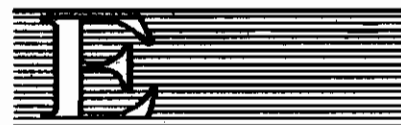




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ECONOMIC COMMISSION FOR AFRICA

**Regional Working Group on Recommendations
for the 2000 Round of Population and
Housing Censuses in Africa**

**22-26 January 1996
Addis Ababa, Ethiopia**

**REPORT OF THE REGIONAL WORKING GROUP ON RECOMMENDATIONS
FOR THE 2000 ROUND OF POPULATION AND HOUSING CENSUSES
IN AFRICA**

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A. ATTENDANCE AND ORGANIZATION

Opening and duration of meeting

1. The Working Group on Recommendations for the 2000 Round of Population and Housing Censuses in Africa met at the the Economic Commission for Africa (ECA) Headquarters, Addis Ababa, Ethiopia, from 22 to 26 January 1996. The meeting was convened with the financial support of the Canadian Government, through the United Nations Population Fund (UNFPA). The Officer-in-charge of Statistics Division opened the meeting on behalf of the Executive Secretary.

Attendance

2. The meeting was attended by 19 experts with experience in past population and housing censuses. The experts who were nominated by their respective Government were from the following countries: Botswana, Burkina Faso, Burundi, Cameroon, Chad, Côte d'Ivoire, Ethiopia, Gambia, Guinée-Bissau, Lesotho, Madagascar, Mauritius, Mozambique, Niger, Senegal, United Republic of Tanzania.

3. Representatives of the following organizations attended as observers: International Labour Organization (ILO/EMACO), Abidjan, Côte d'Ivoire; the Regional Institute for Population Studies (RIPS), Legon, Ghana; United Nations Population Fund (UNFPA); United Nations Statistical Division; and United States Bureau of the Census.

Election of Officers

4. Ms Mpho F. Morojele (Lesotho) was elected chairperson of the Working Group, with Mr. Balepa Martin (Cameroon) as Vice-chairman and Mr Harish Bundhoo (Mauritius) as rapporteur.

B. AGENDA

1. Opening address
2. Election of officers
3. Adoption of the agenda

4. Census programmes in the context of the Programme of Action of the International Conference on Population and Development (ICPD), the Dakar-Ngor Declaration and other development frameworks.
5. Role of population and housing census in the development of integrated national information system.
6. The 1990 Round of Population and Housing Census in Arica: Major developments and issues.
7. Emerging issues in African Population and Housing Censuses.
 - (a) Census publicity
 - (b) Enumeration methods for coverage of special population groups and uses of sampling in censuses
 - (c) Data capture and data processing
 - (d) Census cartography and automated mapping
 - (e) Data analysis
 - (f) Dissemination methods and promotion of data utilization
8. Population and housing census topics:
 - (a) Measurement of economic activity
 - (b) Disability statistics
 - (d) Migration
 - (e) Concepts, classifications and tabulation in housing censuses.
9. Census financing and role of external support
10. Adoption of the recommendations
11. Evaluation of the Working Group
12. Closure of the Working Group

C. ACCOUNT OF PROCEEDINGS

Opening address (agenda item 1)

5. The Officer-in-charge of ECA Statistics Division opened the meeting on behalf of the Executive Secretary. After welcoming all participants to the meeting of the Working Group, The Executive Secretary noted with satisfaction that all ECA member countries, except, Eritrea carried out at least one census during the period 1975 to 1994. He recalled the meeting of the Working Group was the

fifth in a series organized by ECA on Recommendations for population and housing censuses in Africa and had been organized in collaboration with UNFPA Country Support Teams in Addis Ababa, Dakar and Harare.

6. He indicated that censuses were a useful means of obtaining essential demographic, economic and social data, but the high costs of population and housing censuses had impeded the development of statistical systems in Africa. He was of the view that efforts to improve data collection efficiency could be focused on improvement measures at the country level as well as linkages at the regional level and national statistical data bases could be developed and linked with other data from household surveys and administrative records.

7. The Executive Secretary pointed out that population and housing censuses must be seen as bench-mark events in continuing programmes of data collection, processing, evaluation, analysis and dissemination. He emphasized that such strategies should enable African Governments to have access to adequate information for the formulation, monitoring and evaluation of realistic development programmes, and should facilitate the successful implementation of the ICPD Plan of Action, the Dakar-Ngor Declaration of Family and Sustainable Development, and the follow-up of other development frameworks.

8. He also stressed the efforts to consolidate past achievements in the area of capacity building in population and housing data collection and in addition, the attention to be given to data quality control and applications of sampling methods which, as he noted, had been somewhat neglected in the past. He invited the Working Group to consider as a priority area the question of census financing and the role of external assistance, particularly in view of the real decrease in assistance. In that connection, he added that African countries should make efforts to mobilize resources internally. Then, he urged the Working Group to make concrete proposals and recommendations which would constitute the substance of the African Recommendations for the 2000 Round of Population and Housing Censuses.

9. Finally, the Executive Secretary expressed his gratitude to the Government of Canada through UNFPA for its financial support in the organization of the Working Group and thanked the national, sub-regional, regional and international agencies which have sent representatives to the meeting, thus demonstrating their interest in the African population and housing censuses.

Census programmes in the context of the Programme of Action of the International Conference on Population and Development (ICPD), the Dakar-Ngor Declaration and other population and development frameworks (Agenda item 4)

10. The secretariat in introducing this agenda item on the basis of the background document ECA/STAT/WG/PHC/95/3, "Census programmes in the context of the Programme of Action of the International Conference on Population and Development (ICPD), the Dakar-Ngor Declaration and other population and development frameworks", observed that the recommendations of population and development frameworks, in particular, the Programme of Action of the International Conference on Population and Development (ICPD.PA) and the Dakar-Ngor Declaration (DND) have far-reaching implications for the 2000 round of population and housing censuses.

11. The topics of these population-development frameworks covered several topics, namely: population, sustained economic growth and sustainable development; family, gender equality, equity and empowerment of women; reproductive rights and reproductive health, fertility and family planning; health, morbidity, mortality and HIV/AIDS; population distribution, urbanization and migration.

12. A major contribution of future censuses would make to the two main population and development frameworks - ICPD and DND - it was noted, is to provide data which would assist in monitoring their quantitative targets, and research and analyses on the causes and consequences of population trends along with the integration of population factors in sustainable development.

13. The secretariat concluded by pointing out that data from the 2000 round of population and housing censuses are important and valuable sources of the information required for the integrative approach to sustainable development of ICPD and DND, but that the data requirements for these population-development paradigms should be collected, processed, analyzed and published within the framework of a comprehensive data and information system on the lines of the Addis Ababa Plan of Action for Statistical Development in Africa in the 1990s.

14. In the discussion that followed, it was observed that the implementation of the Dakar-Ngor Declaration (DND), the Programme of Action of the International Conference on Population and Development (ICPD.PA) and other population-development frameworks required additional information to be included in census questionnaires during the 2000 round. A question was raised about how the data needs of the quantitative targets which cover a number of topics (e.g., population growth rates, education, contraceptive prevalence rate), research and analyses could be satisfied only from information collected from censuses. In this connection, the meeting underlined that the data requirements of the population-development framework could only be satisfied by an integrated data

and information system encompassing data from various data collection systems- sample surveys and administrative systems in addition to population and housing censuses.

15. Another question was asked on the status of national population policies vis-à-vis the recommendations of the DND and ICPD.PA during the formulation and implementation of national population-development policies. In response, the secretariat observed that national population policies and programmes should be accorded first priority when countries are adapting the recommendations of the DND and ICPD.PA for national formulation and implementation.

16. It was suggested that the housing component should not be played down in the next round of censuses since it contributes some of the data required by the population-development frameworks e.g. housing quality, sources of water supply, fuel and types of toilet facilities. It was observed that the main implications of the population-development frameworks is that census planners, organizers, and statisticians of the 2000 round of censuses should, in planning, collecting, processing, tabulating and analyzing information from population and housing censuses, attempt to provide data that would be used to integrate population variables in development plans, programmes, policies and decision-making.

17. The meeting also pointed out that since African Governments were involved in the promulgation of the population-development frameworks- especially the Dakar-Ngor Declaration and the ICPD's Programme of Action, it is incumbent upon them to implement their recommendations.

Role of Population and Housing Census in the Development of Integrated National Information System (Agenda item 5)

18. The Working Group deliberated on this item of the agenda on the basis of ECA/STAT/WG/PHC/95/4 which had been prepared and was presented by the Secretariat.

