

Handbook on the Management of Population and Housing Censuses

Revision 2



United Nations

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I. POPULATION AND HOUSING CENSUS – ESSENTIAL CHARACTERISTICS

A. Introduction

1.1. Efficient management of the economic and social affairs of a country rests on evidence-based decision-making. Generating relevant, accurate and timely statistics is essential to this model; producing detailed statistics for small areas and small population groups is its foundation. The role of the population and housing census is to collect, process and disseminate such small area detailed statistics on population, its composition, characteristics, spatial distribution and organization (families and households). In the majority of the countries in the world, censuses are conducted periodically – most commonly, once in ten years.

1.2. Before determining the need for a census, it is important that there is an understanding of the role of the census, both in terms of what is possible through the selected census enumeration process and how the census itself fits into the overall statistical framework of the country. Because of the high profile of the census compared with other statistical activities, many users may view the census as either the sole source of statistics or the only reliable source of statistics about a particular topic. The key strength of a census compared with many other statistical collections is the ability to provide data for small geographic areas and for small population groups.

Box 1.1. Roles of a census

According to the UN Principles and Recommendations for Population and Housing Censuses, Version 3, the following are some of the essential roles of a census:

(a) Public Administration The results of a census are used as a critical reference to ensure equity in distribution of wealth, government services and representation nationwide: distributing and allocating government funds among various regions and districts for education, health services, delineating electoral districts at the national and local levels, and measuring the impact of industrial development, to name a few. Establishing a public consensus on priorities would be almost impossible to achieve if it were not built on census counts. A wide range of other users, including the corporate sector, academia, civil society and individuals, make use of census outputs;

(b) Master Sampling Frame - The census also plays an essential role in all elements of the national statistical system. Census statistics are used as benchmarks for statistical compilation or as a sampling frame for sample surveys. Without the sampling frame and population benchmarks derived from the population and housing census, the national statistical system would face difficulties in providing reliable official statistics for use by the Government and the general public;

(c) Small Area Estimates -The basic feature of the census is to generate statistics on small areas and small population groups with no/minimum sampling errors. While statistics on the small areas are useful in their own right, they are important because they can be used to produce statistics on any geographical unit with arbitrary boundaries.

(d) Benchmark- The census results are used as a benchmark for research and analysis. Population projections are one of the most important analytical outputs based on census data; future population projections are crucial for all segments of the public and private sectors.

1.3. The prime role of a census is usually to provide an accurate count of the total population for each of the administrative regions of a country. Such counts are often required for equitable distribution of funds and

the electoral process. The extent to which the census goes beyond a head count often depends on the demand for, and priority of, data for particular topics at a small area or small population group basis.

B. Definitions and essential features

1. Population census

1.4. A population census is the total process of planning, collecting, compiling, evaluating, disseminating and analyzing demographic, economic and social data at the smallest geographical level pertaining, at a specified time, to all persons in a country or in a well-delimited part of a country.

1.5. Population is basic to the production and distribution of material wealth. In order to plan for, and implement, economic and social development, administrative activity or scientific research, it is necessary to have reliable and detailed data on the size, distribution and composition of population. The population census is a primary source of these basic benchmark statistics, covering not only the settled population but also homeless persons and nomadic groups. Data from population censuses should allow presentation and analysis in terms of statistics on persons and households and for a wide variety of geographical units, ranging from the country as a whole to individual small localities or city blocks.

2. Housing census

1.6. A housing census is the total process of planning, collecting, compiling, evaluating, disseminating and analyzing statistical data relating to the number and condition of housing units and facilities as available to the households pertaining, at a specified time, to all living quarters¹ and occupants thereof in a country or in a well-delimited part of a country.

1.7. The census must provide information on the supply of housing units together with information on the structural characteristics and facilities that have a bearing upon the maintenance of privacy and health and the development of normal family living conditions. Sufficient demographic, social and economic data concerning the occupants must be collected to furnish a description of housing conditions and also to provide basic data for analyzing the causes of housing deficiencies and for studying possibilities for remedial action. In this connection, data obtained as part of the population census, including data on homeless persons², are often used in the presentation and analysis of the results of the housing census, if both operations are conducted together or there is a link between them.

3. Essential features

1.8. The essential features of population and housing censuses are individual enumeration, universality within a defined territory, simultaneity, defined periodicity and small area statistics.

(i) Individual enumeration

1.9. The term "census" implies that each individual and each set of living quarters is enumerated separately and that the characteristics thereof are separately recorded. Only by this procedure can the data on the various characteristics be cross-classified. The requirement of individual enumeration can be met by the collection of information in the field, by the use of information contained in an appropriate administrative register or set of registers, or by a combination of these methods.

¹ For the definition of "living quarters", see the *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para. 4.421.

² For the definition of homeless persons see the *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para 2.37.

(ii) Universality within a defined territory

1.10. The census should cover a precisely defined territory (for example, the entire country or a well-delimited part of it). The population census should include every person present and/or residing within its scope, depending upon the type of population count required. The housing census should include every set of living quarters irrespective of type. This does not preclude the use of sampling techniques for obtaining data on specified characteristics, provided that the sample design is consistent with the size of the areas for which the data are to be tabulated and the degree of detail in the cross-tabulations to be made.

(iii) Simultaneity

1.11. Each person and each set of living quarters should be enumerated as of the same well-defined point in time and the data collected should refer to a well-defined reference period. The time-reference period need not, however, be identical for all of the data collected. For most of the data, it will be the day of the census; in some instances, it may be a period prior to the census³.

(iv) Defined periodicity

1.12. Censuses should be taken at regular intervals so that comparable information is made available in a fixed sequence. A series of censuses makes it possible to appraise the past, accurately describe the present and estimate the future. It is recommended that a national census be taken at least every 10 years. Some countries may find it necessary to carry out censuses more frequently because of the rapidity of major changes in their population and/or its housing circumstances.

1.13. The census data of any country are of greater value nationally, regionally and internationally if they can be compared with the results of censuses of other countries that were taken at approximately the same time. Therefore, countries should make all efforts to undertake a census in years ending in "0" or at a time as near to those years as possible. It is obvious, however, that legal, administrative, financial and other considerations often make it inadvisable for a country to adhere to a standard international pattern in the timing of its censuses. In fixing a census date, therefore, such national factors should be given greater weight than the desirability of international simultaneity.

(v) Capacity to produce small area statistics

1.14. The census should produce data on the number and characteristics of the population and housing units down to the lowest appropriate geographical level, compatible with national circumstance, and for small population groups all the while protecting confidentiality of personal information on each individual.

C. Relevance to user needs

1.15. Ensuring that the needs of data users are carefully considered is an essential element of census planning. Since a census is among the largest and most expensive exercises undertaken by a country during peacetime, it is crucial to consult with data users. Such consultation is also a positive public relations undertaking and an efficient, transparent means of determining the demand for potential census topics.

1.16. In line with the overall approach to revision 3 of *Principles and Recommendations for Population and Housing Censuses*, the selection of census topics is based on the outputs expected to be produced by the census. Therefore, the first step involves clear identification of users' requirements for data; the core and additional topics are then decided on that basis. The topics to be covered in the census (that is, the subjects regarding which information is to be sought for each individual or household) should, however, be determined upon a balanced consideration of:

³ For example, collecting the information on the core topic of household deaths in the past 12 months, see para 4.250 of the *Principles and Recommendations for Population and Housing Censuses, Revision 3*.

- (a) the needs of the broad range of data users in the country at both the national and local area level (national priority);
- (b) the achievement of the maximum degree of international comparability, both within regions and on a worldwide basis (international comparability);
- (c) the sensitivity of the topics and respondent burden, that is, the willingness and ability of the public to give accurate information on the topics (suitability);
- (d) the technical competence of the enumerators in regard to obtaining information on the topics (suitability);
- (e) the total national resources available for conducting the census (resources); and,
- (f) the availability of relevant information held in alternative data sources (alternative sources).⁴

1.17. Once the census agency has determined its position on census content, it needs to prepare and disseminate an information paper. The information paper should outline:

- The topics planned for inclusion in the forthcoming census;
- The topics planned for exclusion from the forthcoming census;
- Other topics, to assess user demand.

1.18. To assess the demand for data on particular topics, an information paper should invite submissions from users on topics that should be included in the census. If at all possible, the release of the information paper should be supported by seminars held with users. Seminars provide the census agency the opportunity to meet with users of census data and to provide them with an indication of what topics can and cannot be realistically included in the census. In the majority of countries, other government ministries will be the major users of census data and these seminars provide an opportunity to educate the staff from these ministries about the uses and limitations of census data.

D. Uses of census data

1.19. Various stakeholders use census data for a variety of purposes. For public administrators, it can highlight the need for public schools, libraries and medical centers in a region. It can provide information about infrastructure needs like electricity and water. Businesses can use census data to analyze the best places to locate their manufacturing units in keeping with their labor requirements or decide on the location of retail outlets depending on their target customers. Population counts are also important to monitor development since they contribute to the denominators of various economic, social and health indices. Information on migration flows, citizenship, educational attainment, employment, disability, mobile phone and internet use at the lowest geographic levels also help stakeholders plan various programs and projects to address needs. Apart from the government, donor groups are able to determine funding levels and programs based on results from a census.

1.20. The census is the backbone of the national statistical system. Most countries conduct sample surveys between censuses as part of their household survey program. Detailed small area counts from the census may be used directly in design of the sampling frame and selection of the sampled units. The data from these surveys are usually more complex than the basic data collected in the census and are used to expand on the characteristics of census topics (plus additional topics) and to measure change between censuses.

1.21. Another common use of the results of the census is to provide a basis for estimates and projections of the population of a country. Such estimates will be required for years when a census is not held and may also be used to adjust census results to overcome problems such as under-enumeration in the census. Additionally, these estimates provide benchmark data for measuring change through the survey program.

⁴ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para 4.2.

E. Strategic objectives⁵

1.22. Strategic objectives of a population and housing census refer to a set of strategic aims and objectives that may be used to guide the implementation of the plans, set standards and form a set of benchmarks against which outcomes can be assessed to help determine the success of the census. Ideally, the starting point for developing these objectives would lie in combining information derived from evaluating previous census experience, from understanding user requirements for information from the census and from assessing changes in both society and technology. In practice, some of this information is difficult to obtain and often provides conflicting guidance. Nevertheless, such objectives can be used to assist in planning major elements of the process. Although the strategic objectives of the census will be specific to individual countries and will differ according to local circumstances, they can be described under the headings census content, impact on the public and on the census staff, production of census results, cost-effectiveness and cost-benefit.

1.23. *Census content.* The aim is to ensure that the topics are appropriate for meeting the demonstrated requirements of users, taking into account considerations of cost-effectiveness, human resources, time availability and respondent burden. Subsidiary objectives under this element relate to (a) suitable consultation with existing and potential users at all stages, (b) establishment of measurable standards of reliability incorporating user views on priorities, and (c) adequate testing of new topics to ensure successful collection and production of reliable results.

1.24. *Impact on the public and on the census staff.* The aim is to ensure that all the aspects of collection operations and the dissemination of results are acceptable to the public and fully comply with legal and ethical standards for protecting the confidentiality of individual responses. The public should be fully informed about census objectives, content and methods, as well as about their rights and obligations with respect to the census. Similarly, all census staff must be fully aware of their responsibilities. Subsidiary objectives include such issues as (a) keeping completed forms and other records containing personal information secure and confidential, (b) ensuring that public support for all aspects of the census is as strong as possible, and (c) producing requested customized output in a manner consistent with preventing disclosure of personal information, adhering to established reliability standards for the release of data, and implementing policies designed to safeguard the access of all users to census results.

1.25. *Production of census results.* The aim is to deliver census products and services and to meet legal obligations and users' needs with stated quality standards and a predetermined timetable. Subsidiary objectives include (a) producing outputs with a minimum of error suitable for the purposes for which the data are to be used, (b) providing standard outputs for the main results and services for customized output, (c) providing access to output, (d) using geographical bases appropriate for collecting and referencing data for output, (e) improving methods of enumeration, particularly in difficult areas so as to reduce levels of under-coverage and response error, (f) improving methods of evaluation and the means to convey findings to users, and (g) developing a measure of quality and targets.

1.26. *Cost-effectiveness.* The aim is to plan and carry out a census as inexpensively as possible without compromising the other strategic objectives. Subsidiary objectives relate to minimising costs by (a) adopting more efficient data collection, data capture and data processing approaches and related technologies, (b) contracting out appropriate parts of the operation, (c) exploring possible sources of alternative funding and, if appropriate, developing proposals for cost recovery and income-generation, (d) international collaboration and reuse of systems, (e) encouraging public to self-complete forms online or on paper where possible, and (g) replace direct collection of data with use of administrative data.

1.27. *Cost benefit.* The aim is to increase the value or benefit generated from the census whilst also managing the overall cost. Increasingly large programmes, such as the census, are expected to demonstrate and/or quantify the benefits that the census programme will deliver. In effect, the value of the census

⁵ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para 2.7 -2.14.

should be greater than, or at least equal, to the cost of conducting the census. No programme can be considered a success unless the benefits of that programme are realised. The benefits from the census products and services are those that are realised through the uses of the census, some of which are outlined in paras 1.19 to 1.37. Some of the benefits generated through the use of the data can be quantified, whilst other benefits of the data are more difficult to measure, but are nonetheless important and should be noted in any cost-benefit analysis for conducting a census. Some of these benefits depend on statistical agencies being open with information to encourage and inform debate about the effectiveness of government and government policies. Therefore, key to the planning of the census is to ensure that there is some identification of the benefits (whether estimated in financial terms or not) and that the plans focus on realising these benefits.

1.28. In the context of costs, it is of paramount importance to aim at emphasizing the benefits of the population and housing census in terms of the information it generates. In essence, a costs-benefit analysis needs to be incorporated as one of the major components of the census so as to outline the costs of not having the necessary information and its consequences. While the benefits of the census and statistics it generates transcend local, regional and national needs and can and should be clearly quantified, there are also intangible benefits such as national pride in conducting such an exercise. Subsidiary objectives include illustrating the value of the census as an educational tool and framework, for comparative purposes at national and international level and as a cornerstone of the national statistical system.

1.29. These objectives can be used as benchmarks to assess user requirements and may also be built into appraisal systems which, with suitable weighting, can be used to compare and review options. In general, strategic objectives of the population and housing census need to be clearly emphasized throughout the process of preparing, conducting and exploiting census data.

F. Compliance with international statistical standards

1.30. Adhering to international standards allows not only for international and regional comparisons – it is also a measure of national capabilities to implement them. If particular circumstances within a country require a departure from international standards, every effort should be made to explain these departures in the census publications and to indicate how the national presentation can be adapted to the international standards.⁶

1.31. International comparability is an important consideration, among others, in the selection and formulation of topics to be included in the census. National and international objectives are usually compatible, as the definitions and methods contained in international recommendations have successfully met general national needs in a wide range of circumstances. Furthermore, the analysis of census data for national purposes will often be facilitated if, through the use of international recommendations, it is possible to compare the data with those of other countries on the basis of consistent concepts, definitions and classifications. The 2030 Agenda for Sustainable Development, which places increasing demand for expanded data collection, is another critically determining factor that countries need to take into consideration. This Agenda is a plan of action for people, planet and prosperity and consists of seventeen goals and 169 targets, as adopted by the United Nations summit in 2015⁷.

1.32. Census planning needs to be guided by the international standards and guidelines, such as the Fundamental Principles of Official Statistics⁸, on national statistical legislation and the national statistical code of ethics. The population and housing censuses represent a unique opportunity to exercise leadership

⁶ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para 4.9.

⁷ *Transforming our world: the 2030 Agenda for Sustainable Development*, United Nations, A/70/L.1, available at: http://www.un.org/ga/search/view_doc.asp?symbol=A/70/L.1&Lang=E, as of October 2015.

⁸ Adopted by the Economic and Social Council of the United Nations, available at: <http://unstats.un.org/unsd/dnss/gp/fundprinciples.aspx>.

in promoting the use of statistics in overall development of societies, with the focus on improving service delivery and policy development.

1.33. The role of the national statistical office or statistical agency responsible for the census undertaking is to ensure a successful census program that delivers results for use in evidence-based policy development, evaluation and research and decision-making. It is therefore recommended that national statistical offices or statistical agencies responsible for census undertaking drive the following activities:

- Establishing statistical legislation that mandates the undertaking of a census;
- Setting policy and strategy by defining targeted outputs and outcomes for the programme
- Strategic engagement with stakeholders by mobilizing participation across government, business and the public at large;
- Raising the profile and commitment to use of statistical information; provide opportunity for engagement on key policy issues and strengthen relationships between information providers, policy makers and opinion leaders.
- Adhering to the Fundamental Principles of Official Statistics and ensure best practice is embedded in statistical procedures;
- Aligning to international standards and frameworks;
- Establishing statistical infrastructure and resources for undertaking the census; and
- Setting up the census management project structure.⁹

1.34. Another set of international standards, aside from the global principles and recommendations for population and housing censuses¹⁰ and their regional variants¹¹, pertinent to conducting population and housing censuses, refers to the *Generic Statistical Business Process Model (GSBPM), Version 5.0*¹². The GSBPM describes and defines the set of business processes needed to produce official statistics. It provides a standard framework and harmonized terminology to help statistical organizations to modernize their statistical production processes, as well as to share methods and components. The GSBPM can also be used for integrating data and metadata standards, as a template for process documentation, for harmonizing statistical computing infrastructures, and to provide a framework for process quality assessment and improvement.

1.35. Taking into account the specifics of conducting population and housing censuses, this *Handbook* follows this overall business model, in terms of specifying needs, designing collection and outputs, building collection instruments, setting up and running collection, processing, analyzing, disseminating and evaluating the overall process. Indeed, the outline of this *Handbook* mirrors the GSBPM levels 1 and in addition introduces elements that are of particular interest for population and housing censuses in all of the segments of preparing and administering a census, such as the role of geographical information systems or the archiving and preservation of individual census records for the purpose of genealogical and anthropological research, to name a few.

⁹ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para 2.95.

¹⁰ *Principles and Recommendations for Population and Housing Censuses, Revision 3*.

¹¹ For the 2020 round of censuses, as was the case with the previous rounds, the Conference of European Statisticians, in cooperation with the Statistical Office of the European Union (EUROSTAT), prepared and adopted, in June 2015, the regional *Recommendations for the 2020 Censuses of Population and Housing*, fully in line with the global international standards, available at: http://www.unece.org/fileadmin/DAM/stats/documents/ece/ces/2015/6Add1-Draft_CES_Census_Recommendations.pdf.

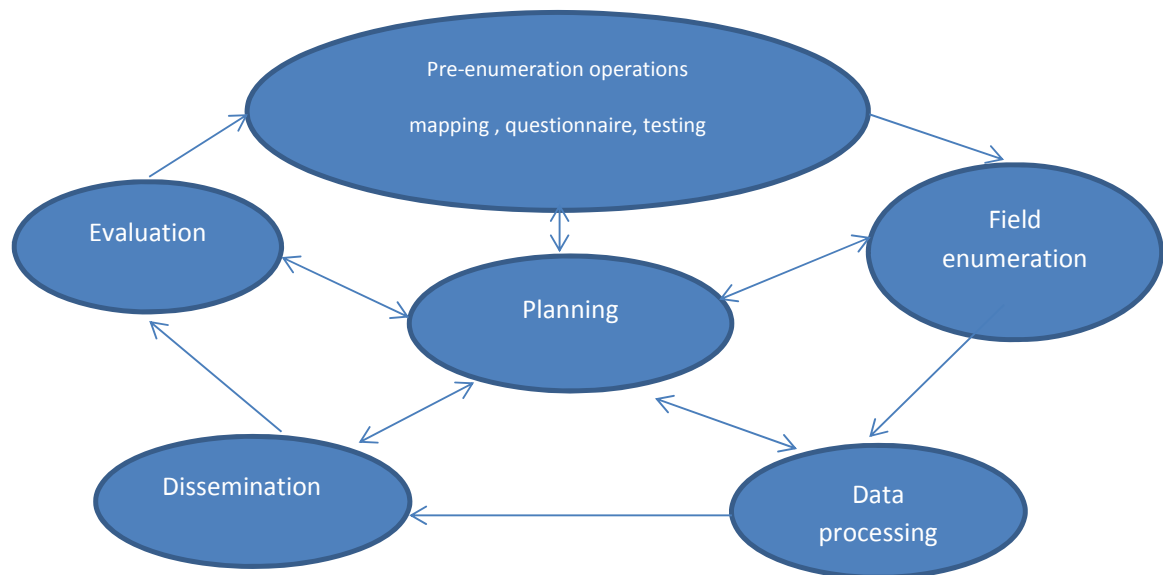
¹² Available at: <http://www1.unece.org/stat/platform/display/metis/The+Generic+Statistical+Business+Process+Model>.

II. PLANNING, ORGANISATION AND ADMINISTRATION

A. Introduction

2.1. Census planning is the core process linking the different phases of the census cycle. Figure II.1 is one approach to showing the links between the major phases of the census cycle.

Figure II.1 The links among census phases



2.2. Planning can be regarded as the core of the census phases and the processes that is most critical to the completion of a successful census. The focus in the early stages of planning will be on setting strategic directions for the entire census programme. As can be seen in the diagram, each phase of the census is dependent on a preceding phase. The quality of the output from each phase has a direct effect on the success of the next phase and other phases downstream.

2.3. In practice, it is likely (and desirable) that all phases interact with one another through an ongoing process. For example, this occurs when the people undertaking the field enumeration phase observe something that will influence the interpretation of the output products and pass this knowledge to the dissemination phase team. This could also be regarded as the use of a “living plan” technique through which initial assumptions are continually updated throughout the census operation. This is particularly important in countries that conduct ad hoc or irregular censuses and may not have access to evaluation reports from the previous census.

B. Overall census planning

2.4. The aim of the planning process is to ensure not only that each phase is properly resourced and organized but also that the output of each phase is of sufficient quality for all subsequent phases and that all dependencies between the different phases are identified. Because of the long duration of the census operation, planning should not remain static but be flexible to take into account changes that occur.

- 2.5. When planning a census, there are a number of issues that require careful consideration. These are:
- Role of the government
 - Developing project plans
 - Monitoring project plans

1. Role of the government

- 2.6. There are three areas where the government plays a role in a census. It provides the -
- legal framework to conduct the census
 - funding for the census
 - logistical support for the census

a) Legal framework

2.7. A census has to be legally authorized. A specific agency, usually national statistical offices, has to be legal authority for planning, organization and implementation of census operations. Comprehensive and well-timed legal framework is of utmost importance for the ensuring the legality and authority for conducting the census itself. The content of the census legislation varies considerably from country to country, however, it is usually covers the following items;

- a. The authority of the census agency to undertake census activities;
- b. The roles of other organisations (especially other government ministries) in census taking;
- c. Obligations and rights of individuals to provide information and enumerators and supervisors;
- d. Provisions about confidentiality of information supplied by individuals;
- e. Funding of census operations
- f. The basis of enumeration.

2.8. It is advisable to have a permanent legal authority for taking periodical censuses and when there is a need, amending legislation can be asked by census authority. It is important to act early enough for changing census legislation or ad hoc legal authority for not to jeopardize census deadlines. In any case, the legal framework needs to be clearly understood and incorporated into census planning. Due allowance should be made for the significant elapsed time that may be required for these legal processes. An extensive elaboration on census legislation is provided in the Chapter E.

b) Funding

2.9. In most countries, the Government provides specific funding for the census. The census is unlike many other activities of Government that receive ongoing and relatively predictable allocations. The census budget is highly cyclical, with relatively low levels of spending through the preparatory and dissemination phases. There is a large peak during the enumeration and processing phases. Governments need to be aware well in advance of when the peak expenditure is likely to occur so that it can be planned.

2.10. The cyclical nature of census costs requires that the census budgets are planned well in advance and cover all planned activities. Agreement by Government on the level of funding for the census is needed early in the cycle so that other aspects of census planning can proceed. Census managers will need to manage census funds and closely monitor the government commitment to the census to ensure that the agreed funds are actually available when needed. There have been many cases of Governments initially agreeing to a certain level of funding but eventually unable to meet those commitments owing to other fiscal pressures. This can have disastrous effects on census planning. In some countries, other government ministries may provide funding for particular topics (e.g., the Labour Ministry providing funding for labour force topics).

c) Logistical support

2.11. Many countries draw heavily upon other government agencies in the preparation and conduct of the census. This support may be provided either as part of the ongoing work of these other agencies or may require the census agency to provide funding.

2.12. In many countries, teachers are used for enumeration. In these cases, it is vital that the census agency obtain the commitment and ongoing support of the minister responsible for the appropriate government agency responsible for teachers (e.g., the Department of Education) and senior staff within that agency.

2.13. Where the support is provided as part of the ongoing work programme of the agency, census managers need to ensure that these other agencies are aware of the requirements of the census. These agencies should have appropriate plans and have obtained the funding that will ensure that census goals can be met.

2.14. Some examples of other government agencies that may support census activities can include:

- Local or provincial Governments, which may permit or encourage staff of their agencies to work on the census or provide infrastructure or services in regional centres ;
- Local or provincial steering committees made up of staff from a variety of government agencies specifically set up to oversee census operations in their region;
- Other government agencies that supply specialist services such as form printing, mapping, transport services or media liaison.

2. Stakeholder identification

2.15. The term “stakeholder” is used to describe a group of people who will be affected by a specified activity. For the census, the most important stakeholders are those people who are either current or potential users of the census data, most of whom will be external to the statistical agency carrying out the census. Other stakeholders may be involved in the conduct of the census. These may be either external or internal stakeholders. Given the broad scope of the census, its importance in planning and the need to involve a considerable proportion of the population to complete the census questionnaire, the community as a whole is clearly a stakeholder in the census.

a) Stakeholders within the census programme

2.16. The census operation in any country involves the movement of the census questionnaire (or the data from it) through a series of phases including, but not limited to, field operations, processing, dissemination and evaluation. In this sense, each phase is a key stakeholder of the one preceding it, with dissemination being a stakeholder of evaluation to close a “quality circle”.

2.17. Identifying stakeholders is a useful starting point for identifying critical dependencies when planning the census. Good and effective communication with these stakeholders is essential to ensure that each phase of the census meets the needs of the others and that the resources of the statistical agency are used most effectively.

2.18. The stakeholder relationship is not just linear (or circular, as described in the census cycle diagram above), but also has consequential implications. For example, the following points describe some of the

potential stakeholders for the field operations phase. This is not exhaustive but illustrates how stakeholders may be identified:

- Census evaluation. The success of the census enumeration operation has a considerable impact on data quality which is a prime concern of census evaluation. The census evaluation area is often responsible for analysis of census data to determine where data quality can be improved. This includes areas of the census form completed by census enumerators;
- Census processing. Census processing dependency on field operations is considerable. Some processing rules and procedures are partly determined by enumeration procedures and it is essential that good communication exists between the areas. Similarly, if electronic questionnaires are being used to enumerate, then processing requirements may impact field routines.
- Census dissemination. From a data quality point of view, census dissemination is dependent on the enumeration being complete and maintaining, if not improving, fundamental indicators such as under enumeration rates and response rates. Some census enumeration procedures may determine the nature and quality of particular data items;
- Other areas of the statistical agency, in particular the area responsible for inter-censal population estimates.

2.19. Each phase also has “internal” stakeholders. For example, within the field operations phase, the packing and transport of materials into the field is a stakeholder of the printing process. The recruitment of field staff is a stakeholder of the process for determining salary rates and so on.

b) Other stakeholders within the statistical agency

2.20. In many countries the statistical agency will have regional offices spread throughout the country. In these cases, the regional offices are a key stakeholder as they play a vital role in supporting the field operations phase in their particular region.

2.21. Clearly, there will be boundary issues, where some countries include all activities relating to the census within the census programme while others maintain separate units elsewhere within the statistical agency that perform functions on behalf of the census unit. If specialized skills exist in-house, it is economical to use them, rather than recruit separately for the census project. Examples of these functions could include:

- Statistical methodology (design of follow-up samples, advice on quality monitoring, sampling rates and so on);
- Information technology (evaluation of processing systems, hardware and software maintenance);
- Public relations (training and advice on public relations strategies and advertising campaigns).

2.22. There will also be stakeholders within the statistical agency who use the census results as part of their statistical operations. These could include:

- Statistical analysts preparing material by further analysis of the census results. These groups could include national accountants incorporating information on household income or housing stock into the national accounts;
- Client services, sales and marketing units identifying and satisfying external clients’ needs;
- The area responsible for household surveys using census small area counts to update sample frames.

c) External stakeholders

2.23. A key group of stakeholders are the end-users of the census data. These groups can either be current users of census data or potential users of census data. The needs of this group define the concept of ‘relevance’ that underlies all aspects of the census. Current users of census data may have well-articulated needs and generally

are in a position to influence the directions of census taking. However, their requirements need to be monitored as to whether the topics continue to be needed or whether the census remains the most effective method of collecting the data. Quite often, users will request that particular topics continue to be included in the census, as they have built their planning models around these data items. However, there may well exist better sources for these data items than the census or these data items may have ceased to have high social priority.

2.24. The census is a valuable resource that may be underutilized and potential users are the hardest to engage in the census process. This cannot be achieved through a single campaign as may be possible with current users. There is a need for an ongoing education and communication effort to develop continuing understanding of the nature of decision making and the need for census data to support those decisions. A range of tools such as meetings, seminars and publicity material about the census data can be used on an ongoing basis (see chap. III, sect. C).

2.25. It is likely that many of the goods and services required by the statistical agency to undertake the census (including transport facilities, telecommunications, advertising, printing, cartography and specialized information technology) will be acquired from outside the statistical agency. In some countries, these may be supplied as core functions of another government agency, while in others the functions will be acquired on the open market. In either case, the organization that supplies this functionality is a stakeholder in the census.

2.26. International donor groups are another important external stakeholder group. In many countries, they may provide assistance either through technical assistance to build the capacity of the statistical agency staff or resources such as infrastructure, materials, vehicles, etc. Since donor groups are interested in helping the countries develop, the data from the census is seen as central to evidence-based decision making.

d) The community

2.27. The community at large may be expected to have only an occasional interest in the census that generally peaks around the time of the carrying out of the census, or when initial data from the census are released. Public communications activities that focus on the benefits of the census at the time of census enumeration and those that provide for wide publicity of significant results at data release are ways of engaging public interest.

2.28. While the community at large does not have a direct input into the planning of the census, the need for continued cooperation of the public should be kept in mind throughout the process. Key areas of public concern are around the issues of confidentiality and privacy, the sensitivity of particular questions and the amount of time required to supply the information on the census form or to the census enumerator.

2.29. Ideally, the confidentiality of information provided on the census by individuals will be protected by law. Census records should only be used for statistical purposes and not for general administration. This means that other government agencies should not be able to access individual census records and that the records are protected from scrutiny by courts or other judicial processes.

2.30. Questions on the census must be publicly justifiable and not be too intrusive. People may be reluctant to provide reliable answers or to provide answers at all if there is no perceived benefit. The same situation applies for intrusive questions.

3. Developing project plans

2.31. Once the objectives have been established and strategies identified to implement them, more detailed planning begins. The undertaking of a census is usually regarded as a single project comprising a series of

project phases¹³. Each phase is further broken down to appropriate activities and similarly each activity is broken down to the tasks. However, given the size and complexity of the census, it can be divided into a series of related projects that are dependent on one another, for example mapping and data processing can be considered as a sub-project considering their specialized nature of work in terms of the required skills, technology and methodology used.

2.32. To achieve a appropriate design of the census project, a simple framework should be developed. This framework should be hierarchical and something similar will be found in most project management texts or software. For the purpose of this handbook, the following basic structure is used:

- Project: Population and housing census (the statistical business process);
- Phases: The major components of the project needed to achieve specific objectives. Phases are typically sequential, where the prior phase is essentially complete before the beginning of the next phase;
- Activities: It is usually a higher level of work covering the series of tasks defined for each phase;
- Tasks: The smallest identifiable amount of work leading to a deliverable. Time, cost and resources can be assigned at the task level;
- Milestones: Specific points in time at which key outcomes are expected and which measure a project's progress.

2.33. Given the basic framework, the job becomes one of identifying each level, starting at the top and working down. It will often take a number of iterations to get it right. For example, something may be identified initially as a task but becomes an activity phase after the project is considered in more detail, or because it increases in priority or complexity once the project plans become clearer. More often than not, the original project plan will change owing to unforeseen circumstances.

2.34. As the levels in the framework are filled with detail, people can be assigned responsibility, and reporting and review arrangements established. Assigning responsibility in this way is the first step in giving staff ownership of the process.

a) Phases

2.35. There is no single approach for determining phases of the census project. However, in general, the census covers the following phases: planning; preparations; mapping; questionnaire development; enumeration; data processing; dissemination and evaluation. Identifying and scheduling the various phases of the total census cycle provides the basis for planning. Initially, this should be done at the highest level of the census cycle. It should then be further developed into the different activities that make up each of these phases. These activities can then be further broken down to tasks to establish resource estimates, and responsibilities and confirm dependencies and timing of interrelated tasks.

¹³ *Generic Statistical Business Model, GSBPM, Version 5 describes the possible steps in the statistical business process into three levels: The GSBPM comprises three levels: Level 0, the statistical business process; Level 1, the phases of the statistical business process; and Level 2, the sub-processes within each phase. This approach is applied in the design of census project taking into account its unique feature of the most complicated and extensive statistical operation consisting of a complex series of interrelated steps comparing to other statistical operations.*

Table II.1 Census phases

	Phase	Includes
1	Planning	Setting strategic objectives for the entire census programme and developing project plans. etc
2	Preparation	Establishing the basis of enumeration, technical committee formation, consultation with users, contracting out, publicity strategies, etc
3	Mapping	Decision on technology and method, gathering point data, satellite imagery, recruiting GIS staff, creating a GIS database, verifying, etc
4	Questionnaire Development	Selection of topics, form design and testing, etc
5	Enumeration	Recruiting and training field staff, public relations campaigns, the field enumeration, form distribution and return
6	Data Processing	Recruiting and training data processors, selecting and managing premises, processing forms
7	Dissemination	User consultation, product development, utilization
8	Evaluation	All evaluation plans and processes

b) Activities

2.36. Once phases have been identified and agreed, the next step is to break down each phase into component activities. This is a similar process to identifying phases but begins to focus on more detail. Fewer staff would be involved and there would be more consideration of issues such as timing, resources, stakeholders and outputs.

2.37. The activities include usually a series of tasks related to design, testing and producing outputs. As an example, questionnaire development can be broken down into several activities depending on method of enumeration and technology used. In general, it includes the tasks related to communication with users, drafting census questionnaire and instructions, testing the questionnaire, finalization of the questionnaire content and design, etc.

Once the activities have been identified and agreed, someone is assigned overall responsibility for each activity. One person may be responsible for several major activities, the important point being that each major activity is represented within the census management structure.

2.38. Also at this point, it is useful to establish the broad time-frame of each activity. This helps to clarify the relationships between them but also provides guidance when identifying and scheduling tasks.

2.39. Identified milestones (see sect. (d) below) are useful in establishing the end dates for each activity. For example, if it is known that printing must be completed by a certain date to allow sufficient time for materials to be distributed, then that date would become the end date for the printing activity, as shown in Table II.2.

2.40. Phases do overlap and so start and finish dates at this level will also overlap. It is recommended that techniques such as simple flow chart diagrams be used to chart phases and identify dependencies. These techniques are preferred rather than adopting more complex project management techniques such as network analysis since the overhead in maintaining and managing such networks can be extremely high.

Table II.2. Enumeration phase

	Activities	Includes
5.1	Developing methods and procedures for carrying out field enumeration	Development of all enumeration and administrative procedures. Includes determining how enumerators and supervisors will conduct the census.
5.2	Testing methods and procedures (including pilot census)	Development and implementation of all tests regarding the field organization and implementation. As a major activity, this brings together all aspects of the enumeration, on a small scale, and can act effectively as a quality assurance measure on the operation in addition to the specific goals of each test.
5.3	Regional/Local Census Committees	Census committees are established in the field to carry out the field work

5.4	Recruitment and payment of temporary field staff	Development of procedures for the recruitment and payment including job advertisement , selection, hiring, performance evaluation and payments.
5.5	Training of the field staff	Development of training materials and agenda and time tables for training of each level of the field staff
5.6	Management and Information System (MIS)	Design of the system, developing application, testing, training of the field staff, MIS reports and evaluations
5.7	Printing census materials	Development of specifications and contracts to acquire all materials to be used in the field. Prime example is the printing of the census form. Includes printing of manuals, training and publicity materials, etc.
5.8	Distribution and Return of census materials	Development of strategies, contracting out, distribution and collection of materials, monitoring and reporting system, etc.
5.9	Evaluation and documentation	All evaluation plans and processes and documenting lessons learned.

c) Tasks

2.41. The last step is to identify specific tasks. Tasks describe what needs to be accomplished in the project. This is the actual work to be done by the team. By this stage many tasks will have been identified as a result of developing phases and activities, and it is now a case of inserting the tasks into the appropriate activity. However, it is still useful to go through a process similar to that undertaken with phases and activities, to ensure that every possible task is identified at this stage, and does not come as a surprise further down the track.

2.42. Using the same example developed above, table II.3 shows the tasks that may be identified for the activity “Distribution and return of census materials” in the phase of Enumeration.

2.43. The list in Table II.3 is not exhaustive but is used to illustrate the idea of breaking down activities into tasks. Responsibility for each task would be assigned, and items such as start/finish dates, resources and outputs (e.g., a manual or computer process) identified.

2.44. Identifying and scheduling tasks (i.e., filling the framework with detail) cannot be done in an ad hoc manner. There needs to be a planning process to ensure that all tasks are identified in an orderly way and consistent with the overall management of the census operation. The use of a framework such as the one described above provides a good and methodical basis for this objective.

2.45. As mentioned above, each phase, activity and task would have someone responsible for it. However, there is also a need for coordination and communication between the various activities and this is where identifying and scheduling tasks is linked with the census management structure (See Chapter II, Section D). The census management team needs to agree on how progress will be reported for each of the major activities and to what level of detail for the various steering and/or planning committees that have been established to provide advice on aspects of census management.

2.46. At the phase and task level, project leaders need to ensure that their dependencies and successors are known and liaison established. For example, it does no good to have clearly identified and scheduled the distribution and return tasks above if the production of census materials will be too late for distribution to the field.

Table II.3. List of tasks for distribution and return of census materials

Activity	Tasks
Distribution and return of census materials	<p data-bbox="483 378 1183 457">Review previous census methods for the distribution and return, procedures, materials and outcomes.</p> <p data-bbox="483 514 1183 682">Develop a strategy for distribution and return of census materials (including outsourcing) taking into account types of census materials, volume and final destination of delivery</p> <p data-bbox="483 745 1183 850">Prepare the specifications for the packing and transport material based on method of delivery and time schedule and responsibilities of partners</p> <p data-bbox="483 871 1183 997">Establish mechanisms for monitoring, evaluation and documentation of procedures and processes.</p> <p data-bbox="483 1050 706 1081">Test planned tasks</p> <p data-bbox="483 1134 941 1165">Finalize all procedures and processes</p> <p data-bbox="483 1218 974 1249">Implement and monitor the field work</p> <p data-bbox="483 1291 1183 1396">Evaluate and prepare a report for all processes; assess weaknesses and success of the operation and make suggestions for the next census</p>

d) Milestones

2.47. A milestone is a point in time that identifies when significant points of the project should be reached. Milestones can be identified in any part of the project although they are generally associated with the completion of a set of project deliverables. Completion of all the tasks in an activity may be considered a milestone, or the completion of an entire phase. The use of milestones provides focal dates for the project team and helps in monitoring progress of the census.

2.48. In a reference to census management, there are two most common ways of determining milestones:

- (i) Create it as a single-day task to be used as marker on the census schedule, indicating that a certain objective is achieved. For example, the date for the final census questionnaire, the date for starting the distribution of census materials;
- (ii) Create it as a parent task, containing all other sub-tasks, which are required to complete a certain objective. For example, determining method for enumeration, data processing, etc.

e) Issues that need to be taken into account in project planning

2.49. There are issues associated with each activity and task that need to be taken into account in project planning. Obvious issues are timing and resources. Less obvious issues include risk management and goals. As part of the planning process, it is useful to identify the issues associated with activities and adopt a consistent approach in listing them for all activities. Different project management approaches will offer different ways of achieving this objective.

2.50. One method is to use an issues table, one of which is prepared for each activity. The issues table simply lists a number of generic issues that each activity leader considers against his or her activity. The purpose of this table is to ensure that issues such as evaluation and testing are not forgotten and to provide a basic and uniform set of information about the project, available to all staff.

2.51. Table II.4 is a sample issues table with descriptions of the type of information that might be recorded. The last column is presented as a list of questions that a typical project leader might ask about a particular issue as it relates to the project. The table may be a simple form on paper or on a spreadsheet. In some cases, the information for each issue may be recorded in the table itself or the table may simply be used to tell readers where the information about that issue may be found. It is flexible.

2.52. Completing an activity issues table for each activity is a one-time exercise. A complete set of activity issues acts as a ready reference for the entire operation, as well as an index to where more detailed information can be found.

Table II.4. Activity issues

	Item Name	Description	Questions
1	Overview	Describe enough background to the activity for people to understand where it fits in.	How would I describe this activity to someone in 2 or 3 sentences?
2	Approval	Note if there has been, or should be, any formal approval for this activity.	Does this activity need to be approved by anyone?
3	Goals/Objectives	Describe the goals of the activity.	What is the purpose of the activity? Why do it? How does this activity add value?
4	Deliverables	Describe the outcome of the activity. This may be a specification document, a manual, a computer system, etc.	What is actually produced by this activity?
5	Schedule/Dates	Start and finish dates as well as any key dates along the way. This may simply be a file that progress is shown in or it may be a separate document.	What do people need to know about the timing or scheduling of this activity? Are there any critical dates involved?
6	Stakeholders	The people or organizations, including outside the agency who are important to this activity. They may be dependent on this activity or vice versa.	Who would I need to involve in planning, developing or implementing this activity? Who is the client?
7	Dependencies	Process relationships. The activities or tasks, including other are as, depend on this activity or vice versa.	What inputs do I need? Where do the outputs of this activity go?
8	Key tasks	Describe the key tasks that make up this activity.	What tasks have to be done for the activity to be completed?
9	Risks	Describe the potential risks, their likelihood and contingency plans.	What can go wrong and how likely is it? What are the critical success factors?
10	Specifications	These may be technical specific ations as for an information technology application or a description of what is involved in this activity. Will depend very much on the nature of the activity.	What do I have to specify in order for the activity to get done? What would I have to tell someone about how to go about it?
11	Resources	Staffing, budgets, costs, etc. Staffing costs refer to people working on the activity and do not have to be exact.	How much is this activity costing in terms of people and money?

12	Training	Training that may be required to enable this activity to be done.	What skills would someone need to do this activity? For example, software (PageMaker, Freelance, etc.), acceptance testing, negotiation and procurement.
13	Performance measures	The performance measures against which the success of this activity will be measured.	How will I know if this activity has been successful?
14	Management information	Information that can be extracted from the activity to inform people about progress, etc. and also to provide data for analysis. (number of people paid, number of urban enumeration areas, etc.).	What information from this activity will help people know how things are going or assist in analysing the activity later?
15	Testing	The testing plan for the activity.	How will I test this activity to be confident that it will work or that the right outcomes will be achieved?
16	Evaluation	The evaluation plan for the activity.	How will this activity be evaluated? How will other items in this table contribute to the evaluation? How has previous feedback been dealt with?
17	Reporting	Information about the level and detail for reporting on this activity. Name and location of relevant project management software file.	What do I have to report, and how often, so that people know the status of this activity?
18	Documentation	Describe what documentation exists about this activity. This may be other items in the table such as specifications, etc.	What would I tell someone who wanted to learn about this activity to read?
19	Service agreement	Details of any service agreement associated with this activity.	If other persons are doing some work on this activity for me, what agreement should I have in place with them?
20	Closure	How the activity is closed. What occurs when the activity is finished.	How do I know when this activity is finished? Who needs to be told?

f) Risk management

2.53. Risks are events that could occur and in some way have a negative impact on the success of the census. An example risk event may be that sufficient enumerators for a particular geographic area cannot be recruited. The risk event might not occur, but risks with significant likelihood should be managed explicitly by developing fully detailed plans parallel to the census plan on the basis that the risk will eventuate. There may be more than one parallel plan for a particular risk, depending on possible times of risk actualization.

2.54. To be effective, risk management must be an integral part of the project management. Risk management is the identification, analysis, mitigation, and reassessment of risks throughout the census phases. It also includes putting contingency plans in place should a risk become an issue. Implementing risk management in censuses:

- Fosters early identification of strategies to reduce or eliminate the potential impact of known risks;
- Provides a structure for monitoring and documenting changes in risk assessment and for managing the response to those changes;
- Identifies areas where further study or analysis could potentially lower future risk; and
- Facilitates integration of operations/systems through early identification and resolution of risk that cuts across activities.

2.55. An important part of risk management is the continual reassessment of the activities or project to evaluate how risks may have changed and to identify new risks. For maximum effectiveness, risk management must be performed using a common, systematic, and repeatable approach so that risks can be identified, managed, and unambiguously communicated to managers and stakeholders.

2.56. Risk management is essential because of the importance of the census and the fact that it is an infrequent exercise. The success and/or failure of the census may depend on the implementation of the plans associated with these risks if they eventuate.

4. Monitoring project plans

2.57. Monitoring the census project plans as described above and managing the information flows is an important part of census planning. It is imperative that the overall project plan is monitored closely and that appropriate feedback is delivered to all levels of management. More often than not, the original project plan will change owing to unforeseen circumstances (e.g., delays in arrival of equipment and technical difficulties) or the identification of additional tasks.

2.58. It is therefore important that there is a feedback loop that compares actual results with the plan, and assesses the impact of any deviations from target dates and costs. It is very important that these feedback mechanisms be based on good communication practices.

2.59. The results should be reviewed on a regular basis remembering that if these reviews are done too frequently the overhead increases. However, if done too infrequently, corrective actions may not be taken promptly enough.

2.60. As stated above, the project plans comprise phases, activities, tasks and milestones.

- 2.61. The most important components to track are:
 - a. the calendar time for completing a task;
 - b. resource usage per task;
 - c. cost per task and
 - d. milestones met.

2.62. This can be done using a Gantt chart that graphically displays schedule-related information. In the typical Gantt chart, activities or other project elements are listed down the left side of the chart, dates are shown across the top and activity durations are shown as date-placed horizontal bars. There are a variety of off-the-shelf software packages that can be used to produce Gantt charts. An example is shown below.

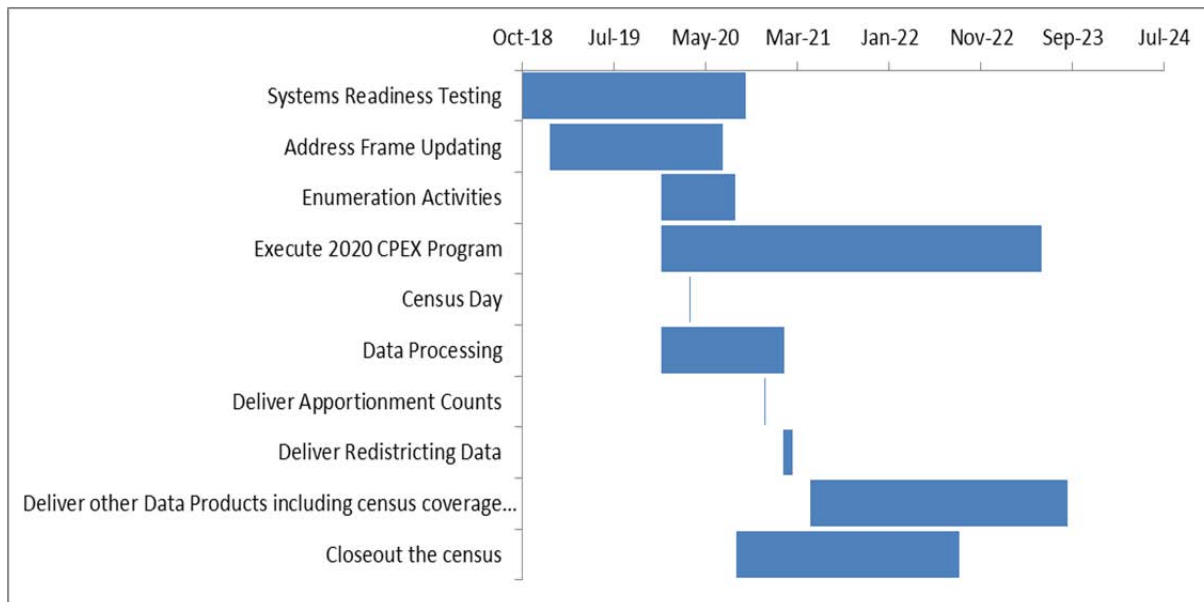
2.63. For a more descriptive example of a census project Gantt chart, which details all the relevant steps that can be taken to ensure the effective monitoring of the census project, see the Appendix for an example of a Gantt chart for (Country example).

a) What to review

i. Status information

2.64. Status information is typically recorded at periodic meetings attended by all key project participants. The information normally includes: status of tasks, status of important milestones, progress, a ctual start and end dates.

Figure II.2. Gantt chart of preliminary high level schedule of activities in readiness, testing and execution of US Census 2020



Source: 2020 Census Business Plan, U.S. Census Bureau

ii. Analysis of variations

- After recording status information, the impact of any deviations on project schedule, cost and resources should be analyzed. In particular, special attention should be given to: Slippage of critical tasks leading up to milestones;
- Over commitment of resources in the remainder of the project;
- The “99 per cent complete” syndrome. Managers must be able to realistically estimate time to 100% completion;
- Re-baselining. If it is estimated that the completion date of a task cannot be met, then the task must be extended on the Gantt chart and in other documentation. This must be a highly visible process, with re-baselined tasks clearly identified in the Gantt chart. Originally expected completion dates should remain on the chart.

b) What to report and to whom

2.65. The Gantt chart, which is generally a clear means of communication, can be used as the main reporting vehicle. Different levels of management will require differing amounts of detail on project plans. A generic management structure is shown in section D of this chapter. Listed below are some of the levels outlined in that section and the amounts of detail on project plans they may require.

i. Project team

2.66. The project team is responsible for the completion of project tasks at the agreed timetable and acceptable levels of quality. Therefore, they will need reports in the finest detail that show the progress of each individual task. The project team should agree on what needs to be monitored and the frequency of reviews that should be conducted through regular meetings. These regular meetings can provide a formal mechanism through which reviews are conducted. However, it is important that the project team does not rely solely on these meetings to monitor progress. Maintaining regular contact and open communication channels in their day-to-day activities with all stakeholders in their own project team, and other dependent project teams, is critical to successful project monitoring.

ii. Project manager

2.67. Project managers are ultimately responsible for all tasks defined in the project plans and are accountable for delivering target outcomes and meeting the project budget and delivery schedule. Therefore, they will need reports at all levels of the project plans (i.e., phase, activity and task). They will generally use reports at the phase and activity level for their day-to-day management of the project but they should also be able to get down to the task level if necessary.

iii. Executive officer

2.68. One of the roles of the executive officers is to oversee the programme through to the generation of target outcomes. Therefore they may only be interested in data at a level higher than task or activity and only require concise status reports that answer the questions: “Are we ahead or behind schedule? By how much?” The executive officers require clear, succinct information showing just where the project stands and what actions, if any, are required of them.

C. Plans for enumeration

1. Introduction

2.69. A population and housing census is the most complicated and extensive statistical operation, consisting of a complex series of interrelated processes. For planning census activities, the first consideration is to determine the key census goals and the basis of the enumeration. This provides a framework for proceeding with more detailed planning for field operations.

2.70. This section explores the basic issues that should be taken into consideration before planning the field operations.

2. Key goals

2.71. Initial planning for a census will have established broad goals for the census program as a whole (Also see Section B of this chapter). The following is a list of some broad topics for consideration as goals for the census enumeration. It is not an exhaustive list and some topics may not be applied in some countries:

- Full coverage. Census enumeration procedures need to be designed to ensure that full coverage of the population is achieved, while adhering to budget and timetable considerations;
- Confidentiality. Procedures are designed to ensure confidentiality of census data. The confidentiality requirement encompasses the whole census operation, ranging from the security of the completed census questionnaires both in the field and during processing to the protection of the information contained in the outputs and made publicly available. Examples of measures that can be taken to ensure confidentiality include: enumerators wearing identification passes; privacy envelopes being provided for people who request them; and names and addresses not being included in the databases;
- Census publicity. The goal is to have the public well informed about the need for, importance of, and benefits from a census. Thus, emphasis should be placed on key aspects such as the benefit of the census to the community and confidentiality and privacy. A good public relations campaign will also contribute to response rates and data quality;
- Non-compliance. Minimizing non-compliance should be considered a key goal of the census enumeration. Enumeration manuals and training should provide specific guidance on how to address non-compliance issues during enumeration;
- Cost-effectiveness. All enumeration processes and procedures are developed with a view to maximizing cost-effectiveness;
- Recruitment and training of field staff. An important goal for census enumeration is that the most efficient procedures and processes are established to recruit and train a high-quality field staff;
- Accountability. All materials should be accounted for. This can be reflected in a goal that all census forms or tablets are received at the processing centers and that there are no reports of lost census materials in the field;
- Availability of instruments (e.g., maps) necessary for enumeration;
- Involvement and cooperation of local leaders;
- Consistency of procedures across all regions within the country;
- Special enumeration. In some countries, the enumeration of particular sub-groups of the population can be more physically, culturally or politically difficult than that of the mainstream population. Where sub-groups are identified for special enumeration, a goal could be to ensure that procedures are in place and special strategies devised to ensure their inclusion in the census.

2.72. There are many other potential goals that may apply to particular countries. During the planning phase of the enumeration, the important question to ask is, “What outcomes are we aiming at as a result of the enumeration?” The outcomes could be expressed as absolute numbers. For example:

- A gross undercount rate of x percent or less;
- A cost per capita of y units of currency;
- Reduction in under-enumeration of x percent relative to the previous census.

3. Basis of enumeration

a) Type of enumeration

2.73. Describing the total population of a country and its geographical distribution within the country are common and essential elements of all censuses. However, the definition of what constitutes the population of an area varies from country to country and largely depends on the requirements of users. The total population may be defined to include or exclude foreigners in the country and its own nationals in other countries. It may or may not include certain population groups within the country.

2.74. While the definitions of total population vary among countries, those definitions are nevertheless categorized under either of the two principal concepts commonly adopted for a census enumeration, namely:

- Place where the person is present (*de facto*);
- Place of usual residence (*de jure*).

2.75. Enumeration of each person either where the person is present or the person’s usual residence will be used as basis for an accurate count of the population of a country at a point in time¹⁴. It is essential that the same principle for enumeration is adopted across the entire country.

i. Place where the person is present

2.76. This category includes all persons physically found present in a country on the date or time of the census. The enumerated population will comprise all persons present in the country when the census is taken and enumerated at the place where they are at census night, regardless of their usual place of residence. In practice, and for operational convenience, the concept is applied to the place where the person slept on the night preceding census day or was present at a defined census hour (usually midnight of the census day) See Chapter IV Section B for more elaboration.

ii. Place of usual residence

2.77. This includes all usual residents. In general, “usual residence” is defined for census purposes as the place at which the persons lives at the time of the census, and has been there for some time or intends to stay there for some time. Most individuals enumerated have not moved for some time and thus defining their place of usual residence is unambiguous. For others, the application of the definition can lead to many interpretations particularly if the person has moved often.

2.78. As stated in the principles and recommendations for population and housing censuses revision 3, it is recommended that countries apply a threshold of 12 months when considering place of usual residence according to one of the following two criteria:

¹⁴ For definition of population count, population present and usual resident population, see Principles and Recommendations for Population and Housing Censuses Revision 3 Paragraphs 4.22-4.43.

- The place at which the person has lived continuously for most of the last 12 months (that is, for at least six months and one day), not including temporary absences for holidays or work assignments, or intends to live for at least six months;
- The place at which the person has lived continuously for at least the last 12 months, not including temporary absences for holidays or work assignments, or intends to live for at least 12 months.

2.79. With this method, all persons present at their place of usual residence at the census time will be enumerated, as well as those who may be temporarily absent from their place of usual residence, irrespective of where they are at the time of the census. See Chapter IV Section B for detail elaboration.

iii. *Obtaining both place where the person is present and place of usual residence*

2.80. Countries may enumerate population using both approaches for producing population count for usual residence population and population present. In this approach, people are enumerated considering both the place of usual residence and the place where they are present at the time of the census. Special care should be taken to avoid potential problems with double counting of population. In order to produce populations based on these two places, it is necessary to collect data for each individual to distinguish their status as following: i) persons who are usual residents and present at the time of the census, ii) persons who are usual residents but not present at the time of the census and iii) persons who are not usual resident but present (visitors) at time of the census.

b) Units of enumeration

2.81. Individual enumeration is one of the essential features of a population and housing census, therefore the units of enumeration are identified at very early stage for planning census operations particularly related to enumeration and dissemination.

2.82. In the population census, the primary unit of enumeration is the person. There are two main frameworks for identifying persons: i) households and ii) institutions as a subset of collective living quarters¹⁵, in which most of persons are identified.

2.83. For the housing census, there are three units of enumeration: i) households, ii) living quarters and iii) buildings. These three units are clearly distinguishable in conceptual terms¹⁶.

2.84. Units of enumeration for population and housing census should be defined according to the objectives of the census and clear definitions of these units should be given in the manual of instruction for the enumeration.

c) Method of enumeration

2.85. There are two main methods of enumeration: Face-to-face interview (or enumerator) method and self-enumeration method. A combination of two methods can also be used in one census. Extensive elaboration on method of enumeration is provided in the Chapter IV Section B.

¹⁵ Although most of people live in the housing units and institutions, there are other types of places in which people can be enumerated such as hotels, rooming houses, camps and workers` quarters, military camps, workers camps, refugee camps, etc. Detail explanation and classifications of living quarters are given in the Principles and Recommendations for Population and Housing Censuses Revision 3, paragraphs 4.421-4.462.

¹⁶ Definition of households, living quarters and buildings are explained in the Principles and Recommendations for Population and Housing Censuses Revision 3, paragraphs 2.33-2.45.

2.86. The use of new technologies during the field enumeration has introduced substantial changes in application of methods of enumeration. Traditional method of enumerating population with face-to-face interview can be applied in different ways, using a paper questionnaire or handheld devices to automatically capture data during enumeration. On the other hand, self-enumeration method also can be applied in different methods, using a paper questionnaire or Internet. Combination of each method with different type of technology can also be used for enumeration.

2.87. The decision regarding the method of enumeration and technology –if it is used– should be taken in the early stages of census planning because of the wide-ranging influences these decisions have. The method and technology adopted will influence the following:

- Budget;
- Organizational structure;
- Availability of reliable address frame
- Type of questionnaire and its content and design;
- Selection of the field staff;
- Training program;
- Content and scope of the publicity campaigns;
- System of management of records.

4. Potential constraints

2.88. Establishing the basis of the census enumeration should also take into account major constraints. These are factors that are effectively unchangeable or outside the direct control of the statistical agency but will influence the planning or carrying out of the enumeration. The value in identifying these factors is that the risks associated with these constraints can be identified and appropriate risk-management guidelines developed. Not identifying these major constraints early may result in a negative impact on the census enumeration at a time when there is little or no scope to react or where the cost may be prohibitive. Major constraints may include the following:

- a. Cost. While careful consideration is given to the census budget, emerging issues may result in unexpected shortfalls. Given the cyclical nature and fiscal funding peaks required for a census, it is generally difficult to obtain extra government funding if there is a shortfall. Additionally, economic efficiency by the Government of the day can place funds already approved under review;
- b. Government or other authority decisions. For example, the Government may direct that a census be held in a certain month or that a particular sub-group of the population be given special treatment;
- c. Production capacity. This applies particularly to producing maps and the printing of the census questionnaire and related procedural documentation. The scale and specialized nature of these tasks may require technology beyond that readily available in some countries. In some cases, it may be highly undesirable to undertake this work outside the country owing to loss of control and quality assurance purposes;
- d. Logistical capacity. This refers primarily to the bulk movement of materials (such as questionnaires manuals and tablets) into the field and their return to the processing centers. It requires sufficient infrastructure (e.g., roads and railways) and transport facilities (trucks, cars, boats and possibly aircraft) to allow one of the major logistical challenges of modern society to operate smoothly;
- e. Coincidence of other national activities. For example, in some countries an election may be scheduled in a census year that may impact on the ability to obtain a sufficient number of enumerators. This is also a planning issue in countries where an election or other national activity may be called well into the planning of the census enumeration;

- f. Seasonal weather patterns that may make enumeration difficult in parts of the country;
- g. Security of enumerators in dangerous areas (e.g., areas of civil unrest, see example below);
- h. Public attitudes. If the mass of public opinion is not favorably disposed to the census operation, it will usually fail or be very expensive.

2.89. The purpose of identifying major constraints when establishing the basis of enumeration is not to solve any associated problems, but rather to take them into account in subsequent planning.

D. Administrative organization and management structure

2.90. The combination of two factors makes managing a census challenging. First, it is often the largest peacetime project that a country undertakes. Second, it does this only periodically. Thus, managing a census project entails working with many people who have never had experience doing it, it entails long project timelines within which there may be a turnover of key personnel, it entails a geographic spread that covers the entire country and it requires the cooperation and collaboration of a range of organizations, both public and private. This section details various issues related to the administration and management structure of a census.

1. Responsibility for census enumeration

2.91. There is wide variation in the organization of national statistical systems around the world. In a centralized national statistical system, the national statistical office is the main data collection agency and coordinator of all government statistics in the country. In other countries, the census-taking agency is just one of many statistical units that reside in various government ministries/departments. There are also a few countries, where there is no permanent statistical office responsible for the census. Therefore, the management structure that is put in place for the census largely depends on the established management structures in the national statistical system. Despite the variation, in a majority of countries, a nation statistics office is the organization responsible for the census. There are many references available on this subject and it is impossible to discuss the full range of options available in a handbook such as this.

2.92. For the purposes of this handbook, a generic structure is discussed that can be adapted by countries to suit their own particular circumstances.

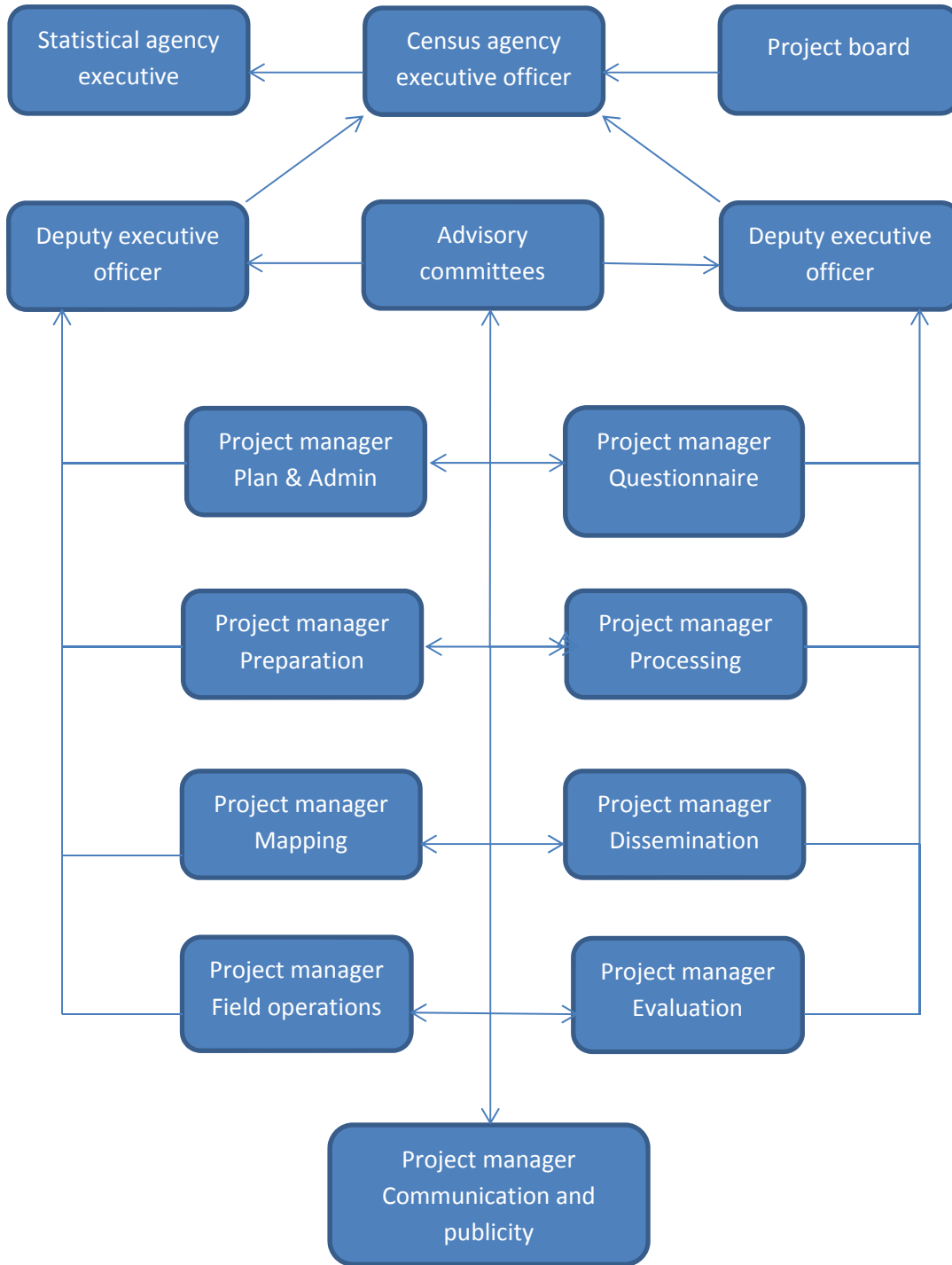
2.93. Since are not taken frequently, there is a need for a well-developed management process to ensure that information acquired in one census is utilized to the fullest extent possible in future censuses. Also, there are some management issues that are specific to a project with a long lead time. To address these issues it should be expected that the management team leading the development of a census will change over the course of the planning and preparation phases that comprise the census development process.

2.94. In the earliest stage, the principal activity will be identifying possible options for the various aspects of taking the census. It should be expected that at this time the team structure will be based around a small group of experienced and relatively senior staff. The team should be managed by a person experienced in addressing strategic issues and with some experience in census taking.

2. Hierarchy of census staff

2.95. A generic structure of the organization responsible for the census is illustrated in Figure II.3. The roles and responsibilities of each level in the generic structure are also discussed. See Appendix I for Myanmar's 2014 Organogram.

Figure II.3 Top level management structure



2.96. The number of staff employed in each area of the diagram above will vary over the census cycle as different project teams are deployed through the phases. Also, the number of levels in the management structure may change throughout the census cycle. For example, there may only be one project manager responsible for both questionnaire content and administration in the early stages of planning. However, an important point to note is that the management structure includes each phase of the census cycle.

2.97. There are also other areas within the statistical agency that have an input into the census project that are not represented in the diagram above. For example, these could include the areas responsible for human resources or network security.

a) Census agency executive officer

2.98. The executive officer is the person responsible for the census within the executive structure of the statistical agency. This person has ultimate line management responsibility for all aspects of the census and takes responsibility for the eventual delivery of census goals. The executive officer will usually report to the statistical agency executive.

2.99. The responsibilities of the executive officer can be defined as:

- Establishing strategic objectives for the census programme;
- Setting expectations and outcomes;
- Taking on responsibility for assessing and ratifying the census programme's feasibility and achievement of outcomes;
- Ensuring that the census programme's scope aligns with the requirements of the stakeholder groups;
- Providing those directly involved in the census with guidance on strategic issues;
- Ensuring that effort and expenditure are appropriate to stakeholder expectations;
- Keeping the census programme's scope under control as emerging issues force changes to be considered;
- Reconciling differences in opinion and approach between stakeholders and resolving disputes arising from them;
- Communicating expectations and critical decisions to the executive management of the statistical agency;
- Allocating project resources;
- Addressing any issue that has major implications for the census programme.

b) Deputy executive officers

2.100. The number of staff at this level largely depends on a particular country's circumstances and the size of the census project. These officers report directly to the executive officer and can be responsible for several of the phases in the census cycle.

2.101. Their responsibilities can be defined as assisting the executive officer in all areas of responsibility included in the list above. Deputy executive officers are a key link in the communications chain between project managers and the census agency executive and other areas within the statistical agency. Their role is more "hands on" than the executive officer and they are more closely involved with the day- to-day activities of the project teams.

c) Project managers

2.102. In this structure, a project manager is responsible for each phase of the census. Project managers are responsible for several project teams that will be established for each phase. They should schedule and monitor all activity of project team members and they should be separately identified in the work plan.

2.103. The responsibilities of the project managers can be defined as:

- Developing and maintaining project plan(s);
- Managing and monitoring project activity through the use of detailed plans and schedules;
- Reporting to the deputy executive officers as required;
- Managing stakeholder expectations;
- Liaising with all project stakeholders;
- Fostering communication among all project stakeholders;
- Negotiating the resolution of technical issues;
- Completing the project on time and to budget;
- Ensuring the quality of the deliverables.

d) Project teams

2.104. As options for the various strategic issues are established, the management structure should be refined so that series of project teams become established in parallel, each looking after broad areas of responsibility.

2.105. Each project team should be responsible for maintaining contact, at appropriate levels, with external stakeholders, including other areas of the census team, other areas of the national statistical agency and stakeholders external to the agency (e.g., other government agencies).

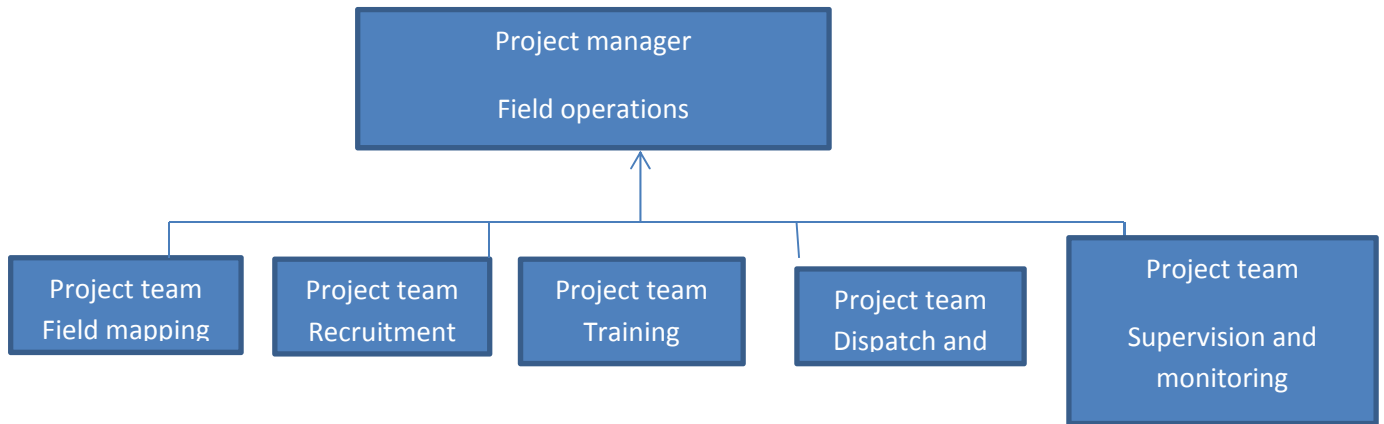
2.106. The project teams are responsible for:

- Completion of project tasks to the agreed timetable;
- Completion of project tasks to agreed and accepted levels of quality;
- Peer group reviews of project outputs.

2.107. To ensure that there is the greatest possible scope for the coordination of activities between the various project teams, it is recommended that these teams be co-located. If this is not possible for some reason (for example, location of stakeholders with particular expertise or requirements remote from the main census development site), allowance must be made for sufficient communications and face-to face meetings between members of the various project teams.

2.108. As the development work progresses, it should be expected that the development project teams will increase in size, as the level of detail involved in their work increases. Eventually, these teams are likely to form the basis of the core management teams undertaking the operational aspects of the census, and the structure of the project teams should incorporate an element to facilitate this evolution.

Figure II.4 Project team structure



e) Project board

2.109. This board is a high-level group, comprising of representatives of major stakeholders in the census programme, and other areas within the statistical agency. The project board may be chaired by the census agency executive officer.

2.110. The project board should be seen as an advisory body that provides advice to the executive officer on strategic directions and issues. In the early stages of census planning, it is vital to coordinate the disparate activities of the programme and recognize interdependencies. This will be greatly facilitated by the formation of a review body such as a project board.

2.111. Representatives on the board from other areas of the statistical agency may also be able to provide high-level specialist advice to the executive officer. These representatives could be from specialist areas such as information technology.

Once the operational phases begin, the role of the project board will be largely complete. However, the board can have an ongoing role in identifying strategic directions for the next census.

f) Use of advisory committees

2.112. The project board is only one of a number of formal mechanisms that managers of a census can utilize to gain access to levels of expertise and experience augmenting those of the team - that is the key role of such committees. They do not absolve the census managers from their responsibility to manage the operation.

2.113. In many cases, the formal systems adopted by the agency will indicate the review and advisory boards that should be involved. It is suggested that the following groups are essential to ensure that the development process considers all key issues:

- An **information technology review panel**, to ensure that the most effective use is made of technology, without requiring the development team to be fully conversant with all aspects of this area;
- One or more **system user review groups**, to ensure that the views of the people who will operate the system are considered;
- One or more **technical advisory groups** to provide advice on the need for statistical output in specific areas. These panels are particularly useful as a means of addressing emerging areas of concern;
- Other **technical advisory panels**, where required. For example, a panel of methodologists may be helpful in determining sampling rates; a panel of specialists on employment conditions may be useful if the area of pay and conditions is complex.

2.114. Again, the most use should be made of these committees in the planning and preparation phases and not in the operational phases. This is because their main role is to provide advice on strategic issues or particular technical issues. It is unlikely that such committees will be able to respond quickly enough to resolve issues of detail that may arise during the brief and intense operational stages of the census.

g) Differences between development and operational phases

2.115. While the top-level management structure is established in principle for the entire census cycle, the extent to which all parts of the structure are actually deployed will vary over the cycle. It is important to note that the detailed management structures and approach will be quite different for the operational phases of the census as compared to the development phases.

2.116. The development phases comprise planning and preparation and detailed management structures are suited to these phases. The operational phases comprise mapping, questionnaire development, field operations, processing and dissemination. These require different management approaches because the nature of the workforces and the tasks performed are quite different. These are discussed in the following sections.

3. Management structure by operational phases

2.117. The main operational phases of a census are mapping, questionnaire development, enumeration, data processing, data dissemination, evaluation and archiving. In addition, publicity is an operation that happens at various points through the census project – before various tests and the pilot, before enumeration and during dissemination. The progress and success of each phase impacts the one that follows and is impacted by the one that precedes it. For instance, an incomplete and inaccurate mapping operation will result in an enumeration phase that is riddled with coverage problems. Also, if the mapping operation is not completed in a timely manner, enumeration may be delayed. During the operational phase, the census programme will be concerned with operational management, driven by output from monitoring systems established in the development phase.

2.118. At the beginning of each operational phase, the generic management structure discussed above will have to be expanded to cater for managing these operations. As an example, the field operations management structure could be expanded

2.119. Details of the management of the three main operational phases of the census are given in the relevant chapters of the present publication. It is, however, worth considering key elements of the specific structures required in an overall sense.

a) Pre-enumeration phase

2.120. The pre-enumeration phase includes the management of several important operations and activities like communications and publicity, mapping, recruitment, questionnaire development, manual development, printing and training. Different units will be responsible for each of these. Depending on the statistical office, mapping and publicity may be done in-house or outsourced. If mapping is done in-house it is usually the cartography/geography department that handles the mapping project. However, it may have to coordinate and collaborate with other government agencies that collect spatial data to create the database for the entire country. This is discussed in greater detail in Chapter III.

2.121. Similarly, communication and publicity has to be planned and managed by staff that is exclusively responsible for messaging and communicating with the various stakeholders – internal to the government as well as external, including data users and the public. For the 2010 census in the US, while much of publicity was outsourced, the Publicity Office of the US Census Bureau researched, specified, coordinated and monitored the campaign and the messaging through its 2010 Census Integrated Communications Campaign. The process brought together experts in advertising, public relations, partnerships and online, earned and paid media, as well as experts in multicultural audiences, metrics, measurement and consumer research.

2.122. Senior subject matter specialists in the organization should lead and staff the questionnaire development operation collaborating with partner agencies, organizations, academia and the data user community. If an electronic census questionnaire is being designed, teams have to work closely with the information technology unit and its programmers. Establishing clear channels of communication and responsibility is central to the success of this process. Subject matter specialists should remain the main drivers of the questionnaire development process even if it is an electronic questionnaire. Programmers are not likely to be sensitive or trained in the principles of designing a questionnaire.

2.123. Overall, each of the operations in this phase should be headed by a project manager, who reports to the executive census director. The internal management structures of these will vary depending on the pre-enumeration activity.

b) Enumeration phase

2.124. A key element of the field enumeration management structure is that it will inevitably be geographically dispersed. See Figure II.4. This is needed to provide the local knowledge required to ensure high-quality enumeration and to ensure ready access to managerial advice and oversight for enumerators.

2.125. It is not possible to be prescriptive about the way in which this is achieved since the resources available to countries will differ greatly. Depending on the communication facilities and other infrastructure available in a country, it is common for the basic management structure to involve three or four layers of management in the field operations workforce, as follows:

- Regional manager;
- Deputy regional manager;
- Supervisor;
- Enumerator.

2.126. The first two levels should be combined if it is possible to accomplish the enumeration operation with only a regional manager. It is desirable to minimize the hierarchical levels of staffing in order to facilitate direct communication between enumeration staff and more senior managers. It is important to ensure that each level of staff is encouraged to accept responsibility for their own work, rather than relying on actions of layers of supervisory staff to cover up for errors.

2.127. It is equally important to maximize communication between management units to ensure consistent adoption of best practices in all areas.

2.128. Typically, the field workforce will comprise mainly of staff engaged in the specific task at hand. To ensure objectives are met they will require management support from permanent staff of the census agency. This element of management can be provided effectively through regional offices where they exist. In other cases, it may be possible to use other management structures (for example, those of the education department, where it is considered effective in terms of national objectives to utilize teachers as the enumerators).

2.129. In most countries, there will also be special sub-groups of the population that require particular management actions to ensure a successful enumeration. For example, these groups may comprise members of a specific cultural group (e.g., an indigenous minority), or people with some form of disability (e.g., visual impairment or poor reading skills) or who live in specific situations (e.g., a nomadic minority group). In each case, a specific strategy will be required incorporating the necessary management structures.

c) Processing phase

2.130. The success of the census processing phase is determined largely by the structures established to manage the operation. The structures that can be put in place at each processing center is discussed in chapter V.

2.131. However, if the processing is conducted at a number of decentralized sites, an additional management layer will be needed. In a decentralized scenario, there is a strong need for overall national coordination of operational and quality assurance aspects of the processing task. Therefore, national managers will need to be engaged who are responsible for these two aspects of processing.

d) Dissemination phase

2.132. A number of options are possible for the management structure of the dissemination phase of the census. The overriding requirements are that there should be:

- A great deal of attention paid to coordination with the enumeration and processing systems;
- Due attention given to the use of standard classifications across the entire range of outputs;
- A process that is based on a clearly detailed set of user objectives;
- Project management tools to manage timetables and other deliverables

2.133. It is recommended that, when preparing output products, teams be established that are given responsibility for developing particular products over the entire product development cycle. The alternate approach, which is not recommended, is an assembly line process where different teams are responsible for different aspects of the product development.

2.134. The recommended team-based approach will give the team members ownership of the products and ensure a consistent approach to the development of particular products. Defining the boundaries of a team's responsibility is best undertaken in consideration of the level of complexity of the outputs envisaged. A different approach may be required in countries in which most users do not have access to computers, or where great importance is attached to providing output to local groups, as compared with countries with sophisticated data-handling systems where most information is passed electronically (e.g., through the Internet or by compact disc).

2.135. Where the outputs required are relatively simple, a suggested approach is to structure the teams on the basis of principal topics covered by a team. For example, one team could be responsible for basic demographic output and another for labor force topics and so on.

2.136. If the outputs are relatively complex, or require more advanced use of technology, it could be more appropriate to form a few teams with a mix of subject matter and information technology skills. These teams could work on digital dissemination or interactive digital products.

4. Structure of the workforce

a) Introduction

2.137. This section describes the geographic, logistical, communications and social factors that have to be considered when determining the structure of the workforce to support the enumeration phase.

2.138. As described above and taking into account the basis of enumeration, it is common for the basic management structure to involve three or four layers of hierarchical management. It is desirable to minimize the number of levels in the hierarchy, while assuring that quality and continuity does not suffer as a result.

2.139. In many countries, the existing administrative structure, both centrally and in the regions, will also be used to facilitate the management and coordination of the enumeration activity. This varies considerably from country to country.

2.140. Apart from enumerators, other specialist staff may also be employed to undertake tasks such as mapping and household listing (see Chapter III and IV) or the enumeration of non-private dwellings. In some countries, these tasks may be undertaken by enumerators and managed by the structure shown below.

2.141. Assuming a hierarchical structure, there are a number of key issues that the statistical agency needs to address in formally determining the structure of the workforce. These include:

- Roles and responsibilities of each level;
- Time available;
- Staffing ratio between the different levels.

2.142. These issues are interrelated and dependent on one another and should not be considered in isolation. For example, the amount of time available may well determine the roles and responsibilities, which in turn will affect the staffing ratios.

b) Roles and responsibilities

2.143. The roles and responsibilities at each level will vary and will depend on the basis of enumeration. However, they will always involve some form of management, supervision and communication with the level immediately below, and communication with the level immediately above. Several enumerators will be dealing with one supervisor, and several supervisors will be dealing with one deputy regional manager or regional manager. The roles and responsibilities of each level must be clearly defined in the various instruction manuals that need to be produced, and they should be reinforced during training.

i. Regional manager

2.144. The role of the regional manager will include work similar to that of the deputy regional manager. At this level, work will also involve public communications activities and liaison with targeted government and community groups. This will help promote census awareness, which will assist field staff during enumeration.

2.145. There would normally be little direct contact with respondents or enumerators, thus, regional managers do not play a strong role in direct quality assurance of the census enumeration. They do, however, play a strong role in the quality assurance of the census field administration. For example, where a recruitment and selection process is used for enumerator positions, the regional manager may be responsible for vetting selection documentation and approving appointments. Similarly, they may be responsible for approving payment of salaries and expenses.

2.146. Regional managers would communicate on a regular basis with the statistical agency but usually this would involve progress reporting rather than seeking advice or assistance.

ii. Deputy regional manager

2.147. The role of the deputy regional manager is dependent on the basic structure of the field operation. The present handbook assumes that there is a four-tier structure where there is a deputy regional manager position. This will vary from country to country. For example, if there is only a three-tier management structure, the roles of the deputy and regional manager should be considered together.

2.148. Where the role of the deputy regional manager is primarily administrative in nature, the need for frequent (or daily) communication between these two levels is less, as is the need for face-to-face communication. Telephone contact, where available, may suffice for most of the duration of the operation.

iii. Supervisors

2.149. Ideally, supervisors should contact each of their enumerators, either in person or by other means such as telephone, on each day during the actual enumeration period.

2.150. At the very start of enumeration, the supervisor should spend some time with each enumerator doing on-the-job training (see Chap. IV, Section B). Distance and travel time are key factors and it may be necessary for some enumerators to start delivering forms or conducting interviews before their supervisor can join them to observe. In these cases, it is even more important that the supervisor, if at all possible, be in contact with the enumerators at some stage during the day to ask about the day's work and to check on issues that may have arisen.

2.151. During enumeration, supervisors will undertake quality assurance tasks (see Chapter IV Section D). These tasks are critical and sufficient time must be allowed both during enumeration and between the end of enumeration and when the forms must be dispatched to the processing centers. If supervisors have too many enumerators, they may not be able to allocate sufficient time to quality assurance. This may result in errors in the data that should have been corrected in the field.

