



## **TWINNING CONTRACT**

**GE 21 NDICI ST 01 23**

### **Further Strengthening of the Georgian Statistical System**

## **MISSION REPORT**

**on**

### **Component 2:**

Demographic and population statistics developed.

### **Activity 2.1.1:**

Assessment of adequate data sources and counterparts - Further developing Work Plan for Component 2

Mission carried out by  
Ms. Kaija Ruotsalainen, Statistics Finland  
Ms. Sarah Wöhr, Destatis

**Tbilisi, Georgia**  
**August 20-23, 2024**

## *Further Strengthening of the Georgian Statistical System*

### **Authors' names, addresses, e-mails**

Ms. Kaija Ruotsalainen  
MS Component Leader  
Senior Adviser  
Statistics Finland  
Työpajankatu 13  
00580 Helsinki  
Finland  
Tel: +358 29 551 3599  
Email: [kaija.ruotsalainen@stat.fi](mailto:kaija.ruotsalainen@stat.fi)

Ms. Sarah Wöhr  
STE on Component 2  
Assistant Head of Section  
Federal Statistical Office (Destatis)  
Gustav-Stresemann-Ring 11  
65819 Wiesbaden  
Germany  
Tel: +49 611 76 2886  
Email: [sarah.woehr@destatis.de](mailto:sarah.woehr@destatis.de)

## List of Abbreviations

- AD = Administrative data
- EU = European Union
- BC = Beneficiary Country (Georgia)
- DESAP = the generic checklist for a systematic quality assessment of surveys in the European Statistical System (ESS)
- ESS = European Statistical System
- GSBPM = Generic Statistical Business Process Model
- GAMSO = Generic Activity Model for Statistical Organizations
- MR = Mandatory results
- MS = EU Member State (Finland, Germany, Italy)
- PL = Project Leader
- RTA = Resident Twinning Advisor
- SR = Sub-results
- STE = Short-term Expert

## **Table of contents**

1. General comments.....	5
2. Status at the beginning of the mission .....	5
3. Status of mission results.....	5
4. Sustainability of the achievements.....	8
5. Recommendations for the future (short and long term).....	8
6. Identification of needs for additional support .....	8
7. Outstanding issues and next steps.....	9
Annex 1. Terms of Reference .....	10
Annex 2. Roadmap for establishing population register in Georgia, Draft 1.0 .....	13
Annex 3. Model for the inventory of the administrative datasets.....	14

## **1. General comments**

This mission report was prepared within the EU Twinning Project “Further Strengthening of the Georgian Statistical System”.

The purpose of the activity was to clarify the vision of the sub-component 2.1; start building a roadmap of the population register; plan the activities and schedule of the sub-component 2.2.

The mission had a joint activity on Components 2 and 3: Conducting a seminar with administrative data holders for increasing awareness of the administrative data role in statistical production.

The consultants would like to express their thanks to all officials and individuals met for their kind support and valuable information which they received during the mission, and which highly facilitated the work of the consultants.

These views and observations stated in this report are those of the consultants and do not necessarily correspond to the views of EU, Statistical Office of Georgia, Statistics Finland, Statistics Germany, or Statistics Italy.

## **2. Status at the beginning of the mission**

This was the first mission of the Twinning project’s Component 2 following the planning activity 01A.1 ‘Scope the Activities to be carried out in the implementation phase of the project for all Results in the Components 1–3’. The aim of the mission was to further clarify the vision of the sub-component 2.1; start to build a roadmap of the population register; planning the activities and schedule of the sub-component 2.2.; clarify the required actions in the Project Fiche. The role of the administrative data is vital for both components so a joint seminar about administrative data (AD) with the key data providers was held on the second day of the mission.

In discussions with Geostat experts, we received information about the previous work carried out in these domains, including the previous TAIEX project, the topic of which was the establishment of a population register. The results of the previous TAIEX round as well as the development in Geostat between the projects will also be taken into account in the on-going project.

