected to be familiar with the type of material being collected for the census. It may be preferable to include in the census a smaller number of villages and select all the households in them rather than to select a large number of villages and include fewer households from each.

4. Clearcut definitions will be required of terms such as 'members of household' and of the births and deaths to be entered in the slips, if the Investigators have to work properly. These definitions should be framed not only from a consideration of the purpose of the proposed census (which should be spelled out more clearly in terms of the statistical indices to be obtained) but also taking into account other factors such as the accuracy with which the definitions could be followed and the use that could be made of the data obtained for checking the accuracy of registration records, etc.

5. It should be made clear whether the census is required to obtain births and deaths on a *de facto* or a *de jure* basis or both. Figures on a *de facto* basis (crude rates) are the ones which can be of greater use in the checking the extent of registration. If a *de jure* basis (resident rates) is of prime interest, care should be taken to include all figures of such nature which do not simply relate to the household interviewed, *e.g.*, births and deaths in a household which occupied a dwelling unit prior to the moving in of the present household. Emphasis will, therefore, have to be on dwelling units, *i.e.*, structures rather than the 'households which are made up of a group of persons.

Under Indian conditions, even if birth or death rate on one basis is required, it would be generally more prudent to include both methods of assessment so that confusion on the part of the investigators may be minimized. The statistical office can latter on work out the rate important for their purpose.

The inclusion of two more items in the birth and death slips, (1) 'place of birth or death (inside or outside the village)' and (2) the 'residence status of the mother or deceased (resident or visitor)' would give the necessary data for separation into crude and resident births and deaths.

6. It has to be made clear whether under " number of children born to mother ", ' still births ' should be included or not. My preference is for excluding them, (if they are not to be excluded, information should be obtained separately for live and still births. Inasmuch as different definitions of live birth are in vogue, the one to be used should be indicated). I am not quite sanguine if a straight question of this type will elicit the required information. I would suggest that the question be split up into three parts—(1) Number of children of the woman now resident with her, (2) Number of her children living elsewhere, and (3) Number of children born alive but now dead.

7. It is not clear how the fact of the birth having been registered or not is to be obtained. I hope the intended procedure is not to obtain the particulars from the households but by actually looking into the registration books.

A precise definition of ' registration ' should also be given. If, for instance, the event which occurred within 12 month period has been registered but as having occurred outside it, should this be considered as a registered event or not ? The decision may depend on the purpose for which this question has been introduced. In this connection, it may be mentioned that there is considerable lag between the occurrence of a birth or death and its registration. If, therefore, what is required is a measure of the percentage of registration, the date of census should also be at least six weeks or two months after the last date included in the 12 month period.

8. In the case of age of deceased, it should be clearly indicated in what detail the age is required. In the case of infants, such details as within 24 hours, within a week or within a month, etc. can easily be obtained an effort should be made to do so. Instructions should be so framed that the data obtained can be used to work out age specific death rates required by the World Health Organisation. In addition, the instructions may also try to ensure that the ages will be returned with a fair amount of accuracy by asking for the age to be given to the nearest year in the case of adults, and more accurately in the case of children.

9. It is not believed that accurate data on cause of death can be obtained during the census. The time spent in getting this information could be better utilised in fixing correctly the age of the deceased, particularly for children under six years of age.

10. It is felt that the age grouping in the Household slip is too wide (especially for adult ages) for calculation of specific fertility and mortality rates. The age groups may be framed in conformity with the recommendations of the World Health Organisation for calculation of ' specific rates '.

11. In regard to ' migration slip ', I suggest that data should be obtained both of ' immigrants ' and ' emigrants '. I am not sure if the proposal as it now stands, collects information of ' immigrants '. Considerable difficulty may arise with households which have moved out, particularly in towns or cities, during the 12 month period.

12. I suggest the inclusion of some additional details and a marriage slip.

*Additional Details*.—Two items —(1) ' order of birth ' and (2) ' duration of marriage ' may be introduced in the birth slip.

*Marriage slip*.—A ' marriage slip ' which should be used for obtaining data on marriages which occurred during the 12 month period may be introduced. In filling the slip care should be taken that the same marriage is not entered twice, one at the bride's house and one at the bridegroom's. This might be done by entering the slip only in the bridegroom's household. The list of items to be put on this slip will include age, place of residence religion of husband and wife, social and economic group of husband, etc.

## IV

### COMMENTS OF DR. K. C. K. E. RAJA, DIRECTOR GENERAL OF HEALTH SERVICES, ON THE REGISTRAR GENERAL'S NOTE ON EXPERIMENTAL CENSUS OF BIRTHS, DEATHS, AND MIGRATION IN SAMPLE HOUSEHOLDS, 1952.