19. In reviewing the role of population censuses in development of integrated national statistical information systems, the paper noted that population censuses had a significant role to play in the context of promoting integration of data from diverse sources and that this potential is far from being fully utilized in the region. It was noted that this had been facilitated essentially by developments in the science of sampling, electronic data processing, and the improvements in the techniques of census taking, especially through use of cartographic maps which had facilitated precise identification of population census enumeration areas. However, to achieve the full potential of integration within countries, it was indicated, needed to set up census as an on-going operation, to undertake the required

continuous improvement in the cartographic delineation of the country into census enumeration areas. Simultaneously, it was stated, the countries needed to acquire capability to establish alternative sources of data collection, such as integrated household survey programmes.

20. It was pointed out that there was need for change in institutional and organizational arrangements for undertaking population censuses, so that the infrastructure created for population censuses could be utilized for undertaking censuses of agriculture and livestock and censuses/surveys of household based non-agricultural enterprises. In this context, the representative of FAO made a proposal to include a relevant recommendation in the African Supplement of the Decennial Programme for Population and Housing Censuses.

21. Finally, it was observed that the issue of using population census as an instrument for development of integrated national statistical systems was likely to assume greater significance in Africa region in the 2000 Round of Population Censuses for which, as per current indications, the countries in the region may not be able to attract the level of external support they have had in the previous three decennial rounds of censuses. The countries will therefore, it was noted, need to consider more cost-effective options on undertaking population censuses. This consideration, the paper emphasized, would certainly be facilitated through further promotion of the role of population censuses in the development of integrated national statistical systems and a review of the scope and content of population census.

22. In the discussion following the presentation, it was agreed that population census should be considered as the source for data for a nucleus data base into which data from other sources could be integrated. It was stated that, although population censuses were an irreplaceable source of data especially at small area level, they were a heavy and costly operation to undertake.

23. In interests of quality, timeliness and costs, it was therefore felt, population censuses should be utilized for collection of minimal information with increasing use being made of household surveys as alternative sources of data. This would result in improvement of the quality and timeliness of data from population censuses and reduction in the costs of census operations.

The 1990 Round of Population and Housing Census in Africa: Major Developments and Issues
(agenda item 6)

24. The secretariat in introducing this agenda item on the basis of ECA/STAT/WG/PHC/95/5 entitled "Major Developments and issues in Population and Housing Censuses in Africa: 1990 Round", noted that population and housing censuses constitute a major source of population data in most countries and this was even more true in Africa where generally other data collection systems, particularly administrative records, are not fully developed.

25. The historical development of population and housing censuses was then traced with indication that statistical activities in most African countries did not give prominence to demographic and social statistics during the pre-independence period. It was only after political independence and in the wake of accelerated socio-economic development plans that population censuses and surveys received greater emphasis in the statistical programmes of the newly independent African countries. It was noted that, since then, there had generally been positive trend in the number of periodic censuses in Africa.

26. The attention of the working group was called to the issues addressed in the background document, namely, regularity in census taking and inter-censal intervals; scope of censuses; organization and management; data processing; analysis, dissemination, and utilization of census data; as well as census financing.

27. In discussing regularity in census taking, it was noted that by the end of the 1990 round of population censuses, covering the period 1985 to 1994, all African countries except Eritrea had conducted at least one population census and most of them had had two or more censuses since the 1950 round.

28. It was pointed out, however, that in recent census rounds, there had been a set back in the positive trend in the number of periodic African censuses which had been evident since the 1950 round. It was noted that the number of African countries which participated in the 1990 round was six less than the number for the 1980 round. Further, although generally the countries which participated in earlier rounds also did so in succeeding rounds, there was a break in the pattern during the 1980 and 1990 rounds when two and 11 countries respectively dropped out, signifying a deterioration in the regularity of census taking in the region. It was also pointed out that many African countries had been unable to maintain regular ten-year interval between censuses and the situation had been worsening in succeeding rounds. It was noted that if the trend continued, population and housing censuses might no longer be a major source of population data in a number of African countries even though the other data collection systems were not being improved appreciably, if at all.

29. With regard to the scope of African censuses, it was noted that the range of topics included in African censuses had been increasing over the census rounds. It was indicated that most countries were ensuring the availability of data by gender and also a significant number of countries were investigating economic characteristics as well as disability and housing conditions in their population and housing censuses. A few also included items on agriculture in their 1980 and 1990 census rounds to obtain adequate frame for agricultural censuses. The need to ensure that the population census was not unduly burdened in the zeal to maximize the number of topics was stressed.

30. In the area of organization and management, it was pointed out that in many instances, managerial and organizational skills were lacking and often appropriate organizational structure was not established to carry out various census operations efficiently. A related issue was the poor staffing situation which continued to be a problem in many census offices in the 1990 round. In this connection, it was noted that under the prevailing poor economic conditions in most African countries, the situation would have been worse but for some positive developments particularly the various training programmes including the Census Training Programme in sub-Saharan Africa funded by the Canadian International Development Agency (CIDA) of the Government of Canada through UNFPA under multi-bilateral arrangements.

31. The attention of the meeting was also called to the developments in census data processing in the 1990 round of censuses particularly the shift to the use of micro-computers following the tremendous developments in microcomputer technology and relevant software. It was noted that the shift to the use of microcomputers was helping in addressing the problem of skilled manpower since it was much easier to train personnel. Additionally, it was helping to ensure effective collaboration between subject-matter specialists and data processing personnel and thus facilitating data processing operations.

32. Modest improvements in data analysis which had been the weakest link in census programmes in earlier census rounds were noted. It was indicated that statistical/census offices had started publishing not only statistical tables but also analytical reports and efforts were being made to publish reports such as highlights of census results, population profiles/data sheets, etc., which were readily useful to decision makers and local planners.

33. The need to ensure that data analysts and data users were involved in census preparatory activities at the early stages and programmes for evaluation and analysis prepared during the census pre-enumeration phase was also stressed.

34. With regard to data dissemination, it was noted that there was too much dependence on published reports. Advantage needed to be taken of developments in micro-computer technology and software to make available to some data users data sets on diskettes, for a fee, to supplement published reports.

35. It was mentioned that strategies for funding population censuses needed serious consideration. It was noted that in view of the high census costs and the poor economic situation of almost all African countries, external assistance would be needed to conduct censuses in the African region in the immediate future.

36. It was pointed out, however, that it became evident in the 1990 round that external assistance for censuses was declining. Thus, censuses in the 2000 round were likely to be under even greater pressure. It was therefore suggested that efforts needed to be made to mobilize resources internally and in this connection, the possibility of support from the private sector should be explored.

37. Following the presentation, there was extensive discussion of the issues raised. There were also some comments and a few questions were asked. The discussions/comments focused on government commitment for population and housing censuses; coordination of donor support; training of personnel; and data accessibility.

38. A participant commented that there was need for in-depth evaluation of the 1990 round of African censuses beyond the indication of the number of countries participating in the various census rounds. It would be helpful particularly to have information on outputs of the various censuses and the extent of the utilization of the data.

39. Another participant called attention to the difficulty in involving analysts at the early stages of census preparatory activities since the same analysts would often not be available for the analysis of the census data in view of the time lag of two or more years for the production of the census tabulations.

40. With regard to government commitment to censuses, it was generally the view that population and housing censuses should be recognized as a governmental exercise which require greater government involvement including the provision of the necessary funds and manpower.

41. In this connection, the negative effect of inadequate indication of government commitment on donor support was noted. An example was given of the withdrawal of donor assistance to a census programme when government support for the exercise appeared to be weak. A related issue which

was raised was that in some instances governments needed assurance of the extent of donor support before committing itself to a census.

42. It was suggested that the dilemma might perhaps be resolved by involving the different potential donors in the census programme development at the outset rather than a country developing the programme and then using the document to seek support from donors.

43. Another aspect of the issue which was raised was the redeployment of census personnel on other non-census activities after the enumeration. This practice tended to delay the completion of the post-enumeration activities and the publication of the results. It was therefore the general view that government commitment to population censuses should include the provision of the required personnel for all phases of the census.

44. The need for coordination of support from multiple donors was also stressed with the suggestion that the development of national integrated data systems should also involve the integration of the required external assistance into the process. In reaction to the suggestion the representative of the Secretariat, recalled that the Inter-Agency Coordinating Committee for the 1990 round of censuses had been helpful and, as indicated in the background document, efforts should be made to extend donor coordination to the national level.

45. Training of personnel was also discussed extensively. The issues raised included the poor timing of training of census personnel in relation to the various census operations. It was noted that often this problem was due to the late start of census preparations particularly the submission of project requests.

