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Economic Commission for Africa
African Centre for Statistics

The Africa Addendum

to

the Principles and Recommendations
for Population and Housing Censuses
Revision 2



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Africa Addendum to the
United Nations Principles
and Recommendations for
Population and Housing
Censuses, Rev.2



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The content of the Addendum has been drawn from discussions held as part of the series of Africa Symposia on Statistical Development (ASSD), which took place in Cape Town (2006), Kigali (2007), and Accra (2007). It has also benefited from the comments and suggestions from staff of the United Nations Statistics Division (UNSD). Special thanks to Professor Denise Lievesley, ISI President, for editing the final version of the document and Oumar Sarr, Statistician for ensuring the liaison with different contributors.

Foreword

It is widely recognized that Population and Housing Censuses provide a primary source of information about the number and characteristics of a given population. The fact that the Census aims to have complete coverage and to collect information about the whole population means that data can be provided for small areas and sub-groups thus meeting a need, which no other data source can fulfil. The importance of censuses cannot be overemphasized. They are used, inter alia, as benchmarks and they provide sampling frames for inter-censal sample surveys, for effective socio-economic planning and governance, and monitoring and evaluation of development policies and programmes including progress towards the Millennium Development Goals (MDGs) and other development agendas.

The United Nations produces a series of international recommendations, known as the Principles and Recommendations on Population and Housing Censuses (P&R), to guide countries in planning and carrying out improved and cost effective censuses. These recommendations are revisited during different rounds of the censuses to reflect new and emerging issues.

Although African countries have been committed to using the P&R and other international recommendations, there has been limited participation of the continent in processes leading to these international standards, norms, definitions, and classifications, a situation which the countries and UN resolved to reverse. Through a series of consultations during the Africa Symposia on Statistical Development and other fora organized by the UNECA and the UNSD, African countries contributed substantively to the revision of the global P&R for the 2010 round of Population and Housing Censuses. Nevertheless African countries felt that a number of issues in census undertaking specific to the region needed to be paid particular attention. They, accordingly, resolved to complement the set of global guidelines by Africa specific ones.

This Addendum to the Global Principles and Recommendations on Population and Housing Censuses is a set of guidelines, specific to the region, on topics, definitions and issues pertaining to both the operation and analysis of censuses. It covers issues unique to the region which could not be accommodated in the global recommendations. It is, therefore, meant to be used in conjunction with the global Principles and Recommendations on Population and Housing Censuses.

This publication is part of the ongoing efforts by the UNECA to maximise the quantity and quality of participation by African countries in the 2010 Round of Population and Housing Censuses given their centrality in monitoring the progress towards the attainment of the development agendas including the MDGs agreed upon at national, sub regional, regional, and international levels.



Abdoulie Janneh
UN Under Secretary General and
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Table of Contents

FORWORD	1
ACRONYMS	1
1 BACKGROUND	3
1.1 IMPORTANCE OF POPULATION AND HOUSING CENSUSES	3
1.2 THE UNITED NATIONS PRINCIPLES AND RECOMMENDATIONS FOR POPULATION AND HOUSING CENSUSES.....	4
1.3 AFRICA'S ADDENDUM TO THE UNITED NATIONS PRINCIPLES AND RECOMMENDATIONS FOR POPULATION AND HOUSING CENSUSES.....	5
2 CLASSIFICATION OF TOPICS	9
2.1 TOPICS REGARDED AS CORE AT GLOBAL AND AFRICA LEVEL.....	9
2.2 TOPICS THAT ARE NOT CONSIDERED CORE AT THE GLOBAL LEVEL BUT ARE REGARDED AS CORE BY AFRICAN COUNTRIES.....	11
2.3 TOPICS REGARDED AS NON-CORE AT GLOBAL AND AFRICA LEVEL	13
2.4 ADDITIONAL TOPICS WHICH HAVE NOT BEEN INCLUDED IN THE GLOBAL P&R WHICH NEED TO BE CONSIDERED FOR THE AFRICA REGION BUT AS NON-CORE TOPICS	14
3 REVIEW OF SOME DEFINITIONS	16
3.1 PLACE OF USUAL RESIDENCE	16
3.2 NOMADIC POPULATION	16
3.3 COUNTRY OF BIRTH.....	17
3.4 RURAL/URBAN DEFINITION AND CLASSIFICATION	17
3.5 RELATIONSHIP TO HEAD OF HOUSEHOLD OR OTHER REFERENCE PERSON	18
3.6 DATE OF BIRTH OF LAST CHILD BORN ALIVE AND BIRTHS IN THE LAST 12 MONTHS.....	18
3.7 HOUSEHOLD DEATHS IN THE LAST 12 MONTHS	19
3.8 CAUSE OF DEATH.....	19
3.9 LITERACY AND EDUCATION.....	20
3.10 ECONOMIC ACTIVITY.....	21
3.11 DISABILITY	23
3.12 HOUSEHOLD ASSETS (HOUSEHOLD DURABLE GOODS)	23
3.13 INFORMATION AND COMMUNICATION TECHNOLOGY (ICT) DEVICES	24
4 CENSUS PLANNING AND MANAGEMENT	25

5 MAKING VALUE VISIBLE: ANALYSIS AND DISSEMINATION OF CENSUS DATA IN AFRICA 27

5.1 DATA ANALYSIS 27

5.2 DISSEMINATION..... 28

6 LINKING POPULATION AND AGRICULTURAL CENSUSES 29

7 CONCLUSIONS..... 31

REFERENCES 32

Acronyms

ACS	African Centre for Statistics
ASSD	Africa Symposium on Statistical Development
ECOSOC	Economic and Social Council (of the United Nations)
GIS	Geographic Information Systems
ICD	International Classification of Diseases
ICF	International Classification of Functioning, Disability and Health
ICT	Information and Communications Technology
ILO	International Labour Organisation
MDGs	Millennium Development Goals
P&R	Principles and Recommendations
PES	Post Enumeration Survey
UN	United Nations
UNECA	United Nations Economic Commission for Africa
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNSD	United Nations Statistics Division
WG	Washington City Group

