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**LEPL National Statistics Office of Georgia**

**Programme for 2014 General Population Census of Georgia**

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## INTRODUCTION

In July 2005 the United Nations Economic and Social Council (ECOSOC) adopted the Resolution in which it called on “Member States to carry out a population and housing census and to disseminate census results as an essential source of information for small-area, national, regional and international planning and development; and to provide census results to national stakeholders as well as the United Nations and other appropriate intergovernmental organizations to assist in studies on population, environment, and socio-economic development issues and programmes”.

The United Nations Organization recommends its member states to carry out Population Census in the period of 2005-2014.

Georgia as the UN member-state is involved in the 2010 Round of population and housing censuses. Presidential Decree #1026 from December 6, 2005 “On 2010 General Population and Housing Census” defined January 2010 as the census date; based on Presidential Decree #81 from January 27 of 2006 “On Creation of the Steering Committee for Purposes of the 2010 General Population and Housing Census”, the Committee chaired by the Prime Minister of Georgia was created.

Presidential Decree #1026 envisaged a number of activities in 2009; however, the 2008-2009 developments in Georgia (the Russian aggression and the global financial crisis) hindered the process of preparing for the general census due to difficulties in funding; thus, the general census issue had to be postponed to a later date. In 2009 only, by estimates of the Department of Statistics, over GEL 5 million was required to implement all the planned activities for that year, and according to 2009 budget allocations, only GEL 100 thousand was allotted for the purposes of the 2010 general population census. In September 2009, the Department of Statistics prepared the draft Presidential Decree “On 2011 General Population and Housing Census of Georgia in 2011”, which was sent out for comments and proposals to all census-related state agencies.

Since the 2010 round of censuses ends in 2014, in the beginning of 2012 the UN included Georgia in the list of countries, which for certain reasons, could not perform the general census of Population. Five other countries are included in the list together with Georgia: Uzbekistan, Iraq, Eritrea, Lebanon, Somali and a nonmember-state of the UN – West Sahara.

It shall be mentioned that in 2007, funded from the state budget and with financial support of UNFPA, pilot census was conducted in Senaki municipality with the purpose of testing organizational and methodological aspects.

Due to a change in the status of the Department of Statistics and adoption of the Law of Georgia “On Official Statistics”, legal procedures for definition of the Census date were changed accordingly.

Currently, the Geostat is in the process of preparing for the upcoming Census to be funded from the state budget and with financial support of the UNFPA. In particular, the Geostat develops questionnaires, guidelines, digital maps for development of preliminary lists of households.

Given adequate funding, the Geostat stands ready to conduct the 2014 General Population Census.

## GENERAL POPULATION CENSUS IN 2002

The last General Population Census was conducted in Georgia during January 17-24, 2002. The total expenses on Census preparation and implementation amounted to GEL 8 million, or GEL 1.84 per capita. The state budget accounted for 72.3% of the total expenses, while the remaining part of 27.7% was funded by international organizations and donor countries (UB, UK, Netherlands and Germany).

The census covered the whole territory of Georgia controlled by the government. Permanent residents, temporarily absent residents, and persons temporarily residing at a place at

the reference period of the census, were enumerated. Similar to the prior census, two categories of population were enumerated in 2002: permanent residents and de facto population. It was considered appropriate to use a 'household' as a statistical unit in the 2002 census instead of a 'family'. Making such a principal change was a result of moving to the international standards and the necessity to harmonize the Census data with other countries' data. It is remarkable that the UN recommendations advise using this category when conducting population censuses in various regions of the world.

Temporary Census personnel were hired for the following time periods: enumerators – 20 days, local supervisors – 30 days, census sector heads – 60 days, deputy heads of local statistical census units – 4.5 months.

Salaries and number of work days for census personnel were defined in Decree #340 of the President of Georgia *On Additional Measures for Arranging the 2002 Population Census of Georgia*, dated August 26 2001. According to this Decree, one-time remuneration (with average salaries at the usual place of their work being maintained) was introduced for: enumerators – 70 GEL, local supervisors –100 GEL, census sector heads – 240 GEL, while the remuneration of deputy heads of local statistical census units the remuneration equaled that of a head of this unit.

