



Government of Pakistan  
M/o Planning Development & Special Initiatives  
**Pakistan Bureau of Statistics**  
21-Mauve Area, G-9/1  
Islamabad



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No. Census. PD&SI (1)/2020

Islamabad dated 8<sup>th</sup> September, 2021

Subject: **MINUTES OF THE 8<sup>th</sup> MEETING OF COMMITTEE CONSTITUTED FOR RECOMMENDATIONS & ADOPTION OF BEST PRACTICES FOR UPCOMING POPULATION CENSUS**

Kindly find enclosed herewith minutes of the 8<sup>th</sup> meeting held on 24<sup>th</sup> August, 2021 (Tuesday) at 03:00 PM in the Committee Room at 1<sup>st</sup> Floor of M/o PD&SI, Islamabad duly approved by the Chairman of the Committee, (Deputy Chairman Planning Commission) for information please.

**(Muhammad Sarwar Gondal)**  
Member / Secretary of the Committee  
Consultant on Digital Census

**Distribution: -**

1. Mr. Muhammad Ahmad Zubair, Chief Economist
2. Professor Dr. Muhammad Nizamuddin, Independent researcher
3. Dr. G. M. Arif, Independent Researcher, Ex Joint Director, PIDE
4. Mr. Ehtasham Shahid, DG (Operations), NADRA,
5. Dr. Zeba A. Sathar, Demographer, Country Director, Population Council, Islamabad
6. Dr. Syed Muhammad Arif (Retd). Professor, University of Balochistan
7. Dr. Durr-e-Nayab, Demographer, Joint Director / Director Research, PIDE
8. Dr. Ayesha Shiraz, Demographer, Senior Fellow, NIPS
9. Dr. Sanam Wagma Khattak, Demographer, University of Peshawar
10. Khawaja Mazhar Jamal, GIS / Geography Specialist

**Copy for information to:**

- i. SA/JS to Minister, M/o PD&SI, Islamabad.
- ii. SPS to Deputy Chairman Planning Commission, Islamabad.
- iii. SPS to Secretary, M/o PD&SI, Islamabad.
- iv. APS to Member (Census & Surveys), PBS, Islamabad.

No. Census. PD&SI (1)/2020  
Government of Pakistan  
M/o Planning, Development & Special Initiatives  
**Pakistan Bureau of Statistics**  
Islamabad  
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Subject: **MINUTES OF THE EIGHTH MEETING OF COMMITTEE CONSTITUTED FOR RECOMMENDATIONS & ADOPTION OF BEST PRACTICES FOR UPCOMING POPULATION CENSUS**

Eighth meeting of the Committee constituted for “**Recommendations & Adoption of Best Practices for upcoming Population Census**”, was held virtually on **24<sup>th</sup> August, 2021**, at 3.00 pm under the chair of the Deputy Chairman Planning Commission (DCPC) in the Committee Room at 1<sup>st</sup> floor of Ministry of PD&SI. List of participants is at **Annexure A**.

2. Meeting started with the recitation of few verses from the Holy *Quran*. DCPC welcomed all the honorable members and requested Mr. Muhammad Sarwar Gondal, Secretary of the committee to proceed further as per agenda of the meeting. He apprised the worthy committee members that in the presentation of the broader recommendations of the committee to the Minister PD&SI, owing to importance of data enumeration methodology, it was directed by Minister PD&SI to prepare comprehensive document with Pros and Cons of de-facto and de-jure methodology to build consensus. Main objective of this meeting is to deliberate, in detail, data enumeration methodology. He also informed that after 7<sup>th</sup> Meeting, a detailed presentation regarding the “**Optimum Use of Modern Technology in Upcoming Census**” was given to Minister Information Technology & Telecommunication and Chairman NADRA for devising the way forward for successful conduct of first ever “**Digital Census**”. Further as per recommendations of the committee, broader recommendations of the committee were shared with all Chief Secretaries in the initial virtual meeting held on 13<sup>th</sup> August 2021. It will be followed by physical meetings at each Provincial Headquarter for detailed deliberations with all relevant stakeholders for their feedback for incorporation before presenting the same for approval of the appropriate forum. He then presented in detail the main concepts of de-facto and de-jure methodology and informed that de-facto methodology requires the conduct of census preliminary in one day by counting every person present at time of enumeration with restriction of movement for avoiding duplication. This methodology was adopted by few countries especially Turkey till 2001 by imposing one-day curfew (using approximately 1 million enumerators and forces) and Bolivia in 2012 (using 21700 enumerators and 36000 police force). He added that De-jure methodology pertains to counting the individuals with reference to usual place of residence (where he/she is living for at least six months or have intention to live there for six months or more), this methodology is widely used in most developed and developing countries as it provides information regarding **usual place of residence**, and essential requirement for effective planning. However, comprehensive training is prerequisite for clarifying the concepts regarding usual place of residence for proper coverage and quality data collection. He informed that the countries which were previously using de-facto approach like Turkey, Sri Lanka, Bangladesh have now shifted to De-jure methodology owing to complications of practical Implementation of methodology (as de-facto population though may appear simple will be difficult unless the movement of population is restricted on the census day and the entire enumeration is got through on a single night which is operationally difficult specifically when large population has to be covered by canvasser method), over counting( counting of tourists) and absence of information regarding usual place of residence. He further added that Pakistan in past used de-jure methodology in all census. However, de-facto approach is also used since 1981 only for coverage of the homeless population. Keeping in view all the pros and cons of both methodologies and for the comparability of results of previous census, PBS and committee recommended to adopt the De-jure method for enumeration.