46. The United Nations Statistical Division (UNSD) informed the meeting that there were no plans for a training programme for the 2000 round of censuses similar to the sub-Saharan Africa Census Training Programme for the 1990 round. The Working Group therefore needed to make the necessary recommendation regarding the training programme required in the region for the 2000 round of censuses. In this connection, the meeting was informed that a training programme oriented to the 2000 round was expected to be organized by the IPC during the summer of 1996.

47. Finally, following the intervention of the representative of the Regional Institute for Population Studies, the meeting took note of the invaluable contribution of the regional institutes - RIPS and IFORD - in the training of personnel of statistical and census offices who have been involved in the recent round of censuses.

48. Another issue which received considerable attention was accessibility of census data. A participant indicated that there was the tendency for statistical/census offices to deny access to data under the guise of official secrets legislation. A number of delegates denied the assertion but admitted that in some instances micro-level data were not given to data users because of the need for confidentiality of information relating to individuals. It was, however, generally recognized that countries need to adopt data dissemination policies which would facilitate extensive use of data with due recognition to the issue of confidentiality.

Emerging issues in African population and housing censuses (agenda item 7)

Census publicity (Agenda item 7(a))

49. This item was included in the agenda at the request of participants, immediately following the commencement of proceedings. Since no background document had been prepared for discussion, participants were invited to share their respective experiences and to raise any issues regarding problems encountered and successes achieved during census publicity and public awareness campaigns. Since census publicity was important in getting the cooperation of the people it may be important to carry out studies on how best this could be done.

50. Introducing this item, one participant stressed that everybody should be made to feel part and parcel of the census operation and that the basic problem which arose during publicity campaigns was how to transmit the message to the people. He then cited some examples of ways in which people were sensitized in his country using the officials of well-established administrative structure who play a very important role in getting the message to the people.

51. While recognizing the limits of the usual channels of information, another participant suggested that the structures and persons in direct contact with the people should be used. These might be village or local associations or groups, local advisers and people's representatives who could participate in the programme. Some countries had local radio networks which broadcast in national languages and could therefore reach a wider audience. The political structures in his country had played a crucial role in this regard.

52. Another successful way of doing this was to introduce lessons, about the importance of census taking, into school curricula. Through the school children, the message would reach their parents as had been done in Botswana and Zambia. These methods had been developed to help reach the largest

number of people because the usual media of radio, television and news papers cannot be afforded by all households in the country.

53. Another participant stressed the importance of awareness campaigns and proposed that a distinction should be drawn between two target groups for which the themes to be developed during the campaign should be differently packaged. The first would be composed of political and administrative authorities that must be sensitized first in order to secure their support for all phases of the operation. The second group would be composed of people whose cooperation would be indispensable for the success of the enumeration exercise and census takers who must be taught to fully understand certain themes and concepts such as the night reference.

54. It was pointed out that in certain countries, the awareness campaign begins only one month to the time of the enumeration. Late implementation of the publicity campaign usually militates against the success of census taking. It was proposed that the publicity campaign should begin from the preparatory phase, that is to say from the time of commencement of cartographic work and continue until the post census survey. During the campaign, census officials must elicit the full participation of officials from the information educational and other relevant departments of the country, e.g. agricultural extension workers.

55. Finally, one participant informed the meeting that census officials in his country were trying to see how best to express to the people their appreciation for having contributed to the success of the census exercise.

Enumeration methods for coverage of special population groups and uses of sampling in censuses: (agenda item 7(b))

56. The secretariat in introducing this agenda item, the basic background document ECA/STAT/WG/PHC/95/8 - Enumeration methods for coverage of special population groups and uses of sampling in censuses - observed that establishing an accurate population counts and related characteristics depends on ensuring administering the censuses questionnaire on all persons of a country the special populations. As a clarification, the secretariat further observed that the name special population could be loosely defined "as the populations which can be considered as relatively more difficult to enumerate", particularly in the sense that the canvasser and/or householder approach cannot be used without some modification. The secretariat indicated that special population groups include among others the homeless, nomads, refugees and internally displaced persons. As regard the homeless, the secretariat gave an overview of enumeration approaches that had been used in the past

which include the separate enumeration before, usually, the main census exercise or the enumeration area approach.

57. Concerning the nomads, the secretariat pointed out that a number of approaches had been applied in the past. These include: Group Assembly approach, Tribal or Hierarchical approach; Enumeration Area approach, Water-point approach and Camp approach. On this point, the secretariat gave related advantages and disadvantages for each of the approach. In concluding this particular topic, it was indicated that all the approaches were affected by both large coverage and content errors.

58. Furthermore, the secretariat alluded to the need to develop enumeration procedures for emerging issues like refugees and internally displaced persons. Examples suggested include quick-count and satellite imagery approaches. As one of the suggestions, the secretariat indicated that countries have to undertake some type of research in order to identify most effective approaches that can be less expensive, less time consuming and which provide better quality data.

59. In presenting the uses of sampling in censuses, the secretariat observed that the role of sampling is expected to increase in the future especially given the high costs of the censuses and need for high quality data. The secretariat pointed out that sampling had been used at various stages of censuses including: pilot census stage, for testing of questionnaires and other census procedures; data collection stage, especially for selecting sample households for the administration of long questionnaire; application of quality control; post enumeration survey; and, advance tabulation.

60. Some important issues were raised during the discussions that followed the presentation. In the case of refugees and internally displaced persons, it was pointed out that procedures and methodologies, such as assembly approach and clan approach which has been tried in some countries, had failed. There was a need for development of a most effective approach.

61. With regard the enumeration of nomads, it was observed that the best approach is to consider the issue on case by case basis, especially by involving local authorities in choosing what they consider as most important.

62. Participants recounted their experiences in the use of the PES for the evaluation of census data. Weakness and strengths of the PES were discussed and some participants suggested that since it is complex and difficult to implement, there is a need to explore other approaches. It was generally agreed that the census data has to be evaluated with some participants suggesting that it should include qualitative and quantitative aspects.

63. It was, however observed that the failure of the PES, as a system of census evaluation come about because of inadequate planning. Suggestions were made that it should be part and parcel of the whole census programming process and that a task force should be created to comprehensively look at the issue.

64. With respect of the pilot census, participants expressed their views and emphasised the need for ensuring that pilot census are used for testing all aspects of the census operations.

65. As regard the uses of sampling in the census, it was observed that sampling is important at all stages of census taking including pilot census, data collection, quality control and PES.

Data capture and processing: (agenda item 7(c))

66. The secretariat presented agenda item 7(c) on the basis of the document ECA/STAT/WG/PHC/95/9 "Data Capture and Processing, Achievements in the 1990 Round of Census and Considerations for the 2000 Round". It was stated that processing of population data encompasses a complete series of joint operations through which data collection are transformed into statistical tables and thus constitutes one of the most important phases of the census. Four main subjects were considered: data processing planning; questionnaire design, data preparation including manual coding editing and data entry, computer processing.

67. It was observed that during the 1990 round, data processing activities were not well planned; a design process was not prepared resulting in considerable develops. This was due to the fact that either no coherent system was established between the various subject matter specialists or consultations on the conduct and integration of all operations at the initial stage were minimal.

68. The topics investigated on the questionnaires for the 1990 round were generally identical to those for the 1980. However in some cases the scope of information collected had widened to include disability, household amenities, agriculture, nuptiality. It was observed that pre-coded questions were much easier to handle.

69. The manual editing stage is concerned with checking the questionnaire as many types of errors could be introduced in the data during enumeration. Reviewing questionnaires before coding has proved very useful and should be emphasized. Indeed it helped in correcting, among others, errors on the geographical identification of the questionnaires.

70. It was mentioned that all countries have made coding a secretarial task, centralized at the NSO headquarters. Data entry has proved time consuming and error prone. Therefore, raw data files obtained after completion of data entry require sound editing.

71. Preparation of edit rules constituted a bottleneck in most countries. This exercise should be carried out jointly by the various subject matter specialists.

72. Proper tabulation plans, were not prepared in advance for the 1990 round and the use of computer in other census related tasks (questionnaire design, census tracking, preparation of quantitative progress reports) was minimal.

73. The following suggestions were made for consideration by the countries in their efforts to improving census activities with respect to cost, time and quality of data:

- The data processing tasks should be carefully planned so as to allow close monitoring and immediate action.
- Where possible, new technologies and innovations should applied such as optical mark reading or optical character recognition, computer assisted coding, etc.
- Because IMPS has proved to be a versatile package for census data processing its census tracking module should be encouraged.
- Data bases should be created from census data: micro-data as well as macro-data databases, using commercial packages and other UNFPA supported packages. Those databases should further be expanded to other sectors.
- Presentation of results in the form of thematic maps should be considered.
- As an innovation, and where applicable, decentralization of census data processing could be considered.

