



# REGISTRAR GENERAL OF INDIA AND CENSUS COMMISSIONER

## CHAPTER XIV

### CENSUS AND VITAL STATISTICS

14.1 The Office of Registrar General and Census Commissioner, India (ORG & CCI) is in-charge of planning, coordination and supervision of the decennial Housing and Population Census, tabulation/compilation and dissemination of Census results under the provisions of the Census Act, 1948 and the Census (Amendment) Act, 1993. Besides, this office is responsible for overall implementation of the Registration of Births and Deaths Act, 1969 in the country and compilation of data of vital statistics on births and deaths. The ORG & CCI separately brings out estimates of fertility and mortality at the National and State level through a well represented sample under the Sample Registration System (SRS). Since 2003, the ORG & CCI has also been functioning as National Registration Authority and Registrar General of Citizen Registration under the Citizenship (Amendment) Act, 2003. The ORG & CCI has now been assigned an additional task of conducting the Annual Health Survey (AHS) at the behest of Ministry of Health and Family Welfare to yield benchmarks of core vital and health indicators at the district level.

### Planning for the next Decennial Census 2011

14.2 India has a long tradition of having regular decennial Censuses since 1872. The Census 2011 would be the 15th Census in the country and the 7th since independence.

14.3 Population Census is the largest

administrative exercise in the country providing statistical data on different socio-economic parameters of population. It is undertaken once in 10 years. The Census operations are conducted in two phases. The first phase which is Houselisting and Housing Census precedes the population enumeration by about 8 to 9 months. The main purpose of the Houselisting Operations is to prepare the frame for undertaking population enumeration, besides providing host of data on housing stock, amenities and the assets available for each of the households. The Houselisting & Housing Census would be conducted from April to September, 2010. In the second phase - Population Enumeration, data on various socio-economic and demographic parameters like age, sex, literacy, religion, languages known, economic activity status and migration etc. is collected in respect of each individual. Population Enumeration will be conducted in Feb-March, 2011. In addition, the particulars required for the preparation of the National Population Register will also be collected during the first phase of Census.

14.4 At each Census, processing of large-scale data has been a challenge. The effort at each Census has been to leverage technology for faster processing of data. During Census 2001, Intelligent Character Recognition (ICR) technology was chosen for processing of data. It involved scanning of canvassed schedules, recognition of hand-written numeric information from the scanned images, data validation and generation of ASCII files for further processing. Adoption of this technology has helped not only in faster processing of data



compared to earlier Censuses but also the generation of most of the output tables on cent percent basis than sampling, which was resorted to in past Censuses.

14.5 Census 2011 would be using the same technology for data processing. The ICR software used in the previous Census has been upgraded with the latest version.

14.6 The preparations for the ensuing Census has commenced with the formal notification of the intent of the Government of India to conduct Census of India in 2011 with the reference date as March 1, 2011. As has been the practice during the past Censuses, a full dress rehearsal called Pre-Test of the Census was conducted during June 28 - August 05, 2009 in 1,181 Enumeration Blocks of the country. Based on the feedback of pre-test, the questions to be canvassed during Houselisting and Housing Census in 2010 have been finalized by the Technical Advisory Committee (TAC). The Government has approved the final set of questions to be canvassed during the Houselisting and Housing Census. The concurrence to the proposed period of Houselisting & Housing Census has been obtained from all the 35 States. The period of Houselisting and Housing Census and the questions to be canvassed during Houselisting and Housing Census have been sent for Gazette Notification in the official Gazette of Government of India.

14.7 For the first time, an initiative to improve the quality and coverage of Census taking and to avoid any duplication or omission, 'GIS Based Town Mapping' has been undertaken, in 33 capital cities of the country. This will facilitate carving out the Census enumeration blocks before the actual enumeration.

14.8 The Master Directory of all

villages/towns has been finalised for ensuring complete coverage. Various Circulars giving instructions to all Census Directorates for proper conduct of Census 2011 have been issued during the current year.

14.9 The Directory of Scheduled Castes and Scheduled Tribes for use in 2011 Census is under preparation.

14.10 A scheme on Mother Tongue Survey of India (MTSI) is being implemented during the 11th Five Year Plan relating to survey of mother tongues which were unclassified in 2001 Census. Out of 541 mother tongues earmarked for survey, the survey has been completed and reports finalized in respect of 146 mother tongues.