2.152. If the supervisor has substantial administrative responsibilities in addition to training and supervising enumerators, this will impact significantly on the available time for quality assurance tasks. The prime focus of the supervisor should be on quality assurance rather than on administrative tasks such as completing remuneration documents for each of their enumerators. The role and responsibilities of supervisors should reflect this.

2.153. If electronic questionnaires are used in the field, supervisors will have responsibilities like ensuring the safety and security of the equipment, electronic assignments of workload, liaising with IT personnel on trouble shooting technology issues, ensuring the maps on the hand held computers reflect accurately the households and boundaries in the field. On the other hand, they may be relieved of time keeping and pay roll responsibilities, if the operational control technology automatically records enumerator work, movement and progress through the day.

2.154. For IT related problems, it would be advisable to create another layer of supervision as IT supervisors.

iv. Enumerators

2.155. Enumerators will usually work under general direction, following well-prescribed procedures and guidelines. While enumerators can be expected to solve some problems by reference to documentation, they will, on occasion, require assistance or direction from their supervisor.

2.156. The work of enumerators will usually involve a mixture of:

- Contact with respondents (including interviewing, where this method is used), which will involve representing the statistical agency to respondents, answering queries about the census and providing assistance, as needed;
- Clerical work at home and in the field, which will involve understanding and applying procedures and guidelines, and providing feedback;
- Travel to and from, and around, the enumeration area.

2.157. The mix of these will vary depending on the basis of enumeration and the specific circumstances encountered.

2.158. During the peak enumeration period, enumerators will spend most of their time in the field. Therefore, they will usually only be available to report to their supervisor in the evenings, or on their way to or from their enumeration area. This means that in many cases, supervisors will need to locate and meet their enumerators in the field to check on progress and problems. When both the enumerators and their supervisor are in the field, it is important to address the communication issues that will arise.

2.159. If electronic questionnaires are used, enumerators will have additional responsibility related to maintenance and security of the hand held computer and the transfer of data, perhaps even updating of inaccurate maps.

v. Regional Information Technology Officers

2.160. For censuses that use electronic questionnaires and operational control systems, there is a need for IT support personnel at the regional office level. Each regional office should have an IT expert who can troubleshoot technical problems and assist with data transfer if needed. These personnel will generally work with the regional manager, but report to the manager for data processing.

Figure II.5. Field operations management structure

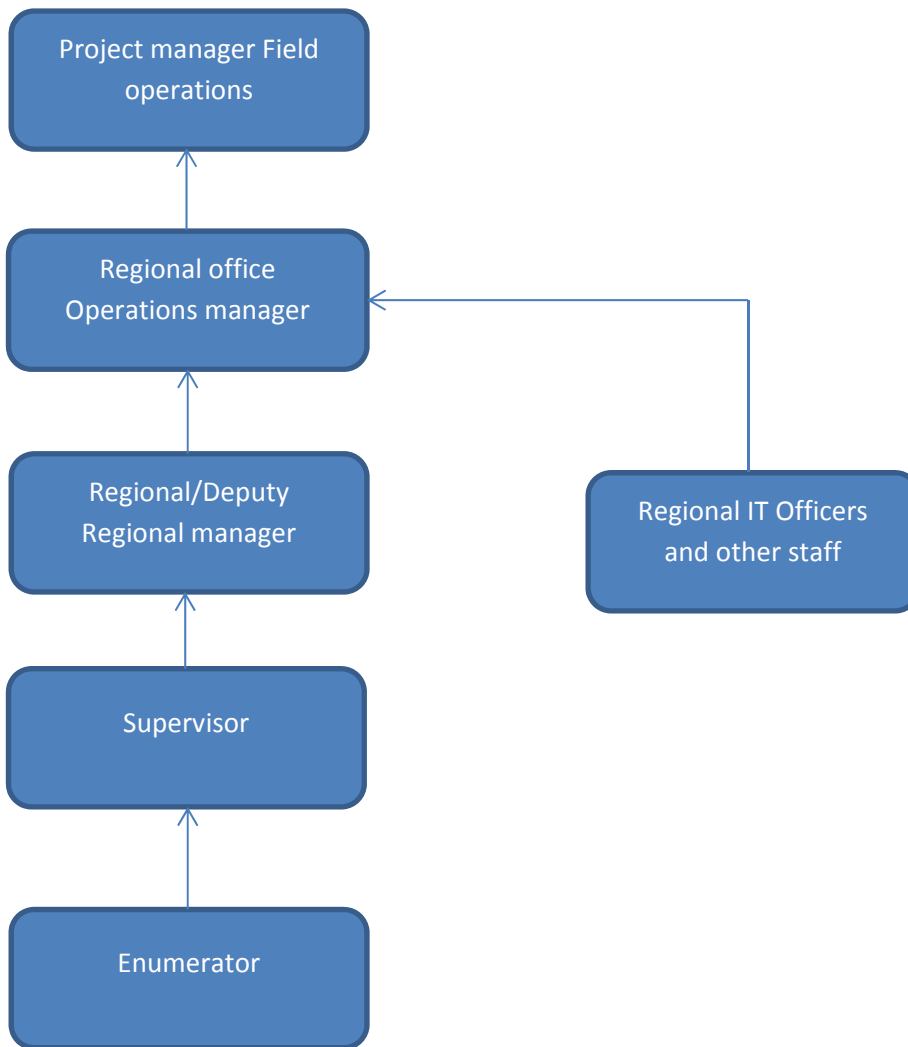


Figure II.5 Field operation management structure

Country example for the 2010 round of censuses

c) Time available

2.161. A key factor in establishing the structure of the workforce is the amount of time required for communication between people at different levels in the hierarchy. For example, each contact between enumerators and their supervisor will take time. Where distances are relatively great, the travel time required for face-to-face contact can be a significant part of the time required for supervisors to undertake their duties. Similar issues must be considered in planning for other levels in the hierarchy.

2.162. The period of greatest demand on the time of staff is the actual enumeration period (e.g., several weeks on either side of census day), when all staff are engaged in operational tasks relevant to their own level. This is also the period when they are subject to the greatest demands for across-level communication. As this is the most important period in the operation, it is the period in which the demand on the time of staff at all levels in the structure must be considered.

2.163. Budgetary considerations will also be a factor and may require that the staffing ratios are higher than would otherwise be desirable. The task is to find the right balance between cost and quality in the form of available time.

d) Staffing ratios

i. Regional manager/deputy regional manager ratio

2.164. This ratio depends to a large degree on the top-level structure of the census and whether regional managers are employed within the statistical agency or are part of the temporary collection workforce.

2.165. Where the regional managers are permanent employees of the statistical agency they will generally have support such as office facilities and personnel to assist them in managing communications with their deputies.

2.166. Where the regional managers are temporary employees, the ratio with deputies will be dependent on such factors as whether the regional managers are office or home based and how much of their role involves direct contact (e.g., training) with deputies or lower-level staff.

ii. Deputy regional manager/supervisor ratio

2.167. The deputy regional manager/supervisor ratio also takes into account available time but focuses more on the administrative and management roles of the two levels in the overall structure.

iii. Supervisor/enumerator ratio

2.168. The supervisor/enumerator ratio is the most important as it has the most impact on dealings with the public during enumeration. The number of enumerators reporting to each supervisor has a direct bearing on the amount of time a supervisor may spend with each enumerator in training and in the field. It will also impact the amount of quality assurance that can be performed on the work of enumerators before the census forms are returned for processing.

2.169. If supervisors have too many enumerators to supervise, they may be physically unable to give sufficient attention to each individual. This may also affect their communication with their own manager and their ability to relay messages promptly.

2.170. Establishing the ratio of supervisors to enumerators cannot be done by formula and will involve some level of qualitative rather than objective judgement. It is also likely that the ratio will vary within a country (e.g., between urban and rural areas) owing to differing conditions in the various areas. Many countries use a 1:10 ratio but this may vary depending on a myriad of issues to be considered. The opportunity of field tests should be used to confirm the feasibility of the general supervisor/enumerator ratio.

2.171. In comparison to paper questionnaires, using electronic questionnaires will certainly affect the duties of supervisors and enumerators, which should be taken into consideration for establishing the ratio.

5. Human resource management

2.172. Developments in census methodologies and technologies during the past several decades have changed significantly the practice of census operations and these changes have defied managers with many opportunities and challenges, especially in terms of ensuring adequate number and professional profile of necessary staff. Therefore, early arrangements are necessary for securing the proper number and type of staff required for each of the various census operations.

2.173. Management of human resources for census operations is of particular importance in the planning phase of the census. Every census requires a careful planning for human capacity development for successful planning and implementation of census operations. In many countries, lack of human capacity is usually one of the most significant concerns for planning the next census due to the mobility of the staff. Growing interest for using new technologies and improving census methodologies is also very important factor for careful planning of human resources.

2.174. Census agencies need to integrate human resources strategies into census planning. For this purpose, the census managers and human resource managers need to work together to fully integrate these schemes into the planning process so that it will become a fundamental, contributing factor to census planning. For census operations, strategies for human resource management are developed in two stages: a) strategies for the office work and b) strategies for the field work.

a) Human resource strategies for office work

2.175. As the first step, statistical offices need to analyze the existing human resources at the very early stage of the census planning, and develop strategies to secure the office staff required for successful implementation of census activities. These strategies should be developed by taking into account the following issues: i) maximizing the capacity of the existing staff; b) needs for recruitment of new staff; c) needs for new skills on permanent or temporary basis; d) tools for developing capacity.

2.176. Census managers should carefully analyze the existing human capacity and the gap with the capacity required for the planned methodology. Following this assessment, it is necessary to evaluate if there is a need for new recruitment of staff with particular skills and/or how to improve the skills of existing capacity. This step is indeed critical and consideration should be given to cost-effective tactics as some skills might be required only for a short period of time and it would be too costly to keep them on a permanent basis, such as developing software or setting up IT systems. Consequently, this phase of assessing the needs for new skills will also provide inputs for giving a decision on outsourcing of census activities.

2.177. Once the re-deployment of existing staff to specific census activities has been decided and implemented, there would be a need to design specific training programme for them. This training program in terms of its content and timing should be prepared well in advance. The training programme and its schedule is one of the first activities in the planning phase and requires careful management as it should be organized in close cooperation with census planners. Capacity building activities can be implemented through various ways; some of them are listed below:

- In-house training programme on specific methods, procedures, and technology,
- Participating in the training programme organized by national and international organizations,

- Study visits to learn from practical experiences,
- Consultation services during planning and implementation stages for certain activities.

b) Human resource strategies for field work

2.178. Another aspect of human resource management is to develop plans for the field staff who are usually employed on a temporary basis. This category of staff requires careful consideration in terms of the qualifications needed for census work and availability of adequate individuals in all parts of a country. Alternative approaches might be needed if there is a risk of not finding enough skilled staff in each region of the country; in this case, there might be a need for special training programme in some areas for gaining specific skills, such as use of tablet computers, for example.

2.179. The enumeration phase of the census requires a large number of staff on a temporary basis. The method of acquiring them needs to be worked out carefully to facilitate transparent hiring according to the required skills for each type of field staff, such as for enumerators, supervisors and administrative officers for regional committees. It is essential that the enumerators and their supervisors be conversant with languages or dialects of the area in which they will be working. It is also critical that the whole process of recruiting is well publicized, made completely transparent in terms of qualifications needed and that the compensation offered for working in the census is competitive enough in terms of attracting the most adequate candidates.

2.180. In general, training of the field staff is organized in a hierarchical way in which there are several levels of training in the field operations and each level trains those below them. This is usually an efficient way to train a large number of people in a short time. While hierarchical training programmes have many advantages such as allowing the training in a timely manner and establishing a clear line of authority between the field staff, however, provisions need to be made in cases where supervisors assigned to train may not be good teachers. Detail explanation for training of the field staff is provided in the Chapter III, Section H.

E. Census legislation

2.181. Legal authority for the census is required for regulating primary administrative responsibility, for obtaining the necessary funds, for determining the general scope and timing of the census, and for placing a legal obligation upon the public to cooperate and provide truthful answers, a legal obligation upon the enumerator to record the responses faithfully, and specific responsibilities upon other census field personnel at various supervisory levels. In addition, the confidentiality of the individual information should be strongly and clearly established in the census legislation and guaranteed by adequate sanctions so as to provide a basis for the confident cooperation of the public. In countries that lack permanent legal authority for the taking of periodic censuses, it is important to act early to establish ad hoc legal authority or, preferably, legislation calling for a system of periodic censuses.¹⁷

2.182. Census legislation governing census activities is one of the first aspects to be considered when starting to plan the population and housing census, since it constitutes one of the most important instruments for facilitating the census work. The content of the census legislation inevitably depends on national legal practices and procedures as well as the organization of the national civil service. In preparing census legislation a particular attention needs to be paid to the fact that the every legislation is a time-consuming process; hence, the submission of legislation has to be planned and implemented accordingly.

¹⁷ *Principles and Recommendations for Population and Housing Censuses, Rev. 3, para. 2.69.*

2.183. The legislation should provide the flexibility of determining the type of data to be collected and selecting appropriate methodology considering the conditions at the time of the census. It is desirable to cover necessary details in terms of the authority to conduct the census; for example, detail activity plan regarding the field enumeration, the responsibilities of regional census offices and main duties of regional census managers, supervisors and enumerators would need to be clearly covered in the census legislation.

2.184. The precise content of the census legislation depends on national legal practices and procedures, as well as on the organization of the national civil services. The legislation usually covers the following subjects:

- a. **Scope and coverage.** The coverage of the census is usually indicated in the census law in general terms. The scope of the census in terms of the topics is also covered in broad range of topics to provide the census agency with the desired flexibility in planning the operation and in including the types of data pertinent to the time the census is taken.
- b. **Periodicity.** The periodicity of census operation is usually determined in the census legislation. This act would establish the legislative or budgetary authority for the census to be taken at regular intervals and for the provision of the necessary funds. The census agency can therefore plan well ahead before the scheduled date.
- c. **Responsibility for the census.** The primary administrative body responsible for the census should be indicated in the legislation; however, it may call upon other government agencies to participate in the census either with a coordinating function or by providing assistance or personnel.
- d. **Administrative and financial provisions.** The legislation should grant the census agency full executive authority over the administrative organization of the census. It should also vest full authority over the budget in the census agency. Usually, the funds for a census are allocated in the relevant section of the national budget, in an amount recommended by the census agency. The ideal census budget assigns the agency authority to reallocate resources when unforeseen difficulties arise, especially during the enumeration and dissemination. When other agencies are called upon to participate in the census operation, the relevant enactment may also indicate whether or not their expenses are to be borne by the respective agencies themselves.
- e. **Obligations of the public with respect to the census.** The obligation of the public to cooperate in the census operations and give truthful answers are usually provided in the census legislation. Refusal to be interviewed or to furnish the data needed, or giving false information or delaying the submission of returns, can be punishable acts.
- f. **Identification and obligations of enumerators and supervisors.** The identification and obligations of the enumerators and supervisors should be covered in the legislation. Proper identification documents for the field staff are essential to ensure the confidentiality of the information and the obligation of the respondent to cooperate. Specific obligations such as recording the responses faithfully and not sharing any individual information can make the enumerators better aware of their functions and make it less likely that they will abuse or neglect them.
- g. **Confidentiality of individual information.** The legislation provisions should ensure the confidentiality of individual information during enumeration, data processing and dissemination as well.

2.185. Ideally, the legal framework should allow for a great degree of operational flexibility so as to give the agency conducting the census the ability to continually improve methodologies and deal with problems as they arise. For example, the legal framework can be established to give the census agency the authority to carry out the census and in some cases to choose the topics that have to be incorporated on the census form.

2.186. Willing public cooperation is essential to the successful conduct of a census and will be assisted by non-legislated processes such as a publicity campaign (see Chapter II Section. H). However, there is a need for the

census legislation to impose penalties for non-compliance or obstruction. These should be rarely invoked and it would be desirable if offences could be treated using summary procedures and not be subject to lengthy judicial processes.

F. Census calendar

2.187. Development of a census calendar is crucial step in the planning phase of a census. The calendar or time table is designed to show the census activities and the amount of time required for undertaking all processes regarding the planning, development and implementation of a census. The calendar indicates the sequence and estimated duration of each of the numerous operations. It is important to prepare the calendar at the early stages of census planning and share with stakeholders in advance for their advice and support.

2.188. A census calendar is essential as a tool for census management and serves as a guide to measure the progress of each stage of the census operation. Serious delays in work or errors in time estimates can be detected. Obviously, the time schedule will differ for each national census depending upon the general census plan and the resources that are available.

2.189. A census calendar shows the list of activities in a hierarchical way starting from census phases¹⁸ which are usually grouped into three broad sectors: a) pre-enumeration, b) enumeration, and c) post-enumeration. For purposes of control, many operations which in fact overlap are shown separately in the calendar. The calendar should be revised and made more detailed as planning proceeds with the aim of establishing realistic deadlines including the deadlines for the milestones.

2.190. Time estimation of each activity is a critical process for good management of census operations. Given the fact that the census consists of series of interrelated activities, preparing time estimation has to be undertaken in close cooperation with all stakeholders involved in the census operations. At early stage of planning, census calendar can be prepared for main activities but it should be prepared very detailed at the level of tasks to achieve the accurate estimation for completing the census operations.

2.191. Census calendars usually take the form of a diagram showing the sequence, interdependency and timing of all the various steps in the census programme. There are various tools to draw up a comprehensive diagram that can be found on the internet for download or online use¹⁹. For example a Gantt chart is a tool for detailed overview of the census activities. Census managers need to use such a tool for analyzing the progress and delays which usually have consequences of delaying the subsequent steps in the programme. A regular meeting with all stakeholders for analyzing the progress is necessary to discuss if there is need to update the census calendar.

2.192. It is important to use project management software for setting up all of the project activities, tasks and milestones and to show duration of each task, connect task dependencies, note task assignees and to compare the actual progress against the planned schedule. Census management software should not be sophisticated, the usefulness of such software depends on how soundly it is designed and it can be easily applied and used efficiently.

2.193. It is necessary to analyze the actual progress against the planned schedule and its impacts on the subsequent tasks. For this purpose, critical path analysis can be useful instrument, compared to a flow chart which breaks each operation down into activities and tasks, relates each component to the next step in the operation, and establishes the minimum amount of time needed to finish each step and the latest date by which it must be completed in order not to interfere with any part of the operation. Critical path takes account of the

¹⁸ See the section B of this chapter on developing project plans for the information about the phases.

¹⁹ For more information, see the Principles and Recommendations Revision 3, Part II, Chapter IX Census Calendar.

operational relationships among the tasks included in the plan. Before critical path analysis can be carried out, each task must be linked both to the tasks which must be completed before it can begin and to those which cannot begin until it is completed. The critical tasks and their sequence throughout the census operation establish what is called the critical path. Any delay in the tasks along with this path will delay the entire census operation unless a compensatory saving of time can be achieved in subsequent tasks along the path.

G. User consultation

2.194. Ensuring that the needs of users are carefully considered is an essential element of census planning. Since a census is among the largest and most expensive exercises undertaken by a country during peacetime, it is crucial to consult with data users. Such consultation is also a positive public relations undertaking and an efficient, transparent means of determining the demand for potential census topics.

2.195. User consultation has a range of purposes including selection of census topics, plans for tabulation plans and dissemination products. However, such consultation will also serve to foster a wider and more informed understanding of meaningful statistics. Strategies for user consultation should be prepared at early stage of census planning for understanding its impact on related census activities and the budget.

2.196. There are usually multiple objectives for consulting to the users. The objectives should be developed taking into account the following aspects of census planning;

- i. Confirming the topics covered in the previous census and identifying new data requirements;
- ii. Identifying data priorities;
- iii. Adapting a range of products and services to meet current and emerging needs in the market place;
- iv. Understanding how the census data are used;

2.197. The first step in the user consultation process is to determine the census agency's position on census content. Although the intention of the consultation process is to satisfy user requests as far as practical, it is necessary to first determine which topics are suitable for inclusion in the census. When assessing potential census topics, the following broad criteria could be used as a guide.

- Is the topic of major national importance?
- Is there a need for data on the topic for small groups in the population or for small geographic areas?
- Is the topic suitable for inclusion in the census?
- Are there sufficient resources available to collect and process the data for that topic?
- Does it allow for international comparability?

2.198. Once the census agency has determined its position on census content, an information paper can be prepared. The information paper can outline:

- The topics planned for inclusion in the forthcoming census;
- The topics planned for exclusion from the forthcoming census;
- Other topics, to assess user demand

2.199. To assess the demand for data on particular topics, an information paper should invite submissions from users on what topics should be included in the census. If feasible, the release of the information paper can be supported by seminars held with users. Seminars provide the census agency the opportunity to meet with users of census data and to provide them with an indication of what topics can and cannot be realistically included in the census. In the majority of countries, other government ministries will be the major users of census data and

these seminars provide an opportunity to educate the staff from these ministries about the uses and limitations of census data.

2.200. The second important step in user consultation is to develop strategies for dissemination of census data. The census agency should prepare an information document regarding the plans for dissemination products and services as well as the plans for ensuring confidentiality of individual data and disclosure of data. In addition, plans for the stages and dates of releasing census data should be explained in the document for informing users about these critical dates and for getting feedbacks from them.

2.201. For successful management of user consultation process, all steps of this process should be carefully planned as part of whole census processes, including the steps of identification of types of users, selection of methods and tools to be used for consultation (see Chapter VI Section.C for explanation about the tools).

Country experience on Strategies for User Consultation

H. Communication and publicity

1. Introduction

2.202. An effective communication and publicity program in a census contributes to the overall success of the census. By increasing public understanding of the purposes of the census, response rates will be improved, per-respondent enumeration costs will be reduced, and higher-quality data will be collected.

An effective communication strategy together with publicity and information campaigns is very important for those countries, where the general public is expected to actively participate in the census activities as respondents through either face-to-face interview or self-interview, and, possibly, as temporary employees as part of either the field staff or the data processing operation. In the planning phases of the census, consultation with a wide range of audience of the programme is necessary to ensure that all aspects of the census are accepted. During the operational phase, publicity and information campaigns are usually necessary to inform the public that a census is taking place and also to provide the necessary information to allow and encourage them to participate.

2.203. Special attention is often given to identifying and targeting hard to-reach population groups in order to ensure consistent levels of response across the country. In essence, the aim of this programme is to engage, educate, explain, and encourage and (if necessary) enforce participation. People living alone, students living away from home and the elderly are among population groups that are generally hard to enumerate during the enumeration period. Other groups that may need to be specifically targeted include the homeless, people with literacy and language difficulties and inhabitants of inner cities and dense urban areas.

2.204. There are two main objectives of communication program: a) to inform the public and people involved in the census operations about the census and b) to provide early and continuing information to the census

authorities about the reactions to the census plans and activities of the public in different part of the country, of key persons, groups and institutions.

2.205. The communication and publicity strategies need to be closely aligned with collection processes. Important messages about when and how the census is going to be held, what is expected from the public and how the public can find out more about the census need to be communicated. Public understanding of these aspects of the census will contribute to the smooth conduct of collection operations.

2.206. The size and complexity of a communication program and publicity campaign will vary according to the conditions in a country and the funds available for such campaigns. The costs of this activity are often overlooked in census planning and it is important that sufficient resources are included in the census budget to ensure a quality outcome. Low-cost communications strategies, utilizing new media platforms, can have a high impact even when resources may be limited for a publicity campaign.

2.207. Even though the communication program and publicity campaigns may vary among countries, the objectives, scope, and planning needs of a good program remain standard for all censuses.

2.208. The planning of effective communication to mass audiences needs to take into account all of the potential issues that might affect the interaction between a census agency and its respondents. Such planning is not easy nor can it be undertaken at the last minute. Therefore, to deliver successful outcomes the publicity issues need careful consideration in the context of overall census planning. It is essential that publicity planning has the support of management at the census agency and that it be seen by the census agency staff and external audiences to have such support.

2.209. The publicity campaign should also strive to inform key census data users about the availability of census data and its utility. The eventual availability and uses of census data must be included in the pre-enumeration campaign when public attention to the census is maximized.

2.210. It is highly recommended that census agencies use professional communications personnel to plan and implement their publicity campaign. The benefits of this approach are that it ensures that the campaign is professional and attuned to the needs of collecting high quality data. This also allows census management to concentrate on the core business of conducting the census. In the early stages of planning, key communications managers from within the census agency (where these exist) could be assigned to the census or external advisers appointed.

2.211. Agencies may also find that the census publicity campaign can be a natural extension of any ongoing publicity programs that are already in place with their respondent and user communities. The advantage of using an ongoing publicity campaign is that it will have developed links with the media and provide a valuable profile-raising role for the wider community. This can be drawn upon to better generate widespread awareness of a census.

2. Developing a communication and publicity strategy

2.212. Before any detailed implementation plans are developed, a strategy for the communication program and publicity campaign should be developed. While the situation in each country may vary, the following issues are generally applicable and need to be addressed when developing strategies:

- Background
- A situation analysis that identifies any particular opportunities or issues that need to be taken into

account

- A clear statement of the objectives of the communications and publicity tasks
- Definition of the target audiences
- Statement of messages that are to be communicated
- New media
- Publicity strategies that will be implemented

2.213. Each of these issues is discussed in the following sections.

a) Background

2.214. Census agencies may be aware from formal market research or from their own experience, of public attitudes concerning the census. This background can indicate the most likely opportunities and difficulties to be encountered in communicating with the public about the census. It may also reveal particular economic, political or social information and circumstances that may affect how a census publicity program is perceived or acted upon by the general population.

b) Situation analysis

2.215. Once the communications environment in which the census is to be conducted has been thoroughly understood and documented, a more detailed analysis of the communication opportunities is required. For example, the census agency may be able to use government-operated mass media outlets, or it may need to ensure access to the mass media through paid advertising for effective publicity. These are referred to as paid media.

2.216. An important part of this analysis is to establish the current opinions of stakeholders about the census. This applies in particular to those stakeholders who are likely to be the target of the publicity campaign. When civil society is receptive to the census, it may be possible to generate earned media coverage. Earned media refers to publicity garnered through means other than directly paying for advertising. It can take the form of panel discussion, interviews, and informative new articles. Earned media serves many of the same purposes as paid media, although the statistical agency must be willing to share ownership of the census message with cooperative partners. It is recommended that agencies undertake or commission detailed research, both qualitative and quantitative, into public opinions about and awareness of the census. Good research with honest and frank responses about perceptions of the census will provide a strong guide to the way an overall publicity campaign is framed and conducted. The views and beliefs of community leaders and groups should also be canvassed through appropriate forums, which may range from one-on-one meetings to an extensive process of community consultation.

2.217. Changes to the way the census form is worded, the way the census is conducted and processed, and how the output is disseminated have the potential to impact a publicity program. The impact of these changes on the publicity program should be considered when such changes are contemplated.

2.218. Attention should be paid to understanding the arguments of individuals or groups who do not approve of the census. At best, this will enable the communications process to seek to change their views, admittedly a difficult task for those who disagree on philosophical grounds. At worst, it will result in a better-planned census that is less likely to be the target of negative reaction by individuals or groups from the community.

2.219. Issues related to privacy and confidentiality may be equally noted in both developed and developing countries, although cultural differences may affect the specific degree of concern.

2.220. As well as this external focus, census agencies should also look inward to the strengths, skills, knowledge and perceptions of their own staff. This process of internal consultation will help to raise awareness of the census and encourage its support within the census agency. The attitude of staff towards the census, and their own individual dedication to a positive outcome, is thus both a management and a communications issue.

2.221. Different communication environments will have their own special challenges. Matters of literacy, ethnicity, politics, geography, access to mass media, including the internet, and influence of particular beliefs will need to be considered.

2.222. There are wide varieties of potential issues that can affect a census publicity campaign. Identifying them is an important part of the situation analysis. To illustrate, the following issues of importance to members of the public have been identified in some countries:

- Privacy and confidentiality of information given
- Whether the information provided was relevant (See Chapter I)
- Cost of the census
- Potential use of census information for non-statistical or other inappropriate purposes
- Issues raised by lobby groups regarding the inclusion or exclusion of specific topics from the census
- Requirement that name and address be included on the census form
- Concerns about potential government intrusion into private affairs
- Where individuals can find additional information about the census

c) Statement of objectives

2.223. The aim of a communication and publicity program is to support the operation of the census and obtain a high quality result through the following measures:

- Organizing a recruitment campaign for field staff
- Getting interested groups involved in census planning and gaining their cooperation
- Getting information about the reactions to the census plans and activities
- Organizing an awareness campaign to:
 - Maximize awareness of when the census will be carried out
 - Address any issues that need clarification
 - Promote awareness of procedures and ways to get assistance
 - Encourage respondents to cooperate to the best of their ability

2.224. The communications task is to provide timely and appropriate information, reinforce positive perceptions and effectively manage any negative issues. Contingency planning should be undertaken to ensure that management of negative issues is effective.

d) Defining target audiences

2.225. While the target audience for a census is the population as a whole, for communication purposes this needs to be further analyzed and broken down into relevant audience segments. The final set of segments should reflect particular communities of people in the population that require a particular focus. Such a list should fully answer the question, "To whom do we want to communicate?"

2.226. By way of example, a set of audience segments could be the following:

- The media
- Opinion leaders and public figures who can endorse the census
- Groups of influential people, e.g., religious leaders, teachers and unions

- Speakers of the national language
- Speakers of other languages
- Groups underrepresented in previous censuses
- Population groups (e.g., ethnic groups) with special geographical, social, communication or logistical disadvantages
- Heads of households, if appropriate
- Users of census data
- Staff of the census agency

e) Statement of messages

2.227. There are likely to be several core messages that census agencies will need to communicate to their different audiences in order to maximize outcomes for the census.

2.228. Examples of external messages could be the following:

- The census is for the good of all because it is the best way to plan for the future.
- Filling in the form is a patriotic duty of citizen.
- Some resources are distributed to communities based on census counts. Therefore being counted helps your community.
- The census agency has a human face.
- Census enumerators will call at households at certain times.
- Assistance is available for those having difficulty filling in their form.
- Privacy and confidentiality will be honored.
- The census date will be on ____ and the enumeration will last ____ days.
- Cooperation is mandatory.
- There are penalties for enumerators or other staff who misuse information.

f) New media and Internet penetration

2.229. The past decade has seen a rapid increase in the amount of time the average person spends on social media platforms. New media refers to digital content available in an on-demand format, usually through the Internet. It is generally interactive and promotes user dialogue. Examples include blogs, wikis, and social media, such as Twitter, Facebook, and YouTube. In particular, social media have become important sources of entertainment and information for a substantial part of the global population. Of course, profound regional differences exist in access to the Internet. Differences within the country must also be taken into consideration when choosing the best medium through which to deliver messages tailored to different groups. Consider establishing a presence on the following new media platforms:

- An organization page on Facebook
- A Twitter profile
- A YouTube profile
- An Instagram account

2.230. Also, consider that the tone of messaging used in new media may be slightly different from traditional sources. The primary objective for the presence of a statistical agency on new media is to gain followers and provide information. Those followers then repeat that information amplifying and spreading a positive message about the census. While new media is appropriate for publicity around the census, it is likely not the best medium to share lengthy technical and legalistic documents relating to the census.

g) Publicity strategies

2.231. Strategies to achieve the publicity objectives should seek to make the census an event of national importance and a topic of public interest and debate.

2.232. Suitable broad strategies could include the following:

- Recruiting temporary field staff through advertising
- Staging of extensive media events to mark the beginning of the census campaign (i.e. a formal launch of the campaign), followed up by the issuance of a range of media releases and background material for use by the media for the duration of the enumeration period
- Building awareness through effective media advertising and active media program of information dissemination.
- Building support through third-party endorsements
- Being proactive in public debates about the census and associated issues
- Developing specific campaigns for each target audience, as discussed above
- Training census agency staff to act as media spokespersons
- Developing lists of expected questions and standard model answers on key issues
- Monitoring the public debate and media coverage

2.233. A range of implementation strategies will be needed to put these broad publicity strategies into practice; these are discussed in the section below.

3. Implementing a publicity strategy

2.234. Implementation strategies or tactics will depend very much on the characteristics of a country's social, and administrative, mass media culture. The following examples are offered as models of the implementation strategies that can be developed for particular audiences. Countries will need to adapt them based on their own particular circumstances.

Box II.1 Publicity strategies from the 2007 census in Ethiopia

In 2007, a National Census Publicity and Education Committee was formed consisting of senior level representatives from relevant public and parastatal institutions in the field of communications. The Committee had also developed a work plan with time lines and milestones, which were achieved as planned.

- A census logo was developed by an artist and it was endorsed by CSA management to give the 2007 Census a brand image. The logo showed a couple with children and as a background a traditional tukul and a modern house.
- Public education through radio and television started at the time the pilot census was conducted in 2006 but the intensity of the program was rather low. The message basically included the objective of the pilot census; its contribution towards the main census to be carried out in a year; coverage; type of cooperation expected from households of different levels of administration, government offices and so on.
- The media is an important stakeholder that could easily disseminate the census message faster and wider effectively to every corner of the country. Partnership was formed with the media by forming a Media Committee comprising the Ethiopian Radio and Television 54 Agency (ETV), Ethiopian News Service, Ethiopian Press Agency, Radio Fana, Walta Information Center, and CSA.
- Brochure: A census brochure, produced in Amharic, Afan Oromo, Tigrigna, and Affarigna, and Somaligna, was widely distributed down to the *kebele* level to be used in local publicity campaigns. Enough copies were also circulated to donors and schools. Enumerators and supervisors distributed them during the listing exercise conducted few days prior to enumeration.
- Posters: More than one hundred thousand color posters prepared in five local languages were printed and distributed down to the *kebele* level. They were displayed at places where people gather, including schools, hospitals, post offices, banks, shops, and markets.
- Short songs with census message lyrics and entertaining and educative dramas were broadcasted in different languages thorough radios and televisions on fixed times and days of the week.
- Several census slogans promoting the importance of participating in the census were disseminated through flyers and broadcasted through radios.

Source: Census Plan, Chapter 6. Ethiopia 2007.

a) Census agency staff

i. Permanent staff

2.235. Staff of the census agency should be regularly briefed on publicity activities and given previews of advertisements and other material before they are distributed. From a communications point of view, invitations to such briefings could also be extended to the families of staff members.

2.236. Where a staff newspaper exists, it should include regular articles about the census, concentrating on staff involved with particular tasks. A staff video service, broadcast through the organization via an intranet or closed circuit television, could be used to supplement other contacts.

ii. Field operations workforce

2.237. The field operations workforce may first encounter the publicity campaign through the recruitment messages used to attract them to the workforce.

2.238. After recruitment, the field staff should be given background on the publicity campaign so that they are aware of the communications environment that will affect their work in cases where the supervisor may be involved in distributing some of the publicity or in being a part of it.

2.239. It is important that the field staff be given instructions on the procedures for handling requests for media interviews. It is suggested that the communications manager clear all such requests.

b) General external audiences

2.240. There will be many opportunities for publicizing the census to external audiences, specific to each country. It is not possible to be prescriptive about these opportunities in view of the wide range of possibilities. Each opportunity should be examined carefully to ensure that it is aligned with the overall publicity campaign message and analyzed to ensure a positive cost-benefit. Publicity for external audiences should be greatest just prior to and during the enumeration activity. Some examples of key tactics for general audiences can include the following:

- Information booklets
- Media advertising
- Community service announcements
- Provision of speakers to the media and the community
- Posters and pamphlets
- Developing a census logo and slogan
- Influencing key members of target audiences
- New media, such as social media
- Data users conference and technical committee meetings
- Free text messages on mobile phones

2.241. Each of these tactics is discussed below.

i. Information booklets

2.242. Information booklets can be prepared to explain the purposes of the census to householders and provide other messages as required by the census agency. Such an approach will be more useful in a self-enumeration approach where interviewers are not present to explain the details to the respondent.

ii. Media advertising

2.243. Advertisements can be paid for and placed in all forms of mass media, including newspapers, radio and television. The amount of resources devoted to each medium, and the details of placement of the advertisements (dates of, and positioning relative to other elements of the medium), should be selected carefully on the basis of advice from communication professionals within the country.

2.244. Advertisements should be professionally designed and include some audience testing research to ensure the correct message is being transmitted.

iii. Community service announcements

2.245. In some cases, media interests will recognize the value of the census to the country and supplement paid advertising by free announcements. These could include the following:

- Statements by media staff
- Use of interesting stories about the census during news bulletins and the like
- Incorporating a census story in regular programming, such as television serials

2.246. Access to these opportunities will be greatly facilitated by the use of media releases to keep editors and journalists up to date on what is happening in the census. By cooperating with the media in this way, it is more likely that they will cooperate with the census agency.

iv. Provision of speakers to the media and the community

2.247. It is important to identify a set of people from within the census agency, or other government ministries, with good presentational skills to help promote census and associated issues through media presentations and interviews. Specific training sessions should be offered to develop and use responses to census issues.

2.248. To ensure that a consistent picture is provided by the spokespersons, they should be given a set of standard answers to expected questions.

v. Posters and pamphlets

2.249. In many countries, wall posters and comic books are commonly used as a method of communicating a range of social and general interest messages to the public. Where this is a common practice, this medium could be very effective in communicating the census message.

2.250. A supply of posters could be issued to regional managers and/or supervisors for placement in suitable locations in their areas.

vi. Developing a census logo and slogan

2.251. Many countries have successfully developed a census logo and slogan. A simple but effective slogan and distinct logo can be developed and used in all national and local advertising campaigns and in all types of media (e.g., television, radio, newspapers and posters).

2.252. The slogan can concentrate on explaining why the census is important for the country and why it is important that everyone participate in respect to planning. Examples of simple slogans that have been used include “Let’s be counted for Armenia” (Armenia), “You Count” (India), and “Count Yourself In” (Canada) are all examples of slogans used during the 2010 round of censuses. The double meaning of count in English and other languages (both “to enumerate” and “to assign worth”) is used heavily by many countries.

Country examples: Census slogans with different types of messages

The overall tactic with influential people is to convince them to endorse the census by talking about it and helping it become part of community discussion. Inviting them to openings and census events and providing briefing material are useful ways to keep them involved.

vii. Influencing key members of community audiences

2.253. These tactics cover ways in which influential people can be shown the benefits of the census in order to gain their support of the census. They can then encourage other members of their group to support the census. Examples of influential people could include the following:

- Politicians (including national and local government politicians)
- Village heads or local community leaders
- Religious leaders
- Media commentators
- Senior bureaucrats
- Industry leaders

2.254. Influential people should be encouraged to provide examples of the ways in which their groups have used the results of previous censuses for the benefit of the community. The overall tactic with influential people is to convince them to endorse the census by talking about it and helping it become part of community discussion. Inviting them to openings and census events and providing briefing material are useful ways to keep them involved.

2.255. It may also be possible to seek endorsement from popular figures not included in the above groups such as sports figures or popular entertainers. It should be noted, however, that such personalities may not be universally popular (for example, a football player may not be liked by the supporters of rival clubs) or they may not be seen as authoritative (e.g., what does a singer know about the census?). As with other aspects of the publicity campaign, professional advice should be sought on the implications of selecting such personalities.

viii. New media

2.256. In many countries, especially in urban areas, web-based modes of communication can be used to reach target audiences. New media include Facebook, Twitter, blogs, and paid on-line advertising. The inclusion of new media in the campaign does not supersede any of the mediums previously discussed in this section. Rather, new media should be viewed as an additional point of contact with both the general audience and influential community members.

ix. Data users conference and technical committees

2.257. The community of data users in a country provides a natural group of advocates to be engaged by the statistical organization. The primary purpose of the data users conference, a seminar sponsored by the statistical organization to solicit feedback on questionnaire content, is to solicit feedback and obtain buy-in concerning questionnaire content. However, data users and members of technical committees can be asked to contribute to the publicity campaign also. A high-level data users' community can help spread the message about the importance and utility of the census within their organizations and possibly through their networks of contacts. The communications strategy should be well formulated before engaging deeply with the data users' community so that a consistent message can be delivered.

x. Free text message on mobile phones

2.258. The use of mobile phone usage is increasing dramatically in many countries around the world. Collaboration with telecom companies to spread messages related to the census may be an effective and

relatively cheap way to target the messaging at an individual level. It is of utmost importance to ensure that these are mass text messages are free to the receiver and that the fact that it is free is also known upfront. The publicity campaign should identify specific times and develop specific messages to be distributed. For instance, a pre-enumeration message could alert people to the impending census date. Another message could be sent on the day enumeration starts to remind people that enumerators will be visiting their homes. If any special events/programmes are being organized to celebrate the census, a message about that may be appropriate to send to mobile phone users.

c) Specific audience tactics

2.259. There may be specific audiences that require particular attention, and different tactics, when implementing the publicity campaign. Examples of these audiences may include:

- Different ethnic groups within the community
- People travelling within the country on the census day
- Overseas visitors
- The homeless
- Nomads

2.260. The differing cultural backgrounds of some ethnic groups within the community may require different strategies to ensure that the messages are communicated effectively to members of such groups. Persuading the leaders of these groups that the results of the census are important to these groups is often an effective strategy because of their influence and prestige. One strong message for persuading ethnic groups to participate is to point out that some government resources are distributed according to census counts. Placing advertisements and editorial commentary in specialized media outlets (e.g., ethnic newspapers) are also effective means of communicating with these groups. Other means could include distributing pamphlets and information sheets in the different languages of these ethnic groups.

2.261. People who are travelling on the census day are frequently difficult to contact. Publicity campaigns targeting this population may help overcome the challenges they present.

2.262. In many cases, there is doubt in the minds of people who have recently arrived from overseas about their participation in a census. Such doubts can be overcome by using announcements on international flights close to census day to explain the census to these people. This opportunity can also be used to communicate with residents of the country returning from overseas who might otherwise not be influenced by the publicity campaign. Information pamphlets in different languages can also be distributed to hotels and motels.

2.263. It is possible to focus on events for specific groups who are difficult to reach, such as the nomads and homeless. A number of countries use the availability of subsidized food outlets to reach out to people without a fixed address. This could be a soup kitchen operated by charitable groups or a special event (e.g., a breakfast for homeless people on census day).

d) Schools (census in schools)

2.264. Schools can provide a good opportunity for getting the message into a large number of households by providing the teachers with resource material to enable them to give a class on the census close to census day. The objective of such an exercise is to provide the message to the children so that they can pass it on to their parents, who will be responsible for completing the form or giving the interview.

2.265. A key issue with such endeavors is that the material must be provided at the correct time of year so that teachers are able to incorporate the material into their planning.

2.266. Lower primary school age children may not relate well to census concepts, and efforts could be better focused on upper primary or secondary students. See link for the US 2010 Census in Schools Program-
<http://www.scholastic.com/census/>.

Box II.2 Integrated communication plan for the 2010 census of the United States of America

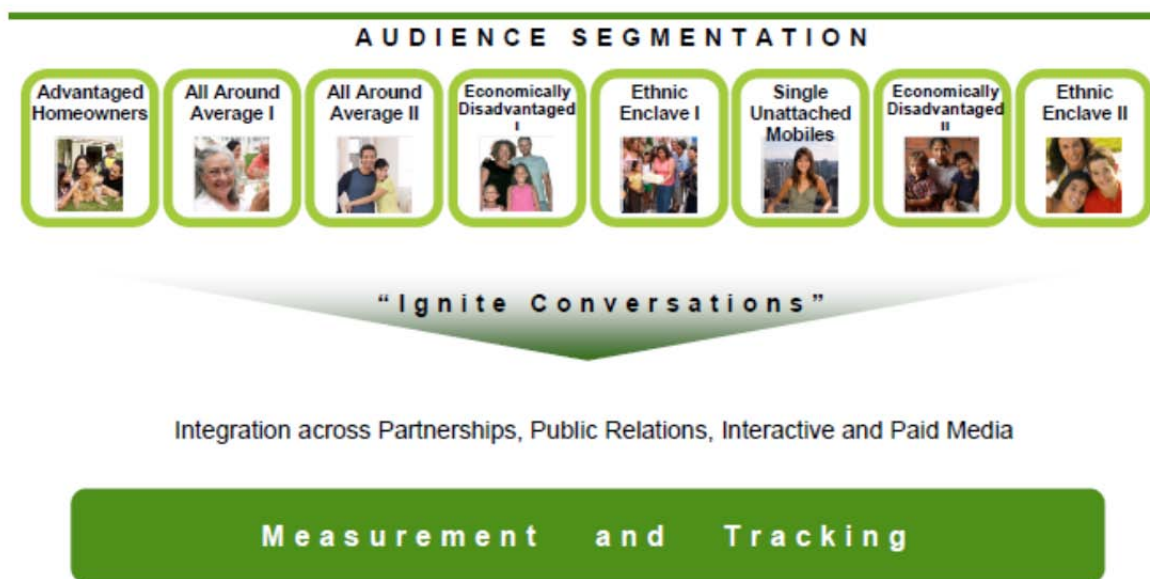
The Integrated Communications campaign for 2010 Census was one of the most extensive and far-reaching marketing campaigns ever conducted in the United States. For every one percent of households that mail back the Census forms, the government saves \$75 million in enumeration costs. Therefore the ability of the campaign to achieve its objectives is critical not only for ensuring an accurate count of the population as mandated by the Constitution, but also for achieving significant cost savings.

To ensure that everyone is reached with relevance, campaign materials are to be produced in 14 languages—English, Spanish, Mandarin, Cantonese, Tagalog/Taglish, Vietnamese, Korean, Japanese, Khmer, Hindi/Hinglish, Arabic, Russian, Polish and French Creole.

For the first time ever, Census 2000 used paid media along with public relations, promotions and partnerships. That effort was highly successful, reversing decades of declining participation. Learning from that campaign was extensively leveraged in designing the 2010 campaign, including the continued use of paid media.

The campaign was fully based on research. Every element of the campaign was researched among its intended target audience(s) to ensure effectiveness before it was deployed in the marketplace. Each piece of promotional material was based on validated communications strategies, ensuring that the overall intended message is clear, compelling and persuasive and, more important, not potentially off-putting to other groups that may see or hear it. Research is conducted in-language as needed.

The integrated communications plan involved many of the strategies discussed in this section. The strategy was driven by considering how best to “ignite conversation” across the entire spectrum of U.S. society.



Source: 2010 Census Integrated Communication Plan. U.S. Census Bureau.

4. Publicity support services

2.267. To support field operations, many countries have established publicity support services to assist in publicizing the census and assist the public. The implementation of such services will depend largely on the infrastructure available within the country. While the examples given below may not have been applicable to many developing countries in the past, they are now rapidly becoming viable in a number of countries. Three examples of such services are:

- Establishing a census web page on the census agency's Internet site
- Providing a telephone-based inquiry service
- Monitoring new media accounts for respondent inquiries

a) Internet

2.268. The numbers of people accessing the Internet has increased dramatically in recent years. While the largest increase has been in developed countries, the number of people now accessing the Internet in developing countries is increasing rapidly and will further increase in the coming years. Many people in the developing world access the internet exclusively through their mobile devices. The method of access to the Internet, either through mobile or desktop computing, influences the user experience. The Internet content should be developed cognizant of these differences.

2.269. Agencies that develop their own web page can use this to publicize the census. All material that is included in other forms of advertising can be placed on the web page. Commonly asked questions about the census and answers can also be placed on the web page. These can be updated continuously as the census agency become aware of issues raised by the public.

b) Telephone inquiry service

2.270. The telephone inquiry service provides a system whereby members of the public can obtain assistance with particular questions on the census form, ask questions about the census or report issues in the field. This service is often referred to as a hotline. The service must communicate the same messages as the overall census communication campaign; therefore, it is appropriate to include it in this chapter.

2.271. Where necessary, assistance should be available to callers in all the languages commonly spoken in the country. This may require the assistance of telephone-based interpreters. The hotline service may also assist speech- and hearing-impaired members of the public by the use of fax and touch-telephone facilities.

2.272. Where matters raised over the hotline require action by enumeration staff (for example, a household has not been enumerated several days after the census day), the hotline staff may interact with other communications procedures to raise these matters with appropriate field staff.

2.273. If self-enumeration method is used, a hotline can provide instructions on particular questions or instructions. If interviewers are used, a hotline may serve to validate the presence of the interviewers or as a mechanism for reporting inappropriate behavior by the interviewer.

2.274. People who are familiar with telephone services will not hesitate to use the facilities to seek information. This can lead to a considerable demand for the service and it is unlikely that the census agency will have the expertise to provide the necessary services in-house. The assistance of the country's telephone service providers will be essential to provide the service. This could take the form of a formal contract outsourcing the service.

i. Strategies

2.275. The hotline can be either centralized or decentralized. The advantages of a **centralized hotline** are as follows:

- Provides a higher probability of standard responses to callers
- Provides economies of scale to a potentially large undertaking
- Releases regional management staff from the burden of administering and managing a hotline
- Offers more efficient and effective training of operators

2.276. The benefits of a **decentralized hotline** are the following:

- The network demand is spread over a greater number of sites, reducing the likelihood of localized system overload
- The operators are more likely to be able to respond to issues specific to a locality

2.277. The disadvantages of each approach are the opposite of the advantages of the other. While each country should make a judgement about the balance of views, it is suggested that the benefits of standard answers to questions and economies of scale are important arguments for centralizing the process.

2.278. As with all other aspects of the census, this element of the undertaking should be subject to testing. In particular, it should be subject to load testing to ensure that the telecommunications system can operate under the estimated peak loads. To the extent possible, this testing should simulate the types of queries raised in the census and come from all regions of the country.

2.279. Where a hotline service is offered, it should generally be widely advertised. It is thus the responsibility of the census agency to ensure that as far as possible all calls are answered. An important fallback option is to have the capacity to add extra sites to the hotline where the demand is too high for the established sites.

2.280. It may be possible to provide this emergency service by diverting a proportion of calls to the permanent offices of the census agency. Such outcomes are not desirable as they will affect other work in the census agency and require the use of untrained staff, thus negating a key benefit of the centralized approach.

2.281. The hotline should operate for the entire period that enumerators are on duty, and preferably for a few days afterwards (since a number of calls towards the end of the period will concern non-contact by enumerators). In a self- enumeration census, many people will complete the census form in the evening. It is therefore important that the hotline is open at that time to answer questions at the time they are being raised. Different time zones within a country also need to be taken into account.

ii. Staffing and training

2.282. It is necessary to have sufficient staff engaged, either by the census agency or by the contractor, to meet the anticipated demand, and to have some reserves trained to assist in dealing with unexpected peak demands.

2.283. The majority of staff will be temporary employees who will provide standard answers to the most common questions expected to be asked. These will cover matters such as the meaning of the questions on the form and simple procedural matters (for example, “When will the enumerator be arriving at our dwelling?”). While the answers to most questions handled by the staff will be straightforward, the ability to deliver these answers in an efficient and polite manner is an acquired skill. Where possible, it is desirable to use staff that has experience from other hotlines or telemarketing campaigns.

2.284. There will also be a number of difficult calls involving either more concerned or aggressive callers or more complex topics. The census agency should provide expert staff to answer such calls, regardless of whether the hotline is undertaken by the agency or outsourced.

2.285. Training provided to hotline operators should cover basic conditions of work and telephone techniques, and census knowledge and specific inquiries.

2.286. Hands-on training prior to logging in for the operator's initial shift can be considered a useful approach. It would allow the reinforcement of techniques and the transmitting of news about recent developments in the census.

iii. Managing demand

2.287. Managing the demand on the hotline is a primary consideration that needs to be looked at when designing the hotline for a census. In most countries, it will not be logistically possible for any call center, regardless of how well resourced and planned, to cope with the huge number of calls that may be received if the census becomes a topic of major public debate. The task is to manage the demand on the hotline in the first instance.

2.288. Some specific recommendations for reducing demand are the following:

- The information booklet should contain straightforward and convincing answers for householders who are concerned about the compulsory nature of the census, confidentiality and privacy.
- The information booklet should include standard responses to queries about common procedural matters, such as dates of the collection period and what response should be given by people who are away from home on census night.
- The preceding topics should also be explained in the general census publicity and be further reinforced by the enumerator at delivery.

2.289. The hotline can be an essential component of census operations and provide an important service to the public. It can also play an important role in assuring the public of the need for the census and that confidentiality and privacy are assured.

iv. Link to control systems

2.290. A telephone inquiry service may also be linked to the operational control system for the census. Such a link requires specialized software linking the enumeration control database to the calls made by individual operators. The software must be designed to ensure that a household enumerated via the call center is removed from the queue for field enumeration. A properly designed call center can be used to:

- Confirm data collection during pre-enumeration operations (e.g. household head name, whether household will participate in internet-based data collection)
- Check data collected during the enumeration
- Perform phone enumeration for non-contact households

c) New media monitoring

2.291. New media accounts provide a hybrid means of communication that combines the information dissemination capabilities of a website with the possibilities for respondent feedback discussed in the previous section on a telephone call center. Material used for the census website can be reused on social media pages.

These materials can be spaced out to provide a continuous stream of content, especially as the census date approaches.

2.292. Monitoring and responding to comments made by the public on new media pages can be a delicate and challenging task. As with staffing the call center, the job can be outsourced or staffed by in-house personnel who have received specialized training.

5. Budget

2.293. The budget for the publicity campaign will vary with each campaign. Important factors to consider include the frequency of the census, the quantity and quality of publicity by the census agency between censuses, resources that can be called upon at subsidized or free rates (for example government-owned media outlets) and the size of the population. Many communication strategies can be implemented on a limited budget. Commercial stakeholders that make use of census data may offer their communication channels to publicize the census. Be creative when working with a limited communication and publicity budget. Ideas for free or nearly free communication outlets include:

- Mobile communications companies can send free texts reminding subscribers of the census date and the importance of the census
- Members of religious hierarchies can spread the census message during services leading to the census date
- Utility companies can print a reminder of the census date on utility bills

2.294. Investment in good communication can have a real impact on the quality of data from the census. It is important to recognize this when setting the draft budget. It is suggested that the determination of the final budget is best undertaken after early planning has been done (including initial market research), as there will then be a better basis on which to seek endorsement from census agency management. This additional information will also be of value in setting broad parameters for briefing advertising and/or communications agencies.

6. Evaluation

2.295. It is recommended that agencies see the evaluation of a publicity campaign as a continuous process from the beginning of the campaign leading up to an overall evaluation.

2.296. A suggested basis of a good publicity evaluation approach is as follows:

- To have established objectives that are measurable
- To measure the media exposure
- To measure its impact on the intended audience

2.297. Measuring media exposure could include indicators such as total coverage or broadcast time given to the messages. Measuring the impact would include the ability to track swings in public awareness (positive, negative or neutral), its relativity to the message being communicated, and the ratio of audience reach to frequency of the message.

2.298. Internal feedback, especially that noted or received by the communications unit and by field staff, is useful.

2.299. Continuous evaluation and modification during the census enumeration process through tracking research and dynamic management will ensure that implementation of the publicity campaign is on the right track. To permit this to occur, flexible implementation tactics are essential in order to maximize outcomes.

2.300. In setting up systems to evaluate communications efforts, it is appropriate to take a long-term view and ensure that measurement of awareness can continue throughout the intercensal period, and that the methodology is such that comparison between censuses is possible.

2.301. The results of this detailed evaluation of the publicity campaign need to be considered as part of the overall census evaluation, and judgements made about what can be improved in the future. Evaluation of the publicity campaign must be seen as credible if its vital role in a successful census is to be appreciated and understood.

I. Financial management

1. Financial basis

2.302. Censuses are usually one of the largest and the most expensive statistical activities that governments and/or their national statistical offices undertake. Many countries have a difficult time raising adequate funding to conduct the census in a timely manner. While ideally a government should bear the costs entirely, in some countries, the donor community becomes an important source of resources²⁰. There is pressure on national statistical offices to use the most cost effective strategies to collect data.

2.303. Statistical agencies should assure that resources are effectively used while planning the census methods and technologies. For achieving effective and efficient use of resources, there is no standard way, however, the following issues can be taking into account for ensuring cost-effectiveness²¹;

- a. Adopting more efficient and effective data collection, data capture and data processing approaches and related technologies;
- b. Contracting out appropriate parts of the operation;
- c. Exploring possible sources of alternative funding and, if appropriate, developing proposals for cost recovery and income-generation;
- d. International collaboration and reuse of system;
- e. Encouraging public to self-complete forms online or on paper where possible;
- f. Replace direct collection of data with use of administrative registers, if registers are reliable.

2.304. Planning the census as inexpensively as possible without compromising the quality requires carrying out cost-benefit analysis by estimating the strengths and weaknesses of alternative approaches regarding the methods and technologies which satisfy the objectives of the census. With this kind of analysis, it would be possible to determine options that provide the best approach for ensuring cost-effectiveness. This will also

²⁰ *The Principles and Recommendations for Population and Housing Censuses Revision 3 states that "It should be emphasized, however, that censuses cannot be carried out merely by national statistical/census offices alone. Rather, conducting a census should be seen as a national task involving all stakeholders. Thus, government departments, non-governmental organizations and the private sector end-users should be consulted at all stages to ensure the legitimacy and need for conducting the census and, at the same time, to improve the advocacy for sufficient funding. Paragraph 2.75.*

²¹ *For more information, see The Principles and Recommendations for Population and Housing Censuses Revision 3, paragraphs 2.11-2.14.*

provide a basis for comparing alternative approaches which involves comparing the total expected costs of each operation against the total expected benefits, to see whether the benefits outweigh the cost and by how much.

Country experience:

Implementation of cost-benefit analysis for selection of any technology

2. Budget and cost control

2.305. The total budget for census operations needs to be established early to enable other planning to go forward. The census is highly cyclical, with resource requirements peaking in the enumeration and processing years. Also, countries with short census cycles (e.g., five- year intervals) may have some phases (e.g., evaluation for the current census and planning for the next one) overlapping in some years and resources will need to be allocated from different census budgets.

2.306. An example of a census budget cycle is illustrated in Figure II.6. In this particular example, the census is held in 2020/21, with peak expenditure comprised mainly of salary costs for enumerators and data processors. The increase in the previous year is mainly attributable to the cost of printing census forms and equipment purchases. However, it should be noted that there is ongoing expenditure in the other years to cater for the planning, preparatory and dissemination phases.

2.307. In developing a census budget, sufficient resources need to be allocated to each of the different phases (i.e., planning, mapping, questionnaire development, publicity, field operations, processing, dissemination and evaluation). Funds allocated and used in an effective manner on planning and preparation will result in savings in efficient enumeration and processing operations. The resource needs of the dissemination phase need to be realistically assessed and quarantined from the impacts of other census operations. Whatever may have been the effectiveness of the enumeration and processing operations, the users will judge the census on the ability to deliver the data. Failure to deliver census data on time and in the way desired by users will reflect on the census programme as a whole.

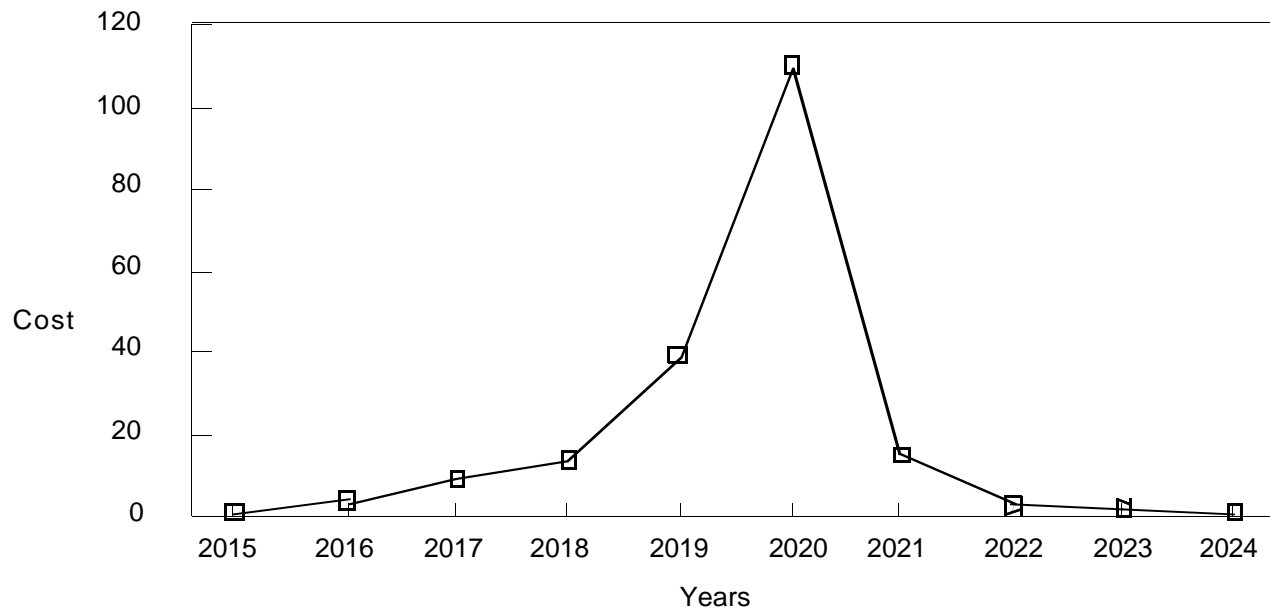
2.308. There are various ways of estimating budgets:

- Budgets may be based on the same allocations received for the previous census, brought up to current prices by adjusting for: Inflatons for increased costs (e.g., salary increases); d eflatons for efficiency gains (e.g., implementation of new technology); policy changes; population increases.
- Budgets may be based on the previous expenditure pattern, again adjusted as above;
- Budgets may be zero based using costing models to establish the requirements for each of the phases.

2.309. Usually, the largest component of the census budget is salary costs. Costs for field enumerators and data-processing staff make up a significant proportion of the overall salary costs. Therefore, special attention should be given when calculating the salary costs associated with these two activities. The methods for calculating these costs are covered in more detail in Chapter 3 Section F. Once the budget has been established, funds should be allocated to particular financial years in the census cycle. This should then be broken down into

the different projects within the overall census programme (e.g., planning, enumeration and processing) and itemized showing the various categories of expenditure.

Figure II.6 Census budget cycle: expected expenditure patterns



2.310. Once funding is received, it is necessary to monitor expenditure against funding for the current and future years. It is recommended that, while budgets may be compiled on a yearly basis, they be monitored on a quarterly or even a monthly basis, with projections of the total expenditure for the current financial year. Each phase's performance should be monitored against budgeted funds. Monthly reports should be produced for each phase, showing the annual budget, expenditure to date and estimates of expenditure for the rest of the current financial year and future years in the census cycle.

2.311. It is important that a process of estimating expenditure in future years is undertaken on a regular basis. This provides the forum for the project managers to review plans for the current and future years of the cycle and to bid for changes to resource levels.

2.312. It is recommended that forward estimates be prepared and reviewed on a yearly basis for all years of the census cycle and submitted to the project board for consideration. When preparing forward estimates, project leaders should review projected expenditure thoroughly and provide full justification for any variations they are seeking.

2.313. The forward estimates process can provide the facility where:

- (a) Managers can bid for increases or indicate savings in resources over time and/or reallocate expenditure between different financial years or items;
- (b) Bids can be considered by senior census management, taking all bids for all years into account at one time.

2.314. The estimates provide a formal mechanism for senior management to be aware of shortfalls in funding or surplus funding and for management to consider any significant changes in planned resource use. Table II.6 gives an example of the items that can be included in a census budget.

Table 11.5. Items included in a census budget

Item
Capacity development
Training/workshops
Production of training aides (eg., videos)
Consultancy (short/long term)
Study visits
Census maps
Satellite imagery
Software
Hardware
System development and maintenance
Salaries for temporary field staff
Equipment
Handheld devices
Software licenses
Computers
Printers, photocopiers, telephones, fax machines, etc.
Generators
Stationary
Satchels
Pens
Folders
Clipboards
Vehicles
Purchase of cars, motorboats, etc.
Rent of vehicles
Questionnaire development
Design
Application for handheld devices, if using electronic questionnaires
Printing
Census maps
Census questionnaires and manuals
Training materials
Publicity materials
Census ID cards and other materials
Stickers and other forms
Communication and publicity
Meetings and workshops
Design of publicity materials (posters, pamphlets, videos, etc.)

Logistics

- Packing and delivery of census materials/equipment
- Storage of census questionnaires/maps/materials
- Office lease
- Office furniture
- Office running costs (electricity, fuel, cleaning, etc.)
- Telephone and postage charges
- Security, including costs associated with securing census forms and data

Salaries for temporary field staff (enumeration and data processing)

- Enumerators/supervisors/data-processors
- Staff of regional offices
- Allowances for overtime and/or superannuating payments
- Others

Travel

- Tickets
- Per-diem
- Other expenditures related to travel of census personnel

Dissemination

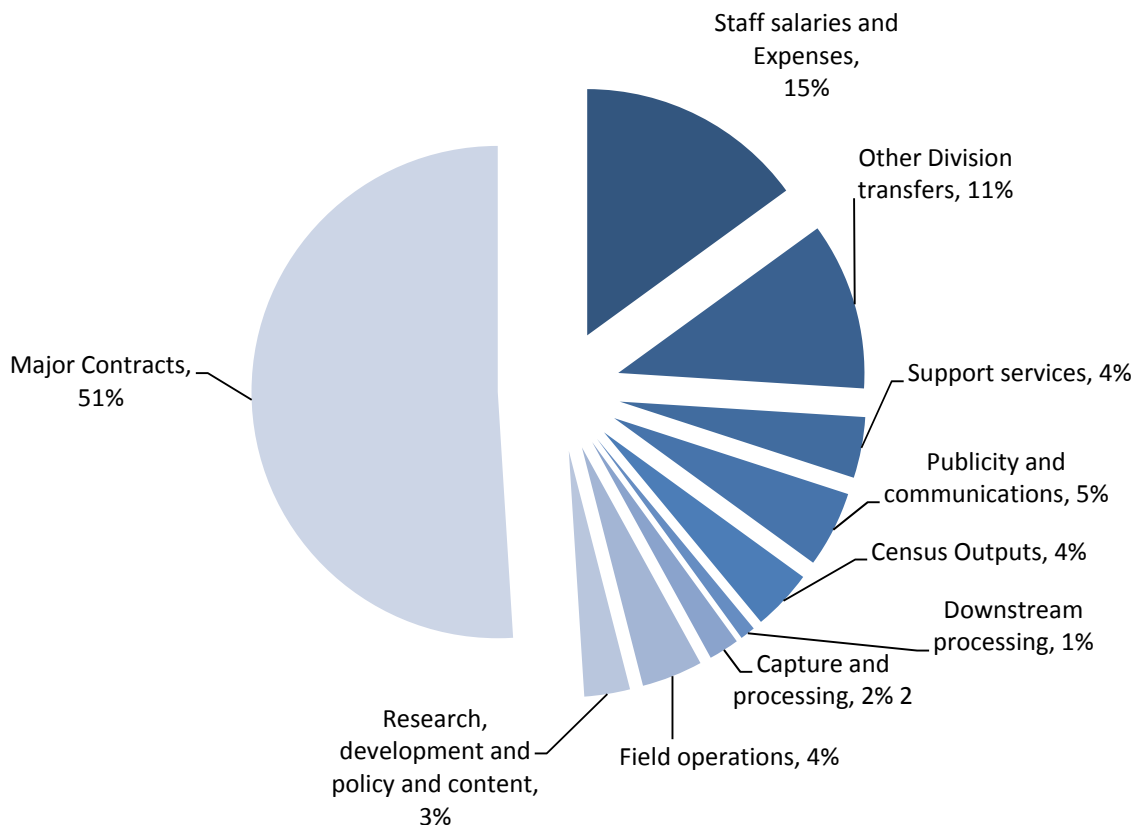
- Web dissemination system development, hosting and maintenance
- Printing of publications
- Development costs for census output products
- Promotional activities including national and regional workshops, etc.

Other

- Any applicable government taxes
- Construction costs, if special facilities are required for hosting operations

2.315. In the majority of countries, the largest costs in the census are those associated with the enumeration activity and salary for data-processing staff. Figure II.7 shows the approximate breakdown of costs by major items. This breakdown will vary between countries and depend on such factors as labour costs but is included to give managers an indication of what the major cost items are.

Figure II.7 2007 component costs by census elements in United Kingdom



Source: 2011 Census General Report for England and Wales

J. Procurement

2.316. Proper procurement and logistics planning is essential for successful implementation of a census. Taking into account a series of census operations, it is necessary to develop appropriate plans for procurement of all types of goods and services in cooperation with all counterparts. Procurement process can be complicated and may take a longer time than expected as procurement of many items required for census operations would not be usual activity of statistical agency; therefore it requires careful planning for avoiding a last minute action and unnecessary improvisations.

- 2.317. Procurement of goods and services for conducting a census is a process requiring the following steps:
- i. *Needs assessment.* Identification of the needs for the census operations including the precise explanations for the required specifications. This step should also describe when these goods and services will be required and for how long for appropriate services. Needs assessment should be done for every item of the goods and services which may require different procurement process;
 - ii. *Cost estimation.* Estimation of the costs of each item and service should be undertaken in a way to get best value for money, meaning that searching for an optimal combination of technical and financial factors. The balance between price and performance under the specified criteria should be taken as a principle for ensuring the cost-effectiveness of this process. Cost estimation would be a

- challenge particularly for new technologies considering that countries often use estimates from past censuses.
- iii. *Developing clear procedures.* Procurement procedures for national and international procurement vary among countries and should be developed according to national requirements and rules. Management of this process is very critical. Activity plan including all procedures, counterparts and their duties and timing of each activity should be clearly identified and monitored by the manager of this process.
 - iv. *Determining specifications.* Specifications and minimum requirements for all goods and services will be prepared in collaboration with the related census teams. This step usually takes a long time as it requires good technical knowledge as well as options available in the market, therefore this process should have enough time taking into considerations all steps for final approval for the specifications.
 - v. *Determining evaluation criteria.* Criteria for evaluation of the proposals are critical stage for successful implementation of this process. Principles for determining evaluation criteria usually varies from one country to another, but it is important that the proposals related to technical specifications and the cost have to be evaluated in a way to make sure the selection of “best value for money”.
 - vi. *Application of official procedures for the tender.* This step will be implemented according to national system in a country. There is no unique system and it varies significantly among countries. However, two main principles of the procurement, fairness and transparency²², should be followed.

2.318. Procurement activities should be planned and implemented by a specifically assigned team and timetable of these activities should be integrated into the census calendar. Time schedule for procurement activities is important and should be planned taking into account possible risks of delays in provision of goods and services. A significant delay in procurement process will consequently jeopardize the accomplishment of the milestones and finally may cause the changing the date of enumeration or dissemination.

K. Contracting out

2.319. Many national statistical offices may need to contract out some of the tasks during a census operation in the interest of efficiency and lack of in-house expertise. Commonly contracted out tasks include, layout and printing of census questionnaires; packaging of census questionnaires; dispatch and delivery of census material; census mapping; publicity and public relations; training; return collection of census questionnaires and other material; inventory and storage of filled in questionnaires; scanning/data entry; data processing and tabulation; and publication and dissemination.

- 2.320. The following things should be considered while contracting out any activity-
- Core census activities like the questions to be asked in the census questionnaire or the enumeration operation should not be contracted out
 - The confidentiality and security of census data collected should not be compromised through any contracted activity of the census operations in order to retain the trust of the public.
 - Competitive bidding should be invited for contracted activities and demonstrations of capacity and good project management skills should be verified before outsourcing.

²² *The principle of fairness indicates that the procurement process should be free from favoritism, self-interest, or preference in judgment. The transparency is a principle that ensures timely information about existing conditions, decisions and actions relating to procurement activities and about procurement policies, procedure, opportunities and processes are clearly defined and made known simultaneously to all interested parties. For more information, see The Principles and Recommendations for Population and Housing Censuses Revision 3, paragraphs 2.128-2.132.*

- Each contract should specify the terms of reference clearly along with timelines, delivery schedules and dispute resolution clauses.
- Quality assurance guidelines for each product or service should be laid out when contracting out.
- Timeliness of the delivery schedules should be closely monitored by census project managers to avoid delays along the critical path.
- Contracts should be put in place in a timely manner. Sometimes, it may be prudent to have two or more vendors provisioning the same product or service if national legislation allows, so that there is a back up at all times.
- Payment to the contractor should be scheduled such that the incentive to deliver quality work in a timely manner is maintained.

2.321. Contracting out activities does not relieve census managers of their responsibility. If contractors fail to deliver, the census may fail. So managers have to work closely with contractors and monitor them regularly to ensure success.

2.322. Whether external consultants and/or outsourcing is used depends on the requirements of the organization (including requirements for confidentiality and security), whether the required skills are available in-house and whether projects can be outsourced cost-effectively. Outsourcing decisions should be made within the context of a larger organizational plan that identifies choices between both hiring and training staff or using external service providers to augment or replace resources for specific projects. There is no clear-cut distinction between hiring consultants, the use of external service providers or outsourcing; quite often a system will contain elements of all of these working together with in-house resources.

2.323. The agency may have limited skills of the type needed for the implementation of a particular specialized system, or information technology may not be a core part of the business. If this is the case, a solution in which a greater proportion of the work is undertaken by resources outside the census agency could be considered. Instead of simply acquiring hardware and software with which to assemble a processing system, a total solution would be requested, with the successful tenderer taking responsibility for all information technology aspects of the processing system.

2.324. In many countries, bilateral agreements allow for the use of international consultants as technical advisers. In these cases, census managers should take advantage of the opportunity to assist in capacity-building within the census agency.

2.325. In some countries, tenders committees have been formed which consist of the Ministry of Finance and a general control association, as well as the Statistical Office. The committee is usually responsible for calling tenders, requirements and conditions, evaluation of tenders and selecting the most suitable ones.

1. Differing objectives

2.326. It is inevitable that any external resource provider will have additional or different objectives from those of the census agency. For example:

- A specialist mapping service provider may be more interested in producing maps to the highest standards of cartography than in offering a service that allows enumerators to locate dwellings effectively;
- A private sector business will be obligated to provide a return to shareholders rather than satisfying the public policy needs that drive government agencies.

2.327. As a result of these differing objectives, in all cases where external resources are employed, careful control is needed to ensure that the selected external provider delivers a cost-effective solution that meets the census agency's needs. The use of external service providers should be carefully specified, planned and monitored.

2. Preparing specifications

2.328. Successful outsourcing initially requires the census agency to have a clear understanding of the requirements, as these have to be unambiguously specified to the service providers. If the agency cannot express its expectations and priorities clearly to service providers, the service providers cannot be expected to achieve them. It is also necessary to ensure that any legal documents (e.g., conditions of tender) are fully understood by all parties.

2.329. The way in which this specification is passed on to the external providers will, to some extent, be determined by the laws, rules and procedures that apply in a country. However, a detailed written specification should be set out to serve as a benchmark against which performance can be measured later in the process.

2.330. During the preparation of a specification for outsourcing or an external service provision, about half of the time should be used in establishing the objectives of the project, the outcome to be achieved and the procedures to be followed in attaining that outcome. The standards to be met must also be specified (e.g., for a data-entry operation, an allowable proportion of erroneous key-strokes could be specified).

2.331. The next largest amount of time should be spent on documenting precise price and payment terms (where goods and/or services are to be purchased).

2.332. The specification must be designed to allow for requirements changing over the life of the project. This should include a clear method through which changes are agreed and approved by both the census agency and the service provider.

2.333. Within this overall framework, the specification should:

- Clearly state the scope of the project;
- Identify the deliverables and the associated schedule of dates for completion of each deliverable (i.e., milestones);
- Identify key personnel by name and qualifications, and set out rules for their replacement, where necessary;
- Clearly define invoicing and payment specifications, as well as time-frames and methods for payment of penalties;
- Set out training programmes and documentation requirements;
- Dispute resolution clauses

3. Monitoring the outsourced project

2.334. It is important that outsourced projects are carefully monitored against the specification. This monitoring must include early identification of problems (milestones are important in this process).

2.335. Particular care should be taken where the outsourced work is being developed and/or undertaken at a site remote from the location of the census office.

2.336. Regularly scheduled meetings (or other communications such as telephone conferences or videoconferences) between census agency and service provider staff is essential for managing external relationships and ensuring that expected contract results are achieved. Compliance with scheduled completion should be specified as a contract requirement, with listings of key attendees from all parties specified in the contract. The frequency of the meetings should be specified along with responsibility for recording and publishing decisions made or items agreed to.

2.337. It is considered essential that a system of cascading meetings be established, with project team staff meeting their counterparts frequently for routine monitoring. This is a key area, which might be neglected if not considered early enough in the proceedings. Even if the requirements are clearly specified, it is still possible for problems to arise in the delivery process, with the potential for the outcomes to be achieved late or not at all.

2.338. Clear and open communication is a critical success factor in this element of managing a census. Care should be taken to ensure that all negotiations with external providers are done with a degree of common sense and appreciation of all viewpoints and constraints, as well as rigorous contract preparation.

2.339. While many forms of the specifications will include penalties for failure to meet deadlines or quality standards, these are rarely effective in a census context. What is required is a census held successfully on a date specified months or, in many cases, years in advance, not cash from penalty payments. Attention to detail in the specification documents is a major step towards achieving this. It is also important to develop and manage a good working relationship between the service providers and the census agency.

L. Use of technology

2.340. Access to modern technology has led to large increases in efficiency, monitoring and control over various census operations. However, while on the one hand, technology provides considerable benefit, on the other, it increases dependence on technology providers and introduces new challenges and risks. The key to the successful use of technology in a census is to clearly understand the rationale behind introducing the technology solution and considering a range of key success factors for technology adoption, which may include among others, suitability, security, scalability, stability, safety and skills. (See Principles and Recommendations for Population and Housing Censuses, Revision 3, Part II Chapter XIII).

1. Planning for technology solutions

2.341. Careful planning and management is central to the successful use of technology. Technology adoption has a range of advantages such as, higher levels of data accuracy, more timely data release, efficient operational controls, better capacity for monitoring and supervision, efficient payroll systems, easier data access for users. While superior technology may be available, each country must evaluate whether it is suitable for the context in which it operates. Planners have to weigh in on the trade-offs between such advantages and whether the solutions are affordable and can be successfully implemented. In addition, as the new technologies adopted may relate to only one part of the census operations, planners have to take account how it will impact or affect other operations. For instance, if the planners decide to use global positioning system (GPS) point data for address canvassing, this may impact the design and content of the questionnaire, as well as the way the enumerator will conduct the interviews. In addition, adequate time should be devoted to testing new systems in an integrated fashion so that there are no surprises when the operations using the new technology are implemented. Maintaining data security and confidentiality should also be of paramount concern.

2.342. Planners should plan for and manage the following risks in adopting new technology:

- Incompatibility or other integration issues between different hardware and/or software;
- Solution outage or failure (could be for many reasons – lack of connectivity, hardware failure, battery life, GPS black spots, software bugs, device theft);
- Lack of skills or knowledge by system users, particularly temporary census staff;
- Insufficient or inadequate communication between technology staff and business staff, particularly leading to misunderstanding of requirements;
- Hacking, online attack or other information technology security event;
- Maintaining, upgrading or decommissioning old or legacy systems;
- Lack of documentation and / or reliance on small number of key people; and
- Huge amount of digital data available creating a potential distraction for staff.

2.343. Successful adoption of new technologies requires managers to have strong project management skills. Anticipating potential challenges and thinking ahead about alternative ways to ameliorate problems are essential to sound planning. Since many countries may not adopt seamless end-to-end solutions, but solutions to particular operations, integration needs to be carefully planned and tested, before being adopted. For instance, countries using electronic devices to do address canvassing, enumeration, operational controls and payroll accounting for field staff may design integrated systems that have fewer challenges once deployed, than countries that use address canvassing on electronic devices, but enumerate and account for field staff time on paper.

2.344. Another challenge is to be able to accurately budget for new processes. Since often countries use estimates from past censuses as a starting point of planning, when new technologies are used, there may be a trade-off between the costs of the technology with the efficiency achieved in operations. Thus, managers have to be skilled business analysts to estimate the census budget.

2.345. Finally, in view of how fast technologies change, one of the challenges, managers encounter while planning for technology solutions is determining what technology to adopt, what platform to develop the electronic questionnaire on, what brand of tablets to buy. This is especially true for countries that plan with long time horizons. It is difficult to predict the direction technology will take three years in advance and whether the one selected will be the most reasonably priced and well supported.

2. Software and hardware evaluation and acquisition

2.346. Fundamental to the adoption of any technology is understanding the purpose to which it will be put and how the purpose fits into the overall census plan. Fully understanding the system requirements will make the acquisition decision and the trade-off between functionality and cost easier to establish.

2.347. For example, when developing the data-processing system, decisions on factors such as the data capture method to be used, what editing and processing will be applied to the data and how the data will be stored and disseminated need to be made. These decisions must be made early enough, so that sufficient time is available for the evaluation and acquisition of software and hardware.

2.348. The budget available to the project is also a vital factor in making decisions about hardware and software. Costs of employing data-entry staff and the level of the computing infrastructure are also important considerations. For a low- budget project, it may not be feasible to acquire and deploy sophisticated state-of-the-art equipment, but the use of less ambitious information technology may offer overall savings, as well as greatly increase the utility of the output from the census.

2.349. Before agencies commence the formal processes of evaluating and acquiring software and hardware, they should take the opportunity to research and investigate other organizations' experiences with similar systems. During this period, it may also be possible to acquire versions of software and/ or hardware that can be used for testing purposes. This will allow agencies to become familiar with, and better understand, the potential and/or limitations of particular systems. This experience can be valuable when developing evaluation criteria as outlined in the sections below.

a) Evaluating software

2.350. Before acquiring and installing software, there are many issues that need to be considered and it is necessary to evaluate the software against set criteria. Which criteria are critical will depend on what the software is being used for and how complex the function and the software are.

2.351. Important criterion should include the following:

- Ensure that an application can be developed that meets the required specifications.
- The software is easy to learn and use;
- It is an integrated tool that provides a common approach;
- There is an easy development environment for user interfaces;
- There is an easy-to-use programmer development environment (workbench), including configuration management, testing and debugging facilities incorporating breakpoints and step-through capabilities;
- The software has the ability to display required objects such as form images, if applicable;
- The software has strategic value to the organization responsible for the census, or other elements of the national information technology infrastructure;
- The software is compatible with current industry trends;
- There is current expertise in the product in the organization or externally:
 - Are internal or external staff experienced with the products readily available?
 - What level of training and support is required?
 - What support is provided by the supplier?
- There is evidence of the current strength and longer- term viability of the supplier;
- The software will be sourced locally or internationally;
- It is a well-recognized and used business with well-known products:
 - Is the product compatible with current industry trends?
 - Is the supplier financially secure?

2.352. The test process for evaluating software should include at least the following steps:

- Obtain test copies;
- Develop test prototypes, and test data packs to prove or disprove the software's ability to satisfy key functionality requirements;
- Detail implications on and for the organization's computing environment;
- Get access to reference sites and demonstrations relating to the supplier and its products and gauge user satisfaction. This can be augmented with access to bulletin boards and discussion sites, if Internet access is available;
- If it is a strategic product, ensure that there is a viable support mechanism and that the information quality and responsiveness are acceptable;
- Conduct tests according to previously established criteria;
- Assess and document upgrade policy;
- Determine full costing;
- Produce a report on the evaluation process.

b) Acquiring software

2.353. Software for census use in association with selected hardware can be acquired in a number of ways, such as:

- Purchasing complete off-the-shelf packages that require no further development;
- Purchasing packages that can be further developed for census-specific activities;
- Contracting out the provision of specific functionality for parts of systems;
- Contracting for externally developed software for complete systems;
- Obtaining free software such as CPro, Redatam and CensusInfo (see below).

i. Package software

2.354. The use of package software, as opposed to developing task-specific software, has become an established practice in many areas of the information systems industry. The major reasons for this are the reduced risk, cost and time-frame associated with the implementation of proved solutions to recognized business needs and the reduced overhead involved in maintaining the resulting system by procuring packages from vendors committed to their ongoing maintenance.

2.355. Although the rationale for using package software is clear, many agencies have been disappointed with the results of package implementations. The most frequently encountered problems are:

- A mismatch between package functionality and agency requirements;
- The level of customization required to ensure successful implementation;
- Inflexibility of the package to meet the changing needs of the agency;
- The level of maintenance required;
- An inadequate level of vendor support;
- Poor vendor choice;
- The amount of effort required to interface a package to existing systems.

2.356. The above problems are almost always attributable to an inadequate analysis of business needs, or a poor procedure for the evaluation and selection of a package, or both.