1.1 Importance of Population and Housing Censuses

Population and Housing Censuses constitute one of the major sources of data on the size, distribution and characteristics of the population of a country, as well as their housing characteristics. Censuses provide information needed by governments for a broad variety of purposes such as planning, policy formulation and monitoring of development programmes. They are the major source of information for social, demographic and economic characteristics for small areas and small population groups. Censuses also provide a unique opportunity to create reliable sampling frames for subsequent surveys, as well as a framework for the validation of such survey results. It is in this context that Population and Housing Censuses are perhaps the most important statistical operations undertaken by governments.

Population and Housing Censuses should be part of an integrated national statistical system that may include other censuses (such as censuses of buildings, establishments, and agriculture), sample surveys, registers and administrative data.

Africa has a long history of census taking dating as far back as the 19th Century. During the 1990 round of population and housing censuses (1985 – 1994), 41 African countries undertook a population and housing census. However, the 2000 round of censuses (1995 – 2004) witnessed diminished participation of African countries. Only 37 countries undertook a population census. Thus, in Africa, nearly half (48 percent) of the population resides in a country that did not conduct a census in the 2000 round. This compares to 1% of Europeans and 5% of Asians who live in countries, which did not conduct a Census in this round, and which do not have population registers which negate the need for a Census. In countries without a recent Census the information on the characteristics of the population, and hence on the needs of the population, will be out of date. The critical question is: how can Africa have a reliably based development agenda without information on the numbers and circumstances of the people we wish to help? (ASSD 2006).

In Africa, census taking has largely been characterized by irregularity, incompleteness, and inaccuracies together with an associated under-utilization of census data. Consequently, census results have not adequately informed policy formulation, programme implementation, and socio-economic development. In general, policy makers and planners have not been equipped with the required skills to utilize census results to their full potential. There has also been inadequate archiving of census data, and, even when data have been archived, appropriate metadata on the codes, definitions and methodology has either not been created nor preserved, which has further limited the utility of the census findings.

Despite their limitations, Population and Housing Censuses have and will continue to play a central role in knowledge management in Africa in support of evidence based planning and in monitoring progress towards national, sub regional, regional, and international development goals. Thus, the African programme on the 2010 Round of Population and Housing Censuses seeks to address the inadequacies in the production of quality and comprehensive indicators, helping to advance Africa's development agenda.

1.2 The United Nations Principles and Recommendations for Population and Housing Censuses

The United Nations has over a long period issued a series of international recommendations on Population and Housing Censuses to assist countries to plan and carry out improved and cost effective censuses. Although the scope of these recommendations has varied over the decades, they have generally provided guidance on the main characteristics of the censuses, general material on censuses operations and methods and more detailed guidance on the content of censuses, including illustrative tabulations (UN 1998).

The United Nations produced the Principles and Recommendations (P&R) for Population and Housing Censuses (Revision 1), in 1998. These guidelines were widely used by National Statistical Offices throughout the world in planning and organizing their censuses, as well as in other related data collection activities, particularly large-scale demographic and socio-economic surveys.

The second International Round Table on Managing for Development Results held in Marrakech in February 2004 recognized the 2010 round of Population and Housing Censuses as both an opportunity and a driver for countries to build statistical capacity. Since the start of preparations for the census round, all regional organizations have organized working groups, task forces and other meetings to assess their experiences from previous population and

housing censuses in order to examine the need for regionally-specific additions to the proposed recommendations.

The United Nations Statistical Commission at its 36th Session held in March 2005 approved the 2010 World programme on Population and Housing Censuses, and confirmed the goals as:

1. to conduct at least one Population and Housing Census or census-like exercise in every country or area in the period 2005 to 2014.
2. to produce an updated version of United Nations Recommendations for Population and Housing Censuses.
3. to provide a platform for the comprehensive exchange of experiences, technical assistance and information on countries' participation.

These goals and the programme itself were endorsed by the United Nations Economic and Social Council (ECOSOC) in its resolution 2005/13 in June 2005. The UN Statistical Commission put in place an expert group on the 2010 World programme on Population and Housing Censuses to revise and update the global Principles and Recommendations for 2010 Round of Population and Housing Censuses. The expert group in turn formed several technical subgroups. This culminated in the production of the United Nations Principles and Recommendations for Population and Housing Censuses (Revision 2) in 2007.

1.3 Africa's Addendum to the United Nations Principles and Recommendations for Population and Housing Censuses

Although African countries have used the P&R and other international recommendations, there has been limited participation of the continent to date in processes leading to the drafting of these international standards, norms, definitions, classifications, a situation which countries and the international agencies sought to change.

This is not to imply that the African region has been uninvolved in the revisions of the P&R over the decades. During the preparation for the 1970 Round of Population and Housing Censuses, the African region produced two reports that were taken into consideration in the finalization of the P&R¹. The UNECA also contributed to the 1980 P&R and the 2000 P&R Rev.1 by

¹ "Report of the First Working Group on Censuses of Population and Housing" and the "Report of the Second Working Group on Censuses of Population and Housing."

preparing the “Report of the Working Group on Recommendations for the 1980 Population and Housing Censuses in Africa” and the “Report of the Regional Working Group on Recommendations for 2000 Round of Population and Housing in Africa” respectively.