74. The problem of training in data processing was raised since training activities are now limited in the IPC. It was indicated that steps should be taken to organize computer training at the regional demographic training centres.

75. In the discussions that followed, a number of questions were raised with respect to the procurement of computer equipment. It was indicated that most bilateral donors impose the type of equipment to be acquired.

76. Maintenance of equipment was very poor and suggestions are that each NSO should have its own maintenance staff.

77. Preservation of data files for further use was a major concern. It was indicated that creation of active census databases in several copies (that is databases frequently used) could be a solution to this problem.

78. Regarding the average duration of data entry activities during the 2000 round, it was indicated that operators as well as computers are becoming more and more efficient and that it is hoped that the duration should not extend beyond 12 months for a population size of less than 15 million.

Census Cartography and Automated Mapping (Agenda item 7(d))

79. Under agenda item 7(d), the first document under this topic "Census cartography and automated mapping" ECA/STAT/WG/PHC/95/7, noted the importance of appropriate maps to the proper planning and implementation of a census exercise. Maps were needed principally for planning and organization of the exercise, for enumeration and for presentation of the census data in the form of thematic maps and population atlases. Maps were also needed after the census for intercensal surveys and other data collection activities.

80. Some of the basic characteristics of census maps were that they do not produce new maps, with the exception of sketch maps. They generally use existing maps and update the through extensive field visits. The aim is to achieve country wide coverage and depict up to date information. Over the years almost all countries in Sub Saharan Africa have conducted one or more censuses. Thus, cartographic experiences have been built upon from one census to the next. For the 1980 round of censuses, most countries carried out pre-enumeration cartographic activities, fairly well. The loss or misplacement of maps and records has now been avoided as most countries now maintain cartographic units with minimal core staff.

81. With the changing size of population, over time, the number of EAs demarcated for one census is likely to increase at the next census. This makes comparison difficult over time especially where village level data is not produced.

82. The production of census maps has so far not been given due importance in planning and allocation of resources of cartographic programmes. Census data publications are enhanced by inclusion of area reference and thematic maps. This also helps educate the data users and motivates them to integrate population indicators in planning, monitoring and evaluation of socio-economic development programmes.
83. For the 2000 round of census, field updating of maps should be done systematically using Global Positioning System wherever possible. This ensures accuracy in identifying locations and due to its fastness and time saving also economizes on the cost of field operation. Furthermore the census base maps would subsequently only need minimal revision for subsequent censuses. Cartographic units should establish close relationships with various map producing agencies so that they can update census base maps continuously. Enumeration Area maps should be retained with minimal changes being done through splitting EA's due increases in population. A natural comprehensive geographical code system should be developed and used by all agencies involved in data collection and production.
84. Automated processing of map production can lead to timely production of EA maps, to standardization of their contents and presentation formats, to the sustainability of cartographic activities and consistent updating of map information. This would contribute to making censuses and surveys more cost effective. In the 1990 round however, only one country used computerized mapping, with the assistance of one donor country. Thus most African countries would be starting from scratch in this one.
85. Issues that will have to be addressed in automated mapping include defining the scale and derived resolution of digital map information, assessing the suitability of available maps for data base creation, availability of hardware, software and trained personnel and the time consuming conversion of base maps information into digital format.
86. Of the two basic formats of representing map images on the computer screen the vector images are preferable as they can be updated or edited and do not require large amounts of disk space for storage. Most of the mapping/GIS software available, can be run on personal computers of appropriate configuration. As regards software, ARC/INFO is the most widely used.
87. Although most African countries may not be able to produce their maps using automated processing, if their census is scheduled before the year 2000, they could still initiate computerized mapping at least for the urban areas and gradually expand the coverage until its complete coverage of the entire country even after the census enumeration. The maps could then be used for inter-censal surveys and future censuses with minimal changes.

88. The second document " Census cartography : retrospect and prospect" ECA/STAT/PHC/95/6 presented by a representative of CST Dakar, dealt with the issue of economic and financial difficulties at a time of significant transformations, such as democratization and decentralization processes, which require various kinds of localized geographical information; hence the need for databases and databanks. This will lead, among other things, to an increasing role for the science of cartography.

89. The CST representative pointed out that most of the mapping tasks during the last census had been satisfactorily accomplished. A number of weaknesses had been observed, however, including in particular, the location of settled areas, the actualization of urban master plans, record-keeping and the preservation of maps, and the establishment of a survey base.

90. The latest developments in census mapping, such as SPOT satellite pictures and the Global Positioning System (GPS), were identified as having the potential to facilitate the improvement of census mapping projects. SPOT satellite pictures, for instance, may be resorted to as a way of resolving the difficulties encountered in bringing to fruition urban master plans, particularly at a time when urban areas are undergoing dramatic changes arising from rapid population growth. The satellite pictures will highlight urban as distinct from rural areas; built-up areas from undeveloped space; they will facilitate the graphic representation of urbanized zones, thus making it easier to implement urban development plans. The main hurdle with respect to SPOT satellite pictures is their high cost. The Global Positioning System allows the construction of coordinates from several satellites to locate a site on a map, and this is achieved by monitoring the coordinates on a receiving apparatus.

91. The CST representative also mentioned the use of census mapping in the establishment of databases and databanks, as well as a geological survey base, for searching purposes. The main difficulty encountered usually relates to errors of toponymy and the lack of uniformity in the geographical principles used by different units and departments. The results of mapping projects were widely used in the establishment of a household survey base. It was also observed that though census operations have adhered to administrative demarcations, they have largely ignored environmental factors; future operations should take into account agro-climatic zones.

92. In the discussions which followed, participants raised issues regarding the need for collaboration with mapping agencies in the country engaged in digitizing maps. Universities, Department of Lands and Surveys and other interested agencies could all cooperate in the exercise. However Statistics and Census Offices should not shy away from the exercise. The required equipment is not elaborate and the costs are not exorbitant.

93. The need was raised for the development of strategies, including training, for the countries to receive the benefits of automated mapping. It was pointed out that UNEP in Nairobi and the UNFPA Country Support Teams could provide training when this is required.

Data Analysis (agenda item 7(e))

94. In the presentation, on the basis of ECA/STAT/WG/PHC/95/10: the secretariat outlined the improvements that have taken place since the 1970 round of African censuses. Some countries that held censuses after 1990 had completed the exercise but most were at varying stages of analysis, report preparation and finalization.

95. Although all countries were now producing analytical reports, some of the analysis has not been in depth or of high quality. This is due to many problems. These include inadequate attention being given to analysis, research needs and utilization for planning purposes. Census interdepartmental committees have not been very effective in articulating analytical requirements and tailoring census data to conform to socio-economic development planning requirements. Although there has been a shift from resident international expert carrying out census data analysis to the creation of census analysis teams using national experts from statistical offices, universities and sectoral ministries, analytical experience still needs to be developed since for many countries it was the first time that their nationals were fully involved.

96. Data requirements have grown due to the trend towards planning for population subgroups, especially underprivileged groups. The increase of decentralized planning at small area level and the requirements for monitoring and evaluation of ICPD and Dakar/Ngor declaration. This calls for the creation of databases of increasing complexity at the microdata and macrodata levels.

97. Increased attention should be paid to data sources such as administrative records, sample surveys, civil registration data, sectoral data produced by education and employment ministries as well as to Rapid Assessment Procedures. Integrated Household Survey programmes also need to be looked into if the countries are to be in a position to meet the new data requirements. With the constant changes in hardware and software packages for data analysis comparative studies need to be undertaken with a view to assisting the countries in making the most appropriate choices.

98. In the discussions which followed questions were asked regarding the need to adjust data where necessary. Evaluation of both the coverage and content of census data was necessary and various

techniques and software were available for this purpose. However, care should be taken as adjustment does not always improve data.

99. A suggestion was made regarding the institutionalization of census analysis workshops and the need for communication specialists for data dissemination.

100. The poor relationship between demographers and planners was mentioned and the need to intensify their collaboration. The need to make the content of census reports relevant to planning needs was also underscored. The need for a subsequent phase for detailed analysis was also suggested after the publication of the census reports.

101. Universities were encouraged to be productive in their collaboration with statistics offices. The availability of training in REDATAM at RIPS and IFORD was also mentioned.

