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Birth Registration in Madhya Pradesh, India
A Situation Analysis

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Introduction

Since times immemorial, the Man has always been concerned about its own size and growth under many social, economic, administrative contexts. In the good old days when survival on the planet Earth was almost exclusively dependent upon the vagaries of the nature, the primary concern of the Man was to prevent the mankind from extinction and the primary response was procreation as most of the mortality, at the time, was largely beyond the control of the Man. The general belief at that time was that the growth of the population was largely determined by the availability of resources necessary for meeting the subsistence needs of the people. The situation has radically changed since those days. With the advancement of science and technology, the Man has now been able to drastically reduce the risk of premature mortality. Today, the issue that is causing concern is the peopling of the planet Earth. It is argued that rapid growth and associated increase in consumption of resources is challenging the very existence of the mankind on the planet Earth by disturbing the balance between population, resources and environment on the planet.

It is well known that, in the absence of migration, the increase or decrease in population of any country, state or administrative unit over time is contingent upon the total number of live births and the total number of deaths during the period under reference. If the total number of live births in a given time period exceed the total number of deaths in any population, the population shows an increase in its size over time. On the other hand, if the total number of deaths exceed the total number of live births, the size of the population decreases over time. It is also clear that wider is the difference between the total number of births and the total number of deaths, the faster is the increase or decrease in the population. In other words, knowledge about the number of live births and the number of deaths provides the

basis of assessing the quantum and tempo of the change in the population over time.

The above considerations constituted the basis of keeping the record of all births and deaths by those who are concerned with the people either in terms of administration and control or in terms of religion or in other contexts. Maintaining and continuously updating the records of births and deaths, therefore, gradually emerged as one of the important responsibilities of the government in all societies of the world. Since maintaining and updating the records of births and deaths on a regular basis required registration of all births and deaths in a proper manner became the integral part of the public administration system.

In recent years, there has been a renewed emphasis on the registration of births in the context of the rights of the child. The United Nations Convention on the Rights of the Child has recognized birth registration as one of the first rights of every child. A fully registered birth and the accompanying birth certificate help a child secure the right to his or her origins, to a nationality and also help to safeguard other human rights. Birth registration is considered as the first step in providing an identity to the child both as an individual and as a member of the society. The birth register, in this context, is the first legal document in which the name of the child gets entered along with the parentage.

In addition to the rights of the child, birth registration has been stressed as necessary for a variety of reasons. This includes

- as a proof of the fact of birth for parentage and family relationship and for settlement of inheritance and property rights, etc.
- as a proof to establish the date of birth for admission to schools, admission to service or employment, recruitment to army, life insurance, driving license, right to vote, right to marriage, other purposes where minimum or maximum age limits are prescribed, etc.
- as a proof of the place of birth for domicile, passport, right to vote, admission in professional institutions, etc.

In India registration of birth is compulsory by the Registration of Birth and Death Act 1969. Under this Act, births and deaths are to be registered at the place of usual occurrence and not at the place of the usual residence of the mother in case of birth and of person who died in case of death. The data on total number of live births

available through the civil registration system can be compared with the estimates of live births available through the sample registration system for the country as a whole as well as for its constituent states and Union Territories. This comparison suggests that for the country as a whole only about 55 per cent of the estimated live births in the country get registered under the Registration of Birth and Death Act and the level of registration varies substantially across the states and Union Territories. In Madhya Pradesh as a whole, this comparison suggests that only about 38 per cent of the live births were registered under the Act in the year 2001 (Serrao and Sujatha, 2004). One problem in this comparison is that the sample registration system provides the estimates of live births according to the usual residence of the mother and not by the usual place of occurrence of the live birth. As such, in those administrative units where a large number of people come from outside its boundaries due to availability of medical facilities, the number of live births registered under the Act may be higher than the actual number of live births. This may not be a problem at the national level and in big states like Madhya Pradesh but, at the local level, this anomaly may bias the level of registration under the Act.

The Government of India, with support from its constituent states and Union Territories has launched a nation wide campaign on birth certificates on 14 November 2003. This campaign is directed towards issuing birth certificates to all children born during the last 10 years. The campaign would be organized in three phases. The first phase covers all the registered live births who are living in the same village and town where these births had occurred. In the second phase of the campaign, those registered births are to be covered whose place of residence is different from the place of birth. Finally, in the third phase of the campaign, all unregistered births are to be covered.

This report presents a comprehensive picture of the state of birth registration in Guna and Shivpuri districts of Madhya Pradesh. It is based on a field study carried out by the Population Resource Centre Madhya Pradesh, RCVP Noronha Academy of Administration and Management, Bhopal with support from the Chhattisgarh and Madhya Pradesh Office of the United Nations Children's Fund. The United Nations Children's Fund is working towards achieving cent per cent registration of births in the two districts and the present report may contribute towards evolving the strategy and implementation framework in this regard.

This report is divided into four chapters including this Introduction. The next chapter of the report presents an overview and a historical perspective of the evolution of the civil registration system in India, describes the organization of the registration machinery in Madhya Pradesh right from the state level to the village level and presents a brief analysis of the data on registration of live births in Madhya Pradesh as a whole. The third chapter of the report presents the findings of the household survey carried out in selected villages and towns of districts Guna and Shivpuri to assess the prevailing situation at the grass roots level in the two districts. Lastly, chapter four of the report summarizes findings of the report and of puts forward a set of recommendations for reinvigorating the registration machinery.

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Civil Registration in India

The history of civil registration system in India dates back to the middle of the nineteenth century. During the colonial rule in the country, registration was first introduced as an aid to public health administration for locating and identifying diseases of public health importance. As such, the primary focus of registration, at that time, was on the registration of deaths. Registration of births remained a neglected area at that time with the only exception of the Central Province of Berar which introduced the registration of births way back in 1866. The initiative of the Central Province of Berar was followed by Punjab and United Province. Subsequently, in 1878, the Bengal Births and Deaths Registration Act was passed which was later adopted by the states of Bihar and Orissa.

An important landmark in the development of the civil registration system in India was the recommendations of India Famine Commission (1880). The commission recommended that registration of births and deaths should be made legally obligatory. Following the recommendations of the Commission, a Central Act - Births, Deaths and Marriages Registration Act - was placed on the Statute Book in the year 1886. This Act provided for voluntary registration of births, deaths and marriages. This Act, however, remained largely inoperative because it did not affect any law that was in force at that time. Moreover, this Act did not cover the entire country and, along with this Act, the Bengal Births and Deaths Registration Act 1873 and Madras Births and Deaths Registration Act 1899 also remained in force. In fact, there existed great diversity in the whole birth and deaths registration process in the country during that period. In general, in most of the provinces states of the country, registration of births and deaths was voluntary in most of the country; it was compulsory only in some pockets. By 1930, Bengal was the only

province in India where registration of births and deaths was made compulsory throughout the province.

Because of the lack of a consistent approach and because of its limited use, there was very little development of civil registration system in India for a long time. However, the system had been a subject for constant review right since its inception. Many Commissions and Committees in the colonial India as well as in the independent India reviewed the system from time to time and made recommendations for the qualitative and quantitative improvements in the birth and death registration process so as to make the civil registration system complete and effective. These included the Royal Commission on Agriculture (1924), the Royal Commission on Labour (1938), Central Advisory Board of Health (1939) and the Health Survey and Development Committee (1946) popularly known as the Bhore Committee before the independence.

After the independence, the Vital Statistics Committee appointed by the second Health Ministers Conference in 1948 endorsed the recommendations of the Bhore Committee for the reinvigoration of the civil registration system in the country and the recommendations of the Bhore Committee were adopted as the basis for the development of the civil registration system in the country. Registration of births and deaths was included in the field of concurrent legislation and the Office of the Registrar General, India was created in 1951. In 1959, the Central Expert Committee of the Indian Council of Medical Research and the Expert Committee of states on Cholera and Small Pox recommended compulsory registration of births and deaths. These Committees also recommended appointment of the Secretary of the Gram Panchayat as Registrar, production of birth certificate as essential for admission in schools and many other measures for improving civil registration in the country. The Manickavelu Committee of Central Council of Health (1960) also made a number of recommendations for improving the civil registration system in the country that included setting up of statistical units in state headquarters and in large municipalities and municipal corporations and provision of statistical staff at the district level and in primary health centres.

In the year 1960, the administrative control of the civil registration system in the country was transferred from the Director general of health Services to the Registrar General of India. This was yet another milestone in the development of the civil registration in the country. The Registrar General of India organized a Conference

on Improvement of Vital Statistics in 1961. The Conference recommended an early enactment of a central law on compulsory registration of births and deaths. Following these recommendations, the Registration of Births and Deaths Bill was introduced in the Parliament in 1964. However, the Bill could be passed only in 1969 and the Registration of Births and Deaths Act came into existence on June 2, 1969. This Act replaced the diverse laws that existed in the country, unified the system of registration throughout the country and made reporting of births and deaths compulsory. It also provided for the statutory authority at the central and state level for the registration of births and deaths and enabled the Central Government to promote uniformity comparability in registration and compilation of vital statistics at the same time allowing enough scope for the states to evolve an efficient system of registration suited to state specific needs.

The enactment of the Registration of Birth and Death Act, 1969 opened a new era in the history of civil registration in India. However, the implementation of the Act has been found to be fraught with a number of operational problems. The poor enforcement of the Act may be judged from the simple fact that, even today, a large number of births and deaths in the country still remain unregistered and the proportion of births and deaths registered under the Act varies widely across the constituent states and Union Territories. According to the Registrar general of India, only about 38 thousand of the estimated 70 thousand births that occur in the country every day are entered into birth registers maintained by the Registrar of Births and Deaths and only a small proportion of these registered births are issued birth certificates (Government of India, 2003).

Salient Features of Registration of Births and Deaths Act

SECTION 1	Enables enforcement in different parts of the country on different dates.
SECTION 2	Describes definitions of different vital events that are covered under the Act.
SECTIONS 3-7	Establish statutory authority at local, state and national levels for the purpose of registration of birth and death.
SECTIONS 8-9	Fix the responsibility on different categories of persons required to register births and deaths.
SECTION 10	Makes certain persons to notify births and deaths and to certify the cause of death.
SECTIONS 11, 12, 15	Lay down the process of registration of birth and death.
SECTION 13	Permits delayed registration of births and deaths.
SECTION 14	Allows registration in the name of child at a later date.
SECTIONS 16-17	Provide for the maintenance of records for issuance of certificates and extracts.
SECTION 18	Authorises inspection of registration offices.
SECTION 19	Prescribes the regular flow of returns from the Registrar of births and deaths.
SECTION 20	Sanctions registration of births and deaths of Indian citizens abroad.
SECTION 21	Empowers a Registrar to obtain information regarding birth and death from local residents.
SECTION 22	Confers powers to the Central Government to give directions to the state Governments.
SECTIONS 23-25	Imposes penalties for various offences.
SECTIONS 26-28	Admit Registrars as public servants and provide protection.
SECTION 29	Saves the Births, Deaths and Marriages Registration Act 1886.
SECTION 31	Repeals earlier laws on registration.
SECTIONS 30, 32	Empowers the state Government to make rules and remove difficulties with the approval of the central Government.

The National Population Policy 2000 has recognised the need for births, deaths and marriages and set the goal of universal registration of these events by 2010.

Considering the fact that the level of registration of births and deaths under the Registration of Birth and Death Act 1969 was very low, the National Population Commission appointed a Working Group on Registration of Births, Deaths and Marriages in the year 2000 to have a comprehensive review of the registration system in the country. The Working Group has given a number of recommendations for improving registration of births and deaths in the country by strengthening the registration machinery. The recommendations of the Working Group are expected to go a long way in improving civil registration in the country.

The Registration of Birth and Death Act 1969 provides for the constituent states and Union Territories of the country to frame rules for the establishment of the registration machinery at the state and below state levels and to lay down the procedures and processes of registration. The Act provides for a Chief Registrar at the state level, District Registrar at the district level and Registrar at the registration centre level to discharge the functions laid down under the Act.

