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Topic 1: Population Census and Household Surveys

POPULATION AND HOUSING CENSUS OF MONGOLIA

(preliminary)

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Ladies and Gentlemen,

Let me first thank you all for giving me the opportunity of participating the workshop and presenting about the Population census and Household Surveys in Mongolia.

1. INTRODUCTION

1.1 A framework of demographic data system

The current Mongolian statistics can be regarded as a mixture of centralized and decentralized system. The centralized system consists of the National Statistical Office (NSO) and local statistical divisions, established in each aimag (province) and the capital city, under the direct management of the NSO. There are three main sources for NSO data: censuses, sample surveys and administrative records as monthly, quarterly and yearly. The principal sources of the demographic/vital statistics of Mongolia are the Population and housing census and administrative records.

In the Principles and Recommendations, register-based and sample-based rolling census is known as so-called “alternative” methods, while the individual method is called the “traditional” method. The Population census of Mongolia has been conducted by traditional approach as complete field enumeration. The Law on Population and Housing Census is approved by the Parliament in Jan, 2008. The purpose of this law is to regulate the relations related to arrangement of the annual and inter-censal survey of Population and Housing census in Mongolia.

Later I will present what experience on conducting population census we have in Mongolia.

The Population census needs to be conducted as a complete enumeration because its results are used for the purposes such as to construct the sampling frame for sample surveys on persons and households and to produce statistics for areas smaller than cities, towns of villages.

Table 1: List of Population Census and temporary household surveys conducted by the NSO

Name	Cycle	Since
Population Census and Housing census*	Every 10 years	1969
Household Income and Expenditure Survey	Quarterly	1966
Living Standards Measurement Survey	Every 3-5 years	1995
Household Socio-Economic Survey	Quarterly	2007
Labour Force Survey	Quarterly	2007
Reproductive Health Survey	Every 5 years	1998
Child Development Survey	Every 5 years	2000

Note: *-the Population Census had been conducted in 1918, 1935, 1944, and 1963

1.2 Application of Population Census to the Sampling of Household Surveys and Poverty mapping

The NSO has been conducting several household surveys such as Household Income and Expenditure Survey (1966-2007), Living Standards Measurement Survey (1995, 1998, 2002/3), Time Use Survey (2000, 2007), Reproductive Health Surveys (1998, 2003, 2008) Child Development Surveys (2000, 2005), Labor Force Survey (2003, 2007-2008) according to Statistical Law of Mongolia. The surveys conducted near 2000 census had used result of census population as sampling frame. For instance, Living Standards Measurement Survey -2002/3, Time Use Survey-2000, Reproductive Health Surveys 1998 and Child Development Surveys-2000.

Sampling frame: Until 2007 the enumeration area's of population census 2000 was applied as sampling frame for HIES. Now we use the information from administrative record instead of population census as sampling frame for all household surveys. After 2010 census we will be able utilize result of population census for sampling frame. Moreover, according to Census law of Mongolia approved in 2007 the inter census will be conducted every 5 year. Then sample surveys will be supported by updated sampling frame.

Poverty mapping: The NSO has been implementing a project that makes poverty map of Mongolia with UNDP. We are using information of Population census 2000 and Living Standard Measurement Survey 2002/03 to make preliminary estimation for poverty map. In order that well-established poverty map we are planning to use the information Population census 2010 and Household Socio-Economic Survey.

Let me focus then on the population census of Mongolia.

2. POPULATION CENSUS OF MONGOLIA

2.1 Outline of the population census

For any country, population and housing census serves as the main statistical tool to gather comprehensive information on population and its composition, as well as their living conditions for broad use in socio-economic planning and policy formulation. Mongolia has organized nine times population censuses, some with housing censuses. The latest census was organized in 2000 collecting much comprehensive population information of Mongolia at the beginning of the 21st century.