The region contributed to the revision process for the global P&R, demonstrating the African countries' eagerness to participate in setting norms and standards. In fact, African countries and organizations were part of several different working groups and technical subgroups of the Expert Group on the 2010 World Programme on Population and Housing Censuses. Africa was represented by ten countries, three sub regional organizations (Economic Community of West African States (ECOWAS), Southern African Development Community (SADC), and The Observatoire Économique et Statistique d'Afrique Subsaharienne (AFRISTAT)), three United Nations Population Fund's Country Support Teams (in Addis Ababa, Dakar, and Harare), and the UNECA.

Despite this African representation in the work of the Expert Group, a meeting held in New York, USA in August 2005 on the 2010 World Programme on Population and Housing Censuses expressed concern at the lack of progress and preparation in Africa and resolved that a meeting of census experts be organized to prepare a report in time for submission to the United Nations Statistical Commission in March 2006. Accordingly, African countries mandated South Africa to bring together African countries to discuss the 2010 censuses in order to produce region specific recommendations with respect to the revision of the global P&R. This provided a rationale for the launch of the Africa Symposium on Statistical Development (ASSD), a country-led initiative, with annual meetings hosted by African countries on a rotational basis. The first three in this series of meetings have been held under the general theme “The 2010 Round of Population and Housing Censuses.”

The process of drafting an African addendum on the P&R, benefited considerably from inputs from several fora organized by the UNECA, the UNSD, and African countries themselves. These included the ASSD (as mentioned above) held in Cape Town (2006), Kigali (2007), and Accra (2007), and workshops conducted by the UNSD for Anglophone African countries in Maputo, Mozambique in October 2006 and for Francophone countries in Bamako, Mali in November 2006. The main purpose of these workshops was to review the revised United Nations Principles and Recommendations for Population and Housing Censuses.

The Cape Town symposium considered, among other items, the issue of updating the UN principles and recommendations of Population and Housing Censuses with respect to the following:

- Core topics and recommended tabulations;
- Standards and frameworks;
- Census planning and management; and
- Promotion of the census; making value visible.

At this symposium African countries expressed the need to ensure that the global P&R reflects African realities and they forwarded their contribution to the Expert Group on the 2010 World Programme on Population and Housing Censuses.

The Kigali symposium consolidated the African position and reviewed the topics and definitions outlined in draft revised principles and recommendations (Revision 2). It also established the extent to which the resolutions from the Cape Town meeting, and the Bamako and Maputo workshops, had been taken into account. Other topics and definitions were considered, focussing on those which had not been adequately dealt with in the other workshops. At the Kigali meeting, all African countries reiterated their willingness to undertake censuses during the 2010 Round of Population and Housing Census.

The global P&R is a consolidation of concerns from all the regions in the world, and so the final draft of the UN P&R (Revision 2) could not take into account all the issues arising from the African consultations, some of which were Africa specific. African countries therefore decided to develop an addendum to the global principles and recommendations which was reviewed in the Accra meeting prior to its submission to the Statistical Commission for Africa in January 2008.

This addendum is submitted by Africa as a set of guidelines on topics, definitions and issues pertaining to the operation and analysis of censuses specific to the region. In particular, it proposes a number of topics as core for census undertaking in African countries even though these are not core at the global level.

All core topics at the global level have been endorsed as core at the African level. The addendum provides guidelines on issues that are unique to the region which could not be accommodated in the global recommendations. They are complementary to the global P&R and should be used in conjunction with it.

2

Classification Of Topics

African countries reviewed all core and non-core topics included in the global P&R with respect to:

- The relevance of the topic to African countries;
- The additional value accruing from the topic's inclusion;
- The clarity of the definition, especially in the African context;
- The difficulty in obtaining accurate responses;
- The size of the questionnaire; and
- Cost considerations.

African countries identified some topics as core for the region even though they are not regarded as core at the global level. In addition Africa also proposed some topics which are not included in the global P&R and recommended them to be included but as non-core in the African Region.

2.1 Topics regarded as core at Global and Africa level

All topics regarded as core at the global level are also considered core at the regional level. These are:

Geographical and Internal Migration Characteristics

Place of usual residence

Place where present at time of the census

Place of birth

Duration of residence

Place of previous residence

Place of residence at a specified date in the past

Total population

Locality

Urban and rural

International Migration Characteristics

Country of Birth

Citizenship

Year or Period of Arrival

Household and Family Characteristics

Relationship to head or other reference member of household
Household and family composition

Demographic and Social Characteristics

Sex
Age
Marital Status

Fertility and Mortality

Children ever born alive
Children living
Date of birth of last child born alive
Births in the last 12 Months
Deaths among births in the last 12 months
Household deaths in the past 12 months

Educational Characteristics

Literacy
School attendance
Educational attainment

Economic Characteristics

Activity status
Occupation
Industry
Status in Employment

Disability Characteristics

Disability status

Housing Topics in Censuses

Type of living quarters
Location of living quarters
Occupancy status
Type of ownership
Number of rooms

Water supply system
Main source of drinking water
Toilet facility, type of
Sewerage disposal
Bathing facilities
Availability of kitchen
Fuel used for cooking
Type of energy used for lighting
Main type of solid waste disposal
Occupancy by one or more households
Number of occupants
Type of building
Construction material of outer walls
Age and sex of household head/reference person
Tenure
Information and Communication Technology (ICT)
Devices – availability of

2.2 Topics that are not considered core at the Global level but are regarded as core by African countries

As indicated above, there is agreement amongst African Countries that the core topics in the global P&R reflect the essential data needs at both national and regional levels. However African countries have recommended extra topics to be considered as core topics for this region.

