

REPUBLIC OF THE UNION OF MYANMAR

CENSUS OBSERVATION MISSION REPORT 2014 POPULATION AND HOUSING CENSUS



May 2014

Republic of the Union of Myanmar

Census Observation Mission Report
2014 Population and Housing Census

May 2014

Acknowledgement

This observation report is a result of a collaborative effort by the Myanmar Census Observation Team. The Observation mission was led by Nancy Stiegler, Census Observation Mission Coordinator, who compiled this report based on the state- and region-level reports of the observers: Ronnie Andersson, Aung Kyaw Phyto, Aristide Bado, Jayant Banthia, Clement Bula Basuayi, Rick Baxter, Roberto Bianchini, Bart de Bruijn, Hafedh Chekir, Garnett Compton, Theresa Devasahayam, Judith Donang, Roberta Fontana, Margarita Guerrero, Werner Haug, Johan Dawt Lian, Khin Ma Ma Swe, Khin Thu Zar Win, Kyaw Lin Thant, Maung Maung Toe, May Thwet Hlaing, Nobuko Mizoguchi, Myo Oo, Nang Mo Hom, Naw Mar Moora, Ricardo Neupert, Nyan Win, Nyana Soe, Nyein Chan, Nyi Nyi Aung, Kanayo Ogujiuba, Eleonora Rojas Cabrera, Lantona Sado, Sai Mein, Omas Samosir, Shwe Yee Win, Swe Swe Win, Thida Oo, Toe Myint, Tun Tun Win, U Than Sein, Wanna More, Ian White, Win Thein, Helio Xavier and Ye Thaug Htut.

The observation team would like to acknowledge the invaluable support and cooperation by the Government of Republic of the Union of Myanmar, the Immigration Offices, the Census Offices, enumerators, 10 and 100 household leaders and other volunteers who facilitated the enumeration and the observation mission.

The observation team would like to thank the donor countries for their support to the Observation Mission.

The observation team is also grateful for the United Nations Population Fund Myanmar country office for their logistical support.

Finally, the observation mission would not have been possible without the voluntary support of the respondents who participated in the census and allowed the teams to observe their enumeration.

Executive summary

After three decades without a Population and Housing Census, a census enumeration was conducted throughout most of the Republic of the Union of Myanmar from 30 March to 10 April 2014. To vouch for transparency of the census and to better understand the way data were collected, the Department of Population within the Ministry of Immigration and Population (MOIP) put in place an independent Census Observation Mission. United Nations Population Fund and the donor countries were highly supportive of this initiative.

Throughout the data collection, teams consisting of one international and one national expert independently observed the enumeration process across the country (except the inaccessible areas¹ and the few areas that conducted an 'Early Census': Pan Hseng and Mine Lar in the Wa area; Puta-O in Kachin State and Co-Co Island in Yangon Region). One or two observer teams were deployed to each state and region depending on the size of the area. The experts are statisticians, demographers or social scientists; the international experts have previous experience with censuses and/or large-scale surveys in similar environments.

In total, the observer teams visited 121 townships (36.6 percent of the total) and 901 Enumeration Areas (1.1 percent of the total) and followed 2,193 interviews (2,177 fully observed interviews, or 99.3 percent, and 16 partially observed interviews, or 0.7 percent). The sample of observed areas was randomly selected, except in Rakhine State where the sample was purposely selected to represent all the different settings and populations of the area.

Objectives of the Census Observation Mission

The Census Observation Mission was not conducted as a judgemental exercise; neither was it a monitoring nor an auditing assignment. The point of the mission was to objectively collect factual information on the way the enumeration was conducted in the field to ultimately understand the challenges and successes of the data collection phase of Myanmar's first census in 30 years.

The specific objectives of the observation mission were: document the census process and data collection in selected number of townships and Enumeration Areas; objectively observe the census against international standards and national legislation to increase the credibility and transparency of the census process; to provide regular feedback to the Government during census enumeration; and to document lessons learned and good practices for building capacity in future censuses.

The observation mission was based on a methodology tested in several countries but specifically designed for the Myanmar census. The observers were trained on tools that they were to use for making their observations and collecting data. The observers conducted their respective assignments freely but with the essential help of MOIP personnel.

¹ Parts of Kachin State controlled by the Kachin Independence Organization and some other areas controlled by armed groups were inaccessible for enumeration due to security reasons.

Observers' general conclusions

Overall, the observers characterized the data collection in the areas they visited a success, with the exception of the areas inhabited by Rohingyas/Bengalis, especially in Rakhine State.

Some of the observers, who have experience in developing and/or post-conflict countries (such as Albania, Bosnia-Herzegovina, Ghana, the former Yugoslav Republic of Macedonia, Montenegro, Nigeria, Sudan and Timor-Leste), said they had never witnessed such a good data collection exercise — from the publicity and advocacy campaign to the dedication of the census personnel and the positive attitude of the respondents to the logistical organization and the quality of enumerators to the enumeration itself.

Strengths of the observed process

The communication, publicity and advocacy campaign was considered effective in general because various publicity materials were seen throughout the visited areas. The observers noticed posters, billboards, audio messaging, community meetings, pamphlets, letters of information and hand fans even in villages and remote places. Several observers thought that such a good publicity and awareness campaign was rare in a census process and that it was the best census communication campaign they had seen as observers (excluding the situation in Rakhine State). The general atmosphere around the enumeration exercise was positive, and the mobilization of communities around the census was impressive.

Most of the observers also thought that the population was well aware of the census exercise and that people wanted to be counted and to participate in the census. In no instance did the observers encounter a household or a respondent who refused to be counted due to lack of understanding of the census process.

The organization of the subnational Census Offices varied from one area to the next; but overall, the observers thought that the data collection proceeded smoothly. The mobilization of the Census Officers was impressive, and they appeared to exert, together with communities, volunteers and non-government organizations, every effort to make the census a success.

Language never appeared an issue, which is an achievement considering how multilingual Myanmar is. Having the privilege of deploying local enumerators (school teachers mostly and mostly women) to conduct the census in their own communities helped to overcome the potential issues associated with the co-existence of dialects. In most cases, the enumerators and respondents communicated in a common language.

In all visited enumeration areas, the enumerators were present and actively working. In no instance did an observer notice any missing enumerator. The pre-census distribution of material did not seem to have any problematic issues; in all areas under observation, the field workers (enumerators and supervisors) were equipped with the necessary census materials; no serious shortage of census materials was noticed. Also, the enumerators all received the census outfit; the majority of them

wore the complete uniform (the hat was less used by the enumerators), making them easily recognizable.

The observed enumerators generally conducted their interviews with diligence, patience and professionalism. The observers noticed that the enumerators were very capable; all the observers commended their dedication to the census survey.

Overall, the observed enumerators paid good attention to completing the questionnaire as instructed, using the 2B pencil and making sure that their handwriting was legible. The enumerators took good care of the questionnaires to ensure they remained clean, dry and flat. This is encouraging for the successful scanning of the census forms in the next phase of the census.

The observers did not witness any data manipulation by any enumerator, such as not counting households or household members — except for the specific case of Rakhine State where the Rohingya/Bengali population had not been enumerated — or by adding households or household members.

The data collection finished before the official census end date in numerous areas observed. Such a case is rare for a census, especially in countries that have not conducted a population and housing census for years. This situation is commendable, especially knowing that the observers rarely witnessed enumerators working in a hurry.

Shortcomings of the observed process

Despite the overall good impression they left on the observers, the enumerators failed to refer to three essential census components. First, they seldom explained the census when starting the enumeration (possibly because people had been made aware of the data collection beforehand). Second, an important proportion of the enumerators did not explain the concept of confidentiality of response (only about 29 percent of enumerators explained the census and the confidentiality of data at the beginning of the interview). Third and most importantly, a large portion (31 percent) of the enumerators did not systematically refer to the census night to determine who was in the household on that reference night, which is a core concept of a de facto census.

The enumerators sometimes inferred or directed responses, but it seemed to the observers that it was based on obvious criteria than on the will to manipulate the response. Questions on religion, ethnicity, education and household characteristics and assets were sometimes inferred or directed from what the enumerator could observe (for instance, after asking the ethnicity of the head of household and spouse, the enumerator filled in the ethnicity of their biological children without asking).

Additionally and even though most respondents could self-identify their ethnicity, the observers noticed that most enumerators only recorded the main ethnicity rather than the sub-ethnicities.

Some questions seemed more problematic than others to the enumerators; the questions on disability, labour force and occupation and the modules on migration and births to married women were not always correctly completed, as is often observed in censuses around the world.

The observed enumerators seldom referred to their Enumeration Area map and/or structure listing after the second and subsequent days of enumeration, and they rarely checked the questionnaire at the end of each interview.

Enumerators were sometimes accompanied by members of the community whose presence was at times considered by the observers as intrusive; at the same time, the observers noted that the respondents did not seem bothered by the presence of external people.

The observers also noted that no clear plan for retrieving the completed questionnaires was in place at the time of the enumeration. The Township Officers could not say exactly when and how the completed forms were to be sent to the Data Processing Centre in Nay Pyi Taw. This lack of preparation at a key point of the census, together with the fact that completed questionnaires were to be stored for a long time in local offices, which were not always adequate to store sensitive census data, raised some concerns for the security (and thus integrity) of the questionnaires and the confidentiality of the information.

The exclusion of the Rohingya/Bengali population from the census enumeration poses serious methodological problems. In a de facto census, all persons present during the reference night of the census must be included in the headcount. This was not the case for an important part of the population in Rakhine State and in other areas inhabited by Rohingyas/Bengalis. By not allowing these specific subpopulations to self-identify and be counted, the census in these areas fell short of international standards. If the missing populations are not included, based on a proper count or estimation, the resulting undercount will have a negative impact on the census results at the State and Region level and the national level.

For nearly all minorities, the observers witnessed that they were well counted and that respondents could freely report on their ethnicity and religion, including the Muslim community — as long as they did not belong to or did not declare themselves as Rohingya.

Based on the conclusions of the observers, the report includes recommendations for the data analysis and to resolve issues with the 2014 Myanmar Population and Housing Census and recommendations for future censuses.

Contents

Acknowledgement.....	i
Executive summary	iii
Acronyms.....	ix
Introductory remark.....	1
I. The Census Observation Mission.....	2
A. <i>Census background and rationale for an observation mission</i>	2
B. <i>Objectives of the Census Observation Mission</i>	2
C. <i>Methodology</i>	3
D. <i>Tools for observation</i>	4
E. <i>Profile of the observers</i>	5
F. <i>Training of observers</i>	5
G. <i>Observation workplan</i>	6
H. <i>Sampling of observed areas and posting of observers</i>	7
II. The mission's outcomes	9
III. Census publicity, advocacy and communication.....	10
IV. Census understanding, awareness and attitude of the population	19
V. Census Offices.....	24
A. <i>The State and Region Census Offices</i>	24
B. <i>Township Census Offices</i>	24
VI. Profile of enumerators	30
VII. Availability and use of census materials.....	39
VIII. Handling of questionnaires.....	45
IX. Use of the Enumeration Area map and the structure listing form.....	50
X. Language issues	56
XI. Overall quality of the enumeration process.....	62
XII. Potential issues with collected data	73
XIII. Enumeration of the Rohingya/Bengali population in Rakhine State.....	90
XIV. Conclusions and recommendations	93
Bibliography.....	97
Appendices	99
A. Form A: Office Observation.....	99
B. Form B: Enumeration Observation.....	100
C. Form C: Daily Report	101
D. Form D: List of Persons Met	102
E. State/Region reporting format.....	103
F. Census observation methodology.....	104
G. Rules of observation.....	107

H. Dos and don'ts.....	108
I. Composition of the observer teams.....	109
J. Terms of reference for the international observers	110
K. Terms of reference for the national observers	112

Tables

Table 1. Training schedule for the Census Observation Mission in Myanmar (28 March 2014)	6
Table 2. Observation workplan	7
Table 3. Geographical sample for observation (posting of observers)	8
Table 4. Sample visited by the Census Mission Observation's sample	10
Table 5. Respondents willing to answer all questions or who refused to answer at least one question, per 100 observed interviews, by State/Region	21
Table 6. Respondents' understanding of the census process, per 100 observed interviews, by State/Region.....	23
Table 7. Sex of the enumerator, per 100 observed interviews, per State/Region	36
Table 8. Proportion of enumerators wearing the appropriate census outfit, per 100 observed interviews, per State/Region.....	37
Table 9. Enumerators' demeanour during the enumeration process, per 100 observed interviews, per State/Region.....	38
Table 10. Use of specific census materials, by type of census material, per 100 observed interviews, per State/Region	43
Table 11. Handling of census documents, per 100 observed interviews, by State/Region	49
Table 12. Matching of households to the Enumeration Area map and structure listing, per 100 observed interviews, by State/Region	54
Table 13. External help received by the enumerators to locate each household, per 100 observed interviews, by State/Region	55
Table 14. Language communication between enumerators and respondents, per 100 observed interviews, by State/Region	58
Table 15. Proportions of interviews in which the enumerator had to translate questions into a local language, per 100 observed interviews, by State/Region	60
Table 16. Translation by external person, per 100 observed interviews, by State/Region	61
Table 17. Basic census introduction by the enumerators, per 100 observed interviews, by State/Region.....	69
Table 18. Placement of the sticker after the interviews, per 100 observed interviews, by State/Region	71
Table 19. Use of an appointment card, per 100 observed interviews, by State/Region	72
Table 20. Average duration of observed interviews, by State/Region	73
Table 21. Response to the census, per 100 observed interviews, by State/Region	83
Table 22. Presence of a community leader during interviews, per 100 observed interviews, by State/Region.....	84
Table 23. Adequate declaration of age of respondents, per 100 observed interviews, by State/Region	85
Table 24. Questionnaire completion patterns, per 100 observed interviews, by State/Region.....	87
Table 25. Interview patterns, per 100 observed interviews, by State/Region	89

Figures

Figure 1. Publicity and advocacy materials visible around and in the Enumeration Areas, per 100 observed Enumeration Areas	18
Figure 2. Respondents willing to answer all questions or who refused to answer at least one question, per 100 observed interviews	22
Figure 3. Understanding the census process, per 100 observed interviews.....	23
Figure 4. Sex of the enumerator, per 100 observed interviews.....	36
Figure 5. Proportion of enumerators with the appropriate census outfit, per 100 observed interviews	37
Figure 6. Enumerators' demeanour during the enumeration process, per 100 observed interviews .	38
Figure 7. Use of specific census materials, by type of census material, per 100 observed interviews	43
Figure 8. Handling of census documents, per 100 observed interviews	50
Figure 9. Matching of households to the Enumeration Area map or structure listing, per 100 observed interviews	54
Figure 10. External help received by enumerators to locate each household, per 100 observed interviews	56
Figure 11. Language communication between enumerators and respondents, per 100 observed interviews	59
Figure 12. Proportion of interviews in which the enumerator needed to translate questions into a local language, per 100 observed interviews	60
Figure 13. Translation by external person, per 100 observed interviews.....	61
Figure 14. Basic census introduction by enumerators, per 100 observed interviews	70
Figure 15. Placement of sticker after the interviews, per 100 observed interviews	71
Figure 16. Use of appointment cards, per 100 observed interviews	72
Figure 17. Presence of community leader during interviews, per 100 observed interviews	85
Figure 18. Adequate declaration of age of respondents, per 100 observed interviews.....	86
Figure 19. Questionnaire completion patterns, per 100 observed interviews	88
Figure 20. Interview patterns, per 100 observed interviews	90

Acronyms

ID	identification document
IDP	internally displaced person
MOIP	Ministry of Immigration and Population
SMS	short message service
UNFPA	United Nations Population Fund

Introductory remark

This report is based on the observation of a sample of enumeration areas and census interviews during Myanmar's 2014 Myanmar Population and Housing Census. The observation mission was deployed throughout the country, excluding the few areas that conducted an 'Early Census' (in Pan Hseng and Mine Lar in the Wa area, Puta-O in Kachin State and Co-Co Island in Yangon Region) and areas that were inaccessible for security reasons.

The purpose of the observation mission was to report on the observed enumeration process and to document the way in which the data collection was organized in the sampled areas.

It is important to consider that a perfect census never exists. Indeed, all censuses have certain problems of coverage and response. This report is a contribution to systematically inform the data analysis as well as future processes about the challenges and strengths in the observed field enumeration of the 2014 Myanmar Population and Housing Census.

The following results and analyses are only valid for the observed sample and under no circumstances can be extrapolated to the entire census. Moreover, despite the use of common tools for observation, the observers may have interpreted similar situations differently.

I. The Census Observation Mission

A. Census background and rationale for an observation mission

The Republic of the Union of Myanmar conducted a Population and Housing Census in 2014 for the first time in three decades. A widely accepted and accurate census should constitute a milestone and enable evidence-driven planning and policy-making after a long period without reliable census data. Additionally, reliable population data is a fundamental requirement for a variety of social, economic and political reforms supported by international donors as well as general aid effectiveness. Of key importance is the resulting database of the age, sex and geographical distribution of the population, which can be used as a basis for future sample surveys to produce detailed information on a variety of social and economic characteristics.

As with most countries conducting a census, Myanmar faced technical, operational and political challenges when planning the 2014 census. These challenges needed to be addressed in a forward-looking and proactive manner. For rigorous analysis of the data and for the benefit of future censuses, it is important to understand how the 2014 census enumeration process was implemented and its alignment with international standards. With this ambition, the Ministry of Immigration and Population (MOIP), together with the United Nations Population Fund (UNFPA) and supported by several donor countries, agreed on the implementation of a 2014 Census Observation Mission.

An International Technical Advisory Board supported the Government in the design and preparation of the 2014 Myanmar Population and House Census. This included the plan for an independent observation of the data collection during the field phase of the census. The Government wanted to receive objective and factual information on the enumeration process, based on a sample of Enumeration Areas and interviews, and the alignment with established international standards.

Thus, the rationale for the observation mission was to provide an independent and unbiased picture of the data collection process to increase the transparency of the census procedures, increase the credibility of the census, ensure donors on the use of their funds and build census memory.

B. Objectives of the Census Observation Mission

The main goal of the observation mission was to better understand the way the census was conducted to assist in the data analysis and to build essential census memory for future data collection operations.

Four objectives were developed for this Census Observation Mission:

- document the census process and the way data are collected in a select number of townships and Enumeration Areas;
- provide regular feedback to the Government during and after the census activities;
- observe objectively the census exercise against international standards and national legislation to increase the credibility and transparency of the census process;

- document lessons learned and good practices that would help expand the Government's capacity in future censuses.

C. Methodology

A detailed methodology for the observation of the field phase of the 2014 Myanmar Population and Housing Census was developed and applied throughout the country by 22 teams of international and national independent observers during the data collection, from 30 March until 10 April.

Since 1992, census observation and monitoring missions have been conducted in post-conflict and/or developing countries or countries in transition with donor agency involvement and which, for the majority of them, were undertaking a census after many years (usually decades) without a population count. Observation and monitoring missions took place, for instance, in Albania in 2011, Bosnia-Herzegovina in 2013, Democratic People's Republic of Korea in 2008, Ghana in 2010, former Yugoslav Republic of Macedonia in 1992 through 2002, Kosovo in 2011, Moldova in 2004, Nigeria in 2006 and Sudan in 2008. Several of the international observers who followed the census in Myanmar were part of those census observation and monitoring missions.

Using the past experiences of census observation and monitoring missions, a set of detailed and comprehensive tools were designed specifically for the observation of the Myanmar census. The observers were provided with the consistent and unified observations tools (see Forms A–D in the appendices) and trained on the methodology for using these instruments to properly appraise and report on all the elements of the data collection.

The observation was conducted by a total of 47 independent observers trained on the observation tools: 23 international observers and 24 national observers. These observers worked in pairs of one international and one national observer, for a total of 22 teams (plus two reserve national observers) and the international census observation coordinator. Each team of observers was allocated to a specific State or Region to cover a selection of townships and Enumeration Areas across Myanmar. The census observation coordinator was based in Yangon. All observers were recruited for the entire time of the enumeration (30 March to 10 April 2014) and were trained on the tools designed for making and reporting their observations.

The observers acted as neutral witnesses to the enumeration process, documenting the preparedness of the Census Offices, the publicity and advocacy campaign, the availability of the enumeration instruments, the enumeration process and the demeanour of the enumerators and the respondents.

The observers looked in particular at the following aspects of the census:

- State, Region and Township Census Offices: storage facilities, organization, publicity and advocacy material, accessibility of Enumeration Areas in the townships (using Form A: Office Observation);

- Enumeration: material and equipment, enumerators' proficiency in data collection and languages, attitude of the population towards the census, recording of specific populations and minorities; challenges and good practices (using Form B: Enumeration Observation); and
- Potential for fraud or manipulation (using Form A: Office Observation and Form B: Enumeration Observation).

The observers were independent statisticians, demographers and social scientists. For each enumeration interview, the observers first asked for the consent of the enumerator and the main respondent to observe the census enumeration in each household. The observers were instructed not to interfere with the process in any way, even when they noticed problems in the conduct of the enumeration. In such a case, the observers were instructed to report the issue to the coordinator, who in turn was to communicate and inform the Department of Population within the MOIP, through the UNFPA Census Technical Adviser.

The observers were not entitled to share their opinion about anything related to the enumeration, on matters of politics, religion or any other subject. The observers were requested not to answer any media question or give interviews related to their assignment. They were also clearly instructed not to disclose any information on their observation to third parties. To that extent, all observers, before the beginning of the data collection, signed the 'rules of operation' (see appendix G), which defined the fundamentals of secrecy, confidentiality and credibility for their role as observer.

D. Tools for observation

- The standardized tool pack consisted of several documents that observers had to use to conduct their assignment: Form A: Office Observation
- Form B: Enumeration Observation
- Form C: Daily Report
- Form D: List of Persons Met
- State/Region reporting format.

The observers also had at hand all needed supporting documents:

- Census observation methodology
- Rules of observation
- Dos and don'ts
- Posting areas (Table 3)
- List of contacts
- Census manual and census questionnaire
- Map of the country.

The observers were to complete Form A for each Census Office they visited (at the State or Region, district and township levels) and Form B for each interview observed. The observers reported on a daily basis the progress and potential problems of the data collection to the coordinator, using Form

C. When the observers did not have access to the Internet to send their reports, they relied on the mobile phone SMS or a phone call to ensure that they were fine and secure.

The observer teams each produced an interim report, which was to be sent to the coordinator by 5 April 2014, and a final report describing their observation findings and using a specific format, based on the data they collected using Forms A, B and C.

E. Profile of the observers

As noted, the mission was composed of international and national observers (see appendix I for the Composition of the observer teams). The 23 international observers came from 20 countries, were experts in data collection and had been previously involved with census observation, census operation, census analysis or large-scale surveys (see appendix J for the Terms of reference for the international). Four international observers and the mission coordinator were also members of the International Technical Advisory Board.

The national observers were all researchers with experience in socio-economic data collection and analysis projects (see appendix K for the Terms of reference for the national). The observers were required to be specialists in their field as well as able to work long hours under difficult conditions.



The 47 national and international observers

F. Training of observers

All the observers took part in a one-day training (28 March) in Yangon to familiarize them with the tools and methodology, the code of conduct and the reporting system (see Table 1 for the agenda, which outlines the training sessions). Prior to the training session, the observers received the census materials (questionnaire, manual and guidelines) and general information about Myanmar via email.

Table 1. Training schedule for the Census Observation Mission in Myanmar (28 March 2014)

Time	Topic	Content of the session	Speakers/facilitators
8:30–9:00	Registration	<ul style="list-style-type: none"> ▪ Registration of participants ▪ Distribution of training documents 	<i>UNFPA organization team</i>
9:00–9:15	Opening statement	<ul style="list-style-type: none"> ▪ Opening statement by the UNFPA Representative to Myanmar 	<i>Janet Jackson</i>
9:15–9:30	Presentation of the observation mission	<ul style="list-style-type: none"> ▪ Main objectives of the observation mission ▪ Overview of observers' duties ▪ Overview of the mission planning ▪ Schedule 	<i>Nancy Stiegler</i>
9:30–10:30	Training on the census methodology and tools	<ul style="list-style-type: none"> ▪ Administration of the census questionnaire ▪ Guidelines for general census operations ▪ Guidelines for enumeration (main concepts, map and method of interview) 	<i>Frederick Okwayo</i>
10:30–10:45	Tea break		
10:45–11:15	Methodology of the observation mission	<ul style="list-style-type: none"> ▪ Why an observation mission? ▪ The objectives of the mission ▪ Overall presentation of the tools 	<i>Nancy Stiegler</i>
11:15–11:30	Rules of operation	<ul style="list-style-type: none"> ▪ Explanation of the rules of operations in the field 	<i>Werner Haug</i>
11:30–12:15	The observers' tasks and duties	<ul style="list-style-type: none"> ▪ Duties before, during and after enumeration ▪ Steps to follow when visiting the offices ▪ Steps to follow during enumeration 	<i>Nancy Stiegler</i>
12:15–12:30	Field facts Dos and don'ts	<ul style="list-style-type: none"> ▪ What to pay particular attention to ▪ What to do and what not to do 	<i>Werner Haug</i>
12:30–1:15	<i>Lunch</i>		
1:15–2:00	Logistical matters	<ul style="list-style-type: none"> ▪ Presentation of UNFPA logistics team ▪ Posting ▪ Material distribution 	<i>UNFPA organization team</i>
2:00–3:30	The tools	<ul style="list-style-type: none"> ▪ The office form ▪ The enumeration form ▪ The daily log sheet 	<i>Nancy Stiegler</i>
3:30–3:45	Tea break		
3:45–4:30	Report format	<ul style="list-style-type: none"> ▪ How to develop the final report ▪ How and when to share the draft and final reports 	<i>Nancy Stiegler</i>
4:30–4:45	Security briefing	<ul style="list-style-type: none"> ▪ Security briefing from the United Nations Department of Safety and Security 	<i>Nancy Stiegler</i>
4:45–5:15	Summary of activities	<ul style="list-style-type: none"> ▪ Summary of daily activities ▪ Time frame 	<i>Nancy Stiegler</i>
5:15–6:00	Administrative issues	<ul style="list-style-type: none"> ▪ DSA 	<i>UNFPA organization team</i>

G. Observation workplan

The activities of the observation mission took place from 28 March to 12 April 2014, as summarized in the following table 2.

Table 2. Observation workplan

Day	Date	Activity
Thursday	27 March	International observers arrive in Myanmar
Friday	28 March	Training of observers
Saturday	29 March	Deployment of observers to their area of observation
Sunday	30 March	Observation of the census field operations
Monday	31 March	Observation of the census field operations
Tuesday	1 April	Observation of the census field operations
Wednesday	2 April	Observation of the census field operations
Thursday	3 April	Observation of the census field operations
Friday	4 April	Observation of the census field operations
Saturday	5 April	Observation of the census field operations
Sunday	6 April	Observation of the census field operations
Monday	7 April	Observation of the census field operations
Tuesday	8 April	Observation of the census field operations
Wednesday	9 April	Observation of the census field operations and return to Yangon
Thursday	10 April	Observation of the census field operations and return to Yangon
Friday	11 April	Debriefing session and presentation of first findings
Saturday	12 April	Working sessions on final reports
Sunday	13 April	International observers depart Myanmar

H. Sampling of observed areas and posting of observers

Each team of observers was assigned to one State or Region; sometimes two teams were deployed in the same State or Region, depending on the size of the selected area. In each State or Region, the teams of enumerators were sent to specific districts, townships, wards or villages and Enumeration Areas for their observation (Table 3). The sample was mostly randomly selected, taking into account distance and security issues, for some specific areas. In some cases due to security issues or distance, the initially selected areas had to be replaced during the field mission. In Rakhine State, the sample was purposely selected so that the observers covered different settings (internally displaced persons (IDP) camps and urban and rural areas) and subpopulations of the area.