### **Data Dissemination**

14.11 For the first time in 2001 Census, the Data Dissemination Centers were set up in each State which have helped in creating awareness about availability of Census data and its use in various subjects such as demography, socio-economic activities, migration, fertility, etc. A large number of Census data products in the form of printed volumes and CDs were made available for use by wide array of data users, including Government departments, voluntary organizations within country and at international level and also to individual research scholars. A few left over tables were released in 2009-10. Efforts were thus concentrated more on publicizing the availability of the cross classified tabulation. This office is regularly participating in Book Fairs/Exhibitions for display of Census data and sale. In 2009, the organization participated in 12 Book fairs to enhance publicity on the availability of Census data products, approx. Rs 35 lakh (up to February, 2010) was realized on account of sale of Census volumes, data on CD and maps.



14.12 The significance of household data by composition and size cannot be overemphasized in the face of rapid social and economic transformation taking place in the society. It is largely believed that India's traditional joint or extended households are fast breaking down into smaller nuclear or sub-nuclear households concomitantly with modernization and urbanization processes. Table HH4 providing data on household types by composition and size captured in 2001 Census does not support this common belief. The Table, now released for the first time after 1981 Census, presents data on household composition by size of the household, separately for the male-headed and female-headed households. It presents the number of single-person, sub-nuclear, nuclear, supplemented nuclear, broken-extended, joint and other households for each State/UT in the rural and urban areas. Data presented in this publication is based on samples that have been selected systematically subject to a minimum sample size criterion.

14.13 In 2009-10, series of State Census Atlases have been released showing spatial analysis of 2001 Census data on important characteristics for each State/UT separately. In addition the following products have been released:

- (i) General Population Tables (A1-A4) 2001 for 3 States, viz., Chandigarh, Assam and Mizoram
- (ii) District Census Hand Books (DCHBs) of 2001 Census for 466 districts in 26 States and UTs
- (iii) Analytical Report on the district level estimates of infant and under 5 child mortality based on 2001 Census

14.14 Census data have been made available extensively at the Census website. The facility of Shopping Cart at the Census of India website

was modified to help users to select relevant tables or Census reports and place orders for on-line purchase. E-mail alerts were sent to the registered data users on new releases.

14.15 For providing access to micro level Census data for research, a work station is being set up at Jawaharlal Nehru University (JNU). The Centre will be the first of its type and will be operated under strict supervision of the faculty from the University. The modalities for setting up the work station have been finalized and the required funds have been placed at the disposal of JNU for implementation of work and for making necessary procurement of hardware.

### **Amendments to the Census Act, 1948 and the Census Rules, 1990**

14.16 Complete coverage and accuracy of data have been the principal concerns at each of the Censuses. For this, security of information shared by the individuals is of utmost importance. A need has been felt for an enabling provision in the Act for appointment of Observers in identified areas to oversee the Census operations and, thereby, act as a deterrent to any of the wrong doings at the time of population enumeration. Simultaneously, there is a need to enforce greater accountability on the part of Census officers by providing for certification of the coverage of population under their charge. All this has become necessary after the experience of 2001 Census in which Census results were challenged in the courts and applications were filed seeking information about individuals from the Census data. With a view to address these issues, Government had set up a Committee in May 2008 under the Registrar General and Census Commissioner, India to review the provisions of the Census Act, 1948 and the Census Rules, 1990. The Bill is being finalised by Ministry of Law.



## Conferences/Workshops/Trainings

14.17 In order to smoothly conduct Census 2011, Office of Registrar General, India has undertaken recruitment of over 1200 Officers and Staff in Statistical Cadre. Around 880 Officers and Staff have joined the Office of the Registrar General, India.

14.18 The officers and officials of ORGI have also participated in different workshops, trainings, etc. held at Institute of Secretariat Training and Management (ISTM), New Delhi. One senior officer from ORG & CCI has also attended the 57th Session of the International Statistical Institute (ISI) in Durban, South Africa ( August 16-22, 2009) on 2010 Round of Population and Housing Census.

