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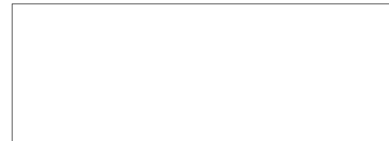


DIRECTORATE OF INTELLIGENCE

[redacted] **Delayed Population
Counts in Key Countries
Hindering National Development
Plans**

23 JANUARY 2013

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(U) This assessment was prepared by the Office of Africa, Latin America, and Global Issues. Comments and queries are welcome and may be directed to

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[redacted] Delayed Population Counts in Key Countries Hindering National Development Plans

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(U) Key Findings

[redacted] Twelve countries have gone more than 10 years since last conducting a census, which has hindered the national development plans of their governments and challenged the ability of the international community to provide development and humanitarian assistance. Of the 12—Afghanistan, Angola, Burma, Cote d'Ivoire, Democratic Republic of Congo, Eritrea, Guinea, Iraq, Lebanon, Pakistan, Somalia, and Uzbekistan—half have incomplete registration systems for recording births, deaths, and population movements. This information gap makes a regular census a necessity for accurately projecting demographic trends and for instituting governance policies.

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- [redacted] According to CIA analysis, census delays in 10 of the 12 countries are the result of instability or resource constraints. Iraq, for example, has delayed its census several times because of insecurity and disputes over how to count the population of regions settled by Arab tribes during Baath Party rule that were previously inhabited by non-Arab minorities.

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- [redacted] Political resistance to enumeration is also a factor why countries have delayed their censuses. Lebanon has not conducted a census since 1932 probably because an updated census would reveal changes in the religious makeup of the country that would indicate that the balance of political power in the legislature established by the constitution and subsequent political agreements is out of date.

[redacted] Several countries will most likely be receptive to assistance from US agencies, international organizations, and NGOs to support their census efforts and registration systems. The UN, for example, assisted Kosovo's census in 2011, which required international observers to ensure that the results were credible and widely accepted.

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- [redacted] The international community could support countries struggling to conduct a full country enumeration every 10 years by supporting alternative methods of conducting censuses—such as using household surveys or sample surveys—as long as they have functioning registration systems, such as in Lebanon and Uzbekistan.

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- [redacted] Helping developing countries to improve their registration systems will be key to improving their enumeration systems and preparing them to eventually conduct a census.

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(U) Scope Note

[redacted] This intelligence assessment examines countries that have not conducted a national census for more than 10 years and how the failure to do so hinders national development plans.

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(U) FIGURE 1

Countries With Delayed Population Counts

Country	Date of Last Census	Reason for Delay	Government Agency ^a	Basis of Current Population Estimates
Afghanistan	1979	Instability	Central Statistical Office	1979 census <ul style="list-style-type: none"> • 2006 Afghan Health Survey is used for mortality estimates.
Angola	1970	Instability; resource shortages	National Institute of Statistics	1970 census <ul style="list-style-type: none"> • Mortality is modeled using estimates from a 2006 Mali survey.
Burma	1983	Resource shortages; lack of political will to enumerate	Central Statistical Organization	1983 census <ul style="list-style-type: none"> • Official estimates of mortality from Cyclone Nargis in 2008.
Cote d'Ivoire	1998	Instability	National Institute of Statistics	1998 census <ul style="list-style-type: none"> • 2006 UNICEF Multiple Indicator Survey.
Democratic Republic of the Congo	1984	Instability	None	1984 census <ul style="list-style-type: none"> • 2007 Demographic Health Survey.
Eritrea	1984	Instability	National Statistics and Evaluation Office	1984 census <ul style="list-style-type: none"> • 2002 Demographic Health Survey.
Guinea	1996	Instability; resource shortages	National Statistics Directorate	1996 census <ul style="list-style-type: none"> • 2003 UNICEF Multiple Indicator Survey. • 2005 Demographic Health Survey.
Iraq	1997	Instability	Central Organization for Statistics and Information Technology	1987 census <ul style="list-style-type: none"> • 1997 census not accepted by international community because of lack of transparency on coverage, methodologies.
Lebanon	1932	Lack of political will to enumerate	Central Administration for Statistics	1970 sample microcensus <ul style="list-style-type: none"> • 2007 survey conducted by Lebanese Ministry of Planning.
Pakistan	1998	Instability	Statistics Division	1998 census <ul style="list-style-type: none"> • 2006-07 infant/child mortality survey.
Somalia	1975	Instability	Statistical Department	1975 census and 1980 survey of the population.
Uzbekistan	1989	Lack of political will to enumerate	Ministry of Statistics	1989 census <ul style="list-style-type: none"> • 2002 Uzbekistan Health Survey.