Ultimately, each team of observers was assigned to six townships (one township visited every second day) and 48 Enumeration Areas (four per day) and to following two to three interviews per area (for a total of about 96 interviews per team). Each team of observers was supported by a dedicated UNFPA National Programme Officer, who arranged all logistical matters to ease the daily organization for the observers in the field.

Table 3. Geographical sample for observation (posting of observers)

State/Region	Number of teams	Districts	Townships originally sampled	Townships actually visited
Ayeyarwady	1	Patheingyi, Pyawbwe, Maubin	Thabaung, Yekyi, Bogale, Dedaye, Maubin, Danubyu	Bogalay, Dedaye, Nyaungdon, Danuphyu, Ma-u-bin, Kyaiklatt
Bago	1	Taungtha, Tharyarwady	Kawa, Daek, Thanatpin, Zigon, Okpho, Monyo	Taungtha, Yedashe, Kyauki, Okpho, Zigon, Monyo, Pyay
Chin	2	Hakka, Mindat	Hakka, Thantlang, Mandit, Matupi, Rezua, Kanpetlet, Paletwa, Samee	Hakka, Falam, Thantlang, Mandit, Matupi, Kanpetlet
Kachin	2	Mohnyin, Bhamo	Mohnyin, Hopin, Mogaung, Hpakant, Kamaing, Bhamo, Shwegu, Myo Hla, Momauk, Lwegel, Dawathponeyan, Mansi	Myitkyina, Mohnyin, Hopin, Mogaung, Waingmow, Mansi, Momauk, Shwegu, Bhamo
Kayah	1	Bawlakhe, Loikaw	Bawlakhe, Ywarthit, Hpasawng, Mese, Demoso, Shadaw	Loikaw, Hpasawng, Mese, Ywarthit, Shadaw, Demoso
Kayin	2	Hpa-an, Hpapun	Mese, Hlaingbwe, Than Daun Town, Hpa-an, Hpapun, Kamamaung (ST)	Hpa-an, Hlaingbwe, Thandang Gyi, Paing Kyone, Hpapun, Kamamaung, Kyondo
Magway	1	Thayet, Minbu, Gangaw	Minhla, Kamma, Minbu, Sidoktaya, Tilin, Saw	Minbuh, Minha, Sow, Tilin, Siduktoya, Kamma
Mandalay	1	Nyaung-U, Mandalay, Pyinoolwin, Myingyan	Nyaung-U, Nga Tha Yuak (ST), Aungmyethazan, Mahaaungmye, Pyigyidagun, Patheingyi, Pyinoolwin, Madaya, Thabeikkyin, Myingyan, Natogyi, Nganzun	Nyaung-U, Nga Tha Yuak (ST), Aungmyethazan, Mahaaungmye, Pyigyidagun, Patheingyi, Pyinoolwin, Madaya, Thabeikkyin, Myingyan, Natogyi, Nganzun, Chanmyathazi
Mon	1	Thaton	Thaton, Paung, Kyaikto, Bilin, Pannagyun	Mawlamyaine, Kyaikmaraw, Mudon, Thaton, Paung, Kyaikto, Bilin
Nay Pyi Taw	1	Naypyitaw South	Pyinmana, Leiway, Za Bu Thiri, Det Khan Na Thiri	Za Bu Thi Ri, Pyinmana, Det Khi Na Thi Ri, Lewe, Oke Ta Ra Thi Ri, Takon
Rakhine	2	Sittwe, Mrauk-U, Thandwe	Sittwe, Mrauk-U, Minbya, Toungup, Thandwe	Sittwe, Mrauk-U, Minbya, Toungup, Thandwe
Sagaing	2	Kalay, Shwebo, Monywa, Mawlaik, Hkamti	Kale, Kalewa, Mingin, Shwebo, Khin-U, Wetlet, Kanbalu, Kyunhla, Monywa, Ayadaw, Chaung-U, Mawlaik, Paungbyin, Hkamti	Kale, Mingin, Kalewa, Mawlaik, Paungbyin, Tamu, Monywa, Ayadaw, Chaung-U, Shwebo, Khin-U, Wetlet, Kanbalu
Shan	2	Tachilek, Kengtong, Muse, Kunlong, Taunggyi, Mong Hpyak, Kyukme, Loilen	Tachilek, Tarlay (ST), Kengtong, Mong Yang, Kutai, Kunlong, Nyaungshwe, Pinlaung, Mong Yawng, Mong Hpyak, Loilen, Kunhing	Tachilek, Tarlay, Mong Hpyak, Kengtong, Mong Kat, Mong Yang, Hopong, Hsihseng, Kalaw, Nyanugshwe, Pindaya, Pinlaung
Tanintharyi	1	Dawei, Myeik	Dawei, Launglon, Thayetchaung, Kyunsu, Myeik, Taninthayi	Dawei, Launglon, Thayetchaung, Myeik, Kyunsu, Taninthayi
Yangon	2	Yangon East, Yangon North	Thingangyun, South Okkalapa, Thaketa, Tamwe, Botataung, North Dagon, Insein, Hmawbi, Taikkyee, Shwepyitha, Mingaladon, Hlegu	Botataung, Thaketa, Tamwe, Thingangyun, South Okkalapa, North Dagon, Insein, Mingaladon, Hmawbi, Hlegu, Taikkyee, Shwepyitha
Total	22	41	120	121

II. The mission's outcomes

The mission operated smoothly due to the good organization and support provided by the Department of Population and UNFPA. State, Region, District, Township, Ward and Village Tract Census Officers contributed an instrumental role in the progress of the observation mission. MOIP Township Officers were of paramount importance in guiding the observers in their task, particularly indicating the townships that were not accessible for security or distance reasons. In such cases, they suggested replacement townships, which was essential for the success of the mission. The observers validated the proposed townships after discussion with the mission coordinator to ensure the independence of the observation mission.

In general, the Township Census Officers and MOIP personnel were collaborative, although some problems were encountered at the beginning of the observation mission in specific States (Mon, Kayin and Kayah States in particular). The issues largely related to communication problems (the observers could not access a Census Office or Enumeration Area in certain States at the beginning of the exercise), which the Department of Population resolved.

The observers worked independently, although the Township Census Officers assisted them in finding the Enumeration Areas and enumerators. On a few occasions, the observers felt that they were being observed by the MOIP personnel, but they could usually perform their observation without any problem, except in one instance in Kayin State.

The MOIP Officers at all levels were considered cooperative and rather open regarding the census exercise, showing the Census Offices to the observers and explaining to them the way they had organized the work and the successes and challenges they had experienced.

Household members never seemed bothered by the presence of the observers; on the contrary, many of the observers reported they felt very welcome. In no instance did a household member refuse the presence of an observer during an interview.

Overall the mission was a success, with no big operational problems, despite the size and spread of the mission throughout the country and in remote areas. One team had a car problem which was resolved quickly.

The observers operated professionally and managed to observe an impressive number of interviews. As illustrated in Table 4, the initial sample was ambitious, with the goal to cover all States and Regions: 54 percent of the districts; 36 percent of the townships; and 1.2 percent of the Enumeration Areas of the entire country, for a total of 1,920 interviews. Finally, and even though some areas were not reachable for security or distance reasons and that the observation started four days late in Rakhine State, the actual observation covered all States and Regions: 55.4 percent of the districts, 36.6 percent of the townships and 1.1 percent of the Enumeration Areas, for a total of 2,193 interviews (although 16 of them were only partially completed; thus, all the data included in the

ensuing tables refer to the 2,177 fully observed interviews). Such a sample is a large sample for a census observation/monitoring mission.

Table 4. Sample visited by the Census Mission Observation’s sample

Census	Initial observation plan	Initial sample	Actual observation	Actual sample
15 States/Regions	15	All	15	All
74 districts	40	54%	41	55.4%
330 townships	120	36%	121	36.6%
80,464 Enumeration Areas	960	1.2%	900	1.1%
Interviews	1,920	-	2,193 <i>2,177 fully observed interviews</i> <i>16 partially observed interviews</i>	-

The use of standardized tools specifically designed for this census observation was a critical factor for the soundness and objectivity of the data collected during the observation and for the preparation of substantive State and Region reports. In total, 22 State and Region reports were developed. A database comprising 40 key variables for each observed enumeration was created, using the results of the 2,177 fully observed interviews.

The analysis of the findings contained in the 22 State and Region reports and the analysis of key variables of the interviews form the core of this final report.

III. Census publicity, advocacy and communication

The publicity, advocacy and communication campaign was considered a success in the areas visited. All the observers acknowledged seeing census advertisements and census communication tools in the States and Regions visited. The observers noted various forms of publicity materials throughout the country: posters, billboards, banners, pamphlets, hand fans, community information letters, audio messages, radio jingles, television advertisements and newspaper articles.

The banners, billboards and posters were of three types. The first set (produced in collaboration with UNFPA) displayed census enumeration-related images; the second set was produced by the Department of Population within the MOIP and displayed the census logo and a call to participate in the census; the third set, also produced by the Department of Population in collaboration with

several commercial brand manufacturers, displayed the census logo along with a product. Many observers thought that the collaboration with the private sector was a good idea and enabled the census logo to be widely displayed.



A census poster sponsored by UNFPA in Mon State



A census poster sponsored by UNFPA in Yangon Region



Two census banners in Rakhine State: The top banner is from the Department of Population's advocacy for participating and the bottom banner reflects the Department of Population's collaboration with a commercial brand



A census banner with commercial publicity in a village in Sagaing Region

The observers noted that the publicity tools, such as the billboards and posters, were generally visible in rural areas as well as in urban areas. In villages and rural remote areas, many posters were displayed in various ad hoc locations, such as banners at the entrance to a village and posters outside village shops and stapled to tree trunks.



Publicity posters in a village shop in Mon State



Publicity posters on a tree trunk in a village

The observers sent to **Ayeyarwady Region** noted posters depicting five local television comedians, personalities whom the Myanmar people easily recognize. This specific publicity campaign was part of a ‘celebrities bus tour’ sponsored by UNFPA that advertised the census during a road trip throughout the country.

In **Bago Region**, huge billboards and census posters were seen in and around the Township Census Offices, the ward administrator office, other public offices and on roadsides. In addition, several census billboards and posters sponsored by banks and private businesses were noticed on display in prominent places, on roadsides and outside private establishments. Census banners and posters

were seen in the remotest villages. Additionally, there was tremendous publicity and awareness about the census by word of mouth.

In **Chin State**, the publicity materials were widely available in cities and villages, such as posters and billboards in big towns, smaller posters on trees and houses, census flags on cars and posters on bus windows.



Posters outside a house in Chin State

In Kachin State, the observers found that creating awareness through billboards, banners, census T-shirts, vests, caps, bags, a census song and television public service announcements was most effective. People were discussing the census, especially the day before the census night (29 March). Awareness about the census was good thanks to the efforts of several non-government organizations (Myanmar Women’s Affairs Federation, the Maternal and Child Welfare Association, the Myanmar Red Cross Association and the Voluntary Youth Associations), which also disseminated useful information to communities on the importance of the census.



Publicity loudspeakers on a vehicle in Kachin State

In **Kayah State**, publicity and advocacy materials were visible in all the areas under observation, much of it banners and posters along the roads. In some wards, public communication was constantly running, with jingles about the census and its importance to development. In each village or ward, banners and posters were visible at busy shops, churches and monasteries.

In **Kayin State**, the observers saw posters and billboards everywhere. Audio materials were also used. For instance, on the first night of the census process, loudspeakers announced the coming of the census enumerators; some villages played census songs through a loudspeaker. The observers also noticed census pamphlets in several households.

In **Magway Region**, the communication campaign was remarkable, especially in villages where the village head office was fully covered with posters. A large number of the supportive team members wearing census T-shirts created good publicity and sensitization.

The observers sent to **Mandalay Region** as well as in **Nay Pyi Taw Union Territory** also noticed the advocacy and publicity materials in all areas — large billboards in towns, posters on the walls of restaurants and banners and small billboards sponsored by local companies. All township Census Offices prominently displayed banners and posters in and around their building. Even in the remotest village visited, census posters were visible.

The media announced the census in **Mon State** and pre-census stickers were noticed in all areas visited. Each household was informed by the 10 and 100 Household Leader² or by census volunteers that the area was soon to be enumerated. The overall publicity campaign was considered good, with materials visible everywhere, except in one township, where only a few posters were evident in the public offices. Nonetheless, the population seemed well aware of the ongoing census. (A Mon political party conducted a parallel census sensitization campaign to advocate for people to declare themselves as Mon, which may have helped raise awareness of the census, even though it may have had limited impact in terms of its Mon-specific objective because many observed respondents declared themselves as other ethnicities.)

² To help manage the census enumeration process, the 10 and 100 Household Leaders worked with Ward and Village Tract Census Officers; they helped enumerators and supervisors to make contact with households, book appointments and provide security if needed.



A poster in Mon State encouraging people to declare themselves as Mon

In **Rakhine State**, the publicity was generally good in the urban areas and materials were clearly on display in many wards and villages, including posters of several types and sizes. The communication campaign was less widespread in rural villages, particularly in the Rohingya/Bengali areas. Publicity was still visible but scarce. From their observations and discussions with community members, the observers gathered the impression that there was a widespread lack of public awareness among this specific subpopulation about the census, which led the observers to think that the general population did not really understand the significance of a census.

In **Sagaing Region**, census posters and banners could be seen in prominent locations. Outside the township and ward/village administration offices, materials were visible, with an abundant display of posters and banners. The local authorities were mobilized and involved in the publicity of the census. In one case, the census song played loudly on a speaker at the library.

In **Shan State**, the team described the advocacy and publicity campaign as successful. Census publicity materials were visible and available in sufficient quantities and the population was adequately informed through a variety of channels, including community group meetings. In most of the visited Enumeration Areas, publicity materials were present in the form of posters and banners. This was the case in almost all villages, Enumeration Areas close to Census Offices and in town centres. However, urban residential areas appeared to lack publicity materials.

The observer team based in **Tanintharyi Region** described the sensitization campaign as good, with publicity and advocacy pamphlets and information letters distributed to households. Visible in the wards were banners, billboards, vinyl sheets and posters; whereas in the villages, posters were displayed in monasteries, market places and tea shops and on electric poles.

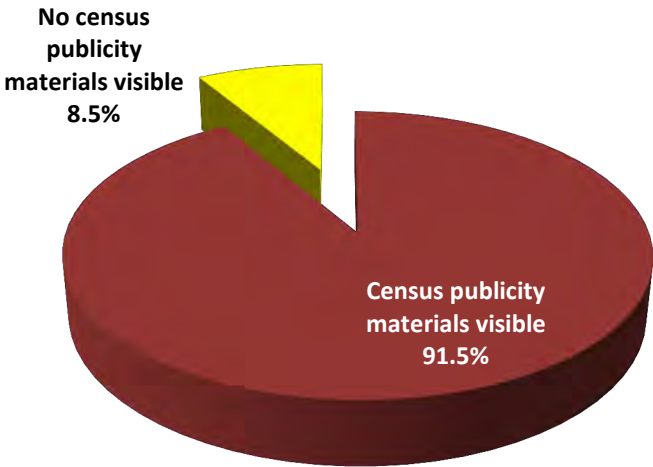
Although some publicity was visible In **Yangon Region**, one team of observers thought that more posters would have been better. Still, the whole of the population seemed aware of the census process. The second team of observers as well as the mission coordinator who visited several townships noticed important communication and publicity activity around the census. All along the main roads and in all townships and villages, the observers saw posters featuring the census. Census songs played in the different areas. The mobilization of community leaders to assist with the census was commendable.



Community awareness campaign in Yangon Region

Overall, the observers considered the publicity, advocacy and communication campaign of a high standard, with the exception of specific areas in Rakhine State. Publicity and advocacy materials were visible in and around more than 91 percent of the 901 visited Enumeration Areas (figure 1), including in villages and in rural and remote places.

Figure 1. Publicity and advocacy materials visible around and in the Enumeration Areas, per 100 observed Enumeration Areas



According to the comments of the observers and their quantitative results, it is clear that the publicity and advocacy campaign was good generally and that the communication around the census was a success. Different media were used to reach the population and make them aware of the census exercise. Traditional materials, such as banners, posters and billboards, were visible throughout the visited areas, but the observers also noted that audio formats, including broadcasted songs about the census, were used to call on the population to be counted. Pamphlets, introduction letters and hand fans were also visible in several areas. The role and implication of the Census Officers (the MOIP Officers), the heads of wards and villages, the 10 and 100 Households Leaders and the local NGOs and volunteers in the sensitization campaign through community meetings and door-to-door visits seemed to have been of great importance.

Eleven of the international observers who were previously involved in other censuses in developing countries commended the publicity and advocacy campaign. They rated the campaign as better implemented than in any other country where they had census experience. These observers were asked to grade the campaign using a 10-point scale (1 being the poorest mark and 10 being the best); on average, the publicity and advocacy campaign in the urban areas was given a 7.8 and in the rural areas it scored 7.7.

Such results indicate that the experts considered the sensitization campaign of the Myanmar census as satisfactory and solid. Additionally, many of the experts considered the publicity and advocacy campaign as the best they had seen in a developing country (some even went so far as to say it was better than what they had seen in industrialized countries).

IV. Census understanding, awareness and attitude of the population

After their summation of the publicity and advocacy campaign as largely successful, it is not surprising that the majority of the observers thought that the population was well aware of the census exercise (except in the northern part of Rakhine State). In general, the observers noted that the population seemed to understand that a headcount was taking place. Nonetheless, the observers were not able to assess to what degree the respondents understood the census process; some even thought that the population (in Rakhine State, for example) did not fully understand the purpose of a census.

Overall, the population welcomed the enumerators, and the observers noted that the atmosphere around the census was positive (except in some areas in Rakhine State). It was evident that people wanted to participate in the national exercise and be counted.

In **Ayeyarwady Region**, the observers noted that the respondents were very receptive to the census exercise and that such a positive atmosphere around the data collection was a testament to successful awareness-raising on the importance of a national headcount. Having not encountered any household refusing to be interviewed, the observers interpreted the atmosphere as cooperative and that people understood the significance of the census exercise and why they should participate.

The awareness in **Bago Region** was considered high. The team of observers noted that people were well aware that a data collection exercise was taking place, but they also stressed that people may have not understood the real significance of the census.

In **Chin State**, the respondents seemed to understand the process and participated actively. Most of them were well prepared and had their official documents available to better respond to the interview. The only question for which some respondents were hesitant was the one about household members living abroad because they were afraid of negative consequences. The observers noted that members of the Chin National Front refused to be counted by the authorities but that such refusals were not based on a lack of understanding of the census. The rest of the population never refused to participate. The two teams of observers thought that most respondents understood the process; the few exceptions involved elderly respondents and/or people with a low level of education.

In **Kachin State**, the observers never came across any situation in which a household or a person refused to be counted. On the contrary, the atmosphere among the population was favourable to the data collection. In most of the observations, the respondents were cooperative and willing to provide all required information. People welcomed the enumerators, although sometimes, and especially in the rural areas, it was not clear if they really understood the process.

The observation team deployed in **Kayah State** noted a real census community spirit among the people. All respondents seemed to understand the data collection process, probably thanks to the

Census Committee members at the ward level. Despite tension in some parts of a specific rural township, people allowed the census process to go forward unhindered.

In **Kayin State**, no household refused to participate or refused to answer any question. All respondents appeared willing, and the observers did not detect any discomfort with the questions. However, the observers also sensed that the respondents acted out of duty rather than from actually understanding the purpose.

In **Magway Region**, the interaction between the enumerators and the respondents was good. The observers did not witness any case in which a respondent refused to answer a question.

Similarly in **Mandalay Region**, the respondents generally seemed to understand the process of the interview and willingly provided the requested information. The observers regarded the candidness with which information was provided as an indication of the reliability of the responses.

In **Mon State**, the census was well accepted by the population. Thanks to a strong communication campaign, all the people were aware of the enumeration; at times, respondents even seemed eager to be enumerated. In all observed enumerations, the respondents accepted to be interviewed.

In **Nay Pyi Taw Union Territory**, all the observed households agreed to respond to the census enumeration and the respondents seemed to understand the process. The observers noted a predisposition among respondents to welcome the enumerators into their house and answer all questions asked.

In **Rakhine State**, even though the observers did not witness any instance in which a household member refused to provide information, they noted a lack of awareness, especially among the Rohingya/Bengali population (the particular way this subpopulation was handled is detailed in section XIII). Overall, the observers thought that many households did not understand the enumeration process, despite the publicity. They left with the impression that the respondents generally did not understand nor were particularly interested in the purpose and benefits of the census but merely accepted the exercise as just another governmental requirement to comply with rather than a statistical operation independent of the administrative household registration process. The widespread lack of public awareness was observed among respondents and the local authorities. However, there was little evidence to suggest that there was confusion among respondents, and there was an overwhelming acceptance of the process.

Both teams observing the **Sagaing Region** thought that the atmosphere surrounding the census and participating in the exercise was positive. No one refused to be interviewed or to answer a particular question.

In **Shan State**, the population was fully cooperative. All respondents were positive and seemingly unconcerned about privacy or confidentiality. In some cases, the households were eager to be included. It remained unclear, however, to what extent the population as well as the census staff and

supporting persons were aware that the census was a statistical exercise separate from the traditional household registration.

In **Tanintharyi Region**, the observation team thought that most of the observed respondents understood the census process.

The population throughout **Yangon Region** seemed aware of the census operation. All respondents gladly agreed to be interviewed. There were no rejections.

Overall, in the 2,177 fully observed interviews, all the respondents agreed to be counted, and nearly 99 percent responded to all the census questions (table 5).

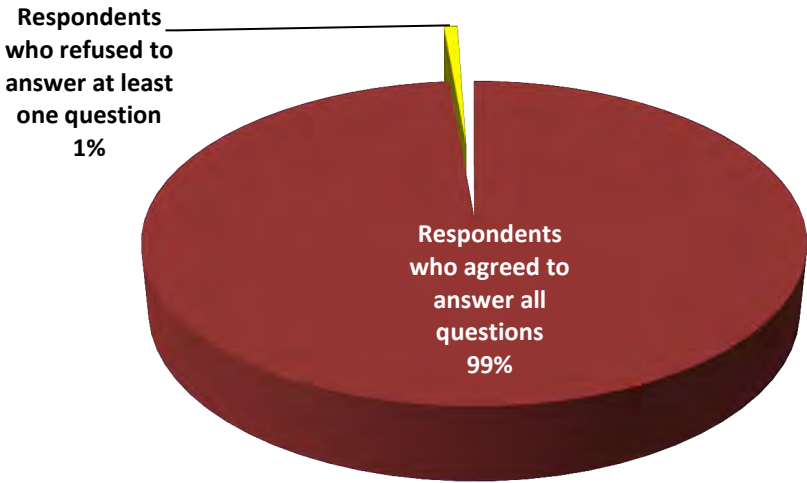
Table 5. Respondents willing to answer all questions or who refused to answer at least one question, per 100 observed interviews, by State/Region

State/Region	Respondents who answered all questions	Respondents who refused to answer at least one question	The observers could not observe	Total	Number
Ayeyarwady	100.0	0.0	0.0	100.0	120
Bago	100.0	0.0	0.0	100.0	81
Chin	100.0	0.0	0.0	100.0	106
Kachin	100.0	0.0	0.0	100.0	271
Kayah	96.2	0.0	3.8	100.0	158
Kayin	100.0	0.0	0.0	100.0	191
Magway	100.0	0.0	0.0	100.0	98
Mandalay	97.6	2.4	0.0	100.0	125
Mon	92.3	2.9	4.8	100.0	104
Nay Pyi Taw	100.0	0.0	0.0	100.0	69
Rakhine	100.0	0.0	0.0	100.0	93
Sagaing	97.2	2.8	0.0	100.0	247
Shan	96.9	2.6	0.5	100.0	196
Tanintharyi	100.0	0.0	0.0	100.0	98
Yangon	100.0	0.0	0.0	100.0	220
All States/Regions	98.6	0.8	0.6	100.0	2,177

Note: The particular situation in Rakhine State with the undercount, or non-enumeration, of Rohingyas/Bengalis is not included in this table.

As shown in figure 2, only a few respondents (less than 1 percent) refused to reply to a question (regarding household members living abroad and births to married women, for instance).

Figure 2. Respondents willing to answer all questions or who refused to answer at least one question, per 100 observed interviews



Note: The figure does not include the particular situation in Rakhine State, with the undercount, or non-enumeration, of the Rohingya/Bengali population.

With the exception of Rakhine State, the observers thought that the general population in all other States and Regions was well aware of the census and felt positive towards the process (table 6). They noted that most of the population was willing to be counted. Although some observers regarded the respondents as understanding the data collection process and what was expected from them, others were under the impression that people did not fully understand the nature of the census exercise.

In two instances (in Rakhine and Kayin States), the observers had the feeling that the population did not understand the census and its implications and that the respondents only participated as a civic duty. Some observers (in Shan and Rakhine States, for instance) wondered if some respondents had confused the census exercise with the traditional household listing registration (mandatory registration at the township immigration office for residents of a particular area).

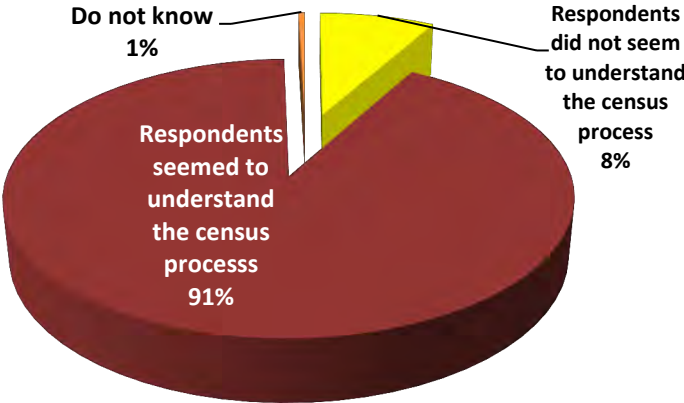
Table 6 indicates some heterogeneity. In Rakhine and Kayin States, a non-negligible part of the population seemed not to understand the census process (34 percent and 45 percent, respectively). In the rest of the States and Regions, the observers concluded that the majority of the respondents seemed to understand the census process (100 percent in Mon State, Yangon Region, Nay Pyi Taw Union Territory and Magway Region, for instance).