Since the first census in 1918, series of censuses were held in 1935, 1944, 1956, 1963, 1969, 1979, 1989, and 2000. The latest 4 censuses were organized along with the housing census. Since Mongolia became a member of COMECON¹ in 1962, it started collaborating tightly with statistical organizations of the member countries, and the censuses in 1969, 1979, and 1989 followed the common principles for conducting population census in COMECON countries.

¹ Common Economic Cooperation

The 2000 census was the first census organized in transitional economic period of centrally planned economy to market economy. In addition, it was the first census to follow UN principles and guidelines for conducting population and housing census. While the preceding housing censuses covered only the counts for housing, the 2000 census was the first to deem the housing conditions.

Before the census in 2000 (since 1918) the socio-economic structure of Mongolia did not require to legislate a law on population and housing census, instead the legislative environments for the censuses were set forward from the Cabinet Ministers. In 2000, the Statistical Law of Mongolia, Acts and Regulations from the Government constituted the main legislative environment for the census.

Censuses in Mongolia, and their features

Years of census	Reference time	Estimated population (thousand)	Annual inter-census population growth	Main feature
1918	N/A	647.5	N/A	The census covered only 4 aimags and the capital city. The whole population was estimated based on the sample results.
1935.06.01	N/A	738.2	0.77	The census covered whole population
1944.10.15	N/A	759.1	0.32	The census was organized for two weeks
1956.02.05	Yes	845.5	0.98	The reference time was set up for the first time
1963.01.05	Yes	1017.1	2.7	For the first time, electronic machines were used for data entry. Population projection was estimated. The average age was also estimated.
1969.01.10	Yes	1197.6	2.8	The principles of the census in COMECON countries were used. The housing census was organized along with the population census. The monograph on the main census results was published for the first time.
1979.01.05	Yes	1595.0	2.9	The surveys on Workers and Herders were carried out. Data was processed using

				electonic machines.
1989.01.05	Yes	2044.0	2.5	The surveys on Unemployment and Reproductive health were carried out. The separate questionnaire forms were used for household members and for household as a whole. With support of UNFPA, 23 monographs on the main census results including aimag results were published. In addition, the monographs on ‘Women and children’ and ‘Education’ were published.
2000.01.05	Yes	2373.5	1.4	The census followed UN principles and guidelines. The topical monographs including Census main results, main results by aimags and cities, population projections, etc were developed and published. User information system was set up. CDs on census results were prepared. The numerous workshops and seminars were organized to present the census results. The whole census operation was documented.

2.2 Lessons learned from the 2000 population census

The 2000 Population census was successfully conducted with no significant trouble, however the following problems were observed:

- Acts such as Government Order has some limitations which should be addressed in the next census. Needs of arrangement by Census Law.
- Relates to comparability between censuses. For 2000 the NSO felt it had a convincing argument for making changes it did, but recognized in the process that this involved loss of comparability.
- Lack of budget
- Lack of numbers trainers of trainer
- Not sufficient use of EA maps

- The pilot census did not really serve its main purpose mainly because it was conducted when many census questions were still subject to argument and questionnaire was not finalized.

2.3 Strategies for 2010 population census

2.3.2 Features of the 2010 Population and Housing Census: The present state of Mongolia's social and economic development, government socio-economic policy implementations on reducing poverty, and an increasing cooperation of foreign and domestic partners demand an extreme need for updating and developing the population information database. The proposed 2010 Population and Housing Census is to be an important step forward for this demand.

The 2010 Population and Housing Census will be the first census to implement the Census Law that regulates permanent operational unit, financial promise, census coverage, data collection and processing, and other issues relating with the census. The upcoming census is hoped to utilize advanced technology and produce the census results in a shorter period of time.