^a(U) Government agency responsible for producing national statistics and working with international organizations providing enumeration assistance.

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[redacted] Delayed Population Counts in Key Countries Hindering National Development Plans

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[redacted] The failure of countries to complete a timely national census complicates their economic and political development, including, in some cases, their ability to form representative governments. Censuses provide governments with critical demographic information—such as total population, age structure, and growth rates—to help them manage their countries and show current and future trends in fertility, mortality, and migration.¹

- (U) Twelve countries—Afghanistan, Angola, Burma, Cote d'Ivoire, the Democratic Republic of the Congo, Eritrea, Guinea, Iraq, Lebanon, Pakistan, Somalia, and Uzbekistan—have not conducted a census in at least 10 years (see figure 1).²
- (U) Afghanistan, Angola, and Somalia have not conducted a census since at least 1980, and Lebanon last completed a census in 1932.³

Guinea, Iraq, and Somalia has created large unsecured areas that have prompted governments to curtail censuses. Most of these countries have not conducted a census since before 1990. [redacted]

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- (U) The UN postponed plans to conduct a census in Afghanistan—stipulated by the 2001 constitution—because of deteriorating security in the country, [redacted]

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The UN is working with the government to substitute an alternative method to a full enumeration. Under this plan, the Afghan Government would conduct a rolling, province-by-province large-scale survey during the next two years [redacted]

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- (U) Iraq has delayed its census five times since 2003, postponing in 2004, 2006, 2007, 2010, and 2011. The government initially postponed the census because of insecurity, but more recently it has delayed because of disputes on how to count populations in regions settled by Arab tribes during the Baath Party rule that were previously inhabited by non-Arab minorities and Kurds.^{10 11}

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[redacted] Key Reasons for Enumeration Delays

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[redacted] Instability, resource shortages, and a lack of political will are the primary reasons governments fail to conduct censuses, according to CIA analysis of the 12 countries that have not conducted a recent census. Countries establish their own census schedules, and there is no international agency that levies requirements or a timeline for a census to occur. The United Nations Development Program (UNDP), however, recommends that all countries produce detailed population statistics at least once every 10 years or establish strategic plans to gather population statistics.⁴ The lack of funds, trained personnel, and strategic plans to conduct a census sometimes cause countries to delay indefinitely, according to UNDP.⁵ (See appendix A for the extensive preparation needed to conduct a census.)

- (U) Instability in Afghanistan, Angola, Cote d'Ivoire, the Democratic Republic of the Congo, Eritrea,

- (U) Pakistan's enumeration has been delayed four years past the expected census date in 2008 because of security concerns, flooding in some areas, and the lack of resources needed to conduct the head count in a country with an estimated population of 190 million, according to local press reports.^{12 13 14}

- (U) Burma announced in 2012 that it will enumerate in 2014 with the help of international donors and the United Nations Population Fund (UNFPA). Thirty years have passed since the last full census because of the government's inability to access parts of the country and its resistance to international assistance.¹⁵

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[redacted] Lack of political will or government resistance to enumerate seems to prevent some governments from undertaking a census, particularly in nations where demographic data factors into the composition of representative governments or could change the balance of political power. For example, Lebanon's constitution apportioned parliamentary seats between Christians and Muslims in a 6:5 ratio using results from the 1932 census. With no new population counts that would probably show a Muslim majority, political agreements have changed the ratio of parliamentary seats to a 1:1 ratio because demographic weights of those groups are unknown, [redacted]

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[redacted] Delayed Censuses Hinder National Development

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[redacted] The lack of a census can hinder a country's economic and political progress and often impedes support from the international community to improve governance or humanitarian conditions. Census statistics are instrumental in assisting governments to target funding to populations, to plan education and health-care programs, and to develop urban and rural infrastructures. Governments and NGOs can also use census-derived population data to identify gaps in services being provided to vulnerable segments of society.¹⁷

- (U) Incomplete population statistics in the Democratic Republic of the Congo, for example, have made it difficult for Kinshasa and international organizations to efficiently measure mortality, which hampers strategic national development plans to prevent infectious diseases, malnutrition, and neonatal conditions. Alternative methods to gather and apply population data can produce incorrect results. For example, the International Rescue League, after conducting five mortality surveys between 1998 and 2007, had to apply rates to the median population of 10 separate population estimates for the country that ranged between 56.8 million and 69.9 million. The results produced a wide range of excess deaths—300,000 to 600,000—during a nine-year period.¹⁸