1. The plan of operations and detailed instructions in connection with the proposed experimental census are to be prepared by the Officer on Special Duty (previous Census Superintendent) of each State and to be submitted to the State Government with the comments of the Registrar General. The documents so prepared by different people are almost certainly bound to show considerable variation in their approach to the study of the various problems that are involved and to the details of investigations to be carried out. It would, therefore, be better if a specific date can be prescribed for the submission of these documents to the Registrar General, so as to enable him to examine all of them together and to promote as much uniformity of procedure as may be possible. For the same purpose State Governments should be asked to give effect to as many suggestions of the Registrar General as possible. It is not clear whether all this has been implied in the words "with the concurrence of the Registrar General" as stated in para D of the Registrar General's note.

2. The above comments apply also to the specific proposals to be formulated by the Officers on Special Duty regarding the changes proposed by Registrar General (Item B of Note by Registrar General) and to the plan of operations for combined Review of National Register and Electoral Rolls (Item C of Note by Registrar General).

3. With regard to the Census slips, the following additional items are proposed for reasons given in paragraph 4 below. Redrafts of the Birth and Death slips are enclosed.

(i) *Household verification slip* :

(a) A more detailed age grouping as in World Health Organisation Regulation I may be introduced, *i.e.* ; Under 1 year ; 1—4 years ; 5 year age groups up to 74 ; and 75 and over.

(b) A further division into 'married' and 'others' may be made. This will provide data about the married females in each age group to whom the births should be related for calculating age specific birth (or fertility) rate.

(ii) *Birth slip* :

(a) Place of birth, after item 3 (date of birth).

(b) Single/multiple birth.

(c) Number of children born to mother to be replaced by a more detailed question in order to obtain information on the number of children alive and living in the house-hold, the number of children alive but living elsewhere and the number of children who have died.

The redraft states clearly that the number of children born or surviving should include the present birth. The procedure to be followed in case of multiple births (*i.e.*, whether separate slips are to be filled in etc.) should be clearly stated.

(iii) *Death slip* : Place of death.

(iv) *Migration slip* :

It is highly desirable that the field staff should receive a thorough training. This is all the more important in the case of migration slip, as many complications may arise in the field. It is, therefore, suggested that this slip need be used, during the Experimental Census of 1952, only in a few of the selected districts, if it is not possible to train adequately all the field staff.

The definition that has been devised for a migrant is ingenious and seems to be elastic enough to include immigrants and emigrants, if a permanent change of residence has taken place. Nevertheless, the reader, unless he exercises due care, may not take in the full content of the definition. I suggest that the definition should be such as to make separate references to immigrants and emigrants and to emphasise the fact of permanent change of residence.

4. (a) *Place of birth or death*.—A child discovered as unregistered during the investigation may prove to be one born elsewhere and registered in that place. Therefore the recording of information relating to place of birth will be of value and verification can be carried out. These remarks apply to deaths also.

(b) *Question whether birth or death was registered*.—It is presumed that the last question on the birth and death slips would be filled in after checking the information given during investigation with the entries in the birth and death registers (direct questions to the members of the household as to whether the birth or death was registered, if unsupported by such examination of birth and death registers, are hardly likely to yield useful results).

5. *Comments on the Tabulation Scheme*.—(a) *Age Grouping*.—Three different types of age grouping have been proposed, one for the household verification slip, another for tabulating deaths and death rates and a third for birth rates according to age of mother. It is felt that these groupings are all of them inadequate. It may be emphasised here that the Government of India have (in consultation with the Registrar General) agreed to publish cause of death by age and sex according to Article 6 of World Health Organisation Regulation I with the modification that for the country as a whole, the last three age groups of 75—79 years, 80—84 years and 85 years and over would be replaced by a single group 75 years and over.

It is therefore suggested that the above five year age groups be followed for the tabulation of mortality figures and that, similarly in the case of infant deaths, detailed classification as in Table A. 5 (enclosed) may be followed. In the case of tabulation of births, the child-bearing period of 15—49 years may be broken up into five-year periods.

(b) *Birth/Death registration table*.—The tables A-3 and A-4, as they are, do not provide sufficient data for epidemiological studies. It is, therefore, suggested that these two tables be replaced by two other tables (one for rural areas and one for urban areas) giving the deaths according to age and sex and causes of death classifications (See tables A-3 and A-4 of new Scheme enclosed).

(c) *Sample household census tables*.—It is presumed that these census tables are intended to furnish estimates of basic population figures. The inclusion of rates in these tables therefore appears to be unnecessary.

A new basic table (B. 1 of new tabulation scheme appended) giving the number of persons by age and sex and for each of the territorial, economic and social groups may be given. This will also simplify the birth and death tables as information on the number of persons in each class need not be repeated.

It is not clear how the number of women in the age groups 15—24 and 24—34 in Table B-2, can be obtained when the household verification slip gives data only by the broader age group of 15—34.

It is also suggested that deaths be tabulated according to age/sex/causes of death classifications for urban and rural areas separately.

As the distribution of age at death and of cause of death in the different economic and social groups may also prove interesting two tables are proposed in place of Table B-3 (Tables B-4 and B-5 of new tabulation scheme).