2.357. Off-the-shelf packages would usually be acquired through direct negotiation with suppliers, after an evaluation study has been conducted to determine that these products will fulfill the stated requirements. There is a need to consider whether a site licence is required or whether individual licences would be more appropriate. With software acquisition, there is usually room for negotiation, and discounts may be available for higher-volume purchases. A licence arrangement to allow many concurrent users should be considered as this is usually a cheaper alternative, since fewer licences need to be purchased than the total number of possible users. There are other variants worth pursuing such as differential pricing, that is, limited developers' licences and unlimited licences for run-time access.

ii. Contracting out specific functionality for parts of systems

2.358. Externally developed application-specific software must be tightly specified, developed and controlled and therefore should be subject to contracted conditions that are closely monitored. This is usually based on a formal request for tender or statement of requirements and may be linked to the acquisition of hardware. It is also essential to have good contract management practices in place, otherwise many of the benefits established in the planning processes will be lost in the execution.

iii. Contracting out complete software systems

2.359. A simpler but perhaps more expensive method is to contract out specific functionality for specialized software. Broad requirements might be specified as “the requirement to deliver captured data from every form”, which leaves contractors to acquire and develop software themselves. While this is a simpler method for the organization, it will most likely be more expensive and means that communication with the contractor has to be very good to ensure adequate detailed specifications.

iv. Developing software applications in-house

2.360. If there is no suitable software available off-the-shelf, it might be feasible to develop the required software in-house. The decision to take this action will depend on a number of factors, for example:

- (a) The budget available;
- (b) The technical skills available in the organization and the ability to retain those skills (a growing problem in the information technology industry);
- (c) The timetable for development;
- (d) The complexity of the required software.

2.361. Whether software is developed in-house or contracted out, the same strict control over development issues (e.g., standards, tools used, training of staff and adherence to time- tables) must be exercised.

c) Evaluating hardware needs

2.362. The requirements for evaluating hardware will depend on the nature of the hardware, its complexity and any links with existing hardware or software. Strict evaluation criteria need to be drawn up before the hardware is acquired for evaluation. Many of these criteria will be the same as the ones set out in section 2 above. Before the evaluation takes place, specifications must have been drawn up to describe clearly the requirements for the hardware, and suitable hardware acquired on the basis of a tender or direct purchase, if there is only one possible supplier.

2.363. An evaluation team should be set up to carry out the evaluation. The numbers of people involved in this team will depend on the complexity of the hardware, the number of different hardware configurations to be evaluated and the resources available. The members of the evaluation team must have the necessary knowledge to be able to make a valid, consistent and unbiased assessment of the equipment—from both a technical skills perspective and the ability to manage an objective evaluation process over time. Technology often changes at a fast rate and there is the possibility that updated or new hardware may become available after the evaluation has been completed. It is important to remember that, despite what performance promises may be made by vendors, any decision to implement this new hardware must be based on another full evaluation. It should not be taken for granted that updated hardware will necessarily perform better or be more suited to the particular census application.

2.364. The evaluation should encompass a number of phases to ensure that the hardware is thoroughly assessed, and it is important to test the operation of the equipment in the environment in which it is to be used, thus being sure that it will perform properly in the production environment.

2.365. Initial capital cost is only part of the total cost of the hardware to the agency. It is one factor, but not the only, or necessarily most important, factor in evaluating hardware. There is a relationship between savings and risk, which means that cheaper equipment has the potential to cost more in the long term if user requirements are not met or the equipment needs replacement before it has done the required job.

2.366. Product quality is another issue. Some hardware systems can be put together using a number of different off-the-shelf components, but this requires extensive testing, including systems integration testing involving all components, and assurances that the supply of like products can be guaranteed over time.

2.367. The establishment of a set of standards for deliverables and a rigorous change management process is essential regardless of whether one has a single supplier with a proprietary “box” or whether the build of the box is done in a modular fashion.

2.368. An important point to note when evaluating hardware is the period of warranty offered by the vendor. It is desirable that the warranty cover the time needed to carry out the census.

d) Acquiring hardware

2.369. Hardware is usually acquired on a similar basis as that for acquiring software. Where the hardware is new technology for the organization, there will normally be a tender process to ensure that the hardware is the best solution, technology-wise and financially, for the organization. The request for tender must be compiled carefully, with due regard to the legal requirements of the organization and government policies, including ethical and probity considerations. If there is an existing system of panels of suppliers for specific types of hardware, and these are relevant to the requirements of the organization, then they should be used to purchase or lease the hardware required. Ethical and probity issues are of paramount importance in any acquisition process and if not handled properly can be the cause of delays or other problems, like public mistrust.

2.370. A detailed specification of requirements must be done before the tender document is released or panel suppliers are contacted. This specification will be required to form the basis of the evaluation criteria.

2.371. It is important to evaluate the real requirements of the organization and to acquire hardware that is appropriate for the job. There may be pressure to buy older technology to save money, but this can be counter-productive if there is a need to upgrade other components. On the other hand, it is important not to pay too much for hardware by buying equipment that delivers more performance and functionality than is required. Careful planning is required to gain the most benefit from hardware purchases.

2.372. There are some basic rules that should be followed for acquisitions:

- Use requests for proposals or requests for tender to control the process;
- Try to keep proposals simple;
- Purchase only what is required, but as much as possible to encourage competitiveness in the evaluation process;
- Shortlist ruthlessly, focusing on the best technical solution and overall value for money;
- Negotiate the warranty period;
- Negotiate free training to be provided by the vendor;
- Consider the level of local maintenance support available;
- Consider the advantages and disadvantages of purchasing locally compared to internationally;
- Avoid being under any obligation to a vendor;
- Consider ethics and probity issues at all stages.

M. Documentation system

2.373. The cumulative experience of past censuses is invaluable in the preparations for the next population and housing census. The retention of the institutional knowledge and institutional memory gained during census

operations is fundamental because of a long interval between two censuses (usually ten years). It is also more likely that the more experienced staff will move into other fields of statistics and senior staff will retire in the period between two consecutive censuses. Therefore, census agency is usually exposed to the loss of the qualified staff and their knowledge and experience might not be available and at hand at the time of the next census.

2.374. Documentation of census operations is crucial and plays a key role in various ways:

- a. Evaluation of quality of each phase of the census as it is implemented;
- b. Evaluation of overall census quality and preparing recommendations for the next census;
- c. Preservation of census practices for next censuses and transmission of experiences and knowledge to next generations;

2.375. Documenting census experience is certainly as old as census-taking itself; yet it may still manifest as one of weaknesses in census taking and requires more attention in the planning phase of the census. In this era of advanced technology, documentation of census experience can be done more effectively through developing a system for systematically recording all experience. This is a relatively complex task as it requires developing a framework and protocols regarding what to document and when to document it within the many census processes in order ensure a harmonized and standardized documentation process.

2.376. The census operations documentation system should be developed using resources available in house; in doing so, the following issues should be taken into consideration for assessing the capacity (staff, time, technology, and other resources) needed for comprehensive documentation:

- a. *Identifying the objectives of documentation:* For example, documentation of overall census operation covering the activities undertaken during planning, development and implementation stages of census phases and their outcomes.
- b. *Determining the principles for what to document:* The list of all possible materials, data files and outputs;
- c. *Determining the principles for when to document:* Timing of documentation particularly for census processes - such as development of the questionnaire, field enumeration, data processing and dissemination - can be determined based on the defined outputs of each task covered in each process.
- d. *Decision on method of documentation:* For efficient system, it is desirable to establish a system for digital documentation to be able to easily access the documents.

2.377. In addition to documenting census operations, all census statistics need to be accompanied by a series of information and metadata – a particular documentation regarding the methodological and other relevant facts that will enrich the meaning of census results. Examples and elaboration of these issues are provided in Chapter VIII, sub-section 2b of this Handbook. At this point, and in the context of the census planning, the following points related to metadata and related documentation need to be outlined:

- a. What metadata need to be provided to the users?
- b. What is the most efficient and cost-effective means of gathering all necessary metadata and documentation?
- c. What are the most efficient and effective means of ensuring that all necessary documentation and metadata is preserved along with the digital resource itself?

2.378. Both documentation systems (for operations and metadata) are of primary importance and require meticulous planning at the very early stage of census operations. A dedicated team should be established for planning and development of these systems in collaboration with all stakeholders. Basic principles for what to document, when and how to document should be determined with all stakeholders which are involved in one way or another in any stage of census operation. Documentation guidelines, as well as training in the principles

and implementation of these systems are necessary for the staff which will be responsible for documentation activities. As for the development of efficient systems, it requires series of tests for checking particular functions and steps. The pilot census should be designed in a way that also allows thorough testing of the overall system of documentation with the involvement of the responsible staff.

Country experience on planning a system for
documentation of census experience

N. Quality assurance

1. Introduction

2.379. In the census context, there are six attributes of quality assurance:

- (a) Relevance;
- (b) Accuracy;
- (c) Timeliness and punctuality;
- (d) Accessibility and clarity;
- (e) Comparability and coherence;
- (f) Interpretability.

2.380. The essential quality attribute of relevance of census output, and how to assure it, has been discussed in Chapter I. Clearly, meeting targets for timeliness and accuracy will be hollow achievements if there is not a high degree of national relevance in what the census produces. These two attributes (timeliness and accuracy) are essentially trade-offs. Higher accuracy can be obtained for poorer timeliness or vice versa . Quality is relative, and in the end is based on what is acceptable, or fit for the purpose, rather than a concept of absolute perfection.

2.381. Quality is the outcome of processes, and deficiencies in quality (for example, delays in processing) are usually the result of deficiencies in process rather than the actions of individuals working in that process. The key to quality assurance and improvement is to be able to regularly measure the timeliness and accuracy of a given process so that the process can be improved when a fall in quality is indicated. The focus of quality assurance is to prevent errors from reoccurring, to detect errors easily and inform the workers so that they do not continue. This simple feedback loop is represented in Figure II.8.

2.382. Being iterative, the quality circle is particularly applicable to tasks that are highly repetitive such as the processing phase of the census. However, the general principle applies to all processes. For example, there is less opportunity to evaluate performance, identify problems and implement corrective actions in phases such as enumeration owing to time constraints, the once-only nature of some of the processes and communication issues. However, it still can be established with careful planning and documentation in advance of the census.

2.383. It is important that a complete evaluation takes place at the end of each phase of the census. This should be done particularly for phases such as enumeration, so that the organizational learning inherent in the quality circle is carried forward to the next census.

2.384. Since people play a key role in most census processes, they are in a good position to identify problems with quality and provide solutions. Quality is therefore not just the outcome of mechanistic applications of predetermined measures but relies on a combination of

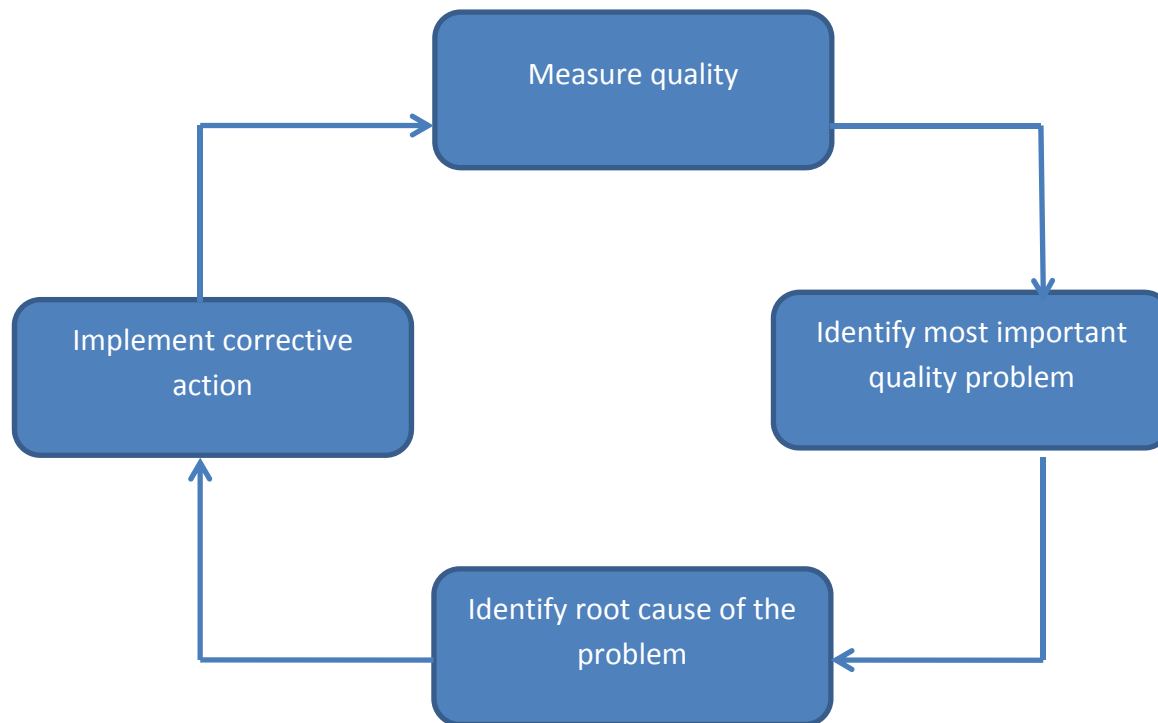
- Established, documented processes;
- Systems to monitor the outcomes of these processes;
- Active encouragement by management to involve staff undertaking the processes in identifying and resolving deficiencies with quality.

2.385. While elements of the quality circle, such as mechanisms to monitor quality, may have some superficial resemblance to some of the elements of traditional quality control approaches, they are quite different. Traditional quality control is based on correction of error after the event, whereas the emphasis of the quality circle is on improving the process that caused the “error”, which may be any of the timeliness or accuracy attributes falling below specified levels.

2.386. A simple error correction process may suffer from any of the following:

- It adds significantly to the cost of the operation;
- Errors in the inspection process can fail to detect true errors or falsely identify errors;
- The correction process can introduce errors into the data;
- Operators take less responsibility for the quality of their work, believing it to be the responsibility of the inspectors;
- Where a sample of units are inspected, the quality of data is only ensured for those units that are inspected.

Figure II.8 Quality assurance circle



2.387. The emphasis should be on process improvement rather than correction. Therefore, an important aspect of quality management may not be to correct errors detected through the quality monitoring process unless they are of a severe nature or are generally applicable. For example, a generally applicable error could be a systems error that miscodes every occurrence of a common event. Resources are thus better focused on improving processes and thus overall quality. An example of how quality assurance can be applied to the census data enumeration can be found in the Appendix II for Philippines 2010 Census.

2. The role of managers

2.388. Managers have a vital role in establishing quality. The biggest challenge to managers is first to establish a culture within the census agency that has a focus on quality issues and to obtain the commitment of staff to strive to achieve high-quality goals. At the same time, managers need to be aware that to achieve high-quality outcomes they need to give their staff responsibility to achieve these outcomes. Managers who do not delegate responsibility will find it difficult, if not impossible, to establish teams that strive for high-quality outcomes.

2.389. Managers must ensure that staff understand the philosophy behind the approach to quality. As mentioned above, staff involvement is a vital ingredient to quality improvement. Therefore, an environment needs to be established where staff contributions are expected.

2.390. The second part of their role is to ensure that clients' expectations are known and that these expectations are built into planning objectives and into the systems that are to deliver them.

2.391. Thirdly, processes need to be documented and understood by the staff implementing them. Systems and processes for implementing the quality circle also need to be documented and put in place. Questions such as how quality is going to be measured, who is involved in identifying root causes of problems with quality, and how the process improvements are going to be implemented need to be answered. These will vary greatly depending on the nature of the process. Appropriate quality assurance techniques for each phase of the census are summarized below and dealt with in greater detail in other sections of the handbook.

2.392. The greatest test of management commitment to genuine quality improvement will occur in how management approaches problem solving. Staff will monitor management responses closely and adjust their own behaviour accordingly. Staff will act in accordance with how they see managers behave rather than what they hear managers saying.

2.393. Managers who always react to problems by seeking out people to blame, or who establish systems that focus disproportionately on the merits or demerits of individuals at the expense of the team, are sending messages that are contrary to the thrust of quality improvement. An environment where the emphasis is on fault-finding, rather than on finding solutions to problems, or on excessive competition, will assure that staff cease to be part of the solution and become part of the problem. Managers need to take upon themselves the responsibility for problems, as they are ultimately responsible for the systems that caused the problems. They should not seek to transfer the problems to lower-level staff.

2.394. However, even in the best managed processes, there are circumstances where individuals can be justifiably blamed for impacting on quality. These may be individuals who are incapable of performing their duties, deliberately flaunt procedures or even deliberately sabotage the process. These individuals need to be dealt with by management and in some circumstances their employment should be terminated. Managers must deal quickly with these cases and act in a consistent manner. By doing so, managers will demonstrate to all other staff their commitment to quality.

2.395. To be successful, it is necessary to create a culture in which everyone has the opportunity to contribute to quality improvement. Most of the staff engaged in census operational work undertake routine tasks, and it is up to management to help them see the bigger picture, to motivate them and to encourage them to assume ownership of their work. This can be done by promoting a commitment to quality improvement and by adopting a consistent approach to management.

3. Quality improvement and the census

2.396. The quality circle can be applied to the entire census cycle with:

- Performance in the previous phase being evaluated at any given level of detail;
- Problems with quality ranked in order of importance;
- Root causes identified and corrective action implemented.

2.397. The dependencies in the census cycle are represented in Figure II.9.

2.398. It is worth noting that it is equally feasible to invert all the arrows in the diagram and read it in reverse order without significantly changing the outcome in terms of quality. Also, it is possible to start at any point in the diagram and achieve the same result.

2.399. The following sections outline the way in which the concept of a quality circle is superimposed over the census cycle. Much of the discussion on form design, enumeration, processing and dissemination is in terms of relevance and accuracy. However, these are subject to constraints of time - that may be established prior to commencing the census cycle. These are discussed briefly below and in greater detail in the relevant sections of the handbook.

a) Topic selection

2.400. The first step in managing the quality of the product (i.e., the statistics to be produced) is to ensure that the product will be relevant. The key process is extensive consultation with actual and potential users of census information. The key success factor in this process is full, frank and open communication with users and all areas concerned with the census (in particular, subject matter and classification experts).

2.401. As should be expected, users are reluctant to propose their needs for a future census until they have been able to assess the extent to which their current needs have been satisfied by the output from the previous census. This should be seen as an evaluation process feeding into the current cycle - the first step of quality management.

b) Form Design and Testing

2.402. The next quality management task concerns the testing of each census question and the testing of the design of the form. Again, the quality circle approach is used, with the results of each test being analysed and evaluated before being fed into further design and testing.

2.403. The following areas are the key internal stakeholders of the form design process and their requirements need to be taken into account:

- The dissemination team, to ensure that the questions asked will deliver the data to meet the needs of users;
- The subject matter specialist team;
- The team responsible for development of the data capture or processing system. This is especially true for data collection using scanning systems or an electronic questionnaire. For example, positioning of text and delineation of response areas will be dependent on data capture and the processing methodology to be adopted. It is critical that there is ongoing coordination between the form design and processing areas;
- The field operations team, which is responsible for training the enumeration workforce and printing the form.

c) Field operations

2.404. The quality management process continues throughout the design of the census field operations. These are tested, as far as possible, in conjunction with form designs testing.

2.405. The key internal client of field operations is data processing. However, field operations can also impinge on other areas such as dissemination and classification and subject matter areas where certain concepts such as what constitutes a dwelling is implemented during the field operations phase.

2.406. Several components of field operations can be subject to specific quality circle mechanisms as these are likely to take some time and involve iterative processes. These components include:

- The demarcation of enumeration areas;
- The enumeration area map production;

- Form printing, where a sample of forms is rigorously tested for adherence to standards.
- Operational control systems – electronic or not
- Data transfer processes if using online and electronic data capture systems

2.407. Quality monitoring should be established for each of these components and mechanisms put in place to ensure that the outcomes of the monitoring are used to improve processes.

2.408. It is more difficult to implement the quality circle during actual enumeration, owing to the very tight time constraints. However, this can be achieved by:

- Clearly establishing the aims of the field operations phase;
- Applying thoroughly documented procedures;
- Ensuring that the enumerators understand their role through appropriate training and providing inspection of corrupted forms;
- Providing opportunities for field staff to be observed operating on the job so that feedback can be given and re-training undertaken.

2.409. However, it has to be acknowledged that during the actual carrying out of the enumeration this approach tends to identify “problem enumerators” rather than systemic or process errors. This means that evaluation following collection is vital. The evaluation should attempt to capture the experiences and suggestions of a range of enumerators and other field staff so that improvements can be made to the subsequent census.

2.410. A general overview of the quality of enumeration can be obtained through:

- The use of techniques such as post-enumeration surveys to gauge the level of under-enumeration of people and dwellings;
- Feedback from field staff;
- Measures of the quality of any coding undertaken by field staff;
- Mechanisms that may be in place to handle queries from the public.

2.411. The effectiveness of the public communication strategy may be assessed by the amount of press coverage (positive and negative) of the census and follow-up surveys to test the reaction to particular advertising.

d) Processing

2.412. The key clients of processing are the dissemination area and the areas of the country’s statistical agency responsible for maintaining standard classifications and those with specialist subject matter knowledge.

2.413. The dissemination area depends on the processing team to obtain data in an agreed format, and compiled to agreed quality standards. This is necessary so that the data can be used in dissemination systems.

2.414. Since the census is part of an overall national statistical system, data from the census are likely to be used in conjunction with data from other collections. Thus the classification and subject matter specialist areas, which are responsible for those other collections, need to be satisfied that the coding, editing and other data transformation processes are conceptually sound and deliver data of acceptable quality.

2.415. Extensive testing of processing systems must be undertaken in advance of the census. Coding processes and training packages need to be prepared and tested using the type of staff likely to be involved in the operations. The processing phase gives the fullest scope for the use of quality improvement techniques, as many of the processes in this phase are repetitive and take a reasonable amount of time. This enables the quality circle

to go through much iteration. It is vital that structures are put in place not only to monitor quality but also to involve processing staff in the identification of problems with quality and in proposing solutions.

2.416. It is generally not possible for processing to improve the accuracy of census data. At best, processes such as editing may reduce some inconsistencies within the data. However, in the end the data coming from the processing system will not be of any better quality than the information supplied on census forms. Much effort can be expended in correcting apparently inconsistent or inaccurate census data with no real improvement in the fitness for the purpose of the data. It may be a better strategy to educate users to accept slight inconsistencies in census data, rather than developing highly complex procedures that may introduce other errors and impose heavy costs in terms of delay in release of the data, and cost to the community.

e) Dissemination

2.417. Census dissemination can easily be overlooked in the chain of providing a quality outcome for the census as management attention is diverted to the costly and risky enumeration and processing operations. The dissemination area is responsible for the timely delivery of products and services to the census data users. Therefore insufficient planning and resources for this phase can have the effect of delaying the release of the data and thus compromising the overall achievement of the census objectives. The dissemination phase should also be regarded as an ongoing process that will service the needs of users over a long period of time.

2.418. Management of the quality in census dissemination is driven by concerns to-

- deliver relevant products and services while
- maintaining accuracy of the data, and
- timeliness and predictability of data release within agreed cost constraints.

2.419. The first of these objectives is to provide relevant products and services. This can only be done by reviewing the experiences of the previous census products and services and by user consultation processes with both current and potential users of census data.

2.420. The second objective is to ensure that the data supplied from the processing system is accurately transformed into output products. A quality assurance strategy to ensure that data tabulations and transformations are carried out accurately needs to be documented and followed. The quality circle approach to these processes needs to be applied and any gaps identified and corrected through extensive testing prior to the census and ongoing process improvement during the dissemination phase.

2.421. The third quality objective for dissemination is the timely and predictable release of data from the census. While this is the responsibility of all phases of the census programme, special responsibility resides with the dissemination area. The dissemination area needs to be realistic about release dates and ensure that these are communicated to clients early so as to manage client expectations. The involvement of staff actually responsible for the dissemination phase in devising these dates is recommended where this is possible. Dissemination systems and processes need to be available, documented and tested prior to the release of data from the processing phase.

f) Evaluation

2.422. In the present chapter, evaluation has been considered as the last stage in the census cycle. However, it is also possible to consider the evaluation of one census cycle as being the first step in the following census cycle. Similarly, evaluation of one process within a census cycle could be the first stage in the next process of the same census cycle.

2.423. All aspects of the census programme should be evaluated. The strengths and weaknesses of each task should be identified and action points proposed for future census managers.

2.424. Evaluation of the accuracy of the census data should also be undertaken, to the extent possible, by comparing the census results with similar data from other sources. These sources can include surveys in a similar time-frame or previous census results. The purposes of evaluating the accuracy of the data are to inform users of the quality of the current census data and to assist in future improvements. Future improvement may be achieved by improving processes and establishing performance benchmarks against which the quality of the data from subsequent censuses can be measured.

2.425. Evaluation of data accuracy may have two parts. Preliminary evaluation will enable the identification of any problem areas that have not been previously detected through the quality management processes in earlier phases of the census. More extensive evaluation should be undertaken on data items where problems have been identified or where new questions or processes have been attempted.

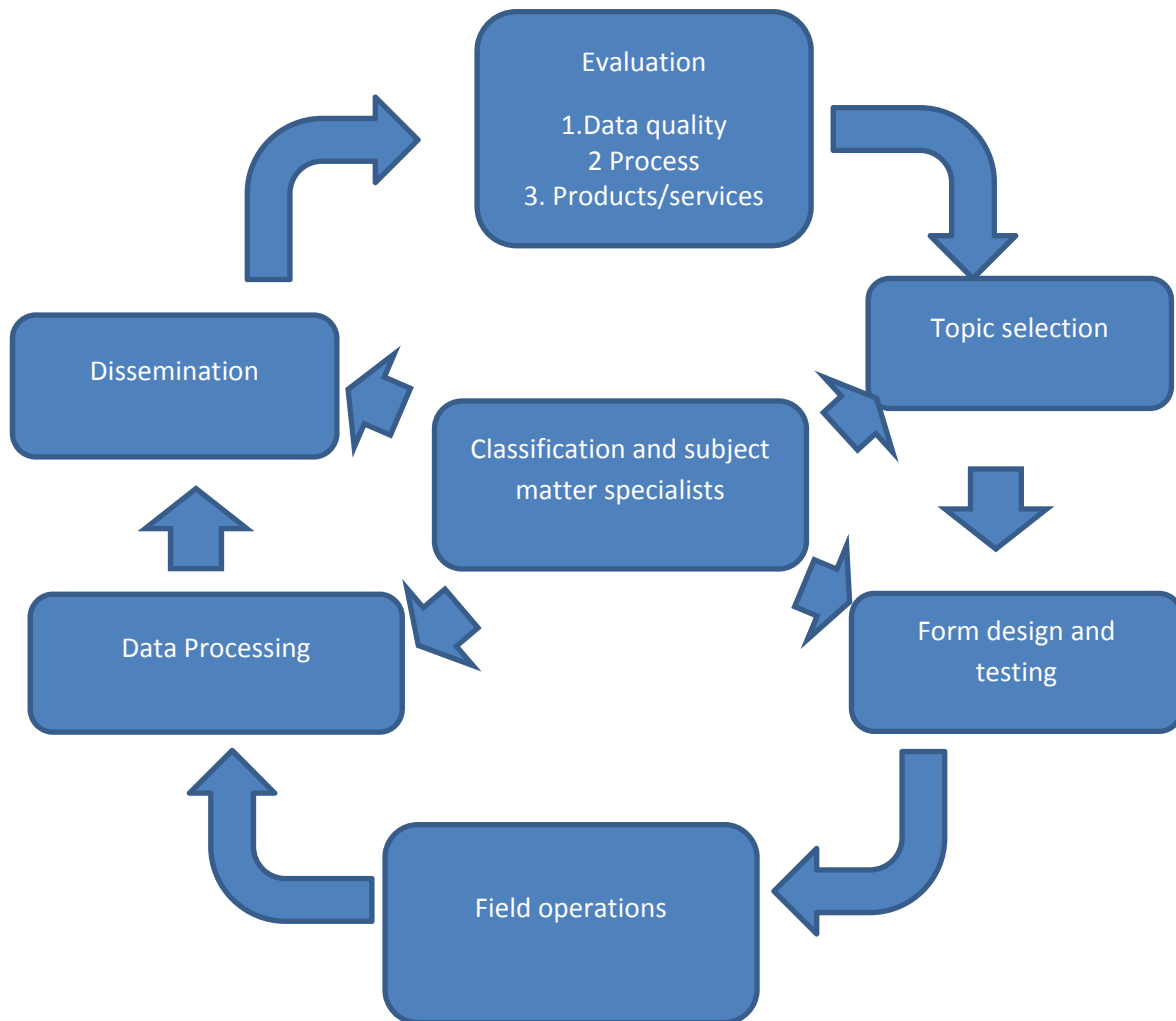
2.426. The results of the evaluations should be made available to census data users.

g) Documentation

2.427. The importance of documentation at each phase cannot be stressed enough. Given that a census is usually conducted only once in a decade, census organisations need to pay special attention to continuity of knowledge and skills from one census to the next, since the intervening gap, is likely to cause loss of institutional memory and attrition of qualified personnel.

2.428. Comprehensive documentation of census activities while they are being carried out, training of younger personnel to create a pool of knowledgeable and experienced persons by the time the next census comes are important. Such documentation should be at least available internally, if not published as technical briefs and reports for data users and the public.

Figure II.9 Quality circle dependency chart



4. Performance indicators

2.429. Performance indicators should be established before the census to enable an assessment of the quality of the enumeration. While the performance measures may not be highly accurate, they add value to the understanding of the census results and improve decision-making, particularly when combined with data quality assessments carried out during processing. In particular, performance indicators will be useful within the country in assessing changes between censuses. Many of the measures listed below will also be of benefit in understanding the reasons for differences between countries by either international agencies or individual countries assessing their situation in relation to other similar countries.

2.430. Some potential performance indicators include:

- Rate of underenumeration, including net underenumeration and gross overcount or undercount;
- Response rates to specific questions;
- Refusal and prosecution rates (if applicable);
- Number of calls to an inquiry service (if established) or comments made to enumerators, classified by type of inquiry or comment;
- Extent of forms returned through other than standard processes (e.g., if mail-back is the standard process, how many forms were collected by follow-up staff);
- Performance of the enumerators;
- Coincidence of political campaigns or activities that mention the census;
- Adverse conditions experienced during the census (unseasonal weather, civil unrest, etc.).

2.431. It should be noted that some performance measures are beyond the ability of the census agency to control. This does not lessen their usefulness in contributing to an understanding of the census results nor does it necessarily reflect poorly on the census agency.

0. Use of sampling in population and housing censuses

1. Introduction

2.432. Sampling can be used in different phases of the census. These include:

- a. In tests conducted before the census (e.g., pre-tests and pilot tests)
- b. During the census itself (i.e., using short and long forms)
- c. In quality control operations, such as for printing and reviewing questionnaires
- d. After the enumeration, in the post-enumeration survey.

2.433. Using correct sampling methodologies is critical for all of the activities mentioned above. It is beyond the scope of the present handbook to discuss in detail the sampling methodologies that can be adopted.

2.434. However, some general issues that managers may need to consider regarding sampling are discussed below.

2. Tests before the census

2.435. Generally, the testing program before the census will involve sampling particular areas and a proportion of enumeration areas within those areas. For the majority of tests, it is important that as far as possible the sample selected is representative of the country as a whole. For example, this will require that

areas in both urban and rural localities are selected. Tests that are conducted for specific purposes (e.g., to test enumeration procedures for particular population groups) will need a sample selected that contains a high proportion of people in that particular population group.

3. During the census

2.436. Sampling during the census is undertaken where it is desired to reduce the costs of the census. Generally, this is achieved by asking a restricted set of questions of the entire population (usually the basic demographic questions on a short form), with only some proportion of households (usually about 10 per cent) asked the full range of questions (long form). In the United States of America, before 2010 census²³ the sampling rate for the long form varied between 15 and 20 percent. In the 1980 census, there was a 17 per cent sampling rate; during the 1990 census, it was 20 per cent.

2.437. Cost savings are generally no more than 20 percent of the total cost of the census, as the main cost of the census is in finding the households and the households within the enumeration areas. The major savings is in salaries for processing staff. In an interviewer-based census, savings can also be made for enumeration costs because of the reduced time needed to interview the majority of households.

2.438. However, careful consideration should be given before using a short and long form approach. The major purpose of carrying out a census is to provide data for the smallest geographic areas and for small population groups; sampling within a census is usually only considered where the demand for the statistics is mainly for larger geographic regions.

2.439. It is recommended that countries with smaller populations do not adopt a short and long form approach.

4. After the census

2.440. The post-enumeration survey (PES)²⁴ is the complete re-enumeration of a representative sample of the census population and matching each individual who is enumerated in the post enumeration survey with the main enumeration. The PES is designed to provide a comprehensive evaluation of coverage and content error and must be representative of the entire country and of all population groups allowing estimation of coverage error by national level as well as regional and/or urban/rural level. The size of the sample selected, and the viability of conducting a PES, will largely depend on the resources available to the census agency.

²³ Beginning in 2010, USA replaced the long form with a rolling survey called the American Community Survey. It uses a series of monthly samples to produce annually updated estimates for the same small areas (census tracts and block groups) formerly collected via the decennial census long-form sample.

²⁴ *An elaboration of technical issues is provided Post Enumeration Survey: Operational Guideline, Technical Report, United Nations Statistics Division, New York, 2010.*

III. PRE-ENUMERATION OPERATIONS

A. Introduction

3.1. This chapter focuses on the tasks required to prepare for the census enumeration. It discusses the recruitment and remuneration of census staff, publicity, mapping, questionnaire content and design, testing and evaluating census questions and procedures, preparation of instruction manuals, and logistics for census materials.

B. Mapping

1. Introduction

3.2. The quality of geospatial data used in the census has a major influence on the quality and reliability of census data. The vast majority of countries have used maps for enumeration. There have been instances where maps have not been available for the census and countries have relied on household and building lists to conduct the enumeration. This has generally been the case in countries where such lists are strictly controlled through administrative procedures and are up to date. However, advanced in technology have led to the almost universal adoption of maps, either in paper or digital format, as integral parts of census taking.

3.3. The enumeration activity should rely on current geospatial data, which plays a vital role in guiding enumerators to dwellings and other places where people are likely to be during the enumeration period. Geospatial data may be represented on hard copy maps or in digital format based on off- and on-line databases. These data are crucial in ensuring full and unduplicated coverage of geographic areas.

3.4. Similarly, maps, increasingly in digital format, form an important part of the dissemination strategy. Statistics compiled from census data can be geographically referenced and provide for methods of analyzing the geographic characteristics of those statistics.

3.5. The tasks and lead times necessary to create, maintain, develop and distribute enumeration area maps are significant. Therefore, careful consideration should be given to the mapping activity during the census planning and preparation phases.

3.6. Prior to developing the mapping program for the census, consideration needs to be given to the geographic classification to be used and the mapping infrastructure available to carry out the mapping tasks.

2. Establishing a business model

a) Census agency- based mapping program

3.7. Regardless of the extent to which advanced technology is used, the development of a mapping system requires the coordination of a series of complex tasks with relatively long lead times. Therefore, it is important that project plans be established to manage this process. In the broadest sense, a mapping program performed by the census agency requires an in-house mapping unit with a particular set of skills.

The activities to be performed by that mapping unit, developing geographic classifications, making use of mapping technologies, and managing mapping operations, are discussed in subsequent parts of this section.

i. Establishing a mapping unit

3.8. The census-mapping project requires the services of a specialized project team. Where mapping activities are performed by external organizations, the mapping project teams will be responsible for specifying the requirements of the census for mapping products and coordinating arrangements with the provider of mapping services.

3.9. The mapping timetable will be dependent on several factors and the critical date is the date that maps must be delivered to the field to enable the enumeration activity to proceed. It is therefore essential that the mapping program commence early in the census cycle to allow sufficient time to produce a national coverage of maps.

3.10. The time required will be dependent on the availability and relevance of pre-existing material, including:

- Maps from previous censuses
- The extent of change considered for the mapping systems
- The extent of change in the features to be depicted on the maps (including, as a key element, changes in the size and pattern of population)

3.11. It is recommended that for any proposal beyond the most rudimentary system, significant lead times be allocated to this process. Even where a completely clerical system is adopted, the dependency of most other processes in the census on the mapping system requires that it be one of the first processes to be initiated for the census.

ii. Policy considerations

3.12. In cases when a mapping unit has not been established, mapping functions may be distributed throughout the statistical organization, with a mapping specialist in several functional areas. The role of the mapping area in respect to preexisting mapping capabilities must be clearly established. Especially important is the clear definition of roles for the creation and maintenance of spatial datasets. This extends to the establishment of data sharing relationships with counterpart agencies. The mapping office should be clear about their intentions to use partner data for either enumeration or data dissemination purposes.

3.13. The mapping office at statistical organization should be empowered to manage the creation, collection and maintenance of spatial data as well as set guidelines for cartographic dissemination materials for the statistical organization as a whole. The mapping office, under the guidance of senior NSO management, should also work with external data sharing partners to establish guidelines on the authority to update spatial datasets that may support the census project but are not created or maintained by the NSO. Examples of such datasets include high-level administrative boundaries, draining, and street centerlines.

3.14. The role and responsibilities of the statistical agency within the National Spatial Data Infrastructure (NSDI) should also be considered, if an NSDI exists. An NSDI is a framework for the creation of policies, procedures, and technologies that facilitate sharing of spatial data across government, private, non-profit,

and academic organizations.

iii. Required skills

3.15. Traditionally, the geographers and cartographers working in mapping units had overlapping but distinct skillsets: geographers performed tasks such as devising classifications for geographic areas and analyzing spatial demographic trends, while cartographers produced maps used in field and dissemination materials. Increased use of desktop GIS has led to a convergence of these occupations as the time and effort needed to make maps has decreased. Emerging geospatial technologies require a reconsideration of the technical skills held by GIS staff in a NSO.

3.16. The skills required to implement modern geospatial technology have evolved. An advanced GIS program requires that staff have the ability to automate GIS operations with the scripting languages used in modern GIS, design databases for storing geospatial data, and build interactive web maps. Hiring individuals with the full range of skills necessary to take advantage of these new technologies is difficult, but not all NSO GIS staff must become experts in all of these skills. Therefore, careful consideration should be given to the distribution of responsibilities among the GIS staff and to the type of expertise needed to fulfill a particular goal. Successful GIS managers will develop areas with varied skills while encouraging cross-area understanding, cooperation, and collaboration. Managers should also encourage their GIS staff to conduct independent problem solving and self-teaching, considering the rapidly evolving and highly technical nature of GIS.

b) Contract/agreement- based mapping programs

3.17. The development of mapping capacity beyond rudimentary clerical systems requires considerable knowledge of geography, cartography and digital geospatial systems. In the event that a census agency cannot draw on such skills from within the agency, it may be required to contract out the preparation of census maps.

3.18. Establishing a contract or agreement between the statistical and mapping agencies is based on the specification of the statistical agency's requirements and the mapping agency's ability to meet those requirements at an agreeable cost. In some cases, the production of a complete digitized base map of a country suitable for a census and, subsequently, electoral, postal and other purposes including commercial ones may be a sufficient reason for the government to approve additional funding, on an exceptional basis, to establish the base map. A complete and consistent base map of an entire country suitable for small-scale activities is a high-value national resource. In other cases, a contract or agreement between the agencies provides the opportunity for the mapping agency to consolidate or increase its own mapping skills and capacity while lessening the resource and technical burden on the statistical agency. The two agencies must develop a cooperative and long-term, strategic relationship, but the outcome will be worth the effort.

3.19. For the census, a mapping agreement between the agencies would comprise two broad elements: 1) mapping for field purposes and 2) mapping and map-based products for dissemination purposes. Using the same base map as the common source for both of these elements adds a level of quality assurance and consistency to the census program that can be difficult to achieve where field and dissemination mapping are two separate elements.

3.20. Mapping for field purposes under a contract or agreement basis requires the statistical agency to

specify its requirements of the mapping agency. These may include the following:

- Acquiring the base map data
- Creating (or obtaining) the statistical boundaries and aligning them to the base map
- Providing a process for enumeration area designers to advise on changes to boundaries (and updates to associated non-spatial data)
- Producing hard copy or digitally available maps as specified in the contract terms for fieldwork

3.21. The statistical agency would undertake the enumeration area design work and validation of the associated spatial data, as well as take delivery of the geospatial data and maps for quality assurance checks and subsequent delivery into the field logistics program. The statistical agency would also provide, after the census, any feedback received from enumerators about the base map that may be of use to the mapping agency.

3.22. Mapping for dissemination purposes is more difficult because dissemination products involve representation of statistical information (with, or as part of, a map) and are often accompanied by analysis or commentary. Advances in mapping software have made it easier for census agencies to produce a wide variety of standard thematic maps.

3.23. However, advanced mapping products may require the expertise of the mapping agency. In these cases, it may be better for the statistical agency to focus on the statistics and let the mapping agency provide the technical skills required to produce the actual products.

3.24. The statistical agency would direct the development of map-based products as part of the overall output plan, taking into account user needs and requirements and the demand for different types of products. For example, it may be established that there is a strong demand for a series of thematic maps showing population change between censuses. The statistical agency would determine how the final maps should look, what standards should be applied (colour scales, etc.), what analysis should be included and how to present the spatial data. The mapping agency would produce drafts of the maps using the information provided. These would be reviewed; changes made, and so on until the product was final.

3. Geographic classification

a) Types of data

3.25. A geographic classification should be devised along with the development of census mapping, as the collection geography of the census determines the geography on which the census data can be disseminated. Figure III.1 is an example of the different geographic areas and regions that may be defined for a country. These will depend on the administrative structures of the country and the needs of statistical data users. In this example, the statistical areas are those that have been defined by the statistical agency as being the most relevant for users of statistical information and for which statistical output is generally disseminated. The complexity of the statistical areas structure and the nature of the units will vary depending on the needs of the statistical data users. Administrative regions reflect the different levels of government administration in a country and exist independently of the census. Census management areas are defined for managing census enumeration. Other areas are those that are not part of any of the other area structures but for which statistical data may be required.

3.26. Statistical areas may or may not relate directly to different levels of the administrative regions.

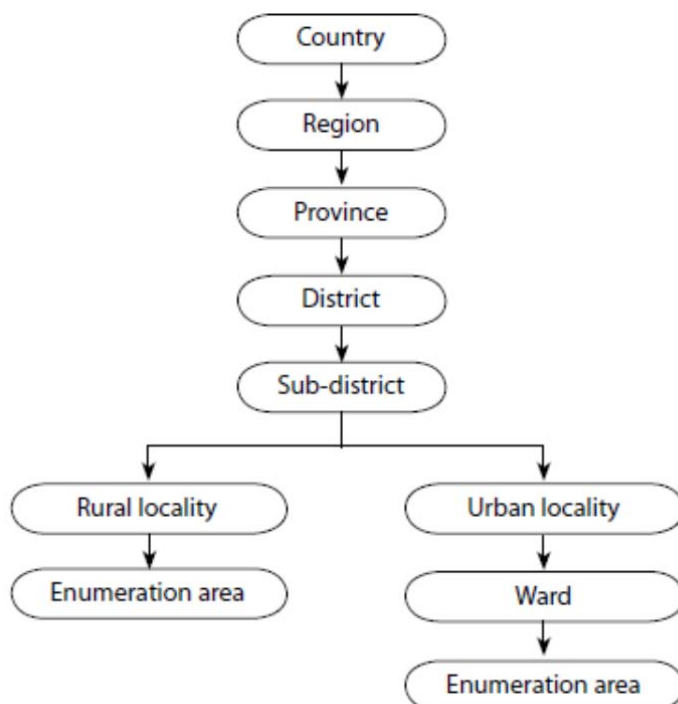
However, as the various levels of government are one of the largest users of statistical data, it would be expected that some of the statistical areas would match directly, or aggregate to, the administrative regions (in the example above, statistical local areas aggregate to subdistricts and statistical divisions aggregate to provinces). As much as possible, statistical and administrative geography should nest directly.

3.27. Census management areas may or may not relate to either administrative regions or statistical areas as they are devised to allow the most efficient census collection and effective monitoring of progress on data collection. In countries where the collection is undertaken by other government agencies, the census management areas may be the same as the administrative regions.

3.28. Statistical outputs may be required for other areas, which may or may not be part of the geographic classification, such as electoral areas or postal areas. Boundaries of the other areas may not match those of constituent enumeration areas or any other statistical areas or administrative regions. Therefore, statistical data for other areas may only be available on a “best fit” basis.

3.29. The definition of the various areas of the geographic classification, their relationship to one another and other issues relating to geographic classification will not be considered in the present handbook, except for those of direct concern to census enumeration, namely, the design of enumeration areas and the census management areas.

Figure III.1 Example of a census geographic hierarchy



Source: Handbook on Geospatial Infrastructure in Support of Census Activities. Department of Economic and Social Affairs. Statistics Division. Series F No. 103. United Nations 2009.

b) Enumeration areas

3.30. As Figure III.1 shows, enumeration areas are fundamental to both the statistical areas structure and to the census management area structure. The multi-purpose nature of this unit needs to be reflected in the criteria established for setting enumeration area boundaries. This will be a combination of geographic classification criteria and practical census collection criteria. Issues that need to be considered include:

- Exhaustive coverage of the census area, which is almost always the entire country
- The ability to manage field operations effectively
- The usefulness of the area for census output purposes including the ability to disseminate census data for various higher levels of geographic areas through the aggregation of enumeration areas

i. Exhaustive coverage

3.31. Enumeration areas must cover the entire territory of the country, without any overlap or gap. This should include areas thought to be uninhabited, even if the availability of mapping data for those areas is limited.

ii. Ability to manage field operations effectively

3.32. For enumeration purposes, the enumeration areas should be designed with regard to the workload limits of enumerators.

3.33. To enable effective management of the field operation phase, the determination of enumeration area boundaries must consider the following:

- Density of population
- Type of terrain
- Method of enumeration
- Mode of enumerators' transport planned for each area of geography

iii. Enumeration area design

3.34. An enumeration area design manual should be produced that contains the design criteria and the procedures to be followed when designing enumeration areas. The manual can be used as a basis of training for those involved in the enumeration area design process, and should include the following:

- Enumeration area design background
- The role of enumeration areas in both census enumeration and dissemination
- The definition and explanation of higher area administrative and statistical boundaries and the part they play in enumeration area design
- The cut-off date for accepting changes to higher area boundaries
- The procedures to delineate areas by an urban or rural classification
- Enumeration area design criteria, processing procedures and design rules
- Procedures for assigning geographic identification codes and allocating higher area codes
- The roles and responsibilities of staff involved in the process. The staff could be from the central census agency, regional offices or field operations.

3.35. Using a standard design manual as the basis for training, and as a reference for enumeration area designers and field staff, will play a significant role in ensuring that enumeration area design is approached in a consistent manner.

3.36. Once the base map has been updated for a region and the census agency has determined the criteria for boundary design, the design of enumeration areas can commence. It is recommended that, if possible, regional statistical office staff conduct enumeration area design, with primary responsibility for enumeration areas within their province or regional boundaries. Conducting enumeration area design at a regional office level ensures that local knowledge of geography and population can be utilized in the enumeration area design process.

3.37. Effective enumeration area design will facilitate the design or redesign of area boundaries in response to population fluctuations (usually growth) and administrative or statistical boundary alterations during the intercensal period. A considerable part of the design process is the gathering of information to assist in determining where population and boundary variations have occurred in order to determine the best way to design particular enumeration areas. The information used mainly includes the following:

- Legally published boundary changes in each province or regional area
- Indicators of building activity
- Population data from the previous census
- Intercensal population estimates
- Enumerator comments from the last census field operation
- Field inspections

3.38. Enumeration area boundaries should follow physical features that are easily recognizable in the field by enumerators, improving accuracy and efficiency. These features can include roads, waterways, established walking tracks and railway or power lines. The use of features such as village or local government boundaries, which may be necessary in order to publish small area data or for a larger geographic area such as a town, should be carefully considered, taking into account the difficulty of enumerating areas with intangible features such as compass bearings or lines of sight.

3.39. As well as determining the boundaries of the enumeration area, a range of other attributes may be considered in the design of an enumeration area for census management purposes. These could include matters such as defining areas requiring special enumeration procedures (e.g., culturally specific procedures applicable to minority groups).

iv. Impact of enumeration area design on enumeration

3.40. For dissemination purposes, enumeration area design needs to take into account the demand for small area data and the confidentiality of personal information. An important requirement of any census is not only to meet the small area data needs of users, but also to present information on various larger geographic units.

3.41. In many cases, it is impracticable to force enumeration area boundaries to aggregate exactly to all possible larger geographic areas. The geographic classification should make clear the higher-level geographic areas to which enumeration areas must aggregate. The design processes and procedures should ensure that this occurs.

3.42. However, for other defined boundary areas, such as postal areas, an approximation of enumeration area boundaries may be used to enable the dissemination of census data against these commonly defined areas.

3.43. There may also be other areas of particular interest to users of census output. These could include distinguishing urban and rural areas, or cultural groups. Therefore, enumeration areas may be classified during the design phase (or after census data are available) as to the degree of urban development or remoteness or may be coded to an urban centre of which it forms a part.

3.44. An important issue to users of census information at the enumeration area level is the comparability of enumeration areas across censuses. By taking into account enumeration area comparability issues during design, procedures can be developed that will allow a comparability listing of enumeration areas from one census to the next to be produced.

3.45. In cases where this is not possible, the criteria can outline design principles that will allow users to compare enumeration area-based data across censuses. For example, it is preferable to split an enumeration area and create two areas that exactly aggregate to the previous one. This will enable users to easily track the movements of boundaries and perform some time-series analyses of the disseminated data. Correspondence tables, which code the relationship between different vintages census and survey geographic hierarchy, can be created when enumeration areas stored in database format.

3.46. Another task that could usefully be done during the design phase is the preparation of concordances that show the link between an enumeration area and higher-level geographic areas. Both external users and the staff within the census agency working on dissemination will find such concordances invaluable in preparing census output products and services.

v. Enumeration maps

[Paper. Any discussion of electronic? (Handheld mapping operation)]

3.47. Considerations for the preparation of enumeration maps include the following:

- Enumerators may not be familiar with their enumeration areas and are not likely to be expert map readers, therefore, the maps must be easily interpreted
- Enumerators may be required to navigate in poor lighting conditions, particularly at night. Screen readability in full sunlight is also a consideration for digital maps.
- Folding and refolding of large-format maps (above A2 in size) is inefficient for enumeration staff (including more senior staff)
- Maps need to facilitate the addition of handwritten enumerator comments relating to the planning of the collection route (blocking), difficulties in navigation, the finding of new dwellings, adding and deletion of streets, etc. This information can be useful both in quality assurance of the enumerators' work and in subsequent quality improvement of the base
- Production of the maps should be cost-effective
- Statistical boundaries overprinted on the maps must be clear and unambiguous enumeration areas must be distinguishable when compared to the surrounding area
- The maps should be suitable for dissemination purposes

vi. Information from local or regional governments

3.48. If applicable, the enumeration area design process should be evaluated from the previous census with a view to improving the process for the current census. Regardless of whether new systems or

procedures are employed from the previous census, any evaluation reports or mapping-related feedback must be considered, particularly to determine the accuracy and suitability of previous enumeration area boundaries. Any comments from previous census enumerators, including notations to previous enumeration area maps, should be analysed during the design process.

3.49. There will be occasions when a lack of relevant information for specific areas will require field inspections to ascertain accurate estimates of dwellings or population counts for those areas. Given the high cost of performing field inspections, it is imperative that the requirements of each inspection be well defined prior to departure to ensure that follow-up visits to the same area will not be required.

3.50. The design process must be structured so that all relevant information relating to enumeration areas of a particular region will be analysed, and a systematic update of enumeration area boundaries performed against the design criteria. The update of enumeration area boundaries will be the result of splits or amalgamations of those areas, donations of areas from one enumeration area to another or realignment of enumeration area boundaries to updated base map features.

3.51. A list should be produced that provides the enumeration phase with all relevant field data for each enumeration area, and the dissemination area with relevant geographical data.

c) Design criteria for census management areas

3.52. Census management areas will consist of aggregations of enumeration areas brought together for ease of managing the enumeration staff. The numbers of areas and levels in the hierarchy will depend on the structure of the enumeration staff. Where already existing government administrative staff and structures are used for enumeration purposes, the census management areas may be the same as the administrative regions.

3.53. The design of field supervisor and regional and deputy regional manager area boundaries can be determined at the completion of the process through the simple aggregation of enumeration areas, and the subsequent allocation of geographic identification codes.

d) Housing units

3.54. *Principles and Recommendations for Population and Housing Censuses: 2020 Round, Revision 3* describes a housing unit as shown in the box below.

Box III.1 Definition of a housing unit

4.427. A **housing unit** is a separate and independent place of abode intended for habitation by a single household (although intended for one household, at the time of the census a housing unit may contain multiple households) or one not intended for habitation but occupied as living quarters by a household at the time of the census. Thus, it may be an occupied or vacant dwelling, an occupied non-conventional housing unit or any other place occupied as living quarters by a household at the time of the census. This category includes housing of various levels of permanency and acceptability and therefore requires further classification in order to provide for a meaningful assessment of housing conditions.

4.428. The essential features of housing units are separateness and independence. An enclosure may be considered separate if surrounded by walls, fences, and so forth, and whether or not covered by a roof so that a person or group of persons can isolate themselves from other persons in the community for the purposes of sleeping, preparing and taking their meals, and protecting themselves from the hazards of climate and environment. Such an enclosure may be considered independent when it has direct access from the street or from a public or communal staircase, passage, gallery or grounds, in other words, when the occupants can come in and go out of their living quarters without passing through anybody else's premises.

From *Principles and Recommendations for Population and Housing Censuses: 2020 Round, Version 3*

4. Mapping technology

3.55. Before census mapping can commence, the census agency needs to determine the appropriate technology to be used for mapping. A range of different systems can be used to produce maps for use in the census. At a base level, an agency can either produce hand-drawn maps of enumeration areas, or source hard-copy geographic maps that would allow enumeration areas to be clerically designed and represented. Hand-drawn maps, usually called sketch maps, are pictographic representations of an enumeration area. By definition, sketch maps are not made to rigorous cartographic standards, must be redone for each census or survey, and may be difficult to interpret except by external audiences. Alternatively, a geographic information system (GIS) could be implemented. By the 2020 round, it is expected that most countries will have implemented a GIS for census mapping in some capacity. GIS provides a computer-based design of enumeration areas and significant automation of map production tasks. Agencies should refer to the United Nations publication *Handbook on a Geographic Information System and Digital Mapping for Population and Housing Censuses*, which contains further details on GIS mapping.

a) Geographic information systems

3.56. The use of GIS has become the standard for mapping operations at national statistical agencies, facilitating census mapping. GIS can be expensive and complex to maintain and operate. However, the cost of GIS must be compared to the costs of redoing sketch maps for each new census or survey. Adoption or expansion of GIS capabilities should be seen as a major strategic decision, and when looking at the benefits or otherwise of introducing GIS applications many issues need to be considered. Determining the overall cost benefit of introducing new or updated technology into the mapping project will be influenced by many factors, most of which will be specific to the situation existing in each country at the time of drawing up census plans. Issues to be considered include:

- The relevant technical skills base in the census agency (or within other businesses or agencies that are able to contract services to the census agency)
- The computing infrastructure within the census agency or that can be made available to the census agency under contract
- The availability of maps or digital geographic data to be used
- Determination of the functions that will be performed within the census agency versus those that will be outsourced
- The cost of hardware, software, maintenance and training
- The cost and time in updating base maps and boundaries, which will be directly related to the size of the country both in terms of the spatial area of the country and the size and distribution of the population within the country. This may involve a one-time cost, with considerable benefits for later censuses, including possible time savings in performing mapping activities for later censuses.

3.57. While there are many advantages for a country using GIS for its census, these need to be carefully weighed against the prerequisites for the successful implementation of GIS. The alternative to a completely GIS-driven mapping program is a hybrid model that retains one of the more traditional forms of a clerical-based mapping system.

3.58. In terms of the points raised above, the advantages and benefits of GIS are as follows:

- GIS requires a significant level of technical expertise, whereas the traditional systems utilize skills more readily available in most countries.
- By definition, GIS will require a higher level of computing infrastructure than will a clerical-based system. One of the benefits of GIS, namely, a closer linkage between maps or enumerators and map-based products for users, requires that users, as well as the census agency, have the computing infrastructure to utilize the output of GIS. For the census agency to take the lead on this issue is a significant step towards using the census as a catalyst for an overall national advance in capacity.
- A clerical census system can proceed based on rather rudimentary maps (for example, relatively old maps from an administrative system supported by sketch maps prepared by the enumerators in the field. However, use of GIS in this task requires that a digital map base exists and can be used for census purposes. If it is necessary to create the digital map base, significant lead times are required, as well as significant funding.
- In most cases, the preparation of maps and/or GIS will not be the core business of a statistical agency. It will therefore be necessary for the census agency to determine which of the functions it will undertake and which will be outsourced. This decision is of strategic importance in determining the direction of a country's census effort.
- Producing duplicate maps, including hard-copy maps for dissemination, may be less expensive with a GIS solution.
- Space needed to store input maps for digital purposes will be far less than with a clerical system.
- GIS will have increased ability to undertake quality assurance of geographic boundaries.
- The census agency will have a greater ability to perform spatial queries against the geography database under GIS.

b) Field data collection and global positioning system (GPS)

3.59. Handheld devices have been in use for geographic listing activities since the 1990s²⁵ when field

²⁵ The first commercially available GPS receiver was the Magellan Nav 1000, released May 1989.

portable GPS technology became widely available. These devices have contributed to the improved accuracy of digital GIS data. Today, purpose-built GPS devices can usually collect accompanying geographic attribute data. However, the attribute data collected by a standard handheld GPS device may not support the complexity of data captured for a census. Handheld GPS devices are best used for collection of the location of housing unit points.

3.60. The emergence of tablets and smartphones that incorporate GPS technology allow for the simultaneous collection of geographic data with complex attributes and the creation or adjustment of geographic objects in the field. The use of handheld devices for census data collection involves two related but distinct technologies: (1) electronic versions of the census questionnaires(s) (2) a user-interface and processing engine for the manipulation of spatial data.

3.61. Custom tablet and smartphone data collection applications, when driven by geographically enabled software, can access and manipulate all types of geographic data (points, lines, and polygons) on screen with a base map (satellite imagery or reference map) for field user orientation. Such applications can collect data to split building point datasets into individual living quarters, capture the number of housing units, and collect household-level data.

3.62. Point data are relatively easy to collect and manipulate on handheld devices. However, manipulation of boundaries in the field adds a substantial level of complexity to both the listing program and the workflow for re-integrating data collected in the field back into the geographic hierarchy. Reintegration of linear or polygon data manipulated in the field requires an advanced workflow that ensures the geographic characteristics of the nested boundary hierarchy is preserved. Furthermore, if multiple users are editing these data simultaneously, an enterprise GIS solution may need to be acquired (discussed in section d) to effectively manage the flow of data. A simpler solution for NSOs to consider is to use up-to-date high-resolution imagery for most enumeration area boundary updates.

3.63. In situations that still require hand-drawn map in the field, this process can be greatly assisted by GPS. A simple, hand-held GPS receiver will give latitude and longitude accurate to about 10 metres. Greater accuracy is available with differential receivers where differential corrections are available. A hand-drawn map can be greatly enhanced by the addition of latitudes and longitudes recorded at a few key points on the sketch to provide orientation, scale and absolute position. Alternatively, some receivers allow the operator to log electronically positions and comments while traversing an area on foot or in a vehicle. This technique can quickly produce a relatively accurate map.

Box III.2 Defining GIS and understanding costs and benefits

3.83. A geographic information system (GIS) can be seen as a system of hardware, software and procedures designed to support the capture, management, manipulation, analysis, modelling and display of spatially referenced data. In practical terms, such a system may range from a simple desktop mapping facility to a complete GIS system that is capable of solving complex planning and management problems or producing detailed geo-referenced inventories. Its ability to use space to integrate and manipulate data sets from heterogeneous sources can make its application relevant to planning and managing the census process itself. For example, a GIS provides functions for the aerial interpolation of statistical data in cases where the boundaries of aerial units have changed between censuses. However, the development and implementation of such a repository of geo-referenced data are not easy tasks to accomplish, and simple desktop mapping systems generating thematic maps from a database of base maps and indicators will satisfy the needs of most census organizations.

3.89. The (potential) benefits and costs of GIS are summarized as follows:

Benefits

- A closer linkage between maps for enumerators and map-based products for users;
- Enriched dissemination of census data as they can be visualised in geographical areas for easy understanding by users;
- The cost of intercensal updating of the base map will be less with a digital base map, enabling among other things the construction and updating of sampling frames;
- Producing duplicate maps may be less expensive with a GIS solution;
- GIS will have increased ability to undertake quality assurance of geographic boundaries;
- The census agency will have a greater ability to perform spatial queries and advanced analysis under GIS;
- Space needed to store input maps for digital purposes will be far less;

Costs

- GIS requires additional technical expertise;
- GIS will require a higher level of computing infrastructure;
- A clerical census system can proceed on the basis of basic maps. However, use of GIS in this task requires that a digital map base exists. If it is necessary to create the digital map base, significant lead times are required as well as significant funding. In both cases, more experienced technical staff are required;
- In most cases, the preparation of maps and/or GIS will not be the core business of a statistical agency.

From *Principles and Recommendations for Population and Housing Censuses: the 2020 Round, Version 3*

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c) Digitization with satellite imagery and overlay

3.64. Although relatively expensive to acquire, a satellite image typically covers a large area and can be cost-effective compared to other sources. It is also possible to stream satellite imagery through Internet services made available by several commercial GIS companies. Streamed imagery can be used for digitization via visual interpretation, but it is not possible to perform advanced analysis on streamed imagery. Imagery should be pre-processed by the supplier so that it is rectified and geo-referenced (i.e., a known scale and orientation, with some latitudes and longitudes, printed on the face of the image).

3.65. While acquisition of aerial photographs for large tracts of a country is expensive, existing archives of photographs can be an excellent resource for both population and preliminary counts of dwellings, and as a base for rudimentary maps. It should be remembered that aerial photographs have distortions owing to variations in height of the terrain and are only approximately oriented to compass bearings. Scaling, orienting and integrating the boundaries of adjoining enumeration areas will be, at best, imperfect.

3.66. Paper maps sometimes include building points, but digitization of building points from paper sources rarely provides an acceptable level of locational accuracy. For an accurate digitization of building points, NSO staff can use satellite imagery to capture building points in the office while handheld GPS technology can be used for field verification. The combination of these two technologies can reduce the amount of resources required for building listing. These techniques make it possible to capture building points rapidly and to work around the lack of an address system. However, distinguishing between living quarters and non-residential buildings, as well as registering individual housing units, still requires fieldwork.

3.67. Where reasonable quality topographic maps are available, they should be used as a base and hand-drawn enumeration area boundaries can be added as an overlay. The resulting maps may not be of cartographic quality, but enumeration area boundaries will at least be oriented and scaled relatively accurately and the major difficulties of relating one sketch map to another will be mostly overcome. Boundaries and other census information can be digitized for field use or separated for other purposes.

d) Enterprise GIS

3.68. The decision to migrate to an enterprise GIS for use in the census should be made early. Enterprise GIS refers to the management of spatial data at the level of an office or organization. An enterprise GIS ensures data flows easily between teams and individuals without compromising data quality or security.

3.69. An enterprise spatial database (or geodatabase) can store and manipulate spatial data and is typically accessed through a relational database management system (RDBMS). This database could be accessible within a specific working group (such as the GIS staff) or it could be available throughout the NSO and possibly via a secure Internet portal.

3.70. NSOs will have to decide between either proprietary commercial software or free and open source software (FOSS) when implementing their enterprise GIS framework for the geographic listing operation. As shown in Table III.2, each option has strengths and weaknesses. NSOs should discuss these software considerations with their staff (if keeping development in-house) or chosen vendor (if outsourcing) early in the project. Regardless, for both open source and proprietary software, NSOs must ensure the enterprise GIS can be maintained over the entire census or survey project lifecycle and beyond.

Table III.1 Key distinctions between Free and Open Source Software (FOSS) and proprietary commercial software.

	Free and Open Source Software	Proprietary Commercial Software
Licensing fees	None.	May have up-front fees and/or annual maintenance fees.
Source code	Complete access, providing greater customization options for software developers. Not all free software is open source.	Not open to the public and protected by copyright.
Ease-of-use	May be heavily reliant on command-line interface and user programming knowledge, requiring more expertise.	Typically a user friendly graphical interface, requiring less expertise.
Technical support	Limited to online user community; dedicated support possibly available for purchase from private vendor.	Typically available directly from software publisher.

3.71. Open source and proprietary software can be used for different components of the enterprise GIS. Many of these components are interoperable, meaning an NSO could use an open source solution for one component but a commercial solution for another depending on the workflow requirements.

3.72. The solutions discussed above are typically hosted by NSOs with on-site servers or through a cloud service and require direct management by the NSO or a contracted vendor. However, GIS-as-a-Service offers an emerging set of alternative solutions worth considering. These solutions are a hybrid of database, server, and web map and offer varying degrees of functionality. Potentially, a GIS-as-a-Service solution can reduce the human and physical capital required to host geospatial data and reduce operational costs. However, GIS-as-a-Service provides less control and customization than an on-site server solution and may be preferable for the dissemination phase of the census or survey lifecycle rather than the operational phase.

e) Hand-drawn maps

3.73. In circumstances where it has not been possible to acquire appropriate base maps for areas of geography, there may be a need for enumerators to produce hand-drawn maps to enable successful enumeration. Hand-drawn maps created in the field are generally pictographic and lack the accuracy of a map created by a professional cartographer or printed from a GIS, but are a viable option when:

- No map exists for an area
- The available maps for an area are too small a scale to provide sufficient detail for an enumeration area map
- The available maps for an area are considered seriously out of date and inappropriate as input into enumeration area maps
- During the enumeration period, an enumeration area map proves to be so out of date that it is deemed to be more efficient to draw a sketch map rather than annotate changes to the enumeration area map provided.

3.74. Accurately sketching the shape and extent of an enumeration area in the field requires a great deal of skill and practice. Even where such skills are available, the resulting hand-drawn maps are almost impossible to relate one to another to obtain an overview of an entire region or country. Except in cases when enumeration maps are deemed to out of date to use upon arrival in the field, it is recommended that

the use of hand-drawn maps be considered carefully against the benefits and costs of requesting that an area be subject to a new survey to enable the production of an accurate base map.

5. Managing the mapping operation

a) Choosing map products

3.75. The mapping program associated with a census is among the most daunting, costly and technically demanding of all census activities. With the exception of hand drawn mapping, which is an activity usually carried out by enumerators in the field, census mapping has two broad components: statistical and technical. Managing a modern census-mapping operation requires careful planning, attention to data acquisition, consideration of how updates to digital map data will be performed, quality control, and consideration of the map products that will be generated throughout the operation.

3.76. There are many ways of organizing the census-mapping program, from the census agency undertaking the entire program to outsourcing almost the entire map preparation and production. The major difficulty for a statistical agency is having a good basis in one area (statistical) combined often with a lack of skills in another (technical). The decision to outsource all or part of the mapping operation should be made based on the skills and infrastructure possessed by the NSO and the availability of those skills in national private market place.

3.77. Many countries have an agency that provides mapping services to the government and the community. The mapping agency will usually cover a broad spectrum of mapping including elevation, minerals, mining, land use, and so on, but often will not be involved in large scale mapping of areas for social purposes (such as street directories and censuses). The exception is where a country has developed a land titles system; however, the output of these systems may not be suitable for use in the field.

3.78. A census can provide a catalyst for the statistical and mapping agencies to work together to the benefit of both agencies and the community. Statistical agencies are usually not the authoritative source for cartographic data. However, they increasingly play an important role in the digital data ecosystem due to their need for continually updated physical features and administrative boundaries. Mapping agencies are unlikely to perform the pre-census operations necessary to prepare spatial data for use in the census. Statistical agencies must plan to either increase the skill set of their geographers or plan to outsource a significant amount of cartographic work.

Box III.3 Description of a census-mapping program: Mapping Activities in the Census Organization, Office of the Registrar General and Census Commissioner, India

Two kinds of maps are prepared by the organization:

- Maps for use in Census (pre-census)
- Maps for use in data dissemination (post-census)

Census mapping provides an accurate geographic frame to ensure distinctiveness of units of enumeration. As pre-requisites before census taking, the jurisdictional boundaries are frozen. Various level of territorial units according to which census is to be conducted are clearly delineated and their maps are secured. The maps help to clearly demarcate the boundaries of the country as well as its division into provincial territories and further sub-division into districts and down to the smallest enumeration areas of villages and towns. The census organization make sure that these maps representing the latest position of the administrative jurisdiction and all changes notified by the State Government in respect of the clubbing of villages or determination of boundaries of municipalities etc., are properly accounted for. With the help of these maps the census officers responsible for enumeration of the territory clearly know the dividing line between his/her jurisdiction. The purpose is to ascertain that the units of enumeration are not overlapping and that they are collectively exhaustive. These maps are used in each phases of census taking, i.e., house listing operation and population enumeration.

The post-census mapping includes dissemination of the census data through thematic maps on various census themes at state/district/sub-district or village level allowing proper spatial analysis. These are published in various map products like *Census Atlases and Districts Census Handbooks* (DCHB). During each census, the organization produces more than ten thousand administrative and thematic maps, which are made available for the user agencies, planners, researchers, students and policy makers. *Census Atlas, Administrative Atlas, Language Atlas, Historical Atlas of India*, and of each state, and *Map Profile* are some of the prominent decennial publications of the organization...

Besides, maps are also published in special reports, monographs and publications like *Temples of Tamil Nadu*. Regional Division of India at the national and state levels and district maps showing village boundaries are some of the prestigious products of this organization.

Updating of the GIS tools, which were introduced and adopted since late 1990's in the Census Organization, has speeded up the process and enhanced the quality of the maps. The Census Organization has the capability and the infrastructure for generating theme based maps using GIS but for use on the Internet, it was considered important to look for appropriate technology. In 2001, Census GIS India was a step in this direction, which allowed generating thematic maps based on Census data, on an interactive basis using GIS technology. A software was developed and available at the Census of India Website which allows generation of thematic maps based results of 2001 Census, free of cost and has become very popular among Government departments, NGOs, Universities, Research Scholars and other data users. This software in a way has de-mystified GIS and has now become a friendly tool to analyze Census data using GIS technology on the Internet.

From: <http://censusindia.gov.in/2011-common/map.html>

b) Geographic data acquisition

i. Background

3.79. One of the major steps in the mapping project is to establish a map base of the country through the acquisition of various forms of maps. The majority of these sources will be in digital format. In general, a census agency will be required to source maps or digital geographic data from external organizations. If a census-mapping project has already been established, the agency may still be required to source updates to their existing map holdings. The compatibility of data from different sources must be verified as part of the census-mapping project.

3.80. The availability of maps and digital data will determine the suitability of using clerical or GIS methods for the various mapping activities that will be undertaken.

ii. Basic mapping data

3.81. Official published maps and digital geographic data may be available from national or provincial government mapping agencies, the local government or municipal bodies. Special attention and coordination will be needed where a country's mapping infrastructure is provided through a network of regional organizations.

3.82. Other sources of maps may be other government agencies or private companies. These may include agencies or companies involved in the following areas:

- Public utilities, such as power, water, telephone or gas services
- Transport, defense or the environment ministries
- Oil or other mineral exploration companies
- Air, rail or road transport providers
- Automobile associations, which may maintain maps of the road network
- Commercial cartographic firms and providers of aerial photographic services

3.83. Where the maps are obtained from sources outside the census agency permission to use the maps collected must first be sought from the original source, and any copyright issues addressed. Offering an assurance that the maps will only be used for census purposes will often promote cooperation from mapping agencies, while particular care should be taken when negotiating with non-governmental sources.

3.84. The types of maps, which may be printed or required for a census mapping, include the following:

- Small-scale reference maps for use in the census agency to manage the overall operation
- Relatively large-scale, with detailed transportation, building, or land parcel data for use by enumerators, focusing on a single enumeration area
- Maps of the sub-regions or administrative areas above the village or its equivalent, for the use of supervisors and regional managers, showing the location of villages or small population settlements and dominant physical features such as rivers, ridges and forest areas that identify the type of terrain.

3.85. In the case of digital maps, all of these data layers may be available in a single application with the spatial extent of the layers and the number of layers available limited according the role of the field worker (e.g. enumerator, team leader, supervisor). It is important that each map is relevant for its purpose. This require that the maps for enumerators are of sufficient size to allow all significant text to be readable in field

conditions, in poor lighting for printed maps and bright sunlight for digital maps. Maps for supervisors or regional managers should provide sufficient detail to identify major features but not be so large as to be impossible to manipulate easily while, for example, answering a phone call from an enumerator. In many cases, the use of inset or supplementary maps may be required if the map is to cover a relatively large area. An onscreen application with layers that are variable visible based on role can also fulfill this requirement.

3.86. To complement topographic maps, or in the absence of maps for an area, it may be advantageous to source remote-sensing material such as aerial photographs or satellite image to assist in the preparation of enumeration area maps. However, the cost of obtaining such material, especially satellite images, and the time and expertise required to interpret them, is likely to be extremely high and should be carefully assessed against any benefits of using them. Streaming imagery services can also be used to aid enumerator navigation and map interpretation for digital mapping applications.

iii. Digital geographic data

3.87. A major consideration in developing a computer-based mapping system, even in developed countries, is the determination by the census agency of data requirements. In determining these requirements, due note should be taken of what data already exists, and plans to enhance that supply only made where a long lead time is available before the census.

3.88. In general, the digital data needed will be in the form of boundary, topographic and cultural features, and made up of both geographic (spatial) and attribute (aspatial) elements. The prime purpose is to obtain the best available mapping of dwellings. A common goal for the 2020 round of censuses will be to map the position of every building in the country. Building point data allows for custom small area tabulations but, again, this project should only be undertaken when there is considerable lead-time before the census. In cases where building point data is not available, some other indicator of human occupation should be used. Where a system of recording of land ownership exists, land parcel boundaries can be a good indicator, with small parcels of land indicating larger populations.

3.89. With increasing amounts of digital data becoming available, it is also important that standards and a common data specification be produced to ensure data validity and consistency. This will also assist in the integration of data sets from different sources Metadata should be recorded according to the most recent standards set forth by the International Organization for Standardization.

3.90. A wide range of data items could be considered for inclusion in a census-mapping database. As it is likely that data items will vary considerably between countries, no list of items is suggested here. However, the key rules to be followed in selecting data items for inclusion are to question whether:

- The data item will be useful to enumerators in navigating their way around their enumeration area
- The data item is relevant to users

3.91. Data items that meet neither of those criteria should not be included in the database. Where possible, data items only applicable to one purpose should only be shown in the maps prepared for that purpose, even though both purposes may be satisfied from a common database.

3.92. The establishment of a digital census-mapping database requires the development of a common data specification that will allow data providers to manipulate their digital data into a form useful to the mapping system, and to enable the integration of digital data from differing sources. In determining a data

specification, the following issues should be addressed:

- The digital format, or formats, acceptable to the organization
- The transfer media acceptable, for example removable media or download
- The datum and projection
- The required and/or acceptable levels of detail, given by the scale of the input mapping, for geographic areas
- The delivery units
- The table structure for each required feature type
- The data attributes required for each feature
- The symbology for each feature

3.93. The specification of a single digital format is desirable, as this would alleviate the need for any reformatting of data. Using a range of formats will require significant resources to be dedicated to data reformatting and integration. This format should also specify the datum and projection to be used. The type of media used to receive the data will need to be compatible with the systems deployed for storing and manipulating the digital data.

3.94. In addition to the data specification, containing the feature types required by the mapping system, the geographic data storage schema should specify the attribute data required and the symbology for each individual feature type. Attribute data is important, not only to present named features on a map, but also for differentiating between features. Attribute data should consist of names, identification codes, feature codes, use classifications, mapping source and scale, and mapping dates. Symbology should refer to line types and weight, line and fill colors and cultural symbols.

3.95. Consider that digital cartographic data is now available through free and open sources. Free and open source data have no cost or restrictions on use or distribution. Open source data must be carefully evaluated for completeness and compatibility. A statistical organization may consider making some of the geographic data produced for the census freely available to the global user community.

c) Update operation

i. Preparation of base maps (Managing edit workflow)

3.96. The activities associated with updating base maps or base digital data require substantial resources to be managed over a long period. The final content of base maps will have a major bearing on the accuracy and completeness of enumeration area maps and, subsequently, the effectiveness of census enumeration.

3.97. The updating of base maps should be scheduled according to the overall census timeline and priority areas that may have undergone significant population change, regardless of whether mapping is performed by the census-mapping unit or externally. As the principal purpose of all census mapping is to produce maps to collect information from people, or to depict the outcome of such a collection of information, it is suggested that areas expected to have substantially altered population characteristics receive priority. Thus, the task of setting priorities requires the census agency to identify areas in which there has been (or will be by census day) the greatest degree of change in the population since the base map was last updated.

3.98. An important consideration when evaluating maps is appropriateness of scale and the associated detail shown. Primary source maps require appropriate features to be shown if they are going to be useful in

producing meaningful enumeration area maps that will assist enumerators. Important features include:

- Accurately named and presented roads and waterways
- Administrative boundaries
- Landmark features, such as schools, churches, post offices, parks and large buildings

3.99. They also need to be accurate and readable, with text and symbols readily identifiable and correctly placed, along with the information being presented in a standard format compared to other source maps. The final, and most important, quality indicator is whether the data on the map are up-to-date.

3.100. The outcome of the base map preparation and update activities should be accurate, relevant base maps will allow for the design of enumeration area boundaries and the subsequent production of enumeration maps.

ii. Quality assurance during update

3.101. Quality assurance should be implemented to ensure that data are correct to a minimum standard. Examples of this include ensuring that:

- Enumeration area boundaries do not cross administrative or statistical boundaries
- Enumeration area boundaries have been drawn correctly and are complete
- Design has been done according to enumeration area design criteria
- The enumeration area list contains all data items and geographic codes for each area

3.102. It is usually not necessary to check all design work that has been done in this process. Traditionally, initial design work is checked at a higher rate. Once the enumeration area designer gains more experience, the check rate can be moved to a lower ongoing base rate. Cartographic data from outside sources must be integrated with any preexisting digital data. Procedures for incorporating the data external data should follow the above guidelines.

d) Integration of mapping with household listing operation

3.103. An important decision when managing the census is whether the household listing operation will be integrated with pre-census mapping. The household listing, sometimes called the pre-census, involves a brief questionnaire and possible capture of the location of each household in the country. When the location of each household or dwelling is captured as point locations, the listing becomes a geospatial operation. These points may be captured on paper maps, using handheld GPS devices, or on GPS-enabled smart devices integrated with an enterprise geodatabase.

3.104. The geospatial and basic population data collected during the listing operation can be used to update enumeration maps. Updates may include the creation of new enumeration areas, splitting of areas where growth has occurred, and merging where population has contracted. The points captured during a geospatial household listing operation can provide the basis for a clerically- or technologically-based operational control system during field operations.

e) Map production and dissemination

3.105. Maps should be provided to every level of field staff. The different levels of field staff will require different scale maps, with different layers of data visible.

3.106. At least one map must be printed or made available via a digital device for every enumeration area in the country. When using paper, it is recommended that two copies of the map be produced, one copy to be used by the enumerator and the other by the field supervisor for training and reference purposes. A larger-scale map for supervisors showing all of the enumeration areas in their area of responsibility should also be made available.

3.107. Maps should also be made available for regional managers showing the areas they are responsible for and the areas for which each of their subordinates are responsible. Such maps are an essential part of the managerial tools provided to the regional manager by the census agency.

3.108. It should be noted that regardless of whether clerical or GIS processes are used, this task can take a significant amount of time and will be performed relatively close to the end of the project. If mapping application is developed, this lead-time must be added to the time necessary for the preparation of data. Careful consideration should be given to the time required for this work when establishing the project plan for census mapping.

i. Dissemination maps

3.109. It may be decided to produce a separate set of dissemination maps if the enumeration maps prove to be too detailed and cumbersome for use by statistical data users. The digital boundary data used to create the enumeration and supervisory maps can be made available for download. It will generally be cost-effective to produce these maps at the same time as the enumeration maps. In general, data users require maps to understand how the enumeration areas fit together and combine to form higher geographic levels. While data users are less concerned about topographic details, sufficient details need to be retained in publically available datasets to allow the boundaries to be readily identified, as well as the presence of social and cultural features, such as schools, hospitals and major retail and work areas.

3.110. While mapping for enumeration purposes rightly receives the highest priority and attention from census managers, it would be useful if the needs of dissemination could also be accommodated in the process. This may prove to be cost-effective and may provide flexibility for the use of the mapping data for other purposes. When producing dissemination maps remember to:

- Use a format that is widely used within the country so that output products can be prepared readily to meet a wide market
- Consider the suitability of the data for commonly available desktop mapping applications. The map database for preparation of enumeration maps may be large and detailed and may present problems for desktop mapping use. In this case, a program to thin the data set may be required.

C. Questionnaire content and design

3.111. The purpose of the census questionnaire is to capture data. A well-designed questionnaire captures data efficiently and effectively, with the minimum number of errors. It would be possible to devote an entire handbook to the principles associated with questionnaire content and design, but for the purposes of the present handbook, some fundamental issues are discussed in the sections below.

1. Census questions

3.112. There is broad consensus on contents often included in a census questionnaire:

- Persons living in housing units
- Persons living in collective living quarters
- Households
- Housing units
- Dwellings
- Buildings

3.113. A good starting point for developing a census questionnaire is an evaluation of data from previous censuses. It is recommended that data from previous censuses be examined before embarking on the process to change the questions.

3.114. Principles and Recommendations for Population and Housing Censuses, revision 3²⁶ draws from international experiences to provide recommendations for core and non-core topics for population and housing censuses. It may also be helpful to draw on the experience of other countries by obtaining examples of forms used in previous censuses. Census questionnaires from other countries are available on the UN Statistics Division website at <http://unstats.un.org/unsd/demographic/sources/census/censusquest.htm>. However, caution should be exercised when examining the questionnaire design and question wording from other countries. This is because a particular question wording that works in one country may not necessarily work in another country. Even within a country, various regions may require questions to be worded differently to elicit the same information owing to the cultural differences that exist in the country.

3.115. The wording and format of questions will influence how well the questionnaire works. Issues that need to be taken into account when designing questions include:

- Data needs of users
- Level of accuracy and detail required
- Availability of the data from the respondent
- Appropriate language that is easily understood by respondents and interviewers
- Data item definitions, standard question wording and any other relevant information
- Data processing system being used
- Sequencing or order of questions
- Space required for each answer

3.116. A general principle in writing questions is that pre-coded responses should be used as much as possible. Open-ended questions should be limited to essential topics such as occupation and industry.

3.117. An important issue to consider when deciding on questionnaire content is respondent burden. Minimizing respondent burden will assist in obtaining accurate answers to the questions on the census questionnaire. The length of the questionnaire, the number and type of questions and how easy the questionnaire is to complete can all add to respondent burden. Respondent burden should be kept in mind

²⁶ United Nations Department of Economic and Social Affairs Statistics Division, *Principles and Recommendations for Population and Housing Censuses, Revision 3*, adopted by the United Nations Statistical Commission on 3 March 2015 <<http://unstats.un.org/unsd/statcom/doc15/BG-Censuses.pdf>>

when designing the census questionnaire and is particularly important if the self-enumeration method is used.

3.118. Another factor to note is language diversity. For example, Indonesia has 300 spoken languages and India has 18 languages. This proliferation and diversity of languages has a direct effect on the questions to be asked, the methods and techniques used to train field staff, as well as on the census management structure and questionnaire preparation. This may require the questionnaire to be provided in more than one language. Additionally, field staff may have to be trained to translate the questions into the regional languages and/or dialects spoken in the area. In 2011, India canvassed questionnaires in 16 languages and prepared training manuals in 18 languages.

