

UNITED NATIONS  
ECONOMIC  
AND  
SOCIAL COUNCIL



Distr.  
LIMITED



E/CN.14/CPH/9  
5 April 1968

Original : ENGLISH

ECONOMIC COMMISSION FOR AFRICA  
Seminar on Organization and Conduct  
of Censuses of Population and Housing  
Addis Ababa, 17 - 29 June 1968

LOCALITY LISTING AND DELIMITATION OF  
ENUMERATION AREAS

M68-612

### Locality listing

1. One of the first steps in the preparations for a population census is the compilation of a list of all inhabited places (localities) in the country. The framework for this list is provided by the civil divisions of the country. It is within this frame that the localities have to be listed, separately for each smallest civil division.
2. According to U.N. recommendations, a locality, for census purposes "should be defined as a distinct population cluster (also designated as inhabited place, populated centre, settlement, etc.) of which the inhabitants live in neighbouring buildings and which has a name or a locally recognized status." (Para. 232 in Principles and Recommendations for the 1970 Population Censuses). Thus every hamlet, camp, farm, etc. is a separate locality. Likewise a cattle-post where some members of the household, separated from their family, are herding cattle, as well as huts on cultivated lands far from the main village which are occupied during the sowing and harvesting seasons, should be considered localities if inhabited during the time of the census.
3. In some African countries the population is so heavily agglomerated and the administration so developed that each locality as a rule forms its own civil division and thus is a recognised administrative entity on a permanent location and with more or less well defined boundaries. Such situations are met particularly in many parts of North and West Africa. In practically every country at least some larger localities form their own civil divisions.
4. In contrast to this are the situations where the population is widely scattered and the smallest units which can be properly called civil divisions include a large number (tens and even hundreds) of villages, hamlets and isolated homesteads. Such cases are very common in Africa.

5. The settlements in many African countries are also very changeable. There is a constant process of their breaking up and joining together, isolated farms or satellite hamlets being built and these latter acquiring an independent status. There are seasonally inhabited places even among the settled agricultural population. Entire villages may be abandoned while the inhabitants move to another place. In such countries and regions, understandably, the villages have no geographically determined boundaries.

6. Such fluidity of localities makes their listing both difficult and very important. It also follows that any existing lists soon become obsolete and have to be brought up to date shortly before the census.

7. Ideally, all localities should be listed, marked on a map and their approximate populations estimated in order to prepare for the next stage of census ground-work, the delimitation of Enumeration Areas.

The "village approach"

8. The above-quoted para. 232 of Principles and Recommendations foresees the possibility that some countries will depart from the recommended definition of locality.

9. In many parts of Africa, indeed, situations exist where circumstances make it impracticable or where it would be unduly expensive and time-consuming to apply the recommended definition of locality because it would require extensive field investigation by a large number of properly trained staff. The benefit to be derived may also be small. Though locality statistics give interesting information on settlement patterns they may be of little practical importance in view of the rather volatile nature of the smallest localities.

10. There is another unit which in the African society has more importance than the locality. Its name may vary but it can be generally understood as a village. In order to define what we mean by a village (in itself a somewhat vague word) we might describe it as an inhabited rural place or area which has a headman who is directly responsible to the administrator of the smallest civil division. If there are other, minor headmen placed under a village headman, we can say that the village includes a corresponding number of sub-units.

11. Sometimes a village may be identical with the smallest civil division and sometimes identical with a locality. A more common case in African societies, however, is that the village is part of the smallest civil division and comprises several localities. Also its sub-units, if any, may be composed of several localities.

12. On the other hand, two or more villages or parts of them may have grown to form one single agglomeration, i.e., locality. A further complication arises when elements of two villages dovetail or intermingle in the terrain. The concept of a village as determined by headmanship is therefore different from the concept of locality if strictly applied.

13. To mention a few examples from ~~tropical~~ Africa where the smallest civil division usually contains a large number of villages and localities, such are the Meketil Woredas and, after their gradual abolition, the Woredas in Ethiopia, the Wards in Zambia, the Cantons in Niger, the Circonscriptions in Togo, the Local Councils in Southern Nigeria, the Native Authorities in Northern Nigeria, the Parishes in Uganda.