Table 6. Respondents’ understanding of the census process, per 100 observed interviews, by State/Region

State/Region	Respondents did not seem to understand the process	Respondents seemed to understand the process	The observers could not observe	Total	Number
Ayeyarwady	0.0	100.0	0.0	100.0	120
Bago	0.0	100.0	0.0	100.0	81
Chin	6.6	93.4	0.0	100.0	106
Kachin	6.6	93.4	0.0	100.0	271
Kayah	0.6	99.4	0.0	100.0	158
Kayin	45.0	54.5	0.5	100.0	191
Magway	0.0	100.0	0.0	100.0	98
Mandalay	18.4	80.0	1.6	100.0	125
Mon	0.0	100.0	0.0	100.0	104
Nay Pyi Taw	0.0	100.0	0.0	100.0	69
Rakhine	34.4	65.6	0.0	100.0	93
Sagaing	0.0	100.0	0.0	100.0	247
Shan	4.1	92.4	3.6	100.0	196
Tanintharyi	1.0	99.0	0.0	100.0	98
Yangon	0.0	100.0	0.0	100.0	220
All States/Regions	8.1	91.5	0.5	100.0	2,177

Of the 2,177 fully observed interviews, the observers thought that more than 91 percent of the respondents seemed to understand the process, while 8 percent did not (Figure 3).

Figure 3. Understanding the census process, per 100 observed interviews



Even though the observers thought that the understanding of the census process was not obvious in two areas, at the national level and considering the full sample, the results indicate that an overwhelming majority of the respondents seemed to have understood the purpose of the process. Such results, combined with the universal acceptance of the population to be counted, reinforce the observers’ assessment that the sensitization process was satisfactory and that the publicity campaign was one of the best they had seen for a census in a developing country.

V. Census Offices

A. The State and Region Census Offices

In general, the observers noted that the State and Region Census Offices had a limited role during the data collection because all the materials had been distributed to the Township Census Offices, which were fully responsible for the field activities.

The role of the State and Region Census Offices thus was more managerial than operational. At the State and Region level, the MOIP Officers in charge of the census supervised the work of the Township Census Offices and helped when needed, when there were shortages of materials or human resources, for instance. In general, the observers found that the State and Region Census Offices were properly organized and managed well their census duties.

On a qualitative note, the observers with experience in censuses in developing countries, considered that, overall, and despite some issues, the organization of the 2014 census in Myanmar was good, some of them even found it excellent. Some of the observers thought that the organization of the field work was as good as or even better than other censuses they had been involved with in Europe, Asia or Africa. All praised the dedication of the MOIP Officers and the strong support of the Government throughout the data collection exercise. On average, the observers allocated a mark of 7.9 (on a 10-point scale) for the organization of the census field work in Myanmar.

B. Township Census Offices

In total, the observers visited 121 Township Census Offices, which represented more than 36 percent of all the offices at that level in the country. The observers did not assess the individual offices but observed the premises. In most townships, they were shown around by the township census officer who explained how the census activities had been organized.

The general impression was that there was much variation among Township Census Offices regarding preparedness and organization. Some were well organized for the fieldwork and had prepared adequate offices dedicated to the census exercise, while others were less well prepared.

The proper storage of the completed questionnaire forms is paramount to the success of a census. After data collection is completed, the questionnaires should be kept secure from any hazards. In some instances, the Township Census Offices did not seem able to ensure such security (certain offices did not lock properly, for example). The issue of security and confidentiality of the completed census questionnaires was important, especially knowing that they were to be stored in those offices during the Water Festival and for several weeks thereafter. At the time of the data collection, the Township Officers were not clear until when the census materials would be kept at this level and how the completed questionnaires would be collected. By the time of data collection, the head office had not yet dispatched the guidelines on when and how to send census materials back to the Data Processing Centre in Nay Pyi Taw.

The mandate of the observers in the field finished on 10 April; hence, no observation of the questionnaires' retrieval, storage and security was made after that date.



An example of storage facilities to stock the census materials

In **Ayeyarwady Region**, the majority of the Census Offices were old and lacked dedicated space for organizing and storing census materials or what was available was not optimal. The Township Officers had to find ad hoc solutions to store the questionnaires, typically in the director's office, which presented problems of space and security when the office did not lock properly.

In **Bago Region**, the township Census Offices appeared to be neat and clean. But most of the township administrators did not provide any separate space for the census materials, indicating problems for storage and security. One township had to organize storage in four separate places due to shortage of space. In one instance, a township officer made provision to store the questionnaires in a locked cell at the police station.

In **Chin State**, one observer team noted that the Township Census Offices were highly engaged in conducting the census, although differences were visible in the degree of organization and preparedness, including the transporting and storage of the questionnaires. The Township Census Offices were generally well organized and had invested an important amount of human resources in the census operations. Problems with the storage of completed forms were visible in some Township Census Offices, where there were no special rooms or shelves to store the census materials, which were stored together with the official records of the immigration office. The second team of observers noticed that the overall administration of the census enumeration process in the three townships they observed was very good. The offices were well organized with lockable doors and the staff dutifully carried out their census tasks.

In **Kachin State**, one team of observers noted that three of the five offices they visited were well organized; all materials and logistics were arranged properly and the census staff were active. There was a separate locked room dedicated for the storage of completed questionnaires. The two

remaining Township Census Offices appeared disorganized, with no proper storage facility or security. Overall, logistical aspects seemed well organized and in accordance with technical standards. The materials were provided on time to the townships and distributed properly to all staff. The second team thought that most of the Township Census Offices were well organized, dedicated to the census exercise and ready to receive all completed questionnaires, despite some issues of proper storage and security (no dedicate room).

In **Kayah State**, the MOIP Officers' commitment to the entire process was very commendable. Despite challenges with poor road infrastructure and issues with the distribution of census materials, the structural arrangement by the Census Offices made the process glitch-free. Despite the aim of successful data collection, some of the visited Township Census Offices were not properly furnished; the responsibility for keeping the census materials had shifted to the Ward and Village Tract Census Offices. One Township Census Office in particular seemed to lack the capacity to properly store census materials. Two townships were still considering where to store the completed forms (maybe in the police station) while the data collection was well advanced. However, one Township Census Office was clearly better prepared and ready to receive completed forms. Its security arrangement was impressive and materials were properly locked in storage. The Census Committee members worked well with the supervisors and enumerators.

One observer team in **Kayin State** found the first Township Census Office not clean, not well organized and not ready to receive the census questionnaires. The other two Township Census Offices were ready to receive questionnaires (some had already received some by the end of the observation) and they had secure storage in locked rooms. However, the observers saw no shelves and noted that blank and completed questionnaires were kept in the same room. The second team of observers pointed out that the township census offices they visited had no dedicated storage room to safely keep the census materials, which were not properly organized and stored. Materials were placed on the floor. In some areas, responsibility for storing the census materials had shifted to ward or village offices that had dedicated and clean storage capacity and offered security with a locked door and police guard at night.



A census storage room in Kayin State

In **Magway Region**, inadequate capacity for storage at the township level and a lack of clarity regarding the retrieval of questionnaires were observed. The general feeling among the observers was that the Township Officers were under pressure regarding the census operation. Storage constituted a problem because there was often no space for the questionnaires. The township leaders were not clear about the process for receiving and dispatching the questionnaires to the region or the central office for data processing.

In **Mandalay Region**, all Township Census Offices had assigned a room for storage, but most were not rooms dedicated to the census materials only. During the period of observation, the rooms were used for storing blank questionnaires in unopened boxes and other census forms. In most cases, the materials were piled on the floor or on tables and arrangements for storing the completed questionnaires had not yet been finalized at the time of the observation.

The team in **Mon State** observed that, in general, the Township Census Offices did not have storage rooms (or shelves) dedicated to census materials, except for one that benefited from government funds and had two rooms reserved for census materials only. In one Township Census Office, the team found the situation critical, with the space disorganized. Overall, the observers were not clear how the completed questionnaires would be safely stored.

In **Nay Pyi Taw Union Territory**, most of the offices under observation were tidy, well organized and had specific spaces set aside for the census materials. Not all of them were clean, but all the offices were locked.

In the northern part of **Rakhine State**, the observers regarded the organization of the Township Census Offices as good, with clean storage rooms dedicated to the census materials. However, there was a lack of clarity regarding arrangements for receiving the completed questionnaires from the

field staff and their subsequent transporting to the Data Processing Centre in Nay Pyi Taw. In the southern part of Rakhine State, the observers noted sufficient but untidy storage rooms dedicated to the census materials. The completed and blank questionnaires were kept separate, although in stacked boxes because there was no shelving. There seemed to be lack of clarity on how the questionnaires were to be organized.



A Township Census Office in Rakhine State

In **Sagaing Region**, the observers found the township Census Offices well organized in terms of the distribution of materials, the storage of completed forms and the management of field staff. That environment elicited confidence in the protection of the questionnaires from damage or loss. Township Census Offices had created a dedicated space (but no separate storage room was possible) in the main office for storing blank, completed and soiled questionnaires to ensure that they were not mixed up. Although the observers could not witness that process, such explanations provided some assurance that the risks had been considered and good preparation was in place.

In the eastern part of **Shan State**, it appeared to one observer team that the Census Offices were well prepared, had good facilities for the storage of census materials and were staffed with knowledgeable and responsible officers. The blank and completed questionnaires would be kept separate (it had not yet been set up). Locked rooms were guaranteed in each case. However, one office was a bit dusty and in another office blank questionnaires were stored under a table on a pile of other materials. The second observer team found that the offices they visited also were well organized and clean. There appeared to be no census storage areas, and the observers were unable to determine if there was any secure accommodation for the completed forms.



A Township Census Office in Shan State

The team operating in **Tanintharyi Region** found the offices clean and spacious but lacking in shelves. Big iron or plastic boxes with padlocks were commonly used to store the completed questionnaires and other census tools. In some cases the materials were kept at the ward or village level. In some rural villages, the census materials and completed questionnaires were in locked (and clean) primary school classrooms because the administrator's office was too small.

In **Yangon Region**, one observer team never saw any special facility to store the census materials and completed questionnaires. Most rooms that were shown to the observers as possible storage places were neither clean nor secure. As well, the Township Officers did not appear to have suitable plans for receiving and storing the completed forms. The one office exception had prepared shelves in a secure room. The Township Census Offices visited by the second observation team had no storage room dedicated to census materials. The lockable room used for storing the family-tree records of each person in the township was used to store the census materials, which were largely kept in paper boxes on the floor.



A Ward Census Office in Yangon Region

The overall feeling of the observers posted throughout the country was that the Census Officers at all levels were motivated and dedicated to successful data collection. The census activities (distribution and transport of materials, management of field workers, etc.) seemed well organized. However, the Township Officers faced challenges with inadequate storage space in the Census Offices; most had dedicated room available to secure completed forms. Nor were there shelves for proper storage of forms. Township Census Officers resorted to adopt ad hoc solutions in collaboration with Ward/Village Census Officers, police stations, schools and religious institutions. Such a situation revealed the capacity of local offices to adapt but stressed the lack of consistent planning for data protection across the country.

Security was an issue in two ways. First, the storage facilities did not seem to ensure that questionnaires would be kept secure from such hazards as fire and rain. Second, it was not obvious that the completed forms would be kept in a controlled and locked environment, which jeopardized their integrity. Without that security, there was potential for external people to access the forms and for post-enumeration data manipulation. Such concerns were heightened because the forms were to remain in the local offices during the Water Festival and several weeks thereafter. That the Census Officers at all levels were not aware of any plan to transport the completed forms to the central processing centre underscores the assessment that the management of the census process after the data collection was not optimal.

VI. Profile of enumerators

As planned by the Department of Population, the field workers (enumerators and supervisors) were mostly school teachers from primary and secondary schools, except in a few areas controlled by armed forces, which had requested that enumerators of their choice conduct the survey (the Karen National Union-controlled areas in Kachin State, for instance). The teachers were on school holidays

during the census assignment, hence could dedicate all their working time to data collection. In line with the profile of school teachers, the majority of the field workers were women, ranging in age from young adults to near retirement. In general, the enumerators were from the same area where they collected data because of their knowledge of the terrain, customs and language. In several instances, the observers noted that the field workers lived in the same village or ward where they collected data and knew the respondents. The observers noted that such a situation did not seem to provoke any reluctance among respondents to provide personal information. On the contrary, having enumerators assigned to their community drastically reduced the potential issues of mistrust and language barrier and increased the acceptance of the census and the field workers.

In several instances, volunteers from the community or NGOs helped the enumerators. Although the observers acknowledged that in most cases the volunteers helped with the success of the data collection, in some instances they exceeded their role with a strong presence during the interview. Sometimes (in Yangon Region, for instance) they conducted an interview, even though they had not been trained, or they wore their own census outfit.



A volunteer helps an enumerator in Yangon Region during a census interview

In most cases, the enumerators wore the dedicated census outfit (ID, vest, cap and bag). Even though the enumerators did not wear the cap all the time due to the heat, they were easily recognizable as census field workers. Overall, the observers characterized the conduct and demeanour of the enumerators as good. Most were seen as polite, patient and diligent in their work.

In **Ayeyarwady Region**, the observers remarked on the professionalism and diligence of the enumerators, who were mostly female.

In **Bago Region**, the observers noted that most of the enumerators were women younger than 30 who knew the local language and terrain. They were elegantly dressed, extremely serious about their work, polite, friendly, hardworking, dedicated and followed the census instructions as per the manual.



The 2014 Myanmar census enumerator outfit

In **Chin State**, most of the enumerators in the observed areas were female school teachers. They were chosen by the Township Officers, village administrators and school headmasters. According to one observer team, the enumerators they met were knowledgeable about their Enumeration Area and some knew the households well. They were well prepared, properly dressed with the census ID badge, vest, cap and bag. They were described as kind, efficient and completing the questionnaires with care. The second team found the enumerators also polite, well organized and diligent; only one of them was not careful.

In **Kachin State**, one observer team noted that the enumerators were adequately trained, polite and welcomed into every household. In addition, the enumerators were well aware of the location of dwellings in their areas. The large portion of young people among the enumerators and supervisors created an easy-going and positive atmosphere and good communication with the respondents. The second team of observers noticed the same trend and that the enumerators were well dressed in their traditional school uniform and census vest. All the enumerators wore the ID badge and cap and carried the materials in the census bag. The enumerators maintained good and polite rapport as well as an irreproachable manner with the household members in each visit.

In **Kayah State**, the enumerators (mostly women) were all primary school teachers while the supervisors (also mostly women) were head teachers at the primary schools or teachers at middle school or high school. Most managed on their own to locate the households, while some depended on the supervisor or a Census Committee member for guidance. The enumerators who depended on a supervisor seemed uninterested with the process. All wore the census vest, cap and ID badge. The Census Committee members also wore the vest and cap.



An enumerator working alone, walking to her Enumeration Area in Kayah State

One observer team in **Kayin State** noticed that most of the enumerators were young female teachers. All wore the census ID and the census vest, but a few did not wear the cap. All used the census bag. The second team of observers noted that all the observed enumerators wore the ID badge and the majority of them wore the census vest and cap. All the enumerators used the census bag to carry the materials, except the census questionnaires, which they kept in a plastic bag or a box. In almost all the interviews the enumerators were polite, although one of the teams encountered a few who were not courteous and showed signs of impatience during the interviews.

In **Magway Region**, the observers found the demeanour, the appearance and the discipline of the enumerators and supervisors remarkable. However, they questioned the confidentiality of the responses because the majority of the enumerators were teachers from the village school who knew all the families.



A supervisor in Magway Region

In **Mandalay Region**, the enumerators were easily identifiable with their cap, vest, bag and ID badge. Nearly all were professional, efficient and respectful towards the respondents. Many of the enumerators clearly knew the household members in their areas.

The observers posted to **Mon State** found the enumerators, generally young women, polite. The majority of them were teachers (except where the Karen National Union chose the enumerators). The only other enumerator who was not a teacher came from a family member of the Karen National Liberation Army. In general, the enumerators were well trained, accurate in filling out the questionnaires and followed the rules with care. All the enumerators wore the ID badge and vest, but not all wore the cap.

In **Nay Pyi Taw Union Territory**, most of the observed enumerators were women, some of them very young, and all were teachers. All were observed as respectful towards the respondents, whom the enumerators largely knew because they were from the same village. And all were properly uniformed.

The observer team in the northern part of **Rakhine State** noticed that most enumerators were identifiable by the census vest and cap, but some did not have their ID badge clearly visible. The interviews of the Rakhine population and others living in the State — except the Rohingyas/Bengalis, for whom no enumeration was completed — were conducted politely. But the observers felt the enumerators were generally not at ease with the process. The enumerators did not engage much with the household members, and they never attempted to create a friendly, informative atmosphere with the respondents in order to build a reassuring relationship and encourage complete responses. In the southern part of Rakhine State, all the observed enumerators were women who were trained to a good and consistent standard. They were polite in all interviews and recognizable in the census outfit and carried the census bag.

In **Sagaing Region**, all the enumerators and supervisors were polite and worked well among the communities. Most of them were disciplined and followed the required procedure. The enumerators were primary school teachers while the supervisors were either headmasters of primary schools or middle school teachers. The observers never encountered any enumerator without the census ID badge, vest, cap or bag.



A group of enumerators with MOIP Officers in Sagaing Region

In **Shan State**, the observers noted that the enumerators were generally professional, determined, disciplined and skilful with their tasks and duties and polite towards the respondents. They demonstrated good training in the procedure, census concepts and content and professional knowledge. It was obvious, that the teachers were respected by the respondents and, in some cases, well known to the households. Nearly all wore their vests.

In **Tanintharyi Region**, the observers were impressed with the quality of the enumerators, whom they described as having a fantastic attitude towards the respondents. Most had a good understanding of the questionnaire. They were respectful and showed consideration for the well-being of the respondents. All the enumerators wore the full census outfit.

In **Yangon Region**, the observers found the enumerators (mostly female school teachers) respectful and organized.³ They were well trained and conducted themselves in an irreproachable manner, even the few who showed clear signs of impatience. Most wore their ID badge and vest, but they seemed uncomfortable wearing the cap.

As shown in table 7 and figure 4, most of the enumerators were women (at 94 percent, with 6 percent men). The observers encountered more male enumerators in Kachin State, at almost 19 percent.

³ This is a positive exception from censuses in other countries where enumerators have often been observed being less diligent in big cities.

Table 7. Sex of the enumerator, per 100 observed interviews, per State/Region

State/Region	Female	Male	Total	Number
Ayeyarwady	95.0	5.0	100.0	120
Bago	96.3	3.7	100.0	81
Chin	92.5	7.6	100.0	106
Kachin	81.2	18.8	100.0	271
Kayah	96.2	3.8	100.0	158
Kayin	98.4	1.6	100.0	191
Magway	93.9	6.1	100.0	98
Mandalay	93.6	6.4	100.0	125
Mon	100.0	0.0	100.0	104
Nay Pyi Taw	91.3	8.7	100.0	69
Rakhine	92.5	7.5	100.0	93
Sagaing	94.3	5.7	100.0	247
Shan	97.5	2.6	100.0	196
Tanintharyi	98.0	2.0	100.0	98
Yangon	98.6	1.4	100.0	220
All States/Regions	94.1	5.9	100.0	2,177

Figure 4. Sex of the enumerator, per 100 observed interviews

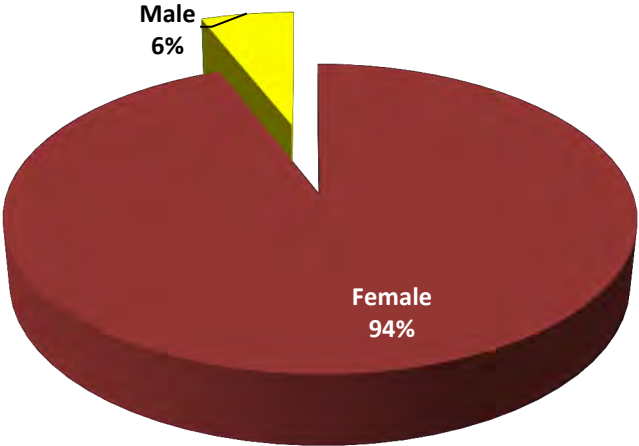


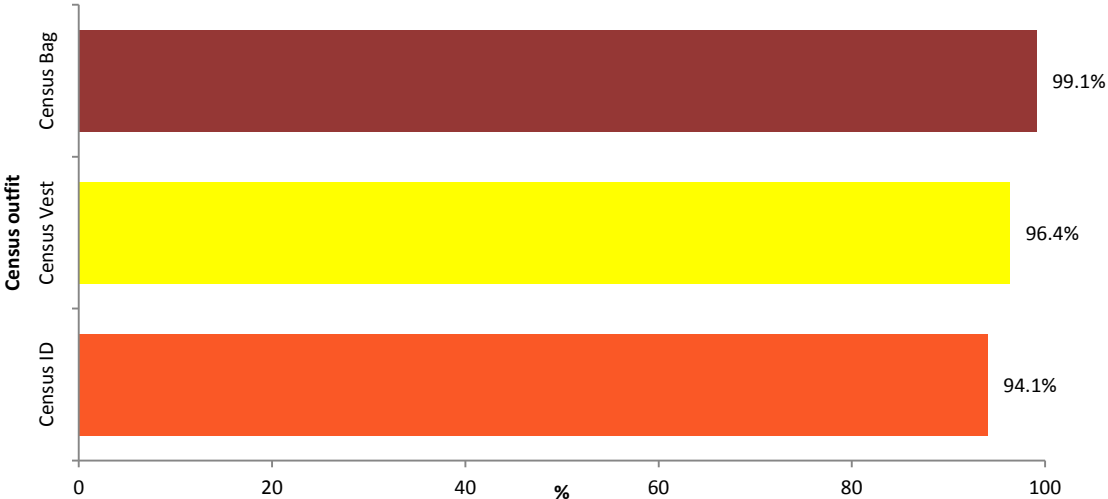
Table 8 displays the proportion of enumerators in each state or region who wore the census outfit. With the exception of Kayah State, where only 75 percent of the observed enumerators wore the ID badge, the majority of enumerators complied with the census uniform.

Table 8. Proportion of enumerators wearing the appropriate census outfit, per 100 observed interviews, per State/Region

State/Region	Census ID	Census vest	Census bag	Number
Ayeyarwady	100.0	100.0	97.5	120
Bago	100.0	100.0	100.0	81
Chin	90.6	86.8	95.3	106
Kachin	98.2	99.6	100.0	271
Kayah	74.7	100.0	100.0	158
Kayin	95.3	85.9	100.0	191
Magway	100.0	100.0	100.0	98
Mandalay	84.8	100.0	100.0	125
Mon	96.2	80.8	99.0	104
Nay Pyi Taw	100.0	100.0	97.1	69
Rakhine	87.1	97.9	100.0	93
Sagaing	100.0	100.0	100.0	247
Shan	92.9	100.0	100.0	196
Tanintharyi	95.9	95.9	98.0	98
Yangon	94.6	95.0	97.3	220
All States/Regions	94.1	96.4	99.1	2,177

As illustrated in Figure 5, almost all the enumerators wore the full census outfit: 94 percent kept their ID badge visible, 96 percent wore the vest and 99 percent used the census bag.

Figure 5. Proportion of enumerators with the appropriate census outfit, per 100 observed interviews



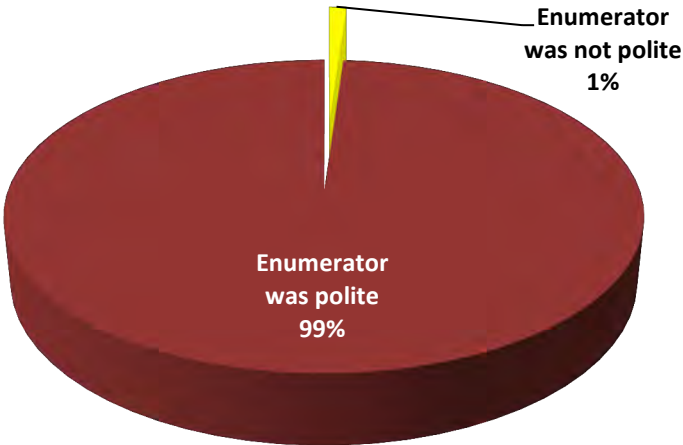
Almost all the enumerators were seen as polite, as reflected in Table 9. Only in Kayin State and only in a 5 percent of the interviews were the enumerators regarded as not courteous to the respondents, showing signs of impatience or irritation.

Table 9. Enumerators’ demeanour during the enumeration process, per 100 observed interviews, per State/Region

State/Region	Enumerators were not polite	Enumerators were polite	The observers could not observe	Total	Number
Ayeyarwady	0.0	100.0	0.0	100.0	120
Bago	0.0	100.0	0.0	100.0	81
Chin	0.0	100.0	0.0	100.0	106
Kachin	0.0	100.0	0.0	100.0	271
Kayah	0.6	99.4	0.0	100.0	158
Kayin	5.2	94.8	0.0	100.0	191
Magway	0.0	100.0	0.0	100.0	98
Mandalay	0.0	98.4	1.6	100.0	125
Mon	1.0	99.0	0.0	100.0	104
Nay Pyi Taw	0.0	100.0	0.0	100.0	69
Rakhine	0.0	100.0	0.0	100.0	93
Sagaing	0.0	100.0	0.0	100.0	247
Shan	1.5	98.5	0.0	100.0	196
Tanintharyi	0.0	100.0	0.0	100.0	98
Yangon	4.1	95.9	0.0	100.0	220
All States/Regions	1.1	98.8	0.1	100.0	2,177

Overall, 99 percent of the enumerators were considered polite during the interview (Figure 6). Such a level of respect from enumerators is exceptional in a census.

Figure 6. Enumerators’ demeanour during the enumeration process, per 100 observed interviews



In conclusion, the enumerators were mostly women teachers (only a small minority were men) and were characterized as polite towards the respondents. In most cases, the enumerators wore the

census outfit (ID badge, vest, cap and bag), indicating a wide and proper distribution of the items and that the enumerators complied with the rules regarding the uniform.

In places where a census has not been conducted for an extended period of time, a renewed process typically experiences a short supply or poor distribution of materials or the census personnel do not always want to wear the uniform. None of this was observed in Myanmar, which reflects good organization of the exercise and the willingness of the census personnel to engage in the process.

VII. Availability and use of census materials

The enumerators were properly equipped with the essential census materials: the Enumeration Area map, the structure listing, the summary sheet, the enumerator's manual, the code book, notebook, clipboard, appointment cards, blank questionnaires, eraser and three 2B pencils.

The enumerators in **Ayeyarwady Region** seemed to have received all the census materials; however, they each seldom used the map and relied more on the structure listing. When the enumerators started to run out of 2B pencils, they were immediately supplied with more.

In **Bago Region**, the observers noted that in their assigned areas the enumerators had an adequate supply of the census materials. All the enumerators carried the materials in the census bag and in the questionnaires in the large (but flat) white cardboard box they came in. The structure listing form was available in all the observed cases and was updated when new households — or even an entire new area — were found. The maps were generally not used because they had been used in the pre-census work prior to the kick-off of the enumeration. The census code books and the notebooks were used extensively.

One observer team in **Chin State** did not notice any shortage of census materials. The enumerators preferred to use the large (but flat) white cardboard boxes containing the questionnaires to write upon rather than the clipboard. A recurring problem was an insufficient availability of 2B pencils because they were soft and broke easily; the enumerators were then obliged to use even short pieces of pencil, which might have had an impact on the quality of the handwriting. The second team of observers noted that, for the most part, the census materials were sufficient. Only in two cases did the enumerators run out of blank questionnaires. Both times, the enumerator informed her supervisor and she had additional blank questionnaires within five minutes, underscoring the good communication and organization in the field.