## VITAL STATISTICS

### Implementation of the Registration of Births and Deaths (RBD) Act, 1969

14.19 The Registrar General, India coordinates and unifies the registration activities across the country while the Chief Registrars of Births and Deaths are the chief executive authorities in the respective States. The registration of births and deaths in the country is done by the functionaries appointed by the State Governments under the RBD Act, 1969.

14.20 The proportion of registered births and deaths has witnessed a steady increase over the years. The registration level of births and deaths for the country has risen to 71 percent for births and 64 percent for deaths respectively, registering an increase of two percent for births and one percent for deaths over the previous year. However, wide variations across the States in the level of registration have continued to

persist. The States/UTs of Goa, Himachal Pradesh, Kerala, Meghalaya, Mizoram, Nagaland, Punjab, Tamil Nadu, West Bengal, Chandigarh, Delhi and Puducherry have achieved cent per cent level of registration of births. The States/UTs of Gujarat, Haryana, Karnataka, Sikkim and Daman & Diu have achieved more than 90 percent level of registration of births. However, this level is still less than 50 percent in the States of Bihar, Jharkhand and Uttar Pradesh. The level of registration of deaths is lower than that of births in most of the States/UTs except Chhattisgarh, Jharkhand, Karnataka, A&N Island, Dadra & Nagar Haveli and Lakshadweep. The States/UTs of Goa, Kerala, Chandigarh, Delhi and Puducherry have achieved cent percent level of registration of deaths. More than 90 percent of deaths are being registered in the States of Karnataka, Mizoram and Tamil Nadu and Union Territory of A&N Islands. The percentage of death registration ranged between 80 and 90 percent in the States of Chhattisgarh, Haryana, Himachal Pradesh, Punjab, and Sikkim and Union Territories of Dadra & Nagar Haveli and Daman & Diu. The death registration is below 35% in the States of Arunachal Pradesh, Assam and Bihar. Lower level of death registration may partly be attributed to non-registration of female deaths and infant deaths.

14.21 There have been significant increase in level of registration of births in the States of Uttarakhand (8.6%), Madhya Pradesh (7.7%) and Andhra Pradesh (4.0%) and there is a marginal increase in level of registration of births in Rajasthan (1.7%), West Bengal (1.7%) and Gujarat (1.2%) over the previous year.

14.22 In terms of level of registration of deaths, there have been considerable improvements in death registration in the States



of Mizoram (8.2%), Manipur (8.0%), Uttarakhand (5.5%), Chhattisgarh (4.4%), Haryana (3.7%), Sikkim (3.7%), Meghalaya (3.5%) and Orissa (3.2%) over the previous year.

### **Special Reports on Vital Statistics of India based on the Civil Registration System**

14.23 Special Reports on Vital Statistics of India based on Civil Registration System for the years 1996-2001 and 2002-2005 respectively were released in the National Conference of Chief Registrars of Births & Deaths held in March, 2009.

### **Amendments to the Registration of Births and Deaths (RBD) Act, 1969**

14.24 The RBD Act, 1969 has been in existence for nearly four decades and has not been amended since then. A need has been felt for making amendments which have been necessitated inter-alia to fill the existing loopholes by including sections of the population hitherto not covered under the ambit of the Act; to make it people-friendly by simplifying different sections of the Act and also to keep pace with the technological innovations taking place, specially, in the field of Information Technology. After consultation with the State Governments as well as concerned Central Ministries/ Departments, the concurrence of the Department of Legal Affairs, Ministry of Law, on the proposed amendments has been obtained and the Cabinet Note is being finalized.

### **Medical Certification of Cause of Death (MCCD)**

14.25 The scheme of Medical Certification of Cause of Death (MCCD) under the Registration of Births and Deaths (RBD) Act, 1969 provides

a medically authenticated database on causes of death, a prerequisite to monitoring health trends of the population. 32 States/UTs have issued the notification for implementation of the scheme of MCCD. Three States/UTs which have yet to do it are Kerala, Meghalaya, and Lakshadweep.

14.26 As per the annual report on “Medical Certification of Cause of Death” for the year 2004, out of the total registered deaths of 42,58,440 in 24 States/UTs, a total of 6,03,260 deaths (3,76,048 Males and 2,27,212 Females) have been reported to be medically certified.