A list of tables, after incorporating the suggestions mentioned above is enclosed, together with the drafts of the new tables proposed.

**APPENDIX I TO SECTION IV**  
**REDRAFTS OF EXPERIMENTAL CENSUS SLIPS**  
**HOUSEHOLD VERIFICATION SLIP**  
 (To be filled in respect of every Sample Household).

1. Location Code Number\*
2. Social Group\*
3. Economic Group\*
4. Number of members of Household at the end of the prescribed twelve-month period by sex, civil condition and age groups :

<i>Age Group</i>	<i>Males</i>	<i>Females</i>
	<div style="display: flex; justify-content: space-around; font-size: small;"> <span><i>Number</i></span> </div> <div style="display: flex; justify-content: space-around; font-size: x-small;"> <span><i>Married</i></span> <span><i>Others†</i></span> </div>	<div style="display: flex; justify-content: space-around; font-size: small;"> <span><i>Number</i></span> </div> <div style="display: flex; justify-content: space-around; font-size: x-small;"> <span><i>Married</i></span> <span><i>Others†</i></span> </div>
Under 1 year		Under 1 year
1—4 years		1—4 years
5—9 years		5—9 years
10—14 years		10—14 years
15—19 years		15—19 years
20—24 years		20—24 years
25—29 years		25—29 years
30—34 years		30—34 years
35—39 years		35—39 years
40—44 years		40—44 years
45—49 years		45—49 years
50—54 years		50—54 years
55—59 years		55—59 years
60—64 years		60—64 years
65—69 years		65—69 years
70—74 years		70—74 years
75 and over		75 and over
Total		Total

NOTE.— \* (i) Location Code Number as in 1951 Census.

(ii) The social grouping and the economic grouping of every household will be deemed to be identical with that of the head of the household.

(a) *Social Groups*.—There will be four social groups as below :—

- |                                 |                     |
|---------------------------------|---------------------|
| 1. Non-Backward Classes         | 3. Scheduled Castes |
| 2. Unscheduled Backward Classes | 4. Scheduled Tribes |

(Definitions as during the 1951 Census, subject to changes if any, made at the instance of the Backward Classes Commission).

(b) *Economic Groups*.—There will be four economic groups based on the eight livelihood classes as defined by the 1951 Census. There are :—

- A.—Cultivators of land wholly or mainly owned ; and their dependents (Livelihood Class I).
- B.—Cultivators of land wholly or mainly unowned ; cultivating labourers ; and their dependants (Livelihood Classes II & III).
- C.—Persons (including dependants) who derive their principal means of livelihood from Production (other than cultivation) and Commerce (Livelihood Classes V & VI).
- D.—All others (Livelihood Classes IV, VII & VIII).

† 'Others' include single (unmarried), widowed and divorced.

## BIRTH SLIP

(To be filled up in respect of each birth (if any) in the Sample Household during the prescribed twelve-month period).

1. Description of Sample Household
  - (a) Location Code Number
  - (b) Social Group
  - (c) Economic Group
2. Name (and husband's name) of Mother
3. Date of Birth
4. Place of Birth
5. Whether (a) Live Birth/Still Birth
  - (b) Single/Multiple Birth
6. Sex of Child
7. Age of mother when the child was born
8. Number of children born alive to mother (including present birth)
  - (a) Number alive at present and
    - (i) now resident in the household
    - (ii) now living elsewhere
  - (b) Number of those who have died
9. Whether Birth *was registered*

## DEATH SLIP

(To be filled up in respect of each death (if any) in the Sample Household, during the prescribed twelve-month period).

1. Description of household
  - (a) Location Code Number
  - (b) Social Group
  - (c) Economic Group
2. Name (and father's/husband's name) of the deceased
3. Date of death
4. Place of death
5. Age
6. Sex
7. Marital Status.
8. Cause of death
9. Whether death *was registered*.

**APPENDIX II to SECTION IV**  
**TABULATION SCHEME**

*A. Birth/Death Registration Tables.*

- A.1. Registered Births by months during the year ending August 1952.
- A.2. Registered Deaths by months during the year ending August 1952.
- A.3. Registered Deaths by causes and age at death in *rural areas* during the year ending August 1952.
- A.4. Registered Deaths by causes and age at death in *urban areas* during the year ending August 1952.
- A.5& Registered Infant Deaths by age and by months during the year ending August 1952
- A.6. (separately for urban and rural areas.)

*B. Sample household Census Tables.*

- B.1. Age and sex distribution of population
  - B.2. Birth/Death registration in sample households
  - B.3. Number of married females and births by age of mother in sample households.
  - B.4. Deaths by age at death, in sample households
  - B.5. Deaths by cause, in sample households
  - B.6. Infant deaths by age, in sample households
  - B.7. Migration in sample households
- } Classified into territorial,  
} economic and social  
} groups.
- B.8. Deaths by sex, age at death and cause of death, in sample households in *rural areas*.
  - B.9. Deaths by sex, age at death and cause of death, in sample households in *urban areas*.