#### Major problems during 2002 Population Census:

1. Unstable financing;
2. Small-scale advertising campaign due to low financing;
3. Small salaries of census personnel;
4. Inactive local self-governments;
5. Absence of cartographic materials which led to omissions as well as double registrations;
6. Insufficient trainings for census personnel due to low financing.

## **CENSUS DATE**

It is not accidental that Census dates differ from country to country. Preferred period for conducting a Census is when the population is least mobile, since it is easy to locate them at their residences (i.e. settlement, house, apartment) where they spend most of their time. Such residence may or may not coincide with the registration place.

Based on the above-mentioned, the date for the upcoming Census was set to be **November 5-19, 2014**. The census reference period (the moment of enumerating the individual) is defined as **00.00am of November 5**. This means that the Census data shall not include information about births or deaths after the census reference period).

Enumeration starts on Wednesday, November 5 at 9:00 am.

Selection of the November 5-19 period is conditioned by the fact that in that period population is less mobile, school holidays are not yet started and majority of universities are occupied with lectures and other classes. In addition, mid-week is selected also for mobility reasons.

Census duration (15 days) is due to the fact that individuals shall be interviewed before they forget where they have been in the census reference period (i.e. at midnight of November 5).

As worsened weather conditions may create difficulties in reaching certain mountainous locations (e.g., in Mestia, Lentekhi, Khulo, Tsalka, Ninotsminda, Kazbegi, Dusheti and Akhmeta municipalities) in November, the Census will be conducted in those places in September 2014 or within deadlines agreed with local self-governing institutions. Census duration and rules for each settlement shall be defined with reference to local conditions.

## **GOALS AND OBJECTIVES OF THE CENSUS**

The population census provides the most comprehensive information about social, economic and demographic conditions. A census provides data on the number of population, its composition and changes over time, underlying social and economic policies.

The policy questions of interest may include the geographical distribution of the population; labour availability; need to construct hospitals, higher education institutions, schools or preschool facilities, number and types of transport required, etc. To address these questions we need to know the number of population, age and sex composition.

Census data on housing will provide for creation of a unified housing database, revealing housing conditions of the population and the volume of construction in the last decade.

## **LEGISLATION**

The key legislation regulating census preparation activities in the country, collection, processing and dissemination of census data represents the Law of Georgia “On Official Statistics” adopted by the Parliament on December 11, 2009, the Statute of the Statistics Department, other normative and legal acts, including Presidential Decrees.

The Law of Georgia “On Official Statistics” sets out rules for defining census dates, preparation and implementation activities, processing of collected data, publishing and dissemination of results; it defines key provisions and methods of census, participation of the population, state guarantees of personal data confidentiality.

## **OBLIGATION OF CITIZENS**

All citizens of Georgia, as well as citizens of foreign countries residing on the territory of the country and stateless individuals shall also take part in the Census.

## **PROTECTION OF INDIVIDUAL DATA**

Pursuant to Article 28 of the Law of Georgia “On Official Statistics”, individual data shall be treated as confidential and shall not be disclosed. Individual data on respondents shall be kept in accordance with legally established rules.

The census personnel shall not inform anyone the content of the questionnaire filled out by the respondent. Violation of rules on use of individual data shall entail responsibility under the legally established rules.

Individual data may be disseminated only in a consolidated and generalized way.

## **RESPONSIBLE AGENCIES**

The National Statistics Office (Geostat) shall be responsible for conducting the Census.

The Geostat with the involvement of government institutions, scientific organizations and other stakeholders shall review and define methodological and organizational issues for conducting the census, determine the list of actions to be carried out at the level of administrative and territorial units, set deadlines and responsible persons.

During the Census period the administrative bodies of Georgia shall facilitate timeliness and quality of the Census in accordance with the rules established by the Geostat.

With the purpose of carrying out all census-related activities, administrative bodies shall provide the Geostat and its territorial bodies with all necessary administrative data free of charge.

## **CENSUS QUESTIONNAIRE**

For methodological and organizational aspects of the 2014 Population Census of Georgia it is especially important to properly design the questions to be included in census questionnaires and other documents aimed at collecting information from the population. The number of questions as well as their content is limited to some extent due to the volume of census works and their implementation deadlines, human resources and financial resources available.