14. An imaginary example of this type of case is given in the attached sketch map. It is not given as a model of a map that should be prepared for a census but only as an illustration of the relationships between a civil division, villages, sub-units and localities. As a matter of fact, maps giving similar information are seldom available and it may not be possible to prepare such for the census. It should also be noted that village limits would be only roughly drawn so as to group together

all parts of the same village. It is characteristic of these cases that the geographical limits of the smallest civil divisions are determined and fixed but those of the villages are not.

15. While for some countries the strict application of the locality concept is suitable, there are others where the village approach is preferable. Three reasons for this are prevalent in Africa.

16. First, the village is a living entity in African life and development. Both administrative practice and the people themselves think and act in terms of the village. Population data by village are therefore needed.

17. Secondly, no census-type operation in rural Africa is conceivable without the knowledge of the village headman. It is desirable, natural and often quite necessary that the village headman accompany the enumerator in his rounds introducing him to the villagers and ensuring their co-operation. It is therefore advantageous or even necessary to build the census organization into the village system.

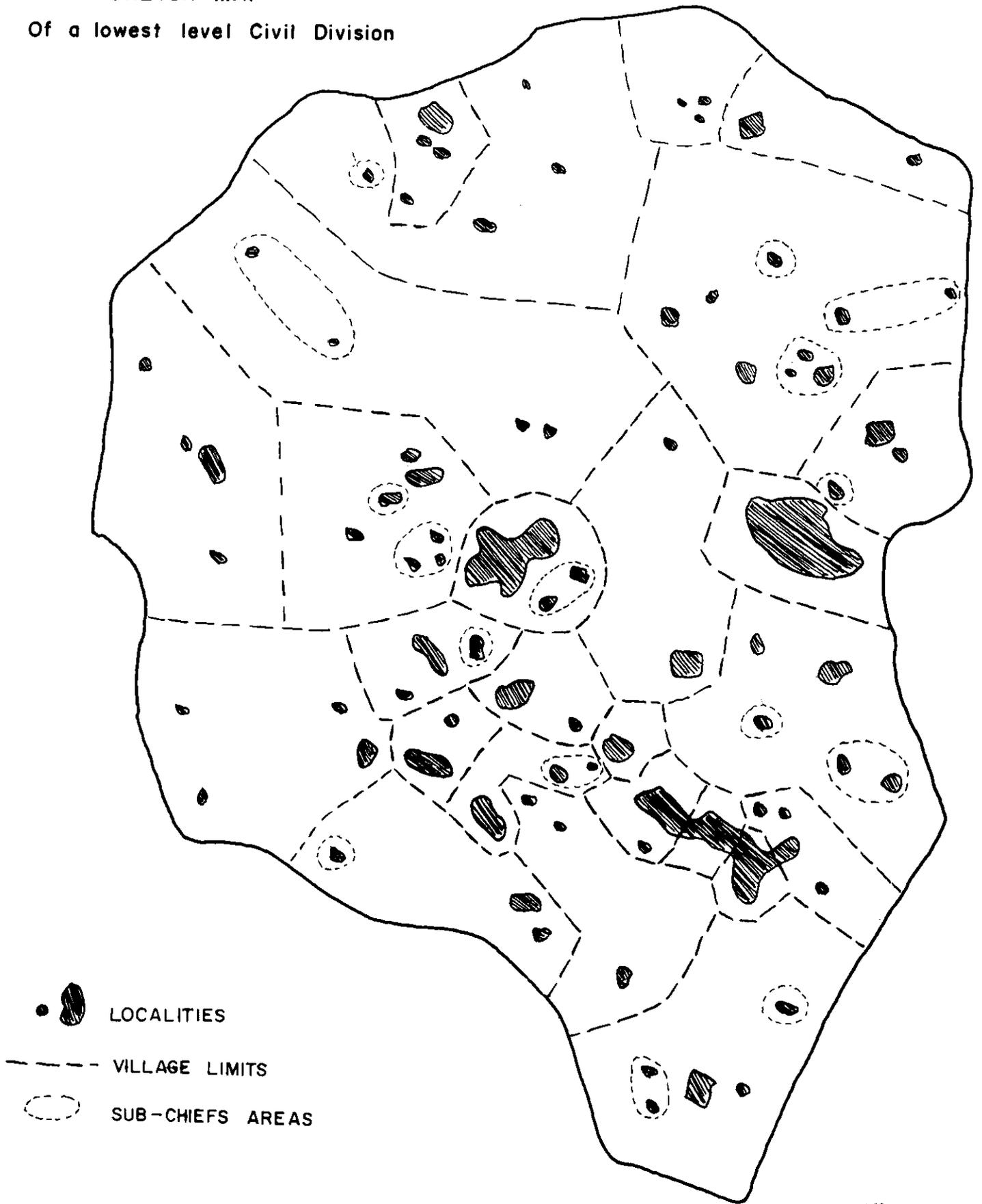
18. Thirdly, in areas for which accurate maps showing all inhabited places cannot be prepared or where the enumerators are not able to use them, the village approach offers better assurance against omission of scattered localities. Omissions and inaccuracies easily occur in the preparation of lists and the geographical locations may be seriously in doubt. The headman is the person best placed to help to prepare a sketch map or a description of the village or a list of its component parts if such are required. He is also the man to guide the enumerator to all part of his village.