NOTE.—Tables A.1 and A.2 of the above scheme are identical with A.1 and A.2 of Appendix II to Registrar General's Note on Experimental Census of Sample Households 1952. Also Tables B.2 and B.7 above are the same, as tables B.1 and B.4 respectively of Appendix II mentioned above.



**Table A-5** Registered infant deaths by age and by months during the year ending August 1952  
**Table A-6** (Separately for Urban and Rural areas)

Age Group	Number of infant deaths registered during																										
	Total registered infant deaths		Sept.		Oct.		Nov.		Dec.		Jan.		Feb.		March		April		May		June		July		Aug.		
	P	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28
With in 24 hours ..																											
After 24 hours to the end of the 1st week.																											
1 week—2 weeks ..																											
2 weeks and under one month.																											
1 month—3 months ..																											
3 months—6 months ..																											
6 months and under 1 year																											
Total ..																											















Table B-8 Deaths by sex, age at death and cause of death in Sample Households in the Rural areas.  
 Table B-9 Deaths by sex, age at death and cause of death in Sample Households in the Urban areas.

Age at death	Cause of death																				
	Total deaths in the sample Household			A		B		C		D		E		F		G		H		I	
	P	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
Under one year	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
1-4 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
5-9 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
10-14 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
15-19 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
20-24 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
25-29 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
30-34 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
35-39 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
40-44 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
45-49 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
50-54 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
55-59 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
60-64 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
65-69 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
70-74 years	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
75 and over	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..



RECORD OF DISCUSSIONS ON "IMPROVEMENT OF POPULATION DATA" IN THE CENSUS STUDY GROUP WITH THE SUPERINTENDENTS OF CENSUS OPERATIONS.

4th July 1952

The Registrar General explained at the outset that the experimental scheme for 1952-53 was limited to the most important aspect of the 'Improvement of Population Data' which relates to the three basic factors which determine the size and growth of population, namely, births, deaths, and migration. Registration of births and deaths is not compulsory throughout the country. Even in areas where registration is compulsory the law is not strictly enforced to see that all births and deaths are registered. The result is that in some parts of the country there is no registration at all and even in these places where there is registration there have been omissions in the registration of births and deaths. The extent of omissions varies from State to State and at present there are no means of measuring this extent. It is essential that steps should be taken to achieve complete registration of births and deaths as far as possible. It should be borne in mind that registration of births and deaths can never be entrusted to a specially employed staff on account of the prohibitive cost. It should be done along with the normal administrative work and should be entrusted to the State Government staff which is best suited to take this up. The question is what kind of staff is the most suitable? In urban areas it is obviously the Municipal staff. In rural areas of Ryotwari type the village Revenue staff e.g. Talati, village Munsif etc. are already doing the work. In certain States where the village revenue staff exist registration is however being done at present by Chowkidars. The Zamindari areas are difficult and even there as a consequence of the abolition of Zamindari, village Revenue staff may have to be engaged and this agency could be utilized for registration of Births and Deaths. If Panchayat system is developed all over the country, the Panchayat staff may also be available. The existing arrangements for routing the basic information and manner of compilation should also be looked into as a part of improving the system of registration. The Officer on Special Duty should examine the whole problem and put up specific proposals to the State Government as explained in Operative Proposal B. This is the most important of the operative proposals and should be done in all States.

2. The approach to the problem of Improvement of Population Data is threefold :

- (1) Omissions in the registration of births and deaths should be progressively reduced to the minimum ;
- (2) In order to know whether there is a progressive reduction it is necessary to institute a system of verification of the registration. If this verification can be done on a random sample basis the results of the verification will be of statistical value in analysing the births and the death rates and arriving at reasonably accurate birth and death rates ; and
- (3) In addition to these, a normal procedure for obtaining supplementary information once in a year should be instituted.

3. The Registrar General again stressed that 'Improvement of Population Data' should not be treated as a separate entity involving the appointment of whole-time staff but as a bye-product of work done by the State Government staff for collecting other essential information. The electoral rolls have to be maintained not only for purposes of Parliament and State Assemblies but also for purposes of elections to local bodies etc. This system of maintaining the electoral rolls can be made to serve a common purpose. The staff for the

maintenance of electoral rolls can also be used for verification of birth, death registration and also collection of supplementary information for Improvement of Population Data. The Election Commission have to arrange for house-to-house visits in the urban areas and similar visits in 1/5th of the rural areas of each district for the revision of Electoral Rolls. Work connected with the Improvement of Population Data can be done side by side and the combined review of the National Registers and the Electoral Rolls can be undertaken at the same time.