Box III.2 The use of different languages in the census

3.119. “Special provision will have to be made if two or more languages are used in the country. Several methods have been used to deal with this situation, such as (a) a single, multilingual questionnaire; or (b) one version of the questionnaire for each major language; or (c) translations of the questionnaire in the various languages available in the enumerators' manual or on the Internet site for the Census. Information on the distribution of languages in the country is important for sound census planning and, if not available, will have to be collected at some stage of the census preparations. Staff recruitment and training procedures (see paras. 2.119-2.124) will also have to take language issues into account.”

Source: Principles and Recommendations for Population and Housing Censuses, Revision 3, para. 3.29.

3.120. If an electronic questionnaire is used, the software specification could allow for switching between languages on the same mobile device. This has to be part of the planning and design consideration for data capture in a multi-lingual country.

2. Type of census questionnaire

3.121. The enumeration and data-capture methods will determine the type of census questionnaire that needs to be designed. If an interviewer-based method is used, then the forms should be designed with the ease of use by the enumerators in mind. If the census will rely on self-enumeration, then the forms need to be designed with sufficient instructions for a household member to complete on his/her own. If data will be captured using a paper questionnaire, then a paper questionnaire will need to be designed. An electronic questionnaire will need to be designed if using self-enumeration using the Internet or computer-assisted personal interviewing (CAPI) to capture data,

3.122. Furthermore, if the paper questionnaire will be scanned for data capture, then the questionnaire will have to be designed with the scanning requirements in mind. The Appendix includes examples of forms used with differing requirements for data capture. India is an example of a system that relied on intelligent character recognition (ICR) and New Zealand represents a system that relies on optical mark recognition (OCR).

3. Questionnaire layout and design

3.123. The questionnaire layout will depend of the type of question and processing system requirements. Further, interviewer or respondent perception of the questionnaire should be considered when designing the questionnaire. If using an electronic questionnaire, then specifications are needed for designing the data capture program.

a) Type of question

3.124. The kind of question will influence the layout of the questionnaire. The questionnaire layout may vary depending on whether the questions are about the household or individual members of the household.

3.125. A questionnaire with questions about individual members of the household can be arranged in a table format that fits information about all household members (in most cases) on one page with each row representing one household member. Another approach to the design of such forms is the use of a booklet, with all of the personal questions asked first for person 1, then repeated for other persons in the household on subsequent pages. The column format is often used for collecting household level data such as housing type, access to water, electricity and sanitation, ownership of consumer goods, use of the internet, etc. Appendix contains the questionnaire used in the 2010 United States of America census, which is an example of a questionnaire designed as a booklet. The census questionnaire used in Kenya in 2009 is an example of a questionnaire arranged in a box format. The questionnaire used in South Africa in 1996 is an example of a column format.

b) Processing system requirements

3.126. Differing requirements for the data-capture components of processing systems, ranging from key entry to electronic imaging through scanners to handheld data capture, will require markedly differing questionnaire design. The questionnaire design requirements and questionnaire size for differing technologies may vary greatly and should be taken into account when designing the forms.

3.127. It is important that the data-capture requirements of paper questionnaires do not affect the respondent's perception of the questionnaire too much. When designing forms for more advanced data-capture methods, such as imaging, it is necessary to establish that the respondents are able to provide answers in a suitable format that can be recognized by the data-capture equipment. If the forms are self-enumerated, this will require extensive testing that includes processing of live data from tests.

Box III.3 Census questionnaire design

3.128. "The type of questionnaire, its format and the exact wording and arrangement of the questions require most careful consideration, since the handicaps of a poorly designed questionnaire cannot be overcome during or after enumeration. Among the many factors that should be taken into account in designing the questionnaire are the method of enumeration, the type of questionnaire (see paras. 3.9-3.17), the data to be collected, the most suitable form and arrangement of the questions, technologies used and the processing techniques to be employed."

Source: Principles and Recommendations for Population and Housing Censuses, Revision 3, para. 3.26.

c) Interviewer/respondent perception of the questionnaire

3.129. The layout and design of the questionnaire will have a direct impact on how interviewers or householders will complete the questionnaire and the accuracy of the data supplied. Therefore, special consideration should be given to graphic presentation, placement and presentation of instructions, the use of space, layout and colors and the wording used.

3.130. Poor use of any questionnaire design element, be it language, question sequencing or layout, creates an obstacle for the respondent or interviewer. Each obstacle may be only minor, but they all accumulate in the person's mind until a point is reached when the person no longer cares about what responses go on the questionnaire. As the purpose of the census questionnaire is to obtain high-quality information, it is important to minimize obstacles so that the questionnaire is filled in before this point is reached.

d) Specifications for electronic questionnaire

3.131. If using an electronic questionnaire, the subject matter specialists who define the questions and responses should work closely with software programmers to design the questionnaire and the data capture program. It is recommended that the subject matter specialists develop the specifications or a set of instructions for writing the data capture program. The specifications should contain all information the programmers need to write the code for this application, including question and response wording, skip patterns, enumerator instructions, data validation, error messages, and data structure. Chapter II Section C contains further information on use of technology.

D. Testing and evaluating census questions and procedures

3.132. The approach to testing will be greatly influenced by the size and diversity of the population, the enumeration method, the processing method and the resources available.

3.133. Recruiting, training and paying the staff necessary to carry out a test of the size necessary to produce worthwhile results is a major exercise, which will incur significant expenses. These expenses should be fully included in the total costing of the census. The importance of adequate testing to ensure successful census outcomes should not be underestimated.

1. What should be tested

3.134. The testing program should be comprehensive enough to test effectively all of the main components of the census. As well as testing the questionnaire, the testing program should test any guide or other information booklet, enumeration procedures (including training and administration of temporary census staff) and processing procedures. Ideally, at some stage during the testing program, each stage of the census would be tested, up to and including the delivery of output.

2. Calendar of census test

3.135. In general, early in the testing process, the tests will focus on questionnaire design issues and any of the collection procedures that warrant testing, such as enumeration area design, mapping and enumeration management. Later on in the testing program, testing should include processing systems and procedures and dissemination systems.

3.136. Table III.3 shows an example of a testing program as a guide to the type and timing of tests that may be conducted in the lead up to a census. The nature of the testing program for each country will largely depend on the resources available. It will also depend on factors such as the extent of proposed changes to

the questionnaire, procedures and processing systems.

Table III.2 Census questionnaire-testing program [Are these realistic?]

Purpose of Test	Time to Census Date
Specific purpose test for proposed new question	3-5 years
Form design and enumeration procedures	3-5 years
Specific purpose test for proposed new processing technology	3-5 years
Specific purpose test for enumeration procedures in remote area	2 years
Major test (or pre-test) of final form design, enumeration and processing systems	2 years
Dress Rehearsal (or pilot test) of enumeration, processing and dissemination systems and procedures	1 year

3. Principles of census testing

3.137. It is likely that the census questionnaire and procedures will undergo several changes as their performance is tested and issues are identified.

3.138. The principles of good census testing are to:

- Evaluate the performance of a questionnaire or procedure before changes are made
- If necessary, change the questionnaire or procedure to improve its performance
- Evaluate the questionnaire or procedure after changes are made to find out if its performance has improved

4. Questionnaire testing

3.139. The main purposes of questionnaire testing are to make sure that the questionnaire is:

- Functional: All aspects of the questionnaire (including the question texts, response options, missing values, branching, routing instructions, error messages, data transfer, etc.) work as specified under all possible situations.
- Usable: The enumerators can effectively and efficiently make use of the questionnaire to collect necessary data.
- Accurate: The questions are able to elicit accurate data.

3.140. Many countries concentrate their testing program on new topics or questions, but it is also important to test the impact that these new questions may have on other questions on the questionnaire.

3.141. Elements of questionnaire testing discussed here include question development, field testing,

experimental comparisons, analysis of errors, and other analysis of testing data.

a) Question development

3.142. During the question development stage, the questions are tested in-house before they are tested in the field. They consist of interviewer focus groups, scoping interviews, respondent focus groups, cognitive interviews and expert review.

- Interviewer focus groups: Interviewer focus groups are used to identify any problems with existing census questions. The focus groups may consist of approximately 6-12 experienced interviewers with a moderator.
- Scoping interviews: Scoping interviews are conducted with researchers and experts for new topic areas to assess the feasibility of gathering data on the topic.
- Respondent focus groups: Respondent focus groups usually occur before the questionnaire is constructed. They are moderated group discussions with approximately 6-12 participants who share their experiences and opinions about topics or wording of questions.
- Cognitive interviews: Cognitive interviews are one-on-one interviews conducted by a specially trained cognitive interviewer to better understand the cognitive processes of the respondent when answering specific questions. These interviews are used to evaluate the questions and modify them appropriately as needed.
- Expert review: Expert review is review by experts, such as survey methodologists, to evaluate the questionnaire for potential problems with the questionnaire by interviewers and respondents.

b) Field testing

3.143. Field testing is the testing of the questionnaire using actual interviewers and respondents. Initially, field testing is done as a small scale pretest. In a small scale pretest, a few interviewers (about 3 or 4) administer the questionnaire or a portion of the questionnaire to a small number of respondents in the same way that they would be conducted during the actual census. Once the questionnaire has been tested on the small scale, a large scale pretest can be conducted to test the final form design, enumeration and processing systems.

3.144. Behavior coding, interviewer debriefing, and respondent debriefing should accompany field testing to facilitate the analysis of the results.

- Behavior coding: Behavior coding is where an observer listens to interviewer-respondent interaction, then assigns systematic codes to their behavior. The codes can be quantified and their patterns analyzed.
- Interviewer debriefing: The pretests should be followed by interviewer debriefing whereby the interviewers involved in the pretest provide feedback on problems that they encountered during the pretest process.
- Respondent debriefing: Respondent debriefing consists of asking structured follow-up questions at the end of a field test interview. It is used to identify any problems the respondents had in interpreting the questions.

c) Experimental comparisons

3.145. The question development processes and field testing of the questions lead to identification of problems in the questionnaire and modification of the questionnaire to address them. However, it is not

always clear whether the revisions are improvements to the original questionnaire. Experimental comparisons are helpful in determining whether improvements can be made by modifying the questionnaire. There are a couple of ways to approach the comparisons.

- Comparison of test results: One way is to conduct another round of tests after the questionnaire revision and compare the test results from old and new questions.
- Split sample experiments: Another method is to randomly divide a sample of respondents in half, then randomly assign each sub-sample to a different version of the questionnaire. This method also can be used to test survey procedures.

d) Analysis of errors

3.146. An analysis of errors consists of counting and tabulating the number and type of errors that have occurred on a sample of forms during field tests or from the previous census.

3.147. The purposes of an analysis of errors are the following:

- To find out what errors are occurring on a questionnaire
- To provide a benchmark against which to judge the questionnaire's performance
- To provide information on which to base modifications of the questionnaire which will lead to a reduction in errors
- To determine the costs of repairing the errors, both before and after re-design

3.148. An analysis of errors is the most important quantitative measure of a questionnaire's performance. It is the basic quantitative benchmark against which the performance of one questionnaire can be compared with another. It also provides an estimate of some of the less obvious costs such as the repair of errors in the processing phase and respondent burden.

3.149. If errors remain unnoticed, they can seriously affect the quality of data. Good design can reduce the incidence of errors on forms. However, it is not possible to improve the design of a questionnaire if it is not known how the questionnaire has performed in the past. Therefore, an analysis of errors should always be conducted first before attempting to improve the design of a questionnaire. After the questionnaire has been improved another analysis of errors should be conducted. A comparison of the before and after results is the best evidence that the questionnaire has been improved.

3.150. There are many kinds of errors, and they have a variety of different causes for which different remedies are necessary. When conducting an analysis of errors, it is important to distinguish between the different kinds of errors. There are generally three basic types or errors: omission, commission and mistakes.

i. Omission

3.151. Errors of omission occur when respondents fail to answer a question. Respondents may fail to answer a question because they do not notice it, because they deliberately avoid it or because they do not understand it. These include refused and "don't know" responses.

3.152. Omissions are extremely hard to diagnose in an analysis of errors, partly because they can be due to many reasons. In addition, a blank answer space on a questionnaire may be perfectly legitimate and not particularly significant in itself. The reasons for these errors have to be analyzed in conjunction with other procedures.

ii. Commission

3.153. Errors of commission result when respondents give information they were not asked for. They can arise because of a misunderstanding of questions or incorrect assumptions. Commissions are easier to notice than omissions in an analysis of errors, but caution should be exercised in drawing conclusions without the support of results from other investigations. In most cases, unnecessary information is not as expensive to deal with as omissions or mistakes. Errors of commission often result from failure to follow routing instructions such as “Go to part...” While the additional answers provided are not harmful in themselves, the increase in respondent effort and often frustration can have a serious effect on how accurately the remainder of the questionnaire is completed.

iii. Mistakes

3.154. Mistakes result when respondents give incorrect information. There are many reasons why people make mistakes on forms that lead to problems in identifying the causes of this type of error. Moreover, not all mistakes are noticeable. For example, if the question on the questionnaire asks respondents to give their income and they give their net income when their gross income was needed, the mistake would go unnoticed unless there was an independent check. However, one of the great advantages of analyzing mistakes is that many of them are directly observable and they can provide clues to a questionnaire’s performance. Other procedures, such as cognitive testing, can be used to determine the causes of mistakes.

e) Other analyses of testing data

3.155. In addition to errors, the pretest data should be analyzed for response distribution. A frequency distribution for each question should be examined, as well as cross tabulations to see if there are any irregularities.

3.156. Furthermore, the quality and level of detail provided should be analyzed. This is particularly important for open-ended questions such as occupation. How the question is worded will affect the level of detail given by the respondent. Subsequently, the level of detail given by the respondent will influence how the response can be coded and, ultimately, on the quality of the output from the census. Therefore, as part of the testing program, these questions should be coded to the established classifications to ensure that the level of detail being reported is sufficient for coding purposes.

5. Pilot census

3.157. The testing program should include a pilot census (or dress rehearsal). This is the final test, at which the enumeration, processing and dissemination systems, and the interface between them, are tested to resolve any outstanding problems. The questionnaire design should be final at the time of the pilot census and should not be changed after the pilot. It is recommended that the pilot census takes place well in advance of the actual census enumeration to have sufficient time to analyze the results of the pilot census and resolve any problems identified during the pilot.

3.158. The pilot also provides an opportunity to revise the costing estimates. In order to obtain accurate costing estimates from the pilot, the final questionnaire design needs to be available and all systems have to be tested for acceptance beforehand.

Table III.3 Census testing

Questionnaire Testing	Pilot Census
<ul style="list-style-type: none"> • Small scale • Test the suitability of <ul style="list-style-type: none"> ○ the intended census questions, including their formulation and the instructions provided ○ questionnaire design • Test in general public and special population groups • Estimate time requirements in enumeration • Several rounds may be done 	<ul style="list-style-type: none"> • Large scale • Test the entire census infrastructure • Cover one or more sizeable administrative divisions • Test preparatory, enumeration, and processing stages of a census • Best if conditions in the pilot census are close to the conditions present during the actual enumeration • Often conducted exactly one year before the planned census • Pilot census data do not produce usable substantive data. But analysis of errors from the data may be informative for identifying problems

E. Instruction manual preparation

1. Introduction

3.159. The present section includes suggested contents for the primary handbooks (or manuals) required for field operations. They are divided into three categories, representing the three levels of field staff used in this handbook. These are:

- Enumerators
- Supervisors
- Regional Managers/Deputy Regional Managers

3.160. Given the hierarchical nature of the census operation, the handbook for each level of staff should supplement the handbook for the level below it. Therefore, the enumerator's handbook will contain detail appropriate to that level, whereas the supervisor's handbook assumes that the supervisor is familiar with the content of the enumerator's handbook. Detail in the supervisor's handbook provides additional information about enumerator duties but avoids repeating material already included in the enumerator's handbook. Therefore, while many headings will be the same between handbooks, the content under those headings will differ in each. The main exceptions would be the timetable and introductory parts, where some repetition is necessary or desirable.

3.161. All handbooks (and other manuals and materials) should aim for commonality, wherever possible. This includes consistency of layout, style and imagery (logos, etc.). The use of different colors for covers is recommended to provide easy distinction between topics.

2. Enumerator's manual

3.162. The enumerator's manual is the most important field document along with the enumerator's record

book. It details the responsibilities and tasks of the enumerator and should provide sufficient information for an enumerator to work independently in the field. The enumerator's manual is often the only reference available in the field, and as such should include sufficient information to cover most eventualities. However, it should not attempt to cover every eventuality. This may lead to the manual being too bulky and give enumerators the impression that the job is more difficult than it really is. The aim should be to cover most ordinary situations in some detail and provide guidance on how to deal with unusual situations, should they occur.

3.163. The enumerator's manual should focus on issues related to census taking and avoid including information about administrative arrangements (such as recruitment and payment), which should be provided separately.

3.164. Topics, particularly process-type activities (such as filling in a form) should be covered in bullet (or dot) point form, wherever possible. This will assist in quick referencing, particularly when in the field.

3.165. The following is a potential set of topics to include in the enumerator's manual. If the interviewers will be using an electronic questionnaire, then each of the topics below should include special instructions on care and handling of the electronic device (e.g. laptops, tablet PC, etc.).

a) Timetable

3.166. Having a timetable of census tasks and activities in the manual would provide easy referencing throughout the operation. A good place to place the timetable is on the inside front cover (or first pages) of the manuals.

b) Background on the census

3.167. The manual should have a section that describes the census, who takes it and why. It should introduce the goals and objectives of the census, emphasize the importance of the enumerator's role and describe the overall operational arrangements. Suggested sections include:

- Description of the census
- Description of the census agency (or implementing agency)
- Census management and organization including structure of the census workforce

c) Enumerator roles and responsibilities

3.168. The manual should outline clearly the responsibilities of the enumerator, materials handled by the enumerator, and correct conduct of the enumerator.

- Enumerator duties
- Materials and equipment for the enumerator
 - List of materials/equipment
 - Handling of materials
 - Care and management of equipment (such as for tablet PC if using electronic questionnaire)
 - Procedures for lost materials/equipment or non-working equipment
- Enumerator conduct
 - Dress code and census identification tag

- Codes of conduct
- Confidentiality
- Safety
- Training requirements
 - Training schedule
 - Attendance requirements

d) Basic concepts of the census enumeration

3.169. Defining the basic concepts of the census enumeration early in the manual ensures that all enumerators have the same understanding of the terminology. Examples of topics to explain in this section include:

- Census moment
- Census population
- Mapping and census geography (e.g. enumeration area, village, etc.)
- Establishment
- Dwelling unit
- Household
- Usual residence

e) Interviewing techniques

3.170. The manual should contain advice to the enumerators on how to conduct a good interview.

Suggested sections include:

- Establishing rapport
- Principle of interviewing
- The art of asking questions
- Sensitive topics

f) Tasks before the enumeration

3.171. This section contains procedures that should be conducted before the enumeration begins. Some topics to discuss in this section include:

- Receiving the materials
- Receiving the enumeration area assignment
- Using the map
- Practical orientation to the enumeration area
- Identifying the enumeration area boundaries
- Testing of equipment (if using electronic questionnaire)
- Pre-listing procedures (if conducted)

g) Tasks during the enumeration

3.172. The enumeration procedures outlines the steps the enumerators must take to conduct the census enumeration. Below are some topics to include in this section:

- Procedures for making contact

- Procedures for refusals, no contact, vacant dwelling units, etc.
- Respondent criteria
- Interviewing procedures
- Closing the interview
- Sampling procedures if sampling is used
- Completing the record book or control forms
- Language issues
- Transmission and back up of data (if applicable when using electronic questionnaire)

h) Tasks after the enumeration

3.173. This section sets out the tasks to be completed immediately after the enumeration is completed. It focuses on quality-related issues and ensuring that all questionnaires are accounted for and that enumerator checking is complete. Suggested sections are:

- Sorting and checking questionnaires
- Checking of all dwellings, housing units on the map, and census record book or control forms
- Completing summary records
- Data transfer from laptop or tablet PC (if using electronic questionnaire)
- Packing questionnaires and materials
- Returning materials to supervisor
- Certifying work completed
- Administrative procedures

i) Explanation of the questionnaire

3.174. This section should include the description of each question and any special instructions or advice for each question. Suggested sections are as follows:

- Introduction to the household questionnaire
- Introduction to the individual questionnaire
- General instructions on how to fill out the questionnaire
- Question by question description of the questionnaire

j) Special cases

3.175. This section describes any special enumeration procedures that should be followed. Some examples of such cases are:

- Special (non-private) dwellings (e.g. hostels, hotels, military bases)
- Special populations (e.g. transitory, seasonal, homeless populations, etc.)
- Special strategies (e.g. for remote or isolated areas, inner-city areas, or large holiday resorts)

k) Annexes

3.176. There may be some topics which are better covered as a separate annex rather than within the body of the manual. These are often matters that are useful to the enumerators as a reference during the enumeration process, but are not covered in the training. Annexes may include the following:

- Definitions or glossary

- Frequently asked questions
- Additional mapping information
- Equipment operation and troubleshooting guide (if using electronic questionnaire)
- Historical calendar of events for estimating date of birth/death

3. Supervisor's manual

3.177. The supervisor's manual contains information for the supervisors to do their job. The supervisors should not only study the supervisor's manual, but also be familiar with the enumerator's manual. The supervisor's manual should expand on the topics covered in the enumerator's manual without duplicating the material.

a) Timetable

3.178. The timetable is similar to the one included in the enumerator's manual, but may also cover additional tasks and activities required by the supervisors.

b) Background on the census

3.179. As in the enumerator's manual, the supervisor's manual should have a section that describes the census, who takes it and why. It should introduce the goals and objectives of the census, emphasize the importance of the enumerator and supervisor's roles, and describe the overall operational arrangements. It may also have additional details or information that would help the supervisors better understand their role in a quality census.

3.180. Suggested sections include:

- Description of the census
- Description of the census agency (or implementing agency)
- Census management and organization including structure of the census workforce

c) Supervisor roles and responsibilities

3.181. This section outlines the responsibilities of the supervisors. As well as being responsible for the supervision and the quality of work of their enumerators, supervisors will often have additional responsibilities of an administrative or clerical nature. For example, where the enumerator's manual may describe safety in relation to working as an enumerator, the supervisor's manual will also need to provide details about what the supervisor should do if an enumerator reports a safety problem. Some suggested sections are:

- Supervisor duties
 - Assigning tasks to the enumerators
 - Supervising and communicating with the enumerators
 - Communicating with regional management
 - Communicating with community leaders in the enumeration areas
 - Census publicity tasks
 - Quality assurance tasks
 - Ensuring safety of the enumeration team and incident reporting
- Supervisor conduct

- Dress code and census identification tag
- Codes of conduct
- Confidentiality
- Safety
- Training requirements
 - Training schedule
 - Attendance requirements

d) Administration and recruitment

3.182. If supervisors are involved in the recruitment and/or payment of enumerators, a section on administration and recruitment will be required. Suggested sections are the following:

- Recruiting enumerators
- Administration
- Financial matters/expenses
- Enumerator pay issues

e) Training enumerators

3.183. If the supervisors are required to train the enumerators, the supervisor's manual should focus on how to conduct effective trainings. Suggested sections are:

- Preparation
- Conducting the training
- On-the-job training
- Additional training

f) Management of materials and equipment

3.184. Supervisors are generally responsible for coordinating the receipt and distribution of materials and equipment in their supervisory areas. This is a critical responsibility since the materials and equipment are fundamental to the census operation and contain confidential data after the enumeration has been completed. This section should outline the procedures involved in management of the materials and equipment.

- List of materials/equipment for supervisorial area
- Handling of materials
- Testing of equipment (if using electronic questionnaire)
- Care and management of equipment (such as for tablet PC if using electronic questionnaire)
- Procedures for lost materials/equipment or non-working equipment

g) Tasks before the enumeration

3.185. This section contains procedures that should be conducted before the enumeration begins. Some topics to discuss in this section include:

- Set up a field office to store census materials and equipment securely (if applicable)
- Receiving the materials
- Distributing the materials to the enumerators

- Receiving the supervisory area assignment and reviewing the workload
- Reviewing or updating maps and/or boundaries
- Practical orientation to the supervisory area
- Assigning the enumeration areas to the enumerators
- Creating an enumeration schedule
- Pre-listing procedures (if conducted)

h) Tasks during the enumeration

3.186. This section should describe the supervisor's role during the enumeration. Special attention should be made on aspects of the work that improve the quality of the data collected. Some suggested sections are:

- Supervising and observing enumerators during the interview
- Reviewing the enumerators' record books or control forms
- Keeping track of enumeration progress
- Reporting to regional management
- Handling difficult cases, objections, refusals, no contact, vacant dwelling, etc.
- Management and organization of materials
- Checking the questionnaires
- Transmission and back up of data from the enumerators (if using electronic questionnaire)
- Special dwelling issues
- Other special cases
- Language issues and providing interpretation

i) Tasks after the enumeration

3.187. This section covers the supervisor's tasks immediately after the enumeration. It should assist supervisors in ensuring that all forms are accounted for and correctly completed and that the questionnaires are ready for processing. Suggested sections include the following:

- Checking and editing of the questionnaires
- Receipt of materials and equipment from enumerators
- Accounting for materials and equipment returned from the enumerators
- Making sure that completed questionnaires are sorted
- Sorting and organizing unused material
- Certifying enumerators' work
- Completing summary records
- Checking with enumerators that all dwellings, housing units on the map, and census record book or control forms
- Completing the supervisor's report
- Making sure that all data from the enumerators' electronic equipment are transmitted or backed up (if using electronic questionnaire)
- Packing materials and equipment for return
- Material delivery and pick-up arrangements
- Completing administrative tasks
- Close field office (if applicable)

j) Annexes

3.188. As in the enumerator's manual, there may be some topics or matters that are best covered as a separate annex rather than within the body of the manual. Annexes for the supervisor's manual may include:

- Frequently asked questions
- Special enumeration strategies
- Additional administration and recruitment information

4. Regional manager's/deputy regional manager's manual

3.189. The nature and role of the regional manager (and/or deputy regional manager, if included in the field workforce) may vary significantly from country to country. Included here is a suggested list of contents for a regional manager's manual. It assumes the regional manager:

- Will have access to a computer
- Has a significant role in the recruitment and payment of staff
- Has responsibility for financial delegations
- Will have some involvement in public relations
- Will conduct the training of the supervisors

a) Timetable

3.190. The timetable is similar to the one included in the supervisor and enumerator's manual, but may cover additional tasks and activities required of the regional managers.

b) Background on the census

3.191. This section is similar to the section included in the enumerator and supervisor's manual. Further details can be added for the regional manager's manual to enhance the understanding of census operations at the regional level. Suggested sections include:

- Description of the census
- Description of the census agency (or implementing agency)
- Census management and organization including structure of the census workforce

c) Regional manager roles and responsibilities

3.192. This section explains the roles and responsibilities of the regional manager. Some topics to include are:

- Census management and supervision
 - Communicating with supervisors
 - Contact with the census agency or the national implementing body
 - Distribution and collection of materials and equipment
 - Ensuring the security and confidentiality of census materials and equipment
 - Ensuring safety of the enumeration team and incident reporting
 - Code of conduct of regional managers and field staff
- Publicity and communication

- Establish a census committee at the regional level
- Census publicity tasks
- Communicating with community leaders, media, and key stakeholders at the regional level
- Expenditure of government funds
 - Authority and role
 - General conditions and limits in purchasing
 - Operating bank/trust/credit card accounts
 - Acquittal and accountability

d) Personnel recruitment and administration

3.193. If the regional manager is responsible for recruiting and managing the field staff, the manual should include a section that details the responsibilities of the regional manager in personnel recruitment and administration. Topics to be discussed in this section include:

- Recruiting and appointing supervisors, enumerators, and other field staff
- Recruitment policies and guidelines
- Record keeping and employment forms
- Payment rates, policies, forms, and methods
- Accident and/or incident reporting
- Handling personnel issues (such as unsatisfactory staff, changes in staff after recruitment)
- Travel Required for census work

e) Training

3.194. If the regional manager will conduct the supervisor and enumerator training, the manual should contain a section on how to conduct the trainings. It is recommended that the content of the supervisor and enumerator trainings be established at the national level and that regional managers work with national level staff to ensure the trainings are delivered consistently across all regions of the country. Items to covered in this section include:

- Regional manager training requirements
- Supervisor and enumerator training requirements and preparation
- Advice for conducting trainings

f) Census telephone services

3.195. If census telephone services will be provided, the regional manager's manual should contain information about such services. This section may include:

- Description of the operation
- Regional manager's role
- Supervisor's role
- Enumerator's role
- Administration

g) Managing materials and equipment

3.196. This section details the management of materials and equipment at the regional level. Suggested

topics to address in this section include:

- Regional manager's role in managing materials and equipment
- Accountability for materials and equipment
- Record keeping and forms for managing materials and equipment
- Secure transport arrangements and/or contracts
- Timetable of materials and equipment transport activities
- Safe storage requirements for materials and equipment at the regional office and in the field

h) Special enumeration strategies

3.197. This section should describe any special enumeration strategies that may be included in the overall census plan. It should also include the regional manager's responsibility in informing the central census office regarding any special enumeration strategies to be employed.

i) Tasks before the enumeration

3.198. As with the enumerators and the supervisors, the regional managers will have a set of tasks to be completed before the enumerations. These should be listed in the manual and include:

- Review and update maps and/or boundaries
- Review supervisor and enumerator workloads
- Identify areas requiring special enumeration strategies
- Creating an enumeration schedule for the region
- Set up regional office to store census materials and equipment (if applicable)
- Check data transfer system and procedures (if using electronic questionnaire)
- Receive materials and equipment from the central census office
- Distribute materials and equipment to supervisors
- Pre-listing procedures (if conducted)

j) Tasks during the enumeration

3.199. The tasks of the regional manager during the enumeration should be clearly specified. These include:

- Daily communication with the supervisors to check progress
- Analyzing progress of the enumeration and projecting completion date
- Reporting to central census office
- Management and organization of materials at the regional level
- Assisting the supervisors in handling difficult cases, objections, refusals, no contact, vacant dwelling, etc.
- Transmission and back up of data from the supervisors (if using electronic questionnaire)
- Analyzing data quality from the data collected (if using electronic questionnaire and data are available for analysis)
- Special dwelling issues
- Other special cases
- Language issues and providing interpretation

k) Tasks after the enumeration

3.200. Some examples of regional manager's tasks after the enumeration to be included in the manual are:

- Collecting materials and equipment from supervisors
- Accounting for materials and equipment returned from the field
- Making sure that completed questionnaires are sorted
- Sorting and organizing unused material
- Completing summary records
- Certifying the supervisor's report and work completed
- Completing the regional manager's report
- Regional manager's role in transmitting and backing up data (if using electronic questionnaire)
- Packing materials and equipment
- Delivery of materials and equipment to the central census office
- Analyzing data quality from the data collected (if using electronic questionnaire and data are available for analysis)
- Completing administrative tasks
- Close the field office (if applicable)

F. Recruitment and payment

1. Introduction

3.201. In some countries, thousands of staff, spread over wide and varying geographic areas, are required for field operations. The majority of these staff are only required for the relatively short enumeration period (e.g., three weeks). In some countries, these staff may be recruited from the general public. In others, existing staff from other government ministries (e.g., teachers) may be used.

3.202. The principal objectives of the recruitment exercise should be to recruit staff who are capable of undertaking the duties of the various positions and in sufficient numbers for all geographic areas.

3.203. The quality of the recruitment campaign will directly affect the quality of the data to be collected, and therefore the success of the census. While a good recruitment campaign may not by itself guarantee a successful census, a badly conducted recruitment campaign will inevitably lead to problems and increase the risk of an unsuccessful census.

3.204. Payment to field staff has a direct effect on the recruitment campaign. Pay rates should be fair and equitable in comparison with market rates for broadly similar tasks in other jobs and commensurate with the amount and difficulty of the work in order to attract and retain quality staff. In countries, where existing staff from other government ministries are used, they are generally paid per diem costs. Again, these payments must be fair and equitable to allow the staff to perform their duties to the best of their abilities.

2. Recruitment

3.205. By the time the recruitment campaign is considered, the structure and ratio of staff in the various levels of the field operations hierarchy will have been established (see Chap. I, sect. D, on structure of the

workforce). The other major factor affecting the recruitment campaign is the basis of the enumeration. This has been discussed in Chapter I, section B on establishing the basis of enumeration.

a) Determining the number of field staff

3.206. The first step in the recruitment campaign is to determine the number of field staff required. This can be done by adopting a bottom-up approach. This means starting at the lowest level of geography, like an enumeration area (EA). One enumerator usually canvasses an EA. So, the first step would be to determine the number of EAs and establish the number of these staff required. Workload statistics can then be applied to derive the number of supervisors required. This can then be repeated for all levels in the management hierarchy.

i. Number of enumerators

3.207. The number of enumerators required will also depend on the length of the enumeration period. The shorter the enumeration period, the more the enumerators required. Generally, an enumeration area is defined as the geographic area covered by one census taker. Initial estimates (e.g., those required for developing an initial budget) can be based on the number of enumeration areas in the previous census, adjusted by the rate of population growth. These initial estimates can be updated as the enumeration area design and mapping or household listing processes evolve.

3.208. Having one enumerator per enumeration area is possible if the area is designed to meet a standard degree of effort or workload. The standard workload for an enumerator is expressed as the expected number of households to be completed in a given number of days with an expected number of hours worked per day. It may be based on some or all of the following:

- An existing standard in the country
- The duration of the enumeration period
- The average time it takes to complete a household
- A realistic assessment of staff availability by day over the duration of enumeration, considering:
 - Travel time to and from the area
 - Hours of daylight
 - The standard working day
 - Expected limitations on enumerator availability (e.g., if the average enumerator will only be available on a part-time basis because he or she is working in another job)
 - Some margin for contingencies, considering abnormal circumstances

3.209. To test each enumeration area against this standard, the following issues may need to be considered:

- Total number of households in the enumeration area
- Time estimated per household
- Characteristics that may make enumeration more difficult, including low population density, remote areas, and difficult terrain. This criterion may be best expressed as a weighting, according to which time per household is increased or decreased

3.210. Ideally, the standard is applied to each enumeration area during the design process well before enumeration.

- 3.211. The number of enumerators required may need to be adjusted for various reasons. These include:
- When the population size of the enumeration area has changed drastically from the previous census
 - Some population groups may require particular attention from specialist enumerators (e.g. enumerators that speak a particular language)
 - Special dwellings in enumeration areas may require a separate enumerator. These dwellings can include hospitals, hotels, defense force barracks, or prisons.

ii. Number of supervisors, regional managers and deputy regional managers

3.212. After the number of enumerators has been established, it is possible to work up the hierarchy, level by level, to establish the numbers of supervisors and managers. The ratio of enumerators to supervisors has already been discussed in Chapter I, section D on structure of the workforce.

3.213. The principles used to determine the required number of these positions are the same for all of the supervisory and management levels. To begin with, a standard based on the number of employees to be supervised or managed must be decided. This standard will depend on the following:

- Any existing standard and previous census and survey experience
- The amount of face-to-face time required with subordinates
- Travel time, which itself is often correlated with the size of the area of responsibility
- Estimated time required to be spent on tasks not related to staff supervision and management
- Amount of time available to undertake this work

3.214. It is preferable that this benchmark be decided by the census agency and adapted in the field (with advice from the census agency where necessary) where local circumstances such as the following exist:

- The population density of the area may increase the distance that needs to be travelled
- The characteristics of the area may make enumeration more difficult and therefore require a greater level of managerial or supervisory support of enumeration staff

iii. Number of reserve staff

3.215. Experience has shown that staff at any level in the field workforce may not complete their duties during the conduct of enumeration owing to a variety of reasons. These could include the following:

- Availability of better employment
- Sickness
- Staff dissatisfaction with the duties they are undertaking
- The census agency terminating their employment owing to poor performance

3.216. In addition, if there is a long lag time between the recruitment campaign and the actual enumeration period, some staff may not begin their duties because they have found alternate employment or have lost interest in the job.

3.217. In these situations, it is necessary to consider, and be ready to implement, strategies on how the workload can be completed without reducing quality standards. Whatever strategy is adopted, it must be able to be implemented quickly and efficiently. Strategies that may be considered are the following:

- Utilizing a pool of reserve staff that has already been trained
- The workload being taken over by other workers of the same level who have completed their workload or are able to accept further demands

- The workload being taken over by other workers at a higher level
- Promoting staff to a higher level (e.g., promoting an enumerator to a supervisor's position)

3.218. The appointment of a suitable number of trained reserves is a key strategy that will reduce delays in the critical time of enumeration. The enumeration period is short and reserves need to be available, and able to be placed, in the field in a short period.

3.219. Reserves could attend the same training session as the staff they may replace. The appointment of reserves will involve extra payment, since they will usually be paid a retainer of some type, regardless of whether they undertake any actual work. The number of such staff needs to be decided in terms of cost and the work done to date. However, an important message is that reserves will be needed to cater to the inevitable shortfalls that will occur in the field.

3.220. In larger geographic areas, the appointment of more reserves will reduce the possibility of one reserve having to undertake a large amount of travel (e.g., from his or her home to the area where assistance is required).

3.221. An open and informative recruitment process is regarded as the key to reducing the frequency of resignations by census field staff owing to job dissatisfaction. It is essential to provide applicants for census positions with accurate statements of the duties to be undertaken, amount of workload, compensation, and quality expectations.

b) Recruitment campaign

3.222. In general, the vast majority of positions in field operations will be filled by members of the public who are recruited through a recruitment campaign. However, some positions may be filled by people from special groups (e.g., school teachers or heads of villages) through direct appointment.

3.223. There are four important issues to consider with respect to the recruitment campaign: the timetable, the type of campaign, publicity, and government regulations.

i. Timetable

3.224. As noted above, an important issue when recruiting staff is to recruit them as close as possible to the date when they will begin work. However, recruitment cannot begin too late, as this may leave insufficient time to undertake additional recruitment campaigns in areas where there may be a shortfall in applicants.

3.225. The recruitment campaign can be conducted separately or concurrently for each level of staff. However, selection within field operations normally works on a cascade principle, that is, where each level in the field staff hierarchy is responsible for recruiting the next level down. Issues to be considered include the following:

- Employment commencement dates, which may differ for each level of staff
- Capacity required to process a large number of applications at one time rather than processing smaller groups of applications over a period of time
- Adoption of a joint process, which can be universal or only apply to various components of the recruitment campaign, such as advertising, distribution and processing of applications (A joint

process often leads to efficiency savings.)

- Desirability of attracting applicants of appropriate quality to each level in the management hierarchy. If joint advertising is used for all levels, a greater proportion of applicants are likely to apply for every position.

ii. Type of campaign

3.226. Government agencies may have established networks of both permanent and temporary workers who could be approached to support the census. In some countries, it may be possible to use existing social, as opposed to employment, networks to attract prospective employees.

3.227. These staff may be possible applicants for field operation positions in which case advertising should be placed in the relevant media and/or key members of the network approached for assistance.

3.228. If government staff is not available for census duties, they may be able to assist by including census advertising in any internal media such as newsletters and staff bulletins. This may attract current staff that is able to undertake census duties when they are off duty from their usual position. Other government agencies such as post offices, electoral offices and local government bodies may also be prepared to display and distribute recruitment materials (e.g., posters and pamphlets).

3.229. In the early stages of planning the recruitment campaign, the census agency will need to identify which government agencies can be of assistance. A proactive approach can then be made to these agencies to obtain their support for census activities.

3.230. Community groups or institutions provide an opportunity to disseminate the recruitment campaign among groups that do not normally access the mainstream media. Posters and information about field positions can be distributed to such places as community centres, libraries, universities, schools, neighbourhood groups and sporting clubs. The use of community groups can be particularly effective in remote areas. New media outlets, especially Facebook and Twitter can also be used to publicize the recruitment campaign.

iii. Publicity

3.231. Publicity is necessary for the recruitment campaign. Section C in this chapter outlines publicity elements that can be adopted.

3.232. An important point is that the publicity should be organized and targeted towards potential applicants. Assumptions need to be made about the type of people that will comprise the majority of applicants, for example, unemployed persons, university students or homemakers. This will dictate which media are used and the methods of publicity.

3.233. There may be some regions in the country where there will be a possible shortage of applicants. These may be identified through previous experience in organizing statistical collections in such areas or based on local knowledge. Additional publicity should be organized as part of the initial campaign in these regions. It is important that publicity is dealt with proactively as time is crucial in this part of the census cycle. Remote areas may fall into this category and special attention should be given to utilizing community networks that exist in these areas.

iv. Government regulations

3.234. In some countries, government regulations may prescribe the methods that may be used for the recruitment of staff and these will need to be taken into account. In some cases, these regulations may not have been designed to handle the recruitment of large numbers of staff needed for the enumeration activity. In these cases, the census agency should negotiate with the appropriate government agencies to gain approval for more efficient hiring practices.

c) Selecting staff

3.235. The selection methodology should allow for large numbers of staff to be selected efficiently and to appoint the best quality staff from those available. In some areas, there may be an excess of applicants when compared to the number of available positions. A methodology to select the best staff can comprise the following:

- Using standard application forms
- Distributing selection criteria and other information about the positions to applicants
- Assessing the applications and shortlisting, if required
- Conducting interviews

i. Standard application forms

3.236. Using standard application forms, which all applicants must use, makes the task of comparing the applicants easier and more efficient. If designed in a way that is accessible to all, standard forms can also make the application process fairer.

ii. Selection criteria

3.237. The selection criteria should list the most significant qualities, attributes or experience that an applicant should possess to undertake the position. These criteria will vary significantly among countries and each country should develop them based on its own particular circumstances. For example, if using mobile devices in data collection, one of the selection criteria may be familiarity with mobile devices. It is critical that the selection criteria be documented so that prospective applicants know the criteria against which they are to be evaluated.

3.238. Other information about each position can also be made available to the applicants. Some examples of information that can be provided include the following:

- Type of work
- Duties of the position
- Dates showing the period of employment
- Days and hours of employment
- Amount of payment, per diem rates and expected payment dates
- Code of conduct expected of staff
- Work conditions to be expected
- Experience with technological tools pertinent to data collection process (e.g., tablets or smartphones)

iii. Assessment and interviews

3.239. The selection criteria may be used to assess the applicants in a systematic way to remove unsuitable applicants and to rank the remainder of the applicants in the order of suitability. This can be done by scoring each applicant against each of the selection criteria. Any written references from previous employees can also be taken into account when assessing applications.

3.240. Those applicants who are regarded as suitable can then be interviewed to confirm their suitability for the position. A standard set of questions should be developed and asked of each applicant. Again, each applicant's performance at the interview can be scored.

3. Payment

3.241. Field staff need to be assured that payment will be commensurate with the amount and difficulty of the work they will undertake. The payment schedule also needs to fulfill their expectations and requirements.

3.242. If these conditions are met, it is expected that field staff will not be distracted from performing their work by concerns regarding payment. The converse also applies. If field staff feels unhappy about their pay, especially in contrast with the conditions of employment offered prior to appointment, they will not produce high-quality work, with serious implications for the outcome of the census. Senior staff will also be distracted from quality work, with further serious, adverse impacts on the quality of output.

Box III.4 A computerized system for payment of staff

If a country has about 3 million people, a database of all census staff can be developed and continuously maintained by a team of about 10 persons. Listings of census workers can be produced and transferred to the finance department prior to payments. Computerized files containing employees' personal identification numbers, account numbers, and salaries can be transferred to the bank on computer diskette prior to payment.

A special transfer of payments can be reached with banks to facilitate payments. Training certifications can be issued to each fieldworker. Computerized experience certifications can be issued after the completion of census field- work activities, as well as after the completion of census data-processing activities.

3.243. An efficient payment system will only require a minimum of information flowing from the enumeration activity. This will lessen the administrative load on the supervisory and managerial positions.

3.244. The rates of payment and the schedule of payments must be finalized before recruitment commences, as applicants will require this information.

a) Developing a payment system

3.245. Development of a payment system includes determining the basis of payment, the payment timetable and the system design.

i. Basis of payment

3.246. There are numerous methods for establishing the basis of payment. In general, it should be simple and efficient to administer, clear and understandable to staff, meet public expectations for work of this nature, be precisely documented and allow for variation according to the difficulty of the workload.

3.247. Payments can be based on a record of hours worked, an estimate of time per household, or an estimate of time for the entire workload.

3.248. There are advantages and disadvantages for each option, as detailed in the table below.

Table III.4 Basis of payment options

Basis of Payment	General Application	Advantages	Disadvantages
A. Record of hours worked	For staff under direct supervision. This is not generally the case with field operation staff.	Payment is only made for actual hours worked.	High supervision overhead
B. Estimate of time per household	For staff where the amount of work in the workload is not known until after the contract is completed	Payment is made for every household enumerated. The budget can be calculated based on number of units, together with growth factors.	Staff cannot be advised of the total payment before completion of the contract. Requires a greater degree of administrative effort to process, which delays the date of final payment. Enumerators may be tempted to increase the number of households in their workload.
C. Estimate of time per workload	For staff where the amount of work in the workload can be estimated.	Staff can be advised of the payment before commencement of contract. Administratively simple: requires little information flow from collection process. Timely.	Relies on estimate of workload size e being reasonably accurate. Enumerators may not revisit households where they were not able to get contact during the initial visit.
D. Fixed payment	Usually in countries that use staff from other government ministries.	Same as option C above.	Provides no incentives to staff to complete the workload.
E. Fixed payment, plus additional rate based on the number of	Usually in countries where the amount of work cannot be easily	More homogeneity in the payment of enumerators.	Staff cannot be advised of the total payment before completion of the

households above a certain level.	estimated.		<p>contract.</p> <p>Requires a greater degree of administrative effort to process, which delays the date of final payment.</p> <p>Enumerators may be tempted to increase the number of households in their workload.</p>
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3.249. Option A is not recommended for enumerators because of the high supervision overhead associated with it and the widely dispersed nature of field operations. Both options B and C are feasible, or a combination of both is possible. While options B and C require a commitment by staff to a contracted amount, there will be occasions where staff are required or directed to work over and above normal expectations. As a result, the pay system needs to be flexible enough to accommodate such cases. Staff will also need to be flexible enough to recognize that their employment contract is based on an average.

3.250. The degree of certainty in option C, for both the employee and the census agency, has considerable benefits. However, for areas of significant change in workload size, the physical amount of work may be so variable as to make this approach unworkable.

3.251. Regional managers (and deputy regional managers) can be paid based on the number of staff under their control, with weighting for areas of geographic or social complexity. Given that workloads have been designed on this basis, it is highly likely that there will be little variance in payment amounts.

ii. Timetable

3.252. The payment timetable needs to balance the needs of field staff against the cost of processing payments. Each individual payment has an associated cost and therefore the more frequent the payments the higher the cost to the census agency. Depending on the nature of the payments processing system, these costs could be significant.

3.253. The timetable will also be determined by the availability of both personnel and payment data necessary to process payments. Personnel data is an output from the recruitment activity and payment data an output from the enumeration activity. Sufficient time should be allowed for the collection, processing and checking of the data.

3.254. In general, total payment should not be made in advance of work performed. If this occurs, staff lose the financial incentive to complete their workload and staff that does not complete their contract may be overpaid. However, in some countries, a small advance payment is made to cover any costs that the field staff may incur while undertaking their duties (e.g., travel expenses).

3.255. In some countries, multiple payments are made throughout the enumeration period. In these cases, the payment timetable should be based on conservative estimates of the rate of workload completion, by date, for each level of staff.

3.256. The timetable needs to be realistic, as it must be guaranteed as deliverable. A late payment will generate hardship for staff that has made personal financial commitments based on their expectations from the payment timetable. It will also impose an extra and unnecessary workload on the census agency because of the many inquiries from staff trying to ascertain when they will be paid. These inquiries can become a major burden on the agency when all attention should be devoted to ensuring the quality of the work being undertaken. If such a situation arises, it is to be expected that the work of the field operation staff will suffer, thus diminishing data quality.

iii. System design

3.257. Once the basis of payment and the payment timetable have been established, a system to make the payments can be considered. The system can be clerically based, electronic or a combination of both.

Factors to consider include the following:

- Present systems in place in the census agency
- Delegation of administrative control of payment
- Security
- Accountability
- Reporting
- Government policy on outsourcing
- Links to other agencies

3.258. Existing systems in the census agency may be used to pay field staff. However, there will be a significant increase in staff that must be paid during the enumeration period. Therefore, the capacity of existing systems and their ability to handle the increase will need careful testing. Extra resources may need to be allocated to these systems to ensure that they can handle the anticipated load.

3.259. The administrative control of payments to staff may be delegated to different levels in the census agency. For example, this delegation may be organized centrally within the census agency or through any regional offices that may exist. Alternatively, this delegation may be given to different levels of staff in the field hierarchy (e.g., regional managers).

3.260. Consider these two aspects of payment security:

- The need for the census agency to ensure that the systems employed are not susceptible to fraud
- The need to ensure that funds are accurately transferred to the employees concerned

3.261. Both of these matters will be greatly influenced by the infrastructure and administrative systems applicable within a country. It is therefore not possible to be prescriptive about the ways in which these broad principles are implemented.

3.262. Internal controls and audit trails should also be built into the system to ensure accountability. These can assist in minimizing overpayments and ensure that funds are not misappropriated. However, there needs to be a balance regarding accountability. Risks should be weighed against costs. Too many edits and controls will slow down the system.

3.263. The system should be capable of producing standard management reports. These may include:

- Reports of expenditure by pay, which may be measured against the budget
- Future estimated expenditure according to the payments timetable
- Other internal reports, which may include staff numbers and average payments by level

3.264. In many agencies, there may be a lack of expertise and/or infrastructure necessary to establish a payments system. Consideration should then be given to outsourcing the payments system.

3.265. However, outsourcing should be approached with caution. It is likely that few external providers of such services will have systems established to deal with the large number of employees to be recruited, paid and released within a very short period. It is likely that the external supplier will have to undertake the same systems development exercise as the census agency, but without the ownership of the process held by the census agency. This ownership recognizes the direct link between payment and quality of statistics.

3.266. The system may also be required to have links to other agencies. For example, these may be required in countries with personal income taxation arrangements. In these cases, discussions should be held with these agencies to ensure that the necessary links are established and tested well before the enumeration period.

3.267. As with all census systems, the payment system should be subject to rigorous volume testing before it is implemented into field operations.

G. Field staff training

1. Introduction

3.268. A high proportion of staff from all levels of the field workforce are usually short-term temporary staff. They generally have limited experience or training in statistical collection activities. It is therefore important that they be given sufficient training to understand the following matters:

- The importance of their duties
- How their efforts fit into overall census goals
- Issues such as confidentiality
- The way they are expected to undertake those duties

3.269. Providing sufficient training to these staff at the beginning of their relationship with the census is a good step towards enabling them to undertake their duties in an efficient and positive manner. This is a significant step towards achieving a high-level of quality in the overall census outcome.

3.270. A further benefit of good training is that it will achieve a positive relationship between the field staff and the census agency. This is potentially of great benefit if it increases the proportion of the staff who come forward to undertake census duties in the future. While these staff will still require training, it will be more a refreshment of knowledge or skill enhancement approach than basic skill provision. This will improve the quality of the census through a more cost-efficient operation or a higher level of accuracy in work or both.

3.271. In countries that use a short and a long form approach, the training program for enumerators will need to be split in two. The training program for the short form can be reduced considerably when compared to the training program for the long form. The best enumerators should be used in those areas

selected for the long form.

3.272. In the present chapter, the training program that is discussed relates to the field operations staff (i.e., managers, supervisors and enumerators). However, note that additional groups of people may need to undergo training on the census. These groups can include regional government administrators and village heads who may be involved in the coordination of census logistics in their particular areas of responsibility. These groups of people do not necessarily need to know all of the technical details associated with enumeration. However, they should be given a short training course so that they are familiar with the census framework and the responsibilities of staff working on the census. The course should impart an overall appreciation of the operations that will occur in their areas.

2. Training programs

3.273. Training is directly related to the procedural aspects of undertaking a specialized operation. Therefore, it is usually impractical to outsource the delivery of the training. However, it may be desirable to utilize professional trainers in developing the training materials and providing advice on training strategies.

3.274. In the present section, the methods described are a recommended training program for the temporary staff, engaged on operational tasks directly related to the field aspects of enumeration. However, it is likely that many of the staff of the census agency engaged in managing the operational staff will themselves be relatively inexperienced in census work. It is therefore essential that they be given sufficient training to equip them for this work.

3.275. In many countries, key participants (e.g., regional managers and census agency staff) are brought together at the start of the field operations some months before census day. This is a cost-effective way of passing on the necessary information and providing a good basis for team building among the staff. The duration of such a workshop is a matter of judgement by the census agency, taking into account such factors as:

- The nature of the staff who have been engaged
- Their experience in census-related activities
- The degree of change in processes since the previous census
- The amount of time and other resources available

3.276. Training should be delivered as close as possible to the time at which it is to be used. This applies to the field operation phase of the census as well as to other aspects of the cycle. In the field operation phase, this can be particularly difficult. This is because there are usually large numbers of staff to be trained, over a large geographic area, in a short period (typically three or four weeks).

3.277. The training should aim at equipping senior staff with a high level of understanding regarding both their specific roles and the nature and relevance of the census. Senior staff can share this understanding with lower level staff as needed. It is therefore important that the senior staff be well trained, with particular focus on understanding the importance of their duties and their contribution to the overall census goals.

3. Trainers

3.278. An effective way of undertaking training is to follow a cascade principle, where each level in the

staffing hierarchy trains the level immediately below it. Using this principle, the regional managers are trained by staff from the census agency; the regional managers then train the deputy regional managers, who in turn train the district managers, who train supervisors, who train the enumerators.

3.279. A further consequence of this cascading approach is that each layer in the hierarchy must receive some training in how to train the next level. Where possible, the importance of this training function should be emphasized in the selection of staff, in the census agency as well as the more senior field staff. It is recommended that the number of layers in the training cascade be as short as possible.

3.280. Another method employs master trainers who are responsible for training staff in particular geographic regions. These trainers would initially undergo training (often referred to as training of trainers) in the census agency. They are then responsible for training staff in a particular geographic region. However, while these trainers can undertake some face- to-face training and coordinate training in their regions, it is unlikely that they will be able to train all staff. Therefore, some field staff will have to undertake training as part of their duties.

3.281. In some cases, the master trainers are specialist staff from the census agency while in others, the master trainers will be temporary employees. If temporary employees are used, it is important that they be given adequate training and time to become completely familiar with the concepts and issues associated with census enumeration. Permanent staff from the census agency should also carry out spot checks when these trainers are training other staff to ensure that they are conducting the training sessions correctly.

3.282. A common cascading training scheme is:

- Census key subject matter persons train census directors
- Census directors then train census supervisors
- Census supervisors then train census crew leaders
- Census crew leaders then train census enumerators
- Daily visits by census key subject matter staff are organized during the training sessions
- The census office conducts centralized workshops after the training of the supervisors and after the training of the crew leaders for open discussions on fieldwork activities and responsibilities

4. Developing training material

3.283. It will usually be the responsibility of census agency staff to develop materials (handbooks, instruction kits, training packages and videos) to support the activities of the collection staff. Care and attention in the development of these materials is needed. The standard application of these materials is crucial if a consistent approach to enumeration is to be adopted across the entire country. High-quality training guides and videos will make it more likely that the approved, standard procedures will be used with consequent high-quality outcomes. It is to be expected that trainers will use their initiative in developing ways of applying these materials that satisfy both their own personality and style and the needs of their audience. This should be encouraged, and training staff should be encouraged to pass along suggestions on methods they have found to be particularly effective.

3.284. Some countries make extensive use of video as a training tool in certain parts of the training cycle to ensure homogeneity of training outputs.

3.285. In countries with multiple languages or those with an official language and a variety of local

languages, it is recommended that careful consideration be given to concepts and words used. The appropriate translations of concepts should first be identified, documented, recorded, and then used in the practical training sessions.

5. Training by level of field staff

3.286. In preparing training sessions, the requirements of each group of trainees should be considered.

The organizer of the course will need to undertake the following:

- Set the goals of the session for each group
- Plan the session using the guide, goals and materials
- Prepare any additional materials required
- Practise the session, testing all visual and technical aids
- Ensure the venue is set and seating is arranged in an appropriate manner

3.287. During formal training courses, certain techniques can be used to lay the foundation for success.

These include the following:

- Knowing the subject matter
- Following the standard training guides to ensure consistency of training
- Encouraging trainee participation
- Conducting practical exercises, including role playing and mock interviews
- Looking for and overcoming signs of fatigue and boredom (for example, have regular breaks and ask questions of those losing concentration)
- Sticking to the main issues and not getting bogged down with discussions that are tangential
- Sharing realistic experiences in the field that may arise and teaching how to overcome resistance.
- Dealing separately with persons within the group who need special attention

a) Training regional managers

3.288. The census agency will also provide ongoing support and assistance to the regional managers throughout their period of duty. This can be achieved through visits by agency staff or frequent telephone contact at periods of more intense activity. This can be regarded as a form of on-the-job training. In addition, these staff must be provided with a printed manual setting out details of the procedures to be followed. If appropriate facilities are available, these senior staff may be supplied with computers enabling them to contact the census agency for advice by using the Internet or other networks.

Table III.5 Example of regional managers training course (phase one: modules 01-10)

Module	Content
01 Introduction	Introduction of staff to one another
	Introduction to the census
02 Administrative systems	Overview of the role and tasks of the regional manager with an emphasis on quality management
	Procedure for communications among regional managers and with the census agency
	Overview of collection operation computer systems (if applicable)
	Clerical administrative procedures
03 Occupational health and safety for enumeration staff	Safety guidelines and procedures
	Incident reporting
04 Form distribution and return	Logistics
	Timetable
	Affect of logistics on quality
	Role(s) of staff by level
05 Recruitment of staff	Advertising
	Selection of staff
	Administrative procedures for appointment
06 Financial matters	Budgeting
	Administrative procedures for expenditures
	Procurement of material by collection staff
07 Training techniques	Train-the-trainer techniques
	Training deputy regional managers and supervisors
08 Mapping	Use of maps in planning workloads
	Use of maps to manage operations
	Managing operations in areas where maps are deficient
09 Special enumeration strategies	Communal/special dwellings
	Other groups requiring special strategies
10 Remuneration/payment of collection staff	Basis and rates of payment
	Timetable for payments to each level of staff
	Role of regional manager

	Procedures for payment system
Course review	Brief review of progress in each region

3.289. It is usually convenient for the senior temporary staff to receive several days of classroom-based training. As they will be employed for a relatively long period, perhaps several months, it may be effective for the training to be split into separate phases as follows:

- Immediately after appointment, the first phase deals with initial tasks such as familiarization with the area, recruitment and training of lower-level staff, and establishing contact with local stakeholders
- The second, for one day as close to census day as possible, dealing with the tasks to be expected in the enumeration activity, including quality monitoring, throughput monitoring and remuneration processes

3.290. A model of the issues to be covered in the training courses for regional managers is given in the Table IV.3 below. It will be necessary for countries to adapt the model according to the needs of the census model they adopt. Countries that also employ deputy regional managers should develop a course specifically for that level, basing it on a shortened version of the regional manager course.

3.291. The model is based on two phases of formal training, covering 14 modules. The training sessions should also include review sessions as shown.

3.292. It is suggested that, where possible, the courses be conducted on a residential basis. This will encourage the managers to get to know one another and the census agency staff and assist in establishing the effective communications paths that are necessary during the field operation.

3.293. It is also suggested that a class size of from 10 to 15 is appropriate for this course. Where there are significant differences in procedures required between regions (for example several regions in an urban area and others in the rural hinterland), it will be desirable to group the managers from similar regions together.

3.294. The first phase covers the initial tasks and administrative procedures relating to regional managers' work. This should be scheduled just before the work begins. This should be planned for approximately three days. Depending on the aptitude and experience of the managers, it could be extended to four days.

3.295. The second phase covers tasks that are important in the actual enumeration period. This will take at least one day and, if time is available, could be extended to a second day.

b) Deputy regional managers

3.296. As indicated in Chapter II. Section D, the role of a deputy regional manager may be essentially that of an administrator. If this structural model is used for the field operations workforce, it is suggested that the regional manager deliver their training course.

3.297. The course should be approximately one full day in length and comprise the following modules from the regional manager training course above:

- 01. Introduction (with a focus on the role of the deputy regional manager)
- 05. Recruitment of staff, with a focus on administrative procedures
- 06. Financial matters
- 07. Training techniques
- 10. Payment of collection staff

3.298. In this situation, it would be appropriate for these modules to be given less emphasis in the regional manager training and relatively more emphasis given there to the quality management and training modules. It would also be necessary that the administrative procedures to be followed by deputy regional managers be clearly specified in manuals and other documentation since there would be less direct contact between the census agency staff and the administrators.

c) Training supervisors and enumerators

3.299. The training of these staff can use a range of training methods, including the following:

- Home study exercises
- Classroom training sessions
- On-the-job training

(1) Mainstream supervisors and enumerators

(a) Home study exercises

3.300. Home study exercises are designed to familiarize the field staff with their work before attending classroom training sessions. Completion of a home study exercise forces field staff to read their manuals, to prepare themselves for the training and to identify areas of confusion, all before attending training.

3.301. By giving the material back to the trainer before the training actually commences, the trainer can determine if there is a consistent problem across the entire group or whether just one, or a few, people are having specific problems. In essence, an analysis of home study exercises can provide the trainer with insight on where and how to focus priorities.

3.302. To gain maximum value from this process, it is important that the documentation, including the manuals and home study exercises be delivered to the participants well before training is to commence.

3.303. A typical home study exercise would require written answers, or completed questionnaires, to be returned and examined. Topics likely to be addressed for an interviewer-based census would cover all or most of the following:

- Rationale for the census and its use
- Confidentiality
- Supervisors'/enumerators' role

- Receiving, checking and accounting for material
- Coverage
- Definitions of certain topics (for example, labor force status and occupation)
- Sequence guides
- Procedures on the doorstep
- Procedures for interview
- How to handle respondents who refuse to participate in the census
- Training on technological systems and procedures
- Checking and editing completed material

Table III. 6 Regional managers training course (phase two: modules 11-14)

Module	Content
Brief review of progress in each region	
11 Public communications and inquiry services	Review of public communications
	Plans for advertising campaign during enumeration
	Plans for inquiry services, including (where appropriate) telephone hotline and use of the Internet.
12 Review of recruitment processes	Matching staff to workloads
	Review of quality of staff appointed
13 Review of special enumeration strategies	Rational and procedure for special strategies
14 Quality assurance in enumeration	Role of regional manager
	Procedures for refusals

3.304. Supervisors would have some additional questions covering the following:

- Materials checking procedures
- What to watch for in observed interviews, and recording of information
- Managing poor performing interviewers
- Quality assurance checks
- Editing
- Materials collection

3.305. These study exercises can contain approximately 20 questions for interviewers, and the same 20 and approximately 15 more questions for supervisors. The questions should be clear and unambiguous.

3.306. It is essential that the trainers have access to a complete set of accurate answers, enabling correction and analysis prior to the commencement of training.

(b) Classroom training sessions

3.307. The amount of time spent in classroom training will vary considerably between countries and will depend on, among other things, whether the census is interview or self-enumeration based. With an interviewer-based census, more time will be needed to train the enumerators.

3.308. A model of the issues to be covered in training courses for supervisors and enumerators is given below in Table IV.4. It will be necessary for countries to adapt the model according to the needs of the census model they adopt.

(2) Supervisors

3.309. Supervisors should complete a home study exercise to familiarize themselves with their duties and to introduce them to the enumerators' handbook (or instruction manual) before they attend their formal training session. Supervisors should return their completed home study exercises to the regional manager before their formal training to enable an assessment of their understanding of procedures.

Table III. 7 Supervisors training course

Module	Content
01 Introduction	Introduction of staff to one another
	Introduction to the census
02 Confidentiality	Importance of confidentiality
	Procedures to be followed by supervisors
	Procedures to be followed by enumerators
03 Dispatch and return tasks	Transport arrangements for supervisors
	Material to be distributed
	Distributing material to enumerators
04 Definitions and mapping	Definitions of key characteristics, as employed in the census, which should include age, usual residence, types of housing and other characteristics determined by the country.
	Introduction to census maps
	Use of maps in review of supervisor's area of responsibility
05 Implications of information technology	Relationship between field operations and processing phases
	Use of digital systems in collection operation (if appropriate)
06 Enumeration staff recruitment	Enumerators
	Other field staff
07 Enumeration staff training	Enumerators
	Other field staff
	On-the-job quality assurance
08 Enumeration procedures	Role of supervisor
	Role of enumerator
	Role of other field staff
09 After Enumeration	Quality assurance of workloads
	Preparation of material for transport to the processing center(s)
Review of course	

(3) Enumerators

3.310. The details of duties at this level are greatly influenced by the basis of enumeration, local conditions and overall administrative requirements. Therefore, only an outline of the course is given:

- Welcoming and introduction to the census
- Confidentiality
- Enumerator role

- Occupational health and safety
- Administrative issues
- Definitions, mapping and other concepts
- Special enumeration strategies
- Duties of enumerators and procedures to be employed
 - Before contact with households
 - During contact with households
- Quality assurance of completed forms or digital questionnaires
- Preparation of forms or tablets for transport to supervisor

(a) On-the-job training

3.311. For enumerators, on-the-job training, where enumerators are accompanied by their supervisor for a few interviews (or deliveries to households, if a self-enumeration approach is used), is particularly relevant to ensuring that they understand their tasks and perform them correctly. The supervisor should assess the relative abilities of the enumerators and manage their time so that the weakest enumerators receive the greatest level of support.

(4) Specialist enumerators

3.312. Some countries may also employ specialist staff to enumerate population groups that require particular consideration. Examples of such groups could include people in communal dwellings (such as hospitals, prisons, boarding schools or hotels) or members of distinct cultural or language groups. Where there is sufficient need, it may be necessary to establish specific training schemes for these staff. As the range of possible situations is wide, no prescription for such schemes is offered in this handbook. However, the training should follow the same principles as the mainstream courses and, where possible, use the same materials to promote a standard outcome.

(5) Administration training

3.313. As indicated in other parts of this handbook, a large undertaking, such as the field operation phase of a census requires staff to follow a wide range of general administrative procedures. These procedures relate to the terms and conditions of their employment, rules and/or laws relating to the security and privacy of census materials and other rules relating to the proper behavior of government employees. As administrative tasks become increasingly automated using digital technology, training must ensure that employees are comfortable with using the technology necessary to fulfill their administrative obligations.

3.314. It is important that staff receive some training in these matters; otherwise, they will be unable to perform their duties effectively. At worst, it may create situations that cause significant adverse publicity for the census and/or the census agency in general. However, it is important that administrative training does not detract from operational training. The staff are employed to collect high-quality statistical information from people, and pass this on to the census agency within an agreed timetable and at the highest level of accuracy. The collection staff are not to be employed to fill in administrative forms.

(6) Health and safety training

3.315. Even in the most effectively run census, there will be situations that pose a risk to the well-being of field staff. Ways of minimizing these potential risks should be covered in the training for all levels of field staff. The matters covered could range from correct methods for handling enumeration materials to managing encounters with domestic animals. Training in this area should concentrate on the more common occurrences rather than on those that rarely occur.

3.316. The training must itself be carefully managed, to avoid overemphasizing the risks, which can create a victim mentality in the staff. It is usually possible to alter the presentation to stress attaining the positive rather than recovering from the negative. For example, people should be trained in the correct way to lift boxes of forms, rather than listing the health risks from poor techniques; they should be given tips on how to avoid dog attacks rather than on how to submit a compensation claim when bitten.

(7) Computer systems training

3.317. Following widespread acceptance of the Internet and digitally based communications, many national statistical organizations are adopting data collection systems that heavily rely on technology. If such a system is to be applied, the staff that will operate the system must be given sufficient training in the use of the application. Even if familiarity with computers is a criterion for selecting staff, it cannot be assumed that the selected people will be familiar with the specific software used by the census agency.

3.318. If this element of training is undertaken successfully, the probability of a high-quality outcome from the census can be dramatically enhanced. To do otherwise risks staff becoming more concerned with learning to operate computers than focusing on their key roles.

3.319. As well as formal training in the initial courses, care must be taken to provide on-line reference material for the computing system and a readily accessible help-desk facility within the census agency.

H. Logistics for census materials

3.320. The logistics for census materials will depend largely on whether the census uses paper or electronic questionnaire. If using a paper questionnaire, it will depend on whether the data will be manually keyed or scanned in. Whatever the method of data capture, there are other documents that will need to be prepared. It is important to prepare for the logistics for the census materials early in the census planning process, since it may take time for the materials to be printed or for electronic devices like tablet PCs to be purchased and set up correctly.

1. Printing of forms and other documents

3.321. Printing the many items that are required to conduct census enumeration is a major activity. The main census questionnaire is the most obvious item, but there are many others that need to be printed. Given the size of census enumeration, the amount of printed material is often large, and significant lead time needs to be

taken into account.

3.322. For each item, printing requirements need to be established, quantities calculated, items specified and production undertaken. The packing and dispatch of materials into the field (see Chapter IV, Section C) **[Check this]** relies on the timing of the printing process, and careful planning and coordination of these activities is necessary.

3.323. In the majority of countries, printing will be conducted outside the census agency, either through a government printer or commercially. Part of the preparatory tasks for the census is investigating the country's printing capacity based on broad requirements. Early discussions with major printers should be undertaken. Before proceeding to select the printer, census agencies may wish to seek specialist advice from printing consultants and/ or other census agencies. The census pilot is a good time to test the quality of printing.

a) Types of forms

3.324. There are five broad groups under which printing-related services will be required. These are as follows:

- Census questionnaires
- Post-enumeration survey questionnaires
- Procedural items
- Training items
- Other enumerator items
- Administrative items

(1) Census questionnaires

3.325. The importance of the main census questionnaire is so great that it should be treated as a separate printing activity from the other groups specified above. It is important that the census agency deals directly with the printer and that other stakeholders (e.g., processing staff) are involved in all stages of production. This is even more important if the print quality is crucial for the processing system, as would be the case, for example, where optical mark recognition is used.

3.326. The census enumeration will often include more than a single type of form (for example, personal forms and household forms). There may also be a combination of self-enumeration and interviewer forms where these two methods of enumeration are used in combination.

3.327. In some countries, the main census questionnaire may be pre-printed, with identifiers for different geographic regions of the country. There may also be slight differences in some questions because of differing circumstances throughout the various regions of the country.

3.328. There may also be other forms that will be needed in lesser numbers for enumeration in remote areas, or forms used to summarize details of persons enumerated in special dwellings such as hotels, hospitals or prisons.

3.329. There are three important issues to consider when organizing the printing of census enumeration forms:

- Quantity
- Quality
- Timing

(a) Quantity

3.330. Estimating the quantity of forms to be printed is discussed in detail in the section on distribution and return of material (see Chapter IV, Section C). Running out of forms during the enumeration can have serious consequences as there may not be enough time to print additional quantities. However, printing excessive numbers of forms wastes resources and adds unnecessary costs to the census operations. Thus, great care must be taken to estimate the number of forms required.

3.331. Quantity estimates are also important to make sure that the paper stock required for printing the forms is available. Therefore, these estimates should be made as early as possible. This is particularly important in countries where additional quantities of the required paper stock may need to be produced for the census. Sufficient time must be allowed for paper mills to schedule additional production and/or import additional stock.

(b) Quality

3.332. The quality of the printing job of the forms can be crucial to the quality of census data. Mistakes on the form (for example, incorrect question wording or incorrect sequencing instructions) can result in data items being missed or completed erroneously by interviewers or householders. Also, it is important to make sure that the printers receive the final versions of the documents to be printed.

3.333. Second, the paper stock used for the census forms is also important. Make sure that the paper is of sufficient quality to handle conditions in the field. Also, be sure that the desired paper stock is available to print the quantity required for the census enumeration.

3.334. Further, special attention should be given to ensure that printing adheres to standards required for the data processing systems. These standards may refer to the positioning of response areas, colors of the form, and paper quality and type. For example, some data-capture systems cannot use recycled paper because of the impurities in the paper. Deviation from these standards may result in data quality problems and costly corrections in the processing phase.

3.335. Procedures that can be implemented to monitor the quality of form printing are discussed later in this chapter.

(c) Timing

3.336. Planning of the printing process needs to take into consideration the long lead times that may be required. The quantities required may place a large burden on the available printing capacities in the country. Early discussions with printers will give an indication of the lead time required to print sufficient quantities of

forms. Planning should include, but not be limited to, the activities set out in 8 Printing activity table (Table III.5), with a broad indication of timing in relation to the census date. The timing shown in the table is regarded as the ideal lead times required, although it is recognized that these lead times may not be possible in some countries. It should also be noted that countries with small populations may be able to condense this timetable.

3.337. Further, it should be noted that in most cases, the packing and dispatch of the printed forms should occur progressively and concurrently with the printing.

(2) Post-enumeration survey questionnaires

3.338. If a post-enumeration survey is being conducted, then the printing of the post-enumeration survey questionnaires should be planned at the same time as the printing of other census materials. This is to ensure that the post-enumeration survey questionnaires will be ready for fieldwork as soon as the census enumeration finishes. Waiting until the census enumeration ends to print the post-enumeration survey questionnaires may delay the post-enumeration survey fieldwork and could jeopardize data quality of the post-enumeration survey.

3.339. Many of the issues discussed above for the main census questionnaires will also apply to the post-enumeration survey questionnaire.

(3) Procedural items

3.340. This group of items includes the set of forms needed to track the enumeration progress.

- Enumerator's record book
- Supervisor's record (or management) book
- Regional manager's and/or deputy regional manager's control book
- Objection or refusal forms for enumerators to report cases of refusal

(4) Training items

3.341. This group of items includes the instructions and guidelines that document how the census enumeration will be conducted. The items that may be included in this group include:

- Enumerator's manual
- Materials for training exercises for the enumerators
- Enumerator's prompt cards, which summarizes procedures in point form for quick reference
- Supervisor's manual
- Materials for training exercises for the supervisors
- Instructions for training enumerators
- Regional manager's and/or deputy regional manager's handbook or management book and home study exercise
- Special enumeration instructions
- Inquiry service instructions

(5) Other enumerator items

3.342. These items are those used by the enumerators in their work and may include some or all of those listed below. The list is not prescriptive or exhaustive but illustrates the type of items that may be required in addition to the questionnaires and the listing book. A common attribute of each of these items is that if they are used, they will be required in large numbers. The printing of enumerator items should be planned around the printing of the main census questionnaire, as these items will usually be packed together for delivery to field staff. Items that may be used by the enumerators include:

- Identification cards for enumerators, supervisors, regional managers, and other census field staff
- Information booklets or pamphlets that explain the taking of the census, which are sometimes handed to each household by the enumerator or delivered by mail to households before enumeration commences
- Multilingual brochures to help enumerators communicate with householders who are not proficient in the principal language of the country
- Calling cards, which enable enumerators to inform a household when they will return to collect the completed form (if applicable in a drop-off and pick-up scenario)
- Non-contact cards, which enable enumerators to let households know they have not been able to contact them and what to do
- Privacy envelopes, which enable householders to mail their form back or prevent the enumerator from seeing it

(6) Administrative items

3.343. This group includes all the forms and letters used in the administration of the census enumeration. It can amount to a large number of individual items, although some may be only a single page or of a relatively small quantity. The list below breaks these items into categories and gives some examples of the type of forms that may be included in each category. The list is not prescriptive or exhaustive, and the items to be included will largely depend on the nature of employment in the country. Categories and examples include:

- Recruitment and/or appointment:
 - Application form for enumerator position
 - Application form for supervisor position
 - Interview form
 - Offer of employment form (or contract)
- Finance and/or taxation:
 - Advice on payment
 - Taxation forms
 - Other financial forms
- Control forms:
 - Record of attendance at training
 - Record of receipt of materials
 - Record of quality assurance on completed workloads
 - Record of return of materials
- Letters and/or notices:
 - Approach letter to special dwellings
 - Letter to persons objecting or refusing

- Labels:
 - For completed census materials
 - For unused census materials
 - For administrative materials

b) Planning and management of printing

3.344. Planning and managing printing required for the census enumeration is relatively straightforward. The most difficult aspect may be the coordination involved in obtaining sufficient information from specialized areas within the census operation that require items to be printed (e.g. recruitment, procedures, training and payment).

3.345. Steps involved in planning the printing process include the following:

- Establishing the timetable for the preparation of manuscripts by the relevant areas of the census agency
- Estimating the quantities of each item required (The estimates should as accurate as possible and should not result in shortfalls or significant oversupply.)
- Specifying the details of the individual items to be printed
- Setting up processes to obtain information and quotations
- Establish contracts or other formal arrangement for the printing
- Manage the printing activity

3.346. Two tools useful for planning and managing the printing of census materials are the printing specifications form and cost and quantity sheet.

Table III.8 Printing activity table

Activity	Months Before Census
Preparation of technical specification (draft)	24
Preparation of technical specification (final)	23
Provision of contractual wording and/or advice	22
Review of tender document	22
Calling tenders	21
Evaluation of tenders	18
Management review	16
Letting of contract	15
Preparation of manuscript	15
Typesetting	14
Printing and quality assurance (start)	12
Printing and quality assurance (finish)	8

(1) Printing specifications form

3.347. A printing specification form is a convenient way to record the printing requirements for each item to be printed. The specifications should contain enough detail for printers to provide reliable quotations of costs and printing timetables, and for logistical support staff to develop plans for packing. Table III.6 shows examples of items that may be included in a printing specifications form. A printing specifications form can be attached to a pro forma invoice to document printing requirements to the printers. Be sure to update any information on the printing specifications form as the requirements change.

Table III.9 Printing specifications form

	Notes	Item 1	Item 2, etc.
Description	Describes the purpose of the item		
Quantity	Includes any notes about how the quantity was determined		
Stock	The type of stock the item is to be printed on (e.g., paper, cards)		
Ink	The color or colors of the print		
Binding	The type of binding if multi-page document (e.g., stapled, perfect bound, folded)		
Packing	How the printer is to pack the item (e.g., bundles of 40, pads of 70)		
Delivery	Location and dates; includes a breakdown if there are large quantities		
Manuscript	When and how the manuscript will be provided by the census agency		
Proof	Details about whether and when proofs will be required and how they will be checked		
Quality assurance	Details about sample requirements before or during the main production run		

(2) Cost and quantity sheet

3.348. The next step is to establish a method for recording the cost and quantity of all items to be printed. Estimated, quoted and actual costs can be recorded. The use of estimated costs initially, enables a running total to be kept that is updated as quotations are obtained and again when actual costs are known. This information allows the total printing budget to be monitored and provides early warning if unexpected increases in costs appear likely to threaten the budget. Again, the use of a spreadsheet is ideal for this task. The following information might be recorded on the spreadsheet, which can also be used for management information purposes:

- Item name
- Supplier
- Estimated quantity (used if there is a variation between seeking quotes and what is finally printed)
- Quoted cost
- Estimated cost
- Printed quantity
- Actual cost
- Date ordered
- Date delivered

c) Quality assurance

3.349. As stated above, the quality of the printing process can have a large impact on the final quality of the census data. It is therefore important that a quality assurance scheme is devised whereby printing is closely monitored throughout the entire process. This should extend to the checking of proofs and production runs.

3.350. The census form is the most important form and therefore should be subject to intensive quality assurance checks in both the proof and the production stages. The other items are normally only subject to intensive constraints in the proof stages and not in the production stage. This reflects the lack of technical requirements for extreme precision of the physical placement of characters in these other items and the high cost of production checks.

(1) Checking of proofs

3.351. As material is developed, it will progress through several proof stages before it is finally typeset for the printing process. At each stage, proofs should be checked and authorized as correct by the project leader responsible for form design. Additional checks by staff not directly involved in the form design process can also prove useful in detecting discrepancies.

3.352. In some situations, the final typeset proof used for printing is the responsibility of the printer. In these cases, the typeset version should be checked and approved by the census agency before printing commences.

(2) Production runs

3.353. As the printing process progresses, a sample of census forms should be selected for quality assurance checks. Issues such as resources available and the level of problems detected will affect the size of the sample

selected, and the sampling strategy.

3.354. However, it is important that sufficient resources are allocated to ensure the quality of the printing process. Otherwise, significant costs may be incurred in the processing phase to rectify mistakes resulting from printing errors. If these mistakes cannot be rectified during processing, problems in the final census data may occur.

3.355. Sampling rates can be adjusted throughout the printing process, with higher rates at the beginning of the printing. Where the printing technology includes the creation of new printing plates after some proportion of the work has been completed, a higher sampling rate should be employed after each new set of plates is produced. The sample rate can be adjusted downwards if detected problems decrease. However, a sample should be taken over the entire printing process from start to finish. It cannot be assumed that, if the quality is good at the beginning of the print run, this will necessarily continue.

3.356. It is also preferable that quality assurance is conducted at the printing plant. This will assist in the early detection of problems. However, agencies should not rely on the printers themselves to conduct all quality assurance checks. Independent checks need to be carried out.

3.357. An example of some of the checks that can be made on the forms include:

- Horizontal and vertical trimming
- Positioning or skew of response areas on the actual page
- Page numbering and correct order of pages
- Color, including any smudging
- Strength of any binding

3.358. Particular attention should be given to any specialized printing requirements that are required for data-capture systems. A final check should be undertaken by processing a sample of forms through these systems to enable a comparison of actual versus expected results.

Box III.4 What can go wrong during the printing process?

3.359. Printing of questionnaires should be done well in advance. During the 2010 census round, in one of the African countries, census printing of questionnaires was a big bottleneck, which almost threatened the successful completion of the exercise. The government printer was responsible for printing questionnaires. All along assurances were given that the printing would be completed before the start of the enumeration period. At the last minute it was realized that it was not possible for the government printer to print the required number of questionnaires by the enumeration date.

3.360. This constraint was so serious that if it was not promptly addressed the whole census program could have been derailed. Other small printers, in addition to the Government printer, were used in printing the questionnaires. The printing continued while enumerators were in the field. As a consequence of this problem, printing was done round the clock and in a hurry: therefore in some cases quality was compromised. As a result of the printing constraint, enumeration work was extended for some days in some areas; printing costs

increased due to the overtime costs associated with the use of private printing presses; and transport costs increased because vehicles were sent from various provinces to collect printed questionnaires, in small batches, from the capital city where most of the printing was undertaken.

2. Preparing equipment for electronic questionnaire

3.361. If using an electronic questionnaire, then the equipment to be used for data collection (tablet PCs, smartphones or other handheld devices) must be prepared and distributed to the enumerators. This is a major task that requires careful planning and management. As with the printing of questionnaires, sufficient time needs to be allocated for preparing the electronic equipment for census enumeration, especially given the large number of equipment generally required when conducting the enumeration using an electronic questionnaire.

3.362. Steps to consider in preparing equipment for electronic questionnaire include procurement, setting up the equipment to correct specifications, quality control, technical assistance, and distribution and collection of the equipment.

a) Procurement of electronic equipment

3.363. The first steps in preparing equipment for electronic questionnaire are to identify the right equipment, estimate the required number of equipment, obtain quotes for estimated cost of the equipment, and acquire them. The process for these steps are discussed in Chapter II.

3.364. If the equipment must be imported, further considerations should be given to the amount of time it takes for shipments to arrive to the country. Having early discussions with the equipment suppliers is recommended to get an estimate of the time required for acquire the equipment and to ensure there is sufficient time to set up the equipment to the correct specifications before training begins. Creating a timetable for equipment management may be helpful.

b) Setting up the electronic equipment

3.365. Each device needs to have the necessary software, the correct settings for data security, Internet/network access, enumerator identification, etc. Specifications should be developed of how the device should be set up for the enumeration. See Chapter II on use of technology and Chapter V on data processing for additional details about how to develop the specifications.

3.366. A decision should be made on who will set up the devices. The devices can be set up by staff of the census agency or another government agency, at either the national level or regional levels, by the supplier, or by outside contractors.

3.367. Depending on the number of enumerators to be deployed, this process may require long lead times. It is important to allocate enough time for setting up the devices to make sure that it is done correctly and in time before the training.

c) Quality assurance

3.368. The quality of the equipment and how the equipment is set up has a major consequence on the quality of the data collected. Equipment failure or incorrectly specified equipment could have a detrimental effect on data quality. Quality control needs to be performed on each device to ensure smooth census enumeration. Also, it is important that all devices be set up in the same way. For example, all devices should have the same version of the software used for enumeration.