3. After presentation the Worthy Chair, opened the floor for deliberations & feedback: -

- **Professor Dr. Muhammad Nizamuddin**, appreciated the work of PBS and Committee and informed that the broader recommendations prepared are very comprehensive and PBS has done extensive work to prepare plan. Adoption of appropriate methodology needs broader consensus and it must be deliberated in detail with all provinces before finalization. He was of view, that de-facto methodology may be used and data enumeration must be completed in shortest possible time for addressing the concerns. Further application of de-jure methodology creates confusion due to non-clarity of usual place of residence concept. He added that enumeration methodology may be adopted as per ground realities of the country as conditions are different from the other countries who are using de-jure approach. He also proposed that curfew may be imposed in whole country for effective implementation of de-facto methodology.
- **Dr. G M Arif** agreed with idea of Dr. Nizamuddin regarding detailed deliberations on finalization of methodology. However he disagreed with application of de-facto methodology as it does not reflect the true picture of population who are actually living there and using the resources. He agreed with Mr. Muhammad Sarwar Gondal that pure de-facto approach is difficult to implement especially the countries with larger population as it needs not only higher number of trained enumerators but it is also difficult to restrict movement of population. Further he informed that while studying different countries (40 countries) around the world, it is found that the most prevalent methodology used is **de-Jure** as it provides information in usual place of residence, which is main requirement for effective planning. *He also informed that Bangladesh in 2011 used amended de-facto Methodology to cover the person who were on board or away for work as existing methodology unable to provide the correct coverage.* Similarly, India has also used the mixed approach in their last census. The emphasis in both countries was to cover the population at usual place of residence. He was also of view that the problems raised in the census 2017 was not due to methodology but the main fact is that enumerators were not properly trained regarding the concept of “usual place of residence” and this fact is also documented by the International Observers in their report of evaluation of Census 2017 field processes. Major focus of census is to count people on **usual place of residence** for efficient planning and management. Therefore, de-jure approach may be adopted but extensive trainings may be imparted to enumerators to avoid the complications, further matter may be deliberated in detail with Provinces before approval of recommendations from the concerned forum.
- **Dr. Durr-e- Nayab** was of view that application of de-facto approach is not only difficult but also not effective as it does not provide the relevant information which is needed. She further added that mixing of any methods will create ambiguities, therefore, it is strongly recommended that de-jure methodology may be adopted. Proper and comprehensive trainings of enumerators for clarity of concepts regarding usual place of residence may be undertaken. Further, all stakeholders may be briefed in detail regarding the proposed methodology with its pros & cons.

**Dr. Ayesha Shiraz**, strongly supported the de jure methodology due to its relevance and effectiveness. She also informed that in Demographic and Health Surveys, by adding the question of residential status, NIPS estimates both de-jure and De-facto population. This method can also be compared. However, in the case of sensitive activity i.e. population



and housing census it would be better to use only one method to avoid confusion as faced in 2017 census.