4. The date fixed in the Representation of the People Act, 1950, for the final publication of the revised Electoral Rolls is 30th September, 1952, and the Chief Electoral Officers in many States have already started the Revision operations. The Representation of the People Act, 1950, also provides that if the revised Electoral Rolls are not published by the date mentioned above, then until the day on which it is so published the electoral rolls in force immediately before the 1st October shall continue in force. In the case of Bihar, the State Government have already got the permission of the Election Commission to publish the rolls at a later date. In the case of Madhya Pradesh, the Superintendent stated that as the work of correcting the Electoral Rolls had already started and would be completed soon, he would carry out the experimental census soon after the rains and would also undertake the combined review of the National Registers and Electoral Rolls in five of his districts only as contemplated in the Registrar General's scheme. The Uttar Pradesh Superintendent was of the view that the experimental census can be undertaken only at the time of next Holy. The Registrar General stated that the combined review and the experimental census is a matter for the State Government, and therefore the Officer on Special Duty and the local Electoral Authorities should fix up the details and the most convenient date. The Registrar General pointed out that the experimental census and the combined review were to be carried out only in one out of five districts and in one-fifth part of the selected districts during the current year but if this work can be undertaken in more districts side by side with the Electoral Rolls Revision work he had no objection provided that the State Government desired to do so. The Registrar General also suggested the possibility of carrying out the experimental census in the areas where the Community Projects will be put into operation. The question of selection of sample households was next considered. The Registrar General pointed out that one household out of every hundred households in the selected districts was to be taken for purposes of the experimental census of households and if the correction of electoral rolls was being undertaken in one-fifth part of the selected districts, one household out of every twenty households must be selected for the purpose. It was agreed that the procedure described in the instructions on " Census Abstracts of Sample Households " at page 83 of the Sorting and Compilation Instructions should be followed in selecting the sample households from the National Registers.

5. The Registrar General then circulated a note prepared by the Superintendent of Census Operations, Madras, for the combined Review and Experimental Census to the Superintendents for study and finalisation of similar instructions.

6. The Superintendent of Census Operations, Uttar Pradesh, stated that he was of the view that there should be 100 per cent revision of electoral rolls every year as otherwise 4/5th of the Rolls will always be out of date. He was also of the view that it was not necessary to bring the National Register up-to-date if the object was only to revise the rolls. The cost of bringing the National Register of Citizens up to date would, he thought, be considerably more than making the Electoral Rolls up-to-date as the Electoral Rolls related only to adults while the National Registers contained names of minors also. The Registrar General stated at the outset if that the State Government considered that 100 per cent revision

could be undertaken he had absolutely no objection. On the other hand he stated that if all persons down to 15 years of age were included in the Electoral Rolls at the time of the revision of Electoral Rolls there was no point in making house-to house visits every year. The question therefore was whether at the time of revision of Electoral Rolls, we should list members of the household of 21 years and above and do the revision of every year of list members of household of 15 years and above or all the people and do the revision every five years. As the visit has to be made to the house, in any case, it is preferable to make a complete list and this, in effect, is the maintenance of the National Register of Citizens. The maintenance of the National Register of Citizens will also help in various other enquiries. The Superintendent of Census Operations, Uttar Pradesh, mentioned that under the Panchayat Act the maintenance of population register was the responsibility of the Panchayat and he would issue instructions to the Panchayat regarding the form in which the register should be maintained.

7. The Registrar General observed in this connection that a revision of the Electoral Rolls will be followed by an office review in the next five years. This office review will consist in

- (1) deleting the names of persons who died during the year from the death registers ;  
and
- (2) bringing into the rolls the new age group entitled to vote.

This office review could not be possible unless both adults as well as non-adults were included in the list. He also observed that the large discrepancies observed on a comparison of the National Register of Citizens and Electoral Rolls are due to the preparation of the two documents at different periods. Once a combined review of the National Register of Citizens and the Electoral Rolls is completed the National Register will become the basis for the preliminary electoral rolls.

8. The question of correcting the National Register and the Electoral Rolls in respect of persons who have shifted from one house to another was next considered and it was first thought desirable to get the opinion of the Superintendents after they had studied the matter. Later the draft instructions issued by the Superintendent of Census Operations, Madras were seen and it was decided to adopt these instructions.

9. The suggestions of Dr. Raja and Dr. Chandrasekaran on the Scheme of Experimental Census, a copy of which had already been circulated to all Superintendents were then considered. It was observed that the suggestions of Dr. Chandrasekaran were practically covered by those of Dr. Raja except that Dr. Chandrasekaran proposed the preparation of a marriage slip in addition to the four slips already proposed relating to Household Verification, Birth, Death and Migration. It was not considered desirable to add to the work of the enumerator as far as possible and it was decided that the question of including the marriage slip in the experimental census might be dropped at present.

10. *Household Verification Slip.*—It was decided to adopt the form suggested by Dr. Raja. Dr. Raja's suggestion was that a more detailed age grouping recommended by the World Health Organisation should be adopted and also that the males and females should be further divided in the 'married' and 'others' category. The suggestions were accepted.