In **Kachin State**, no shortages were reported, and in most cases, the materials were carried in the census bag. Both the blank and completed forms were properly organized.

Although the observers in **Kayah State** reported no shortages, they also noted that the census materials arrived late, but before the beginning of the data collection.

The observers in **Kayin State** did not report any shortage of materials, although they witnessed two enumerators run out of blank questionnaires. The observers did not see any Enumeration Area summary sheet ever used. Most of the enumerators used the notebook and code book extensively, but the observers did not see any enumerator or supervisor consult the field manual after an interview.

The same was observed in **Magway Region**, where the observers did not see any enumerator use their structure listing form or Enumeration Area map.

In **Mandalay Region**, the observers noted that all the observed enumerators had sufficient blank forms, 2B pencils and carried their code books, structure listing form and enumeration manual. The enumerators efficiently used the code book for estimating age and locating geographic codes when required. However, the use of the map was never observed, although most enumerators used the structure listing form to verify the household number and to update the information, based on the interview.

In **Mon State**, no shortage of census materials was noted. The enumerators were provided adequate numbers of blank questionnaire forms. The code book was used in most interviews. The clipboard was not widely used, nor was the manual; the structure listing form was not frequently used, and the map was not used at all.



An enumerator using the code book and notebook to complete a questionnaire

In **Nay Pyi Taw Union Territory**, the enumerators seemed to have been provided with an adequate supply of the census materials. The structure listing form was observed in only a third of the observed interviews, but no enumerator was ever seen referring to their map.

In **Rakhine State**, no specific shortages of material were reported. The field manual was always visible, but few enumerators referred to it; the code book and the notebook were used far more often. The Enumeration Area map was rarely referred to and the enumerators seem to prefer the structure listing form to verify households.



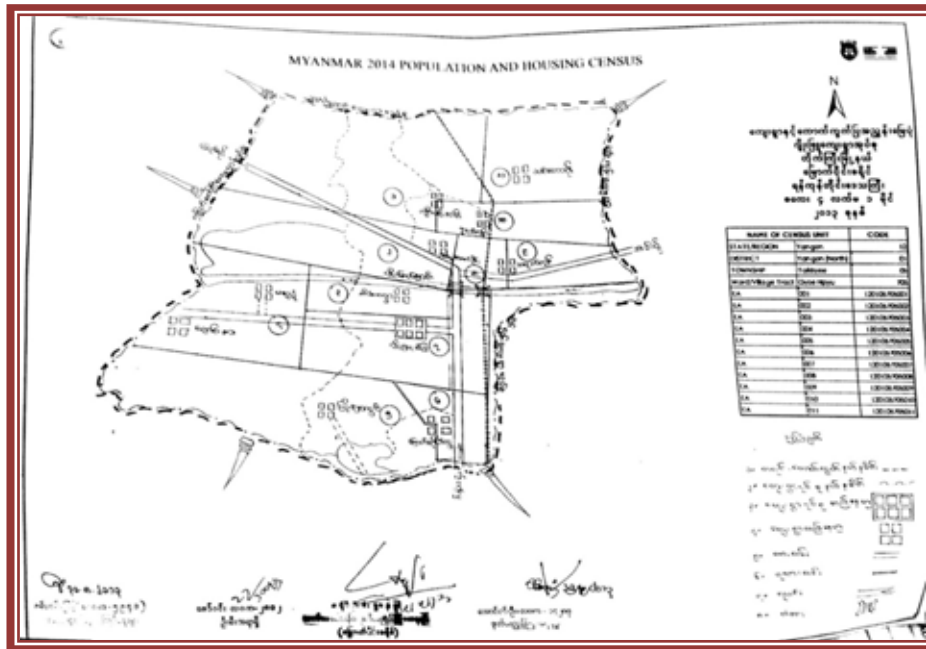
An enumerator conducting an interview in southern Rakhine State

In **Sagaing Region**, the enumerators and supervisors reported that they were adequately supplied with the census materials. The observers never saw the map used to locate a household, and a large proportion of the enumerators also did not use the structure listing form, but appeared to always know where to go next.

In **Shan State**, the field workers were equipped with a sufficient supply of census materials. The manual was only occasionally used, and the enumerators consulted their map and structure listing form in only 10 percent of the observed interviews. In most interviews, the code book was used for one or more questions.

The township census officer in **Tanintharyi Region** requested additional 2B pencils when they were nearly gone but the observers recorded no problems with any shortage of other times.

In **Yangon Region**, all the enumerators received the complete set of census materials, but did not always carry all them. Instead, they took with them each day what they considered the most essential materials. Several enumerators never used their manual, and many of them had the map and structure listing form in their bag but never used them.



An Enumeration Area map for Yangon Region

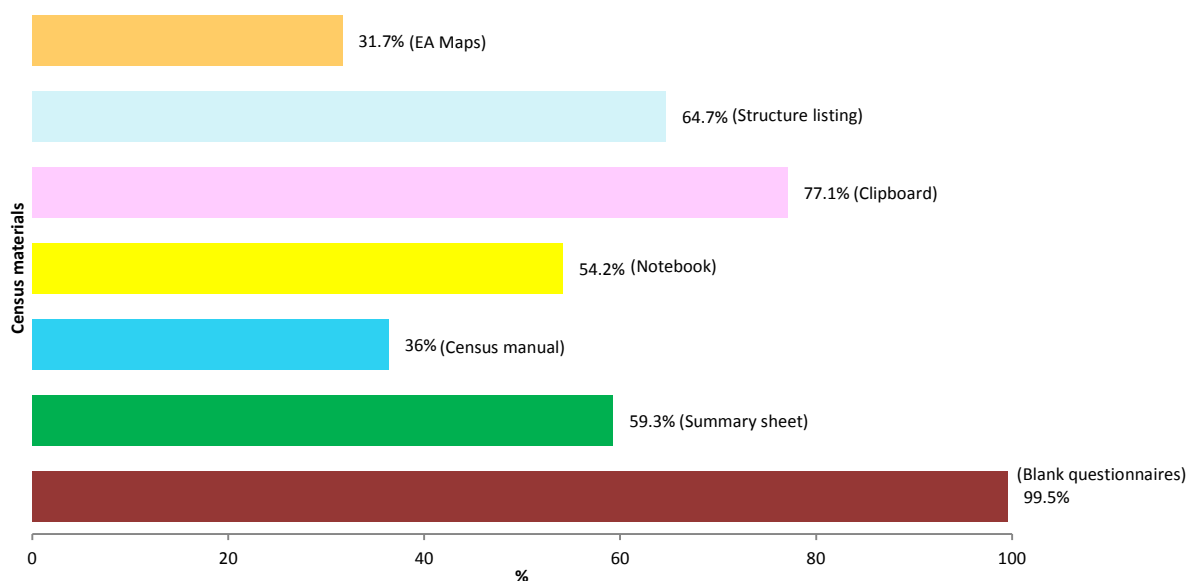
Considering that the census materials were sufficiently available in all areas visited (with minor exceptions), the variation among areas in the use of the census tools is important. Use of the Enumeration Area map, although important for the census exercise, was not systematically referenced. As indicated in table 10, its use was observed in about 6 percent of the interviews in Mandalay Region up to 13 percent of interviews in Ayeyarwady Region and Kayin State (the observers were told that the enumerators had studied their map and their assigned area during a delineation exercise at the beginning of the data collection). The census manual also was rarely referred to, ranging from not at all in Kachin State to only in 10 percent of interviews in Tanintharyi Region.

Table 10. Use of specific census materials, by type of census material, per 100 observed interviews, per State/Region

State/Region	Blank questionnaire	Summary sheet	Census manual	Notebook	Clipboard	Structure listing	Enumeration area map	Number
Ayeyarwady	100.0	16.7	12.5	25.8	88.3	67.5	13.3	120
Bago	100.0	100.0	11.1	29.6	66.7	96.3	88.9	81
Chin	98.1	35.9	84.9	62.3	68.9	75.5	40.6	106
Kachin	99.6	56.8	0.0	79.3	98.5	20.7	15.1	271
Kayah	98.7	14.6	11.4	43.0	77.2	83.5	8.2	158
Kayin	100.0	34.0	9.4	20.4	71.7	29.8	13.1	191
Magway	100.0	100.0	100.0	100.0	100.0	100.0	95.9	98
Mandalay	98.4	91.2	88.0	16.8	52.0	79.2	5.6	125
Mon	100.0	83.7	8.7	42.3	94.2	81.7	24.0	104
Nay Pyi Taw	100.0	100.0	100.0	52.2	72.5	100.0	20.3	69
Rakhine	100.0	35.5	90.3	98.9	57.0	90.3	49.5	93
Sagaing	98.8	84.2	69.6	80.2	85.0	79.8	64.4	247
Shan	100.0	46.9	27.0	48.0	57.7	23.5	15.3	196
Tanintharyi	100.0	51.0	10.2	27.6	53.1	65.3	22.5	98
Yangon	100.0	72.3	16.8	57.3	81.8	82.7	37.3	220
All States/Regions	99.5	59.3	36.4	54.2	77.1	64.7	31.7	2,177

Figure 7 illustrates that the observers saw an enumerator use the census manual in only 36 percent of all the fully observed interviews. The clipboard was used in 77 percent of the interviews. The enumerators preferred to use white cardboard questionnaire boxes to write upon because it provided a larger surface on which they could lay out the open questionnaire and thus more easily view the questions, rather than flip back and forth for references. The notebook was used in 54 percent of the interviews.

Figure 7. Use of specific census materials, by type of census material, per 100 observed interviews



In 59 percent of the interviews, the summary sheet was referred to, which was not required by the instruction manual but shows the seriousness of the enumerators. The enumerators used the structure listing in about 65 percent of all the fully observed interviews but only used the Enumeration Area map in about 32 percent of the interviews. The observers understood that in many cases a ward or village leader directed the enumerators to the households, but this prompts questions regarding the selection of the households and the completeness of the coverage if there was no verifying with the official documents. Also, it is unclear how well the enumerators updated their structure listing and map if they did not regularly refer to them.

VIII. Handling of questionnaires

All the observers stressed that the enumerators were careful in keeping the questionnaires flat, dry and clean. Although not all the enumerators used the clipboard when completing the questionnaire, they used something else — a clean table or often the white cardboard questionnaire container box. Many enumerators stored the forms in the box, but the observers could see that the blank and completed forms were kept from becoming mixed together. Proper care of the questionnaires bodes well for a smooth scanning process, thus avoiding the rejection of a large proportion of forms by the scanner.

The use of the required 2B pencil was universal (again, important for scanning purposes). In fact, the pencils were used up more quickly than expected. Most enumerators were provided with additional pencils before they had finished with the three that were initially supplied. Most enumerators had clear handwriting as well. Such good care given to questionnaires was rarely seen in other censuses the observers had the opportunity to work on.

In **Ayeyarwady Region**, the observers found that all the enumerators took good care of the forms, which they organized in three ways: by keeping them neatly folded in a large plastic bag, by carrying them in their census bag or by carrying them in the shallow white cardboard box in which they were delivered.

In **Bago Region**, the census questionnaires were kept flat and clean in the white cardboard box they were delivered in, which some enumerators also used in place of the clipboard.



One enumerator using the clipboard to complete a census form

In **Chin State**, both teams of observers reported that the handling of questionnaires in all observed interviews was good, with the enumerators using the census bag and the white questionnaire box to protect the materials. Some kept the forms in a plastic bag or paper shopping bag.

Throughout the observation in **Kachin State**, the questionnaires were administered with care, kept in a plastic bag to protect them from getting wet or crumbled. Most enumerators had clear handwriting; some even used a ruler for straight lines when they had to shade respective parts of the questionnaire.

In **Kayah State**, the enumerators handled their documents with care, keeping them clean, dry and flat. The supervisors also showed extreme care in handling the forms received from the enumerators.

The observers posted in **Kayin State** noticed that in all the interviews the enumerators properly organized the documents in a plastic bag, in the white cardboard questionnaire box or in a folder. The enumerators wrote neatly and quickly, both in Burmese text and Latin numbers. The observers witnessed the use of a continuation questionnaire in only three instances, and all were properly administered.

All the enumerators reported as careful with their questionnaires in **Magway Region**, except in one case in which the forms were dusty. Both the blank and completed forms were stored in a plastic bag or in the white cardboard questionnaire box. When erasing they were careful not to damage the form.

The team in **Mandalay Region** observed that all enumerators handled their questionnaires with care, keeping them flat and dry, even when there was no table or the interview was conducted outdoors and it was windy. The enumerators carried the clipboard but in many tended to use the white cardboard questionnaire box to write upon.

In **Mon State**, the enumerators stored the questionnaires in the white cardboard boxes to keep them safe, clean, dry and flat and many used the boxes in place of the clipboard.

Generally, the enumerators in **Nay Pyi Taw Union Territory** properly organized their documents in the plastic census bag or the white cardboard questionnaire box to keeping them dry and flat.



An enumerator with her census materials in a plastic bag in Nay Pyi Taw

In **Rakhine State**, the observed enumerators kept their questionnaires flat, clean and dry before, during and after interviews.

In **Sagaing Region**, the enumerators kept their questionnaires clean, dry and unfolded in the white cardboard box or a plastic bag. Some enumerators used the clipboard and folded the questionnaire as instructed, along the perforation. Otherwise, they left the questionnaire open upon the large white box to complete.

In **Shan State**, most of the enumerators carried their questionnaires in the white cardboard box and many used the box to write upon, either in combination with the clipboard or not. All questionnaires appeared clean and flat. The observers found the use of the white boxes effective for protecting the questionnaires (with completed ones on the bottom and blank ones on top).



An enumerator during an interview in Shan State

In **Tanintharyi Region** the enumerators also used the white cardboard box for blank questionnaires to write upon. The observers noticed that the enumerators and the supervisors handled the questionnaires responsibly and carefully. Some enumerators used a ruler to fill in answers and used the eraser gently so as not to tear the paper.

In **Yangon Region**, the questionnaires were carefully kept dry and flat in the white cardboard box or in a plastic bag.



An enumerator using the white cardboard box as a writing support in Yangon Region

The proper handling of the census material is paramount for the success of data collection and a smooth scanning process (data capture). The quality of the handling of the census material also shows the diligence and attention given by the enumerators to the census exercise and is a good first indication for the quality of the collected data.

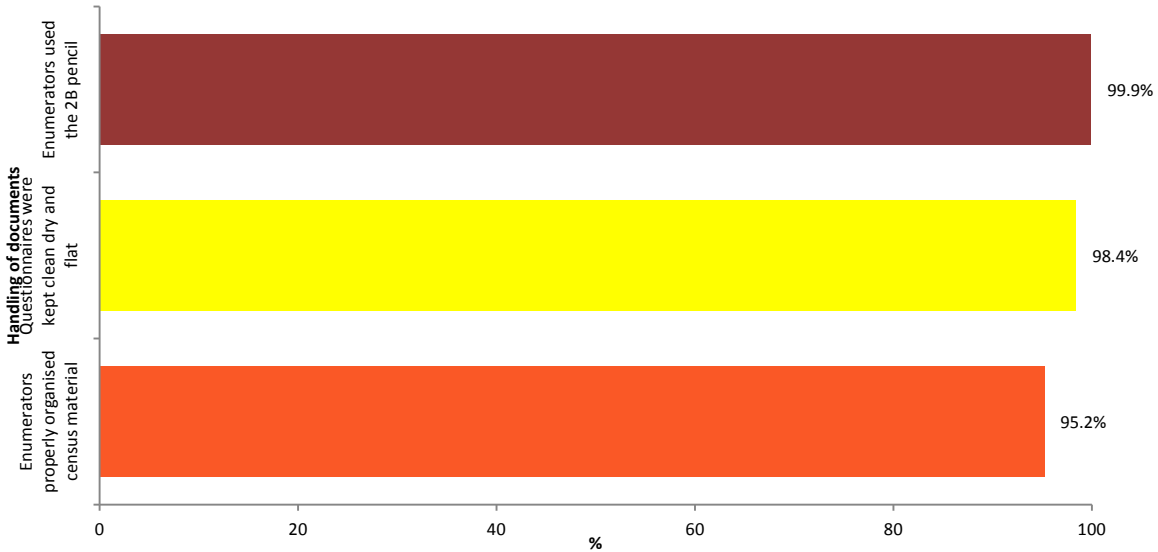
Table 11 summarizes the proportions of interviews in which the enumerators were organized with their documents, with the questionnaire kept clean, dry and flat and use of the 2B pencil. Overall, the enumerators were seen as diligent when organizing their documents, ranging from about 76 percent of the interviews in Kayin State to 100 percent in Bago and Mandalay Regions and Kayah and Shan States. Enumerators were rarely seen not taking good care of the forms. The use of the 2B pencil was widespread (in 99 percent of the interviews).

Table 11. Handling of census documents, per 100 observed interviews, by State/Region

State/Region	Proportion of interviews in which enumerators properly organized the census material	Proportion of interviews in which questionnaires were kept clean, dry and flat	Proportion of interviews in which the enumerators used the 2B pencil	Number
Ayeyarwady	92.5	100.0	100.0	120
Bago	100.0	100.0	100.0	81
Chin	97.2	97.2	100.0	106
Kachin	97.8	99.3	100.0	271
Kayah	100.0	97.5	100.0	158
Kayin	76.4	100.0	100.0	191
Magway	96.9	99.0	100.0	98
Mandalay	100.0	94.4	100.0	125
Mon	90.4	98.1	100.0	104
Nay Pyi Taw	100.0	97.1	100.0	69
Rakhine	89.3	93.6	98.9	93
Sagaing	98.8	100.0	100.0	247
Shan	100.0	98.5	100.0	196
Tanintharyi	95.9	98.0	100.0	98
Yangon	95.0	99.1	100.0	220
All States/Regions	95.2	98.4	99.9	2,177

Figure 8 illustrates how well the census materials were organized and handled in the field. Such results are remarkable. In many developing countries, observers tend to find improper handling of the questionnaires due to poor training, lack or shortage of materials and the motivation of the field workers. In Myanmar, on the contrary, the observers found the enumerators well trained in handling the census materials and extremely motivated and dedicated to the census and no lack or noticeable shortage of materials. If the results of the observation are representative of the process elsewhere in the country, then a smooth scanning process is most likely, with only a small proportion of questionnaires not suitable. The quality of the handling of the census material also shows the diligence and attention given by the enumerators to the census exercise, and is a good first indication for the quality of the collected data.

Figure 8. Handling of census documents, per 100 observed interviews



IX. Use of the Enumeration Area map and the structure listing form

Covering all households is essential to the census process. To ensure that no one is counted twice or omitted, the enumerators each had a structure listing and a map of their Enumeration Area (depicting the boundaries and the included buildings). Using the map and/or structure listing helps to ensure that a logical way of recording households is respected; it also provides a complete count of all the households in an Enumeration Area and helps enumerators avoid counting households from another Enumeration Area.

The enumerators were instructed to check the structure listing as well as their map to make sure that they were at the correct household and then that they had covered all households in their area. The enumerators were helped in the majority of areas either by the 10 and 100 Household Leader, a census officer (township, ward or village), the ward or village head or the volunteer who knew the area well.

As indicated in Table 10, enumerators in nearly 32 percent of the observed interviews referred to their map. But they referred to their structure listing in about 65 percent of the interviews. Even when they did not systematically refer to their map or structure listing, the observers did not witness any obvious skipping of households or confusion over the Enumeration Area boundary. As noted, the observers were told that the enumerators used the map at the beginning of the data collection, during a delineation exercise, but that afterwards they did not need it anymore because of their knowledge of the area and the support provided by the village officials and volunteers. The limited use of the maps and, to a smaller extent, the structure listing raises questions on how well the maps and structure listings were updated and if undercounting of households occurred.

In some areas, the buildings to be visited were numbered with chalk before the interview day (a traditional census house numbering procedure), although it was not part of the census methodology for Myanmar. That some Enumeration Areas or townships numbered the structures and others did not reveals some inconsistency in the methodology.

In **Ayeyarwady Region**, the observers noticed that the majority of the enumerators did not refer to their map after the first few days of the census exercise. Generally, the listing form proved to be more useful to the enumerators in locating households. Two days before each interview, the group of households to be visited were selected and each was informed of the enumerator's visit and the purpose.

The selection of households in **Bago Region** was not always in a continuous sequential order but by geographical proximity, which the observers found satisfactory. The enumerators sent out appointment card for the census interview the previous day to inform the households of the upcoming data collection.

One observation team in **Chin State** noticed that the enumerators organized their interviews according to their map and listing form. The map was used when necessary and was also checked for new buildings, which were added. The listing forms were used and completed in parallel. In one township, the buildings were numbered outside. The second observation team noted that the structure listing form was not always checked. Some enumerators copied down the list of households into their notebook and checked that list (which presented an issue of confidentiality of household data if those notebooks were not properly destroyed at the end of the data collection). In most cases, the structure number was written on each house in chalk or on a sticker pasted to dwelling. The observers generally did not see the enumerators checking their map.

In **Kachin State**, one observer team noted that some maps in the rural areas were not updated. New households were found during the enumeration process but were only added to the structure listing form. The enumerators seemed not to have uniform instructions or practice for keeping track of the households they visited. Some put a mark on the map, others on the household listing form and, in some other cases, the map and list were used but kept only by the 10 and 100 Household Leader, who accompanied the enumerator. These Household Leaders usually helped the enumerators by locating and contacting households in advance. The second team of observers noticed that many enumerators and supervisors rarely referred to their maps because they knew the area of coverage and the boundaries well (because most of them were school teachers assigned to their village).

The maps were not used at all in **Kayah State**, although the observed enumerators used their structure listing in more than 60 percent of the interviews. The 10 and 100 Household Leaders helped the enumerators who were not familiar with the terrain to ensure full coverage of the households.

One observer team in **Kayin State** witnessed the enumerators using the structure list frequently, mainly to obtain the household number. Almost no enumerator used their map. As far as the

observers could gauge, the enumerators knew well which house to visit. The second team observed that the enumerators checked their structure listing in only 16 of the observed 96 interviews (16 percent) and only one enumerator was seen checking the map.

In **Magway Region**, the enumerators usually checked their maps. They also gave the supervisor a list of households to be interviewed the next day. The supervisor then used the support team, particularly the head of the village and/or the 10 and 100 Household Leaders, to inform the households of the enumerator's visit.

In **Mon State**, the observers noted that the structure listing was used infrequently and that the maps were not used at all (often the enumerators did not bring their map with them), especially in the urban areas.

In all areas visited in **Mandalay Region**, the enumerator did not refer to the structure listing or to their map to locate the households to be interviewed. In many cases, the 10 and 100 Household Leader or a ward or village administrator would point the enumerator to the next household; in most cases, they seemed to follow a plan set by the enumerator.

In **Nay Pyi Taw Union Territory**, the use of the structure listing was observed in only 37 percent of the observed interviews; the team never saw any map used. Around 36 percent of the interviewed households were found with the help of the 10 and 100 Household Leaders.

In **Rakhine State** and excluding the data collection in the Rohingya/Bengali areas (see section XIII on the Enumeration of the Rohingya/Bengali population in Rakhine State), the observers found too little attention given to the maps. They concluded the Enumeration Area maps were rarely referred to, with enumerators preferring to use the structure listing for household verifying. Thus, the structure listing form was used as the main tool to ensure coverage and the map provided auxiliary information.

In **Sagaing Region**, the map or structure listing was seldom used. The areas visited by the observers had a straightforward layout, and the majority of the enumerators were familiar with them, which reduced the need for the supporting tools.

One observer team in **Shan State** noted that only in about 10 percent of the interviews did the enumerators consult the map and/or structure listing to systematically cover all dwellings and households. In many cases, the village head or a 10 and 100 Household Leader guided them from one place to another. The second team of observers noted that all the households they observed were preselected by the township officials, and there was no reference to a map or household listing. The observers never saw a map or household listing being consulted before an interview.

Even though the enumerators seldom checked their map and structure listing in **Tanintharyi Region**, the observers found that it did not pose any problems and the way the enumerators organized their

coverage was efficient, particularly with the help of the local leaders and Census Committee members, which had organized the enumeration routes.

In **Yangon Region**, many enumerators had their map in their bag but did not use it. The observers believed that this was because they were familiar with the area they had been assigned. Also, the 10 and 100 Household Leaders were often there to show them to each household. Many enumerators used the structure listing to ensure they were in the correct household. The enumerators even wrote 'OK' next to the line dedicated to the enumerated household on the structure listing after each interview.

In general, the observers witnessed that the Enumeration Area maps and structure listings were not systematically used. Because they did not always see the enumerators referring to either document, they could not understand if the enumerator followed the outline of structures, as indicated in Table 12.

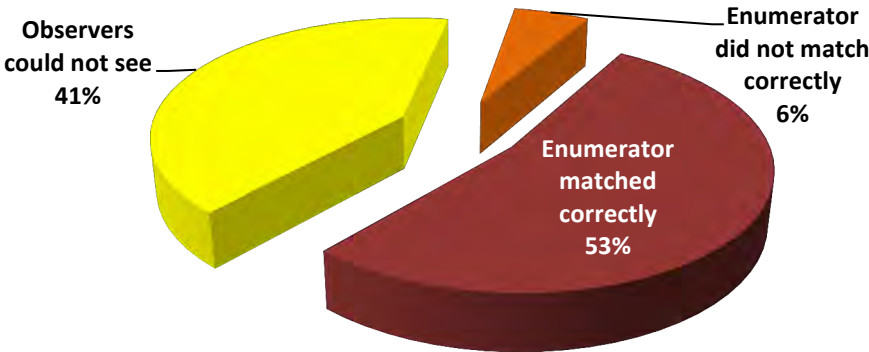
The observers reported that the verifying of actual buildings with the Enumeration Area map and/or structure listing was very low in all States and Regions, except in Ayeyarwady Region, where they observed it done in 20 percent of the interviews. In many States and Regions, the observers concluded that the enumerators covered all the households correctly.

As figure 9 illustrates, in only 6 percent of the observed interviews did the observers believe that the visited household did not match the map or structure listing; they concluded that the matching was accurate in more than 53 percent of the interviews. The observers were not able to tell if the enumerator had matched the proper household in 41 percent of the interviews and largely because the observers did not witness the enumerators checking their map or structure listing.