The Registration of Birth and Death Act 1969 also lays down the procedure of registration of births and deaths. There are two parts of the registration process - the notification part and the registration part. The success of registration depends critically upon the notification of live births. As such the Act stipulates that providing information about births and deaths is the duty of following persons:

- a. In respect of birth in a house, whether residential or non-residential, the head of the house or the head of the household.
 - i. If the head of the house or the house-hold is not present in the house at any time during the period within which the birth is to be reported, the nearest relative of the head.
 - ii. If any such person is also not present, the oldest adult male person present therein.
- b. In respect of births in a hospital, health centre, maternity or nursing home or other like institutions, the medical officer in charge or any person authorized by him in this behalf.
- c. In respect of births and deaths in a jail, the Jailor in charge.
- d. In respect of births and deaths in a choultry, Chattram, hostel, dharmshala, boarding-house, lodging-house, tavern, barrack, toddy shop or place of public resort, the person in charge thereof.
- e. In respect of any new-born child or dead body found deserted in a public place, the headman or other corresponding officer of the village in case of

a village and the officer in charge of the local police state elsewhere. Provided that any person who finds such child or dead body, or in whose charge such child or dead body may be placed, shall notify such fact to the headman or officer aforesaid.

- f. In any other place, such person as may be prescribed.
- g. The midwife or any other medical or health attendant at birth or death.
- h. The keeper or the owner of a place set apart for the disposal of dead bodies or any person required by a local authority to be present at such place.
- I. Any other person whom the state government may specify in this behalf by designation.

The second component of the registration process is the registration of births and deaths so notified and the issue of birth or death certificate. The registration is done by the Registrar in a register of a prescribed format to be maintained in the office of every Registrar. The Registrar is also required to send periodical returns to the Chief Registrar of the state the information contained in the register maintained by him or her.

The registration part has a legal component and a statistical component which are to be prescribed under the rules to be framed by the state/Union Territory governments for the implementation of the Act. Government of India has also prepared model rules to facilitate the state/Union Territory governments to formulate the rules as well as to ensure the consistency and comparability of the registration information.

Civil Registration in Madhya Pradesh. The Government of Madhya Pradesh has framed rules under the Registration of Birth and Death Act 1969 to notify the registration machinery in the state. The latest rules were framed in the year 1999 which came into effect from 1 January 2000. Under these rules, the responsibility of registration of births and deaths under the Registration of Birth and Death Act 1969 in Madhya Pradesh has been entrusted to the Department of Economics and Statistics of the Government of Madhya Pradesh. At the state level, the Director of the Department of Economics and Statistics of the Government of Madhya Pradesh has been designated as the Chief Registrar of Births and Deaths in Madhya Pradesh and to support the Chief Registrar, the Deputy Director (Vital Statistics) in the Department of Economics and Statistics has been designated as the

Deputy Chief Registrar while the Assistant Director (Vital Statistics) has been designated as the Assistant Chief Registrar of births and deaths.

At the district level, the Collector has been designated as the Additional Chief Registrar while the District Planning and Statistics Officer has been designated as the District Registrar. Below the district level, a number of officers have been designated as Registrar of Births and Deaths in the rural and urban areas of the state. In the rural areas, the Secretary/Worker of the Gram Panchayat has been designated as the Deputy Registrar from 1 January 2004. S/He has been empowered to register the births and deaths in the Gram Panchayat within thirty days of the occurrence of birth and death and to issue the birth/death certificate. The complete organizational set-up of the registration machinery in Madhya Pradesh shown in figure 1.

In addition to registration officials, the Government of Madhya Pradesh has also declared a number of government functionaries as notifiers and informants as per provision of the Registration of Births and Deaths Act. In the rural areas, the village Kotwar/Chowkidar has been declared the notifier of births and deaths in the village(s) under his jurisdiction. In the urban areas (Municipal Corporation, Municipality, Nagar Panchayat, etc.) the Ward Daroga has been declared as the authorized notifier of the events of birth and death in his or her area of jurisdiction.

Figure 1
The Registration Machinery in Madhya Pradesh

State Level	CHIEF REGISTRAR	Director, Economics and Statistics	
	DEPUTY CHIEF REGISTRAR	Deputy Director (Vital Statistics)	
	ASSISTANT CHIEF REGISTRAR	Assistant Director (Vital Statistics)	
District Level	ADDITIONAL CHIEF REGISTRAR	District Collector	
	DISTRICT REGISTRAR	District Planning & Statistics Officer	
Below District Level	REGISTRAR	Urban	Rural
		Health Officer, Nagar Nigam Chief Nagar Palika Adhikari, Nagar Palika Chief Executive Officer, Nagar Panchayat Chief Executive Officer, Cantonment Administrative Officer, BHEL, Bhopal	Chief Executive Officer Janpad Panchayat
	DEPUTY REGISTRAR		Secretary/Worker Gram Panchayat

There are a total of 1210 registration units in existence throughout the state (Government of Madhya Pradesh, 2005). Out of these 862 are rural registration units and 348 are the urban registration units. According to the 2001 population census, the population of Madhya Pradesh was 60.348 million at 0.00 hours of 1 March 2001 out of which 44.381 million people were residing in the rural areas and 15.967 million people were residing in the urban areas as defined in the population census (Government of India, 2003). This means that, on average, there is one registration unit for every 50 thousand population in Madhya Pradesh. In the rural areas of the state, one registration unit is serving approximately 51 thousand population whereas in the urban areas, one registration unit serves, on average, 46 thousand population. Taking into consideration that fact that the population density in Madhya Pradesh was 196 persons per square kilometre at the 2001 population census, this implies that a person has to travel on average a radial distance of 9-10 kilometres to get the birth registered in a registration unit. It is also obvious that the proportion of the population served by one registration unit in the rural areas of the state is substantially higher than the above state average because of the very low population density. This means that a person in the rural areas of the state has to travel even a longer distance than the state to get the birth registered at the registration unit.

The available evidence suggests that the completeness of birth registration in Madhya Pradesh is far from satisfactory. An idea about the completeness of birth registration in Madhya Pradesh can be made by comparing the birth rate obtained from the civil registration system with the birth rate obtained from the sample registration system as the estimates of the birth rate available from the sample registration system are consistent and accurate. Results of the comparison are given in table 2 for the years 2001 through 2003. For the state as a whole, the completeness of birth registration is estimated to be only about 41 per cent in the year 2003 meaning that almost 60 per cent of the births in the state could not be covered by the registration machinery. The completeness of the birth registration may even be lower as the estimates of birth rate available from the sample registration system are also associated with an error of underestimation, although the error is small.

Table 2: Completeness of registration of births under the civil registration system in Madhya Pradesh.

Particulars	2001	2002	2003
Estimated population			
Total	60348023	61675631	63032919
Rural	44380878	45282723	46202893
Urban	15967145	16392901	16830026
Total number of births registered			
Total	715854	732356	789985
Rural	371024	380445	402851
Urban	344830	351911	387134
Birth rate from civil registration system			
Total	11.86	11.87	12.53
Rural	8.36	8.40	8.72
Urban	21.60	21.47	23.00
Birth rate from Sample Registration System			
Total	31.0	30.4	30.2
Rural	32.9	32.3	32.1
Urban	23.1	22.7	22.5
Completeness of civil registration			
Total	38.26	39.06	41.50
Rural	25.41	26.01	27.16
Urban	93.49	94.57	102.23

Source: Government of India (2005)
Government of Madhya Pradesh (2005)
Ranjan (2004)

Table 2 also suggests that primary problem with the registration system in the state lies in the rural areas where completeness was just around 27 per cent in the year 2003. In the urban areas of the state, in fact, registration of births has been estimated to be more than 100 per cent for the year 2003. In the years 2001 and 2002 also, the registration of births in the urban areas has been found to be almost complete.

The completeness of the birth registration, however, varies widely across the districts of the state. District level estimates of rural birth rate are available through the Madhya Pradesh Family Welfare Programme Evaluation Survey 2003 (Government of Madhya Pradesh, 2004). Here, the rural areas are the one those have been defined during the 2001 population census. On the basis of these estimates, it is possible to estimate the completeness of the registration of births under the civil registration system in the rural areas of the district. Estimation of the completeness of the registration of births in the urban areas, however, is not possible as the estimates of urban birth rate in the districts of Madhya Pradesh date back to the year 1991 only and there has been some significant changes in the boundaries of the districts after 1991.

The results of the exercise are presented in table 3 and figure 1. In 17 districts of the state the registration of births in the rural areas under the civil registration system has been estimated to be less than 20 per cent with the lowest level of registration of births estimated in district Barwani. In the rural areas of the district Barwani, only about 3.72 per cent of the estimated number of births have been estimated to have been registered under the civil registration system. On the other hand, in Sheopur, Rewa, Umaria and Jhabua districts also, less than 10 per cent of the estimated births in the rural areas have been estimated to be registered under the civil registration system. By contrast, in Mandla, Chhindwara and Balaghat districts of the state, more than 80 per cent of the estimated number of births in the rural areas have been estimated to be registered under the civil registration system. In Harda, Katni, Jabalpur, Narsimhapur, Dindori and Seoni districts, the completeness of birth registration under the civil registration system is estimated to vary between 60 to 80 per cent.

Figure 1
Completeness of Birth Registration in Madhya Pradesh (Rural)
2003

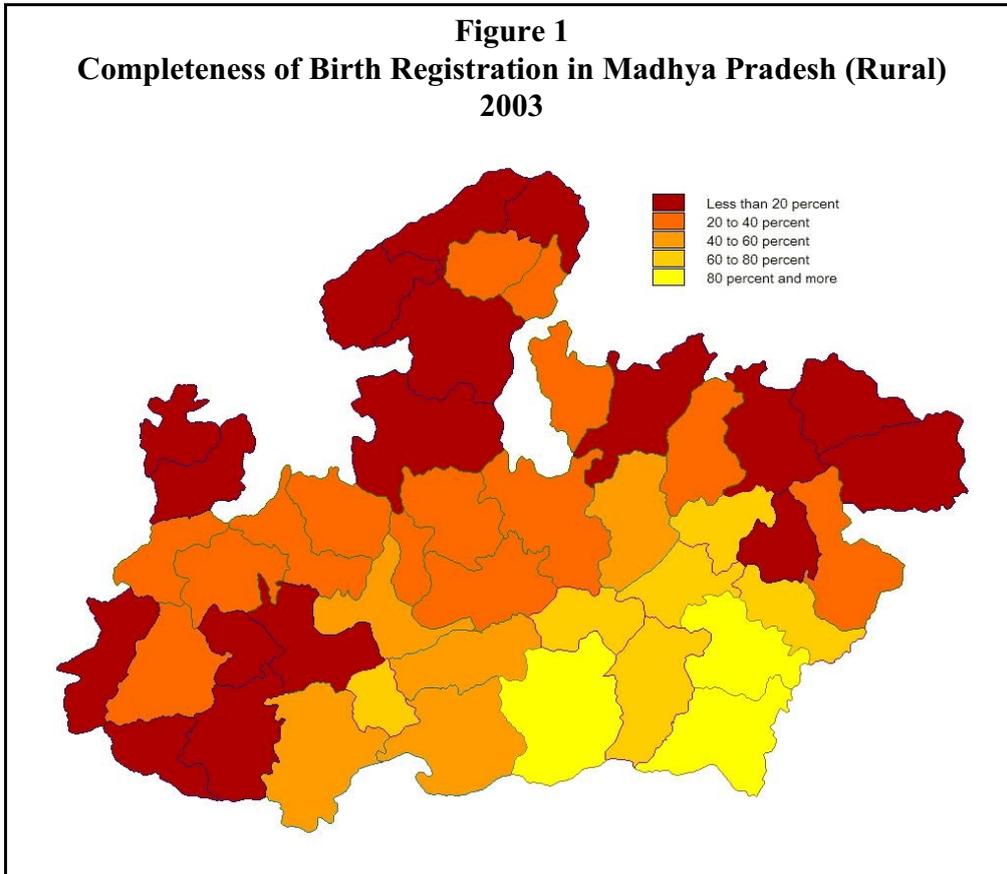


Figure 1 also shows an interesting north-south divide in the completeness of birth registration in the rural areas in the state. In general the completeness of birth registration is poor to very poor in almost all districts north of the river Narmada whereas the completeness is good to very good in almost all districts in the south of river Narmada. In district Mandla of the state, the completeness of the birth registration in the rural areas has been estimated to be more than 86 per cent which is highest in the state and which implies that the registration of births in the rural areas of this district appears to be almost complete. The situation is in quite contrast to district Barwani where registration of births in the rural areas appears to be almost non-existent. Since the registration machinery is same in all the districts of the state, the aforesaid variations in the completeness of the registration of births in the rural areas appear to be largely due to the variations in the administrative capacity and organizational efficiency of the registration machinery at the district level.