11. *Birth Slip*.—It was decided to adopt the form suggested by Dr. Raja. This form included a new question on place of birth. The suggestion was adopted and it was agreed to include the question in the slips. The place of birth should include the district, Tehsil/Thana and village or Town/Ward of a Town. The number of the house or household need not be given. Another suggestion of Dr. Raja was that in Question No. 5 multiple births should also be recorded. The question arose whether in the case of multiple births, one slip should be prepared or a separate slip for each birth. If a slip for each birth was prepared there would be duplication of the slip for the mother. In the case of multiple births, therefore, only one slip should be prepared but the sex of each one of the children should be given in the answer to Question No. 6. A doubt was expressed as to whether it would be possible to fill column 9 in all cases about verification of Registration. In the case of births that had taken place outside the Registration area an indication to that effect should be given against that question. In the case of births that took place in the household, the Registrar General stressed that this should be ascertained from the householder and recorded in the answer to the question. Where there is registration there are bound to be registers of births and deaths and the verifying officer should take the registers with him to verify whether the vital event was registered.

12. *Death Slip*.—It was decided to adopt the form suggested by Dr. Raja. Dr. Raja had suggested the addition of a question regarding place of death. For the reasons given above the suggestion was adopted as also that about verification of the death. The question whether symptoms at the time of death should be ascertained for fixing the real cause of death was considered and it was decided to give the proposals a trial during the next experimental census.

13. *Migration Slip*.—With a view to keep the work of the enumerator as light as possible it was decided to drop the "Migration Slip" for the Experimental Census of 1952. The slip is complicated and would require thorough training. At the same time it is very important and will have to be considered for inclusion later.

14. The Registrar General concluded by saying that the Superintendents should draft their own instructions for the combined review and for the experimental census and should send copies to the Registrar General as early as possible. They could also proceed with the preliminary work of getting forms etc. printed as soon as the State Government have given the green light.

## VI

COPY OF D. O. LETTER No. 4/36/52 RG DATED THE 2ND JANUARY, 1953, FROM SHRI R. A. GOPALASWAMI, I.C.S., REGISTRAR GENERAL, INDIA, TO THE SUPERINTENDENTS OF CENSUS OPERATIONS OF ALL STATES.

SUBJECT—*Improvement of population data—Experimental census of sample households—Tabulation results*

1. Reference my letter No. 4/22/52-RG., dated the 25th October, 1952.

2. I enclose a copy of the Tables to be prepared from the results of the Experimental Census and also a copy of the instructions for checking the slips and preparation of the Tables. You will observe that I have omitted in the Tables the Social Groups and the cause of death. I have made these changes after discussion with Bowman of his preliminary findings. Social Group tabulation is omitted as it will take a good deal of time without assurance of value of results. The same reason applies, but even more strongly to "cause of death". The record, I believe, is far too vague. Any way the slips will be available for a second extraction if thought fit later. For the present we should get on with the main demographic tabulations.

3. Tables I & II do not relate to the results of the Experimental Census but they relate to the 1951 Census data and the Registration data. They are very necessary if the Experimental Census Data are to be used properly ; please make every effort to get the tables prepared as quickly as possible.

### SECTION I—*Checking the slips*

1. The most important preliminary is to examine all the slips, very carefully checking for errors and omissions. If there is an entry of a child under 1 year in the household slip there *must* be a corresponding birth slip. The sex of the child on the birth slip must tally with the sex of the child on the household slip. The age of the mother if omitted from the birth slip can be deduced generally from the "married female" column on the household slip.

If there is a birth slip for a household but no corresponding entry in the household slip of a child under 1 year probably it will be found that there is a death slip for the child. This should be verified.

In cases of still births there should only be a birth slip. It will be found that some enumerators have also prepared death slips and given the cause of death as 'still born'. Such death slips should be removed, because still births are not cases of infant deaths. These slips should not be allowed to swell the normal death totals.

2. *Cases of still births and multiple births.*—Cases of still births will be fairly frequent more so than cases of multiple births. Still births do not figure in any of the tables. Therefore at the initial stage of scrutiny of the slips still birth slips should be removed and should be classified by economic groups and the number in each economic group should be given in the fly leaf to Table V.

Cases of multiple births will be infrequent, but it is possible that by mistake more than one slip has been prepared by the enumerator in cases of multiple births. This mistake has to be corrected. Since it is desirable to gather information about multiple births, such multiple birth slips should be taken out at the stage of initial scrutiny. They will figure in the main body of tables V and VI. The relevant information can be inserted in tables V and VI after the main sorting is over. A note on the flyleaf of Table VI should state how many multiple births there were by the age of the mother.

SECTION II—*Note on the preparation of the Tables*

*Table I—Area, households and population and distribution of population by age, sex and marital status (1951 Census) of the districts where the experimental census was conducted and of the experimental census tracts in the district.*—This table will be prepared from the 1951 Census figures. Figures will be given only for the districts where the experimental census was carried out and below the district figures for the total of the tracts where the experimental census was conducted will be given. There will be a total for all the districts and for all the experimental census tracts. If the areas at the experimental census did not correspond with the tracts at the general census the nearest approximate tract figures should be shown, and the fact should be stated in a footnote.