3.369. It is also recommended that each device be tested. Below are list of things to check for on each device:

- Device is working correctly.
- Correct version of the software is installed.
- All necessary software are loaded correctly.
- Internet/network/Bluetooth connectivity is working correctly.
- Battery power is sufficient.

d) Planning for distribution and collection of the equipment

3.370. Care should be taken to plan for the distribution and collection of equipment. Lost or damaged equipment could have significant cost implications. Setting up a system for accounting for each device is recommended. Chapter IV discusses the plan for distribution and collection of the equipment in more detail.

e) Technical support

3.371. In addition to the training provided to enumerators, it may be advisable to set up a system of technical assistance to support the enumerators if any technical issues develop during the enumeration.

I. Distribution and return of materials

1. Introduction

3.372. In many countries, the distribution and return of materials in the field operations phase will represent the largest peacetime movement of materials for any single exercise. As a logistics operation, this activity will be referred to as distribution and return tasks.

3.373. Distribution and return of materials is the term used to cover tasks associated with materials that are:

- Supplied to a packing center
- Distributed to field staff
- Picked up from field staff
- Returned to data processing centers

3.374. The tasks include the following:

- Receipt of material from manufacturers (e.g., printers) and other external suppliers. This could include the census form and materials needed for packing (e.g., boxes and tape)
- Bulk storage during the packing operation
- Packing
- Consignment preparation and delivery to enumeration staff
- Bulk transport outward
- Pick-up from enumeration staff
- Bulk transport inward to processing centers
- Close-down operations

3.375. Regardless of the type of census, there will be a need for materials to be supplied to field staff and returned. For example, even in the case of a mail-out/mail-back census, there is usually a field follow-up component for which materials, including manuals and administrative supplies, will be required. In these cases, the volume of material would be relatively small, but there is still a need to plan and implement these activities. Specific issues regarding using a postal service for a mail-out/mail-back census are discussed in Section D.7 below.

3.376. The majority of these tasks are usually carried out under contract by a government transport service or commercial operator, although the packing of materials may be done within the census office in some countries. The contractor will use specifications and consignment details provided by the statistical agency. If the volume is small, the postal service may be a feasible method.

2. Inputs

3.377. As a first stage in this process, decisions must be made concerning the nature and responsibilities of the centrally controlled distribution and return operation. Will deliveries be made to regional managers or to supervisors? Will enumerators be required to collect their work from a more central depot? These decisions must be made by national statistical organizations, keeping in mind the impact of the amounts of material to be transported, the transport available to field staff and the condition or existence of roads or other means of transport.

3.378. Once these decisions have been made, the key inputs to the dispatch and return of materials are as follows:

- Workload estimates from the mapping program to establish packing volumes for transport requirements
- Workload estimates from the data capture program in case of a digital census as well as secure packing
- Name and address details from the recruitment activity to establish details on delivery and pick-up points

3. Type of materials

3.379. The material to be transported generally falls into four broad categories, that is, material for (a) enumerators, (b) supervisors (c) regional managers and/or deputy regional managers, (d) digital devices, (e) other uses.

a) Enumerator material

3.380. Enumerator material consists of relatively few items and includes the main census form for a paper-based census. Other items may include control forms, clip boards, pencils, sharpeners, satchels, notebooks, water proof envelopes, uniforms, badges, ID cards, chalk, tablets, etc. Water-proof kits are especially important for OMR/ICR questionnaires and digital devices. Questionnaires comprise the bulk in terms of volume, packing, storage and transport tasks.

3.381. This material can be packed centrally, transported in bulk to regions around the country, and then transported from there to supervisors. Supervisors then arrange for its delivery to, or pick-up by, enumerators. This may also involve some recounting of the bulk materials into lots suitable for individual enumerators. Typically, each pack will comprise a standard amount of specific material. For example, this could be a number of packs of forms of a size sufficient to enumerate a specific number of households. The number of packs allocated to each workload may be specified centrally or by the supervisor.

3.382. At the completion of the enumeration, the material is usually picked up from supervisors, after quality assurance has been completed, and returned to the processing centers. It is imperative that all blank forms should be returned to the center.

b) Supervisor material

3.383. This material includes the packing and transport of administrative and training material used by supervisors and includes the enumerator record book and training and procedural manuals.

3.384. Again, this material can be packed centrally and then transported to each region. It can then be included with the transport of enumerator material to supervisors. It should be packed separately from the enumerator material because it may include material of a specific nature (e.g., enumerator maps) or of variable quantity (e.g., enumerators' handbooks), depending on the composition of the workload.

3.385. After enumeration, this material is picked up from supervisors and returned to the processing centers, along with the enumerator material. Supervisors must make sure that all the forms, blank and filled are accounted for and returned.

c) Regional manager and/or deputy regional manager material

3.386. This material includes the packing of administrative and training material used by regional managers and deputy regional managers and includes material for supervisor training.

3.387. Because of the relatively small number of these staff, the material can be packed centrally and then transported directly to regional managers.

3.388. After enumeration, the material is picked up from the regional managers and the bulk returned to the processing centers. Some material that is not necessary for the processing phase may be returned to a regional or central office of the census agency. This material may include key administrative documents such as objection/refusal reports or payment details.

d) Digital devices

3.389. Handheld devices, if used as part of the data collection system, will need to be distributed to regional and local offices. The distribution and tracking of digital devices present different challenges from paper materials, which are in some ways less fragile and have no inherent monetary value.

3.390. Special care must be taken when shipping digital devices. Moisture is a concern for both paper materials and digital materials. Electronic devices may also be sensitive to vibration or sharp movements. Statistical offices should work with the suppliers of the electronic devices and, when applicable, the logistical contractor, to ensure that proper care is taken when devices are transported.

3.391. A system for ensuring that digital devices are used only for official purposes and are returned to the statistical agency must also be developed. Staff should understand that the care and safe return of any electronic devices used in the census is their responsibility and that they could be held financially liable for the devices, especially for their return at the end of field operations.

e) Other material

3.392. In addition to the above, other material used in the field should also be included within the scope of the distribution and return activity. For example, this may include special forms used for certain population groups (such as in remote areas) and public communications material.

f) Specifications

3.393. A significant task in planning field operations is establishing the specifications for the packing and transport of materials. These specifications need to be developed regardless of whether these activities are carried out by the census agency itself or contracted out to another government agency or private company.

3.394. Planning for the packing, distribution and return of materials should begin, where possible and depending on the particular country, approximately two years prior to the census date. A contract should be in place at approximately the same time as the major printing contracts are established. In some cases, and particularly where these operations are commercially based, savings can be made if printing and packing contracts are coordinated. For example, transport costs can be avoided if the printing and packing centers are co-located.

Table III.10 Specifications for distribution and return of materials

Title	Description
Introduction	Includes a description of the census agency and the census. Sets out the role of the activity and its overall goals. Includes key dates and requirements. Sets out the structure of the specification.
Structure of census	Describes hierarchy of field structure, number of management units and enumeration areas. Brief description of the role of each level in the structure.

Overview	Brief description of the activity and its main components. Goals of each component. Describes key functions of the contractor.
Preferences, mandatory requirements	Includes a description of any particular preferences and mandatory requirements. For example, the use of dedicated vehicles for census material in the return phase may be a mandatory requirement. Not using subcontractors may be a preference.
Privacy	Clearly states the census agency's policy on privacy and the requirements in this activity
Contract arrangement	Describes how the contract will be established and managed
Payment	Describes preferred payment basis and the basis on which quotations are being sought
Reporting	Basic reporting requirements

Table III.11 Packing of materials

Title	Description
Introduction	Describes packing activity
Functions	Sets out and describes functions of the contractor: Receipt of materials, storage and handling, packing and labeling, quality assurance, dispatch, return
Timetable	Detailed timetable for packing activities
Requirements	Detailed requirements for security, labeling, storage
Packing	Packing details: Type of packs by level of structure, content of each pack type, quantities of each pack type
Reporting	Detailed reporting requirements

Table III.12 Materials dispatch

Title	Description
Introduction	Describes dispatch of material to field staff
Function	Sets out and describes functions of the contractor: Receipt of materials from packing centers if they are different, storage and handling, preparation of consignments and labeling, quality assurance, delivery requirements.
Timetable	Detailed timetable

Requirements	Detailed requirement on security of vehicles and obtaining signatures
Transport	Transport detail: Description of drop-off method and requirements, description of control documentation requirements, description of consignment details and volume, method of supply of field staff names and addresses, description of control documentation requirements, handling shortfalls and surpluses.
Reporting	Detailed reporting requirements

Table III.13 Materials return

Title	Description
Introduction	Describes pick-up of material from field staff and return to the processing center(s).
Function	Sets out and describes functions of the contractor: Pick up of materials from field staff, security requirements, storage and handling, delivery to processing center, reconciliation of materials, delivery requirements.
Timetable	Detailed timetable
Requirements	Detailed requirements (e.g., security of vehicles and obtaining signatures)
Transport	Transport details: Description of pick-up method and requirements, description of control documentation requirements, handling shortfalls and surpluses
Reporting	Detailed reporting requirements

Table III.14 Evaluation and pricing

Title	Description
Introduction	Describes how quotes for the contract will be evaluated
Evaluation criteria	Describes evaluation criteria for each task: packing, distribution and return
Pricing	Sets out in detail how prices are to be provided. Terms of payment and sanctions for non-performance

3.395. The specifications used for this activity can be used as the basis for a contract whether it is commercial or an arrangement with another government agency. Even though another government agency may be used, it is important that a formal agreement along the lines outlined sections D.4 and D.5 below still be used. Some

elements of the agreement may not need to be included, but it is important that both agencies clearly understand, and agree on, the requirements for this major activity.

3.396. In either case, the specification may include some or all of the following items; however, there may be additional items required, depending on the circumstances of the country involved.

4. Estimating quantities

3.397. Estimating quantities not only establishes the volume of materials to be packed and transported but also provides a key input into the printing or purchase process (i.e., the number of each item that needs to be printed or the number of devices that must be purchased). A lack of material or devices during enumeration can have serious consequences, as there will not be enough time to print or easily obtain additional quantities. However, a cost-effective census requires that there are no excessive amounts of material. Estimates should also provide for a reasonable level of contingency.

3.398. The basis of estimating quantities is to establish the number of items each person in the field hierarchy requires to complete his or her tasks. These items can then be multiplied by the number of staff in each level of the structure. This gives the standard pack sizes referred to in section D.4.b below.

3.399. To establish the number of items each person requires is usually based on the amount of work to be done (i.e., dwellings to be enumerated), plus a reserve factor. This is based on the number of items to be used by each enumerator, supervisor and so forth. For example, to enumerate 100 households, the following items might be provided to an enumerator: 110 census questionnaires, 110 information brochures, 50 calling cards, 5 objection report forms, 1 satchel, 1 clipboard, 2 pencils, 1 pencil sharpener, 1 identification card and other materials such as envelopes. In the case of a digital census, each enumerator should be assigned a handheld device. A supervisor may receive a handheld device and, if necessary, a laptop computer. Field workers may require some paper items, such as calling cards and objection report forms, even if data collection is digitized.

3.400. The above example shows that some spare census forms are provided. This is necessary in case the enumerator needs to use an additional form at a dwelling or finds additional dwellings in the enumeration area. Assuming that all enumerators will have a workload of 100 households, the quantities in the above list are multiplied by the number of enumerators to establish how many forms will be required in total. However, it is unlikely that all enumerators will have workloads of exactly the same size. Therefore, it is necessary to make some judgement, perhaps based on information from the mapping activity, about what is an average workload size.

3.401. During the design of enumeration areas and mapping tasks, an estimate will be made of the number of enumeration areas, and the amount of work in each. This information can be used to calculate how much material will be needed by each enumerator, supervisor and so on. This method should provide a more accurate forecast of needs.

3.402. For simple items (such as calling cards), the cost of printing additional quantities may be minimal; thus, estimates can be rounded up with little impact on the overall cost. For more complex items (such as the

enumerators' manual or handbook), the cost of printing will be more significant, and care should be taken with final calculations.

3.403. As with the printing operation, the use of a spreadsheet (either computer-based or clerical) can assist with estimating quantities. An example of how a spreadsheet might be used to record the basis of estimates and total quantities is given below. The first group of factors would be recorded in a separate sheet and used as multipliers in a second sheet containing a list of items:

a) Factors

- a) Number of enumeration areas;
- b) Number of enumerators (if not the same as (a) above)
- c) Number of supervisors
- d) Number of regional managers (deputy regional managers)

3.404. The following variables would be recorded for each item to be provided and multiplied by the relevant factor above:

b) Items

- 1. Item
- 2. Number per enumeration area
- 3. Total required for enumeration areas ((a) x 2)
- 4. Number per enumerator
- 5. Total required for enumerators ((b) x 4)
- 6. Number per supervisor
- 7. Total required for supervisors ((c) x 6)
- 8. Number per regional manager (deputy regional manager)
- 9. Total required for regional manager (deputy regional manager) ((d) x 8)
- 10. Subtotal required (3 + 5 + 7 + 9)
- 11. Reserve factor (10 x per cent) where per cent is judged on an item-by-item basis
- 12. Total requirement (10 + 11)

3.405. In this model, items may that not be required by all levels would simply be shown as a nil requirement, and thus would not add to the total. For example, enumerators would not require application forms for supervisor positions. However, regional managers may receive a small reserve of census questionnaires or simply a few as samples for their own use.

3.406. The primary benefit of using a spreadsheet is that assumptions about supply can be varied and quantities recalculated quickly. For example, the initial calculation may be for two copies of the objection report form in each enumeration area, but this may be considered too low and a decision made to supply a pad of 10 forms to each enumerator. This could be easily remodeled in a spreadsheet.

5. Packing

3.407. The movement of the bulk of the material associated with field operations is best carried out by way of

modular cardboard boxes. The shape and size of the boxes should be designed around the size of the census questionnaire or handheld collection devices, taking note of the occupational health and safety requirements for handling heavy or delicate equipment. The same cardboard boxes can also be used for transporting administrative and training material.

3.408. Within these boxes, the census forms themselves can also be packed into bundles of forms (e.g., lots of 50 forms) that are shrink-wrapped in plastic. This has the advantage of protecting the forms and making it easier for supervisors to count and distribute forms to enumerators.

3.409. The boxes should be sealed to prevent tampering with the contents during transportation. One method to assist security is to transport two (sometimes three) boxes inside a larger one. The outer box would be designed for security, storage and transport.

3.410. In addition, it is very important to prevent the boxes from getting wet or damaged in the rain. This is especially true of paper questionnaires where the data will be captured using the scanner. But it also holds true for digital devices.

3.411. Most of the transport arrangements put in place for field operations may be based on a price per box basis. An outer box containing two boxes of census materials would be recognized as a single box for counting and charging purposes. However, this would not necessarily be the case if a price per kilogram basis were used.

3.412. It is also desirable to design boxes for use in the field operations that can also be used to store and move the census questionnaires around the processing centers. The boxes, therefore, should be pre-printed, with spaces for packing staff to identify the contents for enumeration staff and, subsequently, for enumeration staff to identify the contents for processing staff. Additional labelling for processing purposes can be included on the box when it is produced.

3.413. The content of the boxes will depend largely on how materials are to be supplied to supervisors and from there to enumerators. There are two methods: (a) bulk supply and (b) pre-packing.

a) Bulk supply

3.414. Under this scenario, each supervisor is provided with a bulk supply of each of the required items for enumerators. The supervisor would then count out and repack the required items for each enumerator from the bulk supply received. Supervisors may also be supplied with a number of standard census boxes (see above) into which to repack material for enumerators.

3.415. This method has the advantage of simplicity but also a number of disadvantages, including the following:

- Reliance on supervisors to count and repack material
- Reliance on suitable packing by the original printer or supplier
- Larger number of different shaped and sized boxes (non-standard appearance)
- Low likelihood of materials being clearly labelled as census material

3.416. A key task for the census management area with this method is to ensure the coordinated supply of the different items through a transport staging area. Direct supply from printers to supervisors should be avoided from both a management and a quality perspective

b) Pre-packing

3.417. This is where material is pre-packed centrally, or in a small number of packing centers. It involves preparing packs of material suitable for use by enumerators and higher-level staff. One method of pre-packing is to make modular packs that are designed to contain all the materials required to enumerate a given number of households. With this method, the supervisors' job only requires them to calculate how many packs each enumerator will need rather than counting and repacking materials for each enumerator. Another advantage of this method is that standard census boxes are used from the outset in a more controlled manner.

3.418. The content of the packs is determined in advance by the census agency and is based on the concept of uniform content wherever possible. This simplifies the packing process and is therefore likely to increase the efficiency and accuracy of supply delivery. Uniform content simply means that each pack type contains the same number of each item.

3.419. There may be several pack types. For example, there may be packs containing material to enumerate dwellings in urban areas, dwellings in rural areas, or people in special dwellings; or a pack may contain material for a supervisor to recruit and train enumerators.

3.420. The variation in pack types would depend on the basis of the enumeration, how feasible standard content packs are in relation to enumeration area sizes, and size of the country. The main advantages with this method are a standardized form of supply, less dependence on supervisors to count and repack, and a standardized appearance for census materials.

6. Census agency management role

3.421. The role of the census agency with regard to dispatch and return tasks is primarily one of liaison and monitoring. For the most part, the contractor will contact regional managers and supervisors directly about the delivery or pick up of material. The census agency can expect to be involved in liaison between the contractor and field staff during the early stages of the operation or when either group experiences problems.

3.422. The census agency management staff should meet frequently with the contractor to discuss the operation and liaison arrangements. These staff should also visit packing centers to become familiar with how the operation works.

3.423. Part of the planning of the operation will include arrangements to enable census agency management staff to monitor the delivery and return of materials. In particular, when material is picked up from supervisors, census agency management staff should maintain a close watch over what is taking place in the field as the transport of completed census forms is involved. Also, they should ensure the return of the blank questionnaires.

7. Mail-out/mail-back census

3.424. There are a number of key issues to consider in relation to distribution and return tasks when conducting a mail-out/ mail-back census. For the mail-out component, these include the following:

- A complete and accurate list of addresses for the entire country
- The postal service infrastructure throughout the entire country
- Cost

3.425. In the majority of countries, comprehensive lists of addresses are not available; this situation has the potential to impact adversely on underenumeration of a census.

3.426. Even in countries where most of the population is covered by an effective mail service and a mail-based operation is adopted as the standard procedure, there may be some regions that are unsuitable for a census mail-out/mail-back operation. Examples include remote rural areas or informal squatter camps. Non-standard procedures will need to be adopted for such areas.

3.427. Because of the lack of comprehensive mailing lists, some countries have adopted a combination of delivering forms through an enumerator and the respondents mailing them back. The issues associated with the delivery of forms are discussed in the sections above. For the mail-back component to work efficiently, the postal infrastructure needs to be able to handle the volume of mail generated by such an operation within an acceptable period. A formal agreement between the statistical agency and the postal organization would need to be in place. Issues to consider with mail-back include the following:

- Form size
- Weight
- Cost per unit
- Confidentiality and security of census forms

3.428. Forms can be mailed back directly either to the processing centers or to the regional mail-back centers specifically established to receive initially census forms when mailed by respondents. In both cases, forms received will need to be reconciled with the enumerator's record book, and procedures will need to be in place to follow up non-responses soon after census day to ensure that people have not moved and to satisfy processing timetables.

3.429. Bar code identifiers on forms and enumerator record books can be considered a basic tool for this reconciliation process.

3.430. In countries where self enumeration using the internet is an option, the statistical office will have to send mail with instructions on how to fill the census questionnaire online.

3.431. If lower than expected response rates are achieved in the mail-back process, there will have to be increased follow-up operations by enumerators. This will have a negative impact on both the census budget and the timetable.

8. Digital devices

3.432. The use of handheld devices for field data collection are becoming more common for censuses where integrated systems are deployed for enumeration area delineation, house listing, enumeration, and processing. These devices require some additional considerations for their safe distribution and return.

3.433. Electronic devices require handling and care beyond the considerations given to packed paper materials. The statistical agency may wish to consider a partnership with an in-country supplier or with a logistical company for their proper delivery to distribution centers throughout the country. Alternatively, the devices can be delivered to the central office and a cascading system can be used to distribute the devices, similar to the distribution of paper-only materials in a traditional census. In either case, each device should receive a bar code associated with the device's unique serial number. Each device should also be pre-assigned to the field member who will receive it. Staff may check the devices in and out by using a scanning system similar to those used in many libraries on a daily or weekly basis. Regardless of the exact system used, staff should sign a form indicating that they understand they are responsible for the proper use, care, and return of the devices.

3.434. The return of paper questionnaires according to appropriate operational control procedures is required for data capture in a paper-based census. Data capture usually happens instantaneously through the cellular data network or via a hardwired connection on a rolling (e.g. daily or weekly basis) in a digital censuses. Thus, when enumeration and follow-up field operations are complete, the handheld devices no longer have an operational use for the census. However, they must be returned due to their inherent value. A reverse cascading system, where supervisors collect devices from their direct subordinates, can be used to return the devices to the statistical agency.

3.435. Electronic devices also present additional logistical issues. Cases that can protect the devices from spills and minor falls should be considered for inclusion with materials delivered to field staff. The battery life of the devices must be considered against the maximum amount of time that an enumerator can expect to go without the opportunity to recharge. If the battery life is shorter than this period, for example in a remote or rural part of the country, provision must be made to recharge the device (e.g., battery packs, car chargers, generators at local census office).

IV. FIELD ENUMERATION

A. Introduction

4.1. The field enumeration phase of the census marks the peak of census-related activity. However, success during the enumeration phase rests on proper planning and process development during the months and years before the enumeration period. Institutional memory within a statistical organization usually maintains a rich collection of experience and expertise on field operations. Enumeration operations are a core competency for national statistical organizations. However, changes in technology, primarily the move toward digital mobile data collection and internet data collection, increasingly require updated policies and procedures during data collection. A key challenge for managers during the 2020 round of census will be to integrate their previous experiences with field data collection with the technologies impacting fieldwork that are becoming increasingly available.

4.2. Previous topics on planning the census and pre-enumeration operations have covered topics that have a direct impact on data collection during enumeration. This chapter is limited to the topics directly related to carrying out the field enumeration and ensuring to collect high-quality data. It covers the following topics:

- a. Types, method and timing of enumeration
- b. Role of supervisors and enumerators
- c. Living quarters and household listing
- d. Monitoring and management of field enumeration
- e. Quality assurance for field enumeration
- f. Type of technology for field enumeration

B. Enumeration

1. Introduction

4.3. Since individual enumeration is essential, main success of enumeration is to ensure that all individuals are covered and enumerated only once. For this purpose, clear descriptions for the place of enumeration and who will be included in and excluded from the enumeration are very critical for developing appropriate enumeration procedures in the field. Although general practice of application of each type and method of enumeration might be similar across countries, however, treatment for various population groups significantly differs and sometimes there is no clear instructions for enumerating those people.

4.4. This section covers the topics which have to be taken into consideration for developing enumeration procedures, focusing on enumerating special population groups and possible procedures for enumerating these groups.

2. Place of enumeration

4.5. The place of enumeration would be either the place where the person is present or the place of usual residence of the persons at the time of the census. There should be clear instructions for all possible cases which may create confusion for identification of the place of enumeration to ensure that every individual has only one place of enumeration.

a) Place where the person is present

4.6. All individuals who are present in a country at the time of the census are enumerated. With this approach, foreign residents who are present in the country at the time of the census are included but usual residents of the country who are absent at the time of the census are excluded from the enumeration. This type of enumeration removes complications associated with the application of various criteria for defining the place of usual residence. Simplicity in definition and not requiring additional criteria for enumerating population in the field are main advantage of this approach while population present count derived from this enumeration may not provide a true geographical distribution of usual residents for effective planning is major disadvantage.

4.7. People are enumerated either in the household or institutional places which they were present at the time of the census and other places in which there is a possibility of finding individuals such as hospitals and hotels can also be covered in the enumeration. Explicit instructions for the address coverage in which the enumeration will take place should be given to the field staff. Defining the addresses for temporary stay would be a challenge for the field organisation.

4.8. It is very useful to design the census questionnaire to collect information to identify the persons who are present but not at their usual residence and those who are not usual residence of the country.

4.9. The procedures for enumerating people who may be travelling or away at work during the night preceding the census day must be specified. The practice generally adopted is to enumerate persons who may have been travelling throughout the night preceding census day at the place where they are found at a reasonably early hour on the morning of census day.

4.10. Enumeration staff located at railway and bus stations, ports, ferry terminals and airports will enumerate such persons at daybreak, after making sure that they have not been enumerated at an earlier travel stop. Persons at work on the night preceding census day are generally enumerated in the place where they would otherwise have slept but for having been away at work.

4.11. For mail back or online based self-enumeration, instructions should clearly specify who in the household should be enumerated and on which day or period.

b) Place of usual residence

4.12. All usual residents of a country at the time of the census are enumerated. With this type of enumeration, the citizens of a country who reside outside the country are excluded from the enumeration, while the foreigners who usually reside in a country are included in the enumeration.

4.13. For most individuals, it is not difficult to identify the place of usual residence, however, for others; application of this definition can lead to many interpretations particularly if the person has moved often. For those people, a threshold of 12 months when considering the place of usual residence is recommended²⁷ in the form of two options: a) the place at which the persons has lived continuously for most of the 12 months or intends to live at least six months, or b) the place at which the person has lived continuously for at least the 12 months or intended to live for at least 12 months.

4.14. There can be challenges in applying the concepts of a “usual resident” if a person is considered to have more than one place of residence within a country, sometimes in different countries. There may also be those who do not considered themselves to have a usual residence at all, such as nomadic peoples. The following suggestions are provided by the Principles and Recommendations for Population and Housing Censuses Revision 3 for improving international comparability for resolving the cases where the place of usual residence is not clear or whether it is in the country or abroad.

i. Identification of the place of usual residence for specific population groups

4.15. There are various population groups for which uncertainty may arise in defining their place of usual residence within the country. The recommended conventional treatment of these cases is as follows²⁸:

- a. Persons who work away from home during the week and who return to the family home at week-ends should consider the family home as their place of usual residence.
- b. Persons of minor age in primary and secondary education who are away from home during the school term should consider their family home as their place of usual residence.
- c. Students in tertiary education who are away from home while at college or university should consider their term-time address as their place of usual residence regardless of whether this is an institution (such as a boarding school) or a private residence.
- d. The institution should be taken as the place of usual residence of all inmates who at the time of the census have spent, or are likely to spend, six months or more in the relevant institution. Examples of inmates of institutions include patients in hospitals or hospices, old persons in nursing homes or convalescent homes, prisoners and those in juvenile detention centres.
- e. Where a person regularly lives in more than one residence within the country during the year, the one where he/she spends the majority of the week or year before the census should be taken as his/her place of usual residence. These persons are not considered to be persons with no usual residence.
- f. For the (national) military, naval and diplomatic personnel and their families located outside the country the following classification rules should be applied:
 - i) If they are residing abroad for less than 12 months and they are intending to return to the place of departure, they should be allocated within the country in accordance with the rules for usual residence. In particular, they could be allocated to (by decreasing order of priority):
 - The family home address within the country, if any.
 - The duty station within the country to which they were attached before leaving.
 - ii) If they are residing abroad for at least 12 months or if they are not intending to return to the place of departure (although returning in the country within a 12-month period), they should be attributed to a 'virtual region' (extra-region) of the country of departure.

²⁷ See the *Principles and Recommendations for Population and Housing Censuses, Revision 3, Paragraph 2.50.*

²⁸ The Principles and Recommendations for Population and Housing Censuses, Revision 3, paragraph 4.43

- g. The place of enumeration should be taken as the place of usual residence of homeless or roofless persons, nomads, vagrants and persons with no concept of usual residence.
- h. A child who alternates between two households within the country (for instance after his or her parents have divorced) should consider the household where he or she spends the majority of the year before the census as his or her place of usual residence. Where an equal amount of time is spent with both parents, the place of usual residence should be the same of the parent/household with whom the child is at the census reference time.

ii. Persons who are included in the usual resident population

4.16. There are various population groups for which some uncertainty may arise about their inclusion in the usual resident population. The following persons would generally be considered in the usually resident population²⁹:

- a. Persons found at the moment of enumeration that cannot identify their place of usual residence, such as those that move often;
- b. National military, naval and diplomatic personnel and their families, located outside the country;
- c. Foreign persons working for international organisations (not including foreign diplomats military forces), provided that they meet the criteria for the usual residence in the country;
- d. Merchant seamen and fishermen usually resident in the country but at sea at the time of the census (including those who have no place of residence other than their quarters aboard ship);
- e. Persons who may be illegal, irregular or undocumented migrants, as well as asylum seekers and persons who have applied for or been granted refugee status or similar types of international protections, provided that they meet the criteria for the usual residence in the country;
- f. Persons who cross a frontier daily or weekly to work or study in another country, provided that they meet the criteria for the usual residence in the country;
- g. Children born in the twelve months before the census reference time and whose families are usually resident in the country at the census reference time;
- h. Persons of minor age studying abroad for one year or more to attain the primary secondary level of education, regardless of the frequency of return to the family home located within the country. If the person is also working abroad, the same rules for cross-border workers apply;
- i. Persons who regularly live in more than one country during a year, if they are present in the country at the moment of the enumeration;

iii. Persons who are excluded from the usual resident population

4.17. On the other hand, the following group of persons need to be considered for being excluded from the usual resident population:

- a. Foreign military, naval and diplomatic personnel and their families, located in the country, regardless of their place of usual residence;
- b. Persons of minor age attending the primary or secondary level of education whose family home is located abroad, regardless of the duration of their stay. However, if these persons are also working in the country, then the identification of the place of usual residence follows the same rules for cross-border workers
- c. Third level students who are absent from the country for one year or more;
- d. Persons who regularly live in more than one country during a year, if they are not present in the country at the moment of the enumeration.

²⁹ Principles and Recommendations for Population and Housing Censuses, Revision 3, para. 2.53

c) Obtaining both the place where the person is present and place of usual residence

4.18. If obtaining both populations is desired, the questionnaire will have to distinguish between the following persons with reference to census day:

- Usual resident and present;
- Usual resident but temporarily absent;
- Not usual resident but temporary present (visitors).

4.19. Information will also have to be obtained about the usual residence of those who are only temporarily present at the place (address) which temporary present person is found for coding to their place of usual residence. The collection of such complete information, especially if an interviewer method is used, has implications with regard to the workload placed on the enumerators and supervisors.

4.20. Special care should be taken if both place where the person is present and place of usual residence are obtained, otherwise potential problems with double counting may occur.

4.21. If a self-enumeration method is used, particular care should be taken in conveying the concepts to both the enumerators and the public. The possibility of collecting such complete information will have to be a matter of judgment for each country.

4.22. The general practice has been to adopt either of the two enumeration methods, with some variations. The enumeration method may be modified from the models described above to reduce conceptual problems for the enumerator and the public. For example, when an entire household is a way from its usual residence during the enumeration period, some provision can be made for collecting information about such persons at the place where they are found at the time of the census. To deal with such variations, careful instructions and adequate training are required.

4.23. Care should also be taken that people in these situations are enumerated consistently so as to avoid some of these people being treated one way and others in a different way. This could give rise to inequities in distribution of resources; for example, if students in one area are recorded as being residents of that area but in another area, students in the same situation are recorded against their parents' address.

3. Method of enumeration

4.24. There are two major methods of enumeration; face-to-face method and self-enumeration methods. Combination of these two methods is also applied in the same enumeration. However, application procedures of each method in the field vary from one country to another. In addition, as a result of using a new technology with these methods, there would be many variations of application of the method in the field.

4.25. This chapter presents general information about application procedures of each type of method of enumeration and the potential benefits and limitations of each method.

a) Face-to-face method

4.26. In the face-to-face method, the questionnaires, whether on paper or electronic are completed by an enumerator who conducts necessary field inquiries, usually by interview, about each housing unit and about each person. The enumerator then records the information on the census questionnaire. Owing to cost and time constraints, a representative adult member of each household usually reports for all members of the household.

4.27. The records are always in the possession of the enumerator and are not handed over to the household.

4.28. This method has been adopted in most developing countries. It has the following advantages:

- Enumerators can be well trained in the concepts, instructions and procedures;
- If there are sufficient numbers of enumerators and supervisors, the enumeration can be completed in a short time;
- In areas of relatively low literacy, the meaning and purpose of the census questions can be better conveyed to the people by oral communication rather than through printed material. Such direct interviews by the enumerators elicit prompt replies, and cases of reluctance to cooperate can generally be settled during the course of the enumeration itself;
- Within an enumeration area, the information is likely to have fairly uniform quality and consistency;
- More complex questions can be included in the census than would otherwise be possible.

4.29. The census questionnaire used with the face-to-face method can be either *paper-based or electronic using portable devices* like laptops, tablets, etc.

i. Paper questionnaire

4.30. The traditional method of enumeration is the interviewer method with paper forms. The paper questionnaire can be designed for data capture through manual entry or optical scanning. Many countries use optical scanning to achieve fast and accurate data processing.

ii. Electronic questionnaire

4.31. As the technology for mobile electronic devices such as tablet PCs and smartphones has become more widely available, the use of electronic questionnaire with Computer Assisted Personal Interviewing (CAPI) is becoming more common. In the CAPI methodology, enumerators use laptops, tablets, smartphones, or other handheld electronic devices to conduct interviews. The enumerators directly enter the responses on the digital questionnaire.

b) Self-enumeration method

4.32. Most developed countries have adopted the self-enumeration method. In this method, the information about the housing unit and the members of the household are recorded on the questionnaire by one or more members of the household. The questionnaires, along with the instructions, are distributed to every household in advance of the census date and received back after completion.

4.33. The identification and location particulars of the household are generally recorded on the questionnaires prior to being handed over to the household. This method can be adopted, with the expectation of reliable results at substantially lower costs than the interviewer method, in countries where:

- Literacy is near universal;
- Educational levels are relatively high; and
- Communication systems are widespread and efficient
- Up-to-date address or population registers exist (countries are increasingly using administrative data to improve their mailing list for self-enumeration).

4.34. The self-enumeration method is also conducive to greater involvement of other members of the household in the enumeration process. This is because it encourages consultations among family members, which should yield more accurate and comprehensive information regarding the individual members of a household.

4.35. The forms can be distributed and collected by enumerators, by mail, by telephone or electronically through the Internet. Use of several methods in one operation is very common for self-enumeration method.

i. Enumerator distribution and collection

4.36. The questionnaires can be distributed to the households by the enumerator personally and collected after a fixed period of time. The enumerator may merely act as the agent for distribution and collection or, depending on the circumstances in each country, may also assist in completing the forms.

4.37. In some cases, the questionnaires and the instructions are handed over to the households by the enumerator, with a request that they be completed and kept ready for verification. The enumerator will, in a second round, collect the forms, verify the entries and correct them, if necessary, through personal inquiries. In some countries, the verification process is rigorous, while in others the forms are only scanned to ensure that complete pages have not been omitted by accident.

ii. Mail-out/Mail back system

4.38. In some cases, the forms are mailed to households on the basis of mailing lists and received back through the mail. In this mail-out/mail-back procedure, the role of the enumerator is limited. However, there will be cases of non-response or incomplete response, in which case the enumerator may have to intervene to obtain full information. Such gaps could also be filled through telephone inquiries, where the facilities are efficient and widely available. The public communications strategy (see Chapter II Section H) will also play a significant role in providing explanatory material to the respondents.

4.39. Countries that have used mail-out/mail-back methods have indicated that significant savings can accrue if the postal and/or address register systems for mail-out are adequate. However, the preparation and maintenance of such a mail directory is difficult and expensive. Some countries use administrative data, such as tax records and public pension system records to improve the accuracy of the mail directory.

4.40. A method that involves a mail-back approach has the particular disadvantage of census materials being beyond the control of the statistical agency for a key part of the operation. This highlights the importance of some issues, including the following:

- Determining delivery strategies, which must be considered carefully in the initial planning phase;
- How to monitor effectively which households have mailed back their census forms;
- The relationship with, and reliability of the country's postal services;
- Problems with non-response rates in particular areas.

4.41. The problems with non-response rates in particular areas can be dealt with by using interviewers to follow up on non-responding households. Interviewers may visit the household that has not returned their questionnaire to conduct the interview or they may interview them on the telephone.

4.42. If there is a low response rate to the mail-back operation, the costs of following up all non-respondents could be very high. These costs may be contained by adopting direct sampling methods for those households that do not respond. An important point to observe in adopting such a practice is that all non-responding households must have a known probability of selection in the sample. Also, the follow-up must be intensive to ensure that all selected households provide a completed questionnaire.

4.43. A wide range of possible sampling plans could be envisaged, and it is beyond the scope of the present manual to consider them in detail. The key elements of the plan are that (a) it must provide data of the standard required by clients of the census program, and (b) the rules and procedures for selecting the sampled units must be easy to apply, since this aspect of the collection will, in most cases, also be undertaken by temporary staff.

4.44. For example, it may be decided that a 90 percent response rate for all geographic areas is required. Those geographic areas with response rates of, for example, 70 percent can have the balance of the households sampled at a rate of 2 in 3 to achieve the necessary 90 percent response rate. Geographic areas with initial mail response rates of better than 90 percent could have the balance of households sampled at 1 in 10. This is because there may be a difference between those households that responded and those that did not.

iii. Telephone

4.45. Another method of distribution is the telephone. A telephone number is distributed to the people with instructions on how the process will work. Then, they can call in to a number where they will speak with a computer assisted telephone interview representative. This method is generally used for non-response follow-up purposes.

iv. Internet/E-mail

4.46. The Internet is another way to distribute and/or collect census questionnaires. This method of self-enumeration is generally offered as one of many options in a multi-mode census. A notification about the census is sent out in advance either by mail or e-mail with instructions on how to complete the census questionnaire on a website. The advantage of this method is that it is cost effective. The disadvantages are similar to the mail-out/mail-in method: determining the delivery method, how to monitor which households

have completed the census questionnaire, availability of Internet in the country, and non-response rates with particular populations. In addition, data security concerns over the internet demand sophisticated solutions.

c) Combination methods

4.47. A combination of both face-to-face and self-enumeration methods is often used for the purpose of ensuring maximum coverage. In these cases, the self-enumeration method is adopted in areas where the response rate is likely to be high. The face-to-face method is used in areas, or community situations, where the literacy levels are low or special problems exist. In areas where the mailing system may be ineffective or too expensive or where the terrain or climatic conditions impose constraints, the face-to-face method is adopted as being more conducive to a better enumeration.

4.48. Furthermore, administrative data increasingly are being used in combination with face-to-face and/or self-enumeration methods to improve master address lists to increase self-response rates.

d) Other methods

4.49. Some countries have been applied other methods of enumeration for specific areas or population groups in which regular procedures of face-to face or self-enumeration cannot be applied. The followings are some examples.

4.50. All households may be listed in a preliminary round and a census station is then established in the enumeration area. Respondents are requested to gather at the census station in order to give the enumerator detailed information on each topic. In this method, the enumerator does not visit every household for the purpose of completing the forms. The preliminary listing of households enables the enumerator to keep track of non-reporting households and ensure complete coverage. However, even with the adoption of this procedure, it will still be necessary for the enumerator to visit some households. This will occur in cases such as those where, owing to illness or physical incapacity, no member of the household is able to report to the enumeration station.

4.51. The inhabitants of a village or people living in dispersed settlements may be assembled at one place and enumeration carried out. In some cases, the head of the group provides the information regarding its members. In the group approach, abbreviated questionnaires are generally used. The objective in such cases is to obtain, as a priority, reliable estimates of numbers rather than highly detailed information relating to every member of the group. The drawback of such a group approach is that people may not give full and frank answers to some questions. With improvements in communications and accessibility, and with the integration of previously isolated or special groups in the larger communities, the adoption of the interviewer method should be increasingly possible in such cases.

4.52. A similar approach may also be adopted, formally or informally, where a community group, such as recent immigrants, has relatively limited skills in the official language of the country. This approach can make effective use of limited interpreter resources and/or utilize the official language abilities acquired by school attendance of relatively young members of the immigrant group.

4.53. In recent censuses, with privacy awareness of the census increasing, there have been demands for separate personal enumeration. Those demands are still rare, but some countries allow persons to be enumerated separately. The linkages with the household and the housing unit are maintained through the use of relevant identification codes. The questionnaire is devised so that it can be sealed and either posted or handed over to the enumerator. The adoption of this procedure would imply that arrangements have been made for early checking of such returns and amendments through personal contacts, if necessary. A reduction in the numbers of such returns can be attempted by supervisors in difficult cases through personal contacts.

e) Changes in enumeration method

4.54. Most countries have tended to retain the method of enumeration they have used in past censuses. Any strategic change in the method requires careful testing and evaluation before it is introduced.

4.55. Unless there is remarkable improvement in such factors as educational levels and communication and postal systems, changes in traditional systems will be fraught with risk. This does not mean that innovation should always be rejected. Even within traditional systems, it will be worthwhile examining the procedures to determine possible areas of improvement. Such an examination and testing of possible improvements can be profitably undertaken during the intercensal period and take advantage of experience in other countries. Such methodological studies should be part of the constant attempt to improve census practices.

4. Population groups difficult to enumerate

4.56. In general, majority of population can be enumerated through general procedures of face-to-face or self-enumeration method explained in the previous section of this chapter. However, in every country, there are specific population groups for whom alternative arrangements are necessary in order to count them effectively. For these groups, special enumeration procedures need to be adopted. Developing special enumeration procedures is a complex process, because different measures are needed for different types of population groups. There might be many diverse groups that have to be considered when developing these procedures. In general, challenges can be grouped into broad categories: i) Challenges focusing on particular sub-groups of population, and ii) Challenges mostly related to the type of environment in which the people live³⁰.

a) Sub-groups of population

(i) People with language difficulties: People with language difficulties – not all respondents will speak/understand the language(s) which the census is being conducted. Therefore, consideration and thought needs to be given about translation services and materials with particular consideration given to understanding the types and concentrations of languages required.

(ii) Migrants: Recent migrants to the country may be unfamiliar with the language or may be unfamiliar with the census and the reasons for collecting the information. Therefore, as part of developing the enumeration design

³⁰ *Principles and Recommendations for Population and Housing Censuses, Revision 3, Part III Chapter 7 and Part IV Chapter 2.*

consideration needs to be given about communicating with these groups, particularly about the benefits of the census to ensure that they understand and are more likely to respond.

(iii) Students: Students can pose a risk to the quality of the enumeration as they tend to be large in numbers and highly concentrated around universities or other institutions for post-secondary education in large numbers. Therefore some consideration should be given as to whether they require slightly different more specific methods (particularly if they live in large living quarters) or tailored communication to ensure they understand the benefits of completing a census questionnaire.

(iv) Elderly: Particular assistance may be required of the elderly population where literacy rates may be lower, or some of the concepts (such as 'age') are different to what they remember or relate to. For example depending on the circumstances, additional materials may be required (such as a calendar of events to help remember/estimate their age) or specific activities to provide assistance in completing a questionnaire/interview from supporters (such as family members, village elders, residential home staff).

(v) Stateless persons. These are individuals who are not considered as nationals by any State under the operation of its laws. They are often undocumented and may not wish to be enumerated. However, every effort should be made to include such persons in the census. The census office should work with responsible government agencies, non-governmental organizations familiar with this population group and the United Nations High Commissioner for Refugees (UNHCR) to establish the best method for identifying stateless persons and collecting census information on them. Country of citizenship is generally essential for the identification of this group, however, the census office should consult with relevant ministries and agencies, including the UNHCR, to determine whether additional information (such as residence history or identity documentation) may be required to establish the status of a stateless person.

(vi) Enumeration of the defence forces. The procedures for the enumeration of the defence forces and the presentation of data for this group are matters that need special attention when planning the enumeration. In some countries, defence personnel are enumerated but the results are aggregated in a way so that these personnel cannot be identified from the published data. In particular, most countries present the data in a way that prevents the identification and location of defence camps and concentrations of troops. This is often a matter of state policy and security.

4.57. Appropriate enumeration and tabulation procedures will have to be developed for this purpose by each country. It is beyond the scope of the present manual to specify the full range of possible procedures. However, the probability of identifying current locations of forces is reduced under a usual residence census. This will require careful management of the actual enumeration task to ensure that people are able to report their usual residence when enumerated in barracks or defense camps. Caution should also be exercised to avoid the risk of double counting defense personnel in a usual residence census.

b) People living in a specific environment

(i) Nomads and persons living in areas to which access is difficult. Making contact with these groups to enumerate them can be difficult, particularly as part of a point in time count. Enumeration may need to be done at a different time, over an extended period, or by using alternative methods to enable contact with these

groups. For example, countries might consider asking those who provide services to these groups to assist with their enumeration. Seasonal movements may be identified in advance and this information can be used by collectors to enable contact. There needs to be planning and consultation, particularly with influential members of these groups, prior to the census to organize for their enumeration. Communications that publicize the benefits of the census, and engaging appropriate leaders in support of the census may assist coverage. Awareness of cultural issues relevant to specific groups should also be considered in developing enumeration strategies.

(ii) Homeless or roofless persons, vagrants and persons with no concept of usual residence. These should be included in the population count, and the census office should work with local government agencies, charities and other supporting bodies that provide support for this population group to identify the best method of collecting census information from these people.

(iii) Rurality – understanding the extent of rural populations and the associated logistical and management challenges with running a collection exercise in these areas needs careful consideration.

(iv) Civilian residents temporarily absent from the country. As these persons will be absent from the country at the time of the census, they will be excluded from a population present count. To produce a usually resident count, countries may collect information on these people from another family or household member present at the time of the census, but where a complete family or household is outside the country at the time of the census, it may not be possible for the census to collect information about these people. Estimates for usual residents temporarily absent from the country based on other sources may be required to produce reliable estimates of usual residents for planning and policy purposes;

(v) Civilian foreigners who do not cross a frontier daily and are in the country temporarily, including, undocumented persons, or transients on ships in harbour at the time of the census. These groups may be in the country at the time of the census and therefore they are part of the population present count. It is important to include these groups in the population count if their demand for services is to be considered for planning and policy development purposes. However, these groups may prefer not be counted, either because they fear ramifications from being counted or they do not identify themselves as part of the population of the country. Language and communication may present challenges. Countries need to develop strategies, appropriate for their context, to include these groups in their enumeration;

(vi) Refugees, asylum-seekers and internally displaced persons. Refugee populations, asylum-seekers and internally displaced persons (in and outside camps) should be enumerated and their numbers presented separately, allowing calculation of country population excluding such groups, when such population count is required for non-demographic purposes;

(vii) Military, naval and diplomatic personnel and their families located outside the country and foreign military, naval and diplomatic personnel and their families located in the country. Apart from the difficulties mentioned in (d) and (e) that are common to groups who are absent from their own country, enumeration of these groups is subject to diplomatic protocols. Detailed counts and characteristics of these groups may be considered sensitive on security grounds in some countries. Counts of these groups may be available from administrative records;

(viii) Merchant seamen and fishermen resident in the country but at sea at the time of the census (including those who have no place of residence other than their quarters aboard ship). Identifying that the ship will be at sea at the time of the census may be problematic, so countries will need to develop strategies to ensure inclusion of this group in the population count. This may include providing this group with census forms before their ship goes to sea or enumerating the ship before the time of the census.

(ix) Civilian foreigners who cross a frontier daily to work in the country. This group should be excluded from a usual resident population count. The practice of counting people where they spend census night removes much ambiguity and reduces possible duplication. The difficulty then is trying to include them in a service population if countries want to consider this group in policy development and in planning service delivery;

(x) Civilian residents who cross a frontier daily to work in another country. These persons are usual residents of the country and should be included in the population count;

(xi) Persons living in buildings with restricted access. Some properties/establishments /communities /compounds have controlled access which will make it difficult to access to gain an interview or deliver/follow-up on a questionnaire. Access control mechanisms may include locked gates with an intercom to each individual dwelling or gates/doors managed by a concierge or security guards. When developing enumeration procedures, advice needs to be given as to how to gain access and actions to take if access proves difficult. Some of the activities may include: building a relationship with the owner of the properties to approve access to engage with residents; using the postal service to deliver questionnaires to these properties; additional communication methods (such as a letter informing residents about the census and how to complete their questionnaire or inviting them to arrange a particular time to complete their questionnaire via interview).

5. Timing and duration of enumeration

a) Timing of enumeration

4.58. The time of year during which the census enumeration will be conducted is an important planning factor. Some of the main issues that will determine the best time of the year for the enumeration include the following:

- (a) Desirability of selecting that period of the year:
 - During which the enumeration can be carried out simultaneously in all parts of the country,
 - During which it is likely to yield the most typical data; and
 - During which operational problems will be least.
- (b) Operational issues. Consider weather conditions that may hamper field operations and calls for a large mobilization of surface or water transport vehicles. The mustering of such input may not always be possible or affordable. The safety, retrieval, transport and storage of census field records immediately after the census enumerations are important considerations.
- (c) Seasonal conditions. Extreme heat or severe cold will present risks to the enumerators, while heavy rain or snow may make some areas inaccessible. In countries with sharply contrasting seasonal patterns in different geographical regions, the most suitable period of the year for the major part of the country could be selected. Additional input of transport, staff or other requirements owing to

adverse weather conditions in the specified areas can then be allocated. Sometimes, such considerations may compel separate enumeration of the nomadic population.

- (d) Expected change with the seasons. In some countries, the activity of large proportions of the population differs markedly between seasons. For example, agricultural workers may have a peak period of activity only during the agricultural season or at harvesting time. In such cases, it is unlikely that the affected part of the population will be able to devote the time needed to complete census forms. The decision as to how these activities can be reflected in a census can also be influenced by the design of reference periods for specific questions, and is a matter for each country to consider.
- (e) Demographic and social factors. These will also be relevant if there are large migratory movements of the population during certain periods of the year (for example, undertaking harvest activities).
- (f) Periods of long holiday festivities, pilgrimages or fasting, which should be avoided.
- (g) Availability of personnel for the field force. In many countries, officials such as school teachers are employed as enumerators and/or supervisors. The period of the year chosen for the census should be when these staff are available and with the least disruption to their usual work.

b) Census reference time

4.59. Having determined the time of year in which the census should be taken, it is necessary to refine the timing of the census to a specific point in time.

4.60. An essential feature of a census is that each person, or each set of living quarters, is enumerated with reference to the same predetermined point in time. This census reference time is usually midnight at the beginning of the designated census day.

4.61. Each person alive at the census reference time is included in the count. People who die after this reference time are included, while people born after this time are excluded.

4.62. Every structure, housing unit or set of living quarters that exist, or have reached a defined stage of completion, as at the census reference time is included in the housing census, irrespective of whether it is occupied. This arrangement will give a true inventory of housing stock. If the housing census is independent of the population census, an appropriate reference time will have to be specified for the housing census.

4.63. The concept of the census reference time is relevant for certain characteristics of the population such as age, marital status and place of enumeration. Not all characteristics are defined in terms of such a specific point in time. Information on many census topics is elicited on the basis of other periods of time. For example, labor force status is usually based on a longer time frame.

4.64. In actual practice, enumeration may begin before or after the census day. If before, the forms are either distributed or interviews conducted over a short period before census day and collected or updated in a short round after census day. If after census day, the forms are distributed and collected or interviews conducted over a few days following the census reference time. In either case, the information collected will refer to the situation at census reference time.

4.65. Some countries have adopted a moving census day such as the night before the enumerator's visit or the Sunday prior to that visit. This procedure is not recommended, although it has been adopted where problems force the extension of the enumeration period over a period of a month or longer. Such problems could include:

- Insufficient field staff;
- An unsatisfactory map base; and
- Absence of sufficient logistic support.

4.66. The rationale for adopting a moving census day is that the respondents will not be able to recall details of the number, and characteristics, of the members of their households on a day significantly before the enumerator's visit. Therefore, census day has to be moved nearer to the day of the visit. The adoption of this procedure involving a long reference period, while preferable to no census at all, will increase coverage error and make the interpretation of the data more difficult.

4.67. If experience has shown that a particular census day or date has been found convenient and conducive to a good census, succeeding censuses should preferably be conducted with the same reference date. Unless there are strong reasons to depart from this practice, the timing of every census at the same time of the year would be desirable.. A regular census date enhances the comparability of the data and facilitates analysis. The tradition of a fixed census date in a country also provides administrative discipline, motivating all those involved in the census to make necessary preparations in a timely manner.

c) Duration of enumeration

4.68. The actual duration of the enumeration period must be carefully considered and the advantages and disadvantages of each option compared. However, it is worth noting that a census is not an exact science, and whatever the duration adopted, there will need to be some trade-off between practical application of the census in the field and data quality. Such trade-offs need to be balanced in the best interests of the most efficient and effective census.

4.69. The duration of the census enumeration will be determined by the magnitude of the census operations, the availability of staff, logistic support and the method of enumeration. In principle, the enumeration period should be as short as possible.

4.70. In the face-to face interviewer method, the duration should allow enough time for enumerators to complete the questionnaires in their workload without being rushed. If the time provided for interviewing is insufficient, the coverage and quality of enumeration will suffer. Conversely, a period that is too long may reduce the quality of the census since respondents will have problems with recalling numbers of persons, or details of individual characteristics, with accuracy. In particular, extended periods of enumeration may result in incorrect reporting of numbers.

4.71. In a census that relies on self-response, if the period between the delivery of the forms and the time for collection or return is too long, there is a risk that the forms will become lost in the household or, at best, overlooked. Further, having too long of a response period could result in inaccurate information being provided owing to problems of recall.

i) A one-day enumeration period

4.72. A few countries plan their enumeration so that it is conducted in a single day. A one-day enumeration is usually achieved by all persons staying at their residence on the chosen census day. However, apart from the several disadvantages listed below, such enumeration sometimes results in heavy-handed curfew measures that may negatively affect responses.

4.73. The adoption of the one-day procedure avoids the complexities that may arise owing to movement of people during an extended enumeration period. However, it has many disadvantages:

- A large number of enumerators are required for completion of the enumeration in all areas simultaneously in one day. The enumerators will have less opportunity to become proficient, as compared with a longer period of enumeration. This is because they are operating at the bottom of a learning curve.
- In terms of budgetary efficiency, a higher proportion of expenditure is attributable to overheads (recruitment, training, etc.) than to actual enumeration.
- The supervision of fieldwork may tend to be superficial.
- There are likely to be more coverage errors, especially in urban areas where the optimum workload for a day cannot be predetermined accurately.
- To fit in with the shortened time period the content of the census will have to be restricted in comparison with what could be achieved with a longer period. The choice of topics and the degree to which information on those topics can be collected will be limited.

4.74. In actual practice, a census with a one-day enumeration period is accomplished by distributing the forms in advance for initial completion or interviews are conducted by the enumerators before census day and then verified and updated on the census day. This may overcome many of the disadvantages listed above.

ii) Longer enumeration period

4.75. The adoption of a reasonably long period of enumeration would permit the use of a smaller number of better-trained enumerators. Also, the scope of the census could be expanded and, as a consequence, its utility enhanced. The enumerators would improve their skills after the start of the enumeration and supervision could be organized in a more effective manner. The inquiry could be conducted at a reasonable pace so as to ensure both accuracy of coverage and quality of information. However, if the enumeration period is too long, the defects in coverage and quality mentioned earlier might emerge.

iii) Rolling census

4.76. Rolling census refers to a type of census where data are collected over a period of time by a continuous cumulative survey. Implementation of a rolling census requires complex sampling and modeling techniques. France is an example of a country that is conducting a rolling census. Information on individuals and households is collected through a continuous cumulative survey covering the whole country over a period of time (generally years), rather than a particular day or short period of enumeration. The two main parameters of a rolling census are the length of the period of enumeration (which is linked to the frequency of updates required) and the

sampling rate (which depends on the geographic levels required for dissemination purposes). The United States switched the long form of their census to a rolling survey.

d) Critical dates

4.77. Some enumeration-related activities have critical dates or deadlines. The most obvious example is the census date itself. If procedures are not in place and field staff employed and trained in sufficient time, the census date will be missed and the results will be disastrous. As the census date is the most important critical date, all other critical dates must be considered in relation to it.

4.78. Critical dates should be regarded as immovable. That is, if a date is to be considered critical, it should not be changed or allowed to be changed without serious consideration by the executive management of the census.

4.79. Early planning should establish the critical dates that will apply to the census enumeration phase. Some factors external to, or beyond the direct influence of, the statistical agency should be taken into account when establishing critical dates for census enumeration. Dates for the following key milestones may be considered critical dates. These will vary from country to country depending on the type of enumeration.

- Government approval for the census. Setting a date for an approval is necessary because of the potential consequences, such as not being able to print the questionnaire until the government has approved the census;
- Completion of questionnaire design to ensure that printing can begin on time;
- Start and completion dates of questionnaire printing;
- Recruitment of field staff in sufficient time to allow training to be completed before enumeration starts;
- Training of field staff before enumeration begins;
- Start of enumeration;
- Completion of enumeration.

6. Role of enumerators and supervisors

4.80. Canvassing the whole territory of a country and each housing unit and household requires a well-organized workforce of enumerators and supervisors – they play a critical role in the accurate and complete enumeration of the population and living quarters. Uniformity in conducting the census and, therefore, ensuring consistency and equal quality of collected information, is of paramount importance and it is achieved by following instructions as provided in the enumerators' and supervisors' manuals. In turn, those manuals need to be comprehensive in their coverage of all possible situations and interpretations of response by interviewees thus providing sufficient information to both enumerators and supervisors to work independently in the field.

4.81. In the light of contemporary concerns regarding the confidentiality and privacy of individual information provided for statistical purposes, enumerators and supervisors require special training in relation to these

concerns. This part of the training would rely on the provisions regarding the confidentiality of statistical information³¹ as well as census legislation.

a) Role of supervisors

4.82. Duties of supervisors vary from one country to another depending on many aspects regarding the field organization, the method of enumeration and the method of quality assurance of the field enumeration. Main responsibility of supervisors is to supervise the work of several enumerators within the supervisory area³². They have to ensure that the enumerators complete their work accurately and in a timely manner. In general, the supervisor has three main duties: a) train the enumerators under his/her supervision, b) distribute precise and unambiguous assignments to enumerators under his/her supervision, and c) control the quality of the work undertaken by each enumerator under his/her responsibility on daily basis.

4.83. As for methods for controlling the quality of the work of enumerators, they will vary depending on the enumeration method and technology applied. In general, they consist of verifying that the enumerators: i) updated the maps, ii) visited all listed living quarters and iii) completed the questionnaires for all households and each person living in the household. These tasks involve regular and direct interchange with the enumerators and re-visiting the households in the field during the enumeration and after the enumeration have been completed³³. Supervisors can also be called upon to explain to households or community groups the purpose of the census and the importance of providing complete and accurate data.

4.84. During the course of the enumeration certain challenges will arise which will require special intervention by supervisors. The most likely challenges and the recommended interventions are given below:

- *Refusal to give information.* In cases where the enumerator has not been able to secure the cooperation of the household, the supervisor should intervene and directly explain the importance of providing information and the confidentiality of the information that they provide.
- *Difficulty in gaining entrance.* In the case of gated communities, the supervisor should make contact with the agency that provides security services to the gated community to secure permission for his/her enumerators to be admitted. If he/she encounters difficulty then the matter should be referred to the regional census office for its intervention (in some countries, refusing to provide access to census-takers represents a felony, hence, low-enforcement agencies may also be involved). In the case of communities where access to the household is against the tradition and/or religious practices, the role of the supervisor is to undertake early communication with the leaders of these communities, thus ensuring full cooperation with enumerators.
- *Ensuring the safety of enumerators.* In such areas where the principle of “safety in numbers” should be followed, it is the role of the supervisor to ensure that the interviews are conducted by groups of two or more enumerators accompanied by their supervisor. In areas where even this approach is felt to be inadequate in terms of ensuring security for the enumerators and supervisors, low-enforcement services should be requested to provide protection. In order to reduce the time enumerators spend in such areas, team-enumeration should be employed to accelerate the process.

³¹ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para. 3.285.

³² *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para. 3.142.

³³ See the section D of this chapter for more explanation about the role of supervisors for quality assurance of the field enumeration.

- Securing cooperation from immigrants/refugees in giving information. Where enumerators encounter difficulty in obtaining information from such groups, the supervisor should emphasize to them that all information given will be treated confidentially and will not be used for immigration purposes or shared with any other agencies.

4.85. First-level (field) supervisors are required to report to second-level (district or similar) supervisors regularly about the progress in their supervisory area and on the performance of enumerators to ensure complete enumeration in a timely manner. See chapter III for more elaboration on the duties of supervisors.

b) Role of enumerators

4.86. Enumerators are responsible for accurately recording all required information on the living quarters, households and each individual living in a assigned area and reporting the progress to their supervisors. It is important to make sure that enumerator`s manual and instructions are well-understood by enumerators through providing efficient training and well-established supervision mechanisms³⁴.

4.87. Main duties of enumerators can be classified by three phases of the enumeration (See chapter III, for more information about the duties of enumerators):

Before the enumeration

- a. Attending the training courses and studying the questionnaire(s) and manual/instructions
- b. Obtaining all census materials, census questionnaires, maps, forms, etc.

During the enumeration

- c. Identifying the boundary of EA and other land marks
- d. Updating the address list using the census maps provided
- e. Visiting each and every living quarters and enumerate all individuals according to the type of enumeration
- f. Enumerating the homeless in the given EA
- g. Filling out the field enumeration sheets
- h. Reporting the progress to supervisors periodically

After the enumeration

- i. Checking the field again to ensure that all living quarters visited and people are covered
- j. Filling out the forms and submitting all census materials to supervisors

4.88. Errors by enumerators translate directly in either content errors or coverage errors, therefore, having direct and adverse effect on the quality of the overall census and its results. Thus, while all efforts need to be made in terms of training and ensuring a fair compensation for their work, it is also of paramount importance to develop methods and techniques to supervise their work while on the field by regular and frequent checking of both the quality of collected information and the coverage of units in assigned EA. In that context, it is also necessary to ensure that enumerators are well aware of the consequences of inadequate work that can result in

³⁴ See Chapter II Section H. Field staff training of this Handbook.

dismissal as well as of compromising the confidentiality and the privacy of collected individual information that can result in criminal prosecution.

7. Living quarters and household listing

4.89. A listing of sets of living quarters and households³⁵ which are available at the beginning of enumeration is an instrument for the control of the enumeration as guide to monitor the completeness of the quality of the enumeration of the population in a given area. Such a list is also useful for organisation of the field enumeration. This list can be used for: a) estimating the number of the enumerators, b) estimating the time required for the enumeration, c) estimating the number of census questionnaires and other materials needed in a given area. It is also important for establishing necessary links between population and housing censuses when they are carried out separately.

4.90. It is likely that census maps contain errors, and sometimes these errors may be significant. Since the work for census mapping is conducted several months or even several years ahead of the enumeration, new structures may not be updated in the enumeration maps. Therefore even if census maps are prepared for conducting a census, there might be a need for updating the living quarters and household listing.

4.91. There would be several objectives for carrying out this field work depending on the needs of a country, such as:

- Listing all living quarters and households due to the absence of adequate and updated maps particularly for remote/rural areas
- Updating the list for correcting the existing maps. It would be necessary if a country experiences a heavy construction and new settlements
- Updating the list of addresses for self-enumeration, whereby questionnaires are sent to the households by mail

4.92. The field work for listing the living quarters should be carried out several months before the enumeration if the aim is to update the existing census maps or if there is a need for accurate address list for self-enumeration. A listing of sets of living quarters, particularly in densely settled places, cannot be made unless streets have names and building have unique numbers. Individual apartments in multi-dwelling buildings need to be numbered or otherwise unambiguously identified. Where these prerequisites do not exist, numbering immediately prior to the census would prove useful.

4.93. Listing the living quarters can be conducted during the enumeration before starting the actual enumeration in the field. Enumerators can check the census maps in the field and prepare the list of living quarters and households as first assignment during the enumeration. This field exercise has many advantages:

- i. Enumerators and supervisors will get familiarity with the area that they are responsible before starting the enumeration,
- ii. The errors related to the border of enumeration areas -overlapping or missing some living quarters- can be found at the beginning of enumeration,

³⁵ For definitions of living quarters and households, see Principles and Recommendations for Population and Housing Censuses Revision 3 Part IV.

- iii. New or a living quarter not included in the maps can be added and demolished units can be marked on the maps. The updated maps can be collected by the cartographic staff to follow up revisions
- iv. Additional enumerator can be assigned to the area at the beginning of enumeration, if the updated list cannot be completed by one enumerator in the given period,
- v. The updated list can be used for monitoring the field work and coverage control during the enumeration

4.94. If the population registration system exists, the address lists can be easily generated from the registers. This list can be updated during enumeration and used for improving the population registers by reporting any discrepancies found in the field.

C. Monitoring and management of field enumeration

1. Introduction

4.95. The key to successful monitoring of the field enumeration is an efficient and relevant management information system. However, collecting management information for this activity is difficult because of the large numbers of field staff involved and the fact that these staff are often widely dispersed geographically. Therefore, it is important to ensure that the information collected is needed and will be used constructively in the management of the operation. The information can be collected and transmitted by a variety of methods (e.g., telephone, fax, e-mail, instant messages, SMS, business intelligence systems). The issues outlined in this section are applicable to whichever method is used.

4.96. The nature of the field operation means that management information may take some time to be acquired and received by the intended user. If it is determined that the information cannot be acquired in a timely enough manner to be used effectively, it should not be collected. Alternatively, the type of information or level of detail should be reconsidered and reorganized.

4.97. A key point is that a small amount of good information will be of more use than a large amount of poor or incomplete information. The information must be able to be used effectively, otherwise there is little point in collecting it.

4.98. Some countries equip each regional office with computer, printer, telephone and fax services. Service centers are established with a special census hotline for receiving inquiries from the public and the field staff. The central office of the census agency receives inquiries, the census key staff discuss them and then fax the answer to the intended party. Sometimes, the answer to an inquiry made on an important point is circulated to all field offices.

2. Planning a management information system

4.99. Planning a management information system for the field operation should comprise the following steps:

- a) List all potentially useful items of information, for example, number of applications received for field positions, dates training is to be started and completed and number of dwellings interviewed or enumerated. Wherever possible, have benchmark data for comparison, for example, the number of positions available compared with the number of applications received.
- b) Consider how and when each item of information may be collected.
- c) Consider how each item of information will be used and by whom. For example, information about application shortfalls may be used to start action to attract more applicants by different means.
- d) Review the value and usefulness of each item with a view to keeping the list to the minimum of those considered essential or highly desirable. Items considered low priority should only be included if the cost is marginal and there is at least some evaluation use for the information.
- e) Incorporate the final list into relevant work plans.

4.100. The type of information to be considered as part of the management information system should improve the ability of managers to:

- Ensure that the field operation proceeds according to schedule
- Respond to public relations issues
- Ensure that field staff are paid correctly and on time
- Manage the budget
- Evaluate the effectiveness and efficiency of the operation

4.101. The nature of the information that may be collected varies. It may include the following:

- a) Date or dates that particular activities are started or completed
- b) Piece rates or amounts, such as number of dwellings interviewed or enumerated
- c) Volume, such as percentage of enumeration completed
- d) Status, such as incomplete, started or finished
- e) Type (and number) of calls to the telephone inquiry service (including number of certain types of calls)

4.102. The information may also be required at different levels in the management hierarchy. For example, the number of applicants may be reported at the regional level, while the status of completion of a particular activity may be reported at the enumeration area. It depends to a large degree on who is going to use the information and at what level of detail.

3. How to collect management information

4.103. This depends largely on the technology and communications infrastructure available to the census agency and temporary field managers and staff. Information can be transmitted between the different field management levels and the census agency as follows:

- Electronically (e-mail, telephone, or internet-based digital operational control)
- By the postal service
- With the return of the bulk census material

4.104. The use of each type of transmission will impose its own requirements as far as the style of reporting is concerned. For example, e-mail and fax may use a standard form designed for that purpose. An electronic operational control system would have these forms digitized and the information contained on them continually

updated. Telephone transmission may require the recipient to use a form designed for ease of receiving verbal information and to maximize telephone operator effectiveness. Returning information by a postal service may require that management books allow single duplicate pages to be removed.

4.105. The relative urgency of some types of information may dictate the method to be used. For example, information required to pay temporary field staff may need to be transmitted by post or electronically rather than waiting for the bulk census material to be returned to the processing center.

4.106. In some cases, a number of different methods may be used to send information from the enumerators to the census office. For example, an enumerator may make a verbal report to his or her supervisor, who then uses the telephone to send a consolidated report to the regional office, where an e-mail report is made to the central office.

4.107. These factors need to be considered within the context of the particular country. What will work in some countries may not be appropriate in others.

4. Where to start

4.108. Like any census activity, it is not possible to plan the management information system for field operations as a single isolated task. Information requirements should be considered for each area of the field operation, dependencies identified and requirements consolidated into a plan. The consolidation phase should include discussions with other stakeholders of the field operation phase.

4.109. The information requirements can be expressed initially in the form of questions. The actual data requirements can then be derived from the questions. For example, to answer the question “Have all field staff been trained?” the data requirement would be a yes or no status report from field managers. In turn, this may be recorded in the field manager control book as a record of the date training was completed (a date equals a yes status, while no date equals a no status).

4.110. The question method is useful in “what if” planning sessions to start developing ideas. A small group of people from stakeholder areas can hold discussions about the questions to which they need answers. Questions are written down throughout the session and reviewed afterwards. This review begins the process of prioritizing and identifying particular data requirements.

5. What to collect

4.111. Included in this section is a list of areas in the field operation and types of management information that may be collected. It is not an exhaustive list but is a useful starting point for planning. More detailed information about particular aspects of the census can be obtained from other statistical agencies, in particular those with similar attributes and infrastructures that have recently taken a census.

a) Budget

4.112. In field operations, a significant proportion of the census budget is usually spent on salaries for temporary field staff. Furthermore, a high proportion of this expenditure is incurred over the brief enumeration period. As a result, usually little can be done at that time to resolve budget difficulties.

4.113. Therefore, management information data must be gathered early enough to ensure that sufficient funds are available to undertake the work. More senior staff (especially regional managers and supervisors) should provide an evaluation of the workload in their areas before enumeration commences so that potential problems can be identified and resolved. They are then responsible for ensuring that their staff work within that budget.

b) Mapping and household listing

4.114. The mapping area provides the basis for most logistical planning for the field operation, as well as the crucial details of the number of enumeration areas and their estimated size. In some cases, the mapping will be done before the household listing exercise, if this is undertaken. In other cases, it may be conducted during or after household listing.

4.115. When mapping is carried out as part of household listing, the data collected can reliably be used for subsequent census management tasks. For example, information about the estimated number of households in each enumeration area would be aggregated to management levels and used to check that sufficient materials were being dispatched to the particular area. The actual number of field workloads can be used to check the budget.

4.116. Mapping and household listing is usually a large exercise that takes a considerable amount of time to complete. Therefore, the work should be scheduled and management information requirements managed in a way that enables packets of information to be added to the management information system progressively.

4.117. Specific management information data items from mapping and household listings may include the following:

- Number of enumeration areas
- Number of management areas
- Estimated households in each enumeration area
- Estimates of potential travel requirements
- Intelligence about problem areas

c) Logistics

4.118. Logistics is another key area for early information management and surveillance. Information about the number of workloads can be used to determine the amount of material needed to complete the enumeration, which in turn can be aggregated to determine print quantities. These estimates being available in the early stages of planning will enable an accurate costing of materials. They will also assist in establishing realistic schedules for activities such as printing and transport. The processing centers can also use these estimates to prepare for the estimated volume of material, as well as estimates of the number of workloads and records to be processed.

- 4.119. Management information on logistics is based around three broad areas:
- a. Material acquisition and preparation
 - b. Delivery of materials in bulk into the field and to enumerators
 - c. Return of materials from the field to the processing center
- 4.120. Material acquisition and preparation specific to management information may include the following:
- a. Number of materials ordered and received (e.g., number of census forms printed)
 - b. Date of receipt of materials
 - c. Amount of material and date prepared (packing, management books and maps)
 - d. Amount of material and date dispatched to, and received at, each management area
 - e. Amount of additional material requested (for evaluation purposes)
 - f. Number of forms expected to be mailed in (where applicable) from the enumerators record book
 - g. Number of handheld devices delivered/pre-positioned
 - h. Handheld devices checked-in/out by field staff
- 4.121. The method of packing material will determine the units of measurement. See Chapter III Section I above.
- 4.122. For the delivery and return tasks, the key management information items will be the dates on which these tasks were completed for specific geographic areas.

d) Recruitment

- 4.123. Management information about recruitment is aimed at enabling census managers to ensure that there are sufficient applicants from which to select suitable candidates for all field positions. A strong field of applicants increases the possibility of obtaining good quality field staff.
- 4.124. Specific management information items may include the following:
- a. Number of positions available, by management area (from the mapping system)
 - b. Number of applications received, by day (during the recruitment period)
 - c. Number of applications initially rated acceptable (where practical)
- 4.125. During the recruitment activity, emphasis should be given to information that enables managers to respond to shortfalls of applicants in particular areas.

e) Training

- 4.126. Well-trained enumerators are essential to the successful carrying out of a census. Information about training is reflected in reports from field supervisors and managers that training has been conducted before the staff commence enumeration work.

4.127. Specific management information items may include the date training was completed and the number of staff trained.

f) Operation

4.128. Information to support, and later evaluate, the field operation is mainly obtained from records created by field staff or inquiry service staff. In some cases, the information may be received in time to respond with action (e.g. calls from householders that forms have not been delivered or that the enumerator has not called). However, most information obtained during the operation is used for subsequent evaluation purposes.

4.129. Much of the information is obtained from control books and other records (e.g., packing slips) that are eventually returned from the field. The objective is to ensure that information being recorded is useful. Even if the information cannot be acted on to rectify a problem in the field, it can be used to inform processing center staff about potential data quality issues. It can also be evaluated later on to improve the operation in future censuses.

4.130. In a digital census, it is much easier to gather intelligence metrics in real time and spot areas of problems to take early action.

g) Public relations and inquiry services

4.131. Where a service is provided for respondents to call the census office, the management information that can be obtained is of enormous value. Such services will be of particular value where the collection is undertaken on a self- enumeration basis rather than by interview.

4.132. In some cases, such a service enables corrective action to be taken in the field, while in others, it may alert census managers to a need for additional widespread publicity about the census.

4.133. Calls to such a service should be logged and some basic information recorded. This may include:

- Time of call
- Location of caller (enumeration or management area)
- Reason for call

4.134. The reasons for the calls should be monitored to detect emerging problems requiring corrective action.

D. Quality assurance for field enumeration

1. Introduction

4.135. Quality assurance during field enumeration tends to identify problem enumerators within the enumeration workforce rather than systematic or process errors. This is a consequence of the brief duration of the enumeration activity and the limited scope for improving this process once it has commenced.

4.136. The strategies outlined in the sections below will enable these enumerators to be identified. However, these strategies will also allow evaluation to occur after enumeration so that improvements can be made to future censuses. These quality assurance strategies can also be implemented in any pilots leading up to the census so that identified problems can be addressed before the census.

4.137. Section 3 below assumes that the census is face-to-face interviewer based. Countries that use a self-enumeration, drop-off and collect approach should in particular adapt section 3 to focus on the respondent contact elements and omit parts specifically dealing with interviewing. Sections 4 through to 6 are relevant for both face-to-face and self-enumeration methods.

4.138. The scope for quality assurance in field operations is more restricted where the mail service is used for the delivery and return of forms.

4.139. The present section also concentrates on the quality assurance conducted by supervisors on the work of the enumerators. Ideally, managers may also wish to conduct spot checks on the work of the supervisors. However, it is recognized that in reality, owing to other work pressures, this may prove difficult for managers to organize.

2. Role of supervisors

4.140. Supervisors play a critical role in assessing and reviewing the performance of enumerators and ultimately influencing the quality of the census. The supervisor is also an important link in terms of evaluating the procedures, documentation and training for census tests.

Box IV: 1 Supervisory Re-Interviews during the 2010 Philippines Census of Population and Housing

Any inconsistencies found by the supervisors were discussed with the concerned EN (enumerator) for correction. Through spot-checking, ENs were observed if they did the procedures on the following activities correctly: - canvassing - mapping - listing - interviewing - closing of interview (reviewing completed questionnaire, thanking the respondent).

According to the instructions, every CAS/ACAS (census area supervisor/assistance census area supervisor) had to re-interview with at least one household enumerated by each EN assigned in their area of supervision during enumeration period. Also, for the same EN, the interview for at least three households was observed by CAS/ACAS.

Source: 2010 Census of Population and Housing Manual, National Statistics Office

4.141. By adopting quality assurance, and collecting and analyzing quantitative information, an important aspect of the overall quality of the census can be substantiated. In problem cases, these checks may enable corrective action to be taken before census forms leave the field. It also provides census management with information about the quality of the enumeration.

4.142. These quality assurance checks during the main census enumeration provide valuable information after the census. The information can be used to inform the processing area about potential problems as well as contribute to the evaluation of census enumeration.

4.143. Supervisors need to be trained in the procedures required for conducting quality assurance on enumerators' work and have a thorough knowledge of the enumeration procedures. It is acknowledged that supervisors have an extensive role in terms of supervision; however, the material contained in the present section concentrates on their role in quality assurance.

4.144. Details on quality assurance processes will need to be included in the supervisors' guide or handbook. Interviewers will also need to be advised that quality assurance procedures will be adopted. This has the added benefit of reinforcing to interviewers the need to follow all procedures and that their supervisor will be assisting them by checking their work.

4.145. During training, supervisors should emphasize that, apart from being a means of quality assurance, these checks are also designed to help enumerators quickly become proficient in their work. Where significant problems are identified, the supervisor must assess whether the interviewer requires further training to overcome the problems.

4.146. The idealized role of a supervisor is to:

- a. Provide retraining of enumerators who require it following their initial training course
- b. Enhance the enumerators performance through practical advice
- c. Provide support and encouragement
- d. Provide contact, open communication and feedback
- e. Perform quality assurance on enumerators' work
- f. Ensure recommended improvements are implemented

4.147. In practical terms, the duties associated with the role are to:

- a. Ascertain that the enumerator has checked the maps and household list before commencing work
- b. Observe the introductions to a sample of householders
- c. Observe the completion of a sample of questionnaires
- d. Observe a sample of the editing work of the enumerator
- e. Checks on a sample of dwellings to ensure that enumerators have actually visited the households and completed the forms
- f. Report to managers on the progress of quality assurance checks and emerging issues relating to the quality of enumeration

4.148. Supervisors need to ensure that they establish a positive relationship with the enumerators. Supervisors need to establish a friendly atmosphere by demonstrating they are approachable and empathetic and attempt to put the enumerator at ease. Discussions should be commenced and conducted in a non-threatening manner. Supervisors should also give enumerators the opportunity to ask questions or make comments.

4.149. Performing quality assurance on the work of enumerators can be done in five ways:

- a. Observing interviews during enumeration
- b. Checking households already enumerated
- c. Checking coverage of the enumeration area
- d. Reviewing completed census forms
- e. Reviewing monitoring and evaluation data for the area under supervision

4.150. Each of these is discussed in detail in the following sections.

3. Observing interviews

4.151. Observing interviewers in the field is usually conducted early in the enumeration period, and less frequently later in the enumeration period. This pattern of observation is aimed at ascertaining whether interviewers have followed all of the instructions outlined in their handbook and at training. In part, it also acts as a form of on-the-job training.

4.152. Observing interviews will identify whether interviewers are:

- a. Following instructions on how to complete the forms
- b. Understand the concepts and basic definitions
- c. Asking the right questions in the right manner
- d. Able to establish good rapport with the respondents
- e. Recording answers accurately

4.153. For an example of an observation form and accompanying instructions from 2010 Census of Philippines, see Appendix 3³⁶.

a) Preparation

4.154. Before visiting any households, interviewers need to be advised that, after introducing themselves to the householder, they should introduce the supervisor as a person who is carrying out quality assurance. The supervisors aim is to be “seen and not heard”. However, particularly in the actual census enumeration, they may need to intervene to rectify a situation that would otherwise result in a number of incorrect questions being asked or, perhaps, questions being missed.

4.155. Before conducting any supervised interviews, the supervisor will need to do the following:

- Complete training of all interviewers
- Arrange a mutually agreeable meeting time and place with each interviewer
- Ensure that there is sufficient time between appointments, especially in rural areas where travel time could be significant
- Ensure that they have access to a full kit of required forms, including census forms, and observed interview reports
- Ensure that they have access to a set of interviewers’ and supervisors’ manuals and guides

³⁶ 2010 Population and Housing Census of Philippines Supervisor’s Manual
file:///C:/Users/Meryem.Demirci/Downloads/2010%20CPH%20-%20Supervisor's%20Manual%20(1).pdf

b) Interviewing technique

4.156. A good introduction at the door will help the interviewer obtain a positive reaction and will most likely assist with an accurate response to all relevant questions. When conducting interviews they need to;

- Make sure that they identify and interview the head of the household (unless each person is to be interviewed)
- Apply the customs and etiquette expected in the country or region concerned
- Explain the census and how long the interview will take
- Keep the respondent to the point, with respect
- Pace the interview to allow the respondent time for thought without wasting time
- Assess the situation in the household from the door
- Be flexible enough to come back at a more suitable time
- Maintain a friendly yet positive and professional manner
- Be prepared, informed and keep to the point

4.157. The supervisor would assess the interviewer as “requiring improvement” if any of the above information was omitted. It is also important that interviewers leave the household in a positive and friendly manner because they may have to return to collect additional information later.

c) Scope and coverage

4.158. The supervisor should check that the interviewer asks the correct questions in order to establish who is to be included or excluded from the scope of the census. While most people will be included in the census, the coverage rules for those who are to be included must be carefully applied. For example, if the census is based on place of usual residence, supervisors need to ascertain whether interviewers have only included usual residents. Similarly, if particular population groups are excluded from the census (e.g., overseas visitors), the supervisor must ensure that persons from these groups are not included. For an example of quality assurance focused on coverage in the 2012 Rwanda Census of Population and Housing, see Appendix 4.

d) Completing the census form

4.159. There are three priorities for supervisors in relation to question wording:

- Identification and recording of any errors
- Recording the initial asking of any questions
- Recording of the response to any questions

4.160. In an interviewer-based census, the basic principle is that everyone is asked the same question and in the same manner. This approach is necessary if there is to be nationwide consistency and accurate data. Interviewers must read the questions as worded and not rely on their memories. Supervisors are required to stress the importance of this approach and to provide specific assessments on this matter as part of their observed interview report.

4.161. Supervisors should follow each interview with their own copy of a census form, and note when the interviewer has:

- Strayed from the actual question wording;
- Missed questions or asked questions that do not apply
- Incorrectly directed answers through prompting rather than probing for a response
- Recorded insufficient information

4.162. The number of occurrences for each person should be recorded on the observed interview report.

4.163. The following scale could be used for scoring each question:

- (a) *Exactly as worded*. The interviewer asks the question exactly as written, possibly adding only words such as “and” or “well”.
- (b) *Reworded, meaning the same*. The interviewer adds words, although the changes are only minimal, but does not change the actual meaning. Supervisors should record these additional words, as they will be valuable in test evaluation procedures.
- (c) *Reworded, meaning different*. This category should be used if words are added, or key words missed, to the extent that the actual meaning has changed. For example, if the words “last 12 months” were omitted from the relevant question, the whole meaning of the question would be changed and it is left to the respondent to interpret what is meant by “usual activity.” Once again, supervisors should record on the observed interview report the words that are actually used by the interviewer.
- (d) *Not asked, response inferred*. This category should be used if interviewers decide they do not need to ask the question because they think they know the response, or, perhaps, they forgot to ask the question. Supervisors should also mark the questions where this has occurred and record it on the observed interview report.

4.164. Not all respondents will understand the questions put to them by the interviewers. It is important that interviewers use correct probing techniques for clarification. It is the supervisor’s role to assess whether interviewers are using correct probing techniques or whether they are prompting the respondent with their own ideas of what the response should be. This may lead to potentially inaccurate data.

4.165. If there is any confusion on the part of respondents, interviewers should seek clarification by, perhaps, repeating the question or by neutrally probing.

4.166. A probe or explanation is inappropriate if it changes or limits the frame of reference of the question, limits the response possibilities or suggests possible answers. This form of questioning is being directive and prompts the respondent to react to or give a specific answer. This approach will lead to inaccurate data being collected and is therefore inappropriate. For evaluation purposes, supervisors should record where this happens on the form as well as on the observed interview report.

e) **Completing the observed interview report**

4.167. In completing the last part of the observed interview report, the supervisor should provide details of questions where interviewers had difficulties; comments on introductions, explanations given and closing remarks; and overall performance.