102. Universities could also take part in the planning of censuses and budgeting of needs for in depth census data analysis. There was a need for a holistic approach in determining analytical needs and various data users should be involved in the planning. Data users could also be called upon in areas of funding and human resource development.

Dissemination methods and promotion of data utilization (agenda item 7(f))

103. The presenter of document ECA/STAT/WG/PHC/95/11 dealt with the topic under three broad headings, namely, publication, dissemination and utilization of census data.

104. He insisted that the census is complete only when the results are put at the disposable of users in usable form. The publication programme should be part and parcel of the census operation. Different forms of publication are required to satisfy the needs of different types of users such as the general public, government departments and ministries, NGOs, the private sector as well as research institutions. However, census publications should not be restricted only to tabulations, but should include methodological as well as analytical and financial reports.

105. As regards dissemination, the presenter made it very clear that census data lose their value if they are not presented within 5 years of the census data. There is therefore urgent need to work seriously towards reducing delays to the maximum. The modes of dissemination have been improving over the years, ranging from printed publications before the 1970's to electronic media during the

1990s. However, printed reports are going to stay for quite some time in Africa although diskettes and CD-ROM are becoming more and more common, particularly for data storage.

106. The census operation cannot be justified unless the results are utilized. Distinguishing several categories of users, the presenter said that different strategies should be adopted to reach each category. Thus, experts in communications have to be involved in the preparation of materials (written, oral and visual) that can be targeted at various groups. As regards subject matter technicians, the best way to serve them is probably the organization of short dissemination seminars.

107. During the discussions it was recognized that dissemination of census data should be geared to the different types of target audience. There was general agreement that pamphlets highlighting main census results would be more appropriate to the general public whilst detailed tabulation and analytical reports would be relevant and useful only to the subject matter specialists. As regards planners and technicians assisting policy-makers, it was felt that short seminars dealing with specified areas of policy would be the best medium of dissemination, particularly since census reports tend to get stuck on the shelves of heads of ministries instead of going down to the technicians.

108. The meeting emphasized that statisticians and demographers should involve experts in mass communication (press, radio and TV) to evolve ways of presenting statistical information that is readily understood by the general public: e.g., a child is born every minute or hour is more meaningful than any amount of explanation of the fertility rate.

109. It was noted that electronic dissemination of census data was getting more and more widespread, so much so that there was a proposal to reduce the size and scope of statistical publications and release detailed tables on electronic media only; micro-data without personal particulars could be made available on diskettes and CD-ROM and anyone with a very minimal knowledge of a software like QUICKTAB module of IMPS could produce his own tables very rapidly. However, others were sceptic about the usefulness of CD-ROM in countries without proper electronic backup, and were of the opinion that hard copies would still be around for some years.

110. As regards payment for statistical data, it was generally agreed that highlights for the general public should be free whilst payment for other data should be minimal to ensure that as many users as possible have access to them. Furthermore, to facilitate the task of users, reports should not be too technical: technical matters are better left out or relegated to an appendix.

111. The issue of publishing provisional results was also raised. Some delegates were of the opinion that dissemination of such results should be restricted in order not to undermine confidence in statistical

data in case the final results are different from the provisional ones. Others insisted that provisional data are very useful since they are available much earlier than the final results.

112. The Working Group finally made a plea for the storage of census data on reliable media such as CD-ROM so that they are usable even after long periods.

Population and housing census topics (agenda item 8)

Measurement of economic activity (Agenda Item 8(a))

113. The first paper, ECA/STAT/WG/PHC/95/12, presented under this topic was by the International Labour Office. The presenter highlighted the basic concepts and definitions associated with the economically active population (EAP), employment and unemployment based on the resolution of the 13th International Conference of Labour Statisticians. He drew attention to the two measurement frameworks, namely: the labour force framework based on a short reference period, such as one day or one week, and the usual activity framework based on a long reference period such as one year. The former classifies a person above a specified minimum age as active if that person was employed or unemployed during the short reference period while the latter does so if the number of days or weeks in which the person was employed or unemployed during the long reference period is above a specified minimum, usually half the reference period.

114. A person is employed during a short reference period if the person is at work for pay, profit or family gain or the person is not at work but demonstrably has a job or the person is not at work but has an enterprise. 'At work' is defined as being engaged, for at least one hour during the reference period, in the production of economic goods and services as defined by the United Nations System of National Accounts (SNA), the latest version of which came out in 1993. The Presenter pointed out the importance to African countries of the extension of the production boundary to cover all own produced goods for own consumption. A person is unemployed during a short reference period if the person is without work, recently actively looked for work and is or will shortly be available for work. In certain situations the 'looking for work criterion' could be relaxed.

115. The labour force framework divides the population into employed, unemployed and not economically active (NEA) using a set of priority rules which give precedence to employment over unemployment and to unemployment over nea. The usually active population is sub-divided into the

usually employed and the usually unemployed respectively depending on the number of days or weeks of employment relative to unemployment during the active period.

116. Other basic economic characteristics such as occupation, industry, employment status and time worked were discussed. The need to use national classifications of the first three characteristics which are consistent with the most recent international classifications was stressed. The Meeting was informed of the new International Standard Classification of Status in Employment (ICSE) adopted by the 15th ICLS in 1993 and the ILO Bureau of Statistics working paper on the collection and coding of occupations.

117. In the presentation of African experience, data from 39 African countries were used to discuss the methodology used in their most recent censuses. Over 80% of African countries used age limits lower than 15 years (50% used 10 years) and over 50% excluded students with part-time work when defining their target population. About 54% preferred the labour force framework for measurement of the EAP with 75% of these using one week as reference period. Some (24%) did however use the usual activity framework and 18% used both frameworks. Most of these countries did not define any clear cut-off period for a person to be considered to be at work. The vast majority (over 80%) used the 'looking for work' criterion in the classification of unemployment.

118. In classifying occupation and industry, African countries tended to use few groups with only about 10% using the ISCO and ISIC 4-digit levels. Most of the countries used classifications with links to ISCO and ISIC although the preference was for the older versions, ISCO-68 and ISIC Review 2. About 70% classified status in employment using at most 6 groups while only 10% collected data on time worked.

119. The presenter raised the key issues for Africa during the 2000 census round. With regard to the target population, African countries may wish to re-examine the a priori exclusion of some groups such as students with part-time work from consideration for classification.

120. The choice of an appropriate measurement framework with its accompanying reference period is another key issue that countries should seriously address. Current activity gives an instant image of the current employment situation and is easier to measure in a census than usual activity as the latter is more subject to recall and other memory dependent errors. At the same time usual activity, which generates structural and benchmark data, is likely to be more relevant for African countries due to the relative instability of the labour markets and the preponderance of agricultural activities in these countries. The ideal is to measure both even if usual activity is measured on a sample basis only. The

mixed usage of both frameworks for separate sections of the working age population should however be avoided as national aggregates cannot be derived given the conceptual differences between them.

121. Irrespective of the measurement framework selected, countries have to decide whether to use days or weeks in determining activity status. The choice should be weeks in situations where employment is regular and a week of employment means a week of full-time employment.

122. With respect to employment countries have to decide on a clear cut-off for defining the notion of 'at work' keeping in mind that the recommended cut-off is 'at least one hour'. Given the inefficiency of the labour market countries should consider whether to relax the 'looking for work' criterion, especially in rural areas, when determining unemployment. Decisions have to be made and clear guidelines given on the treatment of borderline groups such as own-account workers who are temporarily absent from work.

123. Data on occupation, industry and status in employment should be collected at as low a level of aggregation as possible and classification systems should be consistent with the most recent international standards, i.e. ISCO-88, ISIC-88 and ICSE-93. These are key variables needed for cross-classification with the employment data in order to enrich its analysis. Countries should try to collect 'time worked' data, even if on a sample basis, and especially if using the usual activity framework.

124. In order to avoid under-estimation of their activity rates, enumerators should be properly trained to probe women, the young and the aged for their economic activities using specific situations or a list of explicit examples of activities usually over-looked by these respondents or their proxies. Countries should construct such lists based on their national realities and include it in their enumerators manual.

125. Given the importance of underemployment in their economies and the infrequency of specialised household surveys, African countries should consider measuring it in their censuses using the new tools being developed by the ILO. These tools will be presented for adoption to the next ICLS in 1998. The increasing domination of the informal sector in African economies imposes on countries the need to collect data to at least estimate its employment size and, in any case, to generate a useful sampling frame for future surveys. Such data include 'place of work', 'employment status' and 'occupation'.

126. The presenter drew attention to the sets of questionnaire items suggested for measuring the EAP, employment, unemployment, occupation, industry, status in employment, time worked and place of work. These items cover both current and usual activity and are formulated for use both in a short and in a long questionnaire.