Table 3: Estimates of the completeness of birth registration in rural areas of the districts of Madhya Pradesh, 2003.

District	Estimated birth rate in the rural areas	Rural birth rate from the civil registration system	Completeness of registration of births in the rural areas (per cent)
Sheopur	34.07	2.44	7.16
Morena	29.01	4.15	14.31
Bhind	28.22	4.3	15.24
Gwalior	30.52	7.09	23.23
Datia	22.54	6.58	29.19
Shivpuri	29.23	5.43	18.58
Guna	24.39	2.68	10.99
Tikamgarh	29.02	7.92	27.29
Chhatarpur	31.95	4.86	15.21
Panna	30.22	6.49	21.48
Sagar	37.18	13.48	36.26
Damoh	27.83	16.3	58.57
Satna	31.31	5.32	16.99
Rewa	32.51	2.62	8.06
Umaria	27.57	2.72	9.87
Shahdol	23.57	5.25	22.27
Sidhi	40.6	3.38	8.33
Neemuch	27.36	2.57	9.39
Mandsaur	26.89	4.55	16.92
Ratlam	27.05	6.83	25.25
Ujjain	30.7	6.92	22.54
Shajapur	28.64	6.3	22.00
Dewas	21.67	3.57	16.47
Jhabua	34.09	2.26	6.63
Dhar	28.19	10.21	36.22
Indore	30.66	2.69	8.77
W Nimar	23.65	4.55	19.24
Barwani	28.48	1.06	3.72
E Nimar	23.24	12.5	53.79
Rajgarh	23.78	7.51	31.58

District	Estimated birth rate in the rural areas	Rural birth rate from the civil registration system	Completeness of registration of births in the rural areas (per cent)
Vidisha	30.47	7.77	25.50
Bhopal	30.33	6.91	22.78
Sehore	29.17	11.86	40.66
Raisen	27.77	10.45	37.63
Betul	26.85	15.73	58.58
Harda	23.54	14.82	62.96
Hoshangabad	28.45	12.3	43.23
Katni	23.49	18.24	77.65
Jabalpur	25.19	15.42	61.21
Narsimhapur	22.59	14.93	66.09
Dindori	21.04	16.59	78.85
Mandla	20.22	17.4	86.05
Chhindwara	22.12	18.25	82.50
Seoni	30.39	19.69	64.79
Balaghat	22.65	18.96	83.71

Source: Government of Madhya Pradesh (2004)
Government of Madhya Pradesh (2005)

The above findings, however, need to be interpreted with cautions because of some conceptual and methodological problems associated with estimating the completeness of the registration of births, especially at the local level. The main concern is related to the manner in which births are registered under the civil registration system and the manner in which births are counted in a survey or in the sample registration system. In the civil registration system, according to the provisions of the Registration of Births and Deaths Act, 1969, the births are recorded according to the place of occurrence whereas in the sample registration system and in any survey, births are recorded according to the place of usual residence of the mother. For example, if a woman living in a village in the rural area attends a hospital or a nursing home in an urban area for the delivery, then under the civil registration system, the birth in question will be registered as a birth in the urban area despite the fact that the usual residence of the woman under reference is rural. On the other hand, in case of the sample registration system as well as in case of any household level survey, the birth in question will be recorded as a birth in the rural area or the place of usual residence of the woman. It is well known that

nearly all the hospitals and nursing homes are located in the urban areas and not in the rural areas. This means that majority of the institutional deliveries take place in the urban areas which implies that majority of the births in the institutions get classified as the urban births under the civil registration system. Thus by design, the civil registration system overestimates the number of births in the urban areas and underestimates the number of births in the rural areas. If the estimates of the total number of births in rural and urban areas from the civil registration system are compared with the estimates of the total number of births available from the sample registration system or from the household survey, then it is obvious that the civil registration system overestimates the completeness of birth registration in the urban areas and, at the same time, underestimates the completeness of birth registration in the rural areas. It is also clear that larger is the proportion of institutional deliveries out of the total deliveries, the higher will be the number of births registered in the urban areas as most of the health care delivery institutions are located in the urban areas and the lesser will be the number of births registered in the rural areas. Because of this reason, the results of the estimation exercise need to be interpreted with caution. There is unfortunately no way to correct this problem at the estimation stage.

Some of the variations in the completeness of birth registration across the districts may also be due to this methodological problem. It is well known that the distribution of health care delivery institutions and facilities across the districts of Madhya Pradesh is not uniform. There are some districts which are highly urbanized with a very heavy concentration of health care facilities. At the same time, there are other districts where the degree of urbanization is very low and hence very limited health care facilities. Given this situation, women from the poorly developed, lowly urbanized districts often move to the neighbouring highly urbanized districts to avail of better health care delivery institutions and facilities available in these districts. Obviously, in such a situation, the civil registration system overestimates the number of births in the better developed, highly urbanized districts, at the cost of poorly developed, lowly urbanized districts.

3

Birth Registration in Guna and Shivpuri

Guna and Shivpuri districts of Madhya Pradesh are located in the north-western region of the state. They are the part of the Gwalior administrative division. According to the 2001 population census, the population of district Guna was 1.667 million while that of district Shivpuri was 1.442 million. In district Guna, almost four-fifth of the population lives in the rural areas according to the 2001 population. In district Shivpuri, this proportion was more than 82 per cent at the time of 2001 population census.

The registration system in the two districts appears to be in a very poor shape. According to the information given in table 3, and on the basis of the total number of births registered in the two districts, the completeness of the birth registration in the rural areas of the district is just 10.99 per cent whereas the completeness of birth registration in the rural areas of district Shivpuri is about 18.58 per cent. These estimates suggest that there is gross under registration of births in the rural areas under the civil registration system in the two districts. However, as already discussed, the methodology of estimating the completeness of the registration of births is fraught with problems because under the civil registration system, a birth is registered according to the place of occurrence where as in the sample registration system as well as in any field survey, a birth is recorded according the usual residence of the mother. This means that the only way to make a correct assessment of the prevailing situation of the registration of births is to carry out a household level enquiry in both rural and urban areas.

This chapter presents the key findings of the household level enquiry to assess the extent of registration of birth in district Guna and district Shivpuri of Madhya Pradesh. A household survey carried out in selected villages and urban municipal

wards of the two districts for collecting information necessary for the assessment of the prevailing situation. The survey also collected information related to the knowledge of the community about the Registration of Births and Deaths Act.

The salient features of the household survey carried out in the two districts are summarized below:

- The household survey was spread over 52 villages and 29 municipal wards in the two districts. In district Guna 31 villages and 18 municipal wards were visited during the survey whereas in district Shivpuri 21 villages and 11 municipal wards were visited. The list of villages and municipal wards visited for the household survey is given in the appendix.
- For the selection of villages and municipal wards to be included in the household survey, the population of the two districts was first stratified into rural and urban strata according to the classification of the 2001 population census. Circular systematic sampling procedure was used for the selection of villages and municipal wards for the household survey. The sampling frame for the selection of the sample for the survey was constituted by the village list and the list of urban municipal was used in the 2001 population census.
- Within the selected villages and municipal wards, a total of 14352 households were selected for the survey. In district Guna 8910 households were selected while in district Shivpuri 5442 households were covered during the survey. Out of the 8910 households covered in district Guna, 6438 were rural households and 2472 were urban households. Out of the 5442 households covered in district Shivpuri, 3194 were rural households and 2448 were urban households. Within each selected village and municipal ward, all households were selected for the survey.
- The head of every selected household was interviewed by a field investigator appointed for the purpose on the basis of a pre-tested survey questionnaire. The questionnaire used in the household survey is appended to this report. The field investigator was given comprehensive training on specific issues related to the survey.
- Information about the basic characteristics of the respondents covered during the survey are summarized in table 4. Majority of the respondents in both the districts were males, although, there was a small proportion of

female headed households also in both the districts. This is expected as the society in the two districts is very heavily male dominated society.

- Nearly all the respondents were married. Less than 10 per cent of the respondents surveyed were either unmarried or widow or divorced or separated. In case of female respondents, the proportion of widow/divorced/separated respondents was very high. In district Guna almost ninety per cent of the female respondents were either widow or divorced or separated. In districts Shivpuri, this proportion was almost 67 per cent.
- Nearly 60 per cent of the respondents were illiterate. In females, this proportion was more than 77 per cent. The proportion of illiterate respondents was higher in district Guna than in district Shivpuri. Around one fifth of the respondents were having education up to primary level only.
- Primary occupation of the respondents was agriculture. Besides agriculture, labour - agriculture or other - was the second most common occupation of the respondents surveyed.
- Nearly all the respondents were Hindus. Respondents of other religions constituted less than 5 per cent of the total respondents. In district Shivpuri, this proportion is slightly higher as compared to district Guna.
- Among the Hindu respondents, more than half were backward castes. Scheduled castes and Scheduled tribes respondents constituted more than one third of the total respondents. The proportion of Scheduled Tribes respondents was higher than those in district Guna.

Table 4: Characteristics of the respondents surveyed.

		Total			Guna			Shivpuri		
		Total	Male	Female	Total	Male	Female	Total	Male	Female
1	Distribution of respondents by age									
	<30	19.09	19.02	22.54	7.52	7.52	6.98	38.17	38.51	29.29
	30-40	23.89	23.79	28.87	19.67	19.59	27.91	30.86	30.92	29.29
	40-50	21.34	21.35	21.13	23.41	23.32	32.56	17.94	18.00	16.16
	50-60	21.10	21.19	16.90	29.08	29.14	23.26	7.95	7.71	14.14
	60+	14.57	14.66	10.56	20.32	20.43	9.30	5.09	4.86	11.11
	<i>N</i>	<i>14352</i>	<i>14066</i>	<i>296</i>	<i>8910</i>	<i>8824</i>	<i>86</i>	<i>5442</i>	<i>5242</i>	<i>200</i>
2	Distribution of respondents by marital status									
	Unmarried	3.49	3.52	2.13	2.64	2.66	0.00	4.90	4.97	3.03
	Married	92.19	93.56	24.11	93.38	94.16	11.90	90.24	92.56	29.29
	Others	4.32	2.92	73.76	3.99	3.18	88.10	4.86	2.47	67.68
	<i>N</i>	<i>14352</i>	<i>14066</i>	<i>296</i>	<i>8910</i>	<i>8824</i>	<i>86</i>	<i>5442</i>	<i>5242</i>	<i>200</i>

	Total	Total		Total	Guna		Total	Shivpuri		
		Male	Female		Male	Female		Male	Female	
3	Distribution of respondents by the level of education									
	Illiterate	59.50	59.14	77.46	68.07	67.95	80.95	45.43	44.26	76.00
	Read and write	4.33	4.40	0.70	4.82	4.87	0.00	3.51	3.61	1.00
	Primary	19.52	19.79	6.34	21.74	21.91	4.76	15.87	16.21	7.00
	Middle	7.00	6.96	9.15	2.41	2.37	7.14	14.54	14.71	10.00
	Higher Secondary	4.66	4.73	1.41	1.60	1.62	0.00	9.69	9.99	2.00
	Graduate	3.50	3.50	3.52	1.17	1.11	7.14	7.33	7.53	2.00
	Post graduate	1.48	1.49	1.41	0.18	0.18	0.00	3.63	3.69	2.00
	<i>N</i>	<i>14352</i>	<i>14066</i>	<i>296</i>	<i>8910</i>	<i>8824</i>	<i>86</i>	<i>5442</i>	<i>5242</i>	<i>200</i>
4	Occupational status of the respondents surveyed									
	Not working	3.05	2.83	14.08	2.09	2.07	4.76	4.62	4.11	18.00
	Agriculture	54.83	55.23	35.21	64.57	64.73	47.62	38.83	39.17	30.00
	Agriculture labour	16.71	16.89	7.75	23.19	23.30	11.90	6.07	6.07	6.00
	Other labour	17.20	16.92	30.99	6.35	6.25	16.67	35.02	34.95	37.00
	Service	4.59	4.50	9.15	2.30	2.16	16.67	8.36	8.45	6.00
	Business	3.62	3.64	2.82	1.51	1.50	2.38	7.10	7.26	3.00
	<i>N</i>	<i>14352</i>	<i>14066</i>	<i>296</i>	<i>8910</i>	<i>8824</i>	<i>86</i>	<i>5442</i>	<i>5242</i>	<i>200</i>
5	Religion of the respondents surveyed									
	Hindu	96.00	96.04	94.33	98.13	98.13	97.62	92.5	92.49	92.93