1. Age of mother at date of first child born alive

The justification for this question is given in the global P&R (para 2.193). It provides information on the onset of childbearing and is also useful for indirect estimation of fertility and child mortality, which are core topics at the regional and global level.

African countries recommend that this topic should be core since it collects information valuable for indirectly estimating or deriving child mortality. This is essential data in the African context because of the relatively high levels of child mortality, and because it is a key indicator under Goal 4 of the Millennium Development Goals (MDGs) and relevant to the various national, sub regional, regional, and international development agendas.

It is recommended that both direct and indirect questions be asked to permit consistency checks in order to improve the quality of child mortality estimates. Caution is needed because of problems relating to the accuracy of data relating to the age of mother and the date of first child born alive. There

is greater potential for inaccuracies in cases when the event took place many years prior to the census.

2. Orphanhood (paternal, maternal and dual)

Information on the survival status of biological parents can be used in indirectly estimating adult mortality indicators. This information is very critical in African situations where no complete Civil Registration and Vital Statistics Systems are available to provide this information.

Information on orphans is also critical in many African countries because of the need for these indicators in the national, sub regional, regional, and international programmes to assist orphans and vulnerable children. This is particularly the case because the numbers of orphans have increased due to the high prevalence of HIV/AIDS and armed conflicts throughout Africa. This information is also useful because of its growing importance in measuring social conditions in societies.

There are varying definitions of orphans being used on the continent. It is recommended therefore that the decision on the upper age limit for the analysis of orphanhood be left to the individual countries. The metadata should be very clear on how orphans are defined, the ages covered, as well as how the cases of adopted/fostered children and children of unknown status are handled. For purposes of mortality estimation, appropriate care should be taken not to include adopted or fostered children.

It is recommended that orphans are analysed according to their own demographic and socio-economic characteristics such as age, sex, and education as well as those of their household heads.

This topic is non-core in the global P&R (paras. 2.199 -2.201). However, given its uses as mentioned above, it is recommended that orphanhood should be made a core topic for the Africa region.

3. Field of education and educational qualifications

These questions are essential for human resource planning in Africa, in order to analyse the demand and supply of human resources according to various skill levels and by field of study. This information can be used to plan the provision of training, for example to encourage training where there is a shortage of skills in a particular field of study, and to control training where there is a market surplus.

Whereas this is not a core topic in the global P&R (paras. 2.223 – 2.230), African Countries recommend that it should be core for the region.

4. Institutional Sector of Employment

Disaggregating the economy into the various sectors permits the characteristics of each sector to be examined. The UN P&R (para 2.335) recommends that the institutional sectors be categorised as (a) corporations (b) general government (c) non-profit institutions serving households (d) households.

Many African countries have witnessed the privatization of public institutions as part of economic reforms. It is important to analyse the trends in privatization and the performance and growth of the various sectors over time and their share/contribution to the economy in terms of employment or output, income or revenue, etc.

The global P&R regards the “Institutional Sector of Employment” as an optional topic. However, African countries have agreed that this should be regarded as a core topic given the changing composition of employment, and its importance to poverty alleviation.

5. Construction Materials (Roof and Floor)

Information on the construction materials of the roofs and floors of houses (together with that on external wall materials which is a global core topic) is an important aspect of the quality of housing. Access to quality housing is a very important variable in measuring attainment of Africa’s development agenda and is critical to the basic needs assessment for human development.

This is a non-core topic in the global P&R (paras. 2.525 – 2.528), but African countries recommend it to be core.

2.3 Topics regarded as non-core at Global and Africa levels

The following topics are considered non-core at both the global and Africa levels:

1. Household and Family Characteristics

Household and family status

2. Demographic and Social Characteristics

Religion
Language
Ethnicity
Indigenous peoples

3. Fertility and Mortality

Age, date or duration of first marriage

4. Economic Characteristics

Time worked
Income
Employment in the informal sector
Informal employment
Place of Work

5. Housing Topics in Censuses

Number of bedrooms
Useful floor space
Heating – type and energy used for
Hot water – availability of
Piped Gas – availability of
Use of Housing Unit
Year or period of construction
Dwellings in building – number of
Elevator – availability of
Farm building
State of Repair
Rental and owner-occupied housing costs
Furnished/unfurnished
Cars – number of
Available outdoor space

2.4 Additional topics which have not been included in the Global P&R which need to be considered for the Africa region but as non-core topics

1. Non monetary poverty

Poverty is defined as a state of long-term deprivation of well being, a situation considered inadequate for a decent life (UNDP, 1998). It has several dimensions including low income, limited human development and limited

empowerment. The issue of poverty is key both internationally and in the African Region as exemplified by the fact that the first MDG relates to the eradication of extreme poverty and hunger.

Questions on income are discussed in the global P&R but because of the complexity (and in some countries the sensitivity) of collecting this information it is not recommended as core (paras. 2.330 – 2.334).

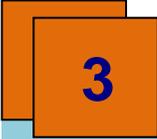
Many countries in Africa do not include income or expenditure questions in their population censuses. Those that have included such questions, have experienced difficulty in obtaining accurate data.

Non-monetary poverty measures may be used as an alternative to income and expenditure data. This technique is elaborated in the global P&R (para 3.85). One approach to measure non-monetary poverty is through a 'basic needs' approach which involves collecting data on Education, Employment, Access to Electricity, Access to Safe Water, Housing, Household Assets. Many of these variables are already core at the global level. However, difficulties arise in agreeing a common list of items to be used across Africa for the measurement of non-monetary poverty. Because of this lack of consensus, African countries recommended that non-monetary poverty should be a non-core topic for the Africa region.