*Table II—Registration data of districts where the experimental census was conducted and of the experimental census tracts in the districts.*—This table will be prepared from the Registration data. The Registration data may not be available in all cases. Even if they are available the registration data which are usually given by calendar years will not relate to the same one year period as the experimental census. Where registration data are available by months they should be worked out for the same one year period to which the experimental census relates and given in the table. If this is not also possible, the Registration data for the latest year available should be given and a footnote should be added to the table to indicate to what period the data relate.

*Table III—Sample Household Population by Economic Groups.*—This table is prepared by sorting the house-hold verification slips. The household verification slips for each district should first be sorted for rural and urban areas separately. Each of these should be again sorted with reference to the answer to question No. 3 in the slip into the following three Economic groups :

A—Agricultural Landholders and tenants (Livelihood Classes I, II and IV).

B—Agricultural Labourers (Livelihood Class III)

C—Non-agricultural Classes (Livelihood Classes V to VIII).

In columns 3, 4 and 5 of the table the total number of slips in each of the three economic groups A, B and C respectively will be given. Columns 11, 12 and 13 will give the total number of males in each of three economic groups respectively which is arrived at by adding the total males in the answer to question No. 4 in all the slips relating to the particular economic group. Similarly columns 15, 16 and 17 will give the total females in Economic Groups A, B and C respectively. The other columns in the table are only the totals of different columns.

*Table IV—Age, sex and marital status of the sample household population.*—This table is also prepared by sorting the household verification slips. After sorting for table III only Economic Groups should be combined. There will be only two bundles for each district, one for rural and one for urban. The slips in each bundle should be taken up for sorting and first the slips which contain an entry against ' under 1 year ' in the answer to question No. 4 should be separated. From the slips thus separated the total number of males and females under 1 year should be ascertained and written in columns 11 and 12 respectively of the table. After recombining the slips, those with an entry against ' 1-4 years ' in the answer to question No. 4 should be separated, the total number of males and females in ages 1—4 should be ascertained and written in columns 13 and 14 of the table respectively. The slips should then be recombined and slips with an entry against ' 5-9 years ' should be separated and the totals for males

ascertained for ' married ' and ' others ' separately and written in columns 16 and 17 of the table. The total for females for ' married ' and ' others ' should be similarly ascertained and written in columns 19 and 20 respectively. The process should be repeated for all the other age groups and the totals ascertained and written in the respective columns of the table.

*Table V—Number of births in sample households by economic groups and their registration.*—This table is prepared by sorting the birth slips. The procedure for dealing with cases of still births and multiple births has already been explained. They should be followed closely. The remaining slips relate to single births. These should be first sorted into the three economic groups with reference to the answer to question No. 1(c). The slips of each economic group should then be sorted into male births and female births with reference to the answer to question No. 6 of the birth slip. The total numbers should be entered with any addition that may be required for multiple births in the relevant columns of the table. The slips for economic groups can then be combined and the male birth slips should be sorted for columns 18, 20 and 22 of the table with reference to the answer to Question No. 9 of the birth slip. Similarly the female slips should be sorted. Similar information should be added for the multiple births and the totals entered in the relevant columns of the table.

*Table VI—Number of children born and surviving to mothers in sample households by order of births and age of mother.*—This table is also prepared by sorting the birth slips. The slips should first be sorted into the following five age groups with reference to the age given in the answer to question No. 7 of the birth slip :

- 14 and less
- 15—24
- 25—34
- 35—44
- and 45 and over.

The slips for each group should then be sorted with reference to the answer to question No. 8 into number of mothers who have borne 1 child, 2 children, 3 children, 4 children, 5 children, 6 children and 7 or more children. The total number of mothers in each of the seven categories should be written in the respective columns of the table. The total number of children born to each category of mothers should then be ascertained and written in the respective columns of the table. In each case it should then be ascertained with reference to the answer to question No. 8(a) the total number of children surviving at present and this number should be written in the respective columns. The total number of children who have died should then be ascertained from the answer to question No. 8(b) and the numbers should be written in the respective columns of the table. The usual additions to the relevant columns should be made for multiple births which had been earlier taken out.

The flyleaf should state how many multiple births there were by age of mother.

*Table No. VII—Number of deaths in Sample households by sex and economic groups and registration.*—This table is prepared by sorting the death slips. The death slips should be first sorted into the three economic groups with reference to answer to question No. 1(c) in the death slip and the slips of each economic group should be further sorted into male deaths and female deaths with reference to the answer to question No. 6 in the slip. The total number of male deaths and female deaths should be entered in the respective columns of the table. The slips for the economic groups should be combined and the male deaths should

be sorted for columns 14, 16 and 18 of the table with reference to the answer to question No. 9 of the death slip. The number of slips should then be entered in the corresponding column of the table. The female deaths should be similarly sorted and the results should be entered in columns 15, 17 and 19 of the table.