	Total	Total		Total	Guna		Total	Shivpuri	
		Male	Female		Male	Female		Male	Female
Muslim	2.93	2.90	4.26	1.20	1.18	2.38	5.79	5.82	5.05
Others	1.07	1.06	1.42	0.68	0.68	0.00	1.71	1.69	2.02
<i>N</i>	<i>14352</i>	<i>14066</i>	<i>296</i>	<i>8910</i>	<i>8824</i>	<i>86</i>	<i>5442</i>	<i>5242</i>	<i>200</i>
5.1	Caste of the Hindu respondents surveyed								
Upper castes	14.39	14.45	11.54	11.56	11.58	10.26	19.34	19.62	12.09
Backward classes	51.21	51.32	45.38	53.05	52.93	66.67	47.99	48.43	36.26
Scheduled castes	27.22	27.30	23.08	34.00	34.12	20.51	15.35	15.01	24.18
Scheduled tribes	7.18	6.93	20.00	1.38	1.37	2.56	17.32	16.94	27.47
<i>N</i>	<i>13778</i>	<i>13509</i>	<i>279</i>	<i>8743</i>	<i>8659</i>	<i>84</i>	<i>5034</i>	<i>4848</i>	<i>186</i>

- During the survey, information was also collected about household level source of communication and information gathering. More than 60 per cent of the respondents reported availability of television in the house. This proportion was higher in urban than in rural areas and it is expected. Moreover, more than one fourth of the respondent reported availability of radio/transistor while almost 24 per cent of the respondents reported availability of the newspaper. In the rural areas of the two districts, the availability of newspapers in the households surveyed was very low.
- The respondents were also asked during the survey whether females, married as well as unmarried, of their family went to participate in religious and social activities outside the house. Gathering in religious and social activities is usually a place of interaction and information exchange. It has been found that females, in particular, gather lot of knowledge and information by participating in such activities. About one in every five of the respondents surveyed reported that females of their family participated in the religious activities. This proportion was smaller in rural areas than in the urban areas.
- The respondents surveyed were also enquired about whether children of their families regularly went to school. About 27 per cent of the respondents reported that children of their family did not go to school. This proportion of households where children were not going to school was higher in district Shivpuri as compared to district Guna. This proportion included those households also where there was no child of school going age. On the other hand, approximately 68 per cent of the respondents surveyed reported that all children of their family - male as well as female - regularly went to school. There was only a very small proportion of the households surveyed where the girls were not going to school. In district Guna, this proportion was just around 1 per cent whereas in district Shivpuri, less than 4 per cent of the respondents surveyed reported that only boys of their family went to school. Similarly, a very small proportion of the respondents surveyed reported that only the young girls - not grown up girls - went to school along with the boys of the family.

Table 5: Information sources in the households surveyed.

Particulars	Total			Guna		
	Total	Rural	Urban	Total	Rural	Urban
1 Television in the household	61.71	57.77	69.71	78.66	78.70	78.56

		<i>N</i>	<i>14352</i>	<i>9632</i>	<i>4720</i>	<i>8910</i>	<i>6438</i>	<i>2472</i>	<i>5442</i>	<i>3194</i>	<i>2248</i>
2	Radio/Transistor in the household		27.02	23.94	33.25	32.07	28.21	41.96	18.78	15.37	23.61
		<i>N</i>	<i>14352</i>	<i>9632</i>	<i>4720</i>	<i>8910</i>	<i>6438</i>	<i>2472</i>	<i>5442</i>	<i>3194</i>	<i>2248</i>
3	Newspaper in the household		23.75	5.98	48.64	9.55	4.28	25.71	52.72	17.07	63.67
		<i>N</i>	<i>14352</i>	<i>9632</i>	<i>4720</i>	<i>8910</i>	<i>6438</i>	<i>2472</i>	<i>5442</i>	<i>3194</i>	<i>2248</i>
4	Females participate in religious activities		18.99	12.68	31.87	9.18	8.19	11.78	35.07	21.76	53.92
		<i>N</i>	<i>14352</i>	<i>9632</i>	<i>4720</i>	<i>8910</i>	<i>6438</i>	<i>2472</i>	<i>5442</i>	<i>3194</i>	<i>2248</i>
5	Children go to school										
	All children go to school		67.59	67.49	67.80	74.65	77.07	68.34	55.85	47.68	67.20
	Only boys & young girls go to school		3.64	3.97	2.98	1.76	1.62	2.11	6.77	8.82	3.93
	Only boys go to school		2.09	2.18	1.91	1.15	0.75	2.19	3.67	5.15	1.61
	Children do not go to school		26.68	26.36	27.31	22.44	20.56	27.35	33.71	38.35	27.26
		<i>N</i>	<i>14352</i>	<i>9632</i>	<i>4720</i>	<i>8910</i>	<i>6438</i>	<i>2472</i>	<i>5442</i>	<i>3194</i>	<i>2248</i>

- In the 14352 households covered during the survey, a total of 8066 live births during the five years prior to the survey were reported. Nearly 53 per cent of the reported live births were males which gives a sex ratio of 111 male live births for every 100 female live births. The sex ratio was lower in rural areas of the two districts (108 males for every 100 females) as compared to the urban areas (117 males for every 100 females). There was only a marginal difference in the sex ratio at birth between the two districts.
- More than 70 per cent of the reported births were reported to be delivered at home. This proportion was more than 78 per cent in the rural areas but only around 45 per cent in the urban areas of the two districts. In district Shivpuri, more than 80 per cent of the reported deliveries in the rural areas were home deliveries whereas in district Guna, this proportion was around 77 per cent.
- Around one fourth of the total reported deliveries were in the government hospitals of the two districts. In the rural areas, this proportion was less than 20 per cent whereas in the urban areas, it was almost 50 per cent. Deliveries in the non-government hospitals constituted an insignificant proportion in the households surveyed in the two districts. This is expected as maternity care services and facilities in the non-government sector in the two districts are almost non-existent. There are a few nursing homes in the private sector in the two districts but virtually all of them are concentrated in the district headquarters towns of Guna and Shivpuri. The rural population of the two districts is almost entirely dependent upon the public health care delivery system including maternity and obstetric care services and facilities.
- Nearly 60 per cent of the deliveries reported were conducted by the family members and this proportion was almost 70 per cent in the rural areas of the two district. By contrast, in the urban areas, just around 30 per cent of the deliveries were conducted by family members. Doctor and Nurse conducted around one fourth of the total deliveries reported during the survey and this proportion was substantially higher in the urban areas.

Table 6: Information related to births in the families surveyed during five years preceding the survey.

Particulars	Total			Guna			Shivpuri			
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	
1	Sex the child									
	Male	52.64	51.99	53.86	52.72	51.75	54.20	52.61	52.08	53.69
	Female	47.36	48.01	46.14	47.28	48.25	45.80	47.39	47.92	46.31
	<i>N</i>	8066	6019	2047	4846	3858	988	3230	2161	1059
2	Place of delivery									
	Home	70.03	78.27	45.75	71.48	76.98	50.00	67.84	80.55	41.78
	Government hospital	26.50	19.14	48.19	25.09	20.01	44.94	28.62	17.60	51.23
	Private hospital	2.85	1.96	5.47	2.43	2.02	4.05	3.47	1.84	6.81
	Others	0.62	0.63	0.59	0.99	0.98	1.01	0.06	0.00	0.19
	<i>N</i>	8066	6019	2047	4846	3858	988	3230	2161	1059
3	Delivery conducted by									
	Family members	59.22	69.07	30.21	62.48	69.00	37.04	54.31	69.19	23.82
	Untrained Dai	8.50	8.96	7.14	7.80	9.02	3.04	9.55	8.86	10.96
	Trained Dai	6.84	2.92	18.38	9.12	3.01	33.00	3.41	2.77	4.73
	Nurse	13.43	11.95	17.79	13.00	11.98	17.00	14.07	11.90	18.53
	Doctor	11.37	6.47	25.81	6.60	6.01	8.91	18.54	7.29	41.59
	Others	0.64	0.63	0.68	0.99	0.98	1.01	0.12	0.00	0.38
	<i>N</i>	8066	6019	2047	4846	3858	988	3230	2161	1059

Particulars	Total			Guna			Shivpuri			
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	
4	Age of the mother									
	<15	0.53	0.54	0.51	1.52	1.76	1.16	0.12	0.09	0.19
	15-19	14.11	15.14	12.18	21.46	20.85	22.39	11.11	13.03	7.18
	20-24	46.91	45.95	48.73	59.97	62.31	56.37	41.59	39.93	44.99
	25-29	23.24	21.49	26.52	14.16	12.31	16.99	26.94	24.86	31.19
	30-34	9.61	10.07	8.76	1.83	1.51	2.32	12.79	13.22	11.91
	35-39	4.23	4.93	2.92	0.91	1.01	0.77	5.59	6.38	3.97
	40-44	1.23	1.69	0.38	0.15	0.25	0.00	1.68	2.22	0.57
	45-49	0.13	0.20	0.00	0.00	0.00	0.00	0.19	0.28	0.00
	<i>N</i>	<i>8066</i>	<i>6019</i>	<i>2047</i>	<i>4846</i>	<i>3858</i>	<i>988</i>	<i>3230</i>	<i>2161</i>	<i>1059</i>
5	Education of the mother									
	Illiterate	78.41	85.11	65.63	78.22	71.32	89.26	78.48	90.06	54.75
	Primary	8.87	6.90	12.63	3.66	4.13	2.89	10.92	7.89	17.11
	Middle	9.18	7.31	12.76	16.53	24.03	4.55	6.30	1.30	16.54
	Higher secondary	2.15	0.55	5.21	1.27	0.52	2.48	2.50	0.56	6.46
	College	1.39	0.14	3.78	0.32	0.00	0.83	1.81	0.19	5.13
	<i>N</i>	<i>8066</i>	<i>6019</i>	<i>2047</i>	<i>4846</i>	<i>3858</i>	<i>988</i>	<i>3230</i>	<i>2161</i>	<i>1059</i>

Particulars	Total			Guna			Shivpuri			
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	
6	Age of the father									
	<20	2.47	2.30	2.80	6.40	5.54	7.72	0.87	1.11	0.38
	20-24	33.45	33.51	33.33	48.48	48.11	49.03	27.32	28.15	25.62
	25-29	34.56	34.33	34.99	33.84	36.02	30.50	34.85	33.70	37.19
	30-34	17.59	16.52	19.59	8.54	7.05	10.81	21.28	20.00	23.91
	35-39	7.87	8.26	7.12	1.52	1.51	1.54	10.45	10.74	9.87
	40-44	3.23	3.99	1.78	1.07	1.51	0.39	4.11	4.91	2.47
	45-49	0.71	0.95	0.25	0.15	0.25	0.00	0.93	1.20	0.38
	50-54	0.13	0.14	0.13	0.00	0.00	0.00	0.19	0.19	0.19
	<i>N</i>	<i>8066</i>	<i>6019</i>	<i>2047</i>	<i>4846</i>	<i>3858</i>	<i>988</i>	<i>3230</i>	<i>2161</i>	<i>1059</i>
7	Education of the father									
	Illiterate	54.39	60.79	42.15	56.94	52.17	64.61	53.38	63.90	31.82
	Primary	16.30	16.35	16.21	15.30	11.00	22.22	16.70	18.28	13.45
	Middle	17.64	17.50	17.90	22.87	32.74	7.00	15.58	12.00	22.92
	Higher secondary	6.73	4.14	11.67	1.89	2.30	1.23	8.63	4.80	16.48
	College	4.94	1.22	12.06	3.00	1.79	4.94	5.71	1.02	15.34
	<i>N</i>	<i>8066</i>	<i>6019</i>	<i>2047</i>	<i>4846</i>	<i>3858</i>	<i>988</i>	<i>3230</i>	<i>2161</i>	<i>1059</i>

- Just around 5 per cent of the respondents surveyed informed that the birth that they had reported during five years prior to the survey were registered under the civil registration system. This proportion was slightly more than 4 per cent in the rural areas and around 9 per cent in the urban areas. The registration of births, according to the respondents surveyed, was marginally better in district Guna as compared to district Shivpuri, although the extent of registration in both the districts remained abysmally small, in fact, insignificant.
- Nearly two third of the respondents surveyed who informed that the birth reported them was registered also informed that they themselves got the birth registered with the registration authorities. By contrast, only about one fourth of the births were registered by a person other than the head of the household. This included other members of the family, staff of the hospital or the nursing home in case the delivery was institutional or any other person. The proportion of births getting registered by the head of the household was comparatively more in the rural areas than in the urban areas. One reason is that in the urban areas, a substantial proportion of births occur in the institutions - hospital, nursing home, etc. - in which case, the hospital staff itself gets the birth registered. In the rural areas, most of the births occur at home and so the initiative of the head of the household is critical for getting the birth registered.
- One of the positive feature of the registration process in the two districts is that, although the number of births registered under the civil registration system were very small, yet all the births were got registered within 21 days of occurrence of the birth irrespective of whether the head of the household got the birth registered or somebody else got the birth registered.
- Another positive feature of the registration process was that less than one fifth of the respondents who reported that the birth was registered informed that the birth certificate was not given. This proportion was comparatively higher in the rural as compared to the urban areas and was very high in the rural areas of district Shivpuri where almost half of the respondent informed that the birth certificate was not given when the birth was registered. However, only about two third of the respondents informed emphatically that the birth certificate was given when the birth was registered while about one third of the respondents could not recall whether the birth certificate was given or not. One reason may be the fact that the head of the household might not be presented at the place where the birth occurred and

so might not be having knowledge about the provision of the birth certificate.