#### Nomadic populations

19. Since the nomads do not live in permanent settlements and do not form localities, an alternative to locality listing has to be found in order to prepare for their enumeration.

SKETCH MAP

Of a lowest level Civil Division



● LOCALITIES

--- VILLAGE LIMITS

○ SUB-CHIEFS AREAS

20. In regions where water is very scarce a census of the nomads could be attempted at the height of the dry season by sending enumerators to all places where water is found even at that time. In such case a listing and mapping of all such water sources (wells, bore-holes, water holes, tanks etc.) is required. This would thus be only a variation of locality listing.

21. More often, however, a better prospect of success is offered by a hierarchical approach which uses the traditional structure of society. This is normally based on kinship. Pastoral nomads usually have very strong clan and family ties and the authority of the chiefs is firmly established. The different groups and sub-groups as well as the names of their chiefs should therefore be listed.

22. Among some primitive hunter and gatherer peoples (e.g. pygmies and bushmen) the institution of chiefs may not be clearly developed; also the administration may have little or no contact with these peoples. Such groups may be identified and listed by their clan name, by language or dialect, by the area where they live or even by some cultural characteristics. Though these populations can rarely be properly enumerated, a listing of groups will facilitate the estimation of their numbers.

#### The contents of locality lists

23. A locality list should carry the following information:
- the official or accepted "census name" of the locality;
  - known alternative names and spellings;
  - name of headman if any;
  - approximate population (or number of houses, households or compounds);
  - map co-ordinates if available.

24. If the "village approach" is used or if both the villages and the localities are listed, there will probably be units of different levels. In such cases, naturally, under each primary unit (e.g. village) its component sub-units (hamlets, farms etc.) should be listed. If separate enumeration of the sub-units is wanted, individual information on them (headman, population, etc.) is desirable. If this is not wanted, it will suffice to annotate the village list with the names of its component parts.

25. Should it not be possible to prepare maps showing the localities or villages, it would be useful to prepare descriptions of them or instructions how to reach them.

26. When nomads are to be enumerated using the administrative (hierarchical) approach, it will be necessary to record information on their seasonal movements and, if possible, supplement it with sketch maps.

The use of Enumeration Areas in a census.

27. The main purpose of the division of the country into Enumeration Areas is to split the existing local units into census units of manageable size and to assign one enumerator to each such unit (E.A.). This will facilitate the enumeration, the supervision and possible post-enumeration checking.

28. Another purpose is to provide a suitable area sampling unit, whether for a "built-in" census sample, for a post-enumeration check or for any subsequent survey which may use the census as a frame.

29. A necessary requirement for E.A.s is that they should never cut across the limits of civil divisions or such smaller units for which census data are required. If such units are too small to occupy one enumerator, two or more units may be assigned to the same enumerator who will, however, enumerate them separately under separate code numbers.

30. As already mentioned it is customary to assign one enumerator to each E.A. This is economical use of the census manpower and it minimizes the likelihood of omissions and double counts.

31. In some countries enumerators prefer to work in pairs. This may be a habit acquired in the course of sample surveys. It is obviously bad economy in a census. When enumerators work in an unfamiliar or insecure area this may be justified as an added protection against being lost or against robbers or wild animals and it may help to overcome unco-operative attitudes of respondents. However, the provision of an escort is in such cases a better solution.