With the participation of state agencies, demographers, economists and experts from other fields the Geostat develops the census questionnaire and relevant methodology in consideration of the recommendations of the UN's Economic Commission for Europe (UNECE) as well as the experience of foreign countries conducting censuses and implementing similar activities

## **AGRICULTURAL CENSUS**

The main object of the population census is a household. This is a unit, which consists of relatives or nonrelatives who share common ways of life and a common budget (or by part thereof) at one place of residence.

The agricultural activities and food production in Georgia mainly take place in the household sector. Thus, in order to make an optimum use of available resources the Geostat guided by the recommendations worked out by the UN for the 2010 census round<sup>1</sup> considered it appropriate to collect data about agricultural activities of households by using a special questionnaire along with social and demographic data during the Population Census (November 5-19). Data on the structure of land, livestock and poultry, agricultural equipment used by the households as well as other significant information will be obtained at the level of municipalities, territorial units and villages.

It should also be mentioned that the sample frame for the sample survey of agricultural farms is outdated and requires revision. A significant part of the sample frame is derived from the 2004 agricultural census and many of the parameters related to the agricultural farms do not reflect the actual situation. All the above-mentioned significantly decreases the accuracy of the agricultural sample surveys. Thus, it is critical to update the sample base by including the agricultural module in the population census. This will allow for having the updated sample base for a sample survey of agricultural farms, which will lead to significant improvement of the quality of this survey.

## **INTRODUCING NEW TECHNOLOGIES (DIGITAL CARTOGRAPHY)**

Absence of cartographic materials in Geostat, relatively inaccurate paper maps prepared for the 2002 population census by using the old technology, raised the issue to prepare digital cartographic materials based on the new technology (Geographic Information Systems) and use them for census data collection. Accurate cartographic materials enhance data collection and data collection monitoring in the census process, facilitating presentation, analysis and dissemination of data.

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<sup>1</sup> Conference of European Statisticians, Recommendations for the 2010 Censuses of Population and Housing, United Nations, New York and Geneva, 2006

In 2013-2014 digital cartographic materials will be prepared throughout Georgia. This activity will be carried out in 59 municipalities and 5 self-governing cities (excluding the occupied territories). It also includes preparation of housings lists, the database of household addresses, preliminary household lists and linking of these data to the cartographic materials.

## **PILOT CENSUS OF 2007**

The purpose of conducting the pilot census in Senaki Municipality during November 8-15, 2007, based on Decree #1026 of the President of Georgia dated December 6 2005, was to test organizational and methodological aspects of the Population Census, to observe operation of new technologies and processes introduced, and to train specialists responsible for conducting the census.

The pilot Census tested the form and content of the census documentation; efficiency of the advertising campaign; use of cartographic materials; compilation of lists of buildings and households actually residing therein; automated processing census materials, etc.

The results of the pilot Population Census provided answers with regard to possibility of further elaborating key organizational and methodological issues, technological procedures for processing census documentation and materials for the next Population Census.

## **FIELD WORKS**

As there existed no database linking households to buildings and dwellings they actually live in, it is planned to carry out Phase I field works in 2013, namely, compilation of lists of buildings and households for each settlement by using cartographic materials. The goal of this activity is to establish the number of population in each building in advance. Without this preliminary activity it is not possible to define enumeration areas in the country, which in turn prevents from ensuring proper enumeration during the census (in the data collection process) and field monitoring.

### STRUCTURE OF FIELD WORKS PHASE I



The approximate number of personnel to be employed during Phase I Field Works exceeds 3500 persons (see Diagram #1). The final number of personnel will be obtained after detailed cartographic materials are prepared for each settlement and the country is zoned into small registration districts.

After the completion of the above-mentioned activity the administrative and territorial units of Georgia (municipalities, self-governed cities, communities, and villages) will be divided into census sectors, supervisor areas and enumeration areas. Sizes of a census sector, supervisor areas and enumeration areas shall be determined based on the nature of the housing and the preliminary number of population (the latter will be known after the lists of buildings and households actually living in these building in each settlement are prepared in 2013).