- Another positive feature of the registration process revealed through the household survey was that nearly 85 per cent of the respondents who reported that the birth certificate was given when the birth was registered were able to produce the birth certificate when specifically asked by the survey personnel. This proportion was more than 90 per cent in district Guna but only about 67 per cent in district Shivpuri. However, availability of birth certificate was comparatively better in rural as compared to urban areas in district Guna but in district Shivpuri, the availability of birth certificate was much better in the urban areas.
- In addition to the registration of births that occurred during the five years prior to the survey, all the respondents were also asked about their knowledge of the Registration of Births and Deaths Act, 1969. The survey revealed that the knowledge the community at large about the Registration of Births and Deaths Act was extremely poor in the households surveyed. In the two districts, less than five per cent of the respondents reported that they were having the knowledge of the Registration of Births and Deaths Act and this proportion was less than 2 per cent in the rural heads of the household surveyed. In comparison to the rural heads of the household, the urban heads of household were having relatively better knowledge of the Act, although the proportion was less than 10 per cent. Obviously, lot of efforts and significant new initiatives need to be undertaken at the level of the government as well as at the level of the community to popularize the Registration of Births and Deaths Act and to demonstrate the utility and benefits of birth registration among the masses in order to achieve the goal of universal birth registration in the state.

Table 7: Extent of registration of births reported by the respondents surveyed.

Particulars	Total			Guna			Shivpuri		
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban
1. Birth registered									
Do not know	23.84	22.70	27.20	14.78	11.51	27.53	37.50	42.69	26.89
No	70.73	72.95	64.19	78.66	82.89	62.15	58.77	55.19	66.10
Yes	5.43	4.35	8.61	6.56	5.60	10.32	3.73	2.13	7.01
<i>N</i>	<i>8066</i>	<i>6019</i>	<i>2047</i>	<i>4846</i>	<i>3858</i>	<i>988</i>	<i>3230</i>	<i>2161</i>	<i>1059</i>
2. Who got the birth registered									
Others	26.09	18.75	37.97	26.42	19.44	41.18	25.00	15.00	32.14
Self	73.91	81.25	62.03	73.58	80.56	58.82	75.00	85.00	67.86
<i>N</i>	<i>438</i>	<i>263</i>	<i>175</i>	<i>318</i>	<i>217</i>	<i>101</i>	<i>120</i>	<i>46</i>	<i>74</i>
3. When registered									
Within 21 days	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00
After 21 days	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
<i>N</i>	<i>438</i>	<i>263</i>	<i>175</i>	<i>318</i>	<i>217</i>	<i>101</i>	<i>120</i>	<i>46</i>	<i>74</i>

Particulars	Total			Guna			Shivpuri		
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban
4 Birth certificate given									
Do not recall	18.97	19.20	18.57	18.87	18.52	19.61	19.44	23.53	15.79
No	19.49	26.40	7.14	18.87	23.15	9.80	22.22	47.06	0.00
Yes	61.54	54.4	74.29	62.26	58.33	70.59	58.33	29.41	84.21
<i>N</i>	<i>438</i>	<i>263</i>	<i>175</i>	<i>318</i>	<i>217</i>	<i>101</i>	<i>120</i>	<i>46</i>	<i>74</i>
5 Birth certificate available									
Available	84.91	89.47	81.18	93.20	95.62	90.00	67.31	44.44	72.09
Not available	15.09	10.53	18.82	6.80	4.48	10.00	32.69	55.56	27.91
<i>N</i>	<i>274</i>	<i>141</i>	<i>133</i>	<i>198</i>	<i>127</i>	<i>71</i>	<i>76</i>	<i>14</i>	<i>62</i>

- Those very few respondents who were having the knowledge of the Registration of Births and Deaths Act were also asked about the basic context of the Act and the positive feature was that more than two third of these respondents were having the knowledge that the registration of birth was compulsory as per provisions of the Act. This proportion was comparatively better in district Guna as compared to district Shivpuri and in urban areas as compared to the rural areas, although, these difference make little sense since the number of respondents having the knowledge of the Act was very small. At the same time, the matter of concern is that more than 30 per cent of the respondents who were having the knowledge of the Registration of Births and Deaths Act could not tell any of the provisions of the Act at the time of the survey. Obviously, given the state of knowledge about the Act and the provisions in the Act, the goal of universal birth registration in districts Guna and Shivpuri remains a distant dream.
- In order to further explore the knowledge and awareness at the level of the community about the Registration of Births and Deaths Act in general and the registration of births in particular. key persons at the village level were also approached in each village and municipal ward covered in the survey. The awareness of these key persons of the community in terms of the Registration of Births and Deaths Act and their knowledge about the registration of births was collected on the basis of a questionnaire which was developed and pre-tested for the purpose. The questionnaire is appended to this report. The village level key persons were also asked whether they had contributed to the process of birth registration by way of informing the occurrence of the birth to registration authorities.
- The total number of key informants covered during the survey was 715 - 448 in district Guna and 267 in district Shivpuri. These included members of the Gram Panchayat, Sarpanch and other representatives of the Panchayat Raj Institutions in the rural areas, members of chairmen of the urban local bodies as well as representatives of the non-government organizations. The age and sex distribution of the key informants surveyed is given in table 9.

Table 8 Knowledge about birth registration.

Particulars	Total			Guna			Shivpuri		
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban
1 Knowledge about Registration of Births and Deaths Act									
Do not know	74.48	77.75	67.83	92.09	93.89	87.40	45.78	45.27	46.50
No knowledge	21.15	20.27	22.93	5.95	4.45	9.84	45.93	52.10	37.20
Know about the Act	4.37	1.98	9.24	1.96	1.65	2.76	8.3	2.63	16.3
<i>N</i>	14352	9632	4720	8910	6438	2472	5442	3194	2248
2 Provisions about birth registration in the Act									
Do not know	30.03	35.79	27.52	20.69	24.53	14.71	33.63	50.00	29.89
Registration of birth is compulsory	66.77	63.16	68.35	78.16	73.58	85.29	62.39	50.00	65.22
Registration of birth is not compulsory	3.19	1.05	4.13	1.15	1.89	0.00	3.98	0.00	4.89
<i>N</i>	624	190	434	174	106	68	450	84	366

Table 9: The age and sex distribution of the key informants surveyed.

Age (years)	Total			Rural			Urban		
	Total	Female	Male	Total	Female	Male	Total	Female	Male
	Total								
Below 25	6.16	6.19	6.15	6.02	7.32	5.22	6.38	3.23	7.27
25-35	36.41	54.87	27.87	37.96	56.10	26.87	34.04	51.61	29.09
35-45	41.74	30.97	46.72	41.67	32.93	47.01	41.84	25.81	46.36
45-55	11.76	5.31	14.75	12.04	3.66	17.16	11.35	9.68	11.82
55 and above	3.92	2.65	4.51	2.31	0.00	3.73	6.38	9.68	5.45
<i>N</i>	<i>715</i>	<i>226</i>	<i>449</i>	<i>432</i>	<i>164</i>	<i>279</i>	<i>282</i>	<i>62</i>	<i>220</i>
Below 25	4.46	2.41	5.67	3.66	3.08	4.04	6.67	0.00	9.52
25-35	40.18	65.06	25.53	37.80	61.54	22.22	46.67	77.78	33.33
35-45	45.09	30.12	53.90	45.73	32.31	54.55	43.33	22.22	52.38
45-55	9.82	2.41	14.18	12.20	3.08	18.18	3.33	0.00	4.76
55 and above	0.45	0.00	0.71	0.61	0.00	1.01	0.00	0.00	0.00
<i>N</i>	<i>448</i>	<i>146</i>	<i>282</i>	<i>332</i>	<i>130</i>	<i>198</i>	<i>120</i>	<i>36</i>	<i>84</i>

Age (years)	Total			Rural			Urban		
	Total	Female	Male	Total	Female	Male	Total	Female	Male
	Shivpuri								
Below 25	9.02	16.67	6.80	13.46	23.53	8.57	6.17	7.69	5.88
25-35	30.08	26.67	31.07	38.46	35.29	40.00	24.69	15.38	26.47
35-45	36.09	33.33	36.89	28.85	35.29	25.71	40.74	30.77	42.65
45-55	15.04	13.33	15.53	11.54	5.88	14.29	17.28	23.08	16.18
55 and above	9.77	10.00	9.71	7.69	0.00	11.43	11.11	23.08	8.82
<i>N</i>	<i>267</i>	<i>80</i>	<i>167</i>	<i>100</i>	<i>34</i>	<i>81</i>	<i>162</i>	<i>26</i>	<i>136</i>

- Among the key informants surveyed, 215 (30.07 per cent) were representatives of the people including elected members of the Gram, Janpad and Zila Panchayat and representatives of urban local bodies, 388 (54.27 per cent) were governments servants working at the local level; and 112 (15.66 per cent) were others including social workers and popular figure at the local level.
- Literacy level among the key informants was good. Only about 6 per cent of the key informants were illiterate whereas as more than 60 per cent of the key informants surveyed were having education at least up to High School/Higher Secondary.
- Nearly all the key informants surveyed were married. Respondents who were either unmarried or divorced/separated accounted for less than 10 per cent of the total key informants surveyed.
- The key informants were asked during the survey whether birth of children in their family was registered or not. About one third of the key informants reported that all births in their family were registered whereas a very small proportion reported that only male births were registered. This proportion was as high as 84 per cent in the rural areas.
- More than 40 per cent of the key informants surveyed reported that they had heard about the Registration of Births and Deaths Act and had some knowledge about the Act. On the other hand, about 13 per cent of the key informants reported that they had heard about the Act but had no knowledge about the provisions of the Act. Moreover, the proportion of the key informants who had no knowledge about the Act was significantly higher in the rural as compared to the urban areas in the two districts.
- Those key informants who reported that they were having some knowledge about the Registration of Births and Deaths Act were further asked about the provisions of the Act in three contexts - the role of the parents, the role of the family and the role of the key informant in the registration of births. Unfortunately, the knowledge of the key informants surveyed was extremely poor in all the three regards. They were having some knowledge, yet this knowledge was not specific and the key informants were having a number of misconceptions.

Table 9: Characteristics of key informants surveyed.