Geostat has a long-term cooperation with various international organisations such as the European Union (EU), the Swedish International Development Cooperation Agency (SIDA), United Nations (UN) and United States Department of Agriculture (USDA).

## **3. Status of mission results**

The results stated in the ToR were fully met. Further details on the planned activities within the components are outlined in “GE\_Twinnin2024\_ActivitiesPlanning.pptx”

## *Further Strengthening of the Georgian Statistical System*

The component has two sub-results:

1. The roadmap for the establishment of the population register developed.
2. Establishing population projections in Georgia.

The main focus of this activity was the roadmap for the establishment of the population register in Georgia. International best practices and standards were taken into account during the development work. In this context, the current situation was discussed during the mission.

On Tuesday, we had joint discussions about the status of the country's population register and population data sources. We also discussed the goal of the project: What type of population register does Geostat envision: an administrative/legal or statistical register?

The Ministry of Justice maintains a population register of Georgian citizens (called the Public/ Civil register) and also a separate register of foreign citizens, based on cross-border data.

They contain the basic information of persons, but the main problem is the poor quality of the place of residence (real address). Geostat also does not receive all the information in the register (e.g. country of birth) They have not been told why this information is not received, but GEOSTAT assumes that it may be due to a quality problem.

One challenge is getting a consensus and a decision on which organization would be the administrator of the population register. It is clear that the owner of the administrative/legal register must be outside the statistical office. So, GEOSTAT could only build a statistical population register/database. For this statistical register/database, data can be collected from different data sources and corrected, updated by statistical processes (e.g. imputation).

It is not possible to transfer for example census data to a legal population register in accordance with current legislation. There should be separate legislation for that (e.g. in Finland during the 1980 census, when the census data was transferred to the Population Register Center to establish a building and housing register).

Currently, the Ministry of Justice is responsible for keeping a legal register of Georgian citizens and also foreigners. It would be natural for this register to be further developed so that its information content and coverage would also be sufficient for statistical needs and perhaps also for the needs of other administrative sectors.

On Wednesday the joint seminar of component 2 and 3 on the topic “Geostat & EU-Funded Twinning Project: Further Strengthening of the Georgian Statistical System” was carried out. Participants included representatives from administrative data holders and agencies including the National Bank of Georgia, the State Revenue Service (part of Ministry of Finance), the Public Service Development Agency (PSDA, subordinated to Ministry of Justice), National Center for Disease Control and Public Health. The administrative data holders and Geostat also working together in an interagency working group on population register. The aim of the seminar was to highlight the importance of administrative data for the statistical process and to gain a common understanding on the population register. Geostat expressed the wish to continue the interagency working group on Population register with the participants of the seminar and that the seminar is the starting point for this.

Geostat presented the ideas on the population register including the advantages of the register, the potential users and information that should be included in the population register. Main challenges on the way to establish the population register are to clarify the question where the register is located, the coordination between data holders and Geostat, the motivation of the population to register their actual address as there are no enforcement mechanisms and to create a legal framework. All agencies during the seminar expressed interest in establishing a population register and their need for such a register, especially for the information about where people actual live.

## Further Strengthening of the Georgian Statistical System

There is a need to clarify who would hold this register, as some participants expressed concerns that they would not have access to a population register based at Geostat.

Geostat presented an overview of administrative data use at Geostat. Data from up to 40 bodies/authorities is used by Geostat for production of official statistics. Indirectly, roughly half of the Official Statistics benefit from administrative data. The use of administrative data is to be increased to address the immediate cause to lack of specific high-quality statistics to completely meet the demands of policymakers and other critical stakeholders. It was highlighted that therefore, cooperation between Geostat and data owners/providers and main stakeholders needs to be expanded. Furthermore, it's necessary to address issues such as the quality of the administrative data, the lack of disaggregated administrative data and methodology and metadata issues.