According to the preliminary estimations the number of census personnel (during the period of November 5-19, 2014) exceeds 15 000 persons. It should be noted that the number of field personnel includes also the number of personnel carrying out the activities related to monitoring of field works.

The categories of census personnel are determined as follows (see Diagram #2):

- a) **Regional Supervisor** – the sphere of activity coincides with the current regional division of the country (e.g. City of Tbilisi, Adjara Autonomous Region, Imereti, etc). He/she coordinates preparation and implementation of census activities on this territory.
- b) **Municipal Supervisor** – the sphere of activity coincides with the currently existing self-governing units, i.e. municipality, and 4 self-governing cities

- (Kutaisi, Batumi, Rustavi and Poti). She/he coordinates preparation and implementation of census activities on that territory.
- c) **Sector supervisor** - supervises field works on the territory as identified by the Geostat for census activities. One census sector on average consists of **7 supervisor areas** for urban settlements and **6 supervisor areas** for rural settlements.
  - d) **Supervisor (Instructor-Coordinator)** - provides supervision over the enumerators and monitors the quality of primary data on the territory as identified by the Geostat for census activities. There are on average **5 enumeration areas per supervisor area** in urban settlements and **4 enumeration areas** in rural settlements.
  - e) **Enumerator** - collects preliminary data on the territory identified by the Geostat for census activities.

It should also be noted that for the mountainous and sparsely populated areas the above-mentioned load levels are set individually for different categories of field staff considering geographical location, terrain and the scope of the population of the territory.

**STRUCTURE OF FIELD WORKS  
PHASE II**



## BASIC ACTION PLAN

One of the factors for having a successful census is to conduct planning and implementing activities in line with the established deadlines; below are given the activities to be implemented by the Geostat in the preparatory phase of the Census (see table #1).

**Table 1**

### **Action Plan for Implementation of Activities Related to the 2014 General Population Census**

| <b>#</b>  | <b>Activity</b>   | <b>Deadline</b>            |
|-----------|---|----------------------------|
| 1         | Dividing the territory of Georgia into registration areas   | January 2013-March 2014    |
| 2         | Recruiting field personnel for initial listing of buildings and households actually living in the building        | June 2013-April 2014       |
| 3         | Advertisement campaign  | July 2013-November 2014    |
| 4         | Trainings for the field personnel for initial listing of buildings and households actually living in the building | June 2013-April 2014       |
| 5         | Initial listing of buildings and households actually living in the buildings                                      | July 2013-May 2014         |
| 6         | Creation of database of the lists of buildings and households actually living in the buildings (data entry)       | September 2013-July 2014   |
| 7         | Data editing and cleaning   | September 2013-August 2014 |
| 8         | Linking the lists of buildings and households actually living in the buildings to the geographical database       | September 2013-August 2014 |
| 9         | Census zoning through updated geo-database  | January-September 2014     |
| 10        | Verifying precise number of field personnel   | June-October 2014          |
| 11        | Preparation of census documentation   | January 2013-April 2014    |
| 12        | Printing of census documentation  | July-September 2014        |
| 13        | Recruiting Census personnel   | January –October 2014      |
| 14        | Census in the remote settlements  | September 2014             |
| 15        | Training of census personnel  | August-October 2014        |
| <b>16</b> | <b>Census (Data Collection)</b>   | <b>November 5-19, 2014</b> |
| 17        | Receiving the primary data in the central office  | December 2014-January 2015 |
| 18        | Software design for preliminary and final data sets   | January-October 2014       |
| 19        | Data processing   | February 2015-March 2016   |

| #  | Activity                  | Deadline      |
|----|---------------------------|---------------|
| 20 | Preliminary Results       | April 2015    |
| 21 | Final Results             | April 2016    |
| 22 | Publishing, dissemination | May-June 2016 |