4.168. These summary comments should be provided based on the earlier comments and the tallies of recordings from the previous pages. Care should be taken that comments are factual and positive. If, owing to an uncooperative respondent, it was difficult for the interviewer to complete the census form, this needs to be acknowledged on the observed interview report. Supervisors need to be concise, relevant, encouraging and constructive in their feedback. They should not be demoralizing and should use precise and explicit language in describing errors.

4.169. After the supervised interview is completed and they have left the household, the supervisor should discuss the evaluation with the interviewer, emphasizing the positive areas and pointing out any problems. The problems need to be pointed out in a positive manner. Any problems should be prioritized and their significance weighed in the context of the situation. Negative comments need to include suggestions for improvement.

4.170. Interviewers must be given the opportunity to ask questions, provide comments and indicate whether they agree or disagree.

4.171. In the case of extremely poor performance, supervisors may need to determine whether an interviewer should continue his or her employment. Before such a decision is made, extra-supervised interviews should be carried out and supplementary training provided. However, in extreme circumstances, where interviewers have blatantly ignored instructions, they may need to be dismissed summarily.

f) Observing interviews during tests

4.172. The procedures for observing interviews may be different for tests and the main census enumeration. During tests, the supervisor would observe approximately four interviews before suggesting any changes. During census enumeration, the supervisor would suggest improvements after the initial interview was observed. This is because during tests, evaluation of training and procedures is important and may require a few observations to confirm the nature of the problem, whereas during census enumeration, the quality of responses is so important that additional incorrect information cannot be permitted.

4.173. In tests, analysis of the observed interview report will need to be carefully undertaken, and attention paid to the types and frequency of errors. The evaluation needs to consider whether the mistakes are being made by only one interviewer, all the interviewers trained by the same supervisor, or if all interviewers are making the same mistakes. The answers to this evaluation will provide a good indication of where improvements need to be made. These could be in the:

- Quality of the interviewers
- Interviewer recruitment program
- Master trainers or the training
- Instructions

4.174. This analysis can also be of assistance to the evaluation of other aspects of tests (e.g., analysis of non-response to fertility questions by age groups and marital status). This could provide some indication of whether specific questions are being missed in certain circumstances and what those circumstances are. This would enable the interviewers' instructions and perhaps even the trainers' instructions to be reviewed before the main census.

4.175. An analysis of all errors on all completed test forms, dissected by interviewer training groups, will provide some indications of whether there are problems across the interviewing panel as a whole. This may indicate a possible problem with either the documentation or the instruction guides, or whether individual interviewers or individual trainers are at fault. This disciplined approach to analysing activities and occurrences will enable the census agency to substantiate its evaluation procedures.

4. Checking households already enumerated

4.176. A second method of quality assurance is for the supervisor to return and check a sample of households already enumerated to ensure that the enumerator did indeed make contact. Checks can also be made on whether enumerators completed the form properly and without leaving questions unanswered. This process is often called a probity check and the results are recorded in a probity report.

4.177. The probity report will identify whether enumerators are actually calling at households, and whether rapport has been established with the respondent. The latter point is an indication of whether enumerators are managing the interpersonal aspects of their work.

4.178. Probity checking is an integral and necessary component of the quality assurance strategy. It is a positive aspect designed to assist the development and monitoring of enumeration. Probity checks are also a public relations exercise with the community. Probity checks will:

- (a) Check and confirm whether an enumerator actually called at a dwelling
- (b) Monitor respondent reaction to the enumerator's visit
- (c) Establish whether the enumerator provided enough explanation

4.179. In essence, probity checking is designed to give an indication that enumerators are doing their job. It is important that this be done early enough in the enumeration period to improve poor performance, and not wait until the work is nearly completed. If these checks are done too late, corrective action will be extremely time-consuming and expensive. It is recommended that three or four visits be made to dwellings that the interviewer has recorded as having finished. While the selections would normally be at random, there may be cases where the supervisor determines that specific dwellings require close inspection.

4.180. When checking households that have already been enumerated, the approach can be simple. In essence, supervisors need to do the following:

- a. Introduce themselves and the census
- b. Explain that the purpose of the visit is to conduct quality assurance
- c. Establish who spoke to the enumerator and, where possible, speak to that person
- d. Ask "Was the enumeration (e.g., interview) completed to your satisfaction?"
- e. Ask "Do you have any questions about the census?"

- f. Thank the respondents for their cooperation

4.181. In this probity process, supervisors record comments by the householder regarding:

- i. Whether the enumerator made contact
- ii. Whether the enumerator established rapport
- iii. Whether the interviewer completed all the questions (in an interviewer method)
- iv. Whether there were any problems

4.182. If there are a number of problems associated with the visits made to date, the supervisor will need to ensure that interviewers know exactly where they need to improve. Depending on the significance of the problems identified, supervisors may need to determine whether to do additional probity checks before and/or after they have provided feed- back to the interviewer. If significant problems continue, supervisors will need to discuss the matter with their regional manager or deputy regional manager.

5. Checking coverage of the enumeration area

4.183. The supervisor should assess that enumerators have covered all of the households in their allocated enumeration area and no others from adjoining areas. This can be done by reconciling the forms or cases in the enumerator record with household listing maps.

4.184. The map and household list can also be checked for any additions or deletions by

- (a) Asking enumerators whether they have found any new or missed dwellings
- (b) Checking the changes they have made
- (c) Using local knowledge to ascertain any additional changes
- (d) Doing spot checks of the enumeration area

4.185. In some countries, enumerators are required to place a visual sign on the outside of households they have enumerated. This may be done by a chalk mark or by sticking an adhesive label on an obvious space. In these cases, the supervisor can quickly ascertain whether all households have been enumerated.

6. Reviewing completed census forms

4.186. The supervisor should scrutinize all census forms before the material is returned to the processing center. This scrutiny is essential to ensure that enumerators have completed their work as required and that completed workloads are of sufficient quality for the processing phase. The nature of this scrutiny should include checking that:

- a. All fields to be completed by the enumerator have been completed correctly
- b. All census forms are accounted for
- c. Census forms have been fully completed
- d. Summary information has been completed correctly

4.187. This scrutiny should be carried out as soon as possible after enumerators have finished a portion of their workload. It does not have to be left until the end of the enumeration period. They can be conducted on a

daily basis for workloads completed that day. Checks made at the start of the enumeration period will detect problems early and allow timely feedback to the enumerators.

4.188. For self-enumerated censuses, a review of completed census forms provides the most significant level of quality assurance. If the census is digital, automatic quality assurance can be performed by incorporating edit specifications into the checks made as respondents complete the census form. In cases of certain error, the application can be made to prompt the respondent for an updated response. If there is uncertainty, the case can be sent to a queue for in-person or call-center based follow –up.

7. Reviewing monitoring and evaluation data for the area under supervision

4.189. Supervisors are also responsible for monitoring the progress of enumeration for the area under their supervision. In a traditional census, many of measurements generated during enumeration are intended for analysis later. In a digital census, this information can be used to provide real-time quality assurance. These measurements may include:

- a. Percent of households visited in an enumeration area
- b. Time taken to complete each question/questionnaire
- c. Number of cases completed per day
- d. Percent of housing units not interviewed (refusals, non-contact, unoccupied, etc.)

4.190. Supervisors may be responsible for monitoring these measurements and reporting abnormalities to the statistical office or taking predefined actions to remedy the situation. Exact procedures should be determined during the planning phase of the census to reduce as much as possible situations in which supervisors must make ad hoc decisions to respond to enumeration abnormalities.

E. Type of technology for field enumeration

1. Introduction

4.191. Decisions regarding the use of technology for data collection should be made well in advance of, perhaps several years before, the beginning of the enumeration period. In paper-based censuses, technological tools could be added or subtracted from the census process based on changing requirements or resource levels. For example, a statistical agency may intend to scan census forms, but difficulties obtaining the scanners lead to a decision to key-in capture instead. This decision could even be made post data collection. Although this decision would represent a significant change, requiring retraining of data processing personnel and repurposing of equipment, it has been possible to make such an adjustment well into the census planning process. The move away from paper-based censuses, even in the developing world, toward handheld data collection devices and self-enumeration allows for instantaneous data capture and rapid processing, while simultaneously reducing flexibility for midstream change. The advanced infrastructure required to support handheld, internet, and mail-out/mail-back based data collection limits the a la carte nature of technological options available before, during, and after data collection.

4.192. Field operations using handheld devices follow many of the same procedures as paper-based censuses. Digital data collection, based on either handheld devices or internet based self-enumeration, requires a suite of supporting technologies including well-designed databases, electronic operational control/dispatch, and works best when integrated with a digital mapping and household listing system, though this type of integration is optional. The decision to use handheld devices for data collection must thus be made early in the census planning process. Technology allowing for instantaneous data capture represents a significant shift in census taking, allowing for rapid processing and more timely dissemination. Statistical organizations implementing electronic questionnaires seek to improve data quality through quicker detection of operation enumeration irregularities and capture errors. However, the sophistication necessary to develop and integrate these systems is still beyond the capabilities of many national statistical organizations. More information on planning for the use of electronic questionnaires is in Chapter III.

4.193. The use of sophisticated technology for field operations in a census was traditionally very limited because of:

- The dispersed nature of the operation over the entirety of a country
- Cost
- Lack of suitable infrastructure
- The majority of field staff being temporary employees who only work for a short period, usually from their homes.

4.194. Telephones and facsimiles have represented the main use of technology in the field. However, digital devices and systems that integrate these devices with the Internet are increasingly becoming viable tools in the management and operation of field activities.

4.195. The implementation of technology for field operations has two objectives. These are:

- a. To improve the efficiency of enumeration through effective communication between census management and field staff
- b. To improve accuracy and quality of administrative and operational information recorded in the course of field operations

4.196. Field operations have two distinct periods. The first period starts with the recruitment of temporary field staff and ends just before the enumeration activity begins. This period is characterized by times of intense activity, such as recruitment or training, with reasonably quiet times in between. During this period, accuracy and quality of administrative information is important.

4.197. The second period is the enumeration itself. During this period, speed and efficiency of communication is important in order to respond quickly to issues that arise in the field. Planning the field operations should aim to maximize the use of available technology but minimize reliance on unproven or unreliable technology. The use of technology should also be consistent across the country.

4.198. For example, the use of the Internet may be attractive. However, if it is only reliable in a small part of the country, it may not be cost-effective or efficient to have two systems in place; one based on the use of the Internet to communicate with some staff and another based on other technology to communicate with the

remaining staff. Where new technology such as the Internet is to be used, it must be subject to rigorous testing in the field before being implemented.

4.199. Another important consideration is the type of information transmitted and by what method. Care should be taken that any confidential information is transmitted by secure means. For example, facsimiles containing confidential data misdirected to a wrong number could prove embarrassing for the census agency. Data servers and transmission via the Internet must also be made secure to safeguard respondent data. This could also generate bad publicity at a crucial time during enumeration.

2. Types of technology

4.200. Technology can be used for enumeration, for the operation control system, or provide the tools to create a system that integrates enumeration with operational control. The following are the types of technology that can be applied to field operations:

- (a) Electronic questionnaires
- (b) Handheld and mobile devices
- (c) Geographic Information Systems (GIS)
- (d) Contact centers
- (e) SMS
- (f) Traditional telecommunications technologies

a) Electronic questionnaire

4.201. An electronic questionnaire covers any digital data collection instrument, whether administered via face-to-face enumeration or self-administered. The main benefits of electronic questionnaires are:

- Instantaneous cross-validation with other records
- Automatic sequencing of question skip patterns
- Built-in instructional and help materials
- Instantaneous or rapid transmission of data to central servers
- Rapid production of performance metrics associated with field operations

4.202. Enumerators may use smart phones, tablets or laptops to take interviews using an electronic questionnaire. Each device in use by a single enumerator or enumerator team can link a case with the enumeration area so that the records are tagged with the respective enumeration area to avoid duplication and aid in operational control. Devices can also be “geo-fenced” so that they will only allow an interview to begin when the device is located in the correct area for that enumerator. Handheld devices can also be able to capture metadata on the location of the interview, time of day and other metrics to assist in monitoring enumeration progress and measuring data quality.

4.203. Self-administered electronic questionnaires, via secure internet or email, have the added benefit of reducing enumeration costs. Households are usually provided with a unique identifier to initiate their questionnaire or complete a questionnaire already in progress. In a multi-mode census, the identifier is also used to track the completion status of a household. A household flagged as “non-visit” for face-to-face

interviews may be placed into the field enumeration queue if self-enumeration is not completed within a preset amount of time.

Country experience on the use handheld or mobile devices for enumeration: necessary conditions, challenges and benefits

b) Handheld and mobile devices

4.204. Handheld devices may be used for supervision of fieldwork, however they are increasingly also being used for address canvassing and enumeration. Devices may be purchased outright by the agency, shared between agencies, or a bring your own device (sometimes shortened to BYOD) model can be used. Decreased device cost and increased availability have increased the appeal of the BYOD approach. The statistical organization may also subsidize devices owned by census workers independent of their employment by the statistical organization. Subsidy and the use of personal devices for the collection and transmission of confidential statistical data raise technical, security, and legal considerations. Even still, Principles and Recommendations for Population and Housing Censuses, Rev. 3, notes that a number of countries have used the BYOD approach for data collection since the 2010 round of censuses.

4.205. As the proliferation of handheld devices increases there can be financial benefits, as well as reduced training needs, if field officers can utilize their current device rather than be provisioned with a new device. Another significant consideration is the fact that mobile phones operate on different platforms; developing applications that would enhance communication and monitoring would necessitate developing platform agnostic applications, possibly raising costs and development time.

Country experience on self-enumeration using the Internet: necessary conditions, main challenges and benefits experienced by a country

c) Geographical Information System (GIS)

4.206. Geographical information systems may be used to create digital maps on GPS enabled handheld devices, as well as producing paper maps. For each enumeration area, buildings can be identified within the application using GPS coordinates. As the households to be visited are known, GPS coordinates can be used by a navigation option built for the device to allow enumerators to reach the household easily. An extensive elaboration on

both the use of GIS and GPS is presented in Chapter III.B and in the *Handbook on Geospatial Infrastructure in Support of Census Activities, United Nations, Series F No. 103*.

d) Call center (Contact center)

4.207. A contact center or call center is an important element and can be used throughout the census process to support the field operations. Interactive Voice Response (IVR) technology can be used to address the call to a specific agent based on the options selected by the caller, or to resolve the call by providing a common answer. Website call back and chat can be implemented to help respondents while filling the online e-questionnaire in the portal, to verify information, and to confirm participation in self-enumeration internet response.

e) Short Message Service (SMS)

4.208. Short Message Service (SMS) may be used in various stages of the census project to share information with field personnel and respondents. The service may be used to send guidelines, alerts, marketing messages, reminders etc. If the SMS gateway is integrated to the central database of the census, various alerts can be sent to the census management upon the various business critical events and violation occurs, for example when the monitoring system detects that "coverage is lower than expected."

f) The internet

4.209. As a starting point, the level of use of the Internet in the community in general should be assessed to determine whether there is a possibility of providing Internet-based options in the field. Only where there is significant use of the Internet should any effort be made to put it into use for field operations purposes.

4.210. One service that is usually a key component of Internet services is e-mail. This may be particularly useful for communicating with staff. In many cases, it is likely that field staffs who have access to e-mail will use it to communicate. If it is known that all field staff in a particular level in the hierarchy have access to e-mail, it may be reasonable to include the use of e-mail in the design of field operations. Again, there are cost issues that need to be taken into account, but it may prove a more cost-effective means of transferring information than the telephone or fax. Another issue that needs to be considered is security of information transferred through the Internet.

4.211. Access to the internet, especially through handheld device on the cellular network, must be considered if persistent access to centralized data is required by an integrated data collection system utilizing handheld devices. Reliable internet access at enumerators' homes or in local offices must be assured if data is cached on devices for upload on a daily basis.

g) Traditional ICT

4.212. While the use of telephones is common place in most countries, there are some countries, or areas within countries, where widespread access to telephones is limited. The situation in any given country will need to be taken into account when considering the use of telephones in field operations.

4.213. In many cases, using telephones to maintain regular communication between the various levels in the field structure will be the most practical and cost-effective method of monitoring and reporting. Accordingly, planning for census enumeration should specifically include the use of telephone communication. This can be documented in procedural manuals, which can provide guidelines on the frequency of calls. Quality assurance documentation containing checklists of items to be covered during telephone contact can also be included.

4.214. Telephone answering machines or voice mail services can also be considered. This is particularly useful during the enumeration activity, when the majority of staff will be away from a telephone for a large part of the time.

4.215. The facsimile is still used in some countries. It is relatively inexpensive and flexible in that it can be used to transmit a variety of reports or even copies of maps for updating. One advantage of using facsimile is that it is a written record. This is particularly useful for progress reporting or providing administrative data to different management levels. Standard documentation and control forms can be designed with facsimile transmission in mind. For example, a simple control form can be used to record the payment details for a group of collectors and sent to the census agency for input to the payment system.

Table IV. 1 Considerations when deploying digital technology for field operations

Issue	Description
Skills	Is potential field staff likely to be computer literate? Can staff contribute to the development of advanced systems?
Facilities	Is the power supply inconsistent? Is off-site data storage available? What is the speed of the office internet connection?
Hardware	Is desktop computing available at the central statistical office? In regional offices? Has data storage been centralized? Are centralized databases accessible internally? Externally?
Telecoms	Does the telephone system in the country provide a reliable service across the country for computer-based transfer of data? Can the core infrastructure of the country support widespread connectivity? What is the likelihood that connectivity could adversely affect field operations?
Telephone lines	Will the statistical agency provide an additional telephone line exclusively for census use or subsidize the use of the managers own private line? Will the statistical agency issue mobile phones?
Software	What software will be used? How will the software be designed? Will a special purpose application be written? Will software development be outsourced? Will standard packages be used with the census agency providing templates set up for use in the field?
Training	How will staff be trained? Is there adequate time to train on all of the skills necessary for a successful deployment of the proposed system?

Data transfer	How will data be transferred between the census agency and field staff and vice versa? How will different versions and updates of the same data be managed?
Security	Is the data confidential, and if so, how will the data be secured?
Testing	How will the system be tested to assure its viability?
Transport and return	How will the technology be delivered and returned?
Asset	How can the technology be used after the census? Can the hardware be used in the processing phase?

V. DATA PROCESSING

A. Processing strategies

1. Introduction

5.1. The strategic directions for the data processing phase need to be established early in the census cycle. The single most important decision regarding the processing phase is deciding on the processing system to be used and the technologies that will be adopted.

5.2. This decision needs to be made early enough to allow sufficient time for testing and implementation of the processing system.

2. Planning for data processing

5.3. Of all the phases in the census cycle, the processing phase offers the greatest opportunity for the use of sophisticated technology. Rapidly emerging technologies such as handheld device data capture offer great potential and associated benefits for census processing strategies. Issues associated with the use of particular technologies are discussed in Section E below.

5.4. The following key management issues need to be addressed:

- (a) Strategic directions for the census program;
- (b) Technology infrastructure;
- (c) Level of technical support available;
- (d) Capacity of census agency staff;
- (e) Technologies used in previous censuses;
- (f) Establishing the viability of the technology;
- (g) Outsourcing of processing activities;
- (h) Cost-benefit.

Each of these issues is discussed in detail below.

a) Strategic directions for the census program

5.5. The processing strategies that are adopted need to be considered with regard to the overall strategic directions that have been set for the census program. These are often related to timeliness and cost; for example, the release of data nine months after census day or a reduction in costs of 5 per cent per capita of population, when compared to the previous census, would not be timely or cost-effective. The time and costs associated with the processing phase will have a large influence on achieving overall census timeliness and cost-effectiveness.

5.6. Consideration may also be given to the corporate strategic directions of the census agency. This is because the adoption of new technologies may have longer-term benefits for the census agency, such as (a)

acquiring hardware and software that can be used after the census and (b) staff acquiring new skills that can be utilized in the ongoing work program of the agency.

b) Technology infrastructure

5.7. The establishment of sophisticated technology infrastructure within a census agency is a significant undertaking (See Section E below). Certain technologies, such as implementing an internet-based census or other kinds of digital census, may not be practical or possible in certain contexts or countries. As such, it is essential for the census plan to include sufficient time to test, install and configure new technology. The use of pilot exercises, pre-tests and small-scale trials will enable the systems to be optimized and adjusted prior to the actual census data processing.

c) Level of technical support available

5.8. If hardware and/or software are sourced from commercial vendors, the engineering and software support provided by these vendors is both necessary and critical. Before implementing any new technology, it is necessary to determine the level of support that is available for that particular technology within the country.

5.9. This can be particularly important if the technology adopted is of a specialized nature. For instance, for some countries, a key consideration when implementing scanning technology is the availability of local maintenance and support capabilities. Owing to costs, some vendors may be reluctant to provide an extensive store of spare parts in the country and instead rely on sourcing them from outside the country. They may also wish to provide software support through international help desks. However, census processing is subject to tight deadlines. Delays associated with a vendor being unable to procure spare parts in a timely manner may result in the census agency missing key project milestones and incurring additional costs.

5.10. To minimize the effect of down time on census processing activities some agencies have insisted that vendors provide onsite support at the processing center for critical activities, such as data capture. This support may be in the form of an onsite engineer to maintain and service the equipment. Other support can include the provision of “hot spares”, which are placed onsite at the processing center. These are complete units that are on standby and can be brought online quickly to replace units that fail. Other spare kits of parts should be ordered and placed onsite at the processing center. These spare kits are essential, especially if the equipment has been sourced internationally rather than locally.

d) Capacity of census agency staff

5.11. Related to the operation and maintenance of the system, is the capability and experience of census agency staff. Existing data processing staff may require additional training/upgrading of skills, especially if new hardware or software systems are utilized in the census. Training of staff in the new technology should take place as early as possible so that those playing a role in processing the census can gain practical experience prior to the actual census. In some cases, it may be necessary to seek assistance from other countries and/or to send key personnel to other countries for training.

5.12. Ideally, the selection of new technology for the census, and the subsequent training of staff, is made early enough for the census agency to test the technology on another statistical operation, such as a survey. This

practical experience may prove as the best training exercise for the data processing staff and will enable them to make vital contributions during census planning and operation.

e) Technologies used in previous censuses

5.13. In many countries, there are ten years between censuses. Recent rapid advances in technology may mean that the technology used in a previous census is no longer the most appropriate technology for the census agency. However, this does not mean that this technology should necessarily be abandoned.

5.14. Significant resources may have been spent on establishing these technologies and census agencies may wish to capitalize on that investment by reusing significant portions of the system. It may be decided that census agency resources are better utilized in other areas of the census program (e.g., migrating to GIS based maps or establishing dissemination products). Reusing existing technologies will be of more significance to countries that undertake censuses every five years. If particular systems are reused, they will still need to be rigorously retested before they are implemented into processing operations.

5.15. There will also be cases where the adoption of new technology will not be cost-effective. For example, in countries where labor costs are low, the adoption of new technology such as scanning may prove to be more costly when compared to traditional key-from-paper systems.

f) Establishing the viability of the technology

5.16. During census planning, significant lead times should be allocated for the purpose of investigating and testing the viability of different technologies.

5.17. A recommended approach, undertaken by many countries, is the testing and implementing of new technologies in other smaller statistical processing operations before the census. This has allowed these agencies to become familiar with the technology and to solve operational problems before the technology is implemented in the census. Given the importance of the census and its infrequency, it is important that agencies have a thorough understanding of the limitations of any new technology before implementing it in the census.

5.18. Regardless of whether an agency has experience with a particular technology, it is recommended that a rigorous testing program be conducted before the census. This is because technologies that are effective in one environment may not necessarily be effective in the different environment of a census. The testing program can consist of the following:

- (a) Small-scale and specific-purpose tests that target particular components of the overall processing system (e.g., data capture, coding or editing). These tests may also target particular problem areas from the previous census;
- (b) Larger scale tests that not only target individual components of the processing system but also test the integration of all of the component parts of the system.

5.19. The smaller-scale tests can use either contrived test data or data from any of the pilot tests conducted for the census. These tests can be designed to test specific functionality and performance of particular components of the proposed processing system and should be undertaken first.

5.20. After the smaller-scale tests establish the viability of particular components, larger-scale tests should be conducted. The main aim of the larger-scale tests should be to test the integration of all components of the system. During these integration tests, it may be necessary to make changes to particular component parts of the system. In these cases, the complete system should be retested using the same data to measure the impact the changes have had.

5.21. The testing program should also schedule a final processing test that imitates census conditions as closely as possible. This should be regarded as a “dress rehearsal” of census processing and should be conducted before census processing commences. While it is impossible to replicate the exact conditions of a census, it is important that volume testing that simulates the load and conditions of census processing is also undertaken.

g) Outsourcing

5.22. While it is usually more efficient and cost-effective for census agencies to conduct the majority of processing activities, outsourcing some of the predominately IT-related operations may be considered. Outsourcing is the process of using a third party to undertake well-defined activities on behalf of the census agency. Outsourcing certain functions, such as activities that require (a) specialist expertise that is not available within the census agency and/or (b) the provision of specialized equipment that is only needed for the census and has no further use in the census agency, can be a strategic decision.

5.23. Outsourcing may be particularly relevant for specialized activities that use sophisticated technology, such as scanning and intelligent character recognition for data capture or development of software for handheld data collection. This allows the managers of the processing centers to concentrate on the other core activities of processing. However, in these cases, managers will need to ensure that the activities that have been outsourced deliver the data quality specified. Managers will not need to be concerned with the finer details of the technology (i.e., the “how”) but rather only the results (i.e., the output). However, they will need a broad level of understanding of the technology in order to both specify the contract for outsourcing and manage that contract.

5.24. It is important to note that outsourcing does not transfer risk and all responsibility from the census agency to the contractor. In fact, outsourcing may bring new risk. Special attention will need to be paid to managing the contract owing to the loss of control that will result from outsourcing. This loss of control can have serious implications regarding the quality of data produced. Therefore, agencies should exercise extreme caution when outsourcing critical functions associated with processing. Some agencies have successfully outsourced contracts for census processing, but there are many more examples of failures. Details on managing outsourcing contracts are contained in Chapter II, Section B and C.

h) Cost-benefit

5.25. Apart from establishing the viability of new technologies, research will also need to include a rigorous cost-benefit analysis. In the early stages of planning, it is likely that several strategies and solutions will be considered. Each should be compared using the same assumptions, which may include number of units to be processed, staff costs and so on. The cost-benefit analysis should include the following:

- (a) Capital cost of hardware, including spare parts;
- (b) Software license and development costs;

- (c) Vendor support costs;
- (d) Training costs;
- (e) Salary costs for number of processors needed. These may vary for each strategy, depending on the amount of automation involved;
- (f) Benefits, which may include:
 - (i) Time needed to process the forms,
 - (ii) Quality of the data produced;
- (g) Risks

5.26. The majority of the inputs mentioned above are self explanatory and do not need further discussion. However, because of the critical nature of census processing, it is worthwhile to expand on the identification of risks and managing these risks. It is important that all of the risks associated with particular technologies are identified early and managed appropriately before, during and after implementation. The processes involved with identifying, analyzing and responding to specific risks include the following:

- (a) Identifying the risk;
- (b) Quantifying the probability of each specific risk;
- (c) Quantifying the impact of the consequences of each risk;
- (d) Identifying risk mitigation strategies of each risk;
- (e) Costing the risk mitigation strategies of each risk;
- (f) Quantifying the probability of each risk after the risk mitigation strategy is in place;
- (g) Quantifying the impact of the consequences of each risk after the risk mitigation strategy is in place.

B. Location of processing centres

1. Introduction

5.27. Census data processing often requires a large number of staff, equipment and space. It is essentially a factory operation, which, depending on the data capture method, often necessitates a purpose-built, or purpose-adapted, factory site.

5.28. It is unlikely that the staff needed to process the census will fit into the census agency's present accommodation. In many countries, the number of staff needed to process the census will be larger than the total number of staff in the census agency. Therefore, premises of a sufficient size need to be identified. Issues that need to be considered include (a) the number of locations (centralized versus decentralized operations) and (b) the suitability of the premises.

2. Number of locations

5.29. Issues to be considered when deciding on the location and number of processing centers include the following:

- (a) Method of data capture
- (b) Availability of skilled workforce;
- (c) Availability of support services;
- (d) Coordination of processing activities;
- (e) Quality;

- (f) Geographic location for delivery of forms;
- (g) Dispersing infrastructure and skills throughout the country;
- (h) Costs.

a) Method of data capture

5.30. The method of data capture employed by the census agency will have a large impact on the size and number of data processing centers required to process census data. As a general rule, the more advanced the data capture technology, the less physical space required for the processing operation. For example, multiple locations may be required if census data are captured and coded in a traditional paper based personal interview census. As indicated above, this process requires hiring a large number of staff to complete the task. On the other hand, less staff and processing centers will be required if the census agency captures census data through the internet. In this instance, a number of tasks, such as coding and capturing data, are completed by the respondent. For more information on data capture methodologies, see Section E below.

b) Availability of skilled workforce

5.31. Processing centers will need to be located in areas where there are a large number of potential workers who have the required skills and are available for processing. This will usually mean that the centers will be located in large urban areas. The processing center should be located at a site within these urban areas that allows staff easy access to public transportation facilities.

c) Support services

5.32. The activities at the processing center rely on many support services, which may be provided by staff from the census agency or other external providers. These may include specialist subject matter support (e.g., classification experts from the census agency), information technology support and other administrative support services. All of these support services should be available in the locations selected. The number of processing centers may impact the level of support that is available from these groups. It should be noted that, during census processing, some of the support staff from the census agency will also have commitments to the ongoing work program of that agency.

d) Coordination of processing activities

5.33. Coordination of overall national processing will be needed with multiple locations. The appointment of a national operations manager will assist in these coordination activities.

5.34. Special attention will be needed to ensure that each center is properly resourced and meets the processing timetables. In some circumstances, it may be necessary to add resources to particular centers if they are experiencing unforeseen difficulties. Reallocation of resources is much easier in a centralized scenario, as these resources can be more easily transferred between processes to overcome temporary difficulties.

e) Quality

5.35. The most common argument against decentralizing processing to a number of locations is the risk to the quality of census data owing to a lack of consistency in processing between centers. This can occur when managers and/or staff in different centers interpret or implement procedures differently.

5.36. If multiple centers are used, particular attention should be paid to implementing consistent quality assurance procedures across all centers. In these cases, open and regular communication channels between the centers are essential. Any proposed changes to procedures and/or processing systems should be carefully coordinated with all centers. The appointment of a national quality assurance manager who is responsible for monitoring the quality of data produced in each center will assist in coordinating these tasks among all centers.

f) Geographic location

5.37. If a centralized processing center is used, it may be beneficial to locate it near the site of the greatest population within a country. This would mean that a large proportion of forms would only have to be transported relatively short distances. It would also be expected that this location would have the most suitable transportation access from most regional areas. However, with decentralization to a number of regional centers, transportation costs may be significantly reduced.

5.38. Another advantage of decentralized locations is that the staff employed at these centers have knowledge of their locality, which may be beneficial. Locally engaged staff may have a better knowledge about local industries and occupations, which can be utilized in the coding process. However, care needs to be taken that these staff do not rely too much on local knowledge and regard themselves as experts and disregard established standardized coding procedures.

g) Dispersing infrastructure and skills throughout the country

5.39. A decision may be made to decentralize to a number of centers in order to take the opportunity to provide both infrastructure and skills to various parts of the country. This is a strategic decision, and the capabilities of the proposed regions need to be considered. While the census provides such opportunities, it should not be regarded as a training exercise and the staff in these regions must be capable of undertaking the processing activities to the agreed quality standards.

h) Costs

5.40. During the search for suitable data processing premises, the census agency should give priority to sites already owned by the agency or its parent department. If these institutions do not have access to suitable locations, then the agency should consider other government-owned sites prior to considering the commercial market. Identifying appropriate premises that are owned by the government may result in substantial savings.

5.41. If buildings are sought in the commercial market, rental costs will usually be higher for a short-term tenancy than for a longer period. In general, the costs associated with decentralized operations may be higher than those for centralized ones because of the diseconomies of scale associated with duplication of support services.

5.42. If it is determined that multiple data processing centers are required, then additional consideration must be given regarding how best to configure the responsibilities of the centers. While there is no prescribed best practice, countries usually divide responsibilities between the centers in one of two ways. Some countries

decide to have each of the data processing centers conduct all of the required processing activities (coding, capture, etc.) for their particular region. Other countries divide the responsibilities of the centers by the particular process. For instance, one data processing center may be responsible for coding the required variables, while another data processing center is responsible for the data capture operation.

3. Selecting suitable premises

5.43. Obtaining available premises to house census processing activities may not be straightforward. The fact that the premises may only be required for a relatively short period of time can restrict the choice of premises. In some countries, other government agencies may have established infrastructure that can be utilized for census processing. In other circumstances, premises may need to be obtained through commercial markets. Some of the factors to consider when selecting premises for processing include:

- (a) Security;
- (b) Access for transportation;
- (c) Building layout;

a) Security

5.44. The security of the census data is necessary owing to the confidential nature of the information on the forms and the assurances given to the public about protecting their personal information. Therefore, building security issues must be considered during the selection of a building and not as an afterthought. It is difficult and expensive to protect against determined breaches of security and, in reality, no building that houses staff can be made totally secure from the removal of confidential information. The perception that adequate security provisions have been put in place can be equally as important as the actual provisions themselves.

5.45. Dual or multi-tenancy buildings provide a risk to security, especially where entry and exit routes such as loading docks, stairs and lifts are shared; in this regard, single-occupancy premises are preferred. In single-occupancy premises, the number of entry and exit points should be kept to a minimum. Clearly, staff access is an issue, but as long as staff are able to enter and exit the building without undue delay, the fewer entry points will provide for better security control.

5.46. A combination of both electronic and physical security can be implemented. With the technological advancement in recent years, electronic surveillance has become more financially viable and an extremely effective option, even for short-term projects such as census processing. The presence of physical security in the form of security guards not only covers the issue of perception of security discussed earlier, but is also effective in the important aspect of creating a security consciousness in the minds of employees.

b) Access for transportation

5.47. While not an overriding issue, suitable access for transport to deliver the forms or devices may be important in some countries. If large road transport vehicles are used to transport the forms, easy access to the premises will be required. This will be particularly important if the processing is centralized in one location where large volumes of materials will need to be processed.

c) Building layout

5.48. Because of the large volume of census forms and materials, premises should contain a combination of office accommodation for staff and storage areas for the materials. It is recommended that single premises be used for both the storage and processing of forms. This will enable a more efficient movement of material throughout the processing center. The storage of material nearby but in another building will involve additional handling costs and the potential for forms to be damaged, as well as introducing security risks. There will also be economies of scale with a single premise in regard to both rental cost and security.

5.49. Special attention should be paid to estimating the space required for the storage of material and for the efficient flow of forms throughout the building to reduce bottlenecks. For example, sufficient space should be provided in the office accommodation for the storage of workloads that the processors are currently working on. If this is not the case, the workloads will have to be returned to a central storage area at the end of each shift. This would create a bottleneck and lost production at the beginning of each shift, as processors would have to retrieve their workloads from a central point.

5.50. While storage of some material within the office accommodation is required, it must be remembered that the majority of material should be stored in designated storage areas and not in the office accommodation. Excess amounts of material in the office accommodation can create occupational workplace hazards and restrict the design of workplace configurations. Material can be transferred from specifically designed storage areas to the office accommodation only when it is needed for processing. Efficient flow control systems to control the movement of forms are discussed in Section D below.

5.51. The design of the office accommodation will need careful planning not only to ensure that material can flow efficiently but also to take into account occupational health and safety issues. For example, several desks can be grouped together in a way that will allow the computer cables to be hidden between the desks rather than run across walkways and corridors.

C. Establishing the workforce structure and recruiting staff

1. Introduction

5.52. Issues associated with recruiting staff for the processing phase are in some ways similar to those associated with recruiting staff for the field operations phase. This is especially the case when the census agency uses handheld devices to capture census data, as the enumerator has the responsibility of completing the fieldwork and data capture operations. The aim of a successful large-scale recruitment campaign for processing should be to recruit the best quality staff from those available, within the time allocated and within budget.

2. Establishing the workforce structure

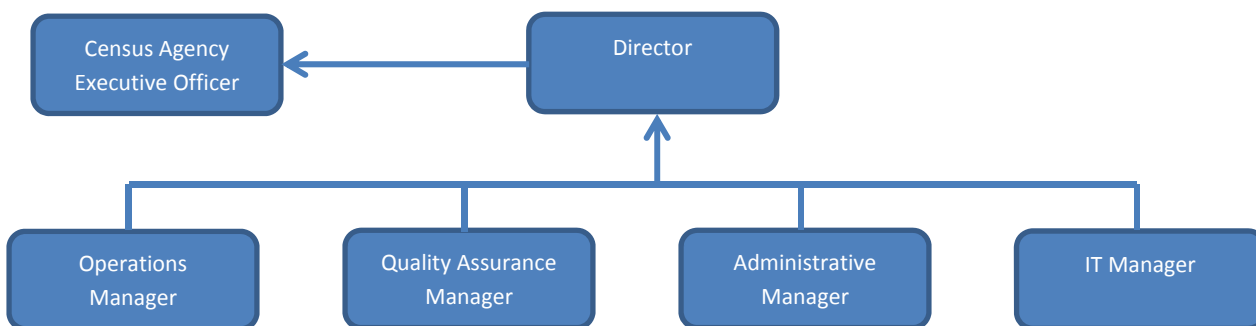
5.53. Prior to planning a recruitment campaign, it is necessary to establish the workforce structure at the processing centers. It is not possible to be prescriptive about what structures should be put in place at a processing center, as this will largely depend on the processing strategy, technology used, number of staff employed (see sect. 3 below) and the local conditions in a country. For the purpose of this handbook, the

discussion below will focus on a workforce for manual or optical scanning data capture methodologies, as these remain the most common methodologies utilized.

5.54. If processing is decentralized to a number of locations, the structures can also vary according to the tasks carried out at each center. For example, one center may be responsible for a particular process (e.g., data capture), with other processes (e.g., coding) conducted at different centers. In other cases, multiple processing centers may be established throughout the country that are responsible for the complete processing of data for the surrounding regions.

5.55. A generic management structure is illustrated in figure V.1. This structure is based on the assumption that there is one processing center that carries out all tasks associated with the processing phase. Countries will need to adapt this to suit their own conditions. The roles and responsibilities of each level in the generic structure are also discussed below.

Figure V.1 - Data processing senior management structure



5.56. In this structure, the director of the processing center reports directly to the executive officer in the central census agency. If processing is decentralized to a number of centers, an additional layer of management may be needed to coordinate and monitor the activities of each processing center and report to the census agency executive officer.

5.57. Managers, who are accountable for broad areas of responsibility, report to the director of the processing center. The areas and associated responsibilities are shown in Table V.1.

5.58. An important point to note in this generic top-level structure is that one position has been allocated for operations and one position for quality assurance. Allocating separate responsibility to these tasks at this level in the structure reflects the need for these important aspects of processing to be managed by separate positions. Agencies that have successfully adopted this practice have proved that there are great benefits in adopting such a model.

5.59. Quality assurance managers will be able to devote all of their time to ensuring that the quality of the data meets the agreed minimum standards, without the pressures of day- to-day operational control. Operational managers will similarly be able to devote all of their time to coordinating the workflow and ensuring that timetables are met. Depending on the size of the processing center, the operations manager may need assistance from additional deputy managers at the middle management level. However, the important point is that there is a single position in the management hierarchy that is ultimately responsible for all operational tasks.

Table V.1. Data processing center responsibilities

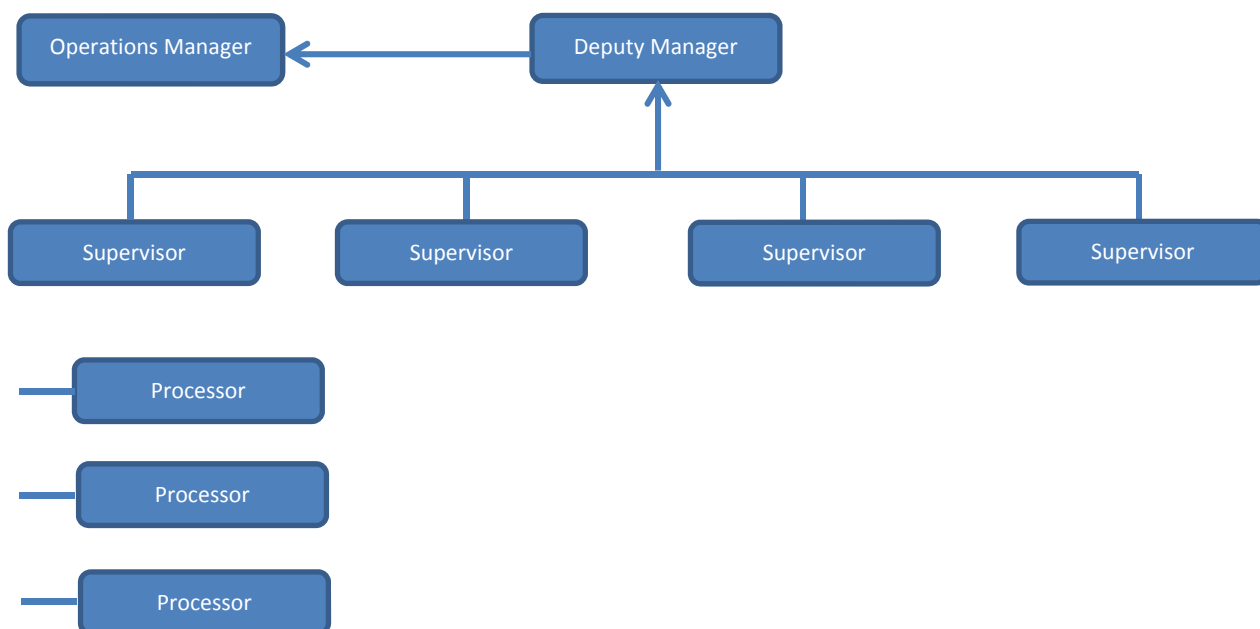
Areas	Responsibilities
Operations	Day-to-day operations of forms processing. Includes all the main processing tasks, such as variable coding, data capture and the coordination of workflows. The operations manager is responsible for ensuring that timetables are met.
Quality assurance	Monitoring and control of quality assurance systems and procedures, including edits. The quality assurance manager is responsible for ensuring that the data meet all quality standards.
Administration	Supporting the processing center with all administrative matters, including facilities management, recruitment, payroll services, purchasing and budget monitoring. The administration manager is responsible for the provision of efficient and effective support services.
Information technology	Supporting the processing center with all information technology matters, including communication networks, hardware and software installation and maintenance. The information technology manager is responsible for the maintenance and support of all information technology infrastructure.

5.60. Adopting this management model during processing operations may lead to conflicting opinions regarding the different components of overall data quality (i.e., timeliness, cost-effectiveness and data accuracy). For example, the quality assurance manager may recommend that additional procedures are implemented to rectify deficiencies in a particular process that are causing problems with the accuracy of the data. The operations manager will be responsible for assessing the impact that these procedures may have on timeliness and cost. The director will be responsible for resolving conflicts and establishing a balance between quality criteria, and must do so with regard to the strategic directions set for the processing center.

5.61. Below this top-level structure, there may be another level of middle managers. The number of levels of middle management will depend on the size of the processing center and the complexity of the processing methodology adopted. These middle managers will be responsible for several teams of staff that comprise a supervisor and several processors. An example is shown in Figure V.2.

5.62. The ratio of supervisors to deputy managers, and processors to supervisors, will vary according to the processing methodology used and the number of staff employed. However, special attention should be paid to establishing the ratio of processors to supervisors. The number of processors in these teams should be limited so that an effective team environment can be established and the supervisor has adequate time to pay close attention to all staff. As an example, some agencies have established ratios of approximately 15 processors per supervisor.

Figure V.2. Data processing middle management structure



5.63. Supervisors are a key link in the management structure and communications chain. They are usually temporary staff and form the link between management, who are generally census agency staff, and the bulk of the temporary processing staff who are undertaking the processing tasks. Because of their importance in the structure it is worthwhile discussing their tasks and responsibilities. These can include the following:

- (a) Conduct day-to-day supervision of a team of processors;
- (b) Prioritize, coordinate and monitor the workflow;
- (c) Maintain an effective team environment;
- (d) Conduct on-the-job training;
- (e) Ensure that all procedures are being followed;
- (f) Provide performance feedback to processors;
- (g) Report to management on issues affecting data quality and any other issues they should be aware of;
- (h) Coordinate with the storage room.

5.64. In addition to supervisors, group leaders can also be engaged in the following activities:

- (a) Provide performance and daily production reports to the supervisor;
- (b) Assist processors with technical issues;
- (c) Provide processors with all needed materials and questionnaires;
- (d) Check-in and checkout of questionnaires with the storage room.

3. Estimating staff numbers

5.65. The strategies adopted for the recruitment campaign, and the management structure, will largely depend on the number of staff required at each processing center. Therefore, the first step should be to estimate the number of staff required to complete processing in the timeframe specified. As mentioned above, the number of staff required will largely depend on the data capture method selected.

5.66. In general, the number of staff required can be calculated using the following model:

- (a) Estimate of total number of units (e.g., persons and enumeration areas) to be processed;
- (b) Estimate of total number of units to be processed for each unique topic;
- (c) Average production rates (units processed per hour) per processor;
- (d) Average processing hours per shift per processor;
- (e) Number of shifts per day;
- (f) An allowance for public holidays and staff taking leave;
- (g) Estimated staff turnover;
- (h) Facility capacity
- (i) Length of time for processing.

a) Total number of units

5.67. The total number of units to be processed can be derived from a variety of sources. The total number of enumeration areas and/or dwellings may be available from the mapping and listing process for the current census. The estimated number of persons may be available from current population estimates that are based on the previous census.

b) Total number of units per topics

5.68. Not all questions on the census form will be processed for each person enumerated. For example, only those persons in the labor force will need industry and occupation fields coded; some questions may only relate to females 15 years of age and older (e.g., fertility questions).

5.69. Therefore, estimates on data entry and coding actions required can be made for each topic, based on estimates of labor force participation rates, number of females over 15 years of age, etc.

c) Average production rates

5.70. Sources for this variable can be the results from the previous census and/or any processing pilot tests that are conducted for the current census. If data are not available from these sources, it is possible to draw on

the experiences of other national census agencies that have similar conditions. For example, for key-entry systems, an overall average of 6,000 keystrokes per hour is a realistic estimate.

5.71. It is important that realistic estimates are made for this variable and, where possible, they should be based on quantitative data from previous experiences. This is because salary costs for processing are generally a large component of the overall census budget. Discrepancies between these estimates and the rates actually achieved during production can have a large impact on the overall census budget. Management tools like Performance Evaluation and Review Technique (PERT) could be used to estimate these rates.

5.72. An allowance must also be made for the expected learning curve of processors. As processing continues, staff will become more proficient and therefore production rates will rise. The steepness and length of the learning curve (i.e., the time it takes for processors to reach peak efficiency) largely depends on the particular process, the technology used and the quality of staff recruited. In some simple processes, staff may reach peak efficiency in a short period of time, whereas for more complex processes, the learning curve can be spread over several months.

5.73. It should also be recognized that the actual form design could dramatically affect the production rates that can be achieved. It is therefore important that managers responsible for processing have an input into the form design process.

d) Average processing hours per shift

5.74. It is important to estimate the processing hours achievable in a single shift. It is unreasonable to expect that a person employed for an eight-hour shift will be able to deliver eight hours of processing. Allowances must be made for time spent in meetings, training programs, work breaks and so on. The amount of time allowed for this will vary depending on a country's particular circumstances, but it is important to factor unproductive time into the equation. In some countries, this time can comprise approximately 25 per cent of the total shift hours (e.g., six processing hours can be achieved in one eight-hour shift).

5.75. Allowances should also be made for the total amount of time processors will spend on quality assurance tasks. Some countries allocate an overall 10 per cent of processors' time for these tasks. This percentage will vary over the life cycle of the processing phase and should be built into the model.

e) Number of shifts per day

5.76. Many countries may use more than one shift in a day. Using multiple shifts can assist in reducing capital costs associated with equipment purchases and/or reduce the total time needed to process the census. If multiple shifts are adopted, adequate time should be allowed between the shifts to avoid congestion.

f) Public holidays and leave

5.77. Public holidays are the easiest to allow for, as they are generally known. However, calculating an allowance for staff taking leave is more problematic. Again, this will largely depend on the particular conditions of service the staff are employed under and the country's particular circumstances. Experience has shown that when temporary staff are engaged to process the census and they have access to leave provisions (e.g., paid sick leave or other leave), they will generally avail themselves of these provisions. The experience of previous processing centers will provide a good guide as to the expected trend.

g) Staff turnover

5.78. The prevailing economic climate in a country will directly affect both the quality of staff available and staff turnover. The economic climate will differ markedly over time and from one country to another (and even between regions in a country), and therefore staff turnover may or may not be a significant issue. Countries will have to assess the significance of staff turnover when estimating staff numbers.

5.79. The majority of positions (often greater than 90 percent) at a processing center are usually short-term temporary ones, with relatively low remuneration attached to them. Therefore, in times of economic growth, with job growth flourishing and low unemployment, a census processing center is more likely to be seriously affected by a high turnover of staff. Conversely, with an economy contracting and alternative jobs difficult to find, the processing center will experience a more stable employment base.

5.80. Costs attributable to high staff turnover, which may be hidden in large ongoing organizations, are magnified in a short-term project, with a fixed budget and deadlines.

5.81. A booming economy and high turnover of staff is likely to result in:

- (a) Loss of the best quality staff first;
- (b) Additional recruitment costs and delays;
- (c) Additional training costs for replacement staff;
- (d) Learning curves for new staff, reducing production rates and quality of work overall;
- (e) Management focus on training rather than on production;
- (f) Possible greater utilization of leave credits;

h) Facility capacity

5.82. The capacity of the buildings selected to house processing staff may be a constraint on the number of staff that can be employed. Ideally, buildings with sufficient capacity will be sought after the required staffing numbers have been established, but this is not always possible

i) Length of time for processing

5.83. The length of time for processing can be either a constraint (e.g., processing must be completed by a certain date) or a variable (e.g., the building capacity allows for x number of staff and therefore processing will be completed on a certain date). However, in general, the length of time for processing will be a constraint. It is usually set as a goal in the census planning phase.

5.84. Once staffing numbers have been calculated, recruitment of staff can be divided into two streams. The first task should be to recruit the managers and the second to recruit the bulk of the processing staff.

4. Recruiting managers

5.85. Managerial positions are more specialized and fewer in number than the bulk of processing staff and therefore can be recruited through a different campaign. In the majority of countries, the senior managers of a processing center will be recruited from census agency staff. In these cases, agencies can adopt their traditional recruitment methods.

5.86. It is essential to have managerial staff from the census agency at the processing centers as they will have an expert knowledge of the processing systems and procedures that have been developed. They will also be aware of the dependencies associated with the processing phase, the overall census goals and how the processing phase will contribute to these goals. They will also understand the data and the core business of the census agency. It is also highly desirable to recruit capable staff who have experience in processing operations, as their knowledge and experience of operational work is a valuable asset.

5.87. However, agencies should note that the environment at a processing center is generally quite different from that in the census agency. It is operational and in the beginning is often described as “organized chaos”. Therefore, to ensure that this chaos is indeed organized, it is important that the senior managers at the processing center are aware of the different operational nature of the processing center and that they are suited to this environment.

5.88. The number of subordinate staff a manager in a processing center will usually supervise is higher than in the census agency. Therefore, the supervisory role of the manager becomes far more important.

5.89. A predominantly temporary workforce, many of whom may have been previously unemployed, can draw together a wide range of social and economic backgrounds. This environment is therefore more likely to have a volatile and socially unstable employee base than that of a more permanent workforce, where staff have security of tenure and a consistent source of income. In particular, managers must have good people skills in addition to statistical knowledge.

5.90. It should not be assumed that statistical experts who have worked on the development phases of a census can easily transfer to a staff management position and cope with people skills as a matter of course. While there may be numerous census agency staff who are capable of adapting to the alternative role, the fact that good staff management skills are not easily attained and are crucial to the success of the processing center should be kept in mind.

5.91. Managers will need to fully understand, and have a commitment to, the quality assurance principles adopted for the processing center. They will also need to have the ability to instill this commitment in the staff they will manage.

5.92. A successful strategy for recruiting managers in a processing center will require striking the right balance between retaining current technical knowledge, providing developmental opportunities for employees of the census agency and searching, often externally, for staff with people management expertise.

5. Recruiting supervisors and processors

5.93. These levels in the workforce structure comprise the largest number of staff and they will generally be recruited on a temporary basis. Therefore, the recruitment of these staff may require different strategies from those used in recruiting the managerial staff. Strategies that may be adopted include the following:

- (a) Agencies conducting their own recruitment campaign;
- (b) Using other specialist government employment agencies;
- (c) Outsourcing to private sector recruitment agencies, if they exist and they have access to resources.

a) Agencies conducting their own campaign

5.94. The option of agencies conducting their own recruitment campaign may be regarded as the easiest and most cost-effective one. However, there are a number of issues that should be considered that could outweigh any expected savings. These include the following:

- (a) Bulk recruitment of this order of magnitude is usually not a core function of a census agency. Although there may be officers within the agency who perform the task on a small scale, it is unlikely that they would have the required expertise for large-scale recruitment;
- (b) The timing of the task is far from ideal given that any recruitment strategy would have to be aimed as close to commencement of processing as possible in order to reduce the dropout numbers. It would therefore coincide with other major preparatory tasks that may require the focus of management;
- (c) Depending on the economic situation at the time, a large-scale recruitment exercise could require significant infrastructure to cater for a possible flood of inquiries and applications.

5.95. If an agency chooses to conduct its own recruitment campaign, it will have to decide to what lengths it wishes to go to secure suitable staff. There is a large amount of reference documentation and assessment techniques relating to the general process of selecting staff. However, few of these are applicable when discussing the placement of a large number of short-term staff within a very short period. Therefore, the ideal results may not be achievable within the available timeframe and budget. It is therefore important to determine the essential criteria to be met by prospective applicants.

5.96. One of the simpler and more cost-effective options for determining suitability for a position in a processing center is the application of a short selection test. This test can be designed to evaluate those attributes that are deemed most applicable to the duties involved. These attributes may include the following:

- (a) Aptitude for the repetitive clerical tasks to be performed;
- (b) Accuracy in performing this type of work;
- (c) Comprehension of written material;
- (d) Speed in performing tasks, without loss of accuracy.

5.97. A short, multiple-choice explanation that tests the above criteria can prove a valuable guide to an applicant's suitability. While some basic infrastructure will be needed to conduct these tests, this should be available in the processing centers that are being established to process the census.

5.98. The results of these tests can be used to establish a ranking of applicants, which can be used as the order in which applicants will be offered employment. This list can also be used for contingency purposes (see sect C. 8 below) to replace processing staff, if necessary.

5.99. It may also be useful to confirm applicants' suitability to the positions through conducting short interviews, during which each applicant is asked a standard set of questions. At these interviews, applicants should be given complete information about the position, the tasks to be performed and the performance standards required. Undertaking a large number of interviews over a short period of time can be physically and mentally demanding for the interviewing staff. Therefore, careful management of this workload is required.

b) Using specialist government employment agencies

5.100. Whether these agencies exist and are an option will largely depend on the circumstances in a country. If such agencies do exist, their expertise and permanent infrastructure can be used effectively. This may prove to be more cost-effective than the census agency establishing the infrastructure for a not often repeated exercise.

5.101. However, the current trend in many countries is for such government agencies to operate on a cost-recovery basis. Therefore, the savings that may accrue in direct costs by using these agencies may not be a significant factor. Other considerations, such as lessening the burden on managers at the processing center, may make using these other government agencies an attractive option.

c) Outsourcing to private sector recruitment agencies

5.102. In some countries, private sector recruitment agencies offer similar services to those of government agencies, although at a cost that is sometimes prohibitive for the recruitment of large numbers of staff. Census agencies need to ensure that the selected private sector agency understands, and will implement their requirements. It is possible that a for-profit organization may have a conflict of interest in that there could be a desire to place persons from its existing lists who may not necessarily be the most suitable applicants.

5.103. The principles regarding selecting and managing contracts in outsourcing are covered in Chapter II, Section B.

6. Recruiting other specialist staff

5.104. Apart from managers, supervisors and processors, there may be a need to recruit specialist staff for particular functions at the processing center. These staff can include:

- (a) Specialist information technology staff;
- (b) Specialist administrative staff;
- (c) Store persons for the movement of material;
- (d) Support services staff (e.g., for maintenance, security and cleaning).

5.105. If these staff perform functions that are not part of the core business of the census agency, these functions may be outsourced to other agencies or private companies. In other cases, separate recruitment campaigns may be needed because of the specialist nature of these staff.

7. Timing of recruitment campaign

5.106. As with all recruitment campaigns, it should be conducted as close as possible to the time when people are required to commence work. This will lessen the impact of applicants not accepting the job offer because they have found alternative employment or lost interest in the position.

5.107. All positions in the processing center can be filled on a cascading principle from the top down. This means that senior managers are recruited first, followed by middle management, supervisors and, finally, processors. Specialist staff mentioned in Section B.6 above will be recruited as they are needed. This will enable the senior and middle managers to be involved in the selection process of their staff if this is undertaken by the

processing center. It will also allow for the staff at the managerial level to receive training before the supervisors commence work and the supervisors to be trained before the processing staff begin.

5.108. Processing centers that contain large numbers of staff may also need to stagger their intake of staff over several weeks. This is because of the logistical problems associated with processing and training large intakes of staff at one time.

8. Contingency planning

5.109. An important issue that is often overlooked when considering recruitment strategies is contingency planning. If staff turnover becomes a significant factor, which would not be unreasonable to expect in a temporary workforce (especially in boom times), and this turnover exceeds expected natural attrition, there will be the need to recruit additional staff. The alternative would be an extension of the processing timetable.

5.110. It is recommended that any recruitment campaign include a contingency factor where the addition of staffing levels can occur efficiently, quickly and with little additional expense.

9. Remuneration

5.111. The remuneration paid to staff will affect the number and quality of staff who will apply for these positions. As far as possible, remuneration should be in comparison with market rates for broadly similar jobs. However, agencies should be aware that, in many cases, government rates will be below market rates.

5.112. Remuneration can be in either of two forms:

- (a) Set wage rates regardless of the output produced by the individual;
- (b) Payment based on the number of units processed (piecemeal rates).

5.113. Adopting set wage rates results in less administrative overhead and does not promote a production-line mentality, where staff focus on production rather than quality. Some countries that have adopted set wage rates have also implemented small performance bonuses, which can include time off or extra holidays. These bonuses are given to staff who are performing at or above an agreed minimum standard. It provides a small incentive for staff and rewards those staff with superior performance. It may also assist in retaining good quality staff.

5.114. Payment based on units produced has the advantage of only paying for actual work completed. Estimating processing costs for budget purposes can also be simpler. This is because it is generally easier to forecast numbers of units to be processed than production rates. However, a major disadvantage is that staff can become focused on production and disregard the quality of the work they produce. This can have negative implications on the quality of data produced. The complexities associated with this scheme can also make it difficult to administer.

D. Processing operations

1. Introduction

5.115. Operations at the processing centers need to be carefully managed in order to achieve a successful outcome for this phase of the census. The quality of the staff employed at the processing centers will have a large impact on the success of the processing operations. In particular, the quality of the staff employed as managers of the processing centers, and the management tools they are provided, are critical to the success of the processing operations.

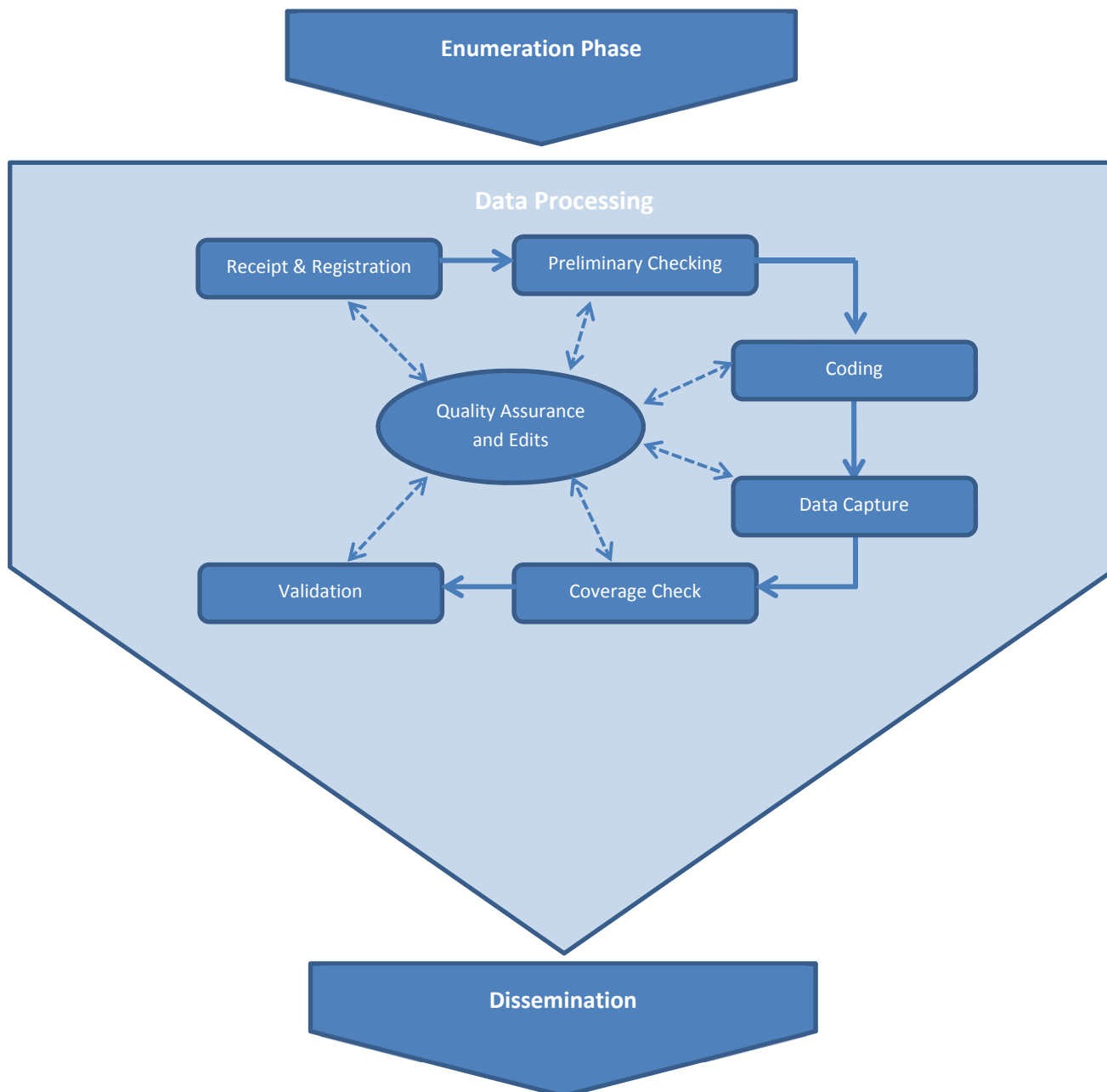
5.116. Adequate management structures (see Section C above) will need to be put in place in order to coordinate and control all of the activities involved in processing.

2. Data processing cycle

5.117. The data processing cycle involves many different interdependent activities. The diagram and discussion below detail the major activities that comprise a census processing system for paper-based censuses. The number and nature of these activities will largely depend on the technology used to process the census forms (see Section F). For instance, if handheld devices are used, the coding activity may take place during enumeration. It is beyond the scope of this handbook to discuss, in detail, the cycle for each technological option for census processing.

5.118. As seen in Figure V.3, the processing phase is a client area of the enumeration phase and, as such, relies on the quality of the output from that phase. The dissemination phase is the major client area of the output from the processing phase and, again, relies on the quality of the output produced by the processing system.

Figure V.3. Data processing cycle for paper-based censuses



5.119. The quality and quantity of output from each activity in the processing cycle has a direct effect on the success of the next activity and other activities downstream. It is also important to note that, in this example, all activities interact with one another through ongoing quality assurance. This can become evident at any stage. For example, the staff undertaking validation may detect problems that are the result of inadequate procedures and/or training in one of the preceding activities (e.g., receipt and registration).

5.120. While data processing can largely be regarded as a linear cycle, all activities will usually be concurrent. Initial activities for paper-based enumeration, such as receipt and registration will commence first, but the other activities will commence shortly thereafter as soon as sufficient workloads have been completed by the initial activities. It is important that the flow of forms between activities is managed and coordinated carefully to ensure that each activity has sufficient forms for all staff. A buffer or backlog of forms should be established between each activity (e.g., two weeks of work), which will ensure that staff do not run out of forms to process. For example, using the system described in Figure V.3, the data capture activity should not commence until there are sufficient numbers of forms for two weeks of processing. If it takes one week for this amount of forms to be processed by all of the activities before data capture, then data capture would not commence until the third week.

a) Quality assurance and edits

5.121. These strategies are discussed in detail in Section E below. However, it is worthwhile to consider their relationship to all other activities in the processing cycle. As can be seen from the above figure, quality assurance and edits can be regarded as the core of the processing cycle and are critical to producing high-quality data. They ensure that the output from each activity is of the required quality for the next activity and provides a mechanism whereby appropriate feedback is delivered to all activities.

b) Receipt and registration

5.122. As forms are received at the processing centers, they should be registered to ensure that all enumeration areas in the country and all households within each enumeration area are accounted for.

5.123. The managers of this activity will be required to closely coordinate their work with managers in the field operations phase. They will need to monitor the deliveries from the field to ensure that material flows smoothly, with minimal delays or congestion.

c) Preliminary checking

5.124. Regardless of the technology employed to process paper forms, some type of grooming of the forms will be necessary. The extent of grooming can vary from superficial checks to ensure that the forms are in adequate condition to be read by scanners to transcription of damaged forms and manual editing of responses.

d) Coding

5.125. Coding assigns classification codes to responses on the census form. Coding can be an automated system, computer assisted, clerical or a combination of all three.

e) Data capture

5.126. In paper-based censuses, data capture refers to the system used to capture information from the census form and create a computer data file. These systems could include:

- (a) Manual key from paper;
- (b) Manual key from image;
- (c) Optical mark recognition;
- (d) Intelligent character recognition;

- (e) Handheld electronic device (e.g., tablet, smartphone, laptop);
- (f) Telephone and Internet

5.127. A detailed discussion of the various systems that can be used for data capture is included in Section F below.

f) Coverage check

5.128. The coverage check, also referred to as balancing, refers to a system to ensure that a computer record has been created for every enumeration area, every household within each enumeration area, and every person within those households.

g) Validation

5.129. Validation is the final check of data to ensure that the quality of the data meets agreed minimum standards (see sect. E below for further details).

3. Controlling work flows

5.130. Close attention needs to be paid to monitoring and controlling workflows throughout the entire processing phase. Each activity depends on the quality and quantity of the output from the previous activities. Once all activities are fully operational, it is critical that each activity meets production targets to ensure that the following activity has sufficient work.

5.131. Delays in one activity can lead to costly lost production in the following activities. If difficulties are being experienced in one activity, managers may need to reallocate resources between activities or change procedures in order to raise production levels. Any proposed changes in procedures to raise production will have to be carefully considered to ensure that the quality of the data is not adversely affected.

a) Movement of forms

5.132. In some processing systems (e.g., handheld devices and internet), there will be no physical forms. In other systems (optical scanning), physical forms will only be required up until data capture. After this, electronic images of the forms will be transmitted throughout the remaining activities, with the physical forms only required for disaster recovery. In yet other systems, the physical forms will be required for all activities.

5.133. When physical forms are used, controlling the movement of the forms between relevant activities needs to be done efficiently and in a controlled manner. This can be done through a flow control system. These systems can be clerically based or sophisticated automated systems that track material in real time. Advancements in technology have brought the development of cost-effective stock control systems that use bar codes for tracking purposes. These systems are ideally suited for tracking boxes containing census forms. Regardless of the type of system used, a flow control system should contain the following:

- (a) Movement rules that specify both legal and illegal movements. For instance, forms cannot be moved to manual data entry before they have passed through the coding operation.
- (b) Flexibility to allow forms to be flowed back to previous activities if reprocessing for a particular enumeration area is necessary;

(c) Provision for timely management information about workflow and location of forms (e.g., number of enumeration areas in an activity and exact physical location in the processing center of an enumeration area).

b) Status of data

5.134. Apart from controlling the movement of forms, it will also be necessary to control the transfer of the electronic data. In many processing systems, there will be a variety of automated stages that manipulate and transform the data files. The number of these automated stages can often exceed the total number of activities shown above in Figure V.3. These automated stages can include the following:

- (a) Edits that check for inter- and intra-record consistencies;
- (b) Derivations of data items (e.g., labor force status);
- (c) Imputations for missing data items based on the values of other data items;
- (d) Imputations for number of persons in households where forms are missing;
- (e) Quality assurance;
- (f) Aggregations and transformation of files for final release of the data from the processing center.

5.135. The automated system used to control the movement of data is commonly referred to as process control. The process control system is similar to the flow control system mentioned above but reports and controls the different stages of the data files rather than the physical forms. The system should report on the stage of each workload (e.g., enumeration area) and contain the following:

- (a) Rules that specify when the next automated stage can begin. For example, labor force derivations cannot commence until all labor force variables have been coded;
- (b) Flexibility to allow the stage of a data file to be reset if reprocessing is required for a particular enumeration area, household or topic;
- (c) Provision for timely management information about the stages of files.

4. Management information system

5.136. An essential tool for managers at a processing center is a management information system. An effective management information system enables efficient activity monitoring and can improve the effectiveness of decision-making within the processing center.

5.137. The general requirements of a management information system are as follows:

- (a) To allow access to all relevant management information by the different levels of management in the areas of production, workflows, staffing information, quality assurance and budget control;
- (b) To ensure that all management information is as timely and detailed as needed, while maintaining integrity and accuracy of collected data;
- (c) To forecast and report on the outcome of future activities within the processing centers for:
 - (i) Crisis resolution to determine the effects of alternate decisions;
 - (ii) Highlighting potential problem areas before they arise;
- (d) To ensure that information acquired in one census can be utilized for planning in future censuses.

5.138. Activities at the processing centers need to be monitored closely to assist with the smooth running and integration of all activities; this will ensure that timetables and budgets are met, and that data produced are of a

high standard. Because large amounts of data can be processed very quickly, it is imperative that the management information system delivers timely and accurate data to management. The vast majority of census processing is conducted using computerized systems. Therefore, the capture and production of management information data can be automatic and should be regarded as an integral component of the processing system.

5.139. Management information data can be made available in a variety of standard reports and/or in a form that allows different managers to select the level of detail in which they are interested. For example, senior management at the processing centers may only be interested in overall production rates, whereas middle managers may be interested in individual Section production rates, and supervisors in production rates for individuals. Therefore, information should be collected at the finest level of reporting (i.e., individual) and then aggregated to broader levels of detail (e.g., Section) for reporting purposes.

a) What to collect

i. Production rates

5.140. The production rates achieved in each activity will determine whether timetables will be met. Therefore, to monitor production, the following will need to be collected for each activity:

- (a) Units completed;
- (b) Total processing hours worked; from which then derives
- (c) Production rates (units per hour).

5.141. The base measurement of units can comprise enumeration areas, households or dwellings, persons or a combination of these units. The measure used will depend largely on the nature of the processing system and the workload allocation system used to distribute work to staff.

ii. Flow control

5.142. In order to control workflow it is necessary to monitor the flow of material throughout all processes. Therefore, the following will be needed:

- (a) Total number of units and overall percentage not yet started, by each activity;
- (b) Total number of units and overall percentage currently within each activity;
- (c) Total number of units and overall percentage completed for each activity.

iii. Staffing

5.143. A large component of the census budget is salaries for processing staff. To monitor this activity the following will be needed:

- (a) Staff numbers by activity;
- (b) Salary costs by activity.

iv. Quality assurance

5.144. Ensuring that the data meet the minimum required standards will be an important focus of managers at the processing centers. The quality of the data produced should be monitored over the complete processing cycle. To accomplish this, the following will be needed:

- (a) Error or discrepancy rates by activity and/or topic;
- (b) Error or discrepancy rates by individual by topic.

5.145. A detailed description of quality assurance strategies is contained in Section E below.

v. Automatic edits

5.146. In many processing systems, there will be a series of automated edits (see sect. 3.b above). Because these edits are automated, it is important that they are monitored to ensure that they are functioning as specified and that they are not producing unexpected results. A simple method of doing this is to automatically record the number of times each edit is applied. Examining these data may also alert managers to anomalies in the census data. For example, there may be a larger than expected count for an edit that checks on inter-record consistency (e.g., number of people under 15 years of age reporting an occupation). This may indicate a processing system error (e.g., incorrect data capture of age values) or may be attributable to respondent error.

b) What to report

5.147. Managers need information on production to monitor progress.

5.148. Before the establishment of the processing centers, production plans should be drawn up that show expected production rates for each activity over time. During production, the management information system should automatically measure actual production rates and compare these to the original production plan. This will enable managers to track progress easily and will allow the early detection of bottlenecks in processing and/or delays in the timetable.

5.149. The reports above can be broken down to finer details (e.g., groups, sections or individual persons) to show respective managers how their section compares to other sections and to the overall average for an activity.

c) Feedback to individuals

5.150. While the reports described above, with varying degrees of detail, can be utilized by the various levels of management at the processing center, it is also important to provide timely feedback to individuals on their own performance. The reporting period for these reports can vary (e.g., weekly, fortnightly or monthly), but regular performance feedback to staff allows them to compare their own performance with the rest of their section.

E. Technology issues for processing

1. Introduction

5.151. The successful introduction of technology into the processing phase will have a large impact on the overall success of the census. The nature of census processing (i.e., the capture and manipulation of large amounts of data) is ideally suited to computerized technology.

5.152. In fact, census processing has a long association with computers. The first commercially available computer, the UNIVAC 1, was first installed at the United States Bureau of the Census in 1951. Since that time, advancements in technology through the different generations of mainframes and the rapid advancements in personal computers and handheld devices have enabled census agencies to become sophisticated in the way in which they process and manipulate data. This has led to more efficient and cost-effective processing and, ultimately, and more importantly, provided a better product for the users of census data.

5.153. The use of sophisticated technology such as the rapidly emerging technologies of handheld devices offer great potential and associated benefits for census processing. However, agencies also need to be aware of the lead times and technology infrastructure required for the successful implementation of a new technology. A variety of data capture systems, in particular, optical scanning and handheld devices, are discussed in the sections below. Details on these technologies are provided because they are viable for census operations and are being adopted by many agencies in the 2020 round of censuses.

2. Processing platforms

5.154. The increase in processing power and storage capacities of the mid- and lower-end systems such as personal computers has provided new opportunities for many countries. The associated reduction in costs of these platforms has also contributed to the trend of countries moving away from expensive mainframe solutions.

3. Data-capture methods

5.155. For the purposes of the present handbook, data capture is defined as the system used to capture the information from the census form and create associated computer data files. Data capture systems include the following:

- (a) Manual;
- (b) Optical scanning;
- (c) Handheld device;
- (d) Internet and computer aided telephone interviews.

5.156. Each system has different advantages, costs and impacts on hardware and software requirements at both data capture and later stages. A complete census data capture system may contain a combination of more than one of the above. In this Chapter, the primary focus is on optical scanning and handheld device data capture as these technologies are becoming increasingly common for censuses

a) Manual entry

5.157. In manual data entry systems, staff manually enter every response from the census form or image into computers. This method requires staff with IT skills to set-up a large computer network and all associated responsibilities with supporting a large number of computer users. The software systems and computing hardware utilized for manual data entry are typically fairly simple. However, this method does require many more staff than do the automated data entry systems and is likely to take a longer time to complete. The decision to use manual entry versus automated entry is partly based on timetable requirements, the size of a

country's population and the relativities between staff and hardware costs. Where staff costs are low and computing infrastructure moderate, manual entry may be the optimal method.

5.158. Manual data entry systems can also require either post collection processing to group non-numeric responses into numeric classification classes or codes, or a clerical process prior to keying to assign the codes to be keyed.

5.159. The two primary methods census agencies employ to capture census data are the following:

(a) Key from paper

Key from paper requires an operator to key data directly into a data entry application from the physical census form. This method requires the least amount of technical expertise to implement.

(b) Key from image

Key from image involves capturing the completed census forms using a scanner that takes an image of each page of each form. The image file that results from the scanning process is then sent to computer screens for operators to select or enter the appropriate corresponding responses for each question. This keying method is known as "heads-up" processing, in that the operators refer to an image on the screen rather than the physical census forms.

5.160. The advantages of heads-up processing is that savings are possible from the reduced paper handling as the electronic images can be used in place of the actual forms. Heads-up processing is more efficient and results in greater operator productivity. That said, it is uncommon for a census agency to rely entirely on key from image to capture census data. Rather, key from image is often part of an intelligent character recognition capture operation (discussed below).

b) Optical scanning

5.161. Optical scanning is another method often utilized by census agencies to capture census forms data into computer systems. The two most common optical scanning data capture methods are the following:

i. **Optical mark recognition**

5.162. Optical mark recognition (OMR) machines read responses to "tick- box" type questions on specially designed forms. Only the presence or absence of a mark is detected by the machine and any handwritten responses must be later manually entered or coded by way of computer-assisted methods. The specially configured OMR scanners automatically and immediately interpret and pass responses into a computer systems file or database without the use of a keyboard. See image V.1. for an example of a census form prepared for optical mark recognition.

Image V.1 – 2010 Population and housing census of Zambia questionnaire

SECTION P - QUESTIONS ON POPULATION FOR																	
P2. Membership status?			P3. What is (NAME'S) relationship with the head of household?								P4. Is (NAME) male or female?						
Usual member	Present	Absent	Head of Household	Wife/Husband	Son/Daughter	Daughter-in-law	Grandchild	Parent	Parent-in-law	Brother/Sister	Niece/Nephew by blood	Other relative	Apprentice/Trainee	Non related	Don't know	Male	Female
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5.163. The advantages of OMR include the following:

- The capture of tick-box responses is much faster than manual entry. Typically, OMR machines will read, on average, 7,000 A4 pages per hour;
- Equipment is reasonably inexpensive;
- It is relatively simple to install and run;
- It is a well-established technology that has been used for a number of years in many countries.

5.164. Disadvantages of optical mark recognition include the following:

- Precision required in the printing process;
- Restrictions on the type of paper and ink that can be used;
- Precision required in cutting of sheets;
- Restrictions as to form design;
- Requirement that response boxes be correctly marked with appropriate pen or pencil.

5.165. Optical mark recognition forms may be marked by the respondents or the interviewers or responses may be transcribed from the census forms onto optical mark recognition sheets by staff in the data processing centers. However, the latter method of transcription in the office is regarded as inefficient and a source of errors.

ii. Intelligent character recognition

5.166. Intelligent character recognition (ICR) systems interpret number and letter character responses from electronic images of scanned forms. ICR technology interprets responses defined in specific locations on the forms and transforms the written responses into output data. See image V.2. for an example of a census form prepared for ICR.

Image V.2. 2009 Population and housing census of Kenya questionnaire

A: Information Regarding All Persons											
Name	Line Number	Relationship	Sex	Age	Line Number of Mother	Usual member of household	Tribal/Nationality	Religion	Marital Status	Birth Place	Previous Residence
(P-00)		(P-10)	(P-11)	(P-12)	(P-13)	(P-14)	(P-15)	(P-16)	(P-17)	(P-18)	(P-19)
What are the names of each person who spent the night of 24th/25th August, 2009 in this household? (Record two names of each person, young and old, starting with the head of the household.)	Illustration 0 1 0 2 0 3 0 4 0 5 0 6 0 7 0 8 0 9 1 0	What is <NAME>'s relationship to the head of this household? 1=Head >Spouse >Son/Daughter >Grandchild >Brother/Sister >Father/Mother >Nephew/Niece >Niece >Grandparent >Other Relative 99=OK	What is <NAME>'s sex? 1=Male >Female	How old is <NAME>? (Record age in completed years using two digits, if under 1 year, record "00" if 05 years and above code 99)	Please insert line number of <NAME>'s biological mother	Is <NAME> a usual member of this household? 1=Yes 2=No	What is <NAME>'s tribe or nationality? For Kenyans, write tribe code. For non-Kenyans, write code for nationality. The code list is provided.	What is <NAME>'s religion? 1=Catholic >Protestant >Other Christian >Muslim >Buddhist >Other Religion >None 99=OK	What is <NAME>'s marital status? 1=Never Married >Married >Divorced >Widowed >Separated >Other 99=OK	Where was <NAME> born? Write district code, if in Kenya, or country code, if outside Kenya. The code list is provided.	Where was <NAME> living in August 2009? Write district code, if in Kenya, or country code, if outside Kenya. If aged under 1 year, write "00". The code list is provided.
An illustration of how to write the names is shown below.											
PATRICIA											
ODENQ											
	1										
	2										

Table V.2. Census scanning systems

SCANNING SOFTWARE	2010 ROUND OF CENSUSES*	TECHNOLOGY
TIS eFlow 4.5 Census Management Package	Belarus India Brazil Italy Ireland South Africa	Optical mark recognition (OMR) Optical character recognition (OCR) Intelligent character recognition (ICR)
HP Teleform scanning and verification system	Cayman Islands Trinidad and Tobago St. Lucia	Optical mark recognition (OMR) Optical character recognition (OCR) Intelligent character recognition (ICR)
Readsoft	Peru, Ghana, Malaysia	Optical mark recognition (OMR) Optical character recognition (OCR) Intelligent character recognition (ICR)
Data and Research Services DRS Inc.	Zambia Zimbabwe Pakistan Tanzania Burma	Optical mark recognition (OMR) Optical character recognition (OCR) Intelligent character recognition (ICR)
Integrated Computer Assisted Data Entry software system (iCADE) U.S. Census Bureau product – not available for sale or transfer	Kenya Bangladesh	Optical mark recognition (OMR) Intelligent character recognition (ICR)

Source: Based on web research

* This is an illustrative list of countries that used the technologies for their census

5.167. Figure V.4. details the process of capturing census data using ICR. This includes the following steps:

(i) Scanning

5.168. First, the census forms are processed through scanners which take an image of each page of the census form, resulting in image files.

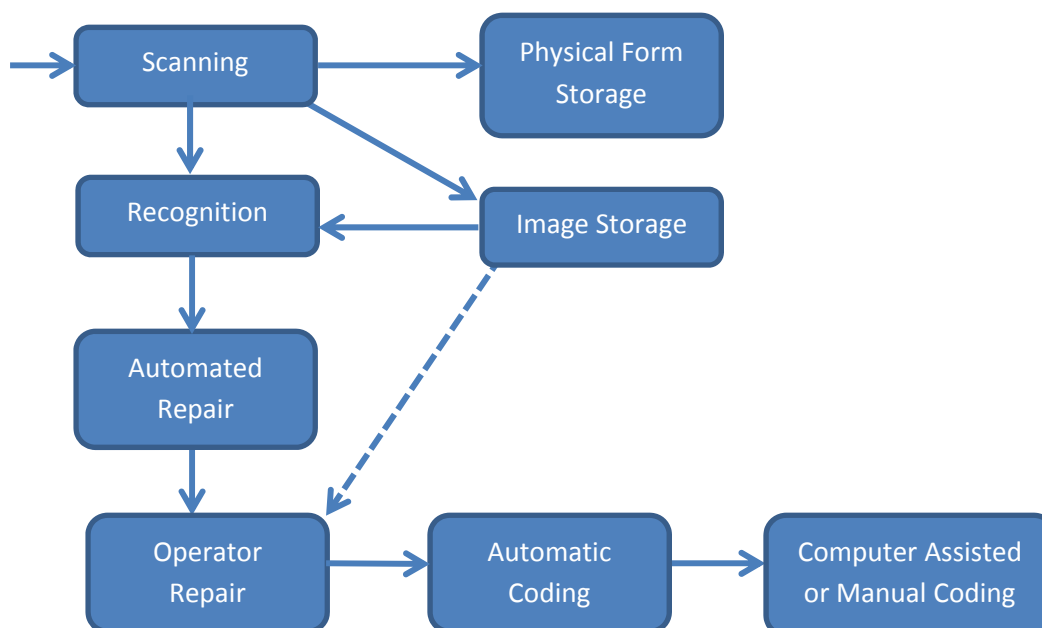
5.169. Once images for all forms in a suitably sized workload (which can be smaller than a complete enumeration area) are captured, they are loaded to network storage and data collection from them can begin. The physical forms are placed in store, with minimal further reference expected, while images are transferred to near-line storage and offsite backup.