- **Khawaja Mazhar Jamal, GIS specialist** was of view that both methods are internationally accepted but for comparison purposes and true representation of Population, De-Jure method is appropriate. He informed that in 1998 Census one question on residential status, (with three codes, present=1, temporarily absent=2 and visitor=3) was added to capture both de-jure and de-facto population and this can be used. At this point Muhammad Sarwar Gondal, Secretary Committee informed that PBS has also looked in to this option but the main problem is that if we collect information by this method, it will create further confusions as which population will be used for delimitations and allocation of seats. Therefore, for goodness of things and avoiding controversies, it is appropriate to use de-jure approach. Dr. G M Arif also added that even if this question is added, there will be problem in defining that who will come under present and temporarily absent, it is therefore better to use one clear approach.
- **Dr. Sanam Wagma** due to problem in connection could not able to communicate her views in meeting. However she informed in written that de-jure method may be adopted being most suitable method for enumeration in census and also best practice as used in majority of countries regionally/ globally.
- **Mr. Muhammad Ahmad Zubair** also supported the de-jure methodology for wider acceptability and true representation of population for resource allocation and planning. He added that one of main issue was also regarding the city limits, so it is essential to discuss and create consensus on unified definition. Dr. Durre Nayab and Dr. GM Arif agreed with the view that there is no set mechanism to define urban / rural areas in provinces which create problem in studying the characteristics of areas and urbanization rate. However, it was informed that this is purely provincial matter and this does not come under purview of this committee.

4. The worthy Chair thanked the honorable members for their expert views and informed that the data enumeration methodology is the one of the crucial components of the Census. Extensive deliberations of the committee members on the methodology has given comprehensive information regarding the pros and cons of both methodologies. He was of view that keeping in view the ground realities of country and the larger population size, the application of de-facto method will not only be difficult to implement (as need higher trained enumerators to cover it in shortest possible time) but will also not represent the true population situation as it will unable to provide population as per usual place of residence. Which is the main area of emphasis for planning and resource allocation. He added that mix mode is not appropriate to use as it also does not have clarity and will create ambiguities. Therefore it is better to use clear approach. He further added that as majority of the worthy members have recommended the de-jure methodology which is widely used internationally, it may be used for 7<sup>th</sup> population & Housing Census. Extensive trainings may be imparted to enumerators for clarity of concepts. He again reiterated that PBS may work on using the huge potential of graduate students who are not only digitally literate but also can be easily trained for capturing the true population. He also emphasized that PBS may also look in to option of working on block sizes to make it comparable with regional countries for proper management and quality coverage. Further it is very important to prepare simple questionnaires for better understanding of general population and extensive trainings in regional languages may be imparted for getting the reliable and credible information.



**Decisions:**

- **De-jure method for data enumeration is recommended.**
- **Extensive trainings may be imparted for clarity of concepts**
- **Use of Students for enumeration work must be worked out for successful data collection of first ever digital census**
- **Questionnaire may be formulated in simple possible way for credible and reliable data collection**

5. Meeting ended with vote of thanks to and from the chair.

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A handwritten signature in black ink, appearing to be 'S. P. D.' or similar, written in a cursive style.

**LIST OF PARTICIPANTS OF MEETING HELD ON 24<sup>th</sup> August, 2021**

1. Mr. Mohammad Jehanzeb Khan, Deputy Chairman Planning Commission, (Chairman)
2. Mr. Muhammad Sarwar Gondal, Secretary Committee
3. Mr. Muhammad Ahmad Zubair, Chief Economist, Planning Commission, (Member)
4. Professor Dr. Muhammad Nizamuddin, Independent researcher, (Member)
5. Dr. G.M Arif, Independent Researcher Ex. Joint Director of PIDE, (Member)
6. Dr. Durr-e-Nayab, Demographer, Joint Director, PIDE, Islamabad, (Member)
7. Dr. Ayesha Shiraz, Demographer, Senior Fellow, NIPS, Islamabad, (Member)
8. Dr. Sanam Wagma Khattak, Demographer, University of Peshawar, (Member)
9. Khawaja Mazhar Jamal, GIS specialist, Karachi, (Member)
10. Mr. Ayazuddin, Member (Census & Surveys), PBS,
11. Ms. Rabia Awan, Director. PBS, Islamabad
12. Mr. Inam Ullah Khan, Assistant Census Commissioner, PBS, Islamabad
13. Mr. Zubair Ahmed, Data processing Officer, PBS, Islamabad

A handwritten signature in black ink, appearing to be 'S. P. D.' with a flourish at the end.