The main features of 2010 census are defined as follows:

- The first census to be undertaken in the 21st century, collecting socio-economic and demographic data for the use in formulation of Government's policies and programs and to monitor implementation status;
- The first census to implement the new census law;
- Master plan will be prepared for the first time according to common international standards;
- As for methodologies, the census will follow the UN recommendations and guidelines. For instance, questions on persons with disability will be included in the census form for the first time, and the result will be analyzed;
- A new communication and publicity strategy will be developed in order to improve census coverage and information accuracy and increase public awareness;
- The Census Bureau will utilize computerized technology and Internet, and exchange information between state and local Census Bureaus, which would enable: (i) to process the preliminary census results in a shorter period of time; (ii) to oversee and improve coverage of the census; (iii) and to reduce the cost for transportation and communication;
- The NSO will closely cooperate with temporary local census offices to be established at Mongolian Embassies and consulate offices abroad with a specific planning in order to

fully cover mongolian nationals working and studying out of the country in census enumeration.

- In the preceding censuses, Mongolia carried out post census surveys, however, disseminations in the census results were not done. During the 2010 census, it is planned to experiment and implement the method of disseminating post census survey results in the main result.
- As codings of baghs and khoros, and enumeration areas are included in the census questionnaire, a complete database will be set up which will serve as a basis for national and regional sample surveys in the future;

Data collection and processing:

- The census will be conducted by traditional method as complete field enumeration. And data processing will be improved using by high technology; for data capture we are planning to use more advanced tools instead of data entry by typing.
- The NSO will utilize an advanced data processing technologies of OMR (Optical Mark Recognition) and ICR (Intelligent Character Recognition) for the first time. However, decision has not made yet because budget is still not enough;
- Geographic Information System (GIS) will be used to come up with detailed census maps, as well as collect and disseminate census data;

Selected indicators:

- According to Law of Census the following major indicators will be collected by the census.

1 demographic and social indicators:

clan name, surname and name,
date of birth,
age and sex,
ethnicity/nationality
citizenship,
education and literacy,

religion,

2 Geographic and migration data

place of birth,

place of usual residence and residence on census days,

duration of residence,

place of residence five years ago from the census period,

3 economic indicators

employment status,

occupation,

types of industry,

unemployment and its reasons,

4 data on housing conditions

type and ownership of dwelling,

number of rooms and floor space,

kitchen,

water supply, bathroom and shower,

waste disposal, toilet

electricity, heating and telephone/communication

The last version for the pilot census includes 49 indicators/questions which of 23 is related to demographic and 26 is housing condition.

- The housing questionnaire will have additional questions to identify the total number of houses/apartments that particular households own besides their currently living houses/apartments.

2.3.2 Role and activities of national statistical agency in census undertaking:

As you are well known, the Population and Housing Census is one of the most important activity that has to be carried out by national statistical organization. According to the law on Population and Housing Census, National Statistical Office of Mongolia (Census Bureau) is responsible to conduct the population census. The Law on Population and Housing Census regulates the conduct of regular censuses and inter-censuses, determination of the frame for coverage of the censuses (who shall be counted or not etc.), mandate of the statistical institution in charge of the

conduct of censuses, responsibilities/liabilities of permanent census unit within its structure, responsibilities and role of the state census committee, responsibilities of government ministries and agencies, other public and local agencies, and citizens to be involved in census operations with particular functions, logistics of actual censuses, data confidentiality, storage, and protection, data processing, analyses, use and dissemination, and identification of funding for main and stage-by-stage activities of censuses.

Besides, the following acts create the legal framework for the 2010 PHC, namely the Code on the Administrative Responsibility of Mongolia, a Resolution 18 of 2008 on “Appointing the date for the next Population and Housing Census” by the Parliament of Mongolia, and a Resolution 19 of 2008 on “Establishing A State Committee to conduct the next Population and Housing Census”.

In the framework of the census logistics, the Population and Housing Census Committee, which is chaired the Prime Minister, commissions to be chaired by aimag and capital city district governors at the capital city and each aimag, the Census Bureau directly in charge of census matters, and ad hoc census bureaus at aimags and districts will be established. The Census Committee manages and coordinates the Population and Housing Census while the Census Bureau carries out preparatory work for the Population and Housing Census, conducts the enumeration, processes and analyses data from the census, and disseminates findings from the census to users.