14.27 As only selected medical institutions of different States/UTs that too mostly in urban areas are covered under the scheme of MCCD, the number of deaths reported therein may lack the representative character at the State/national level. However, it may throw some valuable insight into the gravity of various causes of deaths. In order to widen the scope and coverage under the MCCD, thus making it more reliable, an amendment in Section 10(3) of the RBD Act, 1969 has been contemplated to bring all the medical institutions owned and managed by government, non-government, non-profit institutions and individuals providing specialized or general treatment in the urban as well as rural areas under the coverage of the scheme of MCCD for reporting of the medically certified cause of death to the concerned Registrar on a compulsory basis.

### **Annual Health Survey (AHS)**

14.28 The Annual Health Survey (AHS) has been conceived at the behest of the National Population Commission, Prime Minister’s Office (PMO) and Planning Commission as an annual survey to yield benchmarks of core vital and health indicators at the district level and to map its rate of change on a continual basis to assess the efficacy of various health



interventions including those under National Rural Health Mission (NRHM). The survey would, inter-alia, generate indicators such as Infant Mortality Rate (IMR), Total Fertility Rate (TFR) and Maternal Mortality Rate (MMR) at appropriate level of aggregations which are not available from any other survey.

14.29 The AHS will be implemented in all 284 districts of the Empowered Action Group (EAG) States (Bihar, Jharkhand, Madhya Pradesh, Chhattisgarh, Orissa, Rajasthan, Uttar Pradesh and Uttarakhand) and Assam during the mission period 2007-2012. The survey is being implemented by the Office of Registrar General & Census Commissioner, India (ORG & CCI) on the behalf of the Ministry of Health & Family Welfare. The approval of the Government on the scheme has since been obtained and the survey is likely to commence in April, 2010.

### Sample Registration System (SRS)

14.30 The Sample Registration System (SRS) is a large scale demographic survey for providing reliable estimates of birth rate, death rate and other fertility and mortality indicators at the national and sub-national levels. Initiated by the Office of the Registrar General, India on a pilot basis in a few selected States in 1964-65, it became fully operational in 1969-70 covering about 3,700 sample units. With a view to monitoring the changes in vital rates, the SRS sampling frame is revised every ten years, apart from efforts for enhancing its scope and rationalizing the system. The latest replacement is based on the 2001 Census and is effective from January 1, 2004. The present SRS has 7,597 sample units (4,433 rural and 3,164 urban) spread across all States and Union Territories, encompassing about 1.3 million households and nearly 7 million population. The SRS is a dual record system and consists of continuous enumeration of births and deaths by resident

part-time enumerators and an independent half yearly survey (HYS) by supervisors. The unmatched data from these sources are re-verified in the field. The time lag between the field survey and release of results under SRS has been reduced to less than one year.

14.31 The SRS Bulletin, October, 2009 under Sample Registration System (SRS) for the year 2008 has been released. It provides the latest SRS based estimates of birth rate, death rate, natural growth rate and infant mortality rate for the year 2008 for all States/Union Territories, separately for rural and urban areas, vide **Annexure-XII**. The salient findings are as under:

- Crude Birth Rate (CBR) at national level is 22.8 per thousand population; 24.4 in rural areas and 18.5 in urban areas. Among bigger States, CBR is the lowest (14.6) in Kerala and the highest (29.1) in Uttar Pradesh;
- Crude Death Rate (CDR) at the national level is 7.4 per thousand population; 8.0 in rural areas and 5.9 in urban areas. Among the bigger States, Delhi has recorded the lowest (4.8) and Orissa the highest (9.0);
- Infant Mortality Rate (IMR) (< one year) at the national level is 53 per 1,000 live births; It has declined by 2 points over the corresponding estimate of 55 in 2007; it varies from 58 in rural areas to 36 in urban areas. Among the bigger States, Kerala has recorded the lowest (12) while Madhya Pradesh has reported the highest (70).

14.32 The Compendium of India's Fertility and Mortality indicators 1971-2007 based on the Sample Registration System (SRS) has been released during the year.