[redacted]

[redacted] Low Confidence for Older Census Data

[redacted] Censuses older than 10 years may introduce errors in national projections. When a census is delayed, population estimates are created by modeling small sample sizes or by applying assumptions about a country's fertility, mortality, and migration. These projections are susceptible to biases and errors from shortcomings in models and data. Demographers have low confidence in estimates when censuses are older than 10 years because they are unable to use them to accurately project trends, [redacted]

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- (U) With no census in Eritrea since it gained independence in 1993, international agencies and the government have used different target population estimates and growth rates to determine vaccine and immunization coverage. A small error in the growth rate calculation could change the coverage estimate by as much as 15 percent and would increase funding requirements. [redacted]

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[redacted] Incomplete census data, especially information on religion, ethnicity, or languages spoken, make it difficult for the international community to help countries make plans to enhance the representativeness of their governments. Censuses also give governments an opportunity to demonstrate a commitment to upholding rights of confidentiality and the ability to protect information from misuse.

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- (U) Pakistani political analysts underscored the importance of the 1998 census in the allocation of National Assembly seats to each province on the basis of population for the general elections in 2008.²⁰

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- (U) The lack of statistics on Somalia's population has handicapped the international community's ability to determine where best to position limited resources or plan for future endeavors. Better demographic data could assist development planning, such as deciding where to establish school facilities in urban areas to accommodate the high volume of internally displaced children, [redacted]

- (U) Effective international mobilization of resources, such as census maps, satellite imagery, data-processing equipment and international observers, has since 2010 assisted Chad, Kosovo, and Nigeria with completing their censuses, [redacted]

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(U) The high costs to developing countries of establishing civil registration systems that track births, deaths, and population movement can be shared among international and national government agencies and NGOs that stand to benefit from the improved data.²⁷

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(U) Opportunities for the United States

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[redacted] Several of the 12 countries that have not held a census for many years will most likely be receptive to assistance from US agencies, international organizations, and NGOs that have the technical expertise and experience to support census efforts and registration systems. In the past, these organizations have often worked successfully with national statistical offices to plan, carry out, and evaluate censuses, registrations, and the results of each. International actors can help by sharing costs, assisting with the mobilization of resources, and supporting alternative methods to a full census by encouraging the use of registration systems. These are important aspects of developing countries' enumeration processes and international assistance can help prepare these countries to eventually conduct their own censuses.

- (U) The UN and the World Health Organization assess countries' registration systems for accuracy and connectivity and work with statistical agencies and support personnel to improve data collection.²⁸ National governments and the international community benefit from access to birth, death, and migration data collected by registration systems that show current trends in these areas.

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- [redacted] The international community could support alternative methods of conducting censuses (see appendix B) in countries that have functioning registration systems but that so far have failed to complete enumerations, such as Lebanon and Uzbekistan. The other 10 of the 12 countries that have not held recent censuses have limited or incomplete civil registration systems, [redacted]

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(U) UNFPA and the US Agency for International Development (USAID) have worked with foreign governments to identify challenges and call on international donors or demographic experts to assist with nearly all phases of censuses [redacted]

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- (U) UNFPA and IPC work with governments to ensure adequate financial resources, logistical support, and international census quality standards. They work with the host country's statistical office to prepare for censuses, allocate resources and provide technical expertise.^{23 24} This assistance provides governments with expertise to ensure censuses are well executed and to plan other enumerations by themselves.