Aimag and district census commission and ad hoc bureaus undertakes preparatory activities and conduct the enumeration at their respective territories and transfer data they collected to the NSO.

3. ACTIONS AND ASISTANCE NEEDED TO ENSURE CENSUS IMPLEMENTAION

The following activities will be carried out in the preparatory phase: organizational activities; census cartography; communication activities; preparation and publication of census questionnaires and manuals; pilot census; trainings; assessment of current situation of hardware and software and procurement of additional equipment and software.

As for the timeframe, the Master plan covers the period of 2008 and 2012. The preparatory phase will be within the period of 2008 and 2010, in which the Master plan is to be approved by November 2008; as for the pilot census, conceptual framework is to be approved, the operation is to be undertaken, and the results are to be introduced between the period of October 2008 and May 2009.

Furthermore, it is scheduled to carry out the census and post census survey in January 2010, undertake data processing and introduce preliminary and final results between the period of February and September of 2010, make analyses and carry out thematic studies, and disseminate the results in the period of October 2010 until the end of 2012. In the preparatory framework, census cartography

and developing of GIS database, and producing Bagh and Khoroo level mappings are to be done by January 2010, as well as data analysis along with spatial analysis to be carried out between September 2010 until the end of 2012. Publicity activities are inseparable from all phases of the census operation, and it is to be organized as a complex operation until the end of 2012.

In the preparatory framework for conducting the 2010 Population and Housing Census, following actions have been completed:

- ✓ Project for Master Plan;
- ✓ Project for conceptual framework for conducting Pilot Census ;
- ✓ Project for Pilot Census questionnaire form, classifications and definitions;
- ✓ Project for Integrated Planning of the Census;
- ✓ Project for Integrated Planning of pilot census;
- ✓ Project for Publicity activity planning;
- ✓ Donors' Meeting on the 2010 Population and Housing Census of Mongolia, in the framework of the publicity activities; and
- ✓ Project for Donors' Meeting follow-up activity planning.

According to implementation plan to the census the pilot census will be conducted on 11-17 January, 2009. This pilot aims to test all aspect of the 2010 population and housing census.

3.1 Challenges

Therefore, I would like to mention that in order to conduct 2010 Population and Housing Census successfully and within the framework of Mongolian Law on Population and Housing Census, in accordance with the principles and recommendations developed by the UN, we are facing many challenges and issues which are urgently need to be resolved.

First of all, there is an urgent need to strengthen capacity of census staff, to conduct training activities designated for the members of the National Census Committee, heads of Local census committees and re-training and subject of the training would be mainly focused on human resource capacity building, establishment of the Geographical Information System as well as related software application.

There is also need to hire domestic consultant to assist in developing census questionnaire, as well as international consultant to harmonize census questionnaire development with the UN principals and recommendations.

At the second, there is a need to make necessary supplement on technical infrastructure, equipments. Especially, in the establishment of census mapping, it is necessary to obtain GPS and its peripheral tools in order to determine waypoints for household locations, and to create spatial database. Data processing software, network printers, copiers, computers for local offices, large format scanners for converting census data into digital format are also required.

At third, there is an urgent need to obtain software and standard control programs for data confidentiality and security as well archive equipments to store census materials.

At fourth, in order to increase impact of census publicity activities and to increase its coverage, well organized publicity campaign is required. In this area, the support of an international communication specialist is highly important.

Furthermore, it is very important to count Mongolians abroad. For this purpose, at the Mongolian Embassies and Consulate Offices abroad, the census staffs will be working responsible for census data collection and its submission to central office in Mongolia and this will also require additional funding.

Taking this opportunity, I would like request you to collaborate in order to successfully coordinate and organize preparatory activities and census operations.

Then I have some comments to make best partnership.

3.2 Needs for assistance to well conducting census

- Sharing of some tools such as OMR/ICR Scanner and software and GPS between countries
- Sharing best experience and learning lessons learned from previous census of other countries.
- A strategy for promoting wider use of census data

Thank you for your attention.

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