Additionally, the use of the administrative population data in Finland was presented as an example of how administrative data and registers can be used to produce population statistics. The history of administrative registers in Finland as well as the main reasons for building the register-based statistics system were mentioned. It has been emphasized that the most important preconditions for the implementation of the register-based statistics system were the creation of the legal basis and the good cooperation between the Statistical Institute and administrative authorities.

In the subsequent discussion the need to recognize the distinction and different purposes between population and civil registers was also discussed, with an emphasis on defining the primary goal of the population register, whether it be tracking migration, demographic changes, or simply counting the population.

During the mission, the first version of the roadmap for establishing the population register was prepared at a very general level (Annex 3). In addition, the rolling work plan was updated, covering almost the rest of the months in this twinning project. On component 2, following missions were planned:

Activity	Title	Timing	Content summary
2.1.1 (this mission)		20-23 Aug 2024	Seminar, inventory, planning the activities for 2.1 and 2.2
2.1.2		25-28 Feb 2025	Assessment of the data sources (Description of the existing administrative data on population by data set has to be done) from the point of view of statistical production.  Further planning for the establishing a population register in Georgia
2.1.3		1-4 Apr 2025	Topic is still open and will be decided based on previous mission findings
2.1.4		1-4 July 2025	Topic is still open and will be decided based on previous mission findings
2.2.1		18-21 March 2025	Assessment of existing data sources and the work done earlier  Discussions on software and methodology  Planning the rest activities within this sub-component
2.2.2		5-8 May 2025	Topic is still open and will be decided based on previous mission findings

This plan will be later revised based on the mission findings. The suggested dates for the mission may change.

Due to the population census, the personnel of the population statistics will be very busy from September until the beginning of February, making it impossible to organize activities for component 2 during that time. Consequently, the activities of component 2 must be scheduled mostly for 2025, starting February 2025.

## **4. Sustainability of the achievements**

All parties agreed on the activity analysis. Should the need arise, adjustments can be made later through the rolling work plan.

## **5. Recommendations for the future (short and long term)**

One challenge is reaching a consensus and a decision on which organization would be the administrator of the population register. It is clear that the owner of the administrative/legal register must be outside the statistical office. So GEOSTAT could only build a statistical population register/database. For this statistical register/database, data can be collected from different data sources and corrected or updated by statistical processes (e.g., imputation). It is not possible to transfer, for example, census data to a legal/administrative population register in accordance with current legislation.

The consultants recommended that the starting point for the development of the population register should be the civil register, which already contains key information about the population living in the country. The main shortcoming is the poor quality of the usual place of residence.

Consultants recommended that Geostat continue the interagency working group on the population register with the participants of the seminar and other relevant counterparts. It was deemed important to hold the next joint meeting as soon as possible, while the seminar's purpose is still fresh in participants' mind.

The assessment of population data sources from the perspective of statistical production must be completed. A model can be used to support the evaluation, in which each data source containing essential information is listed separately (Appendix 2). A more detailed description of each data source should be presented in a separate document.

## **6. Identification of needs for additional support**

Support for the development of the Civil Register, held by Public Service Development Agency (PSDA)

Support for the implementation of the address register in National Agency of Public Registry (NAPRA)

Support for the development of the Register of the Buildings and Dwellings (in PSDA or NAPRA)



## **7. Outstanding issues and next steps**

Tasks to be concluded before the next missions:

- Mapping of existing and possible administrative data sources on the population according to the agreed model (Annex 3).
- Contacting and organizing meeting with relevant data owners/suppliers, focusing on cooperation related to the development of the population register of Georgia

The next activities to take place:

Sub-component 2.1.: 25-28.2.2025 in Tbilisi

- Assessment of the data sources on population from the point of view of statistical production.
- One-to-one meeting with the most important stakeholders
- Further planning for the establishing a population register in Georgia
- Country experiences from MS (presenting best practices)

Sub-component 2.2.:18-21 March 2025

- Preferably STEs from every MS
- Assessment of existing data sources and the work done earlier
- Discussions on software and methodology
- Planning the rest activities within this sub-component