127. During the discussions, participants raised the issue that the difficulties encountered by enumerators in collecting information on economic activity were not treated in the paper. An example was given of respondents who do not know the goods and services produced by their establishments. It was felt that the concepts involved in collecting data on economic characteristics may be too complex for census enumerators, who tend not to be of high level, to understand let alone to communicate them to respondents. The issue of the choice between fixed and variable reference periods was also raised.

128. The activity classification of housewives was discussed at length. Some participants questioned the wisdom of automatically classifying them as inactive even when they perform some activity, for example in their back gardens. Some others could not understand why the domestic work done by housewives was not regarded as economic when the same work done by paid domestic helpers was considered economic.

129. Some participants alluded to the problem of mis-classifying agricultural workers as inactive when canvassing takes place in the low season, indicating that this has serious implications given the overwhelming importance of agriculture in African economies.

130. The difficulty and consequent high costs of coding occupation and industry was raised by several participants with the suggestion that it may be more appropriate to collect this data on a sampling basis only. One participant lamented the fact that the examples used to illustrate the under-enumeration of women's activities came from Latin America and Asia where experiences could be different from Africa and questioned why similar studies were not done for Africa.

131. In response, the presenter stated that many of the points raised suggested that the concepts and definitions associated with the EAP, employment and unemployment were not fully appreciated. This was also the main reason why difficulties were encountered collecting economic data. For example, he explained that housewives who perform some activity during the reference period, no matter for how short a time, were to be classified as employed under the labour force framework due to the priority given to employment over all other activity statuses. In the usual activity framework, however, the number of days or weeks spent performing such activities would have to be greater than the specified minimum if they are to be classified as active. This is because the latter framework is measuring 'dominant' activity over a long reference period. The point on agricultural workers also comes from this same confusion over measurement frameworks. He suggested that there was an urgent need for data collectors to be familiar with these concepts so that they in turn can adequately train enumerators whom, he is confident, will then be able to understand the concepts.

132. He explained that the reasons for the exclusion of domestic chores performed by housewives from the production boundary were discussed at length in the United Nations SNA. One of them is the difficulty in giving an appropriate market value to such tasks. Although coding of occupations is admittedly difficult, the recent ILO working paper on this gives clear guidelines which, if followed, would make it less so. He reiterated the importance of collecting data on these characteristics in the census which is often the only reliable source of employment statistics in many African countries. He agreed that there was a need for research institutions in Africa to carry out controlled experiments to test the claim of under-reporting of women's activities and other such key issues in collecting economic data.

133. The second paper ECA/STAT/WG/PHC/95/13 under this agenda item, was presented by a representative of CST/Dakar. He first recalled the importance of having a working knowledge of the population's economic activities for the purpose of preparing economic policies, development programme planning in terms of human resources utilization and also for the formulation of policies on migration and location of industries.

134. The main problems that census organizers encounter during data collection on economic activity come from, among other things, difficulties in the definition of concepts, and the comprehension and the interpretation of this idea by census takers. In accordance with the United Nations National Accounting System, the definition of economic activity calls for a distinction to be made between the active workforce, the unemployed and inactive workers. It was indicated that to define economic activity, two basic variables came into play, namely the reference period and age. For reference period, two types were considered: the short-term period for measuring current activities and the long-term period for measuring routine activities. The long-term period had more to do with countries having essentially seasonal agricultural activities. With regard to age, there were no unanimous lower or upper limits. The determination of a minimum age for entry into economic activity should take into account both the number of young people and the intensity of their participation in economic activities together with the possibility of obtaining reliable information.

135. He described the minimum age used by several countries during the recent census. The reason why the definition of economic activity led to the classification of people into active and inactive population was explained. Both categories were differentiated in accordance with the reference period under consideration. The momentarily working population referred to those who worked for a fairly short reference period and the routinely working population referred to those who worked a fairly long period. The difficulty of drawing this distinction between the two categories of people was pointed out particularly when it came to describing the economic activity of women, young people and absentees. Such difficulties were due to poor definition and cultural considerations.

136. There was also a difficulty with securing a clear definition of the notion of profession because of ambiguities between profession, occupation, vocational training and branch of activity particularly when the person carries out several activities within the establishment or enterprise and with determining the employment situation of apprentices, household help and pieceworkers (the time of work and income being two variables that were extremely delicate to determine during censuses).

137. It was finally hoped that particular attention would be paid to the collection and analysis of data on women's activities and that if sufficiently detailed information was required, account of that would be taken during the phases of table elaboration and codification.

138. During the discussions, several participants described difficulties encountered in data collection. Feeling that presenters had not sufficiently dwelt on such difficulties, they described the problems encountered in determining the work of women who were generally and wrongly considered inactive and farmers who may not be working at the time the census agent was making his rounds. They also pointed out that census takers were unable to determine the branch of activity to the extent that even wage earners had no idea of the sector in which they were working. Problems relating to the measurement of working time and determination of the income of certain categories of the population were two elements that defied evaluation.

139. Some participants found the moving reference period inconvenient because it made people believe that census agents were not using the same reference period. Several participants described their national experience in recording data on the activity of women, rural folk and the determination of the branch of activity. With a view to simplifying the questionnaire so as to reduce the cost of the census, some participants felt that the questionnaire should be pre-coded or have fairly brief codes.

140. Clarification on the various issues raised was provided by the two presenters. The difficulties derived both from the generally unclear definition of concepts and from the poor understanding of economic activity. It was important to know the difference between momentary activity and routine activity and to train the census takers properly since the concepts were not so complicated as to be beyond their comprehension. With regard to the fixed or moving reference period, a choice had to be made treating the moving period as that during which the census agent goes to collect the data rather than a fixed date.

141. For the census agent, it was difficult to code the questionnaire in the field. Questions about profession and branch of activity (because of their nature) should not be pre-coded since the lower the level of codification. The better the quality of enumeration achieved as to the activity of women, this had to do with the issues of defining economic activity and the training of the census agents. Any

woman doing a job outside their household should be considered part of the active population. Agricultural activity should span what work was done throughout the year and not during a short period. Working time and income were fairly complex issues. Because they may not be correctly assessed during a census, it would be better to measure them during specific surveys.

Disability statistics (agenda item 8(b))

142. The secretariat representative introduced this topic on the basis of the document, ECA/STAT/WG/PHC/95/14, entitled "Development of Statistics on Impairments, Disabilities and Handicaps". He stressed that this area of statistics had often been neglected in the past and its importance and interest had been underestimated. Since the 1980s however, the adoption of various programmes of action concerning disabled persons at the global level has convincingly brought to the fore the importance and usefulness of such data, for the purposes of formulation, follow-up and evaluation of such programmes.

143. He made reference to the work of the United Nations Statistical Division and the World Health Organization (WHO) in the development of statistics on impairments, disabilities and handicaps (IDH), particularly as regards standardization of concepts and definitions, classification and terminology.

144. On the basis of the experience acquired by African countries during census rounds, various suggestions have been submitted concerning the inclusion and choice of themes for consideration as well as the wording of census questions relating to impairments, disabilities and handicaps. These suggestions are intended as a point of departure in the development of IDH statistics in the context of other data collection systems such as surveys.

145. In the course of the deliberations, participants dwelt on the complexity of the subject arising from the absence of a precise and practical definition of the term "disability". The drawing up of an appropriate provisional list of disabilities was suggested.

146. It emerged from the deliberations that census officials encountered a number of difficulties, including: (i) limited understanding on the part of the census officials themselves of the questions that should be asked; and (ii) difficulties connected with particularly sensitive questions. In some countries, such problems have led census organizers to remove questions concerning disabilities from the questionnaires.

147. Finally, the Working Group is of the opinion that questions contained in census questionnaires should serve solely to identify the persons with disabilities and that IDH data should be collected in special surveys such as "population and health", "health and nutrition", etc.

Migration (agenda item 8(c))

148. The secretariat in introducing this agenda item referred to the background document ECA/STAT/WG/PHC/95/16 "Population and Housing Census: Migration characteristics." It was observed that among the population issues which have featured prominently in the concerns of African countries are those related to spatial population distribution including international and internal migration. Among the features of international and internal migration about which governments are dissatisfied, it was noted, were the rapid pace of rural-urban migration; the movements of refugees and displaced persons; and high rates of migration along with emigration.

149. It was observed that data on migration from the 2000 round of population and housing censuses are needed to address the above mentioned issues, in addition to those from other data collection systems. More specifically the migration data should provide information on the patterns, trends, causes and consequences of the movements along with the characteristics of movers and satisfy the recommendations of the population-development frameworks and efforts on the development of regional integration.