2. Means of Transport used

Lack of transportation is an important aspect of access to social services such as health care, thus having major implications for the quality of life of the population. Information on mode of transportation used for travel to work is helpful for urban planning purposes especially in crowded African cities.

The African countries recommended that a question on mode of transport be included in the P&R as a non-core topic. The question should differentiate between transport to the work place and to other places.



3

Review of Some Definitions

Because of the wide variation across the world in levels of development, some definitions as used in the global P&R are not appropriate for the conditions in African countries and so have been reviewed in relation to their:

- (a) Clarity and precision of definitions and classifications;
- (b) Applicability and the scope for improvements;
- (c) Relevance to current and emerging policy needs;
- (d) Methodology;
- (e) Appropriateness of the definitions to suit local African conditions and logistical capacity, and the potential to adjust them to local needs.

Below are the revisited definitions, which are recommended for inclusion in the Addendum to the global P&R.

3.1 Place of Usual Residence

The global P&R (para 1.461) categorizes persons who “have lived in a locality for six months and one day or intend to live in a locality for at least six months” as usual residents. African countries noted that ‘the intention to stay’ might be confusing in the African context. African countries therefore recommend that there is a need to separate the collection of data relating to past residence in a given locality from the collection of data on the intention to reside, and to use **ONLY** past residence in determining usual residence.

In order to avoid confusion, the information on ‘intention to stay’ should be collected as a separate follow up question and only if desired.

3.2 Nomadic Population

The global P&R (para 2.41 [a]) discusses “nomads and persons living in areas to which access is difficult” and highlights the problem of enumerating these groups of people providing guidelines on how to enumerate them.

African countries recommend that the census planning should identify nomadic populations, enumerating them using the most appropriate local methods. They should not be considered as having a ‘place of usual

residence', since this may exaggerate the usual resident population of a given locality.

3.3 Country of Birth

The global P&R (para 2.93 to 2.94) points out that the country of birth of a person is not the same as the country of citizenship. A question on the country of birth is needed to distinguish the native born from the foreign born population.

Although Africa has a high incidence of refugee populations, in general there is no problem in collecting data from those who live in refugee camps. However, African participants in the consultations stressed the difficulty of collecting information from refugees and migrants who live in communities rather than in segregated areas. Many of these people do not want to be identified as 'foreign born' for fear of discrimination or deportation particularly as some live in the country illegally. This problem may be exacerbated by the fact that some may even desire to acquire citizenship of the country that they have migrated to or in which they currently reside.

The enumerators' instructions should be very clear on how to identify such cases and how they should be treated, and this should be reflected in the metadata.

3.4 Rural/Urban Definition and Classification

The African region agrees with the global P and R (para 2.81) that it is not possible to have a standard definition across countries of urban/rural areas because of differences in population size and level of development. However, some comparisons can be carried out based on the similarity of basic characteristics of an area. However it is important to be aware that areas can change in status over time from rural to urban, and even occasionally vice versa.

Countries should set their own specific criteria for the definition of urban/rural areas and clearly describe the definition in the associated metadata. A number of criteria might be used in developing definitions of urban and rural areas, which may require extra information (from both census and non-census sources). These include:

Legal/administrative requirements;

Population size and population density;

Availability of facilities such as schools, health institutions, etc;

Socio-economic facilities and amenities e.g. electricity, piped water;

Main economic activity i.e., proportion of labour force in non-agriculture activities.

3.5 Relationship to Head of Household or other Reference Person

The global P&R (paras. 2.114 to 2.115) discusses this issue and points to the need to identify the relationship of each member of the household to one reference person. This may be especially necessary – but can be quite difficult - in polygamous, multifamily and other households. The African countries recognized that there are currently variations in defining a household and head of household especially in polygamous situations.

Following consultations the African countries recommend continuing to identify a 'Usual Household Head' and collecting, for as many people as possible, their relationship to the usual head of household, whilst taking care not to double count the polygamous heads or others who may have more than one place of residence. They further recommend avoiding using a 'family' but rather to use a 'household'. There is also a need to move away from the concept of a social household head to an economic household head.

Countries should clearly state in the enumerators' instructions as well as the metadata, the approach they adopted in defining and enumerating a head of household.

3.6 Date of Birth of Last Child Born Alive and Births in the Last 12 Months

The global P&R (para 2.188) indicates that collecting information on "date of birth of last child born alive" provides a more accurate derived measure of current fertility than the use of the direct question on number of live births in the last 12 months. However, in case of multiple births in the same 12-month period, this question does not produce complete data on the total number of children born alive during the reference period. Therefore, a direct question on 'Births in the last 12 months' will provide an alternative estimate for purposes of validation.

It should, however, be clear which last 12 months the question refers to. It should not be confused with the calendar year preceding the census. It should also be clear that the question refers only to live births and that still births should not be counted. In addition, these questions should be asked only to women aged 12 – 49 years of age.

Therefore, African countries recommend the collection of information on live births in the last 12 months in addition to 'date of birth of last child born alive'. In case of the question on 'date of birth of last child born alive', it is recommended that countries should adopt a clear cut-off date to reduce the burden of collecting redundant data on births that took place well before the desired reference period.

3.7 Household Deaths in the Last 12 Months

The global P&R (paras 2.194 to 2.198) indicates that information on household deaths in the last 12 months by age and sex is useful in estimating the level and age-pattern of mortality, especially in countries that lack satisfactory continuous civil registration and vital statistics systems. African countries have recognized the importance of this topic in a continent with high mortality levels and poor Civil Registration and Vital Statistics Systems. However cultural reasons in some African countries can make it difficult for some persons to answer this question.