## Annex 1. Terms of Reference

**EU Twinning Project GE 21 NDICI ST 01 23  
Further Strengthening of the Georgian Statistical System**

**Component 2:**  
Demographic and population statistics developed

**Activity 2.1.1:**

Identifying additional administrative data sources; Further developing Work Plan for Component 2

*Dates: 20 - 23 Aug 2024*

*Hosting Institute: National Statistics Office of Georgia  
30, T. Dadiani St., 0180 Tbilisi, Georgia*

### 0. Objective, Mandatory results and sub-results for the component 2

Objective:

Under this component, the action plan and strategy for the establishment of population register will be available, as well as Geostat will be ready to start production the population projections.

Component is sub-divided in two sub-components each with a Mandatory Results (MR) with indicators of achievements associated with the sub-component, presented in table below.

Mandatory results (MR) and Sub-results (SR) under each MR

Sub-result 2.1: The roadmap for the establishment of the population register developed (4 indicators)	In line with international best practices and standards, this component will build the roadmap for the establishing a population register in Georgia. Indicators that assure this deliverable: <ul style="list-style-type: none"> <li>• A report on the assessment of adequate data sources and counterparts</li> <li>• Number of the national workshop to increase awareness of the importance of the Population Register for the country.</li> <li>• Share of relevant staff trained in the field.</li> <li>• Final report and recommendations</li> </ul>
Sub-result 2.2: Population projections established (5 indicators)	This sub-component aims at establishing population projections in Georgia. Indicators that assure this deliverable: <ul style="list-style-type: none"> <li>• Report on the assessment of existing data sources</li> <li>• Recommendations of the software for population projections</li> <li>• Recommendations on the methodology of the population projection at the regional and municipal level for the long and short-term projections</li> <li>• Share of relevant staff trained of the population projections.</li> <li>• Availability of results of the population projections at national and sub-national level</li> </ul>
Key activities in Component 2	<ul style="list-style-type: none"> <li>• MS Expert missions with meetings, workshops including presentations and sharing of best practices and hands-on training.</li> <li>• Study visit(s) with hands-on demonstrations in Member State(s).</li> <li>• Joint meetings with Geostat, data providers and key data user groups.</li> </ul>

### 1. Purpose of the activity 2.1.1.

- Review the reports and descriptions made by Geostat (Report on frequently requested demographic/population indicators that cannot be produced but for which administrative data most likely exist in Georgia; Descriptions of the existing administrative data on population by data set: data owner, data content, metadata)

## *Further Strengthening of the Georgian Statistical System*

- Clarify the vision of the sub-component 2.1. and planning the further activities under this sub-component
- Start to build a roadmap of the population register.
- Planning the activities and schedule of the sub-component 2.2.
- Increasing overall awareness of the importance of the administrative data in statistics and other central administration (Seminar with administrative data holders, organised together with component 3).
- Updating the Rolling Work Plan activities in component 2

### **2. Expected output of the activity**

Achieve a common overview of the current situation regarding:

- Activity report
- Identifies current critical challenges in data sources to produce more timely population statistics including sex-age composition at sub-national level and identify new possible data sources.
- Survey the possibilities of developing population projection methodology.
- Create the first rolling workplan with draft estimates of workdays per activity.

### **3. Participants**

#### **MS Experts**

- Ms Kaija Ruotsalainen, CL, Senior Adviser, Statistics Finland
- Ms Sarah Wöhr, Destatis