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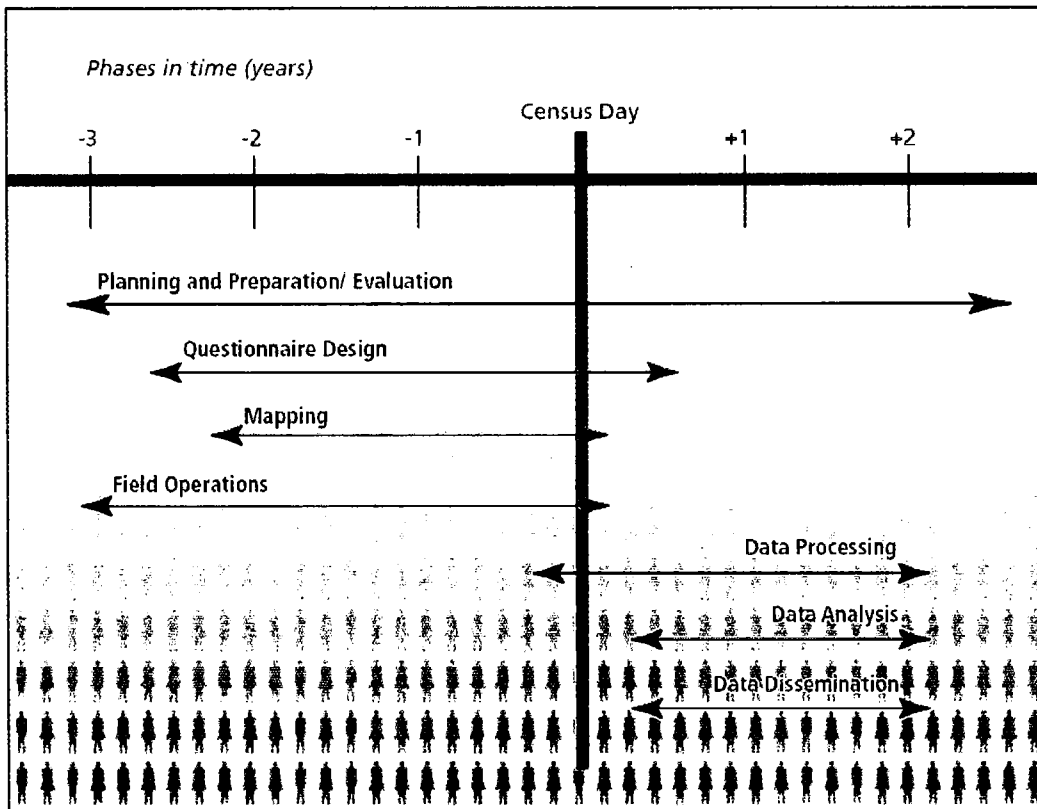
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(U) APPENDIX A

Census Timeline

(U) Taking a census requires extensive financial and logistical resources as well as a consistent public relations effort to encourage broad participation.

- (U) A census can be broken down into a series of projects and phases. Major tasks show the complex nature of a census, establishing a cycle that becomes the basis for producing accurate and timely census data.



(U) Note: Census process and phases may vary by country. Three-year advance planning is required at a minimum, and four to five years is recommended by the International Program Center, US Census Bureau.

(U) Cyclical Censuses Offer Opportunities

- (U) Censuses conducted on a regular basis—usually every 10 years—establish a cycle that keeps the vital planning and preparation stage from entering a static state. While success is marked by the completion of each phase, lessons learned continually inform the planning phase and assist future efforts.

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(U) APPENDIX B

Census Techniques

1. Alternatives to Conducting a Traditional Census . . .

1.1 A majority of countries that conducted a census between 2000 and 2010 carried out a traditional, full enumeration of their population—canvassing the entire country to collect information on all individuals and on a range of topics. Not all countries take this traditional approach, however. Some governments employ an alternative method to obtain statistics similar to a full census. A growing number of European countries, for example, are adopting a mixed approach to taking censuses by using data from registrations, household listings, or sample surveys. This approach may be a model that is helpful to countries struggling to conduct a traditional census.

Census Techniques	Preconditions	Countries
Traditional	Short or long census forms and established delivery methods—mail, phone, online, personal visit follow-up.	Canada Colombia
Register-based	Established central registration system.	Norway
Combination of traditional census and register-based	Trained interviewers validate preexisting information from census and registration system.	Spain
Register-based with sample survey	Partial registration systems and data from sample surveys.	Israel Netherlands
Rolling census	Ability to conduct complex sampling and modeling techniques.	France
Combination of traditional census with yearly updates	Ability to conduct multiyear programs to develop, track, and test census design.	United States Peru
Modeling (under development)	Ability to use sample results to model the relationship between information and sample questions.	None yet

2. . . . Require Functioning Registration Systems

2.1 Alternative techniques for enumerating have been developed, tested, and implemented around the world, but such methods require a functioning and trusted civil registration system. Civil registration systems can fill data gaps between censuses if they issue official records for births and deaths and track internal and external population movements. Births, deaths, marriages, divorces, and sometimes migration are typical vital events recorded by a country's registration system. These records create a numerical profile of the nation, supply statistics essential for planning services for the population, and maintain legal documents that give proof of identity for individuals.

- 2.1.1 There are no international requirements for uniformity among national registration systems. The completeness of reporting on vital events depends on a country's laws for registration and the implementation of those laws.

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