It should be clear as stated in the global P&R that the reference period refers to the 12 months preceding the census and not the previous calendar year. African countries also recommend that there is need to avoid double counting (or omission) where the place of death is different from the place of burial.

It is recommended that statisticians and demographers should work on alternative ways of asking questions that could allow the collection of this information even in countries where it is culturally sensitive.

3.8 Cause of Death

This information when combined with the information on household deaths in the last 12 months could provide information on the levels of the causes of death, information which may not be readily available elsewhere. Indeed if the data are collected in repeated censuses this may provide important information on the trends over time in the causes of death. However, the global P&R noted that issues to do with 'causes of death' are difficult to address through the census (paras 2.196 – 2.198). In particular, it is difficult to determine whether a disease was an underlying cause of death or the primary cause. To obtain correct data on the exact cause of death would require health professionals, who are conversant with the International Classification of Diseases (ICD) coding, to be used in the data collection for the population census.

The global P&R recommends classifying deaths into broad categories such as natural and non-natural causes which are easier to define for data collection. The instructions for the enumerators should clearly explain what is included in each category, and this should be documented in the metadata.

Given the complexity of the topic, the decision to collect these data in a population census is left to the individual countries, which are advised to weigh data needs against the technical abilities of the data collection personnel together with the level of knowledge of the population from whom the data are being collected.

3.9 Literacy and Education

Literacy is acknowledged as a fundamental tool for the empowerment of the public and for economic development, as recognised in both the Education for All (EFA) and the MDGs Initiatives. African countries regretted the lack of reliable and detailed information on literacy levels and distributions within the continent. This deficiency means that policy makers often rely on data based on self-declaration of literacy skills or on estimates derived from proxy indicators such as years of schooling. In most cases this results in over-estimation of literacy rates within countries.

The global P&R (paras. 2.202 to 2.208) discusses issues associated with collecting data on literacy. UNESCO recommends the collection of data directly from the individuals – rather than from one representative for the household – and proposes that this should involve a literacy test being administered. The African countries have discussed this proposed approach and, whilst understanding the rationale for it, endorse the view expressed in 2.206 of the P&R that it is probably not practical to incorporate this into the Census methodology. The recommendation is, therefore, that African countries continue to ask the question of one responsible adult in the family/household as to whether each family/household member is literate (using one of the standard questions proposed by UNESCO) and that, if possible, they combine this with survey data measuring literacy more reliably which can then be used to calibrate the Census results.

Whereas the global recommendation is that the data be collected for those aged ten and above, African countries see advantages in lowering this to five years in the population censuses in order to get a complete picture of literacy since some children under the age of ten years are literate. In order to retain the ability to conduct international comparisons, the data should be tabulated by age.

With respect to primary school attendance (covered in the paragraphs 2.209 – 2.214 in the P&R), it is recommended that the data are tabulated according to the age of the child. This will allow decisions to be made at the analysis stage about how to treat children who are below the official ages for primary school. Basically the choice will be between recoding the type of school as pre-primary because it is judged likely to be a mistake or accepting the data as it stands because it is likely to reflect true variation in the ages of children attending primary school. This decision should be made in consultation with experts at the national level (and household survey data may also inform the decision) but if any recoding is carried out it should be fully documented.

African countries recommend that data are collected on children's attendance in pre-primary schools (including pre-schools and kindergartens) because of the importance of these data for planning the education system but also in relation to the employment of mothers.

3.10 Economic Activity

The global P&R offers a detailed description of economic activity (paras. 2.231 to 2.239). However, given the level of development of African economies, some of the concepts need further elaboration. This section elaborates further on the issues of activity status of adults as well as child labour.

(1) Activity Status of Persons

When gathering information on activity status of persons, attention should be paid to the possible misclassification of persons by activity status. Some individuals may report that they are not active or they are 'homemakers', despite being engaged in some economic activities during the reference period or despite the fact that they were available for work, and hence ought to be classified as economically active. It is essential that sufficient probing is carried out to ascertain the true activity status of such individuals.

In order to capture adequately the above concerns, countries may consider changing the mode of asking questions in economic activity by rephrasing the census question in order to elicit the desired information; or asking more than one question of, or probing further, those who answer that they are economically inactive.

A sizable proportion of persons of working age engage only in household activities which are not tagged with economic value according to the current System of National Accounts (SNA), and hence are classified as

'homemakers'. It is important to recognize and identify the contribution of these persons to the economy.

African countries have emphasised the need to provide clear guidelines in the instructions to the data collectors to ensure that persons who were engaged in some economic activities during the reference period or were available for work are recorded as economically active. If questions are to be added, countries should remain mindful of the length of the questionnaire and reliability of the information to be collected.

(2) Child Labour

A special dimension of economic activity is 'Child Labour'. The International Labour Organization (ILO) describes Child Labour Information as concerning the general use of children's time and the effect on their health, education and normal growth (ILO, 2000). It should be noted that 'working children' is not the same as 'Child Labour'. Not all children engaged in either economic or non-economic activities should be regarded as engaging in child labour.

In Africa the incidence of child labour is high despite the existence of many laws prohibiting it. This is mainly due to the prevailing socio-economic conditions (such as predominance of agricultural activity, high levels of poverty, orphanhood, and lower levels of education), the HIV/AIDS epidemic, and prevalence of armed conflicts.

The global P&R (para 2.241) indicates that countries in which many children participate in economic activities, such as agriculture, will need to select a lower minimum age of entry into economic activity than that used in countries where the employment of young children is uncommon.