14.33 The Office of Registrar General, India has planned to introduce direct data collection through handheld device from the field under the SRS as a part of the overall plan of



developing a fully integrated online system. It would help in reducing further the time lag between data collection and release of reports besides, creating of electronic database. The application software for the direct data capture has been developed through NICSI and tested in the field also. The field trials have been successfully conducted in Delhi and Rajasthan. In first phase, the handheld devices will be launched in 3,164 urban sample units during 2nd HYS, 2009 and subsequently, it would be extended to rural units in second phase.

### Causes of death in SRS

14.34 The scheme on Survey on Causes of Death (SCD), owing to its restricted coverage to rural areas and other operational problems, was integrated with SRS from 1999. In order to determine the cause specific mortality by age and sex, Verbal Autopsy (VA) instruments were introduced as an integral component in SRS in all States/UTs from 2004. A Specific Survey of Death (SSD) through VA instruments was carried out in all States/UTs, covering all deaths reported under SRS from 2001 to 2003. Based on the results of the SSD, the report on Causes of Death in India : 2001-03 has been released in March, 2009. The report provides Causes of Death as per 'ICD - 10 classification' cross classified by age, sex, residence and EAG States & Assam Vs. other States. Besides, a special bulletin on the level of maternal mortality estimate for the country and major States for the year 2004-06 was published in April, 2009.

### PILOT PROJECT ON MULTIPURPOSE NATIONAL IDENTITY CARD (MNIC)

14.35 The Citizenship Act, 1955 was amended in 2003 and Section 14A was inserted, which provides that the Central Government may compulsorily register every citizen of India and issue National Identity Card to him.

Simultaneously, Citizenship Rules 2003 have been enacted laying down the processes to be followed for giving effect to this intent.

14.36 To understand the complexities involved alongwith technical specifications and technology required for national roll out, a pilot project has been completed on March 31, 2009 in selected areas of (12) States and (1) Union Territory viz., Andhra Pradesh, Assam, Delhi, Goa, Gujarat, Jammu and Kashmir, Rajasthan, Tripura, Uttar Pradesh, Uttarakhand, Tamil Nadu, West Bengal, and Puducherry. The Pilot Project has been completed on March 31, 2009 and more than 12.50 lakh identity cards have been issued to the citizens of age 18 years and above in the pilot areas. As a result of the pilot project, processes for collection and verification of individual data as well as the technology for personalization of identity cards using an inter-operable operating system have been established.

### NATIONAL POPULATION REGISTER (NPR)

14.37 The experience of the pilot project has shown that determination of citizenship is an involved and complicated matter and that creation of National Population Register (NPR) of all usual residents with a single reference date would be more feasible. As the preparation of NPR involves house-to-house enumeration, the data collection shall be undertaken along with the Houselisting Operations of Census 2011 i.e. from April to September, 2010. This would save the cost considerably. Once the data is digitized, photographs and finger biometrics will be captured of all usual residents who are of age 15 years and above. The Household Schedule for NPR has been finalized after approval of questions to be canvassed.

14.38 Government have created a Unique Identification Authority of India (UIDAI) with



the objective of assigning a Unique Identity Number (UIN) to each resident in the country as and when she/he registers herself/himself for availing benefits and/or services from the Government. The UID database will be de-duplicated using biometrics of each individual and will thus prevent anyone from having more than one UID. The NPR for the country is expected to be created by 2012-2013. Once created, it will be handed over to UIDAI for assigning the UID numbers. The office of RGI will de-duplicate the NPR database and assign UID numbers. Later, the office of RGI. will maintain and update the database.

14.39 For strengthening the security along the coastline of the country, the creation of NPR

in 3,331 coastal villages has been undertaken ahead of 2011 Census. In Andaman & Nicobar Islands, all the towns and villages will be covered for data collection in the First Phase while in respect of the other coastal States/UTs, 3,331 coastal villages will be covered. The remaining coastal towns/cities will be covered at the time of the preparation of NPR for the country with the next Census. Direct data collection alongwith the photograph and finger biometrics has been resorted to. Government has also decided to issue identity (smart) cards to the 'usual residents' of these villages who are of 18 years of age and above. The field work of direct data collection is in progress and details of more than 7 million persons have been collected so far.

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