Particulars	Total			Guna			Shivpuri			
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	
1	Educational status									
	Illiterate	5.63	7.87	2.16	4.44	6.06	0.00	7.69	13.73	3.80
	Read and write	6.20	9.72	0.72	7.11	9.09	1.67	4.62	11.76	0.00
	Primary	8.73	11.11	5.04	11.11	12.73	6.67	4.62	5.88	3.80
	Middle	15.21	18.52	10.07	17.78	20.00	11.67	10.77	13.73	8.86
	High School/Higher Secondary	32.39	27.31	40.29	34.67	29.09	50.00	28.46	21.57	32.91
	Graduate	25.07	23.61	27.34	24.89	23.03	30.00	25.38	25.49	25.32
	Post Graduate	6.76	1.85	14.39	0.00	0.00	0.00	18.46	7.84	25.32
	<i>N</i>	<i>715</i>	<i>439</i>	<i>278</i>	<i>450</i>	<i>330</i>	<i>120</i>	<i>265</i>	<i>107</i>	<i>158</i>
2	Status of the Key Informant									
	Gram Panchayat Member	36.45	44.83	0.00	27.78	34.48	0.00	54.29	65.52	0.00
	Sarpanch	42.06	51.72	0.00	52.78	65.52	0.00	20.00	24.14	0.00
	Other Panchayat Representative	0.93	1.15	0.00	0.00	0.00	0.00	2.86	3.45	0.00
	Representatives of local self government	16.82	0.00	90.00	19.44	0.00	100.00	11.43	0.00	66.67
	Others	3.74	2.30	10.00	0.00	0.00	0.00	11.43	6.90	33.33
	<i>N</i>	<i>715</i>	<i>439</i>	<i>278</i>	<i>450</i>	<i>330</i>	<i>120</i>	<i>265</i>	<i>107</i>	<i>158</i>
3	Marital Status of Key Informant									
	Married	91.57	88.89	95.71	88.84	85.37	98.33	96.21	100.00	93.75
	Unmarried/Widow/Divorced/Separated	8.42	11.12	4.29	11.16	14.64	1.67	3.79	0.00	6.25
	<i>N</i>	<i>715</i>	<i>439</i>	<i>278</i>	<i>450</i>	<i>330</i>	<i>120</i>	<i>265</i>	<i>107</i>	<i>158</i>

- In general, the key informants surveyed in the two districts had the opinion that the registration of births was the responsibility of the government and the parents, the family, the community and the representatives of the community had very limited role in the registration process.
- The key informants who were having some knowledge of the Registration of Births and Deaths Act were also asked whether they knew the time of registration of the birth. Once again the knowledge was very poor as more than two third of the key informants reported that they were not having any knowledge about the time by which the birth is to be registered. In the rural areas of the two districts, this proportion was more than 80 per cent.
- Interestingly, more than 60 per cent of the key respondents who were having some knowledge about the Registration of Births and Deaths Act were of the view that registration of birth required a fee to be paid and this proportion was more than 80 per cent in the rural areas. In district Shivpuri, even in the urban areas, almost 42 per cent of the respondents were of the view that registration of birth required some fee to be paid.
- Another question that was asked from the key informants having knowledge of the Registration of Births and Deaths Act whether the Act had a provision for punishment if the birth remained unregistered. Once again, nearly 60 per cent of these key informants reported that the Act had provisions for punishment if the birth remained unregistered. This proportion was again very high in the rural areas of the two districts. It is clear from these observations even the very few key informants who were having some idea about the provisions of the Registration of Births and Deaths Act were having a lot of misconceptions about the provisions of the Act. These findings once again confirm the view that although the Registration of Births and Deaths Act is in existence since 1969, the community knowledge about the Act and the provisions there in remains awfully poor. This is probably and so obviously appears to be the reason behind extremely poor completeness of birth registration in the two districts.

Table 10 Registration of births in the families of key informants.

Particulars	Total			Guna			Shivpuri			
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	
1	Status of birth registration in the family									
	All births are registered	33.96	15.63	61.24	36.68	14.29	89.83	29.51	19.23	37.14
	Only male birth registered	1.25	0.52	2.33	1.51	0.71	3.39	0.82	0.00	1.43
	No birth registered	64.80	83.85	36.43	61.81	85.00	6.78	69.67	80.77	61.43
	<i>N</i>	<i>715</i>	<i>439</i>	<i>278</i>	<i>450</i>	<i>330</i>	<i>120</i>	<i>265</i>	<i>107</i>	<i>158</i>
2	Knowledge the Act									
	Have knowledge about the Act	42.02	20.18	76.26	36.44	15.15	95	51.52	35.85	62.03
	Do not have knowledge about the Act	13.45	11.47	16.55	3.56	3.03	5.00	30.30	37.74	25.32
	Do not know	44.54	68.35	7.19	60.00	81.82	0.00	18.18	26.42	12.66
	<i>N</i>	<i>715</i>	<i>439</i>	<i>278</i>	<i>450</i>	<i>330</i>	<i>120</i>	<i>265</i>	<i>107</i>	<i>158</i>
3	Role of the parents in birth registration									
	Have knowledge	79.41	85.00	77.08	91.55	81.82	95.92	66.15	88.89	57.45
	Do not have any knowledge	9.56	7.50	10.42	5.63	13.64	2.04	13.85	0.00	19.15
	Do not know	11.03	7.50	12.50	2.82	4.55	2.04	20.00	11.11	23.40
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>114</i>	<i>137</i>	<i>39</i>	<i>98</i>

Particulars	Total			Guna			Shivpuri			
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	
4	Role of family members in birth registration									
	Have knowledge	69.94	88.53	40.58	67.41	87.88	10.17	74.24	90.57	63.29
	Do not have any knowledge	24.72	9.17	49.28	32.14	11.52	89.83	12.12	1.89	18.99
	Do not know	5.34	2.29	10.14	0.45	0.61	0.00	13.64	7.55	17.72
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>114</i>	<i>137</i>	<i>39</i>	<i>98</i>
5	Role of the Key Informant									
	Have knowledge	72.83	89.50	46.38	69.51	88.48	15.52	78.36	92.59	68.75
	Do not have any knowledge	22.69	9.13	44.20	30.04	10.91	84.48	10.45	3.70	15.00
	Do not know	4.48	1.37	9.42	0.45	0.61	0.00	11.19	3.70	16.25
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>114</i>	<i>137</i>	<i>39</i>	<i>98</i>
6	Knowledge about the time of registration of birth									
	Do not know	67.23	83.03	42.45	68.30	87.88	13.56	65.41	67.92	63.75
	Immediately	24.65	11.47	45.32	28.57	11.52	76.27	18.05	11.32	22.50
	Within 1 month	5.60	5.50	5.76	1.34	0.61	3.39	12.78	20.75	7.50
	Any time	2.52	0.00	6.47	1.79	0.00	6.78	3.76	0.00	6.25
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>114</i>	<i>137</i>	<i>39</i>	<i>98</i>

Particulars	Total			Guna			Shivpuri			
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	
7	Registration requires payment of fee									
	Yes	60.61	82.03	27.66	65.63	86.59	8.33	52.24	67.92	41.98
	No	12.57	8.76	18.44	3.13	1.83	6.67	28.36	30.19	27.16
	Cannot say	26.82	9.22	53.90	31.25	11.59	85.00	19.40	1.89	30.86
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>114</i>	<i>137</i>	<i>39</i>	<i>98</i>
8	No fee is to be paid if the birth is registered within a given time									
	Yes	64.72	85.84	31.91	66.67	87.27	10.00	61.48	81.48	48.15
	No	25.56	11.42	47.52	31.11	10.91	86.67	16.30	12.96	18.52
	Do not know	9.72	2.74	20.57	2.22	1.82	3.33	22.22	5.56	33.33
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>114</i>	<i>137</i>	<i>39</i>	<i>98</i>
9	Provision of punishment if the birth remains unregistered									
	Yes	59.94	80.82	26.81	65.32	86.06	5.26	51.11	64.81	41.98
	No	29.41	14.16	53.62	32.43	11.52	92.98	24.44	22.22	25.93
	Do not know	10.64	5.02	19.57	2.25	2.42	1.75	24.44	12.96	32.10
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>114</i>	<i>137</i>	<i>39</i>	<i>98</i>
10	Informed about the occurrence of birth									
	Yes	2.93	4.69	0	1.39	1.88	0	5.6	13.21	0
	No	97.07	95.31	100.00	98.61	98.13	100.00	94.40	86.79	100.00
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>114</i>	<i>137</i>	<i>39</i>	<i>98</i>

Particulars	Total			Guna			Shivpuri			
	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	
11	Was the birth got registered									
	Yes	57.14	57.14	0.00	0.00	0.00	66.67	66.67	ERR	
	No	14.29	14.29	0.00	0.00	0.00	16.67	16.67	ERR	
	Do not know	28.57	28.57	0.00	100.00	100.00	16.67	16.67	ERR	
	<i>N</i>	<i>10</i>	<i>10</i>	<i>0</i>	<i>3</i>	<i>3</i>	<i>7</i>	<i>7</i>	<i>0</i>	
12	Is registration of birth necessary									
	Yes	20.87	12.74	33.83	5.53	4.38	46.88	38.46	52.63	
	No	11.30	11.32	11.28	5.99	5.63	20.31	28.85	14.47	
	Cannot say	67.83	75.94	54.89	88.48	90.00	32.81	32.69	32.89	
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>137</i>	<i>39</i>	<i>98</i>	
13	Received any training or orientation in birth registration									
	Yes	0.91	1.00	0.76	0.49	0.00	1.57	3.77	0.00	
	No	99.09	99.00	99.24	99.51	100.00	98.43	96.23	100.00	
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>137</i>	<i>39</i>	<i>98</i>	
14	Is there a need of training/orientation									
	Yes	75.00	78.57	50.00	76.92	75.00	66.67	100.00	0.00	
	No	6.25	0.00	50.00	0.00	0.00	33.33	0.00	100.00	
	Cannot say	18.75	21.43	0.00	23.08	25.00	0.00	0.00	0.00	
	<i>N</i>	<i>300</i>	<i>88</i>	<i>212</i>	<i>164</i>	<i>50</i>	<i>137</i>	<i>39</i>	<i>98</i>	

- All the key informants surveyed during this study were also asked whether they had informed to somebody about the occurrence of any birth in the recent past about which they had the knowledge for the purpose of the registration of the birth. Interestingly, only less than 3 per cent of the key informants surveyed reported that they had informed somebody about the occurrence of the birth about which they had the knowledge for the purpose of registration. This observation again shows that registration of births is perceived by the people at large as a government activity.
- The above observation is also supported by the fact that only about one fifth of the key informants surveyed were of the opinion that registration of the birth was necessary. In fact, more than two third of the key informants had no opinion about the necessity of birth registration.
- One reason for the extremely poor completeness of birth registration in the two districts appear to be extremely poor organizational efficiency and administrative capacity of the registration machinery. This observation is supported by the fact that less than 1 per cent of the key informants reported that they received some type of training or orientation about the registration of births and deaths under the Registration of Births and Deaths Act. Interestingly, three fourth of the key informants surveyed were of the opinion that such a training and orientation would contribute to substantial improvements in the completeness of birth registration.
- The findings of the survey of key informants in the two districts also suggest that there has been little attempt involve the people and their representatives in the registration process and to build up community awareness for the need of universal registration of births and deaths. The impression that has emerged from the survey of the key informants is that registration of births and deaths gets least priority within the government itself. It is an activity of the government in the name of the activity. The utility and the importance of the registration service is difficult to be demonstrated with the current state of affairs as far as the registration of births and deaths is concerned.

4

Conclusions and Recommendations

The present study has been directed towards a comprehensive analysis of the prevailing situation of birth registration in Madhya Pradesh with specific attention to Guna and Shivpuri districts where the Government of Madhya Pradesh, Department of Economics and Statistics is attempting to achieve the goal of universal registration of birth in collaboration with the United Nations Children's Fund. According to the United Nations Convention of the Rights of the Child, registration of birth is the first and fundamental right of every child and registration of birth has got a number of advantages.

In India, registration of births is compulsory under the Registration of Births and Deaths Act, 1969. However, in Madhya Pradesh, as of 2003, only about 40 per cent of the births are estimated to have been registered by the registration machinery. Moreover, there are very strong inter-district variations in the completeness of birth registration. The situation appears to be precarious in Madhya Pradesh north of the river Narmada. In Guna and Shivpuri districts, registration of births is estimated to be extremely poor.

The Government of Madhya Pradesh has reorganized the registration machinery in the year 2004. In an attempt to increase the number of registration units so that the community has easy access, the government has designated the secretary/worker of the Gram Panchayat as the Deputy Registrar. Similarly, the district Collector has been designated as the Additional Chief Registrar so as to give some impetus to registration efforts. The registration data for the year 2004 are however currently not available to assess the impact of this change in the organization of the registration system, especially at the local level.

The method of estimating the completeness of birth registration at the local level by comparing the births registered with the estimated number of births based on the prevailing levels of birth rate, however, has its own limitations as regards the estimation of the completeness of registration is concerned. Under the registration system, birth are registered according to the place of occurrence whereas the birthrate is estimated on the basis of the place of usual residence of the mother. Because of this fallacy, the registration system provides as over estimates of the births in the urban areas at the cost of the rural areas.