150. On past practices on the collection, processing, analysis and dissemination of migration data the secretariat brought out the following findings from a review, namely;

(a) the question of birth place has been the most widely used information to acquire data on African countries;

(b) despite the importance of urban-rural classification, locality classification in censuses involved a bewildering variety of definitions from administrative to population threshold values and this posed problems for data processing, tabulation and analysis;

(c) data processing, coding and tabulation were limited, by e.g., separate tables not provided for male and female migrants;

(d) failure to provide cross tabulation of socio-economic data collected in censuses with migration data.

151. In the discussion that followed participants provided suggestions about the set of questions that should be included on population censuses, taking into account the fact that only a limited number of direct questions should be included. Among the questions proposed were those on place of birth, and place of residence at a specified time. Also mentioned were questions on citizenship.

152. With respect to the question on birth place, advantages and disadvantages of the use of place of residence of the mother of the respondent at the time of the census and the physical place of birth of the respondent were assessed. In this connection, a question of the adoption of the two classification schemes in censuses was raised.

153. Participants provided country experiences with reference to the past usages of the classification of urban-rural. The debate confirmed that a variety of urban-rural definitions were being employed within individual countries and by various countries. To rectify this unsatisfactory situation, it was recommended that an attempt should be made to review the existing definitions of urban-rural with a view to harmonizing them.

154. A lengthy discussion took place on the desirability and feasibility of enumerating population groups such as refugees, nomads, the homeless and displaced reviews in census data collection. Problems of including refugees in past censuses - such as reluctance by the local population for them to be included among the population of their localities, and likelihood of inflation of their number - were pointed out.

155. The need was expressed for the exchange of information on international migration from censuses conducted in other countries. In this connection the role of an institutions like the ECA in providing a mechanism to facilitate such as net-working was suggested. The meeting also examined the advantages and disadvantages of utilizing the residence criteria: de facto and de jure as well as the use of indirect techniques to estimate migration data.

Concepts, classifications and tabulation in housing censuses (agenda item 8(d))

156. The secretariat presented the document, ECA/STAT/WG/PHC/95.17 entitled "Concepts, Classification and Tabulation in Housing Censuses in Africa". After giving a definition of a housing census, the speaker observed that it is intertwined with population census. Between 1975 and 1984, a total of 29 countries carried out population and housing censuses. This number increased to 40 during the period 1985 to 1994. Comprehensive studies on housing census have been hampered by

the absence of analytical reports and by late publication of housing data in the context of population factors.

157. A study of questionnaires available at ECA reveals the extent to which recommendations which have been made at the regional and global levels have been taken into account in census operations. On the whole, recommendations in the African context have been followed. A number of aspects, however, have been neglected to some extent. These include the location of buildings, the year or period of construction/age of the building, and the existence of water supply units and cooking facilities. The main reason for this neglect appears to be linked to difficulties in obtaining the pertinent information.

158. As regards the choice of topic, the speaker pointed out that three basic factors should be taken into account, namely the needs of users of the data (who should therefore be associated in the preparation of census operations); the international comparability of the data; and the resources available for the census operation.

159. The definitions adopted were not reviewed because instruction manuals for census officials, which would contain such definitions, are available only in a handful of African countries.

160. Nonetheless, a study of the classifications used reveals that local characteristics are adequately taken into account and that local terminologies for various types of dwelling units do feature in the questionnaires. However, some degree of confusion is observable in connection with terms, and probably concepts as well. In this regard, the use of the nomenclature and definitions contained in the "United Nations principles and recommendations concerning population and housing censuses" and their adaptation to the local context should be encouraged.

161. The distinction between the terms "housing unit" (*habitat*) and "living quarters" (*habitation*) was also discussed at length. From the discussion, it appears that most of the data collected up to this point relates to living quarters. Most of the participants preferred the term "living quarters". Some participants stressed the importance of environmental issues which they felt should not be ignored. Others, however, were of the opinion that it might be more prudent, in view of the difficulties encountered in data collection, not to incorporate such issues in population censuses. Clear objectives should be defined which would be the basis for the concept to be given preference.

162. Several participants made reference to problems encountered in determining the age and/or the year of construction of buildings. These problems were particularly significant in circumstances where residents in certain settlement areas did not consider the age of the dwelling quarters as an important

issue before taking up residence. Some of the participants expressed misgiving regarding the effectiveness of some of the methods used in determining the age of respondents. This topic, though undoubtedly important in the context of the development of the building sector, need not be included in the recommendations.

Census financing and role of external support (agenda item 9)

163. Under agenda item 9, "Census financing and role of external assistance", the first paper under this topic ECA/STAT/WG/PHC/95/18, noted that due to failure by African countries to (a) publish census financial reports as a part of their census programme; and (b) exchange census reports with other countries' census offices thus the extraction of data on past experiences was greatly handicapped. It was further noted that where data was available between country comparisons were complicated by differences in the items included in the census costs and differences in prices, for examples salaries.

164. However, the paper noted that during the period under review there have been some positive developments. Demographic training institutes in Africa have increased the numbers of national demographers in almost every African country. Secondary many African countries would not have been able to successfully conduct population censuses without financial, technical and material support from the UNFPA and other bilateral donors, eg. USAID, CIDA, ODA etc.

165. African census programme has also experienced problems including loss of experts and in some countries internal conflicts have hampered the conducting of population counts.

166. The UNFPA has been supporting the African Census Programme for over 20 years through which support a number of African countries have conducted more than one census. Regardless of this experience, African countries will be hard pressed to participate effectively in the 2000 round of population censuses. Most of African countries have of late been experiencing balance of payments problems. Structural Adjustment Programmes have not derived the desired results. To reverse the trend where a number of African countries opted out of the 1990 round the secretariat suggested that alternative ways will have to be initiated to assist African countries. These include soliciting funds from internal sources and increasing UNFPA and bilateral support to African census programme.

167. In the discussions following the presentation the meeting decried that the UNFPA and other donors support to the African census programme has been reducing in recent years. The meeting further noted the shift from country resident advisors to country support teams currently situated in Addis Ababa, Dakar and Zimbabwe and from project to programme approach. Notwithstanding the

decline in census funding the meeting appreciated the support given by UNFPA and other multi-bilateral donors to the African census programme in the past. Support which has enabled African countries, except Eritrea, to conduct at least one census by the end of the 1990 round. Taking note of current programme approach the meeting advised African census officers to insist on preparation of a project document encompassing the three pillars identified in the ICPD-PA.

168. The meeting was informed of the Census Coordinating Committee for Sub-Saharan Africa which acts as a clearance house for donor information, particularly on who is doing what. The committee encourages early census planning, joint donor project development and cooperation of the various data collecting agencies through networking arrangements and joint projects. The meeting endorsed need for feedback of the committee's deliberations and activities particularly through the Joint Conference of African Planners, Statisticians and Demographers.

169. The meeting also noted that the long delays before the release of census results did not encourage future donor supports. Donors do not like situations where they do not see census results without delay. On the other hand donors are encouraged by better management of the funds; and operationalisation of a statistical strategy/plan. One way of doing this is to prepare detailed financial reports in the form of a balance sheet and to operationalise a five or ten year statistical development plan.

170. The second paper by UNSD began with overview of population census activities in Africa since 1945. However, since this topic has been well covered under agenda item 6 it was not elaborated. Since its inception in 1969 UNFPA has been providing significant financial and technical assistance to population census activities in Africa. During 1990 round of censuses, 42 countries received assistance from UNFPA. The number for 1980 and 1970 rounds are 41 and 16 respectively. Among these countries, 9 had received UNFPA assistance for three censuses and 30 had received assistance for two censuses.

171. The Working group was further informed that during 1990 round of censuses, UNFPA assistance to population censuses to countries in Africa was \$48.3 million, while the figure for 1980 round was \$39.9 million (excluding regional projects). It is estimated that UNFPA provided a total of about \$120 million for population activities in Africa since 1969. Comparing the UNFPA assistance between 1980 and 1990 round, it showed that there has been a decrease in the proportion of personnel component, while all other components have been increased. The proportion for training component in 1990 round was double the amount in the 1980 round. Other sources of external assistance include UNDP, World Bank, France, Sweden (SIDA), Netherlands, United Kingdom (ODA), United States (USAID), etc.