(ii) Recognition

5.170. The first step in the data capture process is to “recognize” the data from the images. The images are processed by software commonly referred to as a recognition engine. The recognition engine processes the raw data from the form using predetermined confidence levels that indicate how confident the recognition engine was that the character it recognized is valid. This process can be undertaken in batch mode on PCs or servers.

5.171. Recognition generally occurs using one of two methods. The first method is based on creating histograms of each character and matching the histogram against a pre-identified set (character set) of histograms. The similarities between the input and character set histograms are scored and the highest scoring match is returned. The second method, which has similarities to histograms, is where the input character image is split into a number of components. These components are matched against a similarly created character set, with the character with the highest number of matching components being the one returned.

Figure V.4. Intelligent character recognition processing system architecture



(iii) Automated repair and validation

5.172. Those fields on the census form that contain characters not recognized by the recognition engine can then be transferred to an automated repair process. This automated process is used in an attempt to reduce the amount of operator repair required for unrecognizable characters. This process usually involves using dictionary look-up tables and contextual editing.

5.173. For example, the recognition engine may recognize the majority of characters (apart from one) in a response to a question on person's birthplace. The characters in the text string may be recognized as "La Pa*" with *- indicating a character the software could not recognize. This text string can then be passed through a dictionary that is specifically associated with that particular topic. In this example, it would be a list of cities in Bolivia. If the text string only matches one entry in the dictionary where all characters in the text string match, regardless of the missing character, then the missing character in the text string could be assigned a value. In this example, the missing character would be assigned a value of "z" so that the response would be "La Paz".

5.174. It is recommended that a generic dictionary not be used in this process. Instead, various dictionaries that are tailored to particular census topics or variables should be used. For example, responses associated with occupation should be matched with a dictionary that only contains typical occupations that occur in a particular country. This method is usually better for simpler topics, which have a smaller number of possible responses, such as country of birth. This process can also be used for numeric fields, such as postal code, where the possible values are known.

(iv) Operator repair

5.175. For those characters that cannot be recognized by the recognition engine, or assigned by the automatic repair process, operator repair (key from image) will be required. In this process, operators will examine the individual images of these characters and either confirm or correct what was identified by the recognition engine. Operator repair should only be carried out for selected fields that have a high probability of being coded automatically, with the images for other fields being directly transferred to the coding process. It is also important to fully repair numeric data.

5.176. Some systems provide other repair methods, which can speed this process, or, alternatively, provide options that allow all responses to key fields to be verified.

5.177. Once the dictionary look-up system has either recognized all the characters or operator repair has been carried out, the data can be passed on to the automatic and manual coding processes.

(v) Advantages of intelligent character recognition

5.178. An ICR solution can be expected to provide the following advantages:

- (a) Savings are made in salaries owing to the reduced number of staff needed to code responses, as a proportion of the recognized handwritten responses can be automatically coded without any human input;
- (b) Additional savings are possible through the efficiencies gained by using electronic images rather than physical forms. These include savings from not having to physically move forms, and the increase in production that is possible from coding staff referring to images rather than physical forms;

- (d) Automatic coding will provide improvements in data quality, as consistent treatment of identical responses is guaranteed;
- e) Processing time can be reduced owing to the automated nature of the process. This can lead to a significant reduction in time for census results to be released to users and thus contribute to an important component of data quality (i.e., timeliness);
- (f) Form design does not need to be as stringent as that required for optical mark recognition;
- (h) Enables digital filing of forms resulting in efficiency of storage and retrieval of forms for future use.

(vi) Disadvantages of intelligent character recognition

5.179. The disadvantages associated with an ICR solution are as follows:

- (a) Higher costs of equipment owing to the sophisticated hardware and software required;
- (b) Character substitution, which can affect data quality. This is where the recognition engine returns a value for a character that is not the same as the response on the form.
- (c) The tuning of recognition engine and process to accurately recognize characters is critical with trade-offs between quality and cost.
- (d) Handwritten responses must be written in a constrained response area and be recognizable by the software;

c) Handheld device

5.180. A handheld device, such as a smartphone or tablet, is increasingly becoming a substitute for traditional paper based enumeration. With this methodology, a census agency's data processors program the census form in a data entry application, replacing the traditional paper form with a series of sequential questions appearing on the handheld device. The enumerator reads the questions as they appear on the screen and enters the response by either selecting a pre-defined response or entering a value.

5.181. A census agency's data processors program skip patterns in the data entry application loaded onto the handheld device, guiding the enumerator through the questionnaire. For instance, if data are being collected for a female 5 years of age, the data entry application can be programmed to automatically skip questions that are not applicable, such as industry and occupation. While this provides the census agency the ability to better guide enumerators through the questionnaire, it can also lead to problems if the data entry program is not thoroughly tested. For example, if the data entry program erroneously skips questions concerning fertility for females ages 15 – 29, then the enumerator will not be prompted to ask the questions and the census will be unable to produce key fertility indicators.

5.182. Thorough testing of the data entry application is key for the success of the operation. Testing must include both functional testing (testing for correctness) and usability testing (testing that a typical enumerator finds the application easy to use). In addition, field testing, particularly of the data transfer parts of the system, is required.

5.183. Data can either be stored locally on the device or be transmitted to a central location. The feasibility of transmitting data from the handheld device to a central location requires appropriate communication infrastructure. For areas with limited connectivity, data from the handheld devices can be transmitted in other

ways, including: (i) memory stick; (ii) direct attachment to host computer; (iii) device to device transfer (e.g. using Bluetooth). A mix of methods for transmitting census data can be employed. For instance, a country may choose to have the census data transmitted wirelessly from urban areas, where the required communication infrastructure exists, and employ another mode of transmission for data collected from rural, less well-connected areas.

5.184. Multiple security features exist for handheld devices to protect data in the case the devices are damaged, lost or stolen. Some potential security features include:

- (i) Immediately and automatically transferring data to a central location, thereby foregoing the need to store data locally on the device;
- (ii) Encrypting locally stored data;
- (iii) Password protecting the device;

- (i) Advantages of handheld devices

5.185. A key advantage of utilizing handheld devices for census enumeration is the ability to capture the data at the point of collection. Rather than having the enumerator collect and enter responses on a paper form, transporting the forms to the data processing center, coding the required variables and capturing the responses into electronic format (as is the case for manual entry and optical recognition, discussed above), the use of handheld devices enables the data to be collected and captured simultaneously. The result is often a substantially shorter timeline for processing census information and, subsequently, for disseminating results

5.186. Handheld devices enable the enumerator to immediately validate information by probing the respondent when there are logical errors in the responses.

5.187. Handheld devices have advantageous functionalities including,

- a. Ability to make telephone calls or send instant messages when questions arise in the field;
- b. Enumeration area maps and address information, detailing assignments;
- c. Satellite imagery for housing unit identification.

- (ii) Disadvantages of handheld devices

5.188. The disadvantages associated with handheld devices include:

- a) Complexity of writing programs for handheld data collection requires a significantly higher skill level than traditional key from paper systems and it may be difficult to find qualified programmers;
- b) Identifying enumerators who are computer literate and can easily navigate a handheld device may be difficult;
- c) Training enumerators on how to use, navigate and troubleshoot the handheld device and data entry application is more intensive than for other modes of capturing census data;
- d) Need to recharge battery of handheld device;
- e) Potential equipment failure;
- f) Difficulty of transferring data in regions without network connectivity;
- g) High initial cost to purchase large number of devices.

d) Internet and computer aided telephone interviews

5.189. The use of internet and computer aided telephone interviews (CATI) for census collection is growing. However, this method is usually administered in conjunction with other methods.

5.190. Capturing census data through the internet or CATI is similar to handheld data collection in that the online form is usually not the exact downloadable version of the paper-based form. Rather, it is an application that guides the respondent through the questionnaire. It is common for the questions to appear either a page at a time or be sequential.

5.191. Internet data capture is unique in that it is self-administered, meaning that the respondent completes the form without the assistance of an enumerator. This method provides respondents with a web address to access the online form. Use of this method requires the census agency to ensure the confidentiality and security of the responses, preventing access to hackers. Moreover, census agencies will require a level of authentication in order to validate and grant access to the correct members of the public.

5.192. Testing the flow and skip patterns of the online form is essential in ensuring an intuitive and efficient user experience. The census agency's data processing team should conduct multiple tests to study how the general public will respond to the online form and make the necessary adjustments prior to the actual census.

5.193. Housing units without internet access or those experiencing difficulty completing the online form will be provided a phone number to call. In these cases, the form may be completed through computer aided telephone interviews. CATI is a method whereby a housing unit is contacted over the telephone by an interviewer who follows an on-screen script to administer the internet form on behalf of the housing unit.

4. Coding

5.194. Coding systems assign classification codes to the various written responses on the census form. These coding systems can be (a) clerical, (b) computer assisted, (c) automatic or (d) a combination of all three.

5.195. The coding systems can use different coding methodologies, including (a) simple, (b) structured and (c) bounded.

5.196. Simple matching can be used for those topics where coding is reasonably straightforward and limited to reference to one question on the census form. An example of this is the birthplace topic, where a limited number of words (e.g., one or two) in the response can be matched against a simple alphabetical list.

5.197. Structured coding is used for more complex topics such as occupation. To code these topics, reference may need to be made to more than one question on the census form. For example, some occupation responses can be coded by reference to the occupation title question. However, a large percentage of responses can only be coded by referring to other questions on the census form such as tasks performed and/or industry. These coding rules can be built into the structured coding system to guide the operators.

5.198. Bounded matching (sometimes referred to as hierarchical matching) is used for those topics where it is necessary to obtain different levels of detail before a code can be assigned. This method is commonly used for coding of addresses. For example, an operator may start the search at a broad geographic level (e.g., province or Zip code) and, after matching at this level, continue on to further levels (e.g., region, city, street and even street number), as necessary, to obtain a classification code.

5.199. Regardless of which system is used, they all rely on coding indexes. These indexes are lists of typical responses that are likely to be given on a census form and have an associated classification code assigned to them. An important point to note about these indexes is that they should be based on what respondents report and not simply contain the categories in the classification structure. The indexes should be regarded as a map that enables responses to be classified into the various classification structures. Respondents do not provide answers in classification terms but in everyday language, and the indexes should reflect this.

5.200. The quality of the indexes that are constructed has a direct influence on both the quality of data and the efficiency of processing. Managers should make sure that the effort and time required to build these indexes should not be underestimated and sufficient lead time should be built into census plans for this important task. These indexes are not static and will need to be updated during processing to cater for new responses.

a) Clerical

5.201. Clerical coding involves the processor matching the response on the census form with responses contained in one or more indexes that are commonly referred to as codebooks. The processors then transfer the associated code from the codebook onto the form for later data capture. This clerical process is tedious and can be subject to higher errors than other types of coding. Using this method, processors also tend to rely on their memories for coding which can introduce further errors into the process.

b) Computer-assisted coding

5.202. This method involves processors using computerized systems to assist in the coding process. Similar indexes to that used in clerical coding are used but they are computer based. The processor usually enters only the first few characters of each word in the response, and the system then returns a matching list from the appropriate index. The coder then selects the matching index entry and the code can be automatically written to the data file. Computer-assisted coding is used during handheld device and internet based data capture operations.

5.203. An advantage of computer-assisted coding is that more coding rules can be incorporated into the system to guide the processors through several processing steps, which results in higher quality data. Computer-assisted coding is particularly suited to the structured coding approach mentioned above.

5.204. Structured coding also has the advantage of reducing the number of potential matches presented to the operator on the screen. This is done through the use of “basic” words (usually nouns) and “qualifying” words (usually adjectives), for example, a processor may enter the text string “far pou” for the response poultry farmer. The system would return a list of all basic words beginning with “far” and after the operator confirms the basic word as farmer, a list of all qualifying words beginning with “pou” would then be presented. After

selecting the correct qualifying word, “poultry”, the appropriate code would be written to the file. Reducing the possible number of matches on the screen reduces operator burden and results in higher-quality data.

5.205. Countries that have developed computer-assisted systems have found them to be more efficient than clerical systems and result in higher-quality data. However, the system and associated indexes are relatively complex and require a long lead time to develop. This cannot be emphasized enough as this new technology requires far more up front planning and time to develop than capturing from paper. Also the costs of developing these systems should not be underestimated and the assistance and advice of other countries that have developed them should be sought.

c) Automatic coding

5.206. Automatic coding uses computerized algorithms to match captured textual responses (e.g., from ICR) against indexes without any human intervention. The matching algorithms used in automatic coding are complex and usually involve a scoring mechanism where a particular score is required before a response is regarded as a match. There are a variety of algorithms that can be used for automatic coding and a complete handbook could be devoted to this subject. However, it should be noted that caution is needed when implementing any automatic coding matching algorithm. Faults in either the algorithm or associated indexes can result in incorrect codes being assigned. Because of the complex nature of these systems, it is recommended that agencies that are considering using automatic coding contact other countries that have developed these systems.

5.207. Depending on the algorithm used, tests have shown that automatic coding will achieve high match rates (approximately 80 per cent) for simpler textual responses such as birthplace. However, responses for the more difficult topics such as occupation and industry will achieve much lower match rates (approximately 50 per cent).

5.208. Regardless of the system used, it will not be possible to code all responses automatically. Therefore, those responses that cannot be coded automatically will need to be further processed at a later stage through either computer-assisted or clerical coding.

5. Data editing

5.209. The end objective of the census data processing stage is to produce a data file free from errors and inconsistencies. However, errors and inconsistencies will undoubtedly arise during the data collection, coding or capture phases. Data editing is the process of detecting as many of these errors in the data file as possible and making changes to the data file so that the responses are valid and consistent.

5.210. The focus of this section will be on the process of editing census data following manual entry or optical scanning, as these are currently the predominant modes of capturing census data. Editing procedures for handheld device or telephone and internet data capture vary significantly, as the data entry application will contain programmed checks, preventing some of the errors in the capture stage. Given that these modes simultaneously collect and capture data, they have the great benefit of being able to directly probe the respondent to correct any logical errors or inconsistencies.

5.211. As noted in *Principles and Recommendations for Population and Housing Censuses, Rev 3* (cite), errors can be either critical or non-critical. Critical errors have the potential of blocking further processing and must be corrected. Non-critical errors produce invalid or inconsistent results without interrupting the logical flow of subsequent processing phases. As many of the non-critical errors as possible should be corrected. These errors are often classified as coverage or content errors. More information on this is provided in Chapter VII.

- a) Coverage errors - errors that arise from either failing to enumerate a person or housing unit, or counting a person or housing unit multiple times.
- b) Content errors – errors from incorrectly reporting or recording characteristics from persons, households or housing units.

5.212. Both errors are better resolved in the field, but can be edited during the census data editing phase.

5.213. As stated in the UN Editing Manual “Editing comprises the systematic inspection of invalid and inconsistent responses, and subsequent manual or automatic correction (using “unknowns” or dynamic imputation), according to predetermined rules”. While some editing operations involve manual corrections, which are corrections made manually in the office, the majority of editing involves electronic corrections using computers. This is primarily for two reasons. First, the size of the census operation makes manual editing economically unfeasible. Second, utilizing computers for census data editing removes human error and ensures consistent application of editing specifications

5.214. It is important that the census agency form a team responsible for developing the editing rules and programs. This team should comprise of census managers, subject matter specialists and data processors. The subject matter specialists will develop the edit and imputation rules or specifications, which detail the consistency rules and corrective measures. These specifications will then be provided to the data processing staff, who will program the rules in an editing software package, such as CSPro (Census and Survey Processing System). Having continuous communication between the team members is essential in ensuring the editing process is fast, efficient and comprehensive.

5.215. Imputation is the process of addressing the missing, invalid or inconsistent responses identified during editing. This process involves altering one or more responses or missing values for a person or household or for other persons or households to ensure that the data are plausible and internally coherent. Whenever imputation is used, a flag should be set so that analysts are able to distinguish between reported information and that imputed by the editing system. Two common imputation techniques are through (a) static look-up tables (cold-deck imputation) and (b) dynamic look-up tables (hot deck imputation).

5.216. In cold deck imputation, the editing program assigns a particular value for a missing item from a predetermined set, or the response is imputed on a proportional basis from a distribution of valid responses. More specifically, cold deck imputation uses a pre-stored look up table, which is often derived from reliable data from previous censuses, surveys or other sources, to impute missing values. Often times, these look up tables may contain multiple variables.

5.217. Hot-deck imputation is a more complex method. In this method, a missing value for a particular field is imputed from data from a different record. It involves searching back through the census records until a preceding similar record is found that does not have a comparable inconsistency. The values from the field in

that record are then copied to the record with the missing value. For example, income may be missing for a particular record, although it contains occupation and industry responses. The system could search for a preceding record that contains the exact same combination of occupation and industry, with a stated income. The income from this preceding record is then copied to the record missing this value.

5.218. The hot-deck approach has been adopted by some agencies because it uses existing data and, as such, is regarded as statistically sound.

5.219. While the process of census editing essentially “cleans” the data file of errors and inconsistencies, census agencies should be careful to not over edit data. Over-editing may increase the time required to disseminate results, increase costs, distort true values and not necessarily add value to the final product. A general rule of editing is to take a minimalist approach by editing only obvious respondent or interviewer mistakes and responses that are clearly out of range.

5.220. Management should make sure that there is close collaboration between the subject matter specialists and programmers while developing these programs.

Box V.1 Why use the Census and Survey Processing System (CSPro)?

During the 2010 census, the Zambia Central Bureau of Statistics decided to use the Census and Survey Processing system (CSPro) to process their census data. The decision was based on the following criteria:

- The software had been extensively tested in census environments ;
- It was designed mainly for data processing of censuses, but could be used for other subjects;
- It had been frequently tested and used in censuses;
- It was continuously being upgraded by the responsible agency;
- Technical support was available;
- It was free;
- It was recommended by the UN;
- It could be used for data entry, computer editing, forms tracking and tabulation;
- It was capable of embedding checks and controls into the data processing systems;
- Documentation about the software was available;
- Data was portable;
- It was user friendly.

6. Data management

5.221. Data management is particularly critical in a distributed processing environment where there may be hundreds, if not thousands, of PCs connected on a Local Area Network (LAN) or a Wide Area Network (WAN).

5.222. Some basic considerations that are applicable to a variety of systems, regardless of the technology used, are discussed below.

a) Data storage

5.223. During processing, data will pass through a number of sequential activities from data capture through to release of files to the dissemination phase. Each activity will refine and change the data in some way. Therefore, it is advisable to maintain copies of all versions of data for auditing and tracking purposes. This will enable easy pinpointing of where problems were introduced and where corrective actions can be taken.

5.224. The technology used for data storage depends on the architecture chosen for the data capture and processing systems. Simple text files may be sufficient, if appropriate to the architecture. Whatever data storage system is used, a key issue is the management of large volumes of data and multiple versions of files as the data passes through each activity. The management of the data also needs to address issues such as retrieval for the various activities within specified response times. A decision on the data storage methodology will depend on the volume of data involved and the complexity of the processing system.

b) Data back-up

5.225. In order to recover from inadvertent loss of data it is important that a back-up strategy is developed. This strategy may include frequent on-site backups of data, and control files, from all stages of processing, and regular off-site backups to protect against major disasters.

5.226. It is also important to have a recovery strategy in place to be able to reinstate all files in a consistent state after the failure of a server, corruption of data or other problems.

c) Data security

5.227. The unit record data that is produced during processing should be subject to the same strict security rules that apply to the physical forms. This means that only authorized staff should have access to the unit record files for the purposes of processing. Network and handheld device security will be required to monitor and restrict access to unauthorized staff. It will also need to provide mechanisms that prevent unauthorized tampering of the data in the files and provide audit trails of all changes.

5.228. Protection against the threat of computer viruses is another important aspect of protecting the data. The introduction, either deliberately or inadvertently, of a virus could have disastrous effects on processing. There is a variety of commercially available software that can be used to reduce this threat.

7. Methods of tabulation

5.229. While demographers and subject matter specialists are responsible for developing the tabulation plan as they have the necessary expertise to interpret the census results, the data processors are responsible for the following:

- a) Review the tabulation plan to identify whether the desired tables can be programmed;
- b) Program and test the tabulation application according to the specifications detailed in the tabulation plan;
- c) Work with subject matter staff to make any final adjustments to the tabulation program.
- d) Populate tables for subject matter review within the shortest possible time frame;

5.230. There are a number of software packages specifically designed to produce census tabulations, such as CPro. These software packages make the task of programming tables fairly simple and are often free of cost.

5.231. During the selection of software packages for tabulation work, a census agency should consider the following:

- a) Experience and expertise of census agency staff with the software;
- b) Ability of the software to produce the required tables;
- c) Speed with which the large census data file can be tabulated.

F. Quality assurance for data processing

1. Introduction

5.232. In Chapter II, the quality of census data is defined as multidimensional, involving elements of data accuracy, budget, timeliness and relevance. During the processing of census data, assuming that the criterion of relevance has already been met, the emphasis should be on data accuracy, budget and timeliness.

5.233. While the aim should be to improve all three elements, it may be necessary to improve one element at the expense of another. For example, it may be necessary to add procedures to improve data accuracy at the expense of budget allocation and/or timeliness. Managers at a processing center must be responsible for balancing these three quality criteria and must do so with regard to the strategic directions set for their particular census program.

2. Total quality management philosophy

5.234. The environment at a census processing center is particularly suited to the adoption of a total quality management philosophy. This philosophy is founded on the belief that errors in the output of a process are primarily the result of deficiencies in the process itself, rather than the actions of individuals working in that process. This means that managers must take responsibility for data quality, as they are ultimately responsible for the process in which their staff work.

5.235. However, while managers must ultimately take responsibility for the process, the staff are their most valuable resource when implementing a total quality management philosophy. If this resource is used wisely and staff are involved in the process and empowered to define and achieve useful results, there is every opportunity for success. Implicit in this philosophy is the belief that most people want to work and that the rate and quality of their work are determined by the process. Staff who work in the process are in the best position to advise on improvements to that process.

5.236. While most deficiencies in data quality will be the result of deficiencies in the process, it must also be recognized that census data for particular geographic areas are unique. If a user needs data for one particular geographic area, and the data are of poor quality, they cannot be substituted with data for another geographic area of higher quality. Therefore, it is important to ensure that the quality of the data for each enumeration area is at least of a minimum acceptable standard.

5.237. Line managers have responsibility for quality by ensuring that staff understand the management philosophy. It is important that the rationale behind the total quality management approach is clearly explained when staff are first introduced to the system. Managers should also ensure that their own behavior is consistent with the total quality management philosophy, as staff soon pick up on inconsistencies between what managers say and what they practice.

5.238. Managers need to ensure that staff comments and observations are fed into the quality improvement process. The belief that it is the process rather than the individual that determines the quality of output needs to be reinforced throughout the entire approach to management. Managers should ensure that both formal and informal means are used to encourage staff to contribute, and that staff are comfortable in giving their opinions.

5.239. Providing feedback to staff is an important component of the total quality management philosophy. This feedback should not only concentrate on negative aspects, although this will be necessary in some cases; it is important that staff also receive positive feedback and encouragement.

5.240. To be successful, it is necessary to create a culture in which everyone has the opportunity to contribute to quality improvement at the processing center. The staff who are employed there perform basically repetitive clerical and screen-based tasks, and it is up to managers to motivate them, and to encourage them to assume some ownership of their work.

5.241. However, while the majority of data-quality problems will be the result of deficiencies in the process, there are circumstances where the actions of individuals clearly have an impact on quality. These individuals need to be dealt with by management and, where all else fails (e.g., counselling and retraining), their employment should be terminated. By communicating why such decisions have been taken, managers can use these rare events to reinforce to all staff their commitment to quality.

3. Quality management framework

5.242. Processing of census data is a complex exercise that usually involves many different processes (see Section D above). While each of these processes can be regarded as a separate entity, each one relies on the

quality of the output from the preceding process. To assist in obtaining the highest possible data quality, a framework incorporating the following components can be established at a processing center:

- (a) Quality management system;
- (b) Quality assurance points for each process;
- (c) Continuous quality improvement processes;
- (d) Validation of data.

5.243. Each of these components is discussed in detail below.

4. Quality management system

5.244. Quality management systems that can be incorporated into census processing are in some respects similar to conventional quality control inspection systems as discussed in Chapter II, Section F. However, there are some important and significant differences, which are outlined below.

a) Units of work selected

5.245. As it would be far too costly to inspect all units of work, a sampling scheme is usually implemented. This sampling scheme can involve selecting a sample of a processor's work that is reprocessed by another processor and the results compared. In some countries, approximately 10 per cent of processors' work is selected for quality management processing.

5.246. Sampling schemes to measure the quality of work can be implemented for all stages of census processing and the actual implementation of such schemes depends largely on the actual process. However, some general principles can be applied to a wide variety of processes. Some basic rules are as follows:

- (a) Sampling rates should be relatively high at the beginning of a process, gradually tapering off to an ongoing monitoring rate as processors become more proficient;
- (c) More proficient operators should be subject to a lower sampling rate;
- (d) All processors should have some of their work sampled over the complete life cycle of the process;
- (e) Sampling rates may be increased towards the end of a process so that the quality of work does not suffer as staff lose interest in the process as it comes to an end;
- (f) Complex processes (e.g., coding occupation or industry) should be sampled at a higher rate than simpler processes (e.g., coding birthplace or religion);
- (g) Initial sampling units should be based on operational efficiency. For example, if the basic workload is an enumeration area, the sample should first be based on a percentage of enumeration areas. The sample can then be further refined to a percentage of households within those enumeration areas, persons within those households and lastly topics for those persons.

5.247. In some countries, with populations of about three million, verification was implemented at the following rate:

- (a) Office editing, 100 percent;
- (b) Office coding, 100 percent;
- (c) Data entry, 100 percent at the early stages and for new data entry staff; then a random sample of only 5%.

b) Method of operation

5.248. The method of operation will largely depend on the process. The following example is based on a quality management scheme for the coding process, where responses from the census forms are coded to a classification.

5.249. A sample of each processor's work is selected by the sampling scheme. This sample can then be reprocessed by another processor (quality management processor) from a different Section. The data files produced by the two iterations are then compared. Any mismatches between the two files can be inspected by a supervisor performing the role of adjudicator. The supervisor can then determine what the correct code should have been. A discrepancy is defined as either the original processor's or the quality management processor's code not agreeing with the supervisor's code.

5.250. Involving processors and supervisors in the quality management system, rather than expert coders, will give these staff ownership of the quality of their work. Another advantage in using normal processing staff is that experts tend to use their expert knowledge rather than follow procedures. The objective is to promote consistent adherence to procedures and also to identify systematic errors caused by deficiencies in the process itself.

5.251. Once supervisors have inspected the mismatches, they can provide feedback reports to processors. These reports show the discrepancies between the code the processor assigned and the code the adjudicator believes is correct. The major objective of these reports should be to alert processors to instances where they are not following procedures correctly.

5.252. Supervisors should be trained to provide feedback to the individual processor, in a clear and concise way, such as "You coded the response to X when procedure N says to code the response to Y using these steps". The feedback reports can be standardized to concentrate on providing feedback on adherence to procedures.

c) Rejected units of work

5.253. In general, rejected units of work are not reprocessed, except in cases where they do not meet the defined minimum standard. This is because the benefit of correcting all discrepancies is generally not justified by the cost. For example, if the overall discrepancy rate for occupation coding is 10 percent, and the quality management sample rate for occupation is 10 percent, correcting all the discrepancies for occupation would only reduce the overall discrepancy rate for that topic to 9 percent. The actual improvement in the discrepancy rate for occupation would be further reduced by the effects of errors in the inspection process and errors introduced during correction.

5.254. However, because census data at the enumeration area level is a unique product, reprocessing will be required where quality management processing identifies severe data quality problems.

5. Quality assurance points

5.255. As mentioned above, census data for particular geographic areas are a unique product. It is for this reason that there are a series of quality assurance points that every enumeration area should go through during processing. These points ensure that each enumeration area is of an acceptable minimum standard.

5.256. The traditional application of quality assurance points refers to a number of automated checks and measures, systems and utilities built into the processing system. The purpose of these points is to set measures that can be quantified and used to determine a pass or fail status for the output from a process. This is based on each part of the process having identified points where the progress of the data or output can be flagged as either “pass” or “fail” and used as a measure of the success of that process.

5.257. For example, the overall data produced by the processing system must pass validation (see Section 7 below) and be of an acceptable standard for the dissemination phase. Before data reach the validation stage, each process must produce data that are of an acceptable standard for subsequent processes. When the output of a process has passed the checks of the quality assurance point, the next process can proceed. However, if the output fails the checks of the quality assurance point, the next process cannot commence until corrections are made to the output.

5.258. Examples of quality assurance points that may be implemented in a census processing system (see Sect. D above) may include the following:

- (a) Registration Process. Data for each enumeration area is received at the processing center;
- (b) Complete Coverage. Data have been captured for every household in an enumeration area and every person in those households;
- (c) Coding. Coding results for each topic in each enumeration area are of a minimum acceptable standard;
- (d) Edits. Checks and necessary data transformations have been made to ensure consistency of data items, for example, that fertility data only relate to females.

5.259. A common quality assurance point that can be used is to examine coding results in the form of discrepancy rates, as mentioned in (c) in the above list. A report can be generated of enumeration areas where the discrepancy rate for any topic is above that defined as acceptable. This report will identify particular enumeration areas that may require reprocessing owing to unacceptable quality. It will also identify those processors who require some type of retraining, either through on-the-job training by their supervisor or formal training.

5.260. Defining what level of discrepancy rates are acceptable before an enumeration area passes this quality assurance point can be based on results that have been achieved in (a) previous censuses, (b) processing tests conducted for the current census, (c) coding of the same topics in other surveys or (d) international comparisons.

5.261. Quality assurance points focus on each process achieving the best possible output rather than relying on later processes to correct data. To achieve improvements in all relevant areas of quality (i.e., budget, timeliness and data accuracy), it is essential that proactive cyclic measures of quality are used and that problems are addressed at their source. Quality assurance points set a measurable standard and can be fine-tuned to reflect the success of the process. For example, if accuracy is high, tolerances can be refined to reflect a finer detail of checking and improve accuracy further. However, changes in tolerance levels must take into account cost and timeliness issues, as well as quality, and be realistic in terms of what is important to the final outcome.

5.262. Continuous checking of the output from each process is particularly effective in the development and testing programs leading up to the census. In these tests, there is a greater opportunity for processes and procedures to be thoroughly tested and the output assessed by all stakeholders. Any required changes can be tested again and reassessed thoroughly. There may not be as many opportunities for this during census processing owing to operational pressures.

5.263. Tolerances for quality assurance points used in production can be determined on the basis of the results from the testing program. Where there are known remaining issues or problems after the testing program, these can be specifically targeted for measurement in the operational phase.

5.264. Some quality assurance points can be designed not to be mandatory but instead to advise about possible problems. These are measures where the purpose is to flag a possible problem that requires investigation but allows the output to proceed to the next process. An example of this is the tolerance levels set for the number of “not stated” fields. It is to be expected that some topics will be missed by respondents or interviewers, thereby leading to “not stated” values for some fields. An advisory quality assurance point could produce reports where the number of “not stated” fields for an enumeration area are above the average expected. This could then be investigated to ensure that this is as reported on the forms and was not caused by processors not following procedures or some other system error.

6. Continuous quality improvement

5.265. Continuous quality improvement is a core component of total quality management. The fundamental difference between continuous quality improvement and classic quality control is that, instead of aiming to achieve a specified average quality limit, continuous quality improvement aims to continue to improve the quality of the output of a project throughout the life of that project. Continuous quality improvement will determine the quality of the data produced over and above the minimum standard ensured by the quality assurance points.

5.266. A continuous quality improvement approach can be implemented during census processing in the following ways:

- (a) By using teams of processing staff to identify and resolve quality problems;
- (b) By using quantitative measures of quality, based on discrepancies in the output of the process;
- (c) By giving priority to identifying and addressing the root causes of these discrepancies.

5.267. To ensure that continuous quality improvement is implemented correctly, the following four-step cycle is recommended:

- (a) Step 1. Measure quality;
- (b) Step 2. Identify the most important quality problems;
- (c) Step 3. Identify the root causes of these important quality problems;
- (d) Step 4. Implement corrective action and return to step 1.

a) Step 1: Measure quality

5.268. Discrepancy rate data produced by the quality management system should detail the discrepancy rate for both the original processor and the quality management processor for those enumeration areas and topics selected by the system (see examples of reports in Section D above). It is important to note that these are not necessarily error rates but are measures of inconsistency in processing.

5.269. Discrepancy rate data provide information on which areas of processing are not meeting the quality targets and therefore allow the first step of measuring quality to be performed.

b) Step 2: Identify the most important quality problems

5.270. This step requires that the most important quality problems are identified and that discrepancy rate data are analyzed to determine which topics, and particular areas within those topics, need to be targeted. Compiling profiles of discrepancy data will identify what the most important data quality problems are for these topics.

5.271. The first step is to determine what are the most frequent discrepancies. Therefore, reports should identify the most prevalent discrepancies and remove those discrepancies that are below specified frequency minimums.

5.272. The next step is to consider what level of discrepancy should be of the most concern. For example, if coding a particular topic assigns a six-digit code, it could be argued that discrepancies at the major group, or one-digit level, are more serious than discrepancies at the six-digit level. For example, whether a person's occupation is coded as "manager" or "clerk" is a significant discrepancy.

c) Step 3: Identify the root causes of these important quality problems

5.273. To perform step 3 of the cycle, information from a variety of sources is needed.

i. Case reporting forms

5.274. Staff working in a process are in the best position to advise about how that process can be improved. Processors and supervisors can be provided with case reporting forms that allow them to describe problems they are having with a procedure, processing system or coding index. These forms are also a vehicle for any suggestions they may have about how the process can be improved.

ii. Adjudication feedback reports

5.275. As mentioned above, supervisors have the opportunity to provide feedback to individuals on the discrepancies between the code they assign and the code the supervisor believes is correct. The major objective of adjudication feedback reports is to alert processors to instances where they are not following procedures correctly.

5.276. Another benefit from supervisors performing this adjudication role is that it provides them with an opportunity to contemplate why these discrepancies are occurring, particularly if a number of processors are making similar errors. Therefore, they will be able to advise on deficiencies in training, procedures, processing systems and coding indexes. This enables them to make a valuable contribution to identifying the root causes of the important data quality problems identified through step 2 of the continuous quality improvement cycle.

iii. Quality improvement teams

5.277. The use of teams of processors to identify and propose solutions to quality problems is central to the total quality management approach. Separate teams can be established for the different processes at a processing center.

5.278. The focus of these teams should be to provide a formal mechanism through which staff can contribute to improving the process in which they work. Each team should be comprised mainly of processors and some supervisors, with a mid-level manager performing the role of facilitator. These teams should meet on a regular basis at the beginning and less frequently once the major problems with the process are addressed. It is important that participation by staff in these teams is encouraged by management and that members are rotated so that as many staff as possible have the opportunity to contribute in these forums.

5.279. The function of these teams is to assist in identifying the root causes of important quality problems and to recommend corrective action to address these problems. Case reporting forms, as mentioned above, can be passed on to these quality improvement teams. The case reporting forms should be returned to the originator, containing feedback on the suggestions. Members of the teams can also meet with staff in their area to identify problems not raised through formal channels.

5.280. Discussions in the quality improvement teams should be wide ranging and members must feel free to raise any issues they think are relevant. It is important that individuals are provided with information about the process, if they request it. Otherwise, they will not be in a position to make sound suggestions for improving the process and will be less willing to contribute to continuous quality improvement.

5.281. A record of the discussions at these quality improvement team meetings should be distributed to all processors and suggestions sent to management of the processing center. These suggestions can then be considered by management (see step 4 below).

d) Step 4: Implement corrective action and return to step 1

5.282. The first part of step 4 of the cycle is to implement corrective action to address the root causes of the quality problems identified in step 3.

5.283. Before any corrective action is implemented, the ramifications of these changes must be carefully considered so that the implications are fully understood and predictable. Therefore, proposed changes should be considered at a high management level at the processing center. This could be done through the establishment of a quality management steering committee.

5.284. Managers can consider information from a variety of sources, including the issues and suggestions generated by the quality improvement teams. It is important that managers provide timely feedback to the quality improvement teams on the issues raised in their reports, and any proposed corrective action. In some cases, while the suggestions may be worthy of consideration, they cannot be implemented for a variety of reasons (e.g., technical reasons, cost or adverse impact on other processes). The reasons for not implementing the suggestions should be clearly stated in the feedback to the quality improvement teams.

5.285. It is important that the contribution of processors and supervisors is acknowledged, otherwise this contribution may not continue. Changes to be implemented should be seen as coming from the suggestions of quality improvement teams, rather than from management.

5.286. The types of corrective action that may be available include the following:

- (a) Changes to procedures;
- (b) Changes to the processing systems;
- (c) Retraining or additional training;
- (d) Reminders about particular procedures sent to staff;
- (e) Changes to coding indexes in processes where they are used.

5.287. The second part of step 4 is to continue to measure quality and evaluate the effectiveness of the corrective action that has been implemented. As the most important quality problems are resolved, the cyclical approach is continued and the next most important set of problems is targeted. This results in the quality of the process being continuously improved.

7. Validation

5.288. The purpose of validating census data is to identify system problems and ensure data quality for final output. It is the final check to ensure that the data produced by the processing system meet the specifications of the editing program and output requirements.

5.289. Validating the data before it leaves the processing center ensures that errors that are significant and considered important can be corrected in the final file. This final file can then be used as the source database for the production of all dissemination products. It is important that all products are created from the one source file. Changes to the source file after validation can result in products being produced from different source files, which may impact on data and product integrity.

5.290. While it is the final check of data, validation should not be viewed as the last process in the processing cycle. It is vitally important that validation is an ongoing and parallel process to all other processes. This allows for the early detection of problems and subsequent implementation of fixes to either processing systems or procedures. In this way, validation has the same aim for the processing system as that for the final data. This ensures that the stages in the processing system are producing output as specified, and as required for the next system. In this way, it contributes to continuous quality improvement of both the system and the data.

5.291. It is also important that a validation process is included in any processing tests prior to the census. Validation of the data in these tests will allow early detection of system problems (e.g., edits) before the processing system is commissioned for the census. The role of validation in improving the processing system is even more critical in the testing stages. The early detection of problems allows for a more thorough examination of the problem, and development and testing of fixes, than can be undertaken during census processing. Problems found during census processing are subject to the conflicting priorities of timeliness and cost. Therefore, the decision may have to be made to correct the data alone, without correcting the process.

a) Defining the data items

5.292. In conjunction with the census dissemination area and other stakeholders, the specification of the output data items to be validated should be determined. Each data item is defined for the legal values to the output classification, what constitutes “Not applicable” categories, and any specific data combinations that are mutually exclusive.

5.293. In addition, known data problems from previous censuses, or owing to the feedback received from the enumeration activity, are identified and procedures for checking them are defined.

b) Define the method

5.294. The procedures and methods for validation must be defined to ensure coverage of problems and consistency of approach. Each time the data are corrected or changed for some reason, they should be validated, following the same procedures, to ensure that both the error has been corrected and no new problem has been created.

c) Aggregating the data

5.295. All data items should be checked for consistency and accuracy for all categories at a number of levels of geographic aggregation. As validation should run parallel to the other processes, it should commence with the first enumeration areas that complete processing, and continue with larger aggregations of data as they become available for validation. These aggregations will eventually comprise entire geographic regions, as defined for the country (e.g., regions or states).

5.296. This ensures that data are checked a number of times, and also ensures that larger table populations are checked. This is essential as small table populations may not fill all cells in a table. Therefore, data errors, and the processing problems that produce them, may go undetected until a large amount of data is available. By the time a large amount of data is ready for validation, some initial processes may have already been completed and the opportunity to correct the process where the error was created passed or considered not worthwhile given time and cost constraints.

d) Comparison with other data and intercensal change

5.297. Where possible, it is beneficial if data items in both census data and recent surveys can be compared. This is particularly important if the comparable data items have been collected in a recent survey or are available from administrative by-product collections. This can give indications of expected changes, or provide an explanation of changes or movements detected in the census data.

5.298. When validating intercensal change between current and previous census data, it is useful to specify tolerance levels for changes in the data items. For example, this may involve setting a tolerance level of plus or minus 5 percent in population growth for a particular geographic region. This tolerance level can be based on expected normal rates of population growth in these regions. Any growth outside this range would signal the need for more detailed investigations into the reasons for the growth or decline.

5.299. Changes in the components of the workforce, or in the types of industries and occupations in which people are employed, occur over time in all economies. Having some background knowledge of what sort of changes may be expected in the data, and where they may occur, is part of the validation process. This ensures

that the data released for dissemination have been checked to ensure that they reflect what has actually occurred. This is particularly critical in areas of population growth or decline, where the census data are required for equitable distribution of funds and electoral distribution.

5.300. The final validated data released from the processing center should be complete, with details of any changes in the data that may be problematic for users.

e) Regional office participation

5.301. Some census agencies will have regional offices spread throughout the country. These offices may have a better knowledge about their particular geographic regions. This expertise can be used in the validation process as follows:

- (a) Seeking advice from regional offices before processing starts to identify any known changes that will affect the comparison of census variables. For example, these changes may include population shifts, ethnic clusters, new housing developments or regional employment changes such as the opening or closing of a large employer;
- (b) Determining if the level of growth or decline of population and dwellings in the census is in line with anticipated growth or decline. This can be done through the checking of census counts of persons and dwellings at the smallest geographic level of output (e.g., the enumeration area), as well as for aggregated areas (e.g. statistical regions or administrative areas).

VI. CENSUS PRODUCTS, DISSEMINATION AND UTILISATION

A. Introduction

6.1. The population and housing census is a statistical operation of exceptional value to every country. It is the primary source of basic national population data for administration and for many aspects of economic and social planning. Consequently, data from national censuses represent a valuable public good that should be widely promoted by national statistical/census offices in order to enhance its utilization by the various users. Thus, census should not be an end in itself but be backed by the value of the results, in terms of utilization, by the diverse categories of data users.

6.2. This purpose of this chapter is to provide a more specific elaboration targeting census managers, operatives and practitioners overseeing the development and release of reports, publications, and data products using census statistics. Managers can use this chapter as a guide for planning, executing, monitoring, and releasing census products.

6.3. Timely and quality census data are indispensable for informed decision-making, development planning and better implementation outcomes. Specifically, census data are instrumental in understanding development challenges and the appropriate actions for influencing and informing change in relation to socio-economic progress and environmental phenomena. Census data must therefore be transformed into usable formats to respond to the needs of stakeholders.³⁷

6.4. For some countries, the fundamental paradigm shift in the 2020 Round of Population and Housing Censuses is the utilization of statistics to increase public knowledge related to the progress of society and *for transparency, mutual accountability and governance, results-based management and transformation*. The role of statistical leadership is to anticipate and define measurement of policy questions. The increased use of statistics by government, business and the citizens at large will drive different and better results and thereby succeed in mobilizing society for change.³⁸

6.5. In designing and developing census products for the 2020 round of population censuses it is necessary to take into consideration the statistical framework of the 2030 Agenda for Sustainable Development, particularly the list of indicators modeled for the monitoring of the implementation of this agenda. The final list of these indicators was not available at the moment of drafting this *Handbook*³⁹; however, as it will become available well on time for the preparations of the census products for 2020 round of censuses, all efforts should be put in place to produce census statistics in line with this indicators' framework.

6.6. This chapter begins with a discussion of the broad strategy for the census products phase, which includes guidance for preparing the strategy, project management, quality and risk, managing resources, and policy considerations. After planning comes the user consultation process occurring before, during, and after the

³⁷ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para 3.235.

³⁸ *Ibid*, para 3.236.

³⁹ November 2015.

development and release of products. Next is product development, which includes topics such as understanding the audience, protecting confidentiality, and special considerations for specific dissemination products (e.g., tabulated, geographic, analytical, and Internet-based). The focus then shifts to product dissemination and promotion, including topics such as quality assurance, branding, public relations, special promotional products, customer service, and closeout.

6.7. Throughout this chapter, the terms “services” and “products” may be used interchangeably. This reflects the fact that in many cases there is an arbitrary choice by the census agency as to whether a range of data are provided through a specific (usually, generally available) product or by a value-added service.

B. Dissemination strategy

1. Introduction

6.8. A wide range of dissemination strategies must be developed for meeting the requirements of different users. Appropriate technologies and media need to be identified for effective and easy dissemination of census data and information. A number of key elements should be taken into account in the development of a strategy for census data dissemination, including: (i) identifying the diverse categories of users and their data needs/uses through consultation, (ii) products to be developed, (iii) the media of dissemination, (iv) meta-data to aid in the interpretation of the results, (v) confidentiality and privacy measures, (vi) assessing the required technologies to meet user needs, (vii) dissemination policy, (viii) quality assurance in terms of accuracy and timeliness, and (iv) available financial and human resources.⁴⁰

6.9. The census agency will need to balance the needs of many stakeholders during the planning, development and release of census products. For example, data users expect a high level of accuracy in the information provided by an official census agency, and they will also expect the data to be released in a reasonable time frame after completion of the census enumeration. Furthermore, managers will likely receive pressure from key stakeholders (such as sponsors and government agencies) for prompt access to data, for the data to be of indisputable quality, and for the census agency to control costs.

6.10. Managers are encouraged to use internationally recognized project management principles to increase the likelihood that the products phase meets its goals, stays within budget, and is concluded on time. In the case of official statistics, the Generic Statistical Business Process Model (GSBPM) provides essential guidelines and project development framework⁴¹.

2. Meeting users' needs

6.11. The demand and use of statistical products and services must drive all census operations. National statistical/census offices should have a sound strategy for developing suitable products and services to respond

⁴⁰ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para 3.242.

⁴¹ At: <http://www1.unece.org/stat/platform/display/metis/The+Generic+Statistical+Business+Process+Model>. From a more general perspective in terms of project management there are other references, such as the Project Management Body of Knowledge (PMBOPK), an internationally recognized standard that provides fundamentals of project management. See, for example, <https://www.projectsmart.co.uk/pmbok.php>.

to the diverse needs of data users so as to promote the utilization of census results. Such strategies should be based on an active dialogue with the users regarding their needs in terms of products and the format of those products.

6.12. The user consultation process in terms of census products is a major factor in the development of a dissemination programme. The type of consultation discussed in this section complements the consultation which is undertaken to determine census content (see Chapter II, Section G). The work done at this stage of the census is important in achieving the objective that the census is relevant to users, which is a major indicator of the quality of the census. The selection of suitable census data products and related services should be guided by a detailed assessment of user requirements.

6.13. Plans for what and how products will be disseminated should be made early enough in the planning process and shared with potential users in order to get their feedback. Based on this feedback, the national statistical/census office can tailor its data dissemination programme to suit the requirements of the users. Maintaining good communication and obtaining feedback from users is also important for making modifications to products and services, including being able to respond to user requests that become known later in the programme⁴².

3. Products and media of dissemination

6.14. At a level of census dissemination strategy, the census product phase will need to be managed from two perspectives: 1) as a phase of the overall census programme and 2) as a set of individual products.

a) Product phase lifecycle

6.15. This section discusses the product phase in the context of the overall census programme and strategy. It follows the lifecycle laid out below, starting with product planning and then proceeding to development and dissemination. User consultation occurs throughout the entire product phase (and indeed, the entire census program) and should not be treated as an activity with a distinct start and end. Monitoring and evaluating are also ongoing processes.

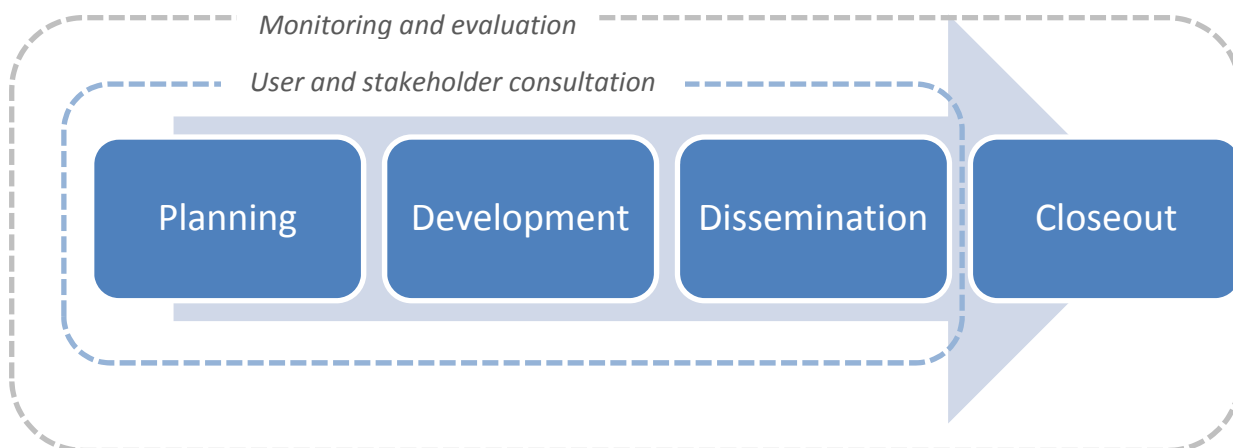
Table VI.1: Stages of the product phase

Stage	Components (not exhaustive)	Timing
Planning	<ul style="list-style-type: none"> • List expected products • Establish high-level release schedule • Set budget and resources • Determine quality standards • Prepare dissemination strategy • Account for risks 	At least one year prior to census date until beginning of product development.
User Consultation	<ul style="list-style-type: none"> • Identify users and stakeholders (See Chapter II B.2.) • Determine questions to ask 	Ongoing

⁴² *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para 3.243 - 3.245.

	<ul style="list-style-type: none"> • Proceed through phases of consultation 	
Monitoring and Evaluation	<ul style="list-style-type: none"> • Track progress toward quantifiable goals • Adjust workflows if the situation changes • Use change control procedures if necessary 	Ongoing
Development	<ul style="list-style-type: none"> • Plan and create individual products • Identify a dissemination medium • Understand the audience, remain neutral, and protect confidentiality 	During census planning to two or more years after census date.
Dissemination	<ul style="list-style-type: none"> • Thoroughly review the products before release • Ensure products meet branding standards • Promote products widely and provide customer support 	When products are finished; six months after census date and beyond.
Closeout	<ul style="list-style-type: none"> • Ensure deliverables have been met • Document lessons learned • Archive materials for next census 	When all products are released.

Figure VI.1: Product phase lifecycle



b) Individual product lifecycle

6.16. Each individual census product proceeds through a lifecycle similar to the lifecycle of the overall products phase. However, the beginning and end of each product is usually clearly defined. Each product begins with a broad conceptualization of its purpose, merit, and potential sensitivities. From there, the product proceeds to the proposal stage, where the methodology is laid out and reviewed before work begins. These two stages are key to avoid problems in the next stage—production—where most time is spent creating the product. Once the authors are satisfied with their product, the item enters into review by middle and senior managers and independent subject matter experts seeking to correct errors and ensuring neutrality. Once the review conditions are satisfied, the product is released.

6.17. While most time in the individual product lifecycle will be spent during the production stage, arguably the most important stages come beforehand: concept and proposal. These planning and preparatory stages should identify major methodological problems early in the process and reduce the risk of significant delays or cost overruns later. The review stage is also critical since product authors will benefit greatly from an outside perspective. Furthermore, the review stage is the last opportunity for managers to correct errors before release. If products are released in an unpolished format and with errors, such products will reflect poorly on the census agency.

Table VI.2: Individual product lifecycle

Stage	Description	Staff Role	Manager Role
Concept	The lead product author(s) prepare a high-level conceptualization for the product they wish to develop. The concept may be quite broad and does not require detailed planning at this stage. Examples of information to include in a concept: product title, purpose, data sources, author names, and any potential sensitivities (political, methodological, etc.) regarding the product.	Draft concept and request managerial approval.	Determine if concept aligns with the mission of the agency and either approve or deny.
Proposal	After receiving concept approval, the lead product author(s) write a detailed proposal outlining the scope, schedule, and budget of the product. This proposal should lay out the purpose of the product, the primary audience, the detailed methodology to be used, the product dissemination medium, and list all involved parties within the census agency and/or externally. Any potential sensitivities discussed at a high level in the concept phase should also be explained thoroughly.	Prepare proposal and present to managers for detailed analysis of feasibility and sensitivity.	Determine if proposal is reasonable given the availability of resources and either approve or deny. Also, ensure methodology is sound to avoid problems during production phase.
Production	The product is developed using the defined methodology. During production, all assumptions and workflows should be documented for later reference. Technical documentation to accompany the product is prepared concurrently. Any adjustments to the methodology should be reviewed using established change control procedures (for more information, see B.4.d change control).	Work on product using methodology outlined in the proposal. Adapt methodology if necessary, but consult managers.	Monitor progress on a regular basis and ensure product remains on schedule, within budget, and within the defined scope.
Review	After the authors are satisfied with the quality of their product, they submit the product for internal review. The review procedures should include at least one senior manager and one internal subject-matter expert not involved in the	Review product thoroughly before passing along to management.	Work with authors to ensure final product adheres to agency standards. Identify

	development. The primary objectives at this point are to identify and correct errors, ensure the product meets quality standards, and validate the methodology.		errors for correction.
Release	Once the review conditions have been satisfied, the product is released publicly or to its defined audience.	Promote product widely and be prepared to field external questions.	

4. Confidentiality

6.18. In terms of overall census dissemination strategy ensuring the confidentiality and privacy of census data has a critical role in accordance with the Principle 6 of the *Fundamental Principles of Official Statistics*, “Individual data collected by statistical agencies for statistical compilation, whether they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes”⁴³. Maintaining data confidentiality is an indispensable element to maintaining the trust of respondents. If respondents believe or perceive that a national statistical/census office will not protect the confidentiality of their data, they are less likely to cooperate or provide accurate data. This in turn affects the accuracy and relevance of the statistics.

6.19. The ever increasing demand from users for more data, especially micro-data and at lower geographical levels, and also with more technological advancement for data linking particularly over the Internet, have created more challenges for managing data confidentiality. As a result, national statistical/census offices should examine the data and make modifications, when necessary, prior to dissemination of the data. The objective of the modifications is to prevent identification of individual respondents, and also intentional as well as inadvertent disclosure of their personal information. This is particularly the case when micro-data are disseminated and also when data are linked to location, such as with the use of GIS.⁴⁴

6.20. Consequently, incorporating procedures for protecting confidentiality and privacy of data has to be consistently taken into consideration throughout all the steps in preparing census products and data dissemination. A more detailed elaboration is provided later in this chapter.

5. Stages of data release

6.21. The release of data and census products needs to be determined and publicized well in advance of the census itself. This allows users to plan their activities related to the use of census statistics accordingly and appropriately.

6.22. It is common to have several steps in data release, as they become available and depending on the processing, and, especially, coding issues. Therefore, the release needs to be segmented out accordingly and taking into consideration that certain characteristics are of more immediate interest of users than others. In a number of cases the census would release the preliminary total counts based on supervisors’ aggregated daily totals during the enumeration. Those preliminary data issued soon after the enumeration are of particular

⁴³ <http://unstats.un.org/unsd/dnss/gp/fundprinciples.aspx>.

⁴⁴ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.288.

importance to the population at large as they document the census while it is still a fresh and recent event of such magnitude.

6.23. The steps in the release of census products will also depend not only of the processing but also on the complexity of the product and the need for data validation. If a high level of analysis is a considerable component of the census product, additional time would be needed for preparation and subsequent release. Similarly, if the product itself involves sophisticated technological solutions, it would also require extra time for testing and quality assurance.

6. Coordinating release of census results with other statistical products

6.24. The wealth of data provided and offered by the population and housing census tends to overcome other statistical products issued by the same agency. In addition, the large number of social and economic phenomena covered by the population and housing census may appear to make other statistics redundant.

6.25. Therefore, it is imperative to link the release of census products with other statistical products that would provide additional depth to census statistics. For example, census results on economic activity of the population should be referenced to the most recent labor force survey results or the household composition statistics from the census would be complemented by the results of household consumption surveys and so forth.

6.26. The coordinate release of census and other statistical products by the statistical office would have an additional value by promoting not only the census but the overall activities and results of official statistical agency. It would also provide a more comprehensive source of numerical profiles of the population and living conditions in general.

C. User consultation process

6.27. It is important for census offices to consult data users in order to identify their needs for the type and format of census products to be produced. This is to ensure that census products are relevant, responsive and add value to the current policy questions and stakeholders' needs.⁴⁵

6.28. The essential purpose of the user consultation process should be to inform census users of the census agency's strategies for developing the products and services of the forthcoming population and housing census. It should also seek their views on the strategic goals and directions for the census products phase. This overall aim can be broken down into three objectives:

- To better understand overall user reactions to the current direction of the dissemination phase
- To understand user reactions to specific products and services
- To report on the outcome of dissemination research and make recommendations to users and census agency management for census products

⁴⁵ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para. 3. 247.

6.29. The user consultation process discussed in this chapter complements previous discussion of user consultation prior to the census questionnaire content (See Chapter II, Section G).

1. Identifying users and stakeholders

6.30. In broad terms, the market for census products and services can be defined as any person, organization or business enterprise interested in demographic or socio-economic information. This may be for the community as a whole or any group within the community, or for a particular geographic location. What follows are examples of users and stakeholders that should be consulted.

a) Market research

6.31. For the purposes of the population and housing census, market research can be defined as any organized and structured effort to gather information about target users and uses of census statistics/results. Market research should be conducted throughout the census products phase. This will allow the census agency to review and refine the products until the proposed output meets a majority of users' needs.

6.32. Market research prior to the development and design of a product or service is essential to ensure that output aligns with the needs of the user community. Market research can monitor the performance of products and services; measure and analyze user attitudes; and gather information to feed into the redesign of products and services and potentially lead to the development of new products and services. In many cases, appropriate information may already exist in previous research by the census agency (which can include user consultation).

6.33. While market research should commence well before the enumeration period, it may be possible for detailed product design (for more complex products) to be undertaken during the census data processing period. However, the detailed design of the basic output products should be completed in sufficient time to minimize the lag between completion of validation of processing and release of the product.

b) Users versus stakeholders

6.34. For the purposes of this *Handbook*, users are defined as individuals, institutions, agencies or organizations that will apply the products of the census to their work in some manner. These users are variable in terms of interaction with the census agency, from the student casually using census results to the Minister of another government agency actively involved in the questionnaire design. When evaluating the needs of users, the census agency should consider the broadest possible community but focus efforts on the largest communities, either in terms of number of users or impact on the agency's budget.

6.35. Stakeholders, on the other hand, may or may not use the data products of the census agency. Regardless, they have the ability to influence—positively or negatively—the well-being of the census or the entire agency. For example, a key stakeholder who may not use census data directly could be a politician with influence over the census budget. The census agency should identify stakeholders early in the product planning process and should objectively rate them in terms of their ability to influence the census product phase.

Stakeholders rated as highly influential should be regularly consulted and informed of the progress of the product phase to maintain their support of the project.

6.36. When identifying users and stakeholders, managers need to search both internally and externally. Internal users could be classified as within the census agency, within the same ministry as the census agency (if organized in such a manner), or within government. Importantly, users and/or stakeholders within the census agency should be involved in all phases of the consultation process. They should be given the opportunity to reply to questionnaires and participate in the detailed product proposals at the contemplative stage. Focus groups and workshops for internal users provide an effective forum for innovation and generating proposals for new products, as well as providing internal staff with the chance to have input into the final product design.

c) Types of users and stakeholders

6.37. The users of census data and stakeholders in the product phase can be broken down into several broad (and not necessarily mutually exclusive) categories. These categories are defined primarily based on usage of census data or ability to impact the success of the census.

Table VI.3: Types of users

Type of User	Description
Key Users	<p>As with influential stakeholders, key users are important to the census agency from a strategic and/or business point of view. It is important that the agency establish a close ongoing relationship and regular contact with these users. The client service logic that underpins this group includes a combination of understanding, empathy and sharing of user needs. Flexible, creative solutions should be used that call upon the full capability of the organization to service those needs. The key user segments include government departments, educational institutions, finance and other business sectors, market-research-consulting sectors, and academic research institutions.</p> <p>Lifeline Users: A special category of key users is “lifeline” users. These users are defined as strategically important organizations that have the potential to influence continuing political or opinion leader support for the agency and/or contribute significantly to revenue or funding. Depending on the national circumstances these can refer to the government in general or key ministries in particular, as well as representative bodies and local governments.</p>
Subscribers	<p>These are users that regularly do business with the agency but usually in a repetitive manner and whose needs are for the most part satisfied through the regular supply of standard products and services. The client service logic that underpins this group includes reliable, predictable and consistent service, supported by a loyal, stable and long-term relationship. The subscriber’s segment comprises users subscribing to publications and other standard regularly released products or services such as online statistics.</p>
Ad hoc users	<p>These are users that make occasional or one-time contact or whose requirements are</p>

	easily met through the provision of individual products or customized services. The client service logic that underpins this group includes quick, reliable, predictable, consistent, responsive, informative and accurate service.
Competition users	These are users that have a number of choices to satisfy their information needs. Potential competitors may include market research organizations that are able to tailor their services to satisfy the needs of individual users; consultancy service providers that are able not only to provide data but also to conduct analysis and interpret results; or secondary distributors that either distribute census data or package the data into applications developed for user-specific needs (e.g., client profiling and location analysis). Depending on the revenue model for the census agency, competition users can be seen as either a threat or an opportunity to the agency. Census agencies may wish to cooperate with competition users to broaden the application of census products and increase awareness of their usefulness.
Media sector	There is a need to have strong and coordinated links with the working media to promote broad public awareness of the agency and its products and to contribute strongly to “public good” outcomes. This sector may be dealt with as part of media liaison through a public relations unit within the agency. Strong media relationships can produce a widespread positive image of the census agency within the country.

2. Phases of consultation

6.38. The user consultation process can take place in three phases, some of which will overlap: qualitative studies, quantitative studies, and detailed product design.

a) Qualitative studies

6.39. The aim of the qualitative research is to better understand the reactions of users to the current census dissemination program, including products, services and their delivery. This contributes to recommendations for the next census dissemination program. The major tasks are as follows:

- Prepare detailed specifications
- Contract external consultants
- Organize focus groups
- Prepare interim report (for the evaluation phase)
- Prepare final report

6.40. Qualitative studies are most commonly undertaken in the form of focus groups (i.e., small group discussions moderated by a market research specialist or facilitator). Focus groups can provide qualitative information about the performance of current products and services. Detailed current product plans provide the starting point. The groups are usually general in nature, covering a range of users and products. However, there may be the need for more specialized groups to deal with key user communities, as well as with individual high-profile products.

6.41. Where appropriate, larger-scale conferences and/or workshops can be held to allow consultation with users from a broader community. Such conferences should be organized with a clear agenda and a list of required outcomes or decisions.

6.42. External consultants can be employed to assist in this process. However, the census agency must remain closely involved in the development of the specifications to be provided to the consultant.

b) Quantitative studies

6.43. Quantitative studies may make use of user mailing lists that have been built up by the census agency over the past census cycle (e.g., customer databases and email newsletter subscriber lists). A variety of questionnaires may be required, including a general questionnaire and others focusing on:

- A particular product or service
- Particular market segments or industry sectors
- Users' technical requirements (available formats and media and industry standard software in use)

6.44. The major tasks in the quantitative research phase are:

- Determine detailed methodology
- Develop questionnaires, covering letters, newsletter articles, the response mechanisms
- Conduct surveys
- Analyze and prepare reports

c) Detailed product design

6.45. Based on the results of the qualitative and quantitative studies, the census agency will need to make decisions on the appropriate product mix. Within the census office, approval should be sought for detailed product design, along with submissions for appropriate funding (where this is required from government funding rather than being obtained through user-pays arrangements).

6.46. Prototypes of the various products can be prepared and follow-up user consultation undertaken through seminars and digital feedback (e.g., email). Consultation will also need to take place on the classification details users require from the census, some of which may have an impact on the final census questionnaire.

6.47. The major tasks in the detailed product design phase are:

- Determine overall product mix
- Develop product plans for corporate approval
- Develop prototypes
- Devise classification proposals
- Consult users
- Finalize product design

Box VI.1 User consultation for census products and services: United Kingdom (2011 census)⁴⁶

From the first release of 2001 Census results onwards Office for National Statistics (ONS) actively sought feedback on all aspects of census outputs. ONS held extensive consultations to define a range of 2011 Census products and services that would meet the needs of users, covering both those users who wished to obtain a broad overview for a particular area, and the more experienced users who required very detailed and specific information about a particular topic. In 2008 a 12-week UK census output consultation was carried out by the three UK Census Offices via an online survey. The aim was to find out what potential users of the 2011 Census wanted from the data collected, and to help ONS in particular to prioritise identified output needs, with a focus on high level output issues. Topics covered include products, access, dissemination and metadata. A consultation programme on the detail of the statistical outputs was then carried out to establish the extent, scope and detail that users would like to see from the 2011 Census. The consultations on main statistical outputs had two distinct phases, running from 14 December 2009 to 26 March 2010, and from 7 February 2011 to 28 April 2011. These phases included formal consultation feedback documents for completion and return, and were supported by national public consultation events as well as direct engagement with key users and user groups. All views received were considered and analysed.

3. Questions to ask

6.48. The feedback received from users must be guided by focused questions relevant to the agency. Much like census questionnaires, users should not be asked questions that do not have a specific purpose. The following sections will help guide census managers in soliciting specific feedback from users.

a) Lessons learned from the previous census

6.49. An evaluation of the method of production from the previous census should be conducted to identify successful elements in the product phase that can be carried over to the current census. More importantly, problem areas need to be identified to improve the process. The census agency can then proceed to the user consultation phase and use such information as a baseline for adapting the range of products and services to meet current and emerging needs in the user community. These needs can only be identified in the consultation process.

6.50. Ideally, at the conclusion of the previous census, managers evaluated and documented the successes and failures of the product phase in a “lessons learned” document. If such documentation is not available, it is still possible to identify parts of the census product phase that require improvement or that need special attention by interviewing managers and other staff present during the previous census.

b) Consultation on broad directions

⁴⁶ Office for National Statistics, *2011 Census England and Wales General Report* (2015).

6.51. The consultation process can be carried out in two stages. The first is consultation on the broad directions of the dissemination phase. The dissemination strategy should be provided in publication form, accompanied by a user feedback questionnaire. This first publication can provide the goals, the strategies to achieve the goals and the broad directions of the dissemination phase. The self-enumerated feedback questionnaire can comprise two parts:

- Questions relating to the user’s interest in existing census products and services
- Questions relating to the strategies proposed by the census agency for the products and services of the next census

6.52. Users should also be asked whether they wish to be involved in later rounds of the consultative process.

6.53. Much of the information sought in this stage will be qualitative commentary. Information may be available on the quantity of products accessed by each user. This information can be used to develop some weighted measures of the strength of views according to the nature of the user.

c) Consultation on specific products and services

6.54. Based on the results of the broad consultation, more specific proposals can be developed. A second publication and feedback questionnaire can be supplied to users that expressed interest in further consultation. This publication presents the proposed content of products and services that will become available and estimated release dates. The feedback questionnaire can seek detailed information on the content of specific products. In addition to analyzing the user feedback questionnaires for the purpose of assessing the plans for the product phase, the returned questionnaires can be further analyzed by users’ industry (e.g. government, academia, market research, energy, etc.) or status (e.g., heavy user, ad hoc user).

6.55. In addition to the publications and questionnaires, in-person sessions can be conducted with key users, where possible, to obtain more detailed feedback.

d) Common topics and issues

6.56. The range of issues to be covered under this heading is broad and will be determined by many factors, including the range of topics on which data are to be collected, and the strategic issues covered in section B above.

6.57. The following table contains issues commonly raised by census users and stakeholders concerning the data products, software applications, and services delivered by census agencies. This list is not comprehensive, but may be of assistance to countries in planning the user consultation process. Census agency managers should consult users on all of these topics to increase the likelihood of a successful census products phase.

Table VI.4: Common issues in data products

Issue	Considerations
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Usefulness and appropriateness	This information should be of great value to the census agency in determining the priority afforded to specific products. Information collected under this topic will need to be integrated with and compared to that collected under other items in this section. It is, however, a key measure of the relevance of the data and/or product under consideration.
Presentation and formatting	Consulting census data users is important when choosing a medium for a product. Users can communicate to the census agency their preferred format for receiving data. Such communication can save users a substantial amount of time for potentially little additional effort by the census agency. For example, if users use spreadsheet software to analyze census data, they may prefer to receive the data in a structured format, such as a Comma Separate Values (CSV) delimited text file. However, if the census agency disseminates the data as a Portable Document Format (PDF) table (as is common), the user may be frustrated since they cannot easily translate PDF tables to spreadsheet software.
Quality	A key decision about the quality of census results will be the trade-off between timeliness and quality. This is particularly important in designing the output strategy, in that the decision affects not only the dissemination team but also all the preceding stakeholders in the census program. Quality thresholds should be explained to users in conjunction with the issue of timeliness (below).
Timeliness	<p>Many users of census data have unrealistic expectations of the timeliness for release of accurate census data. An important role of managing a census is to manage users' expectations of this aspect of quality so that the output program is not threatened by unreasonable demands for early data. The time required to undertake the following activities should be drawn to users' attention:</p> <ul style="list-style-type: none"> • Transporting materials • Capturing, coding, and editing the information from questionnaires • Compilation of the output files and preparation of products • Data validation and quality assurance
Pricing (if applicable)	<p>To some extent, the issues raised by pricing will be predetermined by the policies applicable in a country. Within this broad set of parameters, users' reactions to pricing are likely to vary according to their circumstances and their view of the official policies. However, these views can be influenced by a number of factors, including the following:</p> <ul style="list-style-type: none"> • Whether the need is for a standard product or a customized service • Timeliness of the product or service • Comprehensiveness, accuracy, breadth and relevance of the data included in a product or service • Scope and content of the product and the range of media in which it is disseminated • Level and effectiveness of the training and support provided • Breadth of functionality of the software (where applicable), and its quality and performance
Customer support	Customer support refers to the services that the census agency may provide to support users in their application of the data or use of the product. This may range from an inquiry service to a product-support facility similar to that

	offered by computer software companies. Support and training can be provided based on data products or on the use of software products of the census agency. The level of sophistication will depend on the funding available to the census agency and the needs of users.
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D. Broad product strategy

1. Scope of products

6.58. A wide range of statistical products can be made available to the public, the private sector, government agencies, local authorities and the academic and research communities. The types of output that census offices may produce and disseminate must be current and may include printed products, static electronic products, interactive electronic products, customised products, user interactive products and special audience products and services. Partnerships with key stakeholders are encouraged in the development of the various census products.⁴⁷ The range of census products and services to be developed should be predicated on user demand in response to the results of the user consultation process (See section C above for more information on user consultation). Although census data products should cater to the needs of as many users as possible, each of the products should have an intended audience.

6.59. Standard census products may include tabulations on characteristics such as age, sex, fertility, mortality, education, language, and income. Other standard products could include geographic datasets or public use microdata samples (PUMS). The definition of products considered standard to the census agency should be established in close consultation with data users and key stakeholders.

6.60. The census agency will likely receive requests for non-standard information, special tabulations, and consultancies on data use. These requests may come from government agencies, the private sector, or other interest groups. To fulfil these requests, the census agency can either provide customer service directly to users or contract with a private organization.

6.61. The census agency itself best understands the data and its limitations and can thus provide the most effective service to users. However, the costs to the agency of user liaison may be higher than if such services are contracted out. For example, it may be necessary for the census agency to hire staff such as software developers and customer service specialists. From a census management perspective, it is important that work plans and budgets make appropriate allowance for these tasks. These decisions should be made as far as possible in advance of census day and, as stated previously, the user community should be consulted frequently to ensure their needs are met.

Box VI.2 Census data products for Australia 2011 census⁴⁸

⁴⁷ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para. 3.248.

⁴⁸ <http://www.abs.gov.au/ausstats/abs@.nsf/lookup/2011.0.55.001Main%20Features62011>.

*QuickStats** – enable quick and easy access to summary information about people, families and dwellings in an area.

*Community Profiles*** - provide a comprehensive statistical picture of an area, detailing characteristics of people, families and dwellings. They cover most topics from the Census form and can be used for research, planning and analysis.

TableBuilder (Basic** or Pro***[c]) - an online tool designed for users who have a knowledge of Census concepts and some experience using Census data. You can build basic or complex tables at any geographic area level, ranging from a single Statistical Area Level 1 (SA1) to the whole of Australia.

*DataPacks**** - suitable for experienced Census data users who have their own database or analysis systems. DataPacks contain data for the main Census characteristics of people, families and dwellings for geographic areas ranging from a single Statistical Area Level 1 (SA1) to the whole of Australia.

*Census Sample File***[c]* - A confidentialised sample of Census unit record data for modelling and analysis.

*5% Statistical Longitudinal Census Dataset (SLCD)***[c]* - brings together data from the 2006 Census with data from the 2011 Census and future Censuses to build a picture of how society moves through various changes.

Customised Data Services [c]- Where data are not available from the ABS website at the level of detail you require, our Information Consultancy service may be able to provide customised data to meet your specific requirements.

Note:

* - Easy to use product

** - Intermediate product. Requires understanding of Census concepts and skills in building tables with statistical data.

*** - Advanced product. Requires detailed understanding of Census concepts and statistical analysis skills.

c – Charge applies

2. Product development and release schedule

6.62. To ensure predictability of release (i.e., that the announced release dates are adhered to), the census product dissemination program's schedule must be carefully considered, realistic, and achievable. The schedule should be built in close consultation with internal and external stakeholders and include every product planned for development and release. Release dates should be established internally early in the census planning process and announced publicly with sufficient notice.

6.63. To effectively control the schedule and distribute workloads, managers should consider splitting the release of primary census results into two or more stages. The majority of users should be satisfied by an initial release of basic data followed by a subsequent release of ancillary data. The basic data are usually limited to head counts tabulated by large geographic areas and core demographics (e.g., age/sex). More complex topics that may require considerable processing resources, such as industry and occupation, could be included in later releases.

- 6.64. Where the resources of a census agency are limited, the optimum strategy may be to focus a higher proportion of resources on the initial release of basic data. Other entities, such as value-adding external agencies or the private sector, could help meet more complex data needs.
- 6.65. Another strategy is to release *provisional* results in advance of final results that may be subject to some adjustments later. This strategy should be used carefully to ensure the final results do not deviate by a substantial margin from the provisional results. Managers should also carefully monitor the methodology used to produce provisional results and work closely with their subject-matter experts to ensure statistical quality standards are still being met.
- 6.66. Managing the census product release schedule requires consultation with users to determine which data items are required close to census day, balanced by the census agency's knowledge of the items that are difficult (and thus time-consuming) to process.
- 6.67. Regardless of the strategy chosen, a schedule should be developed and monitored to cover the key phases of the dissemination program and major product releases. This schedule is essential to ensure key activities are completed on time. Regular progress reviews are recommended to uncover problems that may arise which allows for corrective action. Any problems that have the potential to affect the schedule should be identified and solutions put in place as soon as possible.
- 6.68. In particular, where agencies have distinct groups of people responsible for the various tasks associated with product development, it is important to identify dependencies and to put in place communication strategies to ensure a smooth flow of data through the processes. For example, critical elements such as geography or classifications may be developed and produced by other stakeholders in the census agency or government. The census agency may be dependent on their timely production to meet its own internal schedule. Clearly defined objectives and ongoing communication are essential to ensure that deadlines are met.

3. Budget and cost recovery

- 6.69. The census agency should prepare a budget that reflects projected costs associated with plans for census products, their development and dissemination. It is recommended that census offices include a census products plan and budget as part of the overall census budget. Having an adequate budget for this phase of the census process is essential for the census office so that it has enough financial and human resources to fulfill its obligations towards data users. These resources are needed to not develop the products but also to be able to invest in appropriate technological tools and media for census data dissemination. It is important that budget allocated for the execution of the plan should be closely monitored and regularly evaluated to ensure money has been spent effectively.
- 6.70. Each census agency and national government determines their policy for the provision of results of their census. While there is a general trend towards providing census results, free of charge, general through the Internet, some census agencies charge a fee for their data or for specialized census products. In the latter case, some census agencies rely on the sale of census products to recover the costs associated with the collection and processing of census data.

6.71. However, when choosing a funding model for a census or a pricing model for digital data and products, census agencies should bear in mind that the *UN Fundamental Principles on Official Statistics*⁴⁹ and *Principles and Recommendations for Population and Housing Censuses, Rev. 3*,⁵⁰ recommend that most census data be made easily accessible to the public. Additionally, the public and data users increasingly expect census agencies to release data products free of cost and in a useful format online through the agency's official Internet website. These expectations come from the fact that the public may expect free access to data as a condition of taxpayer support. In addition, local communities may expect free access to census data products as a condition of responding to the census and cooperating with the census agency.

6.72. A further distinction exists between pricing digital versus physical products. The selling of physical products may be considered acceptable in order to recover the cost of their production and shipping. However, as a public service, census agencies often plan in advance a certain number of physical copies of products for free distribution to elected officials, senior government managers, local communities, non-governmental organizations (NGOs), libraries, and schools. Census agencies commonly use a hybrid approach, where the product is sold in physical format but provided for free digitally from the agency's website.

6.73. Also, some data users will need specialized products that the census agency is not planning to produce as part of the general census programme. Therefore, a further distinction should be made between providing standard data products suitable for the vast majority of users and providing customized data products. The census agency, therefore, should establish a service to meet such specialized requests for which a fee may be charged. When pricing for products and services is introduced, policies need to be developed regarding who is to be charged and how prices are to be calculated.

4. Quality assurance and risk management

6.74. The goal of every census agency should be to present products of high quality. Risk is also ever-present throughout the entire census process including during the development of products phase. This section will identify a number of strategies for managers to maintain quality and reduce the likelihood of risks occurring.

a) Quality assurance

6.75. The census agency, and its management, is ultimately responsible for the quality of census data. According to the *Principles and Recommendations for Population and Housing Censuses, rev. 3*⁵¹, quality refers primarily to user needs and satisfaction. It is recognized that even if data are accurate, they do not have sufficient quality if they are produced too late to be useful, or cannot be easily accessed, or conflict with other credible data, or are too costly to produce. Therefore, quality is increasingly approached as a multidimensional concept. It has been suggested that the output of any statistical exercise should possess the following attributes:

⁴⁹ General Assembly Resolution 68/261, Resolution adopted by the General Assembly on 29 January 2014.

⁵⁰ United Nations publication, Sales No. E.15.XVII.10.

⁵¹ United Nations publication, Sales No. E.15.XVII.10, para. 3.242.

accuracy, relevance, reliability, timeliness, punctuality, accessibility, clarity, coherence, comparability and metadata.⁵²

6.76. Management of the quality in census dissemination is driven by concerns to (a) deliver relevant products and services while (b) maintaining accuracy of the data, and (c) timeliness and predictability of data release within agreed cost constraints.

6.77. Managers must assume responsibility for quality assurance of census data and products. It is essential that the data from a census and products that include such data are of the highest possible quality and accuracy. Consequently, one of the first steps in the management of the dissemination phase of a census is development of a quality assurance strategy.

6.78. While developing products, census managers are encouraged to use a product validation and review system. This system should be promoted as a tool for improving product quality and protecting the reputation of the census agency and not a tool for blaming staff for making errors. Before release, every product should be thoroughly reviewed by independent subject matter experts as well as managers who oversaw development of the product. For more information, see Section.

b) Managing risk

6.79. Managing risks improves the likelihood of project success. When planning census products, managers are encouraged to identify the risks associated with the development and release of the product, assess the likelihood of those risks occurring, estimate their impact on the project, and plan responses to risks deemed to be of sufficiently high likelihood and of sufficiently severe impact. By taking these steps, managers help plan for contingencies and potentially save time and money later.

6.80. Risk is present in every project and at every step. There are many tools for identifying risks, but one of the most useful is an analysis of strengths, weaknesses, opportunities, and threats (SWOT). Such an analysis during the products phase is based on information gained from the user consultation process, market research results, and experience. By analyzing these four components, managers can more effectively plan the census products development phase and prepare risk mitigation strategies.

⁵² United Nations Statistics Division (2012): Guidelines for the template for a generic national quality assurance framework (NQAF) – available at <http://unstats.un.org/unsd/dnss/docs-nqaf/GUIDELINES%208%20Feb%202012.pdf>

Table VI.5: Schematic of strengths, weaknesses, opportunities, and threats (SWOT)

	<i>Existing</i>	<i>Potential</i>
<i>Positive</i>	Strengths: Knowledge, skills, or abilities of the census agency that distinguish the organization from others. E.g., exclusive access to record-level census results.	Opportunities: Areas in which the census agency could exploit to the benefit of the mission. E.g., applying new technology to save resources.
<i>Negative</i>	Weaknesses: Aspects of the census agency that currently prevent or hamper the success of the mission. E.g., poorly trained staff.	Threats: Areas in which the census agency should avoid or mitigate to prevent jeopardizing the mission. E.g., establishing a “Plan B” far in advance if a product should fall behind schedule or lose resources.

6.81. These four components can be categorized in several schemes. For example, strengths and opportunities can bring about *positive* outcomes, while weaknesses and threats lead to *negative* outcomes. Furthermore, strengths and weaknesses *exist* at present while opportunities and threats can *potentially* occur.

6.82. A further distinction in this form of risk assessment is distinguishing between internal and external events. For example, threats to the completion of the products phase may exist internally (e.g., key staff departing) or externally (e.g., ministerial-level budget cuts). Managers conducting SWOT analysis should consider all of these dimensions.

6.83. When conducting a risk assessment, managers should identify mitigation strategies for each risk. For example, strengths and opportunities should be enhanced or exploited to maximize their benefit, while weaknesses and threats should be avoided or corrected to minimize their impact on the success of the mission.

c) Monitoring, evaluating, and change control

6.84. The effectiveness of the census products phase must be objectively evaluated. The analysis of the information should be used to adjust the program as required. Key areas to be monitored depend on the specific project or activity, but could include:

- **User consultation:** types of products requested and ability to deliver; feedback from users throughout product phase.
- **Product development:** comparison of planned budget and schedule to actual; assessment of statistical quality before product release.
- **Product dissemination:** website analytics; response rate to promotional activities; number of technical assistance inquiries; feedback from census data users.

6.85. These evaluations should take place regularly, e.g. on a monthly or quarterly basis, again depending on the specific activity. The use of regularly scheduled evaluations provides an opportunity to revise tactics to ensure that the objectives of the product phase will be met. Measuring objectives against actual results identifies where variances have occurred; managers can then take corrective action to bring projected and actual results in line.

6.86. Monitoring and evaluation can reveal when activities are not working as intended and/or have to change. Change is inevitably disruptive and involves risk (either positive or negative). Therefore, when changes are requested by staff or other stakeholders, a process for ensuring a smooth transition should be in place well in advance of implementation. These processes encompass a principle known as change control, with the primary objectives of determining if change needs to occur, coordinating such change, and reducing the risk of change negatively affecting the project scope, schedule, or budget.

5. Managing resources

6.87. Resources are defined as all of the items necessary to accomplish a task or project. For the census products phase, the most important considerations are staffing requirements, skills and training, equipment, and infrastructure.

a) Staff requirements and skills

6.88. Census products require a variety of skills. In addition to the traditional skills expected of a census agency, such as statistics, demography, and cartography, the products phase may need staff trained areas including website design, graphic design, computer programming, public relations, geographic information systems, database and server technology, and other IT infrastructure. These needs will vary from agency to agency and may be kept in house or contracted from private vendors. Many of these skills are transferrable from the field operations and data processing stages.