Table 12. Matching of households to the Enumeration Area map and structure listing, per 100 observed interviews, by State/Region

State/Region	Enumerators did not seem to use the documents to match the household	Enumerators seemed to use the documents to match the household	The observers could not see	Total	Number
Ayeyarwady	20.0	45.0	35.0	100.00	120
Bago	0.0	100.0	0.0	100.00	81
Chin	0.0	84.0	16.0	100.00	106
Kachin	0.0	18.1	81.9	100.00	271
Kayah	8.9	83.5	7.6	100.00	158
Kayin	3.1	41.9	55.0	100.00	191
Magway	0.0	100.0	0.0	100.00	98
Mandalay	5.6	4.8	89.6	100.00	125
Mon	4.8	37.5	57.7	100.00	104
Nay Pyi Taw	2.9	26.1	71.0	100.00	69
Rakhine	11.8	87.1	1.1	100.00	93
Sagaing	15.8	62.4	21.9	100.00	247
Shan	1.0	17.4	81.6	100.00	196
Tanintharyi	1.0	57.1	41.8	100.00	98
Yangon	5.9	84.1	10.0	100.00	220
All States/Regions	5.7	53.1	41.2	100.00	2,177

Figure 9. Matching of households to the Enumeration Area map or structure listing, per 100 observed interviews



In most observed interviews, the enumerators were helped by external persons to locate the households, as indicated in Table 13. These external helpers were typically a 10 and 100 Household Leader, the ward or village head or a local volunteer. The observers repeatedly noted that their help was precious for the success of the data collection, even if they were sometimes perceived as intrusive by the observers. However, the respondents never seemed bothered by the presence of the external persons. In Magway and Bago Regions, for instance, the enumerators were escorted by the

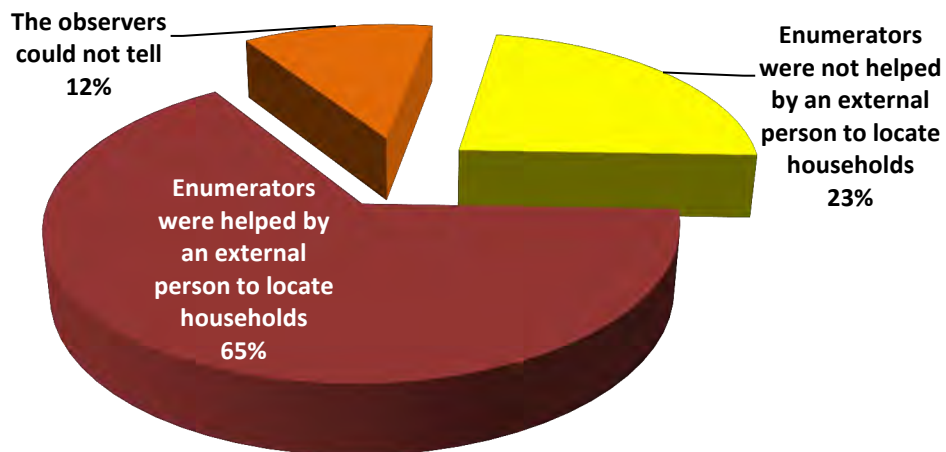
local helper to find each household; whereas in Chin State and Ayeyarwady Region, the enumerators were helped by an external person in only about 25 percent of interviews.

Table 13. External help received by the enumerators to locate each household, per 100 observed interviews, by State/Region

State/Region	Enumerators were not helped by an external person to locate households	Enumerators were helped by an external person to locate households	The observer could not see	Total	Number
Ayeyarwady	79.2	8.3	12.5	100.0	120
Bago	0.0	100.0	0.0	100.0	81
Chin	75.5	24.5	0.0	100.0	106
Kachin	19.6	60.5	19.9	100.0	271
Kayah	41.1	58.9	0.0	100.0	158
Kayin	9.4	88.5	2.1	100.0	191
Magway	0.0	100.0	0.0	100.0	98
Mandalay	30.4	62.4	7.2	100.0	125
Mon	6.7	93.3	0.0	100.0	104
Nay Pyi Taw	5.8	94.2	0.0	100.0	69
Rakhine	9.7	90.3	0.0	100.0	93
Sagaing	25.1	27.5	47.4	100.0	247
Shan	17.4	74.0	8.7	100.0	196
Tanintharyi	25.5	38.8	35.7	100.0	98
Yangon	2.7	93.2	4.1	100.0	220
All States/Regions	22.8	65.3	11.9	100.0	2,177

In 65 percent of all the fully observed interviews, the observers noticed that enumerators were helped by a local person to locate each household (Figure 10). In 23 percent of the cases, the enumerator did not rely on anyone to find the households; in 12 percent of the cases, the observers were not able to tell if the enumerator was helped or not.

Figure 10. External help received by enumerators to locate each household, per 100 observed interviews



The observers' results indicate that the community was well engaged in the census process. And although the enumerators did not rely adequately on their Enumeration Area map and structure listing, the support from people who knew the respective area well (village heads, 10 and 100 Household Leaders) suggests a good coverage of households.

X. Language issues

By assigning the enumerators (primarily school teachers) to their area of residence, the field workers and respondents generally spoke the same language. When the enumerators encountered respondents who did not speak the same language or dialect, the local helper was available to overcome any translation needs.

Rarely did an observer witness a language or cultural problem. The enumerators were not from the same population group as the respondents in only a few instances, including in Rakhine State.

In **Ayeyarwady Region**, no language issues were encountered; all the enumerators spoke to the respondents in Burmese.

In **Bago Region**, most of the respondents spoke Burmese and thus the enumerators had no difficulty or language hurdle. In a few cases, the enumerators were bilingual or trilingual and spoke the local language.

In **Chin State**, one observer team noticed that both enumerators and respondents spoke Chin language and the enumerators translated the questions into Chin. The respondents had no difficulty answering. No external translators were used and no language issues emerged. The Enumeration Areas observed by the second observer team were almost all composed of Chin, with some people identifying as a Chin subgroup. Both Burmese and Chin were spoken. Different dialects of the Chin language were used. Sometimes the enumerator spoke in Burmese and the respondent would reply in Chin, but no language issues were noted.

In **Kachin State**, the enumerators and respondents usually spoke the same language. A few translation issues were noted when the enumeration had to be conducted in another local language. In cases in which the enumerator did not speak the native language, a supporting person translated without apparent problems.

Language problems were more significant in **Kayah State** than elsewhere, even though most people spoke Kayan and Burmese. Burmese was commonly spoken by people who had been to school and by persons exposed to external contacts. The enumerators relied sometimes on translators to explain the questions and the context of the census. The observers noted that the translators were not prepared enough to avoid the risk of changing the meaning of questions during the translation, which happened in a few cases.

In **Kayin State**, there were no language problems in almost all observed interviews because the enumerators and respondents spoke the same language. In a few cases, the enumerator needed help with translation from a local support staff.

In **Magway Region**, the observers never noticed any misunderstanding between the respondents and the enumerators who spoke the same language. One observer encountered one case in which the enumerator could not communicate directly with the respondent, who belonged to the Chin ethnic group, and had to rely on translation by an external person.

In **Mandalay Region**, the enumerators and respondents spoke the same language in all households observed.

In **Mon State**, 99 percent of the observed interviews were conducted in Burmese, with a few conducted in Mon language. Seemingly, all the enumerators spoke both Burmese and Mon when needed.

All the observed enumerators and respondents spoke Burmese in **Nay Pyi Taw Union Territory**.

In the northern part of **Rakhine State**, there were language issues (and ethnic issues, as explained in section XIII) in the Kaman and Rohingya/Bengali areas but none that would have prevented a full interview from taking place. Two cases were observed when the enumerator needed translation, which was provided by a 10 and 100 Household Leader. In the southern part of the State, no language issues or difficulties were observed.

In **Sagaing Region**, the enumerators and respondents within the wards and villages mostly spoke Burmese and thus there were no language issues, except in two observed interviews, when translation into Chin language for some parts of interview was needed. Local staff helped the enumerator with the translations.

In **Shan State**, one observer team noted that language presented no problems. Around three quarters of the enumerators spoke the same language as the respondents. In about half of the interviews, the questions were translated into a local language. In most cases, this was Lahu, Akha or some variant of Shan. Around half of the translations were done by the enumerators, the other half by various other supporting persons, but mostly the village heads. The second team of observers noticed that it was necessary to have a translator present, particularly with senior citizens or where a local dialect was spoken. In the cases observed, the translators were children from the neighbourhood who had the trust of the respondent.

In **Tanintharyi Region**, almost all respondents communicated with the enumerator in Burmese, except for a few villages with a few Kayin households. In such cases, the enumerators translated the questions into the ethnic language.

Despite the many ethnic groups in **Yangon Region**, all the respondents spoke Burmese. The observers did not perceive any language issues, nor was any translation needed for data collection.

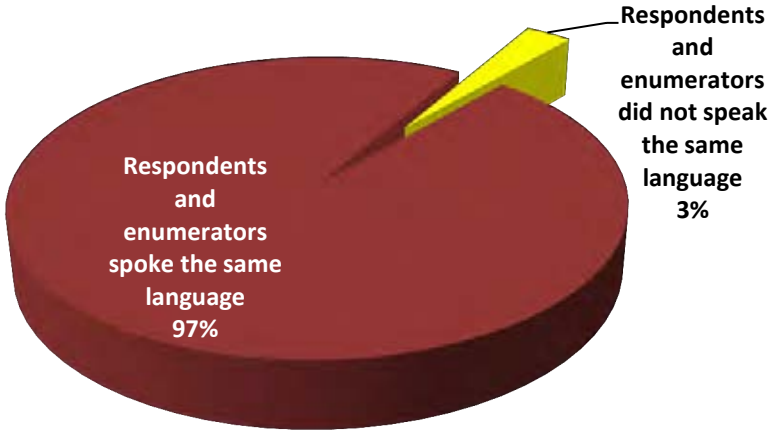
Table 14 indicates that the enumerators and respondents did not speak the same language in only a few areas. This was the case in 15 percent of the observed interviews in Shan State, in 13 percent of the interviews in Rakhine State and 5 percent of interviews in Tanintharyi Region. In the other 12 areas, the respondents and enumerators spoke a common language.

Table 14. Language communication between enumerators and respondents, per 100 observed interviews, by State/Region

State/Region	Respondents and enumerators did not speak the same language	Respondents and enumerators spoke the same language	The observers could not observe	Total	Number
Ayeyarwady	0.0	100.0	0.0	100.0	120
Bago	0.0	100.0	0.0	100.0	81
Chin	0.9	99.1	0.0	100.0	106
Kachin	1.9	98.2	0.0	100.0	271
Kayah	4.4	95.6	0.0	100.0	158
Kayin	0.5	99.5	0.0	100.0	191
Magway	1.0	99.0	0.0	100.0	98
Mandalay	0.0	100.0	0.0	100.0	125
Mon	0.0	100.0	0.0	100.0	104
Nay Pyi Taw	0.0	100.0	0.0	100.0	69
Rakhine	12.9	87.1	0.0	100.0	93
Sagaing	0.8	99.2	0.0	100.0	247
Shan	15.3	84.7	0.0	100.0	196
Tanintharyi	5.1	94.9	0.0	100.0	98
Yangon	0.0	100.0	0.0	100.0	220
All States/Regions	2.9	97.1	0.0	100.0	2,177

As figure 11 illustrates, the respondents and enumerators spoke the same language in 97 percent of the observed interviews.

Figure 11. Language communication between enumerators and respondents, per 100 observed interviews



In most observed interviews, the enumerators did not rely on external translation, either because they did not need to translate into a language other than Burmese or because they could translate questions themselves. Table 15 presents the proportions of interviews in which the enumerator had to translate the questionnaire or parts of the questionnaire. This was the case particularly in Sagaing Region (in 57 percent of the observed interviews), Chin State (about 43 percent of interviews), Kayah State (28 percent of interviews) and Shan State (15 percent of interviews).

Table 15. Proportions of interviews in which the enumerator had to translate questions into a local language, per 100 observed interviews, by State/Region

State/Region	Enumerators did not need to translate into local language	Enumerators needed to translate into local language	The observers could not observe	Total	Number
Ayeyarwady	100.0	0.0	0.0	100.0	120
Bago	92.6	7.4	0.0	100.0	81
Chin	57.6	42.5	0.0	100.0	106
Kachin	97.4	2.6	0.0	100.0	271
Kayah	72.2	27.9	0.0	100.0	158
Kayin	94.8	5.2	0.0	100.0	191
Magway	99.0	1.0	0.0	100.0	98
Mandalay	100.0	0.0	0.0	100.0	125
Mon	100.0	0.0	0.0	100.0	104
Nay Pyi Taw	100.0	0.0	0.0	100.0	69
Rakhine	100.0	0.0	0.0	100.0	93
Sagaing	42.9	57.1	0.0	100.0	247
Shan	84.7	15.3	0.0	100.0	196
Tanintharyi	89.8	10.2	0.0	100.0	98
Yangon	100.0	0.0	0.0	100.0	220
All States/Regions	86.5	13.5	0.0	100.0	2,177

Overall, the enumeration was conducted in Burmese in 86.5 percent of the observed interviews and in another language in only 13.5 percent of the cases.

Figure 12. Proportion of interviews in which the enumerator needed to translate questions into a local language, per 100 observed interviews

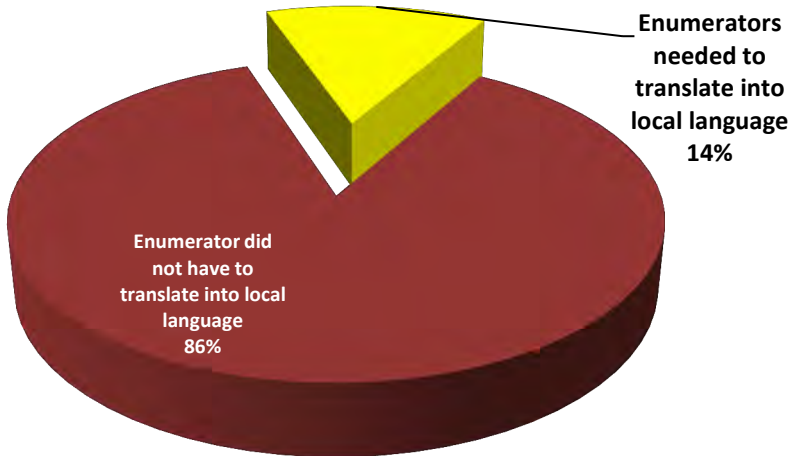


Table 16 shows the proportions of interviews in which an enumerator needed to rely on an external source to translate the census questionnaire or part of the questionnaire to a respondent. The greatest need for assistance from an external translator was in Shan State, at nearly 18 percent of

the observed interviews, while it was almost 9 percent of the interviews in Sagaing Region, 6 percent in Chin State and about 4 percent in Kayah State and Tanintharyi Region.

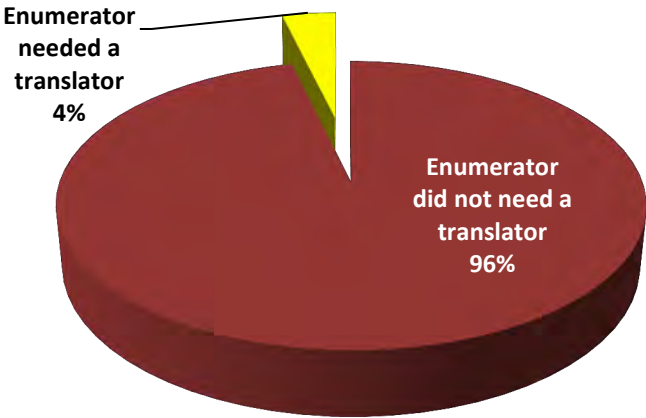
Table 16. Translation by external person, per 100 observed interviews, by State/Region

State/Region	Enumerators did not need an external translator	Enumerators needed an external translator	The observers could not observe	Total	Number
Ayeyarwady	100.0	0.0	0.0	100.0	120
Bago	100.0	0.0	0.0	100.0	81
Chin	94.3	5.7	0.0	100.0	106
Kachin	99.6	0.4	0.0	100.0	271
Kayah	95.6	4.4	0.0	100.0	158
Kayin	99.0	1.1	0.0	100.0	191
Magway	99.0	1.0	0.0	100.0	98
Mandalay	100.0	0.0	0.0	100.0	125
Mon	100.0	0.0	0.0	100.0	104
Nay Pyi Taw	100.0	0.0	0.0	100.0	69
Rakhine	97.9	2.2	0.0	100.0	93
Sagaing	91.1	8.9	0.0	100.0	247
Shan	82.1	17.9	0.0	100.0	196
Tanintharyi	95.9	4.1	0.0	100.0	98
Yangon	100.0	0.0	0.0	100.0	220
All States/Regions	96.3	3.7	0.0	100.0	2,177

Overall, as depicted in Figure 13, the enumerators used external sources to translate the enumeration or part of the enumeration in only 4 percent of the observed interviews.

Such results are quite encouraging because they reinforce that language was not a major issue in a country in which multilingualism is significant.

Figure 13. Translation by external person, per 100 observed interviews



XI. Overall quality of the enumeration process

In general, the observers found the enumerators well prepared. The majority of the observers thought that the enumerators were polite and respectful (Table 9), diligent in conducting the interviews and dedicated to the census process.



An enumeration process in a rural area

As already pointed out, the enumerators were observed taking good care of the questionnaires, paying attention to their handwriting and using the required 2B pencil (table 11). However, the observers also noted that in too many cases the enumerators did not explain the census to the respondents, never referred to the concept of confidentiality of the responses and seldom referred to the census night. These last two points are the two pillars of a good enumeration because it is essential to explain the point of the census before starting an interview and to identify the de facto⁴ population.

Several observers noted that despite the lack of explanation regarding the census, the respondents seemed to be aware of the data collection and seemed to understand the process. This was probably the result of the good publicity campaign and the advocacy in communities.

The observers also noted that the lack of reference to data confidentiality did not seem to impair the data collection or the willingness of the population to be counted. If future censuses or surveys ask more sensitive questions, this could become an issue.

⁴ There are two types of counting the population in a census: de facto and de jure. In the former, which was used in the 2014 Myanmar Population and Housing Census, people are counted at their place of enumeration (in the dwelling where they spend the census night); in the latter, the attempt is to enumerate persons at their usual place of residence.

The lack of reference to the census night, however, triggers concern over the robustness of the methodology; a de facto census requires that each respondent refer only to the people who spent the night of the census in the household.

At the end of each interview, the methodology required the enumerators to post or hang a sticker on the outside of each respondent's building. This was not always done, with enumerators adopting different strategies. In addition to pasting the sticker outside in a secure place that could be seen, others gave it to the respondent, and some placed the sticker inside the home.

Appointment cards were seldom used because the enumerators were helped by the local Census Committee members to make appointments with households in areas difficult to reach.

The international observers were asked to compare the data collection in Myanmar with other census processes they had been involved in, and they commended the quality of the enumeration (except in Rakhine State). All believed that the quality of enumerators was great and was often better than what they had seen in other countries. Although there were problems of confidentiality and reference to the census night, the overall quality of the enumeration was praised and considered one of the best these specific observers encountered throughout their international census experience in Albania, Bosnia-Herzegovina, former Yugoslav Republic of Macedonia, Ghana, Kosovo, Montenegro, Nigeria, Sudan and Timor-Leste, for instance. On average and using a 10-point scale, the observers rated the quality of the enumerators at 8 and the overall quality of enumeration at 7.5.

According to the observers, the enumerators in **Ayeyarwady Region** were particularly well trained and conducted interviews with professionalism and politeness. All the enumerators referred appropriately to the census night so that each respondent was clear that he/she was expected to report on how many people were in the household on the night of 29 March. All of them spoke about the issue of confidentiality. Generally, the enumerators were diligent in ensuring that the sticker, indicating that the census had been conducted, was placed outside the household, although in one instance, the sticker was hung inside the home.

In **Bago Region**, the importance of the census and the purpose of the visit were usually explained by the enumerators. The observers described the quality of each interview as excellent. The enumerators, mostly female, were dignified, polite and patient.

In **Chin State**, one team of observers noted that the enumerators handled the questionnaires carefully and engaged politely and efficiently with the respondents, who appeared readily available for the census and were often well prepared with official documents and personal notes to better answer the questions. Only a minority of enumerators, however, introduced the purpose of the census. Most assumed that the census was already sufficiently publicized and introduced by the leaders and administrators. Also, only a minority of the enumerators (14 of 38) referred explicitly to the census night. In some instances, the sticker was not placed because it was considered superfluous. One enumerator placed the sticker in advance of each interview. The stickers did not

always stick well and a heavy wind could blow them away. The second team of observers thought the quality of the interviews was good. The enumerators often did not explain the census to the respondents, although in many cases, as if someone else had already explained the census to the communities. Confidentiality was often not mentioned. In the tightly knit communities that the observers visited, they left with the impression that none of the information provided for the census form would stay private but that it did not constitute a problem for the respondents. The census night was not mentioned consistently; it was referred to in about half the interviews. The sticker was placed in the proper location only about three quarters of the time. Some enumerators gave the sticker to the respondent or placed it inside the house.



An enumerator posts the sticker on an outside pillar at the end of the interview

In **Kachin State**, one observer team deemed the overall enumeration process they observed as of a good standard, despite the issues in relation to confidentiality and poor reference to the census night. In one village, the stickers were not provided while in other areas they were correctly placed outside the household. The second team of observers thought most of the interviews were done well and in a manner that maintained good communication between the enumerators and respondents. The respondents answered every question. The enumerators generally referred to the census night by asking the respondent to state the people who had stayed in the household on the night of 29 March. Through informal discussion with the respondents, the observers found that they well understood the concept of ‘the census night’. The placing of the sticker after each interview was not consistent; some stickers were found not properly pasted, easily removable, pasted inside the house or the enumerator forgot to paste it. Some enumerators carried a stapler to hook the sticker to the wood. In some other instances, the sticker was distributed and pasted in the house before the interview was conducted.

In **Kayah State**, the observers did not hear reference to confidentiality of responses in most of the observed interviews, and they considered this as a major flaw in the quality of the process. Nonetheless, the observers thought that in general (in nearly 70 percent of the interviews), the

enumerators performed well. For most of the observed interviews, the enumerators referred to the census night. Each sticker was placed correctly on outside of the house after the interview; in a few Enumeration Areas, the observers were told that enumerators did not receive enough stickers for all their assigned households.



An enumerator hanging the sticker outside a home after a census interview

One observer team in **Kayin State** described all the enumerators they met as ‘rather good’ to ‘very good’, with only one exception. The enumerators were polite but did not explain the census to the respondents at the beginning or during each interview. However, it seemed evident that the households had been given some information before the enumeration because some respondents had prepared a handwritten note with information, such as birth dates. The enumerators did not refer to the census night during each interview. The second team of observers characterized the overall quality of the interviews as ‘moderate’, considering that in 67 percent of the interviews the enumerators did not explain the census to the respondents nor the confidentiality aspect and about 20 percent of them did not refer to the census night. Enumerators in urban areas were more likely not to refer to the census night than enumerators in rural areas. In only a few instances (2 percent of interviews) did the enumerator not put a census sticker on the household after the interview. Yet, on the last day of the census, the observers noticed that almost all dwellings in the observed streets had a census sticker.

The observation team in **Magway Region** found that the quality of the enumerators’ preparations, the good use of the census materials, the enumerators’ attitudes and the good response rate of the respondents contributed heavily to a good enumeration process. However, the enumerators generally started asking questions without explaining the census. No observed enumerator ever

mentioned the concept of confidentiality to a respondent. Even though many enumerators were reading the questions directly from the form, many of them forgot to mention the night of the census and to ask about visitors. The enumerators were polite and respectful. In the majority of cases, the sticker was placed outside each household at the end of the interview or sometimes inside the house but visible from outside. Only in a few cases did the enumerator forget to place the sticker or gave it to the respondent to paste it.

In **Mandalay Region**, the enumerators did not explain the census to the respondents nor assured them that their information would be kept confidential. Nevertheless, the respondents appeared willing to provide the information. Many of them were prepared for the interview. Most of the enumerators were quite skilful at recording responses. Most explained the census night in the context of who was to be listed as a member of the household. Many respondents had either prepared a list of household members or had the family registration document on hand. In almost all the observed interviews, the enumerators correctly placed the sticker after the interview.

In **Mon State**, the observers found in general that the enumerators were well trained, accurate in filling out the questionnaire and followed the rules with care. The observers noted that most, but not all, enumerators referred to the census night and accurately recorded the persons who were present during the night of reference. Usually the sticker was posted outside the house.

The observers deployed to **Nay Pyi Taw Union Territory** noticed that all the enumerators were respectful to and warmly welcomed by each household. All the enumerators explained the characteristics of the Population and Housing Census but did not refer to the confidentiality related to the respondents' answers. The enumerators referred to the census night for collecting the information needed. In almost all the observed interviews, the enumerators correctly placed the sticker after the interview.

In all the observed interviews in **Rakhine State**, the enumerators consistently failed to give an adequate explanation of the census or thank the respondents for their participation after the interview. No assurance about confidentiality was given during the interviews, but the observers did not think this omission affected the quality of the data recorded. As well, they had the impression that nobody expected the process to be confidential. Little reference was made to the census night, but the observers noted that it could suggest that the household members were included whether or not they were present at that time. It was not entirely clear from the observations that visitors present during the census night were recorded. The observers never witnessed any household refuse to be counted (including the Rohingya/Bengali households).



An enumeration process in the southern part of Rakhine State

One observer team in **Sagaing Region** noted that the enumerators conducted the interviews diligently, generally following the procedures when asking the census questions and recording the information on the form with care. The quality of the interviews was characterized as of a good standard and followed the procedures outlined in the field manual and training. The enumerators quasi-systematically explained the census night in relation to who should be included as a household member. However, the enumerator in only 68 percent of the observed interviews explained the purpose of the census, including the confidentiality aspect. All the enumerators properly pasted the sticker after the interview and explained to each household its purpose. The second team of observers experienced a similar quality in their observed areas, although they, too, noted that the enumerators sometimes failed to explain the elementary principles of the census and confidentiality of responses before starting the interview.

In **Shan State**, one team of observers described the enumerators and the enumerations as performing to a high quality. The enumerators were professional, composed, polite and helpful. The interview process generally went well, except that the introduction was too often omitted. Only in three interviews was reference made to the confidentiality of respondents' information. The reference to the census night was almost always mentioned (in 94 percent of the interviews), although the observers were under the impression that it was likely that the recording of household members relied more on the household registration rather than on de facto presence during the census night. In a significant minority of interviews (18 percent) the sticker was not placed on the dwelling after the interview. The second team of observers thought the enumerations in their areas were conducted very well and without substantial bias or error. These observers considered the strength of the Myanmar census to be the excellent manner in which the enumerators had been trained and performed their tasks. They exhibited masterful knowledge of the content, concepts and procedures, and their persistence, follow-up on questions and cheerful attitude should have a positive impact on data quality. However, the observed enumerators did not mention the

confidentiality aspect. And in some cases the sticker was given to the respondents or some enumerators placed it inside the house. One township ran out of stickers on the last day of the census, but in an act of clever and quick thinking, the shortage was overcome by using photocopies of the sticker and some glue.



An enumerator placing the sticker on the outside of a household after an interview in Shan State

In **Tanintharyi Region**, the enumerators did not talk about the importance of the census and did not ensure the respondents that the collected information would be kept confidential. In more than half of the visited households, the enumerator did not refer to 29 March as the census night to determine the household members. The enumerators sometimes forgot to place the sticker outside the house after the interview.

One observer team in **Yangon Region** reported that many of the enumerators did not refer to the census night, did not explain the purpose of the census and did not assure the respondents that their information would be kept confidential. The reference night was sometimes poorly defined, with some enumerators referring to ‘the night of 29 March’ and some others referring to the ‘previous night’. The second team, however, frequently observed enumerators adequately referring to the census night by typically asking, “Please tell me who slept in this house on the night of 29 March, including visitors;” or “How many people slept here on the night of 29 March, including visitors, relatives and small children?”