172. The Working Group was presented with a table showing the estimates of census costs from 33 countries in Africa and the corresponding assistance from UNFPA and UNDP sources during the 1990 round of censuses. Overall, the United Nations assistance amounted to about 37% of the total census cost. Data on financial assistance from other sources are not available. Out of 33 countries, 20 received more than 40% of the total census cost, of which 15 received more than 50% and 7 received more than 75%.

173. The Working Group was informed regarding the changes in the technical cooperation arrangement which has serious impact to the external assistance financing of population census in Africa. In the new system UNDP and UNFPA adopted decentralization of project approval to their country representatives. While this approach may be advantageous to Government being closer to the decision making authority, at the country level there are many competing projects for limited resources. The meeting was further informed that following ICPD-PA the focus of UNFPA assistance has also changed, to emphasis on multi-sectoral approach. The new UNFPA programme policy based on three core areas: a) reproductive health and sexual health, b) population and development strategy, and c) advocacy. Support for data collection has been included in the second core area. The shift in the focus of UNFPA assistance has resulted in the shift from basic data collection activities to comprehensive national population data and information system. Therefore, the ability of Government to reflect population census activities in the overall population and sustainable development strategy will be crucial in obtaining UNFPA assistance.

174. The Working Group expressed the need for countries to prepare project proposal for population census in a comprehensive manner with clear indication of the role of population census in the overall national data and information systems. The availability of detailed description of the role of census in the national statistical system will also be appreciated by the Government which may entice the Government in committing more local funds. Sensitizing Government is another important aspect of the statistical offices in securing Government fund. The comprehensive proposal should also be submitted to various donors in the country. It was further suggested that Government should mobilize assistance with effective coordination both at the Government side as well as at the donors side. Besides UNFPA, other international agencies should be requested to share some of the census costs, particularly since they also need the census results.

175. In view of the difficulties in obtaining data on census costs it was recommended that statistical and census offices keep good account so that expenditures for censuses can be derived with reliability.

Adoption of the recommendations (agenda item 10)

176. The Working Group adopted the Recommendations for the 2000 Round of Population and Housing Censuses in Africa (Annex I), as amended during its discussions, for transmission to the Expert Group Meeting on the Preparations for the 2000 Round of World Population and Housing Census Programmes.

Evaluation of the Working Group (agenda item 11)

177. Evaluation forms were distributed to all participants to be filled. This evaluation exercise is to enable UNECA to ascertain the view of participants on how to improve the organization and content of future meetings. The results of this evaluation are given in Annex II.

Closure of the Working Group (agenda item 12)

178. The coordinator of the Working Group thanked all the participants for their active and fruitful participation during the arduous sessions of the Working Group. He added that the Working Group had given a great opportunity to exchange experiences and ideas on how to solve many problems in the 1990 Round of Population and Housing Censuses in the African region in order to improve the future censuses of the 2000 Round in making concrete recommendations.

179. He also expressed his gratitude to the Chairperson and the members of the Bureau for the able manner in which they had conducted the work of the Working Group. He finally praised the valuable contributions made by the representatives of IPC, UNSD, RIPS, FAO, ILO/EMACO and UNFPA.

180. Finally, the Chairperson of the Working Group, after thanking the participants for their cooperation and enriching discussions, the interpreters, the translation services, the secretarial services and all those who in diverse ways have contributed to the smooth running of the meeting, declared closed the Regional Working Group on Recommendations for the 2000 Round of Population and Housing Censuses in Africa.

SUMMARY OF RECOMMENDATIONS

INTRODUCTION

This summary of recommendations for the African region should be considered together with the report of the Working Group on Recommendations for the 2000 Round of Population and Housing Censuses in Africa and the African recommendations for the 1990 Round of Population and Housing Censuses (E/ECA/CPH/10 Annex I).

RECOMMENDATIONS

1. Census programmes in the context of the Programme of Action of the International Conference on Population and Development (ICPD), the Dakar-Ngor Declaration and other population and development frameworks
 - 1.1 In implementing population and housing census programmes, African governments are called upon to take into account problems related to data census collection, analysis and dissemination as defined in the ICPD's Programme of Action and the Dakar-Ngor Declaration.
 - 1.2 The data requirements of the Population and Development Frameworks could only be satisfied by an integrated data and information system encompassing data from various data collection systems (sample surveys and administrative systems) in addition to population and housing censuses.
 - 1.3 Census planners, organizers, and statisticians of the 2000 round of censuses should, in planning, collecting, processing, tabulating and analyzing information from population and housing censuses, attempt to provide data that would be used to integrate population variables in development plans, programmes, policies and decision-making.
 - 1.4 Census/statistical offices responsible for the census should establish a dialogue with data users including NGO's and the private sector, right from the conception stage and also at all stages of census operation to ensure that their needs have a better chance of being satisfied.

2. Role of population and housing census in the development of integrated national information system

- 2.1 Status of and constraints in developing integrated programmes of household surveys, as other sources of data to population censuses in Africa region should be reviewed;**
- 2.2 Status of and constraints in further development of techniques in taking population censuses, especially the requirement of cartographic delineation of the country into small and well identified homogeneously sized population census enumeration areas in the region, be reviewed;**
- 2.3 Scope and content of the 2000 Round of Population and Housing Censuses in Africa be determined in context of the outcome of reviews recommended in (2.1) and (2.2) above;**
- 2.4 Constraints in developing common infrastructure and organizational and institutional arrangements for the conducting of population and agriculture and livestock censuses be eliminated;**
- 2.5 African countries should prepare a computerized frame of population census enumeration areas to facilitate conduct of censuses of agriculture and livestock. Such frame should incorporate the following information:**
 - Enumeration area number**
 - Name of enumeration area**
 - Total population (disaggregated by sex)**
 - Population in 4 or 5 broad age groups**
 - School attendance**
 - Farm population**
 - Predominant crops cultivated.**

3. The 1990 round of population and housing census in Africa: Major developments and issues

3.1. Regularity in census taking and inter-censal interval

African countries should consider population and housing censuses as integral part of continuing national data collection systems and as far as possible participate in the various rounds of world census programmes on a regular ten-year interval basis.

3.2 Scope of censuses

There should be adequate and timely consultations with data users to assess data needs by geographical level in order to determine topics to be investigated in different census rounds and other national data collection systems. Efforts should be made to address the concerns of various users of census data and infrastructure without unduly burdening censuses such that quality of data would be adversely affected.

3.3 Census Office

During the planning and execution of a census, the census office should have an expanded organizational structure with the duties of each unit and staff well defined and the various tasks clearly indicated. The structure should, however, be flexible enough to enable it to adjust to the various phases of the census programme.

3.4 Government commitment to Population and Housing Censuses

(i) Population and Housing Censuses should be recognized as regular government exercise which require greater government inputs. This commitment should be clearly demonstrated through provision of necessary funds and personnel for all phases of the census.

(ii) Annual government inputs for the census should be approved and necessary funds released well in advance of the relevant activities. Any required external assistance should be requested timely and should be regarded as supplementing government efforts.

3.5 Software development

Institutions such as UNSD, should also devote resources to the development of user-friendly software for computerized pre-enumeration mapping.

3.6 Training

(i) Training programmes for different categories of census personnel should be undertaken timely to ensure the availability of trained personnel for the relevant census operations. In this connection project requests for external support should be prepared timely.

(ii) ECA in collaboration with UNSD, UNFPA/CSTs and other agencies including regional training institutes should prepare a programme for training personnel at regional/sub-regional and national levels for the 2000 round of African censuses similar to the Sub-saharan census training programme for 1990 round; and seek the necessary funds from the donor community for its implementation.

3.7 Data accessibility

African countries should ensure timely release of census data for general use. In this connection they should adopt data dissemination policies which would facilitate extensive use of data with due recognition to the need for confidentiality of information relating to individuals. Advantage should be taken of technological developments to increase the media for provision of data.

3.8 Considering the absolute necessity for a census project document to reflect all technical aspects and to take into account all administrative and financial related considerations, it is recommended that census project document be elaborated by a multi-disciplinary team led by an experienced analyst having a global view of

the Census process and including notably specialists in census cartography, data collection and data processing, and representatives of identified potential donor agencies.

- 3.9. In order to assist each African country participating in the 2000 round of censuses, in reducing the cost and duration of its census, UNFPA is requested to kindly support the elaboration of a census planned based on the experiences gained from the last 4 ACPs and on the new approaches in census taking.
- 3.10 In order to make the technical assistance more efficient in terms of transmitting knowledge, the census experts Terms of Reference should focus more on technical work than on financial management.

4. Emerging issues in African population and housing censuses

4.1 Census publicity

(i) Participants unanimously acknowledged the importance of census publicity which they felt should begin as soon as legislative