African countries recommend that in order to capture information on 'working children' and 'Child Labour', Population and Housing Censuses should collect data on the economic activities of all persons including children. In the global P&R, in the section relating to children and youth (para 3.97), "children" are defined as persons under 15 years and "youth" are those aged 15 to 24 years for statistical purposes.

African countries recommend lowering the minimum age for collection of data on economic activities for Africa to six years in order to capture the economic activity status of children, and to identify working children and their characteristics including the socio-economic characteristics of the households they live in.

3.11 Disability

The global P&R deals with statistics on persons with disabilities (paras. 2.351 and 2.356).

Although African countries agreed on the importance of the questions on disability status, problems have been experienced in relation to the application of the definition of disability and the willingness and ability of respondents to provide this information which has led to under-reporting of those with disabilities. The recommendations for the region are that the questions should be kept relatively simple at present. Meanwhile serious advocacy work should take place on the importance of collecting and using data on disability. As the acceptability of these questions grows it may be possible to test and then incorporate in future Censuses more of the multilayered approach to the definition outlined in the global P&R and as recommended by the Washington City Group.

3.12 Household Assets (Household Durable Goods)

As indicated earlier, information on ownership of assets when analysed together with household access to some basic facilities, can be used to estimate non-monetary poverty. The global recommendations include a list of examples of durable household appliances such as laundry/washing machines, dishwashing machines, refrigerators, deep freezers etc (para 2.552). Other household assets are mentioned in several other sections of the P&R.

Thus, the P&R does not have one comprehensive list of household assets even at the global level, which could be standardized and considered as measures of welfare or non-monetary poverty in Africa. A further problem is that some of the household asset items mentioned in the P&R may not be basic and therefore are probably not relevant to Africa - an example being dishwashing machines.

Whereas it may seem desirable to generate a standard list of items for comparison within the region and sub-regions there are difficulties in doing this due to the wide variations across the continent in living conditions, and therefore applicable household assets. For example it is important to include agricultural equipment in asset ownership since a majority of people in African countries depend on agriculture for their livelihood but this list may not be appropriate for people living in an inner city. It was proposed therefore that a master list be drawn up of assets and a subset of these selected according to the circumstances of those being interviewed. Of course the

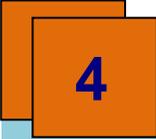
master list must reflect the variations in required assets between urban and rural households, and across different countries in Africa.

The draft master list of household assets for Africa would probably include:

- Radio
- Television
- Refrigerator/deep freezer
- Bicycle
- Motor Vehicle (Car)
- Motor Cycle
- Plough
- Speed Boat (a boat with an engine)
- Canoe
- Scotch cart
- Livestock e.g., donkey, cattle, pigs, goats, sheep etc.
- Agricultural Land
- Tractor
- Residential Buildings
- Commercial Buildings
- Fishing net
- Hammer mill or grinding mill
- Telephone landline
- Cell phone
- Computer
- Sewing machine/knitting machine

3.13 Information and Communication Technology (ICT) devices

Related to this the global P&R (para 2.543) proposes a classification of ICT devices for countries to use. These include radio, television, fixed line telephones, personal computers, and internet facility (within the home and access to internet elsewhere). These devices are generally similar in nature and should be comparable globally but the issue for African countries is whether access or ownership of each of these devices is common enough to include the questions in a general population census. The recommendation for Africa is therefore that countries could consider whether it is appropriate and also whether it is a priority to include questions on access and availability or ownership of ICT devices in the household in the census questionnaire, and that if they decide to do so they should use the global classifications.



4

Census Planning and Management

African countries recognize that Population and Housing Censuses are a significant source of data in every country. It is essential therefore, that they be well-programmed, planned for, adequately funded and efficiently executed.

On **census preparation and support**, it is recommended that:

- Countries should launch their census operations with a well-defined project document that clearly outlines the sources of funding as well as ensuring that the necessary human capacity is in place.
- Full and critical assessment should take place of the client needs with respect to the data and products at the time of designing the data collection instruments by ;
 - bringing the data users and producers together;
 - users must be selected from the different sectoral areas in order that the input into both census planning and analysis reflects a comprehensive view of the issues of relevance to the country ;

As regards **alternative designs** such as rolling census, register-based or a combination of methods, it is recommended that:

- In general, these methods as described in the global P&R (paras. 1.60 – 1.74) are not practical for most African countries at the current stage of statistical development.
- It was noted that Civil Registration and Vital Statistics Systems in Africa are not comprehensive enough and therefore should not replace censuses. However, African countries felt very strongly that the use of Civil Registration and Vital Statistics Systems should be supported since they are an important complement to the census.

On **funding of Census** activities it is recommended that:

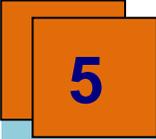
- Countries should consider census fundraising and resource mobilization in the broader context of the national strategic plan for statistics in accordance with the Marrakech Action Plan for Statistics, noting that the Population and Housing Censuses are an integral part of the plan.
- Countries should consider reducing reliance on donor assistance since censuses are legally the responsibility of national governments.

- Countries are encouraged to explore ways of establishing census-funding partnerships with the private sector, donors and the civil society.

On **Census management**, it is recommended that:

- Countries should use internationally agreed standards and definitions in the census operations.
- Countries should strive to establish an integrated programme of data collection and compilation. This will require coherence of definitions and classifications across censuses, surveys and administrative records (where used for statistical purposes) in a statistical system.
- African countries participating in the 2010 round of censuses should modify operational procedures as appropriate to take into account of technological advances made since the previous round, especially in the area of Geographical Information Systems (GIS) and scanning technologies.
- Countries will need to take into consideration security concerns, such as the existence of land mines or areas of armed conflict and may need to make special arrangements for census data collection in such areas.