In conclusion, the observers found the profile of the enumerators adequate for census interviewing and that they did efficient and good work. All the enumerators used the required 2B pencil, although some ran out but used their own 2B pencils. In general, the enumerators were polite and friendly. In most cases, the sticker was properly hung or stapled to an outside wall after each interview, but there were also inconsistencies; some stickers were placed before or during the enumeration by volunteers or by the 10 and 100 Household Leaders, and some enumerators gave the sticker to the respondent.

Table 17 indicates many variations between the States and Regions regarding the way the interviews were conducted. The different proportions of enumerators who correctly explained the census, referred to the confidentiality of responses and the census night likely reflect the differences in the training of the enumerators and the supervisors.

Table 17. Basic census introduction by the enumerators, per 100 observed interviews, by State/Region

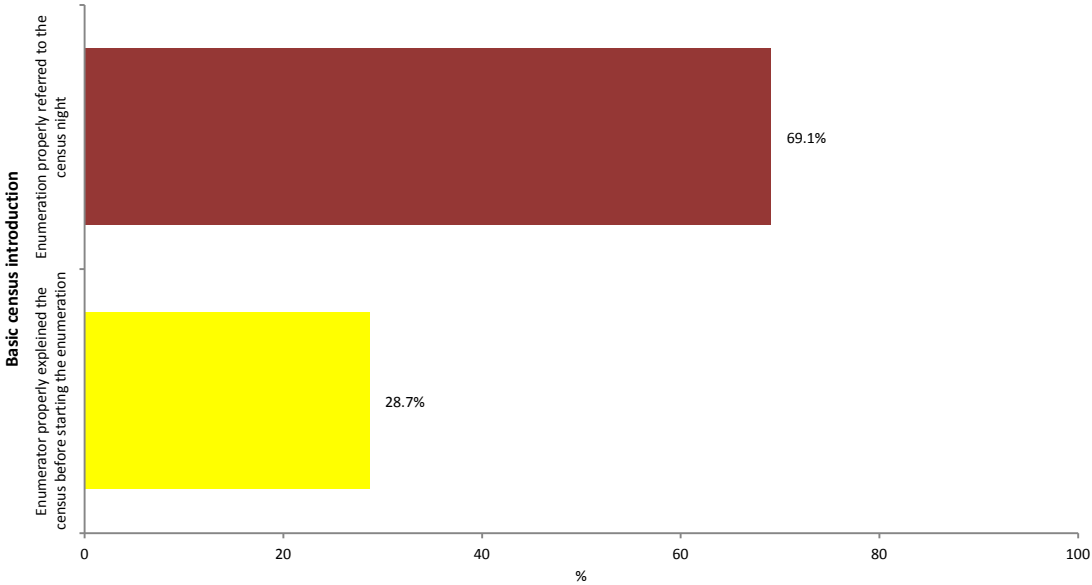
State/Region	Enumerators properly explained the census before starting the enumeration	Enumerators properly referred to the census night	Number
Ayeyarwady	97.5	99.2	120
Bago	29.6	100.0	81
Chin	25.5	44.3	106
Kachin	42.8	57.2	271
Kayah	3.8	64.6	158
Kayin	21.5	43.5	191
Magway	0.0	83.7	98
Mandalay	15.2	73.6	125
Mon	6.7	66.4	104
Nay Pyi Taw	46.4	100.0	69
Rakhine	0.0	48.4	93
Sagaing	88.3	98.0	247
Shan	4.1	64.8	196
Tanintharyi	4.1	52.0	98
Yangon	2.3	63.6	220
All States/Regions	28.7	69.1	2,177

As shown in table 17, in most States and Regions the census was poorly introduced in the observed households because there was no explanation to the purpose and to the confidentiality of responses. In Rakhine State and Magway Region, for example, the observers did not witness one introduction to the census. In Yangon and Tanintharyi Regions and Shan, Kayah and Mon States, less than 10 percent of interviews began with the census properly explained. In Mandalay Region, the proportion that involved a proper introduction reached only 15 percent, while in Bago Region and Chin and Kayin States the proportion was between 20 and 30 percent. The enumerators introduced the census in almost half the interviews (about 45 percent) in Kachin State and Nay Pyi Taw Union Territory. An introduction was observed in more than 88 percent of the interviews in Sagaing Region. Finally, the census introduction was almost universal in Ayeyarwady Region, at 97 percent of the observed interviews.

Regarding the reference to the census night, which is essential to the success of the de facto census methodology, the proportions also greatly differed from one area to the next, from a low of 44 percent in Chin State to a high of 100 percent in Bago Region and Nay Pyi Taw Union Territory. Such discrepancies and the fact that not all enumerators explicitly referred to the night of the census might present problems. If respondents were not aware that the enumerators were to record only

the persons who spent the night of 29 March in the household, they may have cited the usual household members. In this case, the census would have mixed de facto and de jure methods, which could lead to an undercount or an overcount of the population. The more the population is mobile, the greater the risk. The fact that most enumerators followed the methodology properly in certain areas while other enumerators largely did not indicates that the quality of training of enumerators was probably mixed from one State or Region to the next, with the training more rigorous and successful in certain areas than in others.

Figure 14. Basic census introduction by enumerators, per 100 observed interviews



As Figure 14 illustrates, the enumerators introduced and explained the census in less than 30 percent of the interviews. The enumerators likely assumed the respondents were aware of the census purpose through the publicity campaign. Such results are worrying, especially because the census introduction is one of the bases for a census. Although the observers deplored the lack of explanation of the census and the confidentiality of responses, they also noticed that the respondents seemed to be well aware of the data collection (except for some parts of Rakhine State) and properly understood the purpose of the census, thanks certainly to the successful publicity campaign and advocacy efforts of the local communities.

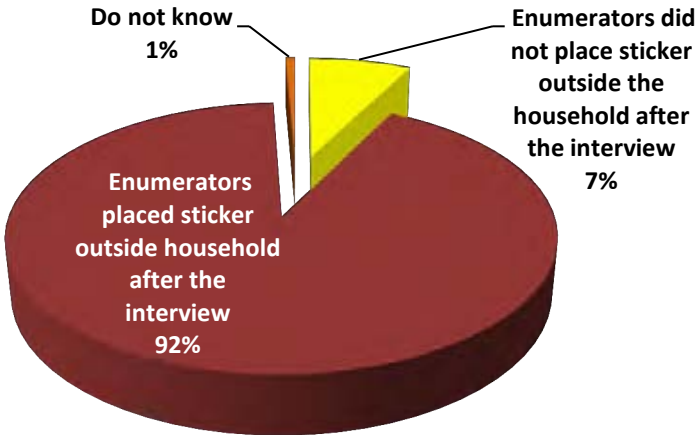
Additionally, the reference to the census night was made in 70 percent of the observed interviews, which leaves room for potential errors in the list of de facto household members. And in 70–100 percent of the cases (Table 18), the observers noticed that the enumerators properly posted the sticker after each interview. Again, there appears to be a certain degree of inconsistency in training between areas.

Table 18. Placement of the sticker after the interviews, per 100 observed interviews, by State/Region

State/Region	Enumerators did not place sticker outside the household after each interview	Enumerators placed sticker outside the household after each interview	The observers could not observe	Total	Number
Ayeyarwady	7.5	92.5	0.0	100.0	120
Bago	0.0	100.0	0.0	100.0	81
Chin	17.9	82.1	0.0	100.0	106
Kachin	8.5	91.5	0.0	100.0	271
Kayah	7.0	92.4	0.6	100.0	158
Kayin	3.7	96.3	0.0	100.0	191
Magway	8.2	91.8	0.0	100.0	98
Mandalay	16.8	80.8	2.4	100.0	125
Mon	3.9	96.2	0.0	100.0	104
Nay Pyi Taw	2.9	97.1	0.0	100.0	69
Rakhine	29.0	71.0	0.0	100.0	93
Sagaing	0.0	100.0	0.0	100.0	247
Shan	9.7	86.2	4.1	100.0	196
Tanintharyi	5.1	94.9	0.0	100.0	98
Yangon	3.2	95.5	1.4	100.0	220
All States/Regions	7.4	91.9	0.7	100.0	2,177

As figure 15 reflects, the observers saw the enumerators in most cases use the stickers as required for identifying households that had been enumerated.

Figure 15. Placement of sticker after the interviews, per 100 observed interviews



In 92 percent of all observed interviews, the enumerators properly complied with the requirement for pasting or hanging the sticker outside the structure when they had finished an interview.

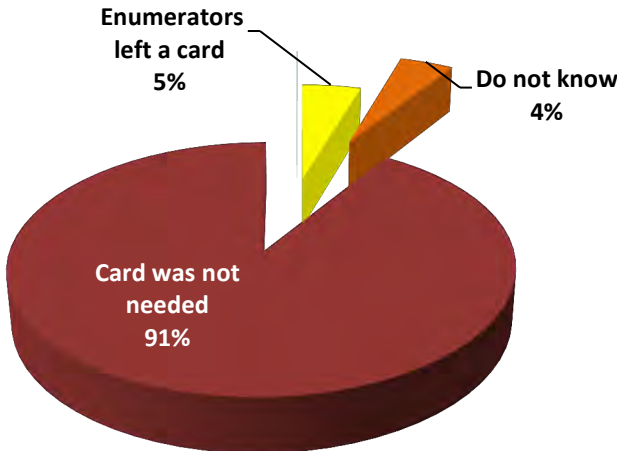
As shown in Table 19, the use of appointment cards was rare in almost all States and Regions, except in Sagaing Region, where in almost 40 percent of the visits the enumerators left a card to book an appointment with the respondents if no one was home or not available.

Table 19. Use of an appointment card, per 100 observed interviews, by State/Region

State/Region	Enumerators did not leave an appointment card	Enumerators left an appointment card	The observers could not observe	Appointment card was not needed	Total	Number
Ayeyarwady	0.0	0.0	0.0	100.0	100.00	120
Bago	0.0	0.0	0.0	100.0	100.00	81
Chin	0.9	0.0	28.3	70.8	100.00	106
Kachin	0.0	0.0	0.0	100.0	100.00	271
Kayah	0.0	0.0	0.0	100.0	100.00	158
Kayin	0.0	0.0	0.0	100.0	100.00	191
Magway	0.0	0.0	0.0	100.0	100.00	98
Mandalay	0.0	0.8	1.6	97.6	100.00	125
Mon	0.0	0.0	0.0	100.0	100.00	104
Nay Pyi Taw	0.0	0.0	0.0	100.0	100.00	69
Rakhine	0.0	0.0	0.0	100.0	100.00	93
Sagaing	0.0	38.9	25.1	36.0	100.00	247
Shan	0.0	1.0	0.0	99.0	100.00	196
Tanintharyi	0.0	0.0	0.0	100.0	100.00	98
Yangon	0.0	0.0	0.0	100.0	100.00	220
All States/Regions	0.1	4.6	4.3	91.1	100.00	2,177

There was no need for an appointment card in 91 percent of the cases; a card was left in 5 percent of cases. In general, households were either available or the enumerators with the help of a local leader made appointments with the respondents to come at a time suitable for them for the interview.

Figure 16. Use of appointment cards, per 100 observed interviews



When necessary, the enumerator left an appointment card in 99 percent of the cases.

As indicated in table 20, the average time for completing an interview varied among the individual States and Regions, from 13 minutes in Rakhine State to 23 minutes in Bago Region (Table 20). The national average enumeration time was 18 minutes. This indicates that the enumerators were efficient in administering the questionnaire yet without rushing the process.

Table 20. Average duration of observed interviews, by State/Region

State/Region	Average interview duration, in minutes
Ayeyarwady	18
Bago	23
Chin	17
Kachin	20
Kayah	17
Kayin	18
Magway	15
Mandalay	16
Mon	21
Nay Pyi Taw	17
Rakhine	13
Sagaing	17
Shan	21
Tanintharyi	22
Yangon	18
All States/Regions	18

XII. Potential issues with collected data

The observation of the census cannot assess, gauge or judge the quality of the census data, which will only be known after the data have been entered and cleaned and sets of first indicators have been compiled. Thus, this section does not give any indication of the quality of data collected during the observed interviews, let alone for the census. What it looks at are the mistakes or errors the observers noted during the interviews, including the way the enumerators were heard asking some key questions.

As pointed out in the previous section, the first data-quality problem that was observed during the census data collection was that enumerators did not always explain that the collected information was confidential, which might have led certain respondents not to disclose certain details.

The observers noted that ‘confidentiality’ does not have the same dimension in Myanmar as in other countries but that the respondents did not appear uncomfortable in answering questions in the many instances when they were not alone, sometimes surrounded by neighbours, community leaders and other people external to the interview. Even though this is not recommended in standard census procedure, in no instance did the respondents appear to the observers to be bothered by the presence of persons foreign to the interview. In almost half of the observed

interviews, a community leader was present (Table 22). Such a situation does not necessarily impact negatively on the data quality, but it is usually not advisable to include external people in a census interview, especially people with power in the respondent's community.

The second and most important point that might have affected the quality of the headcount is the fact that the enumerators did not systematically refer to the census reference date. Such an omission, observed in 30 percent of the interviews countrywide (Table 17), could have led some respondents to have rightly included household members on a *de facto* basis (those who spent the night of the census in the household), while it led others to wrongly refer to the usual household members on a *de jure* basis. It will be interesting at the time of the data analysis to check if the results could have been more or less affected by an undercount or overcount, or both, of the population.

Not one observer noted that the enumerators seemed to have forgotten some household members deliberately or by mistake.

The enumerators were all trained to ask questions as stated in the questionnaire and to not change the meaning of a question if they had to rephrase or explain it. Additionally, they were to not direct or infer responses. The observers paid particular attention to these aspects by looking at the way the enumerators completed the questionnaire — if they left any specific field unanswered, if they allowed the respondents to self-identify on the question of ethnicity and if they systematically double-checked their questionnaire at the end of an interview but before leaving a house.

Even though many observers characterized the way that the enumerators conducted their interviews as excellent, which should lead to good data quality, some mistakes were observed. Overall, the enumerators completed each questionnaire in the order of questions asked (table 24). However, the observed order of asking the questions took one of three approaches. In the first case, the enumerators completed the questionnaire by rows; in the second case, they completed it by columns; while in the third case, they completed it with a mix of rows and columns. Such a situation does not mean that the data quality might be affected; but it is pointed out for considering to understand at the time of data analysis (and when developing the next census methodology) any potential for bias.

The enumerators completed systematically the reference numbers and codes (table 24), which is mentioned only because it is typically a problem in most censuses. This should make the scanning process go smoothly and without too much manual editing. Moreover, the enumerators properly used the code book in most cases (Table 10).

In general, the observers found the age declaration of the respondents as acceptable (table 23), but noted that the enumerators did not systematically refer to the date or age translation table to find the age from the date of birth, when the respondent struggled with the age or when the enumerator had to calculate the age from a date of birth. Of course, most enumerators were school teachers, for whom mental arithmetic is likely not a problem.

In most cases, the national observers thought the enumerators asked questions as worded, and when they reworded a question, they kept the same meaning (Table 25).

The majority of enumerators did not infer any response, while some did, at varying levels across the States and Regions (Table 25). A few enumerators directed some responses, but the majority of them let the respondent freely answer each question. It is common in a census for enumerators to direct or infer responses, either to manipulate the data or simply because the answers are obvious to them. In Myanmar, the observers did not have the impression that the enumerators inferred or directed responses to influence the data (with the exception of Rakhine State); if they inferred, it appeared because the responses were evident to them. In general, the enumerators tended to direct responses on ethnicity, religion and on household characteristics and assets.

In almost all the interviews (Table 25) the observers noted that the respondents could self-identify their ethnicity, with the exception the case of the Rohingya/Bengali population.

The observers were also quite positive about the quality of data because they thought that the respondents understood the process in more than 91 percent of the observed interviews (except in Rakhine and Kayin States, where the proportions were much lower, at 65.5 percent and 54.5 percent, respectively) (table 6).

Additionally, less than 1 percent of the respondents declined to answer some questions (table 5). Such willingness by respondents to answer all the questions is very encouraging for the quality of the census results. If all interviews prove to be similar to the observed ones, the Myanmar census will have an exceptional level of completeness of responses.

Unfortunately, many enumerators did not systematically check their questionnaire before leaving each household (only in 61 percent of the observed interviews countrywide). Table 24 suggests issues over the way the enumerators conducted the interviews and verified the data they collected to ensure the quality of the information. In several instances, the observers watched the enumerators and supervisors check the questionnaires in the Ward, Village or Township Census Offices.



Enumerators and supervisors checking completed questionnaires in a Township Census Office

In **Ayeyarwady Region**, a 10 and 100 Household Leader was often present during interviews; but in no instance did the observers find that the person interfered in the interview process. All the observed enumerators filled in the questionnaire form systematically. Reference numbers were also filled in correctly and, when there was doubt, the enumerators properly relied on the code book. There was also an adequate declaration of age of each respondent, and this was observed in three ways: the respondent had prior knowledge of his/her age as well as that of his/her family members; the respondent had the relevant documents on hand, such as the birth certificate or identity card; or if the respondent knew the year according to the Burmese calendar, the enumerator referred to the code book for the age.

The observers also found that in all the observed interviews, the enumerators asked each question as worded in the questionnaire, without deviating. In several instances, the enumerators had to ask the question a second time, and in such a case, the question was reworded, largely to clarify its point. Questions pertaining to birthplace, date of birth and disability were the most common questions clarified to the respondents. In the majority of interviews, the enumerators allowed the respondents to self-identify their ethnic group. The responses were a direct outcome of the questions rather than inferred by the enumerator. For the question on religion, there were several instances in which different enumerators, as if presuming, directed the response by asking “You are Buddhist?” rather than asking “What is your religion?”

The observers found that a fairly large number of enumerators — 28 of a total 42 — did not check the questionnaire carefully before leaving the house.



An enumerator asking questions with a respondent

In **Bago Region**, the observers concluded that the observed interviews met the standards and that no specific issue might have impaired the data quality. Questions on ethnicity and religion were fairly asked and responses recorded appropriately. The questions on disability and death in the previous 12 months seemed to be the most challenging to respondents, and responses were rare in most Enumeration Areas. Questions on labour force (especially for women and younger people) and fertility also seemed problematic to some respondents.

In **Chin State**, one team of observers noted that the interviews were conducted in the order of the questions, but sometimes there was a back and forth to check and complete the information. The respondents did not refuse to answer any question. The enumerators asked the questions as worded, but sometimes added explanations if the respondent did not understand. In a limited number of cases (four of 38 interviews), the questions were directed. Only a small minority of enumerators (five of the 38) checked the whole questionnaire at the end of the interview. The second team of observers thought the overall quality of the interviews was good, although they also thought that more probing would have been helpful for more accurate data. Village members were sometimes present for the interview, such as the administrator, supervisor, the 10 and 100 Household Leader or neighbours, and they would answer questions for the respondent, especially if the respondent had a low level of education or was elderly and had trouble understanding the census process.

For the most part, the questionnaire was filled in according to the order of questions. The enumerators properly checked the codes. However, there could be data-quality issues related to the age reporting, labour force participation (especially for women too often considered as only doing household work), migration, duration of place of residence and children ever born alive. In many cases, such as the labour force and ever married women sections, the household member serial numbers did not match. Due to the design of the questionnaire, when turning the form over to the questions on the back side, the enumerators easily made mistakes with the serial numbers.

Sometimes the questions were reworded. More often, the responses were inferred or the questions were directed, often for questions that the enumerators could observe the response, such as sex, religion (if there was an image of Jesus or Buddha) and disability. Other inferred responses were for questions that were most common, such as marital status of most household members, place of usual residence, housing characteristics and household assets. The enumerators mostly allowed the respondents to self-identify their ethnicity; they probed in cases in which the respondent had a low level of education or did not understand the word 'ethnicity'. The enumerators would probe by asking, "Are you Chin?" or "Are you Chin or Matue [a subgroup]?" In a few cases, the enumerator probed further after the respondent answered Chin as ethnic group, to get the Chin subgroup. When the children were of mixed ethnicity, the enumerator often asked whether to record the mother's or father's ethnic group. But the observers never witnessed a case in which a mixed ethnicity was recorded as such. For the most part, the enumerators did not check the questionnaire before leaving the house.



An enumerator checking for codes in Chin State

In **Kachin State**, one observer team noted some problems regarding the administering the questions and checking the questionnaire. In general, questions on religion and ethnicity were systematically asked by the enumerators and answered by the respondents. But in some cases, the responses were inferred or directed. Confidentiality was not always respected in a particular township, with two Census Officers and a 10 and 100 Household Leader present during the interviews, which possibly created a forced administrative operation rather than a statistical process. The second team of observers reported that almost all enumerators correctly filled in the questionnaire forms. However, they noted that the enumerators did not seem to understand the definition of 'household head'. Some enumerators skipped the questions on labour force, occupation and industry as well as questions on fertility, especially if the respondents were women.

In **Kayah State**, most of the observed enumerators followed the instructions and complied with the proper interviewing techniques. The questionnaires were filled in systematically, and reference numbers were written down properly. Although the code book was used, the questions on ethnicity, disability, education, main activity status, occupation and industries were not thoroughly asked. In most cases, the original meaning of a question was maintained when it was reworded. Throughout the observed interviews, the respondents did not decline to answer any questions. The observers did not observe any inferring or directing of responses from the enumerators, and most enumerators if not all, checked their questionnaire before leaving the house.

In **Kayin State**, one team of observers noted different approaches to filling in the questionnaire form: by rows per page or by columns per page, which was the most common. Reference numbers were seldom recorded in advance but were always completed, and the observers saw few mistakes. The enumerators had some difficulty turning from page to page to look up who was ever married or employed (as observed in Chin State as well). The observers noted that some enumerators only used the main ethnicity codes (301, 501, 801, etc.). In some cases, it appeared that the enumerator filled in some responses without asking the respondent, mostly for the housing questions. The observers also noticed some problems with the labour force and fertility questions. Most enumerators, but not all, checked the questionnaire before leaving the house. The second team of observers witnessed in fewer than half of the interviews (47 percent) that the enumerator filled in the questionnaire form in the order of the questions. In almost all interviews, the enumerator asked the questions as worded; but in five of 96 interviews the enumerator reworded some questions and gave a different meaning. The enumerator inferred some responses in only two of the 96 interviews, but never directed any response. In more than a quarter of the interviews, the enumerator checked the entire questionnaire before leaving the house.

The enumerators in **Magway Region** completed the questionnaires sometimes in rows, sometimes in columns. In general, the reference numbers were filled in at the beginning of the interview. The declaration of ages seemed adequate because of the family register and other documents on hand that helped in determining ages. The reported data seemed acceptable for age and number of children ever born; however, the observers noticed some problems with the disability and migration modules. On disability, the observers left with the impression that the respondents did not understand the question properly. On migration, there were some mistakes in the place of residence for visitors and also with the duration in the place of usual residence. When it was needed, the enumerators probed with further questions, but generally used the same wording or meaning of the questions. The respondents could self-identify on their ethnicity. The enumerators did not always check the questionnaire at the end of each interview.

In **Mandalay Region**, the enumerators overall were efficient and accurate in recording responses, identifying codes, estimating birth years and ages from the calendar of events and shading the correct area of the questionnaire form. Almost all the enumerators seemed to be familiar with the proper process to fill in the questionnaire, although they used different approaches (going by rows, columns or pages) in completing the forms. Reference numbers were largely filled in systematically. Most respondents were able to give exact ages. Some responses were inferred by the enumerators,

such as the religion and ethnicity of household members, based on the religion and ethnicity of the head of household and literacy from educational attainment. The questions on labour force seemed to be problematic. The question on deaths in the household during the past 12 months appeared to be difficult to ask for some enumerators.

In **Mon State**, questionnaires were filled in systematically in the order of the questions and the reference numbers were also filled in systematically, although the observers thought that the layout of the questionnaire was not user-friendly. The questions were usually asked as worded or, if reworded, they kept the same meaning. In most of the observed interviews, the enumerators allowed the respondents to self-identify on ethnicity. The respondents were cooperative with the enumerators and never declined to answer any question.

The observers noted some issues with questions on labour force, occupation, ever married women and main type of cooking fuel. The observers further noticed some problems of certain definitions in Burmese. For example, the observers found that the translation of ‘census’ in Burmese language had somewhat confused many respondents because it was translated as ‘than kaung sar yin’, meaning ‘midnight list’ (the list of the people who stay overnight in a household). The same word is used for the immigration registration form (traditional listing). ‘Than kaung sar yin’, hence for many respondents, meant that they were supposed to report every member listed in the traditional household list, regardless of the census night and the purpose of the census. (This problem, created by terminology, was also noted by the observers in Rakhine State.) The second definition problem was with the type of cooking fuel. The enumerator usually asked, “What type of fuel do you use for cooking food?” The correct word for ‘food’ in Burmese is ‘asarr asar’, which is also mentioned in the questionnaire. However, the enumerators often asked, “What fuel do you use to cook ‘hta min’?”, which means ‘rice’ but also, literally, ‘food’. Hence, the respondents often referred to the cooking of rice and answered using ‘electricity’ because most of the households use an electric rice cooker. The enumerators rarely checked each completed questionnaire form at the end of the interview.



Enumerators and supervisors checking completed questionnaires in Mon State

In **Nay Pyi Taw Union Territory**, the observers noticed many persons from the census organization team present during interviews. The supporting group, including the supervisor and the 10 and 100 Household Leaders, were often present and interfering in the respondents' answers or answering questions. Questionnaires were filled in systematically, according to the order of the questions. Reference numbers were also systematically completed. Some questions, such as for age, were asked as worded, but the questions for sex, religion and households assets were often inferred and not asked. Other questions were sometimes directed or reworded, though not always keeping the same meaning. Only a minority of enumerators checked the entire questionnaire before leaving the house.

In **Rakhine State**, the non-counting of the Rohingya/Bengali population presents serious problems and inevitable damage to the quality of the census data, as explained in section XIII. In the interviews that were conducted, the observed enumerators performed to a good standard overall. There were no cases in which a household refused to provide information or a respondent refused to provide information on a particular question. The observers noted that no assurance about confidentiality was given in any interview, but they did not think that this affected the quality of the data recorded. No reference was made to the census night either, suggesting that household members were included whether or not they were present at that time. Still, no problems that could have hindered the quality of census data were noted. Sometimes the ethnicity question was asked before the question on religion. Generally, questions relating to sex, disability and ethnicity, place of previous usual residence were not asked, but the responses were inferred.

In **Sagaing Region**, the observers thought the enumerators seemed conscientious in recording responses with diligence, care and in an orderly and neat fashion. The respondents were allowed to self-identify their ethnic group. However, the observers noted a few problems, such as multi-ticking (on construction materials, for instance), skipping questions (on disability, for instance), not observing age filters (on labour force for children younger than 10 years) and inaccuracy of responses for the live births question. In many instances, the enumerators directed responses pertaining to the household characteristics. And the enumerators failed in too many instances to check their questionnaire form at the end of each interview.