In Guna and Shivpuri districts, the registration of births appear to be in extremely poor shape. The registration machinery in the two districts appears to be docile with little incentive and commitment towards achieving universal birth registration.

The Registration of Births and Deaths Act, 1969 provides for two types of registration of births - the institutional registration and family registration. According to the Act, it is the responsibility of the head of the institution where the birth has occurred to get the birth registered with the registrar of births. In case of home delivery, on the other hand, it is the responsibility of the parents or other members of the family or other members of the community. It appears that both institutional registration and voluntary registration of births in the two districts is extremely poor. Even if we ignore the voluntary registration by the parents and other family members in case of home delivery, in case of the institutional deliveries, not all births are registered by the registration machinery. There is a scope of substantial improvement in the birth registration, if even the births occurring in the institutions - government hospitals, private nursing homes, etc. - are effectively captured by the registration machinery. However, there appear to be little effort in this direction in the two districts.

The inactiveness of the registration machinery in the two districts can also be judged from the fact that the knowledge of the Registration of Births and Deaths Act, 1969 and its different provisions has been found to be very poor.

It is clear that substantive efforts are needed to complete reinvigorate the registration machinery in the two districts if the goal of universal birth registration is to be achieved. Efforts are needed in both direction - improving the administrative capacity and organizational efficiency of the registration machinery so that the machinery is able to reach the unreached and building the community

awareness in the people about the importance and the utility of the registration of birth as the first and fundamental right of the child.

Some of the issues that need to be addressed to reinvigorate the civil registration system in the two districts are summarized below.

1. A large proportion of the population in the two districts is still unable to read and write. As such, a system of personal interview should be introduced in the registration process. This is possible with the recent amendments in the rules through which, the Secretary/Worker of every Gram Panchayat in the state has been designated as the Deputy Registrar for the registration of births and deaths. The Deputy Registrar can be assisted by the informants and notifiers as identified in the rules for personal interview. The feasibility of the personal interview approach lies in the fact that occurrence of a birth is a very well known social event.
2. There is a pressing need to ensure that all births occurring in institutions - hospitals, nursing homes, health centres, etc. - are definitely registered by the registration machinery. The registration machinery should adopt a proactive approach for the purpose. Necessary arrangements should be made and programme should be chalked out for the regular visit of the Registrar to these institutions in the rural as well as in the urban areas to collect information about the births occurred.
3. It is critical for achieving universal birth registration that the accessibility and responsiveness of the registration machinery is improved substantially.
4. An advantage of adopting a proactive approach of registration of births is that it will substantially enhance the quality of registration information thereby improving the credibility of the registration system as a whole.
5. The current perceived requirement for registration of births is very low. The situation can be changed through efforts to increasing demands on the citizen to prove identity and using the birth certificate as a proof of the identity. There should be efforts to ensure that all public services ask their existing and potential beneficiaries and citizens to prove their identity before

the provision of services. This, of course, may require a change in the format of birth certificate.

6. The registration services need to be modernized. At present the registration process is unimodal. It should be transformed into a multi-modal process so that citizens have a number of choices for registration of births.
7. The registration services need to be integrated with other public services. An integrated approach may lead to significant improvements in the completeness of birth registration. The Government of India has recently launched a Common Service Centre Scheme of establishing about 8000 Common Service Centres throughout Madhya Pradesh to provide e-government services and other value added services to the people living in rural areas at their doorsteps. Efforts should be made to get registration services included in this scheme.
8. The efficiency of the registration machinery can be enhanced substantially through the computerization of the whole registration system.
9. A comprehensive programme should be chalked out for the dissemination of the registration information. This dissemination programme should also demonstrate how can the registration information used for social and economic development planning at the local level as well in the organization of the welfare activities. As part of this comprehensive dissemination programme, the registration machinery must voluntarily disclose the registration information so as to create the demand for registration information. Computerization of the registration information may contribute significantly in this regard. At the same time, it should be ensured that public concerns about the privacy of registration information is effectively addressed.
10. The registration staff needs comprehensive training and orientation in the registration process. At present, very little is known about the skills and competence of the registration staff at different levels of the registration system.

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List of Villages surveyed in District Guna

SN	Tehsil	Village	Population
1	Isagarh	Ghurwar Kalan	1656
2		Denga Mohchar	1315
3		Path Kheda	1432
4	Chanderi	Badera	2965
5		Amrod	1138
6	Guna	Gadala Ujari	1500
7		Bamori	4008
8		Jhagar	1832
9		Umari	2887
10		Deogarh	537
11		Manpur	925
12		Chandol	337
13	Ashok Nagar	Aurangabar Khedi	357
14		Semri Shahabad	910
15		Kabira	520
16		Gadla Kachnar	211
17	Raghogarh	Godalpur	825
18		Kadaiya	589
19		Balrampura	283
20		Khair Khedi	595
21	Mungaoli	Tatarpur	226
22		Kasba Kachchi	296
23		Semari Tanki	435
24		Tila	435
25	Kumbharaj	Motipura Abad	415

SN	Tehsil	Village	Population
26		Gulwada	1905
27	Aron	Gailon	209
28		Chitawari	421
29		Shohrok	1535
30	Chachoda	Jamoniya Kalan	699
31		Jujharpura	235
Total			31633

List of Municipal Wards surveyed in District Guna

SN	Town	Municipal Ward	Population
1	Isagarh	01	623
2		11	558
3	Chanderi	06	784
4		16	1180
5	Guna	05	3499
6		15	2151
7		25	3456
8		35	6918
9	Ashoknagar	08	2346
10		18	1929
11	Raghogarh	06	2115
12		16	2668
13	Mungaoli	02	1045
14		12	893
15	Kumbhraj	07	763
16	Aron	02	1097
17		12	1388
18	Chachoda	08	1390
Total			34803

List of villages surveyed in District Shivpuri

SN	Tehsil	Village	Population
1	Pohri	Umari	460
2		Bhahbalpur	408
3		Kana Khedi	876
4		Amroda Sadsuwa	154
5	Shivpuri	Bilu Khoh	379
6		Kota	1196
7		Bhada Bawadi	500
8	Narwar	Deora	288
9		Rajpur	1155
10	Karera	Ukayala	631
11		Kuchlon	1369
12	Kolaras	Panhari	301
13		Behtara	387
14		Gudhal	265
15		Bedmau	1408
16		Semri	402
17	Pichchore	Karmai Kalan	793
18		Shajapur	681
19	Khaniadhana	Masuri	663
20		Bijrawan	2329
21		Kiyara	1354
Total			15999

List of Municipal Wards surveyed in District Shivpuri

SN	Town	Municipal Ward	Population
1	Shivpuri	4	2741
2		16	5053
3		28	3483
4	Narwar	1	939
5		13	714
6	Karera	10	1644
7	Kolaras	7	514
8	Badarwas	4	989
9	Pichchore	1	1306
10		13	1384
11	Khaniadhana	10	1011
Total			19778

मध्यप्रदेश में जन्म पंजीयन का अन्वेषणात्मक अध्ययन

परिवार प्रश्नावली

प्रपत्र
क्रमांक

पूर्णतया गोपनीय
केवल शोध कार्य हेतु

अ पहचान			
1	जिला	गुना शिवपुरी	1 2
2	तहसील		
3	ग्रामीण/नगरीय	ग्रामीण नगरीय	1 2
4	ग्राम/नगर का नाम		
4.1	नगर वार्ड क्रमांक		

सर्वेक्षण दिनांक		
सर्वेक्षक का नाम		
सर्वेक्षण परिणाम	सफल असफल	1 2 3 4 5 6 7
जांचकर्ता का नाम		
जांच तिथि		
जांच परिणाम	स्वीकृत अस्वीकृत	1 2

व परिवार व परिवार के मुखिया से सम्बन्धित जानकारी				
1	परिवार संख्या			
2	परिवार के मुखिया का नाम			
3	परिवार के मुखिया का लिंग	पुरूष महिला	1 2	
4	परिवार के मुखिया की आयु			
5	परिवार के मुखिया का वैवाहिक स्तर	अविवाहित विवाहित विधुर/विधवा तलाकशुदा	1 2 3 4	
6	परिवार के मुखिया की शिक्षा	अशिक्षित स्कूल नहीं गये पर लिख पढ़ सकते हैं प्राथमिक माध्यमिक उच्चतर माध्यमिक स्नातक परा स्नातक	1 2 3 4 5 6 7	
7	परिवार के मुखिया का व्यवसाय	कोई नहीं खेती खेतिहर मजदूरी अन्य मजदूरी नौकरी व्यापार	1 2 3 4 5 6	
8	परिवार के सदस्यों की संख्या	वयस्क बच्चे	पुरूष महिला पुरूष महिला	
9	परिवार का धर्म	हिन्दू मुस्लिम इसाई सिख जैन अन्य	1 2 3 4 5 6	— 10 — 10 — 10 — 10 — 10

9.1	यदि हिन्दू परिवार है तो जाति	सवर्ण पिछड़ा वर्ग अनुसूचित जाति अनुसूचित जनजाति	1 2 3 4	
10	परिवार का प्रमुख व्यवसाय	खेती मजदूरी नौकरी व्यापार	1 2 3 4	
11	क्या परिवार में टेलीविजन है	हां नहीं	1 2	— 12
11.1	क्या आप टेलीविजन देखने गांव/मोहल्ले में कहीं जाते हैं	हां नहीं	1 2	— 12
11.2	यदि हां तो कहां जाते हैं			
12	क्या परिवार में रेडियो या ट्रांजिस्टर है	हां नहीं	1 2	— 13
12.1	क्या आप गांव/मुहल्ले में रेडियो या ट्रांजिस्टर सुनने कहीं जाते हैं	हां नहीं	1 2	— 13
12.2	यदि हां तो कहां जाते हैं			
13	क्या परिवार में दैनिक/साप्ताहिक/मासिक समाचारपत्र व पत्रिका इत्यादि आती है	हां, नियमित रूप से हां, कभी कभी नहीं आती	1 2 3	— 14 — 14
13.1	क्या आप समाचारपत्र या पत्रिका पढ़ने गांव/मुहल्ले में कहीं जाते हैं	हां नहीं	1 2	— 14
13.2	यदि हां तो कहां जाते हैं			
14	क्या आपके परिवार की महिलायें सामाजिक व धार्मिक कार्यक्रमों जैसे भजन, प्रवचन, भागवत इत्यादि में सम्मिलित होती हैं	हां नहीं मालूम नहीं	1 2 3	
15	क्या आपके परिवार के 5 वर्ष से अधिक आयु के बच्चे स्कूल जाते हैं	हां, सभी बच्चे स्कूल जाते हैं केवल लड़के और छोटी लड़कियां स्कूल जाती हैं केवल लड़के स्कूल जाते हैं कोई भी बच्चा स्कूल नहीं जाता	1 2 3 4	

स परिवार में पिछले पांच वर्षों में हुए जन्मों की जानकारी						
		गणेश चतुर्थी 2004 से गणेश चतुर्थी 2005 के बीच				
1	क्या परिवार में पिछले पांच वर्षों में कोई जन्म हुआ है	हां नहीं — खण्ड द यदि हां तो कृपया निम्न जानकारी दें	हां नहीं — खण्ड द यदि हां तो कृपया निम्न जानकारी दें	हां नहीं — खण्ड द यदि हां तो कृपया निम्न जानकारी दें	हां नहीं — खण्ड द यदि हां तो कृपया निम्न जानकारी दें	हां नहीं — खण्ड द यदि हां तो कृपया निम्न जानकारी दें
2	बच्चे का नाम					
3	बच्चे का लिंग					
4	बच्चे का क्रम					
5	प्रसव कहाँ हुआ था	घर 1 सरकारी अस्पताल 2 प्राइवेट अस्पताल 3 अन्य 4				
6	प्रसव किसने कराया	घर के सदस्य 1 अप्रशिक्षित दाई 2 प्रशिक्षित दाई 3 नर्स 4 डाक्टर 5 अन्य 6	घर के सदस्य 1 अप्रशिक्षित दाई 2 प्रशिक्षित दाई 3 नर्स 4 डाक्टर 5 अन्य 6	घर के सदस्य 1 अप्रशिक्षित दाई 2 प्रशिक्षित दाई 3 नर्स 4 डाक्टर 5 अन्य 6	घर के सदस्य 1 अप्रशिक्षित दाई 2 प्रशिक्षित दाई 3 नर्स 4 डाक्टर 5 अन्य 6	घर के सदस्य 1 अप्रशिक्षित दाई 2 प्रशिक्षित दाई 3 नर्स 4 डाक्टर 5 अन्य 6