32. Occasionally entire teams of enumerators have worked together in each area. In the Northern Rhodesia 1963 census the E.A.s had usually 5,000 to 8,000 and sometimes over 10,000 inhabitants and often covered huge areas. They were canvassed by a team of 6 to 12 enumerators working their way from one end of the E.A. to the other. After the census it was concluded that this was not a practical or efficient arrangement.

33. In the Bechuanaland 1964 census mobile census teams moved from village to village. Smaller villages were enumerated by one team (4 to 6 enumerators) or part of a team while in larger villages two or more teams operated simultaneously. In such cases the village was divided either beforehand or ad hoc into E.A.s and in each of them the team leader assigned houses to his team members. This method was necessitated by the shortage of suitable field staff and by transportation difficulties and is not to be preferred when division into small, one-enumerator E.A.s is possible.

#### The size of an Enumeration Area.

34. At the present stage of development the size of an E.A. generally suitable in African conditions is about 500 people which equals about 100 households. Using a questionnaire of 10 to 20 questions and possibly also a succinct housing questionnaire, one enumerator can usually well enumerate such an area in one week. The rate of enumeration is not

who actually delimit them. These could be middle-level census staff: officials in charge of smallest or next-smallest civil divisions or their assistants or field supervisors but not the immediate supervisors of the enumerators.

40. Whenever a local unit has too large a population to form one single E.A., it shall be split into an appropriate number of E.A.s. While the E.A.s of one local unit should be approximately equal in size, it is still more important that they are easy to delimit and to identify. In towns which have regular streets, the limits should as far as possible follow these so that an E.A. would consist of one or more entire city blocks. In villages and more complicated parts of towns the limits should follow roads, tracks, open spaces, rivers and other clear landmarks.

41. Mapping of E.A.s, when there are more than one in a local unit, is strongly recommended. For many towns and some villages it may be possible to obtain aerial photographs on which the E.A.s can be shown. When these are not available, sketch maps can be drawn showing relevant landmarks and the E.A. limits in relation to them but not necessarily individual houses. In very simple cases a description may make even a sketch map superfluous (e.g. E.A.1: North of the road. E.A.2: South of the road).

42. The procedures described above are best suited to densely populated areas and are not always practicable in large, sparsely inhabited civil divisions with scattered settlements. In such cases (similar to that shown in the attached sketch map) it may not be feasible to delimit the E.A.s either on maps or on the ground. It would then only be possible to carry out what could be called conceptual delimitation. This will simply mean indicating which sub-units of a village form each E.A. An example is provided by the delimitation of E.A.s in the 1967 census of Tanzania by reference to the TANO party's "ten-house chairmen."

43. When nomads are enumerated using the administrative approach, the E.A.s have no geographical base at all and are purely conceptual. Groups or sub-groups are assigned to individual enumerators on the basis of the information listed.

Identification of Enumeration Areas

44. When the E.A.s have been delimited, it must be possible for the supervisors and enumerators to identify them. Identification must also be possible for higher supervisory staff during the census, for those who make a post-enumeration survey and for the staff of any subsequent census-based sample survey.

45. The role of mapping in this respect is of primary importance. However, the mapping may not be complete and even if it is, it does not solve the whole problem. It cannot be expected that all field staff can make use of maps. Depending on the type of settlement and on the quality of the supervisors, these latter may or may not be able to identify the E.A.s marked on maps. Consequently, they may or may not need to be shown them on the ground by their superior officers.

46. As to the enumerators, the strict rule should be followed that each supervisor has to show to every enumerator of his team the limits of his E.A. on the ground. This applies of course only when the E.A.s are geographically and not merely conceptually delimited. Where feasible, the supervisor and the enumerator should actually walk together around the E.A. When this is done, a map in the hand of the enumerator usually becomes superfluous and perhaps confusing.

47. If a pre-enumeration house-numbering is carried out, it will facilitate the identification of the E.A.s. The house numbers should be marked on the E.A. lists and, if necessary, on maps. Each enumerator will be given the house numbers belonging to his E.A.

48. When the houses (buildings or living quarters or both) are numbered during the enumeration and the numbers visibly attached or painted at the entrances, this will, as the work proceeds, help enumerators to avoid straying into neighbouring areas. It will also help to check the completeness of the census and assist subsequent identification.

49. When the "village approach" is used and a local unit needs to be divided between two or more enumerators, these will have to work in very close contact with each other and with the village headman to ensure that no inhabited places are left out in the process of dividing the work because systematic canvassing of large areas is not always practicable.