#### **Twining team**

- Mr. Gogita Todradze, PL Counterpart, Executive Director, National Statistics Office of Georgia
- Ms. Mariam Kavelashvili, RTA Counterpart, Head, International and Public Relations Department, National Statistics Office of Georgia
- Ms. Pikria Ghudushauri, Chief Specialist, International and Public Relations Department, National Statistics Office of Georgia
- Mr. Teimuraz Gogishvili, CL Counterpart, Head of Methodology and Quality Management Division, National Statistics Office of Georgia
- Mr. Aleksandre Arabuli, CL Counterpart, Head of Population Census and Demographic Statistics Department, National Statistics Office of Georgia
- Ms. Donara Rukhadze, Chief Specialist, National Statistics Office of Georgia
- Ms. Mariana Jalagonia, Chief Specialist, National Statistics Office of Georgia
- Mr. Daviti Zhorzholiani, CL Counterpart, Head of Business Statistics Department, National Statistics Office of Georgia
- Mr. Marko Ylitalo, RTA
- Ms. Irma Gabunia, RTAA

### **4. Resources**

Translation and interpretation will be provided throughout the activity if needed.

### **5. Overall agenda**

- Day 1: Opening. Review the reports and descriptions made by Geostat: Report on frequently requested demographic/population indicators and data sources on population, Preparation the seminar on administrative data of the following day
- Day 2: Workshop (3.5hrs) with data users and providers; seminar debriefing with BC&MS (joint activity for C2&C3). Clarify the vision of subcomponent 2.1

## Further Strengthening of the Georgian Statistical System

- Day 3: Clarify the vision of subcomponent 2.1. Roadmap of the population register.
- Day 4: Planning the activities and schedule of the component 2. Summary and conclusions.

### Tentative programme

Date	Place	Topic
<b>Tuesday – 20 Aug</b> <b>09:30 – 18:00</b>	Meeting room	Welcoming, practicalities, programme of the week (joint meeting with component 3) Gogita Todradze and Marko Ylitalo
		Review the reports and descriptions made by Geostat: <ul style="list-style-type: none"> <li>• Report on frequently requested demographic/population indicators that cannot be produced but for which administrative data most likely exist in Georgia</li> <li>• Descriptions of the existing administrative data on population by data set: data owner, data content, metadata</li> </ul>
		<ul style="list-style-type: none"> <li>• Preparation the seminar on administrative data of the following day (joint with component 3)</li> </ul>
<b>Wednesday – 21 Aug</b> <b>09:30 – 18:00</b>	Meeting room	Seminar on administrative data with key stakeholders and administrative data holders (joint with component 3)
		Seminar debriefing (joint with component 3)
		Clarify the vision of subcomponent 2.1
<b>Thursday – 22 Aug</b> <b>09:30 – 18:00</b>	Meeting room	Clarify the vision of subcomponent 2.1, cont.
		Roadmap of the population register
		Planning the activities and schedule of the sub-component 2.1.
<b>Friday – 23 Aug</b> <b>09:30 – 16:00</b>	Meeting room	Planning the activities and schedule of the sub-component 2.2.
		Mission wrap-up and next steps in comp. 2 and 3.

#### Abbreviations:

MS = EU Member State (Finland, Germany, Italy)