7	बच्चे की मां का नाम					
8	जन्म के समय मां की आयु					
9	मां की शिक्षा	अनपढ़ 1 प्राथमिक 2 माध्यमिक 3 उच्चतर माध्यमिक 4 स्नातक 5				
9	बच्चे के पिता का नाम					
10	जन्म के समय पिता की आयु					
11	पिता की शिक्षा	अनपढ़ 1 प्राथमिक 2 माध्यमिक 3 उच्चतर माध्यमिक 4 स्नातक 5				
12	क्या इस जन्म का पंजीकरण हुआ है	मालूम नहीं 1—द नहीं 2—द हां 3 यदि हां तो कृपया निम्न जानकारी दें	मालूम नहीं 1—द नहीं 2—द हां 3 यदि हां तो कृपया निम्न जानकारी दें	मालूम नहीं 1—द नहीं 2—द हां 3 यदि हां तो कृपया निम्न जानकारी दें	मालूम नहीं 1—द नहीं 2—द हां 3 यदि हां तो कृपया निम्न जानकारी दें	मालूम नहीं 1—द नहीं 2—द हां 3 यदि हां तो कृपया निम्न जानकारी दें

13	पंजीकरण आपने स्वयं ने कराया था या किसी अन्य ने	अन्य ने 1 — 14 स्वयं 2 				
13.1	पंजीकरण कराने आप कहां गये थे					
13.2	पंजीकरण जन्म के कितने समय पश्चात कराया था					
13.3	क्या आपको पंजीकरण प्रमाणपत्र मिला है	याद नहीं 1 — 14 नहीं 2 — 14 हां 3 	याद नहीं 1 — 14 नहीं 2 — 14 हां 3 	याद नहीं 1 — 14 नहीं 2 — 14 हां 3 	याद नहीं 1 — 14 नहीं 2 — 14 हां 3 	याद नहीं 1 — 14 नहीं 2 — 14 हां 3
13.4	यदि पंजीकरण प्रमाणपत्र मिला है तो कृपया दिखलायें	उपलब्ध 1 अनुपलब्ध 2				
13.5	क्या पंजीकरण प्रमाणपत्र प्राप्त करने के लिये फीस भी दी थी	याद नहीं 1 — द नहीं 2 — द हां 3 	याद नहीं 1 — द नहीं 2 — द हां 3 	याद नहीं 1 — द नहीं 2 — द हां 3 	याद नहीं 1 — द नहीं 2 — द हां 3 	याद नहीं 1 — द नहीं 2 — द हां 3
13.6	कितनी फीस दी थी					
14	पंजीकरण किसने कराया था					
14.1	पंजीयन जन्म के कितने समय बाद कराया था					

14.2	क्या आपको पंजीकरण प्रमाणपत्र दिया गया था	नहीं हां	1 — 15 2						
14.3	कृपया पंजीकरण प्रमाणपत्र दिखायें	उपलब्ध अनुपलब्ध	1 2	उपलब्ध अनुपलब्ध	1 2	उपलब्ध अनुपलब्ध	1 2	उपलब्ध अनुपलब्ध	1 2
14.4	पंजीकरण प्रमाणपत्र प्राप्त करने के लिये क्या आपने पैसे दिये थे	याद नहीं नहीं हां	1 — 15 2 — 15 3	याद नहीं नहीं हां	1 — 15 2 — 15 3	याद नहीं नहीं हां	1 — 15 2 — 15 3	याद नहीं नहीं हां	1 — 15 2 — 15 3
14.5	कितने पैसे दिये थे								
15	क्या बच्चा अभी जीवित है	नहीं 	हां —	नहीं 	हां —	नहीं 	हां —	नहीं 	हां — द
15.1	यदि नहीं तो बच्चा कितने समय तक जीवित रहा	घन्टे		घन्टे		घन्टे		घन्टे	
		दिन		दिन		दिन		दिन	
		माह		माह		माह		माह	
		वर्ष		वर्ष		वर्ष		वर्ष	

द जन्म पंजीयन के बारे में जानकारी			
1	क्या आप जानते हैं कि शासन द्वारा जन्म मृत्यु पंजीयन कानून बनाया गया है।	मालूम नहीं 1 — नहीं 2 — हां 3	3 3
1.2	क्या आप बतला सकते हैं कि इस कानून के अर्न्तगत क्या प्रावधान किये गये हैं	नहीं मालूम 1 प्रत्येक जन्म का पंजीयन आवश्यक है 2 जन्म पंजीयन आवश्यक नहीं है 3 अन्य 4	
1.3	क्या आपको मालूम है कि जन्म का पंजीयन कहां किया जाता है	नहीं मालूम 1	
1.4	क्या जन्म का पंजीयन कराने का कोई शुल्क भी देना पड़ता है	नहीं मालूम 1 हां, देना पड़ता है 2	
1.5	क्या आप बतला सकते हैं कि जन्म का पंजीयन जन्म के कितने दिन पश्चात तक किया जा सकता है		
2	जन्म पंजीयन से सम्बन्धित जानकारी आपको कहां से प्राप्त हुई थी		
3	क्या जन्म पंजीयन कराने के कोई लाभ हैं	कह नहीं सकते 1 — कोई लाभ नहीं 2 — लाभ हैं 3	4 4
3.1	जन्म का पंजीयन कराने के क्या लाभ हैं		
4	जन्म का पंजीयन न कराने से क्या परेशानियां हो सकती हैं		
5	क्या आपके गांव/मोहल्ले में जन्म मृत्यु पंजीयन से सम्बन्धित कोई प्रचार प्रसार कार्यक्रम आयोजित किया गया है	हां 1 नहीं 2 मालूम नहीं 3	

समाप्त

मध्यप्रदेश में जन्म पंजीयन का अन्वेषणात्मक अध्ययन

मुख्य सूचना प्रदायकर्ता की प्रश्नावली

प्रपत्र
क्रमांक

पूर्णतया गोपनीय
केवल शोध कार्य हेतु

अ पहचान			
1	जिला	गुना शिवपुरी	1 2
2	तहसील		
3	ग्रामीण/नगरीय	ग्रामीण नगरीय	1 2
4	ग्राम/नगर का नाम		
4.1	नगर वार्ड क्रमांक		

सर्वेक्षण दिनांक		
सर्वेक्षक का नाम		
सर्वेक्षण परिणाम	सफल असफल	1 2 3 4
जांचकर्ता का नाम	जानकारी देने से मना किया वाद में आने को कहा अन्य	
जांच तिथि		
जांच परिणाम	स्वीकृत अस्वीकृत	1 2

1	मुख्य सूचना दाता का नाम			
2	लिंग	महिला पुरुष	1 2	
3	आयु			
4	शिक्षा	अशिक्षित लिख पढ़ सकते हैं प्राथमिक मिडिल हाई स्कूल / हायर सेकण्डरी स्नातक परा स्नातक	1 2 3 4 5 6 7	
5	क्या मुख्य सूचना दाता एक जनप्रतिनिधि है	हां नहीं	1 2 —	6
5.1	यदि हां तो पद	ग्राम पंचायत सदस्य सरपंच जनपद पंचायत सदस्य जनपद अध्यक्ष जिला पंचायत सदस्य जिला पंचायत अध्यक्ष नगर पंचायत सदस्य नगर पंचायत अध्यक्ष नगर पालिका सदस्य नगर पालिका अध्यक्ष विधायक सांसद किसी सहकारी समिति के सदस्य स्वैच्छिक संस्था के प्रतिनिधि		
6	क्या मुख्य सूचना दाता एक शासकीय सेवक है	हां नहीं	1 2 —	7
6.1	यदि हां तो किस पद पर कार्यरत हैं			
7	मुख्य सूचना दाता का वैवाहिक स्तर	विवाहित अविवाहित अन्य	1 2 — 3 —	8 8
7.1	आपके कुल कितने बच्चे हैं	लड़का लड़की		

7.2	क्या आपने अपने बच्चों का जन्म पंजीयन कराया है	हां, सभी बच्चों का हां, केवल लड़कों का नहीं कराया	1 2 3	
8	क्या आपने जन्म एवं मृत्यु पंजीकरण अधिनियम के बारे में सुना है	हां नहीं मालूम नहीं	1 2 — 3 —	
8.1	यदि हां तो इस अधिनियम के मुख्य प्रावधान क्या हैं कृपया विस्तार से बतलायें			
8.2	इस नियम के अर्न्तगत जन्म का पंजीकरण करने का उत्तरदायित्व किसका है			
8.3	जन्म के पंजीयन में क्या बच्चे के माता पिता की भी कोई भूमिका है	हां नहीं मालूम नहीं	1 2 — 3 —	9 9
8.3.1	यदि हां तो क्या भूमिका है			
9	क्या जन्म के पंजीयन में परिवार की भी कोई भूमिका है	हां नहीं कह नहीं सकते	1 2 — 3 —	10 10
9.1	यदि हां तो क्या भूमिका है			
10	क्या जन्म पंजीयन में आपकी भी कोई भूमिका है	हां नहीं कह नहीं सकते	1 2 — 3 —	11 11
10.1	यदि हां तो क्या भूमिका है			
11	क्या आप बतला सकते हैं कि जन्म का पंजीयन कहां पर किया जाता है			
12	अधिनियम के अनुसार पंजीयन जन्म के कितने समय के भीतर किया जाना चाहिये	मालूम नहीं जन्म के तुरन्त पश्चात जन्म के एक माह के भीतर छः से बारह माह के भीतर एक वर्ष के बाद	1 2 3 4 5	
13	क्या उपरोक्त अवधि के वीत जाने पर जन्म पंजीयन कराने के लिये कोई शुल्क भी देना पड़ता है	हां नहीं कह नहीं सकते	1 2 3	
13.1	यदि हां तो कितना			

14	क्या आप जानते हैं कि जन्म बाद एक निश्चित अवधि में पंजीयन कराने पर कोई शुल्क नहीं देना पड़ता है	हां नहीं मालूम नहीं	1 2 3	
15	क्या जन्म का पंजीयन न कराने पर कोई दण्ड का प्रावधान है	हां नहीं मालूम नहीं	1 2 3	
15.1	क्या प्रावधान है			
16	पिछले एक वर्ष में क्या आपने किसी बच्चे के जन्म की सूचना किसी को दी है	हां नहीं	1 2	
16.1	यदि हां तो किसको दी है			
16.2	क्या आपको द्वारा दी गयी सूचना के आधार पर जन्म का पंजीकरण हुआ है	हां नहीं मालूम नहीं	1 2 3	
17	आप को बच्चे के जन्म की सूचना कैसे प्राप्त हुई थी			
17.1	सामान्यतया किसी परिवार में बच्चे के जन्म की सूचना आपको कैसे प्राप्त होती है			
18	वे क्या कारण हो सकते हैं जिनके कारण जन्म पंजीयन लाभदायक हो सकता है।			
19	वे क्या परिस्थितियां हैं जिनके कारण दम्पति जन्म का पंजीयन नहीं कराना चाहते			
20	क्या जन्म पंजीयन आवश्यक है	हां नहीं कह नहीं सकते	1 2 3	
21	शत प्रतिशत जन्म पंजीयन सुनिश्चित करने के लिये आपके अनुसार क्या किया जाना चाहिये			
22	क्या आपने जन्म पंजीयन से सम्बन्धित कोई प्रशिक्षण प्राप्त किया है	हां नहीं	1 2	— 23
22.1	प्रशिक्षण कहां प्राप्त किया			
22.2	प्रशिक्षण कितनी अवधि का था			
22.3	क्या प्रशिक्षण आपको उपयोगी लगा	हां नहीं कह नहीं सकते	1 2 3	

22.4	क्या आप समझते हैं इस प्रकार का प्रशिक्षण आवश्यक है	हां नहीं कह नहीं सकते	1 2 3	
23	क्या आप चाहते हैं कि इस प्रकार के प्रशिक्षण कार्यक्रम आयोजित किये जाने चाहिये	हां नहीं कह नहीं सकते	1 2 3	