## BUDGET

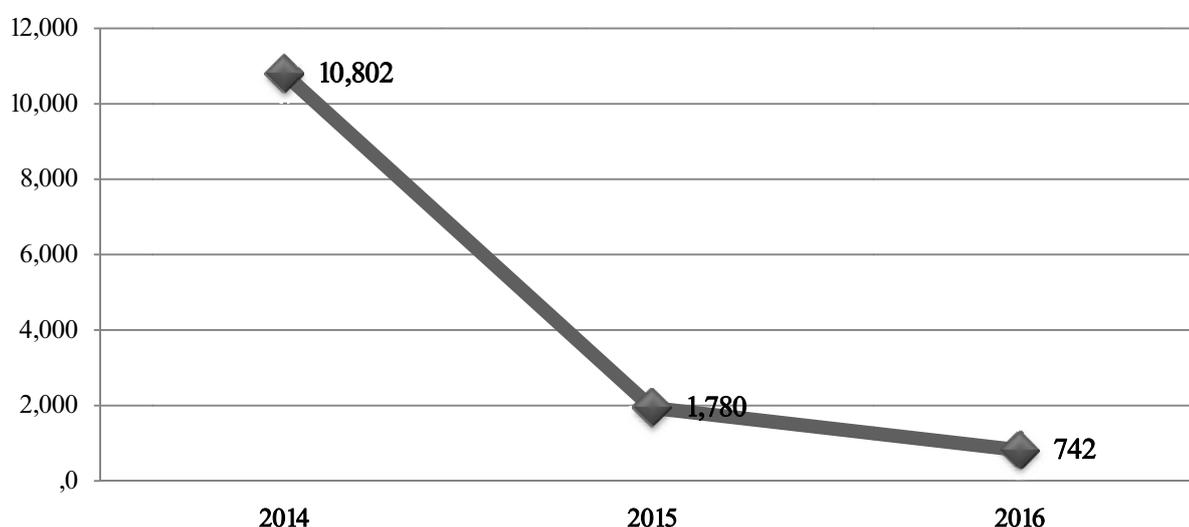
In order to ensure proper preparation and implementation of the Population Census as well as relevant data processing, timely and adequate funding is crucial. Therefore, it is important to timely obtain financial resources in order to ensure adequate fulfillment of all census phases (see table #2).

In recent years with the assistance of the UNFPA the Geostat addressed multiple international organizations and donor countries for financial support. Several meetings were held for that purpose with representatives of potential donor countries and international organizations. This yielded certain results, in particular, the World Bank allocated USD 250 000. In addition, preliminary agreement exists with several donors.

The total expenses of the Census in 2014-2016 are estimated at GEL 13.3 million. 80% of the expenditures comprise of the remuneration of census-related personnel. Expenses reach its peak in 2014 (see diagram # 3), when the remuneration is paid to the relevant census staff (80% of total costs in 2014-2016).

**Diagram 3**

**CENSUS EXPENSES IN 2014 – 2016 (thousand GEL)**



Total per capita expenses for conducting the census in 2006-2016 (including donor assistance) amounted to GEL 3.8 (2.3 USD)<sup>2</sup>, which is less than the world average indicator by 2.3 USD (50%)<sup>3</sup> (see diagram 4).

<sup>2</sup> 1.65 GEL/USD exchange rate

<sup>3</sup> Data on continents is from the UNSD as of 2011, subject to changes after completion of the 2010 round and clarification of expenses by countries.