One observer team in **Shan State** noticed data quality problems of a somewhat structural nature that pertained to questions about disability, labour force, children ever born and household composition. These are typical issues in census taking, and the observers considered that the frequency with which these occurred in Shan State was well below the level found in most other censuses. The enumerators rarely directed or inferred responses. However, a few problems were reported: jumping back and forth between household members, omitting one or more questions, not observing age filters and completing the data collection for the household head then for the housing information then back to other household members. The observers noticed that questions on disability, migration, labour force and household characteristics presented problems to some enumerators and sometimes to respondents. A minority of enumerators checked the questionnaire form at the end of each interview. However, the second team of observers noticed that the enumerators often checked their questionnaires during and after each interview. They also noted that some enumerators inferred some responses on ethnicity and religion, based on the characteristics of the head of

household, and that literacy was inferred from level of education. Some respondents had difficulty with the live birth and the migration questions.



An enumerator using the manual and code book in Shan State

In **Tanintharyi Region**, the questions were systematically asked as worded, though sometimes rewording was needed to clarify the point for a respondent. The enumerators sometimes inferred or directed questions on ethnicity, occupation, migration and children ever born. More than 90 percent of the enumerators followed the instructions, such as systematically filling in the questionnaire. But overall the enumerators did not systematically check their completed questionnaire form at the end of each interview.

In **Yangon Region**, the observers thought that most of the enumerators recorded responses in an orderly and suitable manner. The codes were systematically filled in by most enumerators. However, some of them used incorrect codes. Most of the enumerators asked questions as worded; but in several cases (questions on ethnicity and religion), some answers were inferred from other household member references. The respondents gave adequate documentation to allow for the correct age of household members. The observers also noted that the question on source of cooking fuel was problematic (as observed in Mon State). Most interviewers did not check the questionnaire when they finished each interview.



An enumerator at the end of an interview in Yangon Region

Overall, the observers thought that the enumeration process went fine and that it should lead to good-quality data.

As shown in table 21, almost all observed households agreed to participate in the census in all areas of the country. Of course, the census was mandatory and under supervision of the MOIP, which together with the presence of observers might have had a positive impact on the observed response rate.

Table 21. Response to the census, per 100 observed interviews, by State/Region

State/Region	Households did not agree to participate in the census enumeration	Households agreed to participate in the census enumeration	The observers could not observe	Total	Number
Ayeyarwady	2.5	97.5	0.0	100.0	120
Bago	0.0	100.0	0.0	100.0	81
Chin	0.0	100.0	0.0	100.0	106
Kachin	0.7	99.3	0.0	100.0	271
Kayah	0.0	100.0	0.0	100.0	158
Kayin	0.0	100.0	0.0	100.0	191
Magway	0.0	100.0	0.0	100.0	98
Mandalay	0.0	100.0	0.0	100.0	125
Mon	0.0	100.0	0.0	100.0	104
Nay Pyi Taw	0.0	100.0	0.0	100.0	69
Rakhine	0.0	100.0	0.0	100.0	93
Sagaing	0.0	99.6	0.4	100.0	247
Shan	0.0	99.0	1.0	100.0	196

Tanintharyi	0.0	99.0	1.0	100.0	98
Yangon	0.0	100.0	0.0	100.0	220
All States/Regions	0.2	99.6	0.2	100.0	2,177

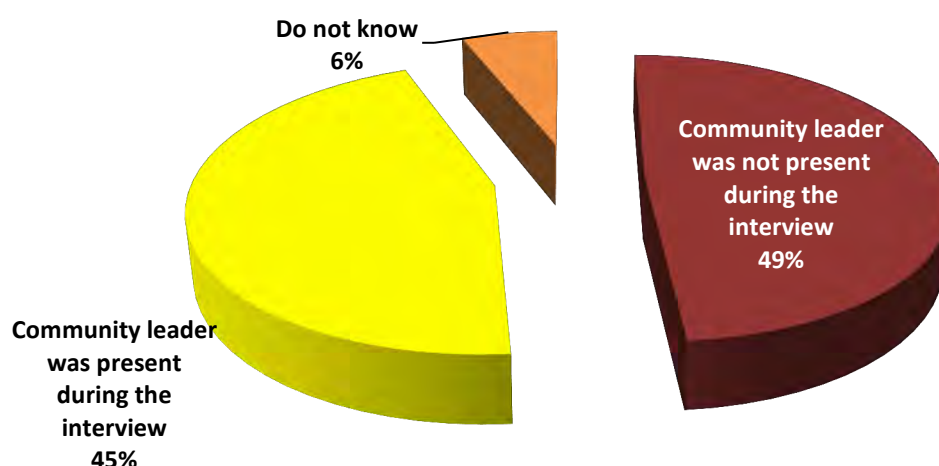
Table 22 presents the proportions of interviews in which a community leader was present during the interviews, with great variation from one area to the next. In Ayeyarwady Region, for instance, community leaders were seldom present, while in Magway Region, Nay Pyi Taw Union Territory, Kayah, Kayin and Rakhine State States, the presence of community leaders was significant (between 66 percent and almost 83 percent).

Table 22. Presence of a community leader during interviews, per 100 observed interviews, by State/Region

State/Region	Community leader was not present during interviews	Community leader was present during interviews	The observers could not observe	Total	Number
Ayeyarwady	87.5	3.3	9.2	100.0	120
Bago	63.0	37.0	0.0	100.0	81
Chin	90.6	9.4	0.0	100.0	106
Kachin	33.6	66.4	0.0	100.0	271
Kayah	32.3	67.7	0.0	100.0	158
Kayin	52.4	47.6	0.0	100.0	191
Magway	22.5	77.6	0.0	100.0	98
Mandalay	48.8	50.4	0.8	100.0	125
Mon	77.9	22.1	0.0	100.0	104
Nay Pyi Taw	26.1	73.9	0.0	100.0	69
Rakhine	17.2	82.8	0.0	100.0	93
Sagaing	22.7	35.6	41.7	100.0	247
Shan	47.5	49.0	3.6	100.0	196
Tanintharyi	31.6	58.2	10.2	100.0	98
Yangon	85.5	14.6	0.0	100.0	220
All States/Regions	48.7	45.3	6.1	100.0	2,177

As figure 17 also illustrates, community leaders were often present during the census interviews. Although the observers often noted that the respondents did not appear disturbed by the presence of officials during their interview, such a practice is not recommended by international standards, which make provision for confidentiality during the interview to collect the best and most accurate data as possible and to insure that the information is kept secret.

Figure 17. Presence of community leader during interviews, per 100 observed interviews



The observers thought that, overall, the declaration of the age of the respondents was satisfactory, although the observers in Chin, Kachin, Kayin and Mon States left with the impression that in about half the observed interviews the age declaration was not accurate, primarily because the enumerators did not use the calendar to calculate the age when provided with a date of birth only. Again, such results may be due to the fact that school teachers are likely to be efficient in mental arithmetic.

Table 23. Adequate declaration of age of respondents, per 100 observed interviews, by State/Region

State/Region	Not adequate declaration of age of respondent	Adequate declaration of age of respondent	The observers could not observe	Total	Number
Ayeyarwady	11.7	88.3	0.0	100.0	120
Bago	0.0	100.0	0.0	100.0	81
Chin	49.1	50.9	0.0	100.0	106
Kachin	39.9	60.2	0.0	100.0	271
Kayah	4.4	87.3	8.2	100.0	158
Kayin	50.3	45.0	4.7	100.0	191
Magway	0.0	100.0	0.0	100.0	98
Mandalay	19.2	80.8	0.0	100.0	125
Mon	42.3	56.7	1.0	100.0	104
Nay Pyi Taw	14.3	85.7	0.0	100.0	70
Rakhine	0.0	100.0	0.0	100.0	93
Sagaing	2.4	95.6	2.0	100.0	247
Shan	1.0	93.9	5.1	100.0	196
Tanintharyi	2.0	98.0	0.0	100.0	98
Yangon	15.1	82.7	2.3	100.0	219
All States/Regions	18.3	79.7	2.0	100.0	2,177

As Figure 18 illustrates, in almost 80 percent of the observed interviews countrywide, the observers thought the age declaration was adequate. Such a result is quite high and encouraging for data

quality and compares well with other censuses in developing countries that usually experience problems in the estimation of ages, especially where the civil registration system is weak.

Figure 18. Adequate declaration of age of respondents, per 100 observed interviews

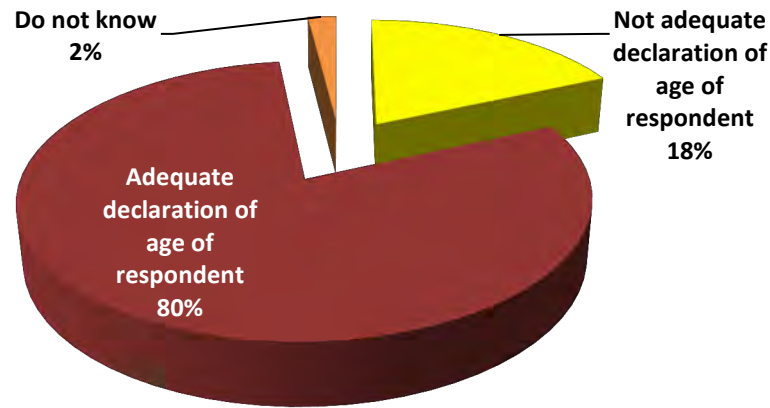


Table 24 shows that, overall, the questionnaire form was filled in systematically in the order of questions (the lowest level observed was in Kayin State, at 67 percent of the cases), and numbers were systematically completed in even larger proportions (the smallest proportion, at 80 percent, in Rakhine State).

The enumerators generally made good use of the code book; when they did not systematically refer to it, it was usually because of the homogeneity of the population in certain areas (the Bamar population in Nay Pyi Taw, for instance) or because the enumerators knew the codes by memory. However, several observers witnessed enumerators who only referred to the main ethnicity codes. If such a practice was widespread, which cannot be deduced from this observation, it might have consequences on the results of ethnicity, which might not properly account for the sub-ethnicities (a thought to keep in mind during data analysis).

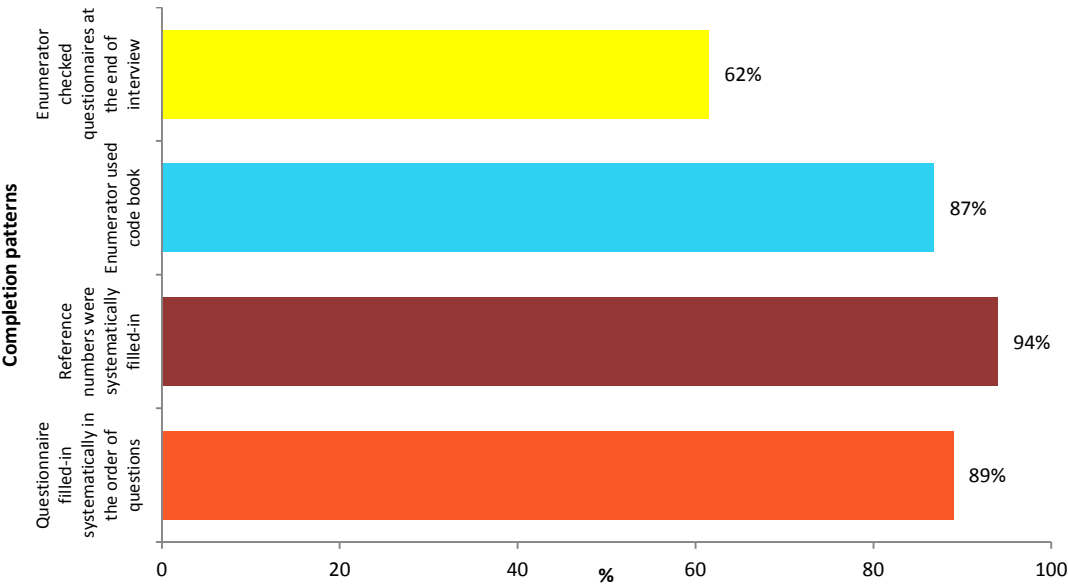
The enumerators systematically checked the questionnaire at the end of each interview in only about 62 percent of the observed interviews. The proportions vary from one area to the next, ranging from 9 percent in Nay Pyi Taw Union Territory to 100 percent in Bago Region.

Table 24. Questionnaire completion patterns, per 100 observed interviews, by State/Region

State/Region	Questionnaire filled in systematically in the order of questions	Reference numbers were systematically filled in	Enumerators used code book	Enumerators checked questionnaire at the end of interview	Number
Ayeyarwady	95.8	98.3	60.8	37.5	120
Bago	100.0	100.0	100.0	100.0	81
Chin	80.2	82.1	68.9	21.7	106
Kachin	94.1	90.4	100.0	95.2	271
Kayah	96.8	98.1	65.8	63.9	158
Kayin	67.0	95.8	86.4	62.8	191
Magway	80.6	99.0	100.0	58.2	98
Mandalay	89.6	92.8	84.0	88.8	125
Mon	88.5	95.2	81.7	41.4	104
Nay Pyi Taw	100.0	100.0	53.6	8.7	69
Rakhine	77.4	80.7	96.8	43.0	93
Sagaing	99.6	98.4	96.8	81.8	247
Shan	89.8	95.9	90.3	43.9	196
Tanintharyi	84.7	93.9	82.7	60.2	98
Yangon	86.8	90.0	95.9	48.6	220
All States/Regions	89.0	94.0	86.8	61.5	2,177

As shown in figure 19, the observers noted that in more than 86 percent of the interviews overall, the enumerators used their code book. Considering that in almost 94 percent of the observed cases the enumerators properly completed the reference numbers and that in almost 90 percent of the cases the enumerators systematically filled in the questionnaire form in the order of the questions, then there is reason to be confident about the quality of the data (under the condition that this sample is representative of what happened countrywide), even if in about 39 percent of the observed interviews the enumerator did not check the questionnaire before leaving the house.

Figure 19. Questionnaire completion patterns, per 100 observed interviews



Except in Rakhine State, the observers noted (Table 25) that the enumerators asked questions as worded (ranging from 70 percent to 100 percent in the other States and Regions; in Rakhine State it was 52 percent).

The observers noticed in only a few instances that the enumerators gave a different meaning when rewording a question. The largest proportion was observed in Kayin State, at nearly 21 percent of the observed interviews.

More worrying is the fact that in Mandalay and Shan Regions, Nay Pyi Taw Union Territory and Chin and Rakhine States, the observers saw a large proportion of interviews in which the enumerators inferred some responses (up to more than 97 percent in Nay Pyi Taw). Although the enumerators tended to infer the obvious responses or based on details for the head of household, such proportions might reveal some weaknesses in the data quality. In many of the same areas, the enumerators also directed some responses (at up to 100 percent in Nay Pyi Taw).

The variations from one state or region to the next might have its roots in the varying quality of training or might be the result of different interpretations by the observers.

Even though the results in table 25 do not take into account the situation of Rohingyas/Bengalis who were not allowed to self-identify as Rohingya, the observers thought that the observed respondents were able to self-identify, ranging from 79 percent in Kayah State to 100 percent in Bago State and Nay Pyi Taw.

Table 25. Interview patterns, per 100 observed interviews, by State/Region

State/Region	Enumerators asked questions as worded	Enumerators reworded some questions and gave different meaning	Enumerators inferred some responses	Enumerators directed some responses	Enumerators allowed respondents to self-identify on ethnicity	Number
Ayeyarwady	95.8	0.8	0.0	17,50	98.3	120
Bago	100.0	0.0	0.0	0,00	100.0	81
Chin	73.6	8.5	48.1	52,83	88.7	106
Kachin	70.1	0.0	0.4	4,80	97.8	271
Kayah	74.1	6.3	8.2	1,27	78.5	158
Kayin	97.4	20.9	12.0	11,52	92.7	191
Magway	95.9	0.0	16.3	0,00	96.9	98
Mandalay	100.0	1.6	55.2	5,60	94.4	125
Mon	93.3	1.0	0.0	4,81	92.3	104
Nay Pyi Taw	100.0	0.0	97.1	100,00	100.0	69
Rakhine*	52.7	1.1	47.3	33,33	93.6	93
Sagaing	99.6	8.1	2.8	68,83	98.4	247
Shan	78.6	0.5	39.3	30,10	92.9	196
Tanintharyi	91.8	4.1	11.2	15,31	85.7	98
Yangon	85.9	2.7	18.2	44,55	93.6	220
All States/Regions	86.4	6.6	19.3	26,09	93.7	2,177

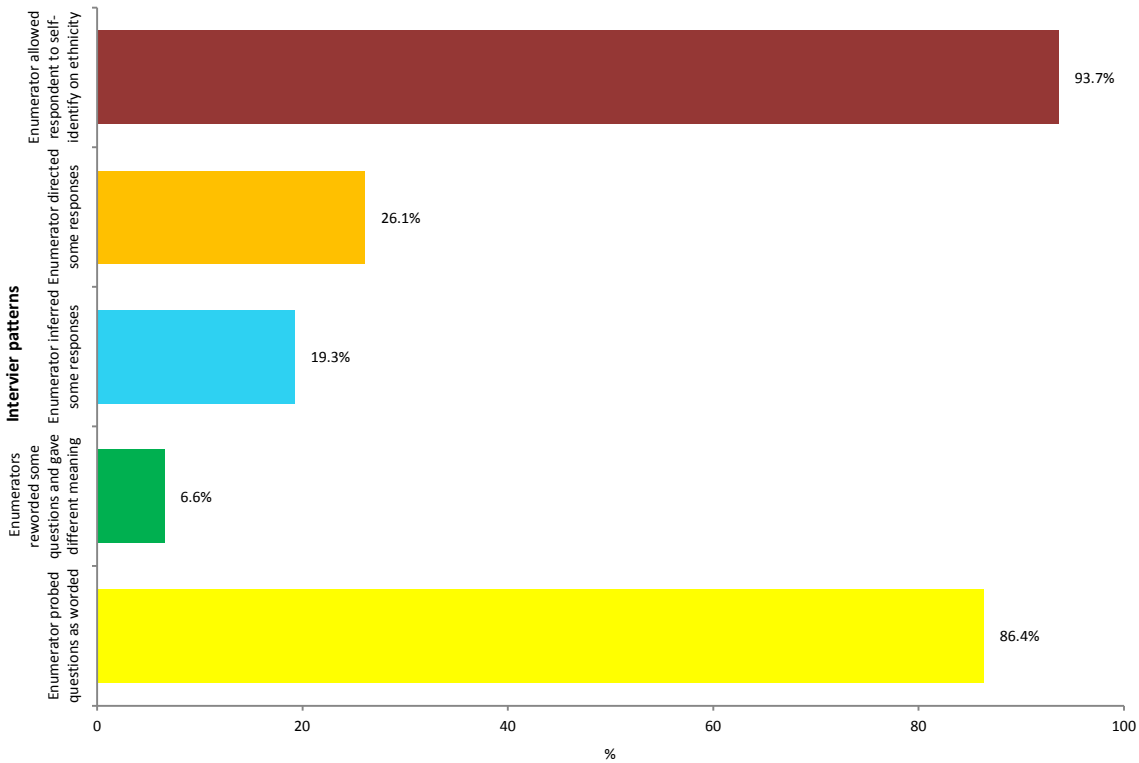
*The Rohingya/Bengali population is not included in these results because they were not enumerated or only partially enumerated.

Figure 20 shows that the observers concluded that overall the enumerators conducted their interviews well, asking questions as worded in more than 86 percent of the cases and giving a different meaning when rewording the questions in only about 7 percent of the cases.

In 20 percent of the interviews, the enumerators inferred some questions, whereas they directed some answers in 26 percent of interviews. Even if the observers were under the impression that the enumerators inferred or directed obvious responses, it does not excuse the fact that respondents were influenced in their answers.

In almost 94 percent of the observed interviews, the respondents could self-identify their ethnicity, except for the Rohingya/Bengali population, who were not allowed to identify as Rohingyas.

Figure 20. Interview patterns, per 100 observed interviews



XIII. Enumeration of the Rohingya/Bengali population in Rakhine State

Two teams of observers were deployed to Rakhine State but did not separate. In the southern part, they mainly followed the census interviews with Rakhine Buddhists, and in the northern part they also observed Rakhine Buddhists enumerations as well as some interviews with Muslim populations, including Rohingyas/Bengalis. This section focuses only on the observation of the Rohingya/Bengali populations and other Muslims ethnic groups (mainly Kaman).

The observers were deployed to three types of areas inhabited by Rohingyas/Bengalis:

- urban wards
- rural villages
- internally displaced persons (IDP) camps.

The observers noted that no interviews were carried out or were completed in the Rohingya/Bengali villages and camps, while interviews were conducted in areas inhabited by the Kaman Muslim population. In mixed Muslim areas, only Kaman households were enumerated.

The sensitization campaign pre-census appeared to have been generally good in the urban areas but less widespread in rural villages, particularly in the Rohingya/Bengali areas. There seemed to be a widespread lack of public awareness, and the observers noted that the advocacy was weak — they

left with the firm impression that the population of these areas did not understand what the census was about.

In the Enumeration Areas inhabited by Muslim populations, interviews were carried out by many enumerators who were to complete the data collection within one day and under police or military protection.



The enumeration process in a Muslim area with armed guards in northern Rakhine State

The observers never witnessed any household refusing to be counted.

The organization of enumerations in this area followed different procedures that were not in line with the field manual and not in compliance with basic census procedures. Three patterns were observed:

- **No enumeration:** Heads of households were first asked their ethnicity. If they replied 'Rohingya', the enumerator moved to another household without completing any census forms. No sticker was affixed on the respondent's dwelling.
- **Partial enumeration:** The enumerators started the interview normally, but households were asked questions only up to question 7 on the census form (regarding religion). If the respondent answered the next question on ethnicity with Rohingya, either the enumerator stopped the interview or the respondent did not want to continue to participate if his/her right to self-identification as Rohingya was denied. No sticker was affixed on the structure of the partially enumerated households.
- **Quasi-completed enumeration, except for the question on ethnicity:** The enumerators completed the questionnaire, leaving the question on ethnicity blank when the respondent identified him/herself as Rohingya. This last situation was only observed in one case in an IDP camp, and the quality of the enumeration was poor due to a tense atmosphere and because the enumerator did not ask all the questions (disability was skipped, for instance). The observers in Kayin State also observed a few Rohingya/Bengali households enumerated using

this same method, but doubts on the veracity of those enumerations remain. No sticker was affixed on the house after the interview.

Most, if not all, of the enumerators were of the Rakhine ethnic group. In some cases, the enumerators were embarrassed and uncomfortable in carrying out interviews in light of the current political situation. In general, the enumerators were local teachers and known to the community. The observers described the enumerators as polite and following the census instructions.

In the IDP camps visited, the observers reported that no enumeration was conducted for the Rohingyas/Bengalis (except the unique one cited above), while the Kaman households were enumerated. In Yangon Region, the observers also witnessed Muslim households that were enumerated and that they declared themselves as Kaman or Bamar.

In many Enumeration Areas and particularly in the IDP camps, the data collection was carried out by teams of up to 30 enumerators (supported by assistants and escorted by armed police and military) because of security arrangements and in an attempt to complete the process in one day. This process was chaotic, with teams seemingly roaming from house to house in an unsystematic way, sometimes calling on households already visited (but with no sticker evident) and omitting some households.



Enumerators conducting census interviews in a Muslim area in northern Rakhine State

In Muslim households that identified as an ethnic group other than Rohingya (Kaman, for instance), the observers noted that they were properly counted. But important problems of confidentiality were observed in the Muslims areas, with sometimes 10 to 20 people assisting the interviews.

The Rohingya/Bengali population were deliberately not counted in most areas visited by the observers. Additionally, the observers were informed by Department of Population officials in one

Township Census Office that all questionnaires that were incomplete because of the Rohingya issue would be returned as 'blank' forms.

In the Rohingya/Bengali areas, the observers declared the census process a complete failure. It appeared to them that the local Rohingya/Bengali populations very much wanted to participate in the census but were prevented from doing so by the census field staff and the Department of Population officials. The observers concluded that any claims of a Rohingya/Bengali respondent refusing to take part should be refuted, at least in the areas they observed. In technical terms, a 'refusal' occurs when a respondent or groups of respondents do not want to participate in the census, which was never witnessed by the observers.

XIV. Conclusions and recommendations

After three decades without a Population and Housing Census, Myanmar conducted a census from 30 March to 10 April 2014 throughout the country, except in some parts of Kachin State controlled by the Kachin Independence Organization, in some areas controlled by armed groups of other States or Regions and in the Rohingya/Bengali areas in Rakhine State.

The census observation mission did not observe areas that were enumerated before 29 March 2014, during the 'Early Census' (in Pan Hseng and Mine Lar in the Wa area; Puta-O in Kachin State and Co-Co Island in Yangon Region).

Throughout the data collection, teams of international and national experts independently observed the enumeration in all States and Regions. Based on the observations in 121 townships, 901 enumeration areas and 2,193 interviews (2,177 fully observed and 16 partially observed), the observation mission concludes that the census in Myanmar was overall a success in the areas under observation, with exception of areas inhabited by Rohingyas/Bengalis in Rakhine State and elsewhere. If the observation mission is a true reflection of the field exercise countrywide, overall and except with the case of Rakhine State, the data collection was considered good and in line with census procedures.

The publicity, advocacy and communication campaign was considered very good; publicity materials were seen throughout the visited territory. The observers noticed posters, billboards, audio publicity, community meetings, pamphlets and hand fans even in villages and remote places.

The observers also noticed that the population was well aware of the census exercise and that they wanted to be counted. In no instance did an observer encounter a household or a respondent who refused to be counted. The respondents welcomed the enumerators, the general atmosphere around the census was positive, and the mobilization of communities around the census was impressive.

That the observed enumerators were typically from the area where they were assigned to conduct the data collection also greatly helped with potential ethnic, cultural, religious and language issues. The observers did not note any major language difficulty for the enumerators and the respondents, who generally spoke a common language. In the few cases in which the enumerators did not speak the dialect of the household, there was always someone from the family or the community to translate the questions and answers.

The organization of the Census Offices varied from one area to the next, but overall the observers noticed that the data collection ran smoothly. The mobilization of the MOIP Officers was impressive, and they exerted, together with local community leaders, volunteers and NGO staff, every effort to make the census a success.

Despite the overall good enumeration, the observers noted that there was no plan for retrieving the questionnaires at the time of the enumeration. Township Officers could not say exactly when and how the completed questionnaire forms were to be sent to the Data Processing Centre in Nay Pyi Taw. This lack of preparation at a key point of the census, together with the fact that completed questionnaires were to be stored for weeks in offices not always adequate to keep census data, raised some concerns for the security of the questionnaires and their confidential treatment.

In all visited areas, the enumerators were assigned and working. In no instance did an observer note any missing enumerator. The census materials were readily available, and in all areas under observation, the enumerators were equipped with the correct census materials. No serious shortages were noticed. The enumerators, who were primarily female school teachers, had all received their census outfit, and most wore the complete uniform (the cap was less used).

The observers reported that the enumerators, in an overwhelming proportion, conducted the interviews with diligence, patience and professionalism. The observers regarded the enumerators as capable and commended their dedication to the census. The enumerators were occasionally accompanied by members of the community, which was sometimes considered intrusive. The observers noted that the enumerators seldom referred to their Enumeration Area map and/or structure listing. They also often failed to systematically check their questionnaire at the end of each interview.