*Table VIII—Number of deaths in Sample Households by sex and age of death.*—After sorting for table VII all the slips for male deaths should be combined and sorted with reference to the answer to question No. 5 of the death slip into the age groups given in the table and the total number should be entered in the respective columns of the table. Similarly all the female death slips should be combined and sorted by age groups given in the table and the numbers should be entered in the respective columns of the table.





TABLE I—concl'd.  
 Area, households & population and distribution of population by age, sex and marital status (1951 Census)  
 of the Districts where experimental Census was conducted and of the Experimental Census  
 tracts in the Districts.

State District	Distribution of population by age, sex and civil condition—cont'd.																	
	Age						Age not stated											
	75 & Over			Widowed			Unmarried			Married			Widowed					
	Unmarried		Married		Widowed		Unmarried		Married		Widowed		Unmarried		Married		Widowed	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
District .. .. .	59	60	61	62	63	64	65	66	67	68	69	70						
Experimental Census Tracts in Districts .. .. .																		

District .. .. . { T R U }  
 Experimental Census Tracts in Districts .. .. . { T R U }



**TABLE II—concl.**  
*Registration data of Districts where experimental census was conducted and of the Experimental Census tracts in the districts.*

District State		Registered Deaths by age-groups—contd.									
		45—54		55—64		65—74		75 & Over		Age not stated	
		M	F	M	F	M	F	M	F	M	F
District .. .. .		25	26	27	28	29	30	31	32	33	34
Experimental Census Tracts in District											

District .. .. . {  
T  
R  
U  
Experimental Census Tracts in District {  
T  
R  
U



**TABLE IV**  
*Age, Sex and Marital Status of the Sample Household Population*

District State	Total Sample Household Population												
	Persons			Males			Females			Age under 1 year		Age 1—4 years	
	Total	Married	Others	Total	Married	Others	Total	Married	Others	Males	Females	Males	Females
	2	3	4	5	6	7	8	9	10	11	12	13	14
1													
T	..	..	..	..	..	..	..	..	..	..	..	..	..
R	..	..	..	..	..	..	..	..	..	..	..	..	..
U	..	..	..	..	..	..	..	..	..	..	..	..	..

**TABLE IV—contd.**

District State	Age 5—9 years												Age 10—14 years					
	Males			Females			Males			Females			Males		Females			
	Total	Married	Others	Total	Married	Others	Total	Married	Others	Total	Married	Others	Total	Married	Others			
	15	16	17	18	19	20	21	22	23	24	25	26						
T	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			
R	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			
U	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			



TABLE IV—*contd.*  
*Age, Sex and Marital Status of the Sample Household Population.*

District State	Age 35—39 years						Age 40—44 years					
	Males			Females			Males			Females		
	Total	Married	Others	Total	Married	Others	Total	Married	Others	Total	Married	Others
T	51	52	53	54	55	56	57	58	59	60	61	62
R	..	..	..	..	..	..	..	..	..	..	..	..
U	..	..	..	..	..	..	..	..	..	..	..	..

TABLE IV—*contd.*

District State	Age 45—49 years						Age 50—54 years					
	Males			Females			Males			Females		
	Total	Married	Others	Total	Married	Others	Total	Married	Others	Total	Married	Others
T	63	64	65	66	67	68	69	70	71	72	73	74
R	..	..	..	..	..	..	..	..	..	..	..	..
U	..	..	..	..	..	..	..	..	..	..	..	..

TABLE IV—contd.  
Age, Sex and Marital Status of the Sample Household Population.

District State	Age 55—59 years						Age 60—64 years					
	Males			Females			Males			Females		
	Total	Married	Others	Total	Married	Others	Total	Married	Others	Total	Married	Others
T	75	76	77	78	79	80	81	82	83	84	85	86
R	..	..	..	..	..	..	..	..	..	..	..	..
U	..	..	..	..	..	..	..	..	..	..	..	..

TABLE IV—contd.

District State	Age 65—69 years						Age 70—74 years					
	Males			Females			Males			Females		
	Total	Married	Others	Total	Married	Others	Total	Married	Others	Total	Married	Others
T	87	88	89	90	91	92	93	94	95	96	97	98
R	..	..	..	..	..	..	..	..	..	..	..	..
U	..	..	..	..	..	..	..	..	..	..	..	..











**TABLE VIII—concl'd.**  
**Number of deaths in Sample Households by sex and age of death.**

District State	Number of deaths by age groups—concl'd.													
	50—54		55—59		60—64		65—69		70—74		75 & over		Age not stated	
	Males	Females	Males	Females	Males	Females	Males	Females	Males	Females	Males	Females	Males	Females
T ..	27	28	29	30	31	32	33	34	35	36	37	38	39	40
R ..														
U ..														