On **census evaluation**, countries reaffirm the importance of post-enumeration surveys (PES) in evaluating the coverage and - in some cases - the quality of the content of censuses.

5

Making Value Visible: Analysis and Dissemination of Census Data in Africa

5.1 Data Analysis

African countries consider that analysis is an indispensable and extremely important step in census operations. It adds value to the data and ensures that they are exploited with the aim of improving the quality of life of the public. It is regrettable therefore that in most African countries there is lack of technical capacity in analysis of census data.

In this regard, African countries recommend that:

- a detailed data analysis plan be developed which includes policy oriented analyses in accordance with the country's socio-economic development programme;
- multidisciplinary groups be established to harmonize and deepen the themes to be developed;
- the census data be combined with the results of other statistical operations in order to enrich the analysis;
- a partnership be forged with specialized regional or international organizations or institutions to support the analysis teams;
- data, including microdata, are disseminated to researchers to carry out further analysis;
- the creation of multi-sectoral groups of analysts be encouraged to carry out the census data analysis. It is up to the countries to determine the relationship between these groups and the other permanent national structures responsible for data analysis in various socio-economic domains; and
- the pilot Census process is used to test the analysis tools and procedures in addition to the data collection methodologies.

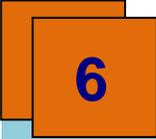
5.2 Dissemination

With respect to dissemination, the global P&R acknowledges the influence of regional and sub-regional coordination in encouraging openness in relation to Census results and enhancing the production of timely, accurate and cost-effective data. Regional and sub-regional coordination will promote the exchange of experiences among countries and the exploration of new techniques in the planning, collection of data, analysis, dissemination, and utilization of census findings.

African countries recommend that data dissemination must address users' needs. These needs should be defined prior to data collection. The dissemination plan must take into account the specificity of different users as well as the limitations of NSO capacities in relation to the content and complexity of the Census. The countries recommend that a timeframe be elaborated for the dissemination of the results (preliminary results, final results, thematic results) according to the NSO capacity;

With respect to user focus, countries should aim to assist users to use the data in an informed and appropriate way. They should develop an appropriate mix of dissemination means to make the census results available for all users including:

- Posters, fliers and leaflets;
- Documents;
- Internet and ICT;
- Mass media (radio, television and newspapers);
- User/producer dissemination seminars;
- Regular statistical bulletins

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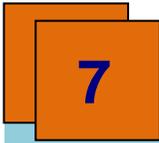
Linking Population and Agricultural Censuses

Censuses of population and agriculture are both large-scale exercises and hence are costly to undertake. Consequently, they are conducted at infrequent intervals, usually 10 years. It is therefore desirable to link information from the two censuses. This serves two purposes, namely enriching the analyses and minimizing the cost of data collection. The process of linking may take several options depending on the circumstances prevailing in the country:

- (a) A country may include agriculture related questions in a population census. This will generate some agriculture related information from a complete count or a very large sample. However, given the high demand of demographic and socio-economic data on the population census, this approach usually means that only a few questions on agriculture can be included, and it should not be considered a replacement for an agricultural census.
- (b) Data from a population census can be used as a household frame for the agricultural census, assuming that the agricultural census is to be conducted soon after the population census. The National Statistical Office might be able to devise a way of obtaining the desired information quickly before the frame is too outdated.
- (c) A joint data collection might be carried out in which the population census information is used to identify agricultural holdings and a separate questionnaire is administered to these. This would save on the costs of data collection since it involves visiting the household only once.
- (d) The field enumeration materials between the two censuses can be shared when the agricultural census is carried out soon after the population census. Such materials include Enumeration Area maps, bags, and other semi-durable supplies. This reduces on the cost of the materials to be procured.

- (e) The information from the two censuses might be linked. Information on the characteristics of individuals and households collected from a population census can be linked with that from the agricultural census. This leads to an enriched analysis since the characteristics of the individual will be cross tabulated with those of the holding. However, linking information collected at different times is a complex process, which requires very precise identification of units.

In all the above, it needs to be borne in mind that the units of enumeration differ between censuses. While the unit of enumeration in a population census is a household, the equivalent for an agricultural census is a holding. In many cases, these may be identical but they are not always. For purposes of comparability, the two exercises should to the extent possible use similar concepts, definitions and classifications.



Conclusions

African countries are committed to taking part in the 2010 round of Population and Housing Censuses. Some countries have already implemented their censuses during the 2010 round and the rest expect to carry out a census within the specified period.

African countries generally endorse the core topics recommended by the United Nations at the global level. Nevertheless, African countries have recommended adding some additional topics which are not prioritised in the global principles and recommendations. The argument for these additions is the relevance of the topics to Africa, particularly in relation to the development agenda.

African countries further have recommended a review of some topics and definitions, which suffer from ambiguity of definition in the African context and/or the difficulty of obtaining accurate responses in Africa.

African countries will strive to produce timely, quality and demand driven statistics from the comprehensive analysis of Population and Housing Censuses data. Africa has further committed itself to effectively disseminate the census results to users nationally, sub-regionally, regionally, and internationally for effective policy, planning, decision-making, and research in support of Africa's Development Agenda. However, Africa is mindful of its lack of sufficient capacity in data collection, analysis and dissemination of census data and hence the need to enhance its capacity in these areas to match supply with demand.

Africa presents the various issues mentioned and discussed in this document as an addendum to the global P&R with the aim of making these recommendations more pertinent to Africa.

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