The observed enumerators paid good attention to completing the questionnaire as instructed, using the required 2B pencil and making sure of their handwriting. As well, the enumerators took good care of the questionnaires, making sure that they remained clean, dry and flat.

The observers did not witness any data manipulation by any enumerator, such as by not counting households or households members — except in Rakhine State — or by adding households or households members.

However, the enumerators sometimes inferred or directed some responses, although this seemed to be based on obvious criteria rather than an intention to manipulate the responses (it still remains out

of line with basic census standards). Questions on religion, ethnicity, education and household characteristics and assets were sometimes inferred or directed.

The question on ethnicity was often inferred or directed, which might raise an issue on the validity of the results of this specific question. The enumerators were often observed recording the main ethnicity of a respondent rather than the sub-ethnicity.

The enumerators failed to refer to three essential census components. First, they seldom explained the census when starting the interview (possibly because people had been informed beforehand). Second, an important proportion did not explain the concept of confidentiality of responses. Third and most importantly, the enumerators did not systematically refer to the census night, which is a core concept to determine the residence at the time of the census in a de facto census.

Some questions seemed problematic to the observers: labour force activity, employer and occupation questions were not always well answered, together with the modules on migration and births to married women.

The exclusion of the Rohingya/Bengali population from the census enumeration presents serious methodological problems. In a de facto census, all persons present during the reference night of the census must be included in the headcount. This was not the case for an important part of the population in Rakhine State and in other areas inhabited by Rohingyas/Bengalis. By not allowing these specific subpopulations to self-identify and be counted, the census in these areas fell short of international standards. The resulting undercount will not only have a negative impact on the census results at the State and Region levels but also at the national level if the missing population is not included, based on a proper count.

Based on the conclusions of the observers, the following recommendations are offered for the data analysis of and to resolve issues with the 2014 Myanmar Population and Housing Census and recommendations for future censuses.

Regarding the quality of the current census, it is recommended:

- Find a rapid and acceptable solution to include the Rohingya/Bengali population in the census process as soon as possible.
- Ensure the quick and secure transportation of the completed questionnaires to the Data Processing Centre at the Department of Population in Nay Pyi Taw.
- Based on a potential mix of de facto and de jure methodology, look at the structure of the population included in the census by age and sex, especially at the category of the population prone to being mobile (adult males working in agriculture and seasonal workers, for instance).
- Look critically at the results of the analysis on the question of ethnicity, especially if sub-ethnicities are ultimately properly recorded.
- Look critically at the results of the analysis on the labour force activity, occupation and industry, household characteristics and household assets questions.
- Look critically at the results of the analysis on the migration, mortality and fertility questions.

Regarding the quality of future censuses and large-scale surveys, it is recommended:

- Ensure good and consistent training of enumerators throughout the country, and emphasize the way enumerators must introduce the enumeration and must ask questions.
- Encourage the use of the Enumeration Area maps.
- Ensure that confidentiality is respected.
- Look at the way the questionnaire is designed to ensure that all questions are easy to administer (try to avoid problems when turning the pages).
- Look at the way questions on labour force, activity and occupation are worded, taking into account the specificities of the country. Closer attention to international standards regarding the measurement of labour force status should be considered.
- Ensure that the offices in which questionnaires are to be stored are suitable for sensible secure data keeping.
- Ensure that a retrieval plan is shared with subnational offices before the beginning of the enumeration.
- Ensure that all parties agree on the census, its concepts and components before the start of the data collection to avoid the non-counting or undercounting of certain subpopulations.

Bibliography

- Ministry of Immigration and Population (2014). *Census Field Instructions Manual Enumerator and Supervisor: 2014 Census Myanmar*. Nay Pyi Taw: Government of Myanmar.
- Ministry of Immigration and Population and United Nations Population Fund (2014). *Census Law: 2014 Census Myanmar*. Nay Pyi Taw: Government of Myanmar.
- Ministry of Immigration and Population (2014). *Guide for Enumerator Training: 2014 Census Myanmar*. Nay Pyi Taw: Government of Myanmar.
- Ministry of Immigration and Population (2014). *Guide for Supervisor Training: 2014 Census Myanmar*. Nay Pyi Taw: Government of Myanmar.
- United Nations Department of Economic and Social Affairs (2008). *Principles and Recommendations for Population and Housing Censuses, Revision 2*. New York: United Nations.
- Devasahayam, Theresa and U Than Sein (2014). Myanmar Census Observation Mission, Ayeyarwady Region Report. Unpublished.
- Banthia, Jayant and Nyein Chan (2014). Myanmar Census Observation Mission, Bago Region Report. Unpublished.
- Haug, Werner and Johan Dawt Lian (2014). Myanmar Census Observation Mission, Chin State Team 1 Report. Unpublished.
- Mizoguchi, Nobuko and Nyana Soe (2014). Myanmar Census Observation Mission, Chin State Team 2 Report. Unpublished.
- May Thwet Hlaing and Lantona Sado (2014). Myanmar Census Observation Mission, Kachin State Team 1 Report. Unpublished.
- Maung-Maung Toe and Helio Xavier (2014). Myanmar Census Observation Mission, Kachin State Team 2 Report. Unpublished.
- Nang Mo Hom and Kanayo Ogujuiba (2014). Myanmar Census Observation Mission, Kayah State Team 1 Report. Unpublished.
- Andersson, Ronnie and Nyi Nyi Aung (2014). Myanmar Census Observation Mission, Kayin State Team 1 Report. Unpublished.
- Samosir, Omas and Swe Swe Win (2014). Myanmar Census Observation Mission, Kayin State Team 2 Report. Unpublished.
- Chekir, Hafedh and Aung Kyaw Phyo (2014). Myanmar Census Observation Mission, Magway Region Report. Unpublished.
- Guerrero, Margarita and Kyaw Lin Thant (2014). Myanmar Census Observation Mission, Mandalay Region Report. Unpublished.
- Fontana, Roberta and Wanna More (2014). Myanmar Census Observation Mission, Mon State Report. Unpublished.
- Rojas-Cabrera, Eleonora and Nyan Win (2014). Myanmar Census Observation Mission, Nay Pyi Taw Union Territory Report. Unpublished.
- Bianchini, Roberto, Thein, W., Shwe Yee Win and White, I. (2014). Myanmar Census Observation Mission, Northern Rakhine State Report. Unpublished.
- Bianchini, Roberto, Thein, W., Shwe Yee Win and White, I. (2014). Myanmar Census Observation Mission, Southern Rakhine State Report. Unpublished.

Compton, Garnett and Toe Myint (2014). Myanmar Census Observation Mission, Sagaing Region Team 1 Report. Unpublished.

Basuayi, Clement Bula and Ye Thaung Htut (2014). Myanmar Census Observation Mission, Sagaing Region Team 2 Report. Unpublished.

De Bruijn, Bart and Thida Oo (2014). Myanmar Census Observation Mission, Shan State Team 1 Report. Unpublished.

Baxter, Rick and Sai Mein (2014). Myanmar Census Observation Mission, Shan State Team 2 Report. Unpublished.

Donang, Judith and Khin Ma Ma Swe (2014). Myanmar Census Observation Mission, Tanintharyi Region Report. Unpublished.

Neupert, Ricardo, Khin Thus Zar Win and Tun Tun Win (2014). Myanmar Census Observation Mission, Yangon Region Team 1 Report. Unpublished.

Bado, Arustude, Myo Oo and Naw Mar Moora (2014). Myanmar Census Observation Mission, Yangon Region Team 2 Report. Unpublished.

Appendices

A. Form A: Office Observation

<p>Myanmar Population & Housing Census 2014 Observation Mission</p> <p><i>Office Observation</i> <i>Form A</i></p>
--

Name of the Observers	
Date of observation	
State/Region of observation	
Township of observation	
Date of visit	

(Y= Yes; N=No; NA=Non-applicable ; DK=Do not know-not observable)

1	Was publicity/advocacy material visible in the area? State the type and number of advocacy/publicity material	
2	Was there a storage room only dedicated to census materials?	
3	Was (were) the room(s) clean?	
4	Were census materials properly stored?	
5	Were census materials properly organised?	
6	Was (were) there dedicated space(s) to safely keep the blank questionnaires?	
7	Was (were) there dedicated space(s) to safely keep the completed questionnaires?	
8	Was (were) there space(s) to keep blank and completed questionnaires apart?	
9	Were there shelves to keep the completed questionnaires?	
10	Were there locked office(s)/room(s)/safe(s) to safely keep completed questionnaires?	
11	Other Comments	

B. Form B: Enumeration Observation

Myanmar Population & Housing Census 2014 - Observation Mission Enumeration Observation Form B				
Name of the Observers		Date of observation		
State/Region of observation		Township of observation		
Ward/ Village track of observation		Enumeration Area code		
0. Was publicity advocacy material visible around and in the Enumeration Area?				
Interview check list (Y= Yes; N=No; NA=Non-applicable ; DK=Do not know-not observable)		Household Number		
		1	2	3
1	Gender of enumerator:			
2	Enumerator wears census ID?			
3	Enumerator wears census vest and hat?			
4	Enumerator uses the census bag?			
5	Enumerator has census blank questionnaires?			
6	Enumerator has EA summary sheet?			
7	Enumerator has Field Enumeration Manual?			
8	Enumeration has Notebook?			
9	Enumerator uses Clipboard?			
10	EA Structure Listing Form checked?			
11	EA Map checked?			
12	Selection of the correct house according to the map/listing form?			
13	The 10/100 Household Leader helps the enumerator in finding the correct house?			
14	The 10/100 Household Leader is present during the enumeration interview?			
15	Household agrees to respond to the census enumeration?			
16	Enumerator properly organizes the documents (plastic bag/census bag)?			
17	The questionnaire(s) are clean (dry, flat)?			
18	Enumerator explains the census to respondents (inc. confidentiality)?			
19	Enumerator refers to census night?			
20				
21	Questionnaire filled-in systematically in the order of questions?			
22	Reference numbers are systematically filled-in?			
23	Enumerator uses code book?			
24	Enumerator uses 2B pencil?			
25	Adequate declaration of age of respondent? (use of calendar)			
26	Enumerator and respondent speak same language?			
27	Enumerator has to translate in local language (not Burmese)?			
28	Enumerator has to rely on external translator, if yes who?			
29	Enumerator probes questions as worded?			
30	Enumerator rewords some questions but keeps same meaning?			
31	Enumerators rewords some questions and gives different meaning (state which questions, and elaborate)			
32	Enumerator infers some responses (state which responses, and elaborate)			
33a	Enumerator directs some responses (state which responses, and elaborate)			
33b	Enumerator allows respondent to self-identify on ethnicity?			
34	Respondent seems to understand the process?			
35	Enumerator is polite and well behaved?			
36	Which questions the respondent refused to answer (state questions if any):			
37	Enumerator checks the entire questionnaire before leaving the household?			
38	Enumerator puts a sticker on the walls at the end of enumeration?			
39	If Household not present, the enumerator leaves a call-back card?			
40	Duration of interview			
41	Comments			

C. Form C: Daily Report

<p>Myanmar Population & Housing Census 2014 Observation Mission</p> <p><i>Daily Log Sheet</i> <i>Form C</i></p>

State/Region:	Township(s)	EAs :
Observer 1 :		Observer 2 :
Date:		
Activities observed today:		
Number of interviews observed:		
List of people met: (names are not needed)		
Comments:		

D. Form D: List of Persons Met

Myanmar Population & Housing Census 2014 Observation Mission List of people met. Form D	
Region/State	
Townships	
Observer 1	
Observer 2	

Date	Name if available	Role	Place

E. State/Region reporting format

<p>Myanmar Population & Housing Census 2014</p> <p>Observation Mission</p> <p>Report Format</p> <p>State/Region...</p> <p><i>Observer 1.....</i> <i>Observer 2.....</i></p>	
--	--

Contents

1. Executive Summary	2
2. Description of the Area under Observation	2
3. Description of the State/Regional Census Offices	2
4. Description of the Township Census Offices	2
5. Description of the EAs under observation.....	2
6. Profile of enumerators	2
7. Availability of census materials	2
8. Handling of Questionnaire.....	2
9. Selection of household	3
10. Language issues	3
11. Overall quality of interview	3
12. Quality of data	3
13. Attitude of respondents	3
14. Communication and Publicity.....	3
15. Conclusions.....	3
16. Appendices	3
Forms A "Office Observation Form"	3
Forms B "Enumeration Observation Form"	3
Forms C "Daily Log Sheet"	3
Forms D "List of person met"	3

F. Census observation methodology

Myanmar Population & Housing Census 2014

Observation Mission

Methodology

What is Census Observation?

- Census Observation is an exercise that **aims at helping** the census. The observation of a census is made to understand the potential problems, issues, challenges faced by the census, as well as the good practices and successes.
- Census observation is **not a judgmental exercise** to say that this person or that person is not working properly, but rather to identify the weaknesses and strengths of the census.
- In short, the observation is **an essential assignment that serves to inform the census exercise**, using consistent tools, **to help with the success of the census 2014**.

What is an observer for the census?

- The observer is a spectator, a **neutral witness of the census process**
- The observer **is not a controller**
- The observer **only observes and does not interview census personnel nor respondents**
- The observer **only observes and does not give his opinion** to anybody on anything related to the census exercise, politics, religion or any other subject
- The observer **does not interfere** with the process in anyway, even if the observer notices something wrong (in such a case the observer needs to inform immediately the Census Observation Coordinator)
- The observer **does not answer to any media** and **does not give any interviews** related to his assignment, or does not disclose to the press, her/his friends, social media, or on email, anything he/she has observed

The points of the observation mission are to:

- Observe the census enumeration process
- Observe the profiles of the enumerators
- Observe if the enumerators run the enumeration according to the census' training rules
- Observe language proficiency of the enumerators (translation into non-Myanmar languages)
- Observe the degree of accessibility to the households
- Observe how specific populations are recorded (migrants; ethnic and religious minorities, etc.)
- Observe the understanding of the census by the respondents
- Observe the acceptance/rejection of the census by the respondents
- Observe the potential for frauds/manipulation of census data
- Observe the overall challenges met by the enumerators
- Observe the overall good practices and successes of the census

Overall objectives of the observation mission:

- To observe the census process and the way data are collected in a selected number of townships and enumeration areas
- To observe objectively the census against international standards and national legislation in order to increase the credibility and transparency of the census process
- To provide regular feedback to the Government during and after the census activities
- To document lessons learned and good practices for building capacity in future censuses.

Tasks before the field observation of the census:

- Get acquainted and study the census instruments, including questionnaires; forms; manual and guides
- Follow a training
- Sign the “Rules of Operations”

Steps to follow when arriving at the State/Regional/Township Office:

- Introduce yourself and explain your mission to the Officials (Local, Political, Cultural, religious Leaders, etc.) and to Census Officials : explain clearly what is the point of the observation mission, and that all data collected are totally anonymous, and will only be used to understand the broad census exercise
- Inform them that you will follow data collection in the specific EAs allocated to you, and ask the contact number of the supervisors/enumerators if you need to make appointments with them. You can ask guidance as how to meet the enumerators in the specific EAs, and how to get there to the Census Officials (i.e. Township Officers).
- Understand how the Census Office is organized using Form A “Office Information Form”

Steps to follow when arriving in your area of observation (Enumeration Area):

- When arriving in an EA, **first introduce yourself to the Head of the Village or any other Local Leader and explain your mission to the Officials** (Political, Cultural Leaders, etc.) and to Census Officials : explain clearly what is the point of the observation mission, and that all data collected are totally anonymous, and will only be used to understand the broad census exercise
- **Find the supervisors/enumerators and introduce yourself and explain clearly what is the point of the observation mission**, and that all data collected are totally anonymous, and will only be used to understand the broad pilot census exercise
- **Ask the permission to the enumerator to observe the census enumeration process**. If the enumerator agrees, you will sit in three consecutive interviews (if problems of times/accessibility, sit in two interviews).
- Then proceed to the first household together with the enumerator, and after the enumerator has introduced him/herself, **ask permission to the main respondent to observe the enumeration** while introducing yourself and explaining clearly what is the point of the observation mission,

and that all data collected are totally anonymous, and will only be used to understand the broad census exercise

- Start the observation of the enumeration and complete the form B (Enumeration Observation Form)
- You will complete one form per EA, and one column for each household (3 hhds per EA)
- At the end of the enumeration, thank all the Respondents, and reassure them of the use of the check-list forms and the role of the mission
- At the end of the observation of the three households, thank the Field Workers, and reassure them of the use of the check-list forms and the role of the mission

Tasks after the observation:

- Every evening complete the “Daily log sheet” (including all the comments you have observed during the day), and send it to the Observation Coordinator via internet (censusobservation2014@gmail.com with copy to nancystiegler@yahoo.fr). If you cannot make internet contact please send sms or phone call to the number provided (Nancy Stiegler).
- Type all the answers of the check-list forms in electronic format (one paper form=one electronic form) under one document (name and save the document as follow: observationyourstate/region.docx)
- Analyze the results of form A (Office Observation Form A)
- Analyze the results of form B (Enumeration Observation Form B)
- Develop the observation report according to the final report format
- Send an interim report by the 5th April and the check-list forms in electronic format to the Census Coordinator via internet (census2014@gmail.com with copy to nancystiegler@yahoo.fr)
- Take part in the workshop on 11/12 April to discuss feedback, and finalize reports (final reports and appendixes (check-list forms) to be given to Census Coordinator at the end of the workshop)

G. Rules of observation

Myanmar Population & Housing Census 2014

Observation Mission

Rules of Operation for Observers

I.....

An Observer for the 2014 Myanmar Population and Housing Census do undertake to observe the following Rules of Operation for Observers in the conduct of my assignment:

1. I will conduct the observation according to the terms of reference and the procedures and methods set and explained during the training.
2. I will not speak to the press during this assignment as Observer.
3. I will at all times be mindful that my assignment is only to observe the Census data collection process.
4. I will not interfere with the data collection exercise in any way or at any time.
5. I will not accept any gifts or money from any person.
6. I will remain strictly neutral and objective at all times while performing my assignment as Observer.
7. I will not discuss political, religious or cultural issues, or allow myself to be involved in controversial arguments.
8. I will strictly respect the confidentiality of all aspects of the Census process.
9. I will report, as directed, only to the Observation Coordinator
10. I will be civil at all times to the local population and to all Census Staff.

Signature : ----- Date: -----

H. Dos and don'ts

Myanmar Population & Housing Census 2014

Observation Mission

The “Dos” and the “Donts”

THE DOs

- First Introduce yourself to the census authorities in your area
- Be respectful of the general public (politeness, dress codes, feeding etc.)
- Explain clearly the point of your mission to Census Officials, Field Workers and Respondents ; “not control, no judgment”
- Always ask first the Enumerator if you can follow enumeration interviews
- Always ask first the Respondent if you can assist to the enumeration interview
- Be aware of specific security and safety issues in your area
- Contact immediately the Observation Coordinator in case of questions or problems
- Send your daily log sheet to the Observation Coordinator at the end of each day; if not possible make daily telephonic contact with the Observation Coordinator
- Submit your report and all the form in electronic format

THE DONTs

- Do not change the selected areas of observation without prior agreement with the Census Coordinator
- Do not interview census personnel nor respondents
- Do not interfere with the census process
- Do not speak to the press before, during or after the census
- Do not accept any gifts of any kind during your assignment
- Do not participate in any controversial discussion which could discredit the neutrality of the observation mission

I. Composition of the observer teams

International observers	National observers	State/Region of posting
Nancy Stiegler		Yangon/all areas
Ian White	Shwe Yee Win	Rakhine
Roberto Bianchini	Win Thein	
Werner Haug	Johan Dawt Lian	Chin
Nobuko Mizoguchi	Nyana Soe	
Margarita Guerrero	Kyaw Lin Thant	Mandalay
Bart de Bruijn	Thida Oo	Shan
Rick Baxter	Sai Mein	
Lantona Sado	May Thwet Hlaing	Kachin
Helio Xavier	Maung-Maung-Toe	
Hafedh Chekir	Aung Kyaw Phyo	Magway
Ricardo Neupert	Khin Thu Zar Win, Tun Tun Win	Yangon
Aristide Bado	Myo Oo, Naw Mar Moora	
Garnett Compton	Toe Myint	Sagaing
Clement Bula Basuayi	Ye Thaug Htut	
Roberta Fontana	Wanna More	Mon
Theresa Devasahayam	U Than Sein	Ayeyarwady
Jayant Banthia	Nyein Chan	Bago
Ronnie Andersson	Nyi Nyi Aung	Kayin
Omas Samosir	Swe Swe Win	
Eleonora Rojas Cabrera	Nyan Win	Nay Pyi Taw
Kanayo Ogujuiba	Nang Mo Hom	Kayah
Judith Donang	Khin Ma Ma Swe	Tanintharyi

J. Terms of reference for the international observers

TOR

International field observers of Myanmar Population and Housing Census

Context

Myanmar will conduct a Population and Housing Census from 30 March to 10 April 2014, for the first time after three decades. A widely accepted and accurate census will enable evidence-driven planning and policy-making for the first time in Myanmar history and provide basis for variety of social, economic and political reforms.

A census is a massive statistical operation, which requires diligent planning and proper expertise. As with most countries conducting a census, Myanmar faces operational and communication challenges. These challenges need to be addressed in a forward looking and proactive manner. Furthermore, it is important to understand the quality of the census enumeration process and its alignment with international standards.

Census observation missions are an established tool for risk mitigation in censuses. Census observation missions were recently conducted in countries in Europe, Africa and Asia. A tested and established core methodology is available and will be adapted to the specific context and requirements of Myanmar. UNFPA and the Government of Myanmar have agreed on an observation mission for the country. This observation mission has the following goals: 1) to document the census process and the way data are collected in a randomly selected number of townships and Enumeration Areas; 2) to provide regular feedback to the Government during and after the census activities; 3) to observe objectively the census against international standards and national legislation in order to increase the credibility and transparency of the census process; 4) and to document lessons learned and good practices for building capacity in future censuses.

Tasks of the observers

The observers will be trained prior to the census on the Myanmar census processes, the rules of engagement for the observation mission, information collection and standard reporting. The observers will then be dispatched in pairs of international and national monitors to identified Enumeration Areas for the duration of the census.

The observers will be expected to:

- a) Pre-census
 1. Attend training on 28 March 2014.
 2. Establish themselves in their State or Region and prepare for monitoring activities.
- b) During the census
 3. Visit the Census Offices at State/Region/district/township levels.
 4. Observe the actual enumeration in their respective State/Region and township of observation (using specific forms).
 5. Write daily reports and send it to coordinator (using specific format).
 6. Make daily telephonic contacts with coordinator to insure safety.

c) Post-census activities

7. Produce input to a monitoring report for their respective state or region (using specific format).
8. Participate in debriefing workshop.

Basic rules of operations

1. The observers will act as neutral witnesses of the enumeration process,
2. The observers are independent statisticians/demographers/social scientists that are not involved in the census process in any way.
3. The observers are instructed not to interfere with the enumeration process in any way, even if they notice problems in the conduct of the enumeration.
4. The observer is not entitled to share his/her opinion about anything related to the enumeration, including matters of politics, religion or any other subject.
5. The observers are instructed not to answer to media or give interviews related to their assignment.
6. The observers are instructed not to disclose any information on their observation to third parties.

Expected deliverables

- a) Attend training and be able to use knowledge acquired in the observational activities during the census.
- b) At the end of each day during the census (30 March–10 April) collate data, work on the State/Region report and send daily report to coordinator (or at least make telephonic contact).
- c) Participate in a meeting on 11 or 12 April to work on the reports, discuss findings and impressions.

Required qualifications

- a) Advanced university degree in population studies/statistics or related fields;
- b) Good English language skills (speaking/writing);
- c) Experience in quantitative and qualitative research;
- d) Capacity to collate, tabulate data and gather information in a clear and concise manner;
- e) Previous experience with data collection and censuses/large scale surveys;
- f) Previous working experience in post-conflict environment an advantage;
- g) Capability to endure difficult working conditions;

K. Terms of reference for the national observers

TOR

National field observers of Myanmar Population and Housing Census

Context

Myanmar will conduct a Population and Housing Census from 30 March to 10 April 2014, for the first time after three decades. A widely accepted and accurate census will enable evidence-driven planning and policy-making for the first time in Myanmar history and provide basis for variety of social, economic and political reforms.

A census is a massive statistical operation, which requires diligent planning and proper expertise. As with most countries conducting a census, Myanmar faces operational and communication challenges. These challenges need to be addressed in a forward looking and proactive manner. Furthermore, it is important to understand the quality of the census enumeration process and its alignment with international standards.

Census observation missions are an established tool for risk mitigation in censuses. Census observation missions were recently conducted in countries in Europe, Africa and Asia. An established core methodology is available and will be adapted to the specific context and requirements of Myanmar. UNFPA and the Government of Myanmar have agreed on an observation mission for the country. This observation mission has the following goals: 1) to document the census process and the way data are collected in a randomly selected number of townships and Enumeration Areas; 2) to provide regular feedback to the Government during and after the census activities; 3) to observe objectively the census against international standards and national legislation in order to increase the credibility and transparency of the census process; 4) and to document lessons learned and good practices for building capacity in future censuses.

Tasks of the observers

The observers will be trained prior to the census on the Myanmar census processes, the rules of engagement for the observation mission, information collection and standard reporting. The observers will then be dispatched in pairs of international and national monitors to identified Enumeration Areas for the duration of the census.

The observers will be expected to:

- a) Pre-census
 1. Attend training on 28 March 2014.
 2. Establish themselves in their State or Region and prepare for monitoring activities.
- b) During the census
 3. Visit the Census Offices at State/Region/district/township levels.
 4. Observe the actual enumeration in their respective state/regions and townships of observation (using specific forms).
 5. Write daily reports and send it to coordinator (using specific format).

6. Make daily telephonic contacts with coordinator to insure safety.

c) Post-census activities

7. Produce input to a monitoring report for their respective State or Region (using specific format).
8. Participate in debriefing workshop.

Basic rules of operations

1. The observers will act as neutral witnesses of the enumeration process,
2. The observers are independent statisticians/demographers/social scientists who are not involved in the census process in any way.
3. The observers are instructed not to interfere with the enumeration process in any way, even if they notice problems in the conduct of the enumeration.
4. The observers are not entitled to share their opinion about anything related to the enumeration, including matters of politics, religion or any other subject.
5. The observers are instructed not to answer to media or give interviews related to their assignment.
6. The observers are instructed not to disclose any information on their observation to third parties.

Expected deliverables

- a) attend training and be able to use knowledge acquired in the observational activities during the census;
- b) at the end of each day during the census (30 March–10 April) collate data, work on the state or region report and send daily report to coordinator (or at least make telephonic contact); and
- c) participate in a meeting on 11 April to work on report, discuss findings and impressions.

Required qualifications

- a) university degree;
- b) good English language skills (speaking/writing);
- c) good language skills in the local language of observed zone (speaking);
- d) experience in quantitative and qualitative research;
- e) capacity to collate, tabulate data and gather information in a clear and concise manner;
- f) knowledge of locality of enumeration an advantage; and
- g) capability to endure difficult conditions;

Other requirements

Observers will be required to arrange their own transportation and insurance in their respective monitoring State or Region.

To find out more information visit:

www.dop.gov.mm

<http://myanmar.unfpa.org/census>