6.89. Staff can acquire some of these skills relatively quickly through training, but others may require years of experience. For instance, designing a basic website may require only a few days of training (assuming existing familiarity with computers). However, to design an advanced interactive web application for viewing or downloading data may require years of specialized knowledge in the areas mentioned above. Managers should carefully articulate their needs when hiring or reassigning staff to ensure that adequate skills are being acquired.

6.90. In general, the production team should be trained in the production and/or tabulation and output platforms, with clearly defined objectives and deliverables. Procedures should be discussed, clarified, and documented, and team members should be encouraged to suggest improvements. In the event that training is required, staff can obtain such training through workshops locally, regionally, or internationally. Online learning is a cost-effective option for introductory materials, but staff may benefit more from in-person training as it can be more interactive. Managers should closely monitor the amount of time each staff member has spent training in order to avoid over-commitment.

6.91. Sometimes, certain sets of skills cannot be filled by directly hired agency staff for reasons including limited staff expertise or a short-duration project. In such instances, managers may decide to contract it out. For this they need to conduct a process of seeking expressions of interest from external vendors. As with acquiring staff of the appropriate skill level, contracts to private vendors should clearly specify the expectations of the census agency. Requirements, deliverables, and deadlines should be explicitly identified.

b) Equipment and infrastructure

6.92. Equipment and infrastructure are essential elements for the successful completion of the census products phase. Beyond the usual requirements such as facilities, computers, and furniture, creating and disseminating products may require specialized equipment beyond the current capacity of the census agency, especially for information technology (IT) and printing.

6.93. IT requirements of the dissemination phase can be considerable, depending on the user requirements and budget available for census products. Users are increasingly expecting interactive Internet applications for retrieving data and producing visualizations. These applications can range from simple to complex, with

potentially extensive hardware requirements (e.g. servers, telecommunications equipment). Hardware can be housed on site or externally. Managers may wish to host certain dissemination products, such as their public-facing website, externally or using a cloud-based solution (i.e., a server run by an outside organization) if the census agency's facilities do not have reliable Internet or electrical connectivity. Managers are advised to consult with their specialized IT staff and external consultants before making major IT decisions.

6.94. For physical census products, such as books, pamphlets, and CD-ROMs, the census agency may be able to print these items itself if the equipment is already in place or if the volume will be relatively low. However, managers should bear in mind the costs of purchasing and maintaining printing equipment. Therefore, it may be preferable to outsource these requirements to a publishing firm. Many census agencies keep the design and layout components of census products in house, with the expectation that the publishing firm will simply print and ship the materials. In that arrangement, the census agency's design staff should work closely with managers when developing the requirements for the tendering process to ensure a seamless delivery of digital design files to the publishing firm and a final product that appears as designed.

6.95. As with staff, certain equipment requirements may be furnished by a contracted firm. This arrangement may prove more cost effective than purchasing all of the necessary equipment and training staff in its use. However, managers should work closely with any private sector census products partners to ensure their equipment is secure and reliable. These terms should be clearly laid out during the tendering process. If not, the consequences for the census agency could be severe. For example, if a private firm is provided sensitive census data (e.g., individual records) not yet approved for public release, the census agency is placing a great deal of trust in that firm's ability to secure the data. If a data loss were to occur at the firm, the census agency may receive most of the blame.

6. Product policy considerations

6.96. When planning products, census managers should take into account applicable national laws and regulations related to copyright for use of the data as well as intellectual property rights provisions. Furthermore, census managers should apprise themselves of the latest developments in open data practices, and transparency. These topics are of particular importance nationally and internationally and can demonstrate that the census agency is a modern, responsive, accountable, and reliable organization.

a) Open data and transparency

6.97. Accessibility is a quality attribute of census outputs. A strategic objective of the census includes implementing policies designed to safeguard the access of all users to census results. An increasing trend in enhancing accessibility to census data is through adoption of "open data" policies whereby data are generally released without restrictions on re-use, modification, or commercial use. With this arrangement, non-burdensome restrictions on data may be allowed, such as requiring attribution of the original data source (for example, the census agency).

6.98. Both developed and developing countries have begun adopting open data policies. In conjunction with these policies, national governments are creating data catalogs and clearinghouses for national statistics. For

example, the government of Kenya launched the Kenya Open Data Initiative (www.opendata.go.ke) in 2011 to meet constitutional requirements for information access, and the 2009 census data were among the first data uploaded. Census managers should ensure their data can easily be transmitted to a national data clearinghouse, if one exists. Managers should also verify if their country has established national standards for statistical and geospatial data to which the census agency is expected to adhere, such as a national spatial data infrastructure (SDI) policy.

6.99. Besides national governments, international donors are also adding funding contingencies that require aid recipients to publicly release data funded by donor money. Both governmental and non-governmental organizations have adopted these open data policies, including the U.S. Agency for International Development (<http://blog.usaid.gov/2014/10/announcing-usaids-open-data-policy/>) and the Bill and Melinda Gates Foundation (cite <http://www.gatesfoundation.org/How-We-Work/General-Information/Open-Access-Policy>). Census managers coordinating the receipt of donor funding should work with donors to clarify their open data policies before accepting such funding.

6.100. Census agencies may be required by government policy to release census data freely and without restriction to adhere to open data policies. For example, the United Kingdom began releasing government data under an open data license in 2010 (<http://www.nationalarchives.gov.uk/doc/open-government-licence>). However, if no such policy exists, the census agency should still weigh the value of census data as a public good vs. the burden on the agency to produce data when deciding how to license data.

b) Management of intellectual property and copyright

6.101. Census product development should comply with the standard intellectual property protection practices of the agency and government. For internally developed products, the census agency should procure written assignment of intellectual property rights signed by the agency's employees who create the products. For externally developed products, ownership of intellectual property rights must be clearly defined in the contract so the census agency retains such rights.

6.102. It is also important that the census agency has clearly set stipulations regarding its copyright laws to the data. Terms and conditions of use of the data should be clearly set out, including attribution when data are re-used or re-disseminated. Census managers should ensure that any data usage agreement to be signed by specialized customers is in accordance with the agency's policy on ownership and licensing of intellectual property. Managers should check that these policies do not conflict with any existing open data or transparency policies as outlined in the previous section.

7. Preparing the final product dissemination plan

6.103. Census product planning is both strategic and operational. Strategic planning focuses on long-range issues such as how the mix of products can vary in different stages in the life cycle of the product range. The operational plan is short-range, results oriented, and should deal with facts rather than theory. There are likely to be a number of operational plans associated with a strategic plan, with a distinct operational plan for each key product. The following attributes should be considered in the development of census products:

- **Realistic:** Undue optimism can lead to unrealistic expectations by management. The acceptance and use of a census products plan occurs only when the scope and costs are realistic.
- **Comprehensive:** The ultimate success of the products depends on a detailed analysis of conditions within the user community and subsequently selecting appropriate strategies for best appealing to that community.
- **User-friendly:** A product dissemination plan is a communication tool and, as such, it should be easy to read and understand, with the major points well-defined. While other areas within the organization, or external consultants, may assist in the development of the plan, those who have the responsibility within the census agency for its implementation should write it.
- **Organizational commitment:** The dissemination plan is not for the exclusive use of a select division within the census agency. While management will have the final approval of a dissemination plan, the commitment of all stakeholders within the organization who use the plan will impact the results.
- **Ongoing review and improvement:** The product phase is dynamic, and regular monitoring and review of the plan is necessary to ensure its continued success. New opportunities and challenges can appear. Economic, political and competitive environments require different objectives and strategies. Revisions to the dissemination plan should reflect any changes in these environments.

6.104. The dissemination plan should cover the costs of the full range of dissemination activities. These include the costs associated with data validation, output systems development and product development and production. Costs associated with marketing and ongoing support of all census products through the complete census cycle should also be included.

6.105. A management steering group can be established to review on a regular basis the development of the plan and to monitor progress under the plan.

6.106. For guidance, an example dissemination strategy for the United States 2010 census data products release plan has been provided in the appendix.

E. Product development

1. Introduction

6.107. All of the planning and user consultation until this point is to ensure a successful census product phase. When proceeding to product development, managers must remain aware of the plans laid previously and direct staff appropriately.

6.108. This section will discuss topics relevant to the development of individual census products. Topics will include best practices; considerations for data products versus publications and reports; and the selection of a dissemination medium.

2. Good practices

6.109. The following good practices are not exhaustive but cover some of the most important elements required for the successful development of census products. These practices cover concepts including business processes, audience awareness, protecting confidentiality, remaining neutral, considerations for data classification, and geographic place names. Managers are advised to formulate policy for each of these concepts in close consultation with their subject matter experts.

a) Individual product lifecycle

6.110. Managers should establish a clearly defined individual product lifecycle for their staff to follow. Having such a process in place will increase the quality of the products being released by the census agency and therefore improve the public's perception of the agency and increase the usefulness of the census.

6.111. The individual product lifecycle was previously laid out in Section B.2.b, so please see that section for more information. However, in summary, a recommended best practice is for individual products to follow the stages of: 1) conceptual, 2) proposal, 3) development, 4) review, and 5) release. The conceptual and proposal stages ensure that problems are identified early in the process, while the review phase checks for errors and overall product quality just before release. While these stages may seem onerous, always bear in mind that the reputation of the census agency depends on the quality of its products.

b) Understanding the audience

6.112. Each product and service should be designed and developed with the end user in mind. Feedback from the user consultation process should be used to formulate each product in a manner that balances the preferences of most users with the needs of the census agency. This user preference is gleaned during the user consultation process.

6.113. Product development should not proceed before a comprehensive dissemination strategy is formulated incorporating the findings from market research and user consultation. Individual product strategies will provide the information necessary to determine funding requirements.

c) Maintaining a neutral perspective

6.114. It is important that national statistical/census offices maintain professionalism and demonstrate neutrality and objectivity in the presentation and interpretation of the results and are free from real or perceived political interference so that the objectivity and impartiality of the statistics is assured. This in turn will build trust in and acceptance of the results. Furthermore, the disseminated census results should be of sufficient quality and meet user needs and safeguards should be in place to ensure individual information is kept confidential.⁵³

6.115. Census and statistical agencies are expected to maintain a non-political and unbiased perspective on the production and analysis of the nationally important data they produce. These data products and publications will be used by all levels of the nation's society to measure its people, places, and economy, and therefore must

⁵³*Principles and Recommendations for Population and Housing Censuses, rev. 3, para. 3.238.*

be unquestionably reputable and beyond reproach. Managers should remind staff of their duty to accurately measure the nation's characteristics when developing products from census data and to not misrepresent the data.

d) Protecting confidentiality

6.116. Principle 6 of the *Fundamental Principles of Official Statistics* states "Individual data collected by statistical agencies for statistical compilation, whether they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes".⁵⁴ Maintaining data confidentiality is an indispensable element to maintaining the trust of respondents.⁵⁵ Consequently, individual-level census data must remain strictly confidential and data products must be reviewed to ensure the privacy and personally identifiable information (PII) of respondents are preserved. Census managers, as the officials responsible for the conduct of the census, are often legally required and held accountable by their national governments to protect census respondent data.

6.117. A technique for protecting confidentiality must be developed and applied to ensure not only that users receive high quality data, but also that information provided by individuals cannot be identified from the data included in the output. To meet this requirement, various countries have adopted a wide range of procedures. The precise nature of such procedures should be determined by the census agency's subject matter experts, bearing in mind its circumstances, including stated objectives in relation to confidentiality.

6.118. A confidentiality algorithm used to determine whether the information in a table can be released, can be included in these confidentiality procedures. Where applicable, the method of protecting confidentiality should be applied in the tabulation program itself (i.e., the algorithm is built into the program). Tables that have not been subject to these procedures should not be released to people or organizations outside the census agency. Regardless, all products should be reviewed for breaches of confidentiality prior to release.

6.119. In addition to protecting the confidentiality of respondents in data products, census managers must work closely with their information technology (IT) departments to ensure their equipment is sufficiently secured against unauthorized access by either internal or external users. Internally, only staff with a "need to know" should have access directly to respondent data or data not approved for public release. Such data should be stored on restricted-access systems with individual user authentication (i.e., no shared logins). Managers should also ensure staff are using robust passwords, not sharing data with unauthorized individuals, and not accessing systems without permission. These systems should be developed after thorough evaluation and consultation with IT experts.

e) Structuring data

6.120. Census data users increasingly expect data to be released in a structured format. Structured data are formatted for easy ingestion into data analytics software, such a spreadsheet application or database. Conversely, unstructured data cannot be easily ingested in such software. Structured data have the benefits of

⁵⁴ <http://unstats.un.org/unsd/dnss/gp/fundprinciples.aspx>.

⁵⁵ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.285.

reducing the public burden for processing data and increasing the use of census data. Managers should be aware of data structuring requirements, if any, present in national open data and transparency initiatives and consult with their subject matter experts as needed. Managers should also consider establishing a standard data structure policy within the census agency.

6.121. An investigation into the data formats and media preferred by users should be included in the user consultation process. Output should be made available in non-proprietary industry standard data formats such as UTF-8 (text encoding) and CSV (tabular data storage). Because of the diversity of data formats and media available, it is most cost effective to provide data in a manner to suit most users, but not all.

f) Classifying census data

6.122. A key attribute of the work of a census agency should be to produce output that presents the data according to standard classifications. A starting point for the consideration of these standards should be international classifications that have been issued by reputable and widely used standards organizations. Examples include the International Standard Classification of Occupations (ISCO), issued by the International Labor Organization (ILO), and the International Standard Classification of Education (ISCED), issued by the United Nations Educational, Scientific and Cultural Organization (UNESCO). The *Principles and Recommendations for Population and Housing Censuses* also contain classifications for most of the population and housing characteristics topics on which information is collected.

6.123. Many of these standard classifications may have been used during the questionnaire development process. However, during the products phase, it may be necessary to edit or recode responses to match different classification schemes depending on the audience of the product (e.g., national versus international). Recoding and editing during the products phase should be conducted carefully, and managers should consult with their subject matter experts for guidance.

6.124. Within these guidelines, it must be understood that output information can never be more detailed than the information collected from respondents and transformed by coding in the processing phase. For example, some responses may not be coded to the most detailed level of a particular classification because the level of detail in the response is not sufficient. In these cases, a higher-level code in the classification (e.g., at minor or major group) may be allocated.

6.125. In developing the output classifications, the census agency should cover the following steps:

- Review of classifications to cover new topics and changes in concepts
- Development of a directory of classifications to enable effective access by users
- Development of a dictionary of census terms to assist users' understanding of the data items

6.126. There are a number of issues relating to standard classifications that will affect the preparation of the data and these should be clearly defined and understood by the dissemination project team prior to commencing production. These may include the following:

- **New concepts and variables:** New topics that are collected in the census may result in additional classifications and/or new variables. Census concepts and classifications can change over time, often owing to the requirement to follow international or the agency's own standards.
- **Modified classifications:** The need for different output categories is often highlighted by responses received from census tests and dress rehearsals; questions that elicit obscure or widely varied answers may be restructured to avoid respondent confusion.

6.127. New and changed classifications will affect comparability with data from earlier censuses and will thus affect the production of any time series data. Where the changes to classifications are significant, concordances (also called "crosswalks") should be developed to assist users to compare census data over time.

6.128. When staff are recoding or editing respondent data for the purposes of reclassification, managers must ensure processes are in place to review and monitor such activities. In seeking to fit data to an expected narrative, staff may edit or recode overzealously, leading to meaningless data products that could—at worst—misdirect national government resources. These problems should be identified early in the planning for products once the methodology is clearly articulated. However, the final product review should also check for serious methodological problems.

g) Standardized place names

6.129. Census managers should require staff to adopt a standardized approach to place names and codes. These codes may be generated by a national government body, or such codes may not exist at all. Regardless, all census products should use standard place names and codes to allow for easy comparability by data users. This standardization includes both geographic and tabular data products, since they will frequently need to be joined together by data users.

6.130. A typical approach is to classify places by both name and code. The place name should be standardized in the national language and perhaps translated to a common international language (e.g. English) if deemed beneficial for data users. The place code should be a unique identifier for every level of geography. A popular method is to classify each level of geography using a two or three digit code. For nested geography, e.g. a district within a province within a region, the individual codes are concatenated together to form a unique national code for that geographic unit.

3. Data products

6.131. Data products include tabulations that are produced from the final census data, geographic data, and/or microdata. Increasingly, census data products are released in digital format via the census agency's Internet website in a structured, machine-readable format. In some countries, some data products are also released as hard-copy publications, but on a more limited scale. It is beneficial however, if most data products are developed with the goal of digital dissemination.

6.132. The production strategy for dissemination of data products should include a description of the aggregation and retrieval systems used to compile the basic tabulations and references to the use of these

systems. The methodology for producing each dataset should also be completely documented and provided to users as needed.

a) Tabulated data

6.133. Tabulated data are one of the primary products from a census and must respond to the needs of data users.⁵⁶ Standard tabulated products that satisfy the majority of census data users provide basic tabulations and cross-tabulations on subjects such as age and sex, labor force characteristics, and family composition. Other products for specialized users may require customized tabulations.

6.134. Customized output is provided for users whose requirements are more specialized and cannot be satisfied by standard tabulations. These users provide the specifications for the tabulations they require, and the data output is produced on a consultancy basis. In order to meet the demand for customized output, it is useful to establish an *"on request"* service for users who require aggregates not available through other means.⁵⁷ The service would require that users provide the census office with the details of the tables or other aggregates requested so that the census office could fulfil the request, normally against payment of a certain compensation fee. For more information, see the chapter on cost recovery. Offering and promoting this service, especially on-line, would place the statistical service in a more desirable proactive position, rather than a static one, and could be a strong catalyst for closer cooperation with census product users.

6.135. Production of tabulated data products generally follows this procedure:

- Development of prototypes based on results of user consultation. This may be an iterative (or dynamic) process, with ongoing revisions applied as further consultation takes place. It is important that the outcome of each iteration be fed back to all participants to ensure that all users are satisfied with the final outcome.
- Coding and production of prototype tables using test data. This will also serve as a test for the production and output systems.
- Finalizing tabulation content. It is important to set a definite date for this and to adhere firmly to this date.
- Live data production for standard output.
- Release of a consultancy service for customized tabulations (where appropriate).
- Specialized table production for specific products.

6.136. The final tabulations should be presented and explained in a way that will facilitate their extensive use. The data should be shown for appropriate geographical and administrative divisions and classified by important demographic variables. The products should also contain information on how the data were collected and processed, results of available evaluation studies, and appraisals of the substantive significance of the results presented. In addition, a sufficient number of maps should be provided to allow the identification of the geographical units for which the statistics are presented.

⁵⁶ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.307.

⁵⁷ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.393.

6.137. All tabulated data products should undergo a thorough internal quality review by subject matter experts prior to release, preferably experts not involved in the production of the product.

b) Geographic data

6.138. Geographic data products are useful for a broad range of applications. A key attribute of census data is that it provides information relating to small areas (such as enumeration areas, or aggregations of small numbers of enumeration areas). Additionally, census agencies may develop a number of ancillary datasets that are of use to the data user community or required by law.

6.139. To maximize the usefulness of their data, census agency managers should consider developing the following geographic products:

Table VI.6: Geographic products

Datasets	Type	Description
Statistical boundaries	Areal, linear	Most census agencies should release statistical geography to correspond to tabular data. These datasets could include enumeration areas and higher level aggregated areas. Larger agglomerations could include urban/metropolitan areas as well.
Political and administrative boundaries	Areal, linear	Census results will commonly be released to correspond to political geography. Therefore, the boundaries used at the time of the census for provinces, districts, election areas, and similar units should be provided to the public.
Special regions	Areal, linear	Special regions could include any number of geographic delineations. These datasets will vary by country and the needs of government, but could include national parks, military bases, ecological regions, or tribal areas.
Environmental features	Areal, linear, point	Census agencies commonly use environmental features to delineate statistical geography. Depending on the ownership of these data, the census agency should consider releasing these ancillary data products for public good. These datasets could include rivers, water bodies, or coastlines.
Transportation features	Linear, point	Transportation features such as roads, railroads, and airports are also used to delineate statistical geography or identify landmarks for field staff. These data may provide a useful service if released.
Cities, towns, and other landmarks	Point	The location of cities, towns, villages, and other landmarks are commonly gathered by census agencies and could be useful to data users.

6.140. Maintaining geographic data quality requires several unique business processes. To ensure the highest level of quality, managers should consult with their geographic subject matter experts to develop a workflow for

preventing the introduction of error into geographic data. Topology—preserving coincidence between like features—is a key concern.

6.141. Using the boundary data from the previous census, a time series concordance dataset can be developed to align enumeration areas from earlier censuses to the current census boundaries. Changes to enumeration area boundaries will impact comparability of data across censuses.

6.142. Beyond providing geographic data for bulk download, census agencies may be expected to develop advanced interfaces and tools for the data user community.

c) Microdata

6.143. In general, when statistical agencies or other data producers conduct surveys or censuses or collect administrative data, they gather information from each unit of observation.⁵⁸ Such a unit can be a household, a person, a firm or enterprise, an agricultural holding, a school, a health facility, or other. In the context, microdata are the electronic data files containing the information about each unit of observation. Microdata are thus opposed to macrodata or aggregated data, which provide a summarised version of this information in the form of means, ratios, frequencies or other summary statistics. In the context of the population and housing census, microdata refer to electronic files consisting of individual records on persons, households and housing units.

6.144. Data users increasingly expect microdata products for advanced analytical use. Microdata provide individual responses and the associated characteristics of that respondent. The summary tables and tabular and narrative profile reports based on census data meet the needs of many data users, but some advanced users may want access to microdata to create or define their own tabulations and to be able to further draw on the richness of detail recorded in the census.

6.145. Providing access to microdata can be a way of extracting additional value from the cost of collecting official statistics, and of obtaining valuable insights into the quality of the data. Lack of access to microdata may result in researchers developing and conducting their own lower-quality statistical collections, adding to the reporting burden imposed on the community. Often only a small sample of such response-level data is provided, however, and specific locations are offset (anonymized) to protect confidentiality. Therefore, managers should be mindful of the sensitivities associated with producing and releasing microdata to avoid any potential confidentiality breaches while still presenting a useful dataset for the user community.

6.146. According to the United Nations Economic Commission for Europe (UNECE), making microdata available does not contradict Principle 6 of United Nations *Fundamental Principles of Official Statistics*.⁵⁹ This principle deals with statistical confidentiality and states, “Individual data collected by statistical agencies for statistical compilation, whether or not they refer to natural or legal persons, are to be strictly confidential and used exclusively for statistical purposes.” UNECE proposed the following principles for managing the confidentiality of microdata in line with Principle 6:

⁵⁸ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.373.

⁵⁹ “Managing Statistical Confidentiality and Microdata Access - Principles and Guidelines of Good Practice”, http://www.unece.org/fileadmin/DAM/stats/publications/Managing_statistical_confidentiality_and_microdata_access.pdf

- Principle 1: It is appropriate for microdata collected for official statistical purposes to be used for statistical analysis to support research as long as confidentiality is protected.
- Principle 2: Microdata should only be made available for statistical purposes.
- Principle 3: Provision of microdata should be consistent with legal and other necessary arrangements that ensure that confidentiality of the released microdata is protected.
- Principle 4: The procedures for researcher access to microdata, as well as the uses and users of microdata, should be transparent and publicly available.

6.147. The UNECE microdata principles outline several solutions for providing access to census microdata along with useful case studies of their application by a variety of NSOs. These solutions vary in the methods they use to ensure the confidentiality of individual responses.

6.148. When disseminating census microdata files to the public, researchers or other agencies, the national statistical authority faces a conflicting mission. On one hand, it aims to release microdata files supporting a wide range of statistical analyses; on the other, it must safeguard the confidentiality of respondents' identities. Processes aimed at the latter are referred to collectively as Statistical Disclosure Control or anonymisation.⁶⁰

6.149. Anonymized microdata files (AMFs) ensure that identification of individuals is highly unlikely through the removal of names and addresses along with other confidentiality-preserving steps such as the collapsing of geographic details and techniques such as data swapping and data perturbation. Public use files (PUFs) are a commonly used AMF that are disseminated for general public use outside the NSO. The level of confidentiality protection in PUFs should be such that identification is not possible even when matched with other data files. Licensed files are also anonymized but are distinct from PUFs in that their use is restricted to approved researchers and an undertaking or contract is signed before files are provided to the researchers. Even if advertised as generally available to the public, they are not released before an undertaking or contract is provided by the researcher. Even though anonymized and other steps are taken to ensure that identification of individuals is highly unlikely when used in isolation, they may contain potentially identifiable data if linked with other data files; this is one reason why a preventive undertaking or contract is required. There may be other conditions of use that the NSO may impose on researchers.

6.150. It is also possible to provide access to non-anonymized files. Remote access facilities (RAFs) allow researchers to produce statistical outputs from microdata files through computer networks, without the researchers actually 'seeing' the microdata. Because of the additional controls that are available through RAF, and the fact that microdata do not actually leave the NSO, access to more detailed microdata can be provided this way. Data laboratories provide on-site access to more identifiable microdata, typically with stringent audit trails and NSO supervision. The access to more detailed data creates some inconvenience to the researcher, because of the requirement of working at the NSO, or at an NSO enclave.

6.151. When considering the creation of microdata products, census managers are often concerned primarily about maintaining confidentiality in accordance with these principles. It is also important to consider whether

⁶⁰ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.384.

the census agency possesses sufficient authority (e.g., a legal mandate) to support access to microdata. In the budgetary context, census managers should estimate the costs of creating and documenting microdata files along with the costs of creating access tools and safeguards, and of supporting and authorizing enquiries made by the user community.

4. Publications and reports

6.152. Data products are only one component of the dissemination program of a census agency. In addition to the standard release of raw tabular data, geographic data, and microdata, census agencies are often expected to provide in-depth analysis of the characteristics of the data, the geographic patterns present, and documentation of the methodology used in the production of data.

6.153. As stated previously, census agencies have a duty to present the data neutrally. When developing publications, staff may be tempted to draw their own conclusions for patterns in the data based on political leanings. Managers should pay close attention to the language used by staff in publications to ensure they do not inaccurately represent the data. In developing publications, managers may want to review the “Making Data Meaningful” guides produced by the UN Economic Commission for Europe⁶¹, which seek “to help managers, statisticians and media relations officers in statistical organizations use text and visualizations to bring statistics to life for non-statisticians; find the best way to get their message across or define strategies for improving statistical literacy.”

Box VI.3 Product preparation considerations for a published report

The detailed issues that follow require consideration in the light of each country’s circumstances. They include:

- Landscape or portrait orientation, which depends on individual table requirements, for example:
 - A cross-classification with a relatively small number of columns may well fit in a portrait format, whereas a larger number of columns may require a landscape orientation.
 - There are well-recognized perceptual difficulties in linking the data in more distant columns back to the stubs describing that data.
 - If there are many rows in a table, the need for more frequent repetition of the table stubs may add considerably to the number of pages in (and, thus, cost of) a publication.
- Explanatory notes should be provided in all releases of information to ensure that users of the census data are aware of the following:
 - Important contextual information such as details about the collection of the information;
 - The scope and coverage of the collection;
 - Interpretation of technical terms used in the publication and any limitations affecting the accuracy of the data.
- Further assistance to users of the data will be provided by presentation of a detailed table of contents and, where the product is large, an index. The extent of these elements of the product will be influenced by both the production facilities available to the census agency and the resources devoted to the individual product.
- To give an authoritative and professional look and feel to the products, a professional cover

⁶¹ <http://www.unece.org/stats/documents/writing>.

page should be designed. This will assist in creating a link to the authority of the census agency (see also section on branding).

a) Analytical products

3.1. Analytical products of the census agency encompass a variety of possible outputs. Traditionally, these products have been analytical reports and briefs that examine the patterns and characteristics of the census data in long-form writing. These reports remain valuable for the user community to help focus their attention on critical issues and national priorities. Analytical reports must be based on user needs and respond to a country's specific development needs and emerging issues. These reports can also be used to show time series and trends analyses of socio-economic and demographic indicators and may combine census data with other data sources to provide a more comprehensive and current outlook.⁶²

6.154. Census agencies are also embracing technology for analysis and presentation of data. Developing enhanced visualizations of census data—which may be static or interactive—has grown more popular with advances in Internet technology. Additionally, desktop software applications—including standard office spreadsheet software—now provide the ability to generate visualizations of data beyond the standard histograms, line graphs, and maps commonly produced using census data. Managers should encourage their staff to explore creative methods for visualizing data for both internal use (e.g., exploring anomalies within the data) and external publications.

6.155. Regardless of the tools and methods used for analyzing census data, analytical products should remain focused around the key themes identified by the census agency. These themes may be recommended internationally, such as maternal deaths and disability, or determined to be a national priority by the government. Managers should remain aware of the intended message when providing direction for analytical products and reviewing them before release.

b) Cartographic products

6.156. Census offices should take advantage of emerging GIS technologies to make the census results more understandable and easier to use. The purpose of statistical maps is to present the results in terms of their geographical distribution and also to make it easier for the general public to understand census results than when information is presented in the form of only statistical tables.⁶³

6.157. Census agencies are uniquely positioned to present thematic cartographic products, such as atlases, static maps, and interactive web maps, as a valuable service to users. These products are often in high demand from the user community and policy makers since they provide the opportunity to examine spatial patterns of the results and, therefore, identify areas for government to prioritize resources.

⁶² *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.321.

⁶³ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.349.

6.158. Most static cartographic products, such as atlases and standalone maps, can be created using popular geographic information system (GIS) and graphics design software. More complicated tools, such as interactive web mapping applications, require additional skills and resources that may not be present in the census agency. In that case, the manager should consider their staff capabilities when requesting products and exploring additional training or contracting out where appropriate.

6.159. More information concerning development requirements is provided in the table below for specific types of cartographic products.

Table VI.7: Cartographic products

Product Type	Software/Skills Required	Description
Static Map (Print and Web)	GIS	Static maps are generally easy to produce with off-the-shelf GIS software and limited training. Producing professional-quality maps, however, requires more advanced skills.
Census Atlas (Print and Web)	GIS, graphic design	A census atlas is a major undertaking, usually requiring a team of staff with subject matter expertise, geographic expertise, and graphic design ability.
Interactive Map (Web)	GIS, graphic design, website design, computer programming	Cartographic products that are web-based and offer the ability for users to interact with the data visually are increasingly in demand. However, as the skills column shows, these products can be difficult to produce unless staff possess or can acquire those abilities.

6.160. Cartographic products can also introduce sensitivities and should be managed carefully. A phenomenon known as the modifiable areal unit problem (MAUP) shows that geographic boundaries and indicators within those boundaries can be manipulated to either mask or accentuate patterns based on the message the cartographer wishes to portray. Managers must task their cartographers to use the appropriate methodology and boundary datasets when producing maps in order to avoid misleading their audience.

6.161. Certain indicators, when mapped, may also show patterns that are contrary to generally accepted wisdom and could upset leaders at the local or national level. As stated previously, managers are reminded to make every effort to remain neutral and avoid political interference when developing census products. If mapped correctly, census data should inform policymakers of the reality and provide sound guidance for national policies.

c) Technical and methodological documentation

6.162. All data products, and many publications, should include a detailed discussion of the methodology that led to their creation. Methodological reports may include the census methodology, encompassing, if applicable, sampling design and methodology and a census evaluation report, which may include estimates of census

coverage and the methodology used for their preparation.⁶⁴ These documents demonstrate to the data user community—and the public in general—the willingness of the census agency to be open and transparent. Furthermore, the preparation of methodology documents compels staff to articulate the procedures used to create their products.

6.163. Technical and methodological documentation generally include:

- A detailed explanation of the process used to prepare the product.
- Formulas and algorithms key to the development of the product.
- Decisions and assumptions made during the planning of the product.
- Technical definitions and explanations for terms used, including international or professional standards applied.
- Ancillary data products, if necessary.
- Contact information for further inquiry.

6.164. These procedures are invaluable in the future for recreating products for other census and survey operations. Staff should also preserve all of the key original files and datasets used in the creation of products likely to be reproduced for future operations.

6.165. Metadata, or “data about data”, are also necessary. In order to assist data users to better understand and interpret the data, it is important that there adequate documentation providing a complete and clear description of the production process including data sources, concepts, definitions and methods used. This information represents metadata which, it is recommended, should accompany all census products. Metadata will promote transparency and credibility of census results. Also, dissemination of census products with accompanying metadata ensures harmonization and comparability of census data with other data sets.⁶⁵

6.166. Metadata should accompany individual data products and contain all of the fundamental attributes of the data product to aid the end user. Metadata follow international standards, such as ISO 19115 for geographic metadata, and are typically structured using the eXtensible Markup Language (XML). Since data products are frequently redistributed outside of the census agency’s control, metadata are critical for maintaining source and provenance information of the data products.

5. Dissemination media

6.167. A census is not complete until the information collected is made available to potential users in a format suited to their needs. Consequently, meeting the needs of data users means that the data producer should provide to the users not only the data products, but also have them in formats which are suitable to the needs of the users. The information in the products may be included in published tables and reports for general distribution, produced as tables in unpublished form for limited distribution or stored in a database and supplied upon request, or disseminated online either as static or interactive products.⁶⁶

⁶⁴ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.322.

⁶⁵ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.290.

⁶⁶ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.267.

6.168. It should be noted, however, that regardless of mode, all dissemination is subject to issues of (a) quality assurance, (b) possible disclosure of information about identifiable respondents and (c) copyright and ownership. In addition, the issue of cost recovery has become important to many statistical organizations. Each medium of dissemination has its advantages and limitations, and the choice of one or more of them depends on the context, and on the intended categories of users. In most instances, these methods complement each other and can provide effective ways to reach out to the public and private sectors.

6.169. When data is provided in electronic form, special attention should be given to providing users with easy means of data retrieval. The options for obtaining the relevant meta-information and the data should be accessible in standard and contemporary formats.

6.170. Managers should carefully consider the medium chosen for dissemination of census products. Ideally, these decisions are made early in the planning process for a census product, even before product development has begun. Choosing the medium early is important because it is dependent on the type of census product. The dissemination medium should not be chosen after the product has already been developed.

6.171. The most appropriate methods of dissemination are those that directly meet the needs of the data product users. A distribution process should be established to deliver products and services in the most useful, timely, and cost-effective manner. It should also offer users alternative methods of delivery, including download via the Internet or possibly physical shipment.

a) Choosing the medium

6.172. How information is presented will considerably impact how material will be interpreted (or misinterpreted). The points below are suggested as matters for consideration in setting more detailed objectives for census products.

6.173. Census tables and analytical reports can be printed or published digitally through the census agency website. The primary concern for that situation is planning for printing costs, since the formatting and layout will usually be the same for both printed and digitally published reports.

6.174. However, certain products are not appropriate for print, while others are not appropriate for the Internet. For example, an interactive web mapping application will not suitably transfer to a printed map. Conversely, a printed map may not transition well to the web if the map was designed to be printed on very large paper; the icons could be too small for website visitors to find useful. Therefore, each product must be designed with the dissemination medium in mind.

6.175. In many countries, some users of census results will not have access to computers and will prefer output to be delivered through printed materials. Even in the most advanced countries, many users (for example, community organizations and individuals interested in the population profile of their local area) may wish to receive information in this format. Equally, in countries with relatively low use of computers or poor Internet

connectivity, some agencies may prefer to receive information in a computer-readable form via CD-ROM or similar physical media.

6.176. The challenge for the census agency is to develop products and systems that allow flexibility in output media. For example, it is possible to develop a standard set of commonly requested tables for each enumeration area and store these on the census agency's Internet website. Simple applications can be developed that allow the user to specify the enumeration area, combination of enumeration areas, or other specified statistical/political areas that are of interest. The census agency can then deliver the tables for the requested areas by direct download. However, the agency must bear in mind IT hardware and software costs for such a digital delivery system.

b) Software development

6.177. Software products are delivered via the Internet or installed directly on a user's operating system. The Internet is now prevalent in many parts of the world due to growth in desktop and laptop computer use. Since the mid-2000s, rapid growth in mobile technology has greatly expanded the number of devices connecting to websites. Most census agencies now develop software dissemination platforms focused exclusively on the Internet. However, due to poor Internet connectivity or customer needs, the development of disconnected applications installed directly on the user's operating system may be beneficial. Each agency will need to assess the needs and expectations of the user community to determine where to direct software development resources.

6.178. Software development requires a highly advanced and specialized skill set. These skills may not be present in the census agency. Furthermore, salary requirements for a permanent software developer may be beyond the resources of the census agency. Therefore, managers must consider whether developers of software products are hired internally or contracted from external vendors.

6.179. Different approaches to software development will need to be taken for traditional computers (e.g. desktops and laptops) and mobile devices (e.g. smartphones and tablets) since they use different operating systems and have distinct interfaces (e.g. mouse and keyboard versus touch screen). A further distinction can be made between applications that are "native" (i.e., user installs directly) or web-based (i.e., application loads in a web browser). The Internet Products section below discusses the latter in more detail. Managers should consult with their software developers and users to determine which platforms are most feasible for developing agency software.

6.180. The key functionality and design of the software should be determined after an extended period of internal and user consultation. However, managers must also exercise discipline over the potential for "scope creep", i.e., the uncontrolled addition of features to the software product. The usefulness of the software diminishes as it loses focus, and the number of features should be controlled with respect to the ultimate purpose of the software. Otherwise, the product will not be successful.

6.181. Developing software products may require the acquisition of additional hardware (such as servers, premium computers, and testing equipment) along with existing software for use as a development platform.

Again, managers should consult with their software developers and external vendors to identify the best solution to meet the mission objectives and stay within scope, on schedule, and within the budget.

6.182. Depending on the complexity of the census software, user training may be necessary to ensure its correct use and widespread adoption.

c) Internet products

6.183. Advanced interactive web products are growing in popularity. Interactive products allow for complex maps and visualizations, impromptu cross-tabulations, and other customized data queries. These products are designed using a combination of scripting languages that can be broadly divided into two groups depending on where they are executed: server-side (on the agency server) and client-side (on the user's computer or smartphone). This distinction is important for managers since these tools require computational resources to execute, and therefore affect hardware-purchasing decisions. Common examples of languages capable of server- and client-side interaction include PHP, ASP, and JavaScript.

6.184. Oftentimes, interactive products are designed to work in a desktop or laptop computing environment. However, a growing percentage of users are accessing census products via mobile technology like smartphones and tablets. Some software used for desktop computers is not compatible with most mobile devices. Therefore, if a product is designed solely for use on a desktop computer, a potentially large segment of the user community is excluded from viewing the product.

6.185. Data storage is another key consideration. For structured data products from censuses, the ideal storage platform is a database. Databases are designed to store and retrieve data efficiently and quickly using a Structured Query Language (SQL). Interactive web products query the database directly when retrieving results.

6.186. Some census agencies are now delivering data directly from their database to users through an Application Programming Interface (API). APIs have the benefit of providing public access to census data for application developers outside of the agency. (see, for example, the U.S. Census Bureau's API: <http://www.census.gov/developers/>)

6.187. With these principles in mind, managers should consult their developers to confirm if their current hardware and software configuration is sufficient to host web applications for census products. In addition, as always, managers are advised to listen to their user community to ascertain if any of these Internet products are useful for their purposes and suitable for the country.

d) Accessibility and internationalization

6.188. Managers should note that their governments may have policies requiring official websites and software products to meet accessibility and internationalization standards. Internet standards for accessibility and internationalization are set forth by standardization bodies, such as the World Wide Web Consortium (W3C). Managers should also consult the International Organisation for Standardisation (ISO) (<http://www.iso.org/iso/accessibility>).

6.189. Accessibility involves designing products to improve their ease of use by persons with disabilities (<http://www.w3.org/standards/webdesign/accessibility>). Removing design barriers for interacting with products can increase their use and greatly improve their functionality for persons with disabilities. Internationalization refers to design that takes into account different cultures, languages, and regions of the world (<http://www.w3.org/standards/webdesign/i18n>). Since each country is quite diverse, internationalization standards can also benefit the census data user community nationally as well as internationally. While both accessibility and internationalization have specific purposes, their full implementation results in more useful and compatible products that should see greater use.

e) Printed materials

6.190. Although more and more countries use software for online dissemination of their census results, printed publications remain an often selected choice for the dissemination of the main census results. At least for the present, they reach out to the largest number of potential census data users.⁶⁷ Paper media do not require that the user have any particular equipment, software or technical skills. This fact applies especially to countries where Internet and electricity availability are low or distributed unevenly (e.g., urban versus rural). The portability of print media is also a major advantage. However, print media require special consideration that may not apply to Internet media.

6.191. It is important that plans be made and sufficient funds be allocated to ensure publication of the tabulations of widespread interest. The choice of how the actual printing is to be done entails a trade-off involving quality, cost and speed. The best results can usually be obtained by sending the documents in computer readable format to a professional printing plant. This will allow high-quality typesetting and the use of supporting colors. Alternatively, master printouts can be made in the census office and sent to the printer for cheaper duplication or offset printing. There are also affordable high-speed printing systems that can be directly controlled by the computers in the census office.

6.192. Target dates for publication should be determined well in advance and processing and reproduction programs should be planned accordingly. In addition to traditional methods of printing, there are various methods of reproduction available that are rapid, economical and legible, and these should be investigated.

f) CD-ROM, portable flash drive, and similar portable media

6.193. For an increasing number of users, computer-readable magnetic and optical media are the preferred medium of dissemination. This is because data in this form are often less expensive to obtain, copy and store. In addition, they are directly available for further computer processing and analysis.⁶⁸

6.194. Technologies such as CD-ROM and DVD-ROM discs provide a medium of distribution for large data sets that are not subject to frequent change or updating. Standard discs are read-only optical media. They have a

⁶⁷ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.270.

⁶⁸ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.275.

very large storage capacity, are durable, and can be produced inexpensively. Because the results of a census are supposed to be final, dissemination on a read-only medium should be satisfactory.

6.195. Widespread dissemination of census statistics using flash drives or memory sticks may be recommended for very large volumes of digital content that cannot reasonably be disseminated over the Internet. Further development of media for storing digital content will inevitably have an impact on the dissemination of census results. It is thus necessary to keep abreast with this development in order to meet the changing needs of users of census statistics.

F. Product dissemination and promotion for utilization

1. Introduction

6.196. Once the product has been finalized by the census agency, a process commences for the release of said product to the customer and/or the public. This process should first be planned and strategized with a promotional strategy. With a strategy in place, the next stage is launching the product and providing the necessary level of support. Finally, once a product has been released, the closeout activity should be initiated for an orderly conclusion of the product phase.

2. Promotional strategy for utilization of results

6.197. The aim of the promotional strategy should be to position the census agency and its products and services as the primary source of quality demographic and socio-economic information on the population. The promotional strategy expands on the broad direction outlined in the census dissemination strategy. The recommendations in the promotional strategy are based on information from historical research, evaluation, and experiences of earlier census output programs, user consultation, and market research. Major considerations in the strategy are preparation of the strategy, promotional activities and products, branding, and release coordination.

a) Preparing the strategy

6.198. A major objective of the strategy can be to increase the use of census data in the user community. Approaches to achieve this objective may include the following:

- Maintain the relationship with the existing user community.
- Develop new census products and services to meet emerging needs in the user community.
- Educate potential users about the census product and service range and possible benefits and applications of census data in research, planning, and decision-making.
- Make the data widely accessible to the user community through the Internet, local governments, or special interest groups.

6.199. A key portion of the strategy is identifying a promotional message. A generic promotional message could focus on the benefits of using census products and services and how different needs for demographic and socio-economic data on the population can be satisfied by the agency. The message can focus on the fact that the

information is readily available in the form suited to specific requirements. This can be detailed or summarized information, with extensive choice of geographical coverage and media delivery options. Specific promotional messages can be developed for individual campaigns of key products and services.

6.200. A public relations unit and/or marketing department is generally established to implement the promotional strategy and achieve a high positive profile for the census agency in the media and the community. This unit can assist with improving public awareness and understanding of statistics, and enhance and coordinate the agency's corporate image. The public relations unit generates product media releases, monitors and manages media enquiries, liaises with journalists and other media personnel, and undertakes promotional launches and public awareness campaigns. Contracted marketing specialists or firms may also be used.

6.201. In addition to undertaking market research and providing feedback for the product development team, the public relations unit should report on the progress of individual promotional activities, evaluate the effectiveness of these activities, and adjust the promotional strategy as required.

b) Promotional activities and products

6.202. Promotional activities should implement the promotional strategy laid out previously. Such activities may include the following:

- **Website:** The census agency's official website should provide extensive information on census products and services, their applications and benefits, and the latest news.
- **Newsletter or blog:** A newsletter provides a means of communicating with users and, through response to various articles and questionnaires, gaining a better understanding of their needs. An added benefit is that the subscriber list can be built upon and become a depository of useful user information. The list can be segmented and used to tailor approaches.
- **Social media:** Major social media platforms should be used by the census agency to promote data releases. Data stories, infographics, and compelling visualizations can also raise public interest in the usefulness of census data.
- **Advertising campaigns:** For general awareness-raising and product-specific promotions aimed at target groups.
- **Trade shows, conferences, and seminars:** Suitable venues can be selected that can be used to distribute census promotional materials, demonstrate the census product range, and outline possible applications and benefits of census data to specific user groups.
- **Press releases:** These can introduce census products to the broad community and involve media liaison and official census product launches.
- **Personal contact:** Visits to major data users or sponsors by census agency staff can lead to a better understanding of specific user needs, offers an opportunity to demonstrate product options, and allows the agency to provide recommendations on best solutions.

6.203. All of these activities should be integrated into the overall promotional strategy and coordinated by the census agency to ensure a consistent promotional message.

6.204. Accompanying the promotional activities are promotional products and materials. These materials can include brochures, posters, demonstration media, compelling data visualizations and infographics, and case-study examples. Promotional material, as well as the products themselves, should be designed for easy brand identification. A creative consultant may need to be contracted for this exercise.

6.205. Infographics are particularly useful for telling stories to accompany data products. For example, if the agency is releasing a series of tables of census indicators, an infographic using the data can be produced which demonstrates to the user community or general public the value of having such data. Infographics can appear electronically via the census agency's website or be printed in poster format for display.

6.206. To be effective, however, infographics require a number of elements. First, the infographic must use census data. If the census agency also produces data from other national surveys, those data can also be used in conjunction with census data to identify interesting topics for display. Second, the infographic must tell a story that is meaningful to the census agency or the country as a whole. For example: how has the population changed since the previous census, or where are the most interesting or important patterns occurring within the country?

6.207. Third, infographics must use elegantly designed and easy to understand visuals. Effective data visualization is a skill often lacking in traditional education. However, with the rise of advanced visualization software and the enhanced visual functions of standard office software, producing meaningful graphics is technically accessible to most staff. Generally, infographics are left to professional graphics designers with a background in conveying information visually. For an example of a high quality infographic that meets the three elements above, see figure VI.2.

6.208. As discussed already, interactive tools that produce custom graphics are increasingly popular for census products. Some tools are developed entirely for promotional purposes as well. Managers should recall that these tools require specialized skills to develop.

6.209. All promotional products should be developed in consultation with the subject matter experts of the original data products. Graphic designers are not necessarily data experts and may misconstrue the data or convey their message with meaningless cross-comparisons.

Figure VI.2 Sample census infographic

Source: http://www.census.gov/library/infographics/1940_census_change.html

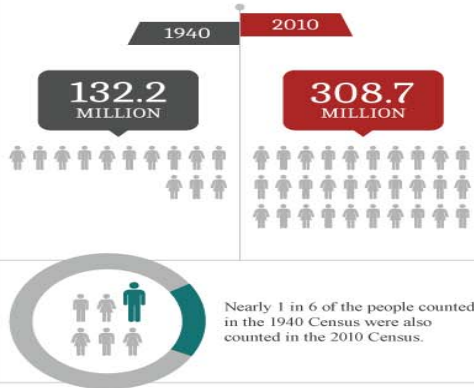
The truncated example below from the United States demonstrates the key characteristics of a census infographic: use of census data, an overarching and meaningful story or theme, and easy to understand visuals.



1940-2010: HOW HAS AMERICA CHANGED?

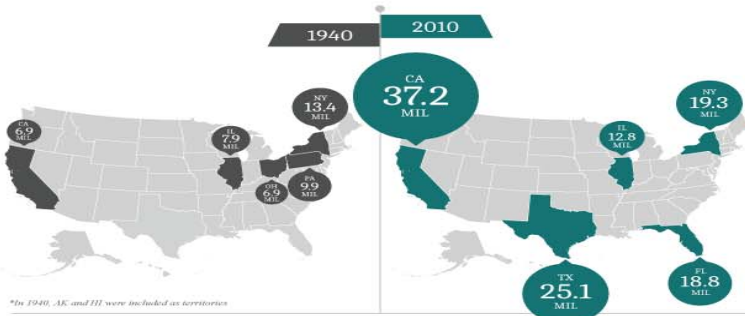
Then & Now

The 1940 Census came at a momentous time in our nation's history — as we recovered from the Great Depression and not long before our entry into World War II. It was also the first Census that looked deeper into the details of much of American life. Now, 72 years later, upon release of the 1940 Census forms by the National Archives, we look back and see just how much America has changed.



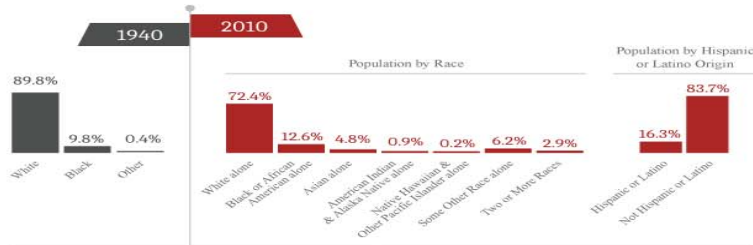
5 MOST POPULATED STATES

The overall U.S. population growth has shifted south and west, with Texas and Florida now among the most populous states.



RACIAL AND ETHNIC DIVERSITY

As we've grown, we've also become more diverse.



c) Branding

6.210. Depending on the size of a country and effectiveness of census publicity efforts, thousands (or even millions) of individuals could view the products released by the census agency. Each time a user views the product, they should immediately recognize the source of the product as the census agency. Repeated exposure to these products should not only inform users about the census results but also enhance the reputation of the census agency in their mind. Therefore, census agencies should take the appearance of their products seriously and consider applying uniform branding across all products.

6.211. Branding extends beyond logos. Each product of the census agency should have a similar “look and feel” and a uniform corporate identity standard. These standards could be as basic as the type of font used in reports, or the color scheme used to produce charts and graphs. For color, a popular approach is to use the colors of the agency’s logo or the country’s flag. Regardless of font or color, the key to branding is consistency from product to product. This consistency extends to both physical products and digital products.

6.212. In some countries, there will already be established standards for the presentation of statistical material by the census agency. In these cases, the census products should follow these guidelines as far as possible.

d) Release coordination

6.213. In most cases, the census results will only be one part (albeit an important part) of the product range of the agency. It is important that the output produced by the census be integrated as much as possible with the output from other collections conducted by the agency.

6.214. One way of achieving this will be to include dissemination groups for other major products of the census agency in the census product release scheduling. Furthermore, professionals from around the agency can be trained on how to use data from across a range of collections. This could be expanded to include integration in terms of statistical standards, dissemination structures, and computing systems such as those for tabulation and/or manipulation of data and for GIS and cartography.

6.215. In addition, the use of other authoritative data for the country to validate the census data will help ensure that the census data are seen as part of a larger package, and not simply a self-contained set of numbers.

3. Product launch and support

6.216. The product launch phase is more than simply releasing the product. Before release, the product must be validated and reviewed for error. This stage is especially important since it is the last opportunity to prevent errors from appearing in official products. Furthermore, the product launch itself requires the coordination of multiple units within the census agency to effectively publicize and promote its availability. Ongoing training and support may be necessary depending on the complexity of the product and resources available. Throughout this process, the census agency must evaluate and review the status of its released products to ensure their continued usefulness.

a) Pre-release validation and review

6.217. A key management objective should be to ensure that all processes used in the production of output from the census itself are tested and reviewed before their use in a production environment or public release. The primary goal of review, which should adhere to the agency's statistical standards, is to ensure census products released to the public are of the highest quality and accuracy. If the census agency releases products without a formal review process, the agency risks its reputation if significant errors (or even many small errors) are detected that have to be corrected later. The best procedure is to avoid releasing census products with such unacknowledged errors in the first place.

6.218. As indicated elsewhere in the present handbook, timeliness is a key attribute of quality. The timetable for, and activities involved in, the validation and production processes should be developed in consultation with all staff members working in the dissemination projects of the census (and other projects that are stakeholders of dissemination). The procedures should also be fully documented. In the case where errors or biases are known in the underlying data used in products (e.g. sampling error, non-sampling error), such error should be acknowledged and documented by the census agency for public review.

6.219. For software systems, procedures for data validation and/or software acceptance testing must be implemented to ensure the detection and correction of any defects. The strategies should be oriented towards establishing a system with the objective of preventing errors or defects from occurring. In contrast to earlier stages of the cycle, it is probable that any errors identified in the output quality assurance process indicate a failing of the system. Thus, if (or when) errors are identified, the system must be checked and revised and tables rerun to remove errors.

b) Product launch

6.220. Products and services should be launched to ensure maximum community awareness of data availability. The product launch should be widely publicized using all of the promotional activities, including the agency's website, social media, and press releases. The marketing and/or public relations departments generally coordinate product launches. If the product is being launched in-person, a high-profile government or business personality may be invited to open the proceedings to ensure maximum media attention.

c) Training and support

6.221. It is probable that the census agency will be involved in resolving user queries about the interpretation and use of its data. Establishing a customer service unit will help users more effectively engage with the census agency and use its data more effectively. Customer service should be available through the nation's most popular communications channels, including email, telephone, and physical mail. Dedicated service for a particular customer or highly specialized requests requiring a burdensome commitment by the census agency to resolve may be handled on a cost reimbursement basis.

6.222. Certain data products, especially some data query and retrieval products, may be so specialized as to require dedicated training. Training and instruction can be provided through several means, including documentation provided online or with the product (if disseminated using physical media), instructional videos

posted to the agency's website, and/or in-person workshops. Each of these means can be challenging to implement, so managers should ensure only the minimally necessary level of training is provided to keep products cost-effective.

d) Evaluation and ongoing review

6.223. Evaluation allows the agency to monitor the performance of products and services and to ensure that user needs are being met. It is therefore essential to regularly evaluate the interaction of all products and services between the census agency and user community. With evaluation and ongoing review, the agency can keep up with changes in the marketplace and identify improvements and other opportunities.

6.224. Monitoring product and service use may involve analyzing their flow physically and/or electronically. For physical products, such as CDs and books, inventories can be monitored and shipments measured in terms of units. For electronic dissemination, one of its great advantages is the ease with which the census agency can move data products to the public. However, this ease also presents challenges for monitoring use. Some products, such as data tables, can be tracked by number of downloads using commercial analytics software. However, once the product is downloaded, tracking redistribution by third parties is difficult. Other products, such as interactive visuals, can be tracked by number of page loads or impressions on social media websites.

6.225. Ongoing user consultation is also important. As shown above, measuring the use of census products with technology alone risks over- or underestimating their actual use. Therefore, managers should employ the user consultation methods outlined in earlier in this chapter as another measure of the ongoing use of census products. Such consultation may take place on a defined cycle, such as quarterly or annually, to ensure regular feedback without overburdening the user community.

6.226. Census agency managers must consult with their public relations and marketing specialists, or contract with private marketing specialists, to ensure their product utilization is being effectively measured. Such measurements can be used to justify the budget of products or reallocate resources elsewhere if certain products are not being used heavily.

4. Closeout

6.227. The closeout stage of the products phase is critical for both the current census and future censuses. During closeout, managers should confirm with their staff that all product deliverables laid out during the planning stage have been met. Managers should also ensure their staff have thoroughly documented their procedures and archived important workflows, algorithms, and datasets for future use.

a) Ensuring deliverables are met

6.228. Throughout the products phase, managers have been closely monitoring and evaluating the progress of the census products being release to the user community. As each product is completed, reviewed, and submitted for release, managers should regularly follow up to confirm the product has actually been released through the planned medium (e.g. print or Internet).

6.229. Lower priority products are often set aside to focus resources on primary products, such as the detailed census results. These lower priority products may be forgotten or misplaced as time passes, so managers should confirm their status (e.g., if they are canceled or will resume work) before the census products phase is officially concluded.

b) Documenting processes and lessons learned

6.230. The cumulative experience of past censuses in a country is very useful in the preparation of a new census. Because of the lapse of time between censuses (generally 10 years) and the likelihood that experienced staff may leave the census office, it is essential that there is a comprehensive record of how the census was planned, organized and conducted.⁶⁹ Consequently, managers must prepare documentation pertaining to the products phase to assist future census and survey staff. The amount of information to document will depend on the census agency and country, though some common examples include:

- **Procedural history:** A detailed accounting of the events during the products phase, including successes and failures. Documenting failures is especially important to prevent their reoccurrence.
- **Lessons learned:** Challenging situations that appeared during the products phase, and the actions taken to correct the problem. Ideally, these lessons learned will save time later.
- **Project management documents:** Retain the key documents used for managing the project, such as the project charter, work breakdown structure, and any other documents containing information about the processes and activities of the products phase.
- **Stakeholders:** A list of key stakeholders and users may be useful for the next census, especially for the consultation phase.
- **Contracts:** Important contracts and other documents between the census agency and external parties (e.g. private vendors, other ministries) should be retained as required by law and for future reference.

c) Archiving materials

6.231. At the conclusion of the products phase, all of the finalized products should be retained for future reference. Managers will need to consult with their staff to determine the amount of working materials and methodology documents to retain in the context of future usefulness.

6.232. A retention period should be specified for all digital data, supporting software/algorithms, and documentation to ensure that a service can be offered to users in the future. This task should be the responsibility of the area of the census agency that produces the data, which could include:

- Statistical data for internal (census agency) use, that is, current data retained because of a need for further use in processing, back-up and/or input to other areas;
- Copies of base material produced for output products to enable re-compilation of those products, if required, for disaster recovery or other functions;
- Non-statistical data, that is, programs, test packs, metadata (data describing data), and reference data required to support statistical data systems or as an information source.

⁶⁹ *Principles and Recommendations for Population and Housing Censuses, rev. 3*, para. 3.468.

6.233. The details of such an archival strategy will be greatly influenced by a wide range of factors, including the information technology culture and facilities of the country and the census agency. The nature of the data files created in the dissemination phase and the laws of the country relating to storage of official records will also have an influence.

VII. EVALUATION

A. Introduction

7.1. The census needs to be evaluated to ensure that the effort and investment of resources have been worthwhile. With so many different activities involved, the evaluation of such a project is a complex exercise. The census represents a rich source of information about contemporary populations. It is widely used by government administration and large numbers of users outside the Government. Therefore, evaluation of the census should make fundamental measurements of data quality in order to assist in understanding the quality of the census data and interpreting the results.

7.2. Despite all efforts to assure quality, it is not perfect and errors can and do occur at all stages of the census operation. Census managers can use the results of a census evaluation to improve the quality and cost-effectiveness of each process of the operation for future censuses. Reviewing the evaluation of the previous census should be the first step in the census cycle.

7.3. The evaluation can be viewed as having two broad objectives. These are to ensure that (a) the quality of results meets the requirements of the key users of census data and (b) each process in the operation contributes in a cost-effective way to achieving the desired level of quality. The outcomes of the evaluation process should be communicated to the users of census data, as well as to the managers of the census.

7.4. Census evaluation programme should cover both evaluation of the quality of data and the quality of census processes. A standard feature of census evaluation should be a review of each of the major phases upon completion. This can identify strengths and weaknesses and make recommendations for investigation or redevelopment in the following census cycle.

7.5. The evaluation of census data can be undertaken at two levels: these are (a) basic measurements of the overall quality at a broad level, and (b) a more detailed level of investigation, where in-depth analysis of selected topics is performed. These topics can be determined on the basis of (i) Continuing interest in the topic; (ii) Lack of recent examination of a topic; (iii) Considerable change since the previous census; (iv) Concerns raised during the development of the next census.

B. Planning and implementation

7.6. Evaluation should be an ongoing process that occurs at every stage of the census. A soundly managed census will include quality assurance and improvement procedures in each of the major phases of the census (i.e., planning, questionnaire development, mapping, enumeration, data capture and processing, editing, and dissemination). These procedures are crucial to monitor performance during the operation and make certain that any tendency to fall below pre-set standards is corrected as work proceeds. Quality assurance was discussed through various previous chapters (Chapter II Section N, Chapter IV Section D, Chapter V Section G

and Chapter VI Section D). Ongoing quality assurance procedures are crucial to monitoring performance during the operation and make certain that any tendency to fall below standard is corrected as work proceeds.

7.7. Managers should decide on the scope of the census evaluation program during the census-planning phase. The scope might include, for example:

- (a) Evaluations of the quality of each operational process, through for example using key process variables such as non-response rate, data capture errors, coding errors, imputation rates, etc.
- (b) Estimate coverage error at national, regional, and provincial levels
- (c) Analyze content errors of data such as age misreporting
- (d) Compare census data with previous censuses, administrative data, and household surveys.

7.8. The census evaluation should be part of the overall census plan, be budgeted, and have personnel allocated. The census evaluation team should be established early in the planning phase. The team should consist of staff with experience in different census processes and census topics, including demography, education, housing, labor force, etc. Members of the team should also have training in various evaluation techniques. Background knowledge of historical events and changes in population structure in the country is also helpful.

7.9. Changes to any of the census processes have the potential to impact on the quality of the final data. The census evaluation team should assess all changes to the enumeration form and major phases of the census. Assessment of changes to the enumeration form may amount to a simple task if there are minor changes to wording or instructions. However, the inclusion of a new topic should warrant a thorough investigation of the new data and establishment of benchmarks for future reference.

7.10. Changes to the enumeration process and processing systems, including coding, edits and derivations, should be closely monitored throughout the census. Ongoing data-quality management and continuous quality-improvement practices are discussed in Chapter II, Section N. The role of the census evaluation team is to review data-quality management reports from major phases of previous census cycles and compile lists of recommendations for improvements for the next census.

7.11. The evaluation team should seriously consider issues raised in the planning and preparatory phases for the next census. If data are available, an assessment of past practices should reveal strengths and weaknesses of the system. Alternatively, if there is no available data, new strategies to monitor identified points of weaknesses should be developed. Subsequently, the information obtained through the new monitoring strategies should be evaluated prior to the development of the next census. All issues identified in any of the phases of the census should be reviewed prior to the development of the next census.

C. Basic measurements of overall quality

7.12. At the broad level of census evaluation, two aspects can be considered: (a) process quality and (b) data quality. Data quality is usually dependent on the quality of census processes. Therefore, improving process quality is a precondition for better data quality, at an acceptable cost.

1. Process quality

7.13. Because of the size and complexity of census operations, it is likely that errors of one kind or another may arise at any stage. These errors can easily lead to serious coverage or content errors, cost overruns or major delays in completing the census. If not anticipated and controlled during implementation they can introduce errors to the point of making results useless.

7.14. Given the fact that the census operation includes interrelated and interlinked processes, the output of one process is usually the input of the next. Consequently, the census quality assurance programme⁷⁰ should take into account all processes for ensuring the quality of the census outputs. There is, therefore, a need for a continuous quality assurance programme that allows systematic monitoring of census processes for the aim of improving the quality of each process, including pre-enumeration, enumeration, document flow, coding, data capture, editing, tabulation and data dissemination.

7.15. It is important that an evaluation takes place at the end of each phase of the census. This should be done for all phases, so that strengths and weaknesses of operational procedures can be carefully reviewed and this experience can be carried forward to the next census. Content of the evaluation of each process differs according to the census methodology and technology used, however it can be organised in a way to cover the following issues:

- (a) variables which were selected for monitoring process quality
- (b) systems for collecting information during operations
- (c) types of errors that occurred at each phase
- (d) what actions were taken to improve procedures
- (e) if errors were corrected, why this decision was taken
- (f) effects of improving procedures or correcting errors on the cost, time and quality of the outputs of the process
- (g) challenges and suggestions for the next census

2. Data quality

7.16. The main objectives of evaluation of data quality are:

- a. To measure the level of accuracy of census data
- b. To identify the types of errors
- c. To serve as a basis for constructing the best estimate of census aggregates, such as total population, number of births, and number of migrants

7.17. Errors in census data can be classified into the following categories: coverage and content errors.

a) Coverage errors

7.18. It is normal practice for a census to aim to cover 100 percent of the population. However, in practice this will rarely be achieved. Coverage error is the error in the count of persons or housing units resulting from cases having been "missed" during census enumeration or counted erroneously. In order for the results of the census

⁷⁰ Please refer to the Part II Chapter N of this handbook for Quality Assurance.

to have validity, some attempt should be made to assess the extent to which the count has missed or duplicated people.

7.19. The main reasons for coverage errors are:

- Incomplete or inaccurate mapping
- Access difficulties
- Population in transit or difficult to enumerate
- Errors in communicating census requirements to the public
- Misunderstanding of definitions and instructions by enumeration staff owing to inadequate training
- Lack of quality assurance in the enumeration activity, including inadequate coordination and supervision

7.20. There are three types of coverage error: omission, duplication, and erroneous inclusion.

Omission

7.21. Omission occurs when census enumeration misses persons, households, or housing units. People can be missed if parts of the country have been excluded from the mapping system due to poor coverage. Some households may also be missed due to difficulties in access. This predominantly applies to remote, flood-affected, or mountainous areas. Inadequate mapping of urban areas may cause omission of private dwellings in non-residential or relatively sparsely populated areas.

7.22. In addition, the possibility of omission is high for certain populations. These populations include:

- The homeless
- Persons with more than one place of residence
- Nomadic populations
- Highly mobile segments of the population (e.g., young people, migrant laborers)
- People who change residence during census enumeration
- People living temporarily in hotels or boarding houses

7.23. Lack of understanding of the census instructions may also result in omission. Examples include misinterpretation of the coverage instructions, resulting in exclusion of infants, the elderly, visitors or servants. In some cases, this may reflect cultural beliefs and thus census managers should issue explicit instructions on how to enumerate these populations instead of relying on ad hoc decisions by enumerators.

7.24. In countries where persons are enumerated on the basis of usual residence, the failure to include members of the household who are temporarily absent will add to omission. For example, this could include persons on short periods of work away from home, away from home on holiday, in hospital or in prison (for relatively short periods), or with no fixed address.

7.25. Furthermore, confidentiality concerns may lead to omission. In countries with military conscription, these concerns may result in a significant undercount of young males.

7.26. Good organization, training and supervision will minimize omission owing to the erroneous assessment of dwellings where households are mistakenly classed as unoccupied, or in cases of non-contact with occupants due to the occupants being away when the census enumerator calls. Further, completeness of mapping and accurate delineation of enumeration areas are important in reducing omission errors.

Duplication

7.27. Duplication happens when persons, households, or housing units are enumerated more than once. Errors in mapping may lead to duplication if enumeration areas overlap. Highly mobile or young persons may be included on the census form in more than one household if they are perceived by the members of more than one household to be usual occupants. If there is a long enumeration period, the chances of duplication increase, since the population may move during the enumeration period. Good organization and supervision, as well as accurate mapping, should minimize duplication errors.

Erroneous inclusions

7.28. Erroneous inclusion occurs when persons, households, or housing units are enumerated in the census when they should not have been or when they are enumerated in the wrong place. Some examples of groups commonly included erroneously are the following:

- People on long-term stays in hospitals or prisons
- Members of defense forces on long-term postings away from their families
- People on long-term holidays
- Foreign diplomats and their families
- Persons who died before census day
- Persons staying abroad or elsewhere during census enumeration (for de facto censuses)

b) Content errors

7.29. Content error results from incorrect reporting or recording of the characteristics of persons, households, or housing units. Content errors may be caused by a number of factors as discussed below.

Errors in questionnaire design

7.30. Poorly phrased questions or instructions and poor sequencing of questions may lead to content errors. As discussed in Chapter III, errors in questionnaire design cannot be corrected after enumeration. Careful pretesting should minimize content errors resulting from errors in questionnaire design.

Enumerator errors

7.31. The enumerator can make mistakes when asking the questions. He/she may abridge or change the wording of the questions, skip some questions, or may not fully explain the meaning of the questions to the respondent. The enumerator may also make mistakes in recording the responses. Some amount of enumerator error is unavoidable. However, sufficient training of the enumerators and close supervision and quality assurance during the enumeration should reduce enumerator errors. If using a digital questionnaire, census managers can use questionnaire software to build in basic range and consistency checks to minimize enumerator errors, but these checks may slow down the interview process.

Respondent errors

7.32. Respondent errors occur when respondents misunderstand the questions or when they deliberately misreport. The chances of respondent errors increase in proxy responses, for example when the head of household answers questions about the fertility history of his daughter-in-law. Respondent errors can be reduced through good publicity for the census and proper training of the enumerators.

Coding errors

7.33. Coding errors occur during the coding process when the coder may miscode information. Precise, detailed instructions for coding should be prepared before the enumeration. Using pre-coded response options in the questionnaire reduces the chance of coding errors. Spot checks and verification of samples from each coder may decrease coding errors.

Data capture errors

7.34. Data capture errors arise from errors that occur during the process of converting information obtained in the census to a format that can be used by a computer. Data capture can occur during manual entry, scanning, or when entering responses in a digital questionnaire. Mistakes in keying are often the source of error in manual entry or when using a digital questionnaire. Range checks and basic consistency checks can be built into data entry software to prevent invalid entries. Verification of keying through rekeying of a sample of forms also improves the quality of the data. These topics are discussed further in Chapter V. Errors can also happen during scanning if the scanner incorrectly recognizes a character or mark. Verifying the scanning process early in the cycle is important so the errors can be caught and corrected. Without verification, systemic errors can corrupt the data.

Errors in editing

7.35. The census editing process replaces missing, invalid or inconsistent data with plausible data through imputation. While the intent of editing is to correct invalid or inconsistent data, the editing process may introduce new errors.

Errors in tabulation

7.36. Errors may occur in the tabulation stage due to improper programming or use of unknown information. Errors at this stage are difficult to correct without introducing new errors. Careful review of the tabulations is critical.

Errors in publication

7.37. As detailed in Chapter VI, errors can also be introduced in the publication stage due to lack of inter-tabulation checking or printing errors. Errors in publication can diminish the value of the data and the credibility of the organization. Census managers should check each publication thoroughly before public release. Aggregate checks after tabulation, sometimes called “macroedits,” are useful in catching errors. Trained and experienced persons should review the different tables to check whether the reported numbers in different cells are consistent with the known local situation.

D. Methods of evaluation

7.38. A wide range of methods is available for evaluating the census. The methods used for evaluating the census will depend largely on the type of errors to measure (e.g., coverage vs. content error), data availability, and the level of technical and financial resources available. Understanding the various types of available methods early in the census life cycle will allow census managers to plan accordingly.

7.39. There are a number of methods used to evaluate censuses including: post enumeration survey; demographic analysis; record checks and comparison of census data with results of existing household surveys. Evaluation methods differ with respect to technical sophistication, data requirements and quality of results. Detail explanation for the methods of evaluation provided in the UN technical report on Post Enumeration Survey Operational Guidelines⁷¹.

E. Communicating data quality issues

7.40. The census agency must take a proactive role in communicating the reliability and shortfalls of the census data to enable its informed use. Users should be fully aware of the limitations and strengths of the final data. It is important that users understand the impact of any changes made to census procedures on any analysis they may wish to perform. Therefore, the outcomes of evaluation have to be disseminated effectively.

7.41. There are two ways to approach this task. A formal approach involves compiling publications addressing various issues, preferably published in a series of census evaluation papers or fact sheets. This type of dissemination may take advantage of different media, including the Internet and emerging technologies. Informal communications can include ad hoc reports, presentations given to interest groups, articles in census newsletters or census updates, and answering queries from users. To fulfil the last requirement, it is recommended that complete evaluation reports be accessible to staff dealing with users. This can be facilitated by a computerized database, where the census documentation can be permanently stored and easily accessed when needed.

⁷¹ *Post Enumeration Surveys Operational Guidelines, United Nations, New York, April 2010*
http://unstats.un.org/unsd/demographic/standmeth/handbooks/Manual_PESen.pdf

VIII. DOCUMENTATION AND ARCHIVING

A. Purpose

8.1. The overall purpose of establishing and maintaining thorough and meticulous documentation of a project of such magnitude as the national population and housing census covers more than one dimension. It is necessary in order to ensure the solid basis for conducting the next census; it is critical for assessing the efficient use of significant resources and book-keeping; it provides invaluable additional information to users of census statistics throughout the lifetime of these statistics. Furthermore, it is a necessary component of all scientific methodologies as applied in the context of official statistics. Documenting every step of the way in as comprehensive and objective manner, thus, constitutes an essential part of the census project.

8.2. Consequently, planning for the development of comprehensive documentation process needs to be undertaken at the very beginning of the preparations for the national population and housing census⁷². Documenting each phase and activity of the census needs to be incorporated in the overall management and organizational structure, with clear and unambiguous assignment of responsibilities at each management and organizational level.

8.3. Archiving refers to ensuring the preservation of relevant census materials, primarily census records. Archiving procedures and protocols for the population and housing census statistical materials would not be different from other statistical exercises under the auspices of the national statistical authorities. However, archiving individual records is peculiar as these would cover all the population of the country; thus, the need to develop specific procedures.

B. Type of documentation

8.4. In general, there are two classes of documentation that needs to be maintained and preserved during the population and housing censuses. The first refers to the documentation of operational activities and the second to the documentation accompanying census statistics, including metadata.

1. Documenting census operations

8.5. The census office should plan for and implement a knowledge management system to assemble complete records on plans, activities, and decisions taken during the entire census operation. This would entail documentation and archiving of information related to plans and their implementation, as well as problems encountered and how they were resolved at each stage of the census cycle. It is recommended that documentation of census experience be undertaken at each stage of the census operation and not be left until the end of the census process. This would include plans, decisions and activities related to preparatory activities, the methodology of the census, fieldwork or other data collection activity, data processing, cost and implementation of the census budget, and evaluation of performance of each of these activities. Examples of items to track or monitor include implementation of activities, time taken to complete an activity, resources used and cost. All these should be assessed against set goals so that changes to plans can be recorded, including

⁷² *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para. 3.469.

information on what changed and why. Tracking and systematically recording the census experience should also take into account risks encountered and how these risks were managed⁷³.

8.6. A more detailed elaboration on the process of documenting census operations is provided in Chapter II, Section M of this *Handbook*. However, it has to be emphasized that systematic recording of census experience is not an end in itself. It is recommended that every country prepare and, if possible, publish an administrative and methodological report, as a census “historical memory”, based on information that has been recorded in the knowledge management system⁷⁴. Depending on the methodology of the census, the administrative and methodological report should contain information on the manner in which the census was planned, organized and conducted, as well as important methodological and other problems encountered at various stages of the programme. As appropriate, the report should provide specimens of the census questionnaires and forms, instructions for the enumeration, and detailed information on the cost of the census and on the implementation of the census budget, as well as points to be considered in future censuses.

8.7. The structure of the report could be similar to the structure of the project plan. It is important that the report be as comprehensive as possible, covering all stages and aspects of census planning and operations, including fieldwork, processing, analysis, dissemination and evaluation. It is important to note that while such a report would be based on items and information in the knowledge management system, it may not necessarily contain detailed descriptions of all the processes or information as some may be for internal use only. This report would both assist the users of the census results in appraising and interpreting the data and facilitate the proper planning of future data collection programmes, including population and housing censuses⁷⁵.

2. Metadata

8.8. An important component of any country’s programme of disseminating the results of its census is a comprehensive portfolio of supporting documentation and metadata to help explain, clarify, and enhance the value of statistical outputs, particularly with regards to making comparisons with previous censuses and other data sources⁷⁶.

8.9. Metadata comprise descriptive and structured information or documentation about data that informs users about the content, quality and condition of data. In this context, metadata provide guidance on the proper usage or interpretation of data by providing information on the processes of production and describing the structure of data sets, thereby making it easier to retrieve, use or manage the data. Metadata constitute a standardized way of organizing data and can be categorized as follows: (a) reference metadata, which allow understanding and interpretation of the corresponding statistical data by describing the concepts, definitions, methodology and quality of data, production and dissemination processes, data access conditions, etc.; and (b) structural metadata, or “data about data”, which provide information about the structure of the data set and act as identifiers and descriptors of the data, making it possible to properly identify, retrieve, browse and further process the data⁷⁷.

⁷³ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para. 3.469.

⁷⁴ Please refer to paragraphs 3.325-3.326 of the *Principles and Recommendations for Population and Housing Censuses, Revision 3*.

⁷⁵ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para. 3.472.

⁷⁶ *Communication, dissemination and documentation, Note by the UNECE Steering Group on Population and Housing Censuses, ECE/CES/GE.41/2013/7*, United Nations, 2013.

⁷⁷ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para. 3.291.

8.10. All tabulations should include the following metadata or references to where this information can be obtained: census questions; reasons why they are asked; conceptual definitions (census dictionary); geographic hierarchies used; changes since the previous census with regard to content, operational methods or geographic boundaries; and quality indicators such as coverage rates and item non-response. Data files must also be accompanied with metadata, including names and codes for common variables, personal files and household files. If a long-form sample is used in the census, metadata should also provide information on the sampling variability of the results. When the census tabulations include suppressed data cells due to small numbers, the metadata should also include a methodological note on the rules and methods of suppression. Metadata should be preserved for future reference. With the increased use of technology, properly designed metadata systems for web-based applications are strongly recommended⁷⁸.

8.11. Examples of metadata/documentation produced to support census outputs in the countries in the ECE region in the 2010 round of population and housing censuses are listed below⁷⁹:

- a. Explanatory notes to tables
- b. Definitions of concepts and terms used
- c. Methodological papers/reports
- d. Data visualisation (maps, graphs, charts ...)
- e. Census questions
- f. Changes to definitions etc. since previous census
- g. Levels of response
- h. Levels of imputations (of which ...)
 - i. Overall
 - ii. For each topic
 - iii. For each area
 - iv. For each level of geography
- i. Data dictionary/glossary of terms
- j. User guides
- k. Comparisons with other data sources
- l. Commentary
- m. Coverage adjustments
- n. Confidence intervals
- o. Other documentation/metadata

C. Archiving individual census records

1. Purpose of archiving individual records

8.12. The focus of the following elaboration of archiving is on census individual records irrespective of the format – paper questionnaires or electronic records.

8.13. Individual census records refer to either census paper questionnaires in the case these were used for collecting information from the population or to the digital records on each enumerated person and household if the data collection did not involve paper questionnaires, including their direct identifiers, such as name, address and so forth. In the case of bimodal or multimodal data collection, that is, a combination of paper and

⁷⁸ *Principles and Recommendations for Population and Housing Censuses, Revision 3*, para. 3.293.

⁷⁹ *Measuring population and housing: Practices of UNECE countries in the 2010 round of censuses*, United Nations Economic Commission for Europe, Geneva, 2014, Table. 6.6.

non-paper questionnaires as in the case of using Internet forms and mail out/mail back paper questionnaires, the resulting collection of individual records would also be a combination of paper and digital recordings.

8.14. In the case of digital records the accompanying documentation becomes an indispensable part of the archiving process. As a number of variables in the digital record are presented as codes, it is necessary to archive all the codebooks and all the other documentation, such as the data collection instrument, that are needed for fully unlocking the value of each of the variables in the record. While this accompanying documentation is also valuable in the case of archiving paper questionnaires, these are by nature visual, thus requiring only reading skills and the knowledge of the language initially used for filling them to grasp the content, as long as they are in good physical shape.

8.15. The essential purpose of archiving individual census records is to keep them safe for future use, primarily in the domain of genealogical research and longitudinal social and anthropological studies, as well as for use by historians and demographers. The release of archived individual census records is subject to the passage of time as per the census legislation and usually encompasses many decades, thus ensuring that the use of individual information would not endanger the confidentiality and the privacy of the respondents.

8.16. Consequently, the importance of providing detailed guidance on the process of archiving individual census records in the census legislation cannot be overstated. These provisions provide the legal basis for maintaining the archives and procedures related to the release of archived records. The time lag between the data collection and the release of the archived records needs to be clearly indicated – it varies from 72 years (United States of America) to 92 years (Canada). In some cases, the original questionnaires are only temporary stored before being fully disposed of, as in India, one year before the next census takes place. The following is an example of the length of time completed census returns or lined data bases are kept after the census in the ECE region⁸⁰:

Table VIII:1 Length of time for retention of census returns

Length of time	Total countries	
	Number	Per cent
Kept only for as long as they are required for data processing, then destroyed	11	22
Destroyed 1-5 years after census	12	24
Destroyed 6-10 years after census	6	12
Destroyed after 20 years	4	8
Made open to the public after 30-50 years	1	2
Made open to the public after 51-75 years	1	2
Made open to the public after 76-100 years	5	10
Made open to the public after 100 years	3	6
No decision yet on length of time	6	12

⁸⁰ ⁸⁰ *Measuring population and housing: Practices of UNECE countries in the 2010 round of censuses*, United Nations Economic Commission for Europe, Geneva, 2014, Table. 6.8.

2. Procedures for archiving

8.17. Archiving a vast amount of records represents a considerable challenge in all circumstances. In the case of individual census records it may be compounded by the sheer number and format. However, in all cases the national statistical authority needs to develop an institutional strategy for archiving, based on three components: organizational infrastructure, technological infrastructure and resources.

8.18. **Organizational infrastructure** refers to the arrangements that need to be put in place within the national statistical office in such a manner as to ensure the efficiency of the archiving and eventual retrieval process. In most cases it is a centralized unit within the office that is put in charge of the archiving, maintenance, secure storage and eventual release of individual records. Once the time lapse mandated by the law for the release of records expires, the actual release to the public is usually implemented by dispatching relevant batches to the libraries covering parts of the country to which the records refer and to a central national library.

8.19. **Technological infrastructure** refers to the actual technology used for archiving. In the contemporary circumstances, storing huge numbers of paper questionnaires would prove not to be cost-effective, as it would require a significant physically secure structure, regulated temperature and humidity, and a host of other requirements, including protection from fire hazards, floods and extreme weather events. Consequently, in most cases the actual questionnaires are scanned and images of them stored in various electronic storage devices. As an example, the individual census schedules from the 1940 population and housing census of the United States are available from a website⁸¹ in the form of scanned images.

8.20. The technological infrastructure does not refer only to the actual technology used in the archiving process – it also consists of a series of protocols for archiving and establishing cross-references that enable successful retrieval of records. In the example of the 1940 United States census, all the records were archived based on the enumeration district, as the first-level threshold, then county, then district and so forth. Therefore, the technology should be built around a well-developed archiving scheme that enables efficient identification and retrieval of the records.

8.21. In the case of archiving digital records, contemporary technology provides a vast array of possible solutions – however, it also requires a well thought-over archiving scheme that needs to ensure efficient storage and retrieval, as well as access to the accompanying metadata and documentation.

8.22. **Resources** for archiving need to be taken into account at the early stages of planning for the census, in the context of the technological and organizational infrastructure. In assessing the volume of the necessary funds it is necessary to adopt a strategic, long-term approach, as the archiving, maintaining and releasing would essentially constitute a perpetual activity as long as censuses are part of the national statistical systems: there would always be a need to prepare either for the next round of release of records or for archiving the newly acquired one.

3. Archiving individual records and microdata

8.23. Individual census records as described above for archiving purposes differ from the census microdata in a most significant manner: they retain the direct identifiers – name, address, enumeration area – as these very identifiers represent the essential information for genealogical, anthropological, historical and longitudinal social

⁸¹ See <http://1940census.archives.gov/>.

studies. In the case of microdata, these identifiers would be removed, as well as any other that can directly or indirectly identify the respondent. Microdata are defined as electronic records pertaining to each unit of observation; in the case of the population and housing censuses, it would be individuals, housing units and households. This information is stored in variables. Variables can be of different types (for example, numerical or alphanumerical, discrete or continuous). They can be obtained directly from the respondent via a questionnaire or by observation or measurement (for example, by GPS positioning) or imputed or calculated.⁸²

8.24. It is expected that the use of anonymized microdata becomes a standard feature of census data dissemination for the 2020 round of censuses. Consequently, paragraphs ... of this *Handbook* present a comprehensive elaboration of principles and protocols for dissemination of microdata files.

⁸² *Dissemination of Microdata Files: Principles, Procedures and Practices*, Olivier Dupriez and Ernie Boyko, IHSN Working Paper No. 005, August 2010.