## Per capita expenses for 2010 census round in USD

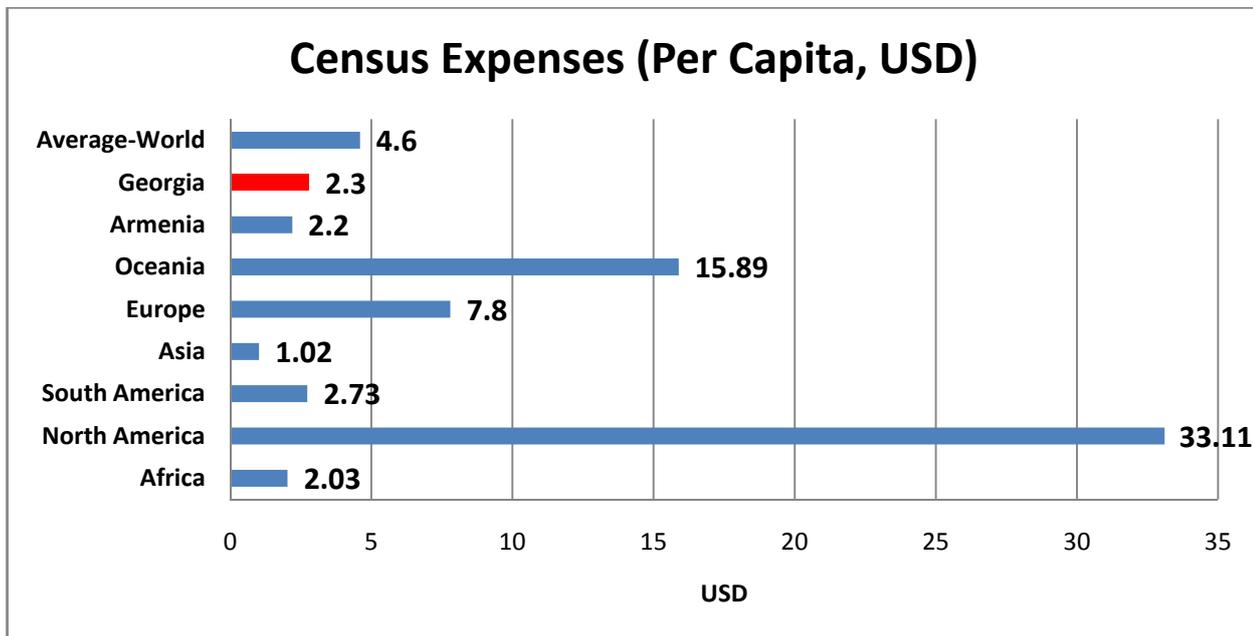


Table # 2

**Expenses on Activities Related to 2014 General Population Census  
of Georgia in 2014 – 2016**

GEL

| <b>Expense Item</b>                      | <b>2014</b>       | <b>2015</b>      | <b>2016</b>    | <b>Total</b>      |
|--|-------------------|------------------|----------------|-------------------|
| <b>Remuneration</b>                      |                   |                  |                |                   |
| Administrative and financial group       | 211,200           | 76,200           | 25,200         | <b>312,600</b>    |
| Organizational and methodological group  | 115,200           | 72,000           | 72,000         | <b>259,200</b>    |
| GIS group                                | 895,800           | 333,600          | 213,600        | <b>1,443,000</b>  |
| Data processing and software development | 148,000           | 918,000          | 212,200        | <b>1,278,000</b>  |
| Field works                              | 7,463,200         | 200,700          | -              | <b>7,663,900</b>  |
| <b>Remuneration, total</b>               | <b>8,833,400</b>  | <b>1,600,500</b> | <b>522,800</b> | <b>10,956,700</b> |
| <b>Goods and services</b>                |                   |                  |                |                   |
| Advertisement campaign                   | 500,000           | -                | 50,000         | <b>550,000</b>    |
| Transport services                       | 32,400            | 16,000           | -              | <b>48,400</b>     |
| Fuel                                     | 20,000            | 24,000           | -              | <b>44,000</b>     |
| Stationery                               | 160,000           | -                | -              | <b>160,000</b>    |
| Caps for the field personnel             | 90,000            |                  |                | <b>90,000</b>     |
| Printing                                 | 578,000           | -                | -              | <b>578,000</b>    |
| Computer equipment                       | 80,000            | -                | -              | <b>80,000</b>     |
| Business trips                           | 80,000            | 20,000           | 20,000         | <b>120,000</b>    |
| Transport rent                           | 302,400           | -                | -              | <b>302,400</b>    |
| Communication                            | 45,000            | -                | -              | <b>45,000</b>     |
| Office furniture                         | 30,000            | -                | -              | <b>30,000</b>     |
| Office expenses                          | 50,900            | 100,000          | 50,000         | <b>200,900</b>    |
| Publishing                               | -                 | 20,000           | 100,000        | <b>120,000</b>    |
| <b>Goods and services, total</b>         | <b>1,968,700</b>  | <b>180,000</b>   | <b>220,000</b> | <b>2,368,700</b>  |
| <b>Expenses, total</b>                   | <b>10,802,100</b> | <b>1,780,500</b> | <b>742,800</b> | <b>13,325,400</b> |