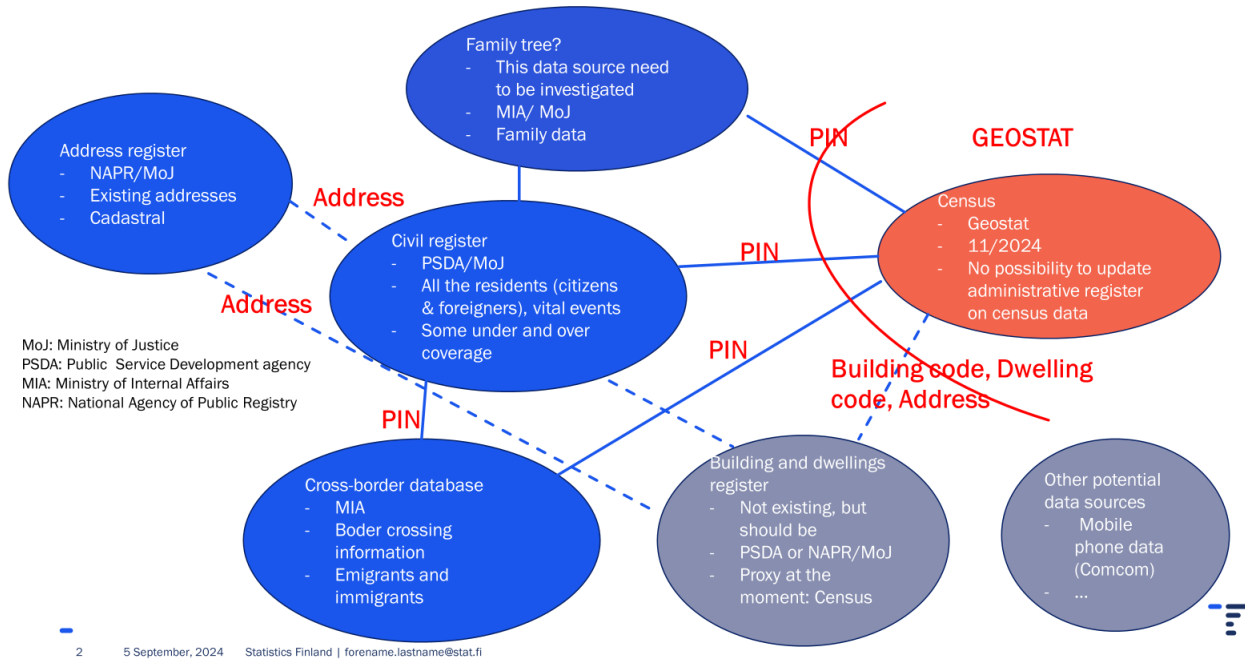
BC = Beneficiary Country (Georgia)

MR = Mandatory results

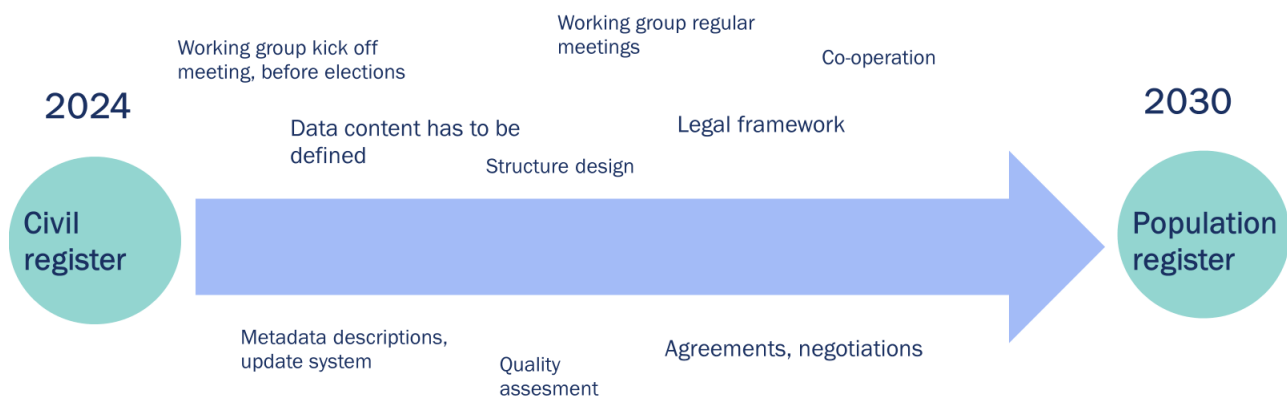
SR = Sub-results

## Annex 2. Roadmap for establishing population register in Georgia, Draft 1.0

### Data sources and links between them



### Roadmap for establishing a population register



## Annex 3. Model for the inventory of the administrative datasets

Inventory of the administrative datasets received in Geostat and potential new datasets that could be used in future							
Name of the admin data set	Status	Owner of the dataset	Target population of the dataset	Data content (at a general level)	Your own assessment of the coverage and quality	Frequency of data receiving	Used in statistics (Name)
Data set 1							
Data set 2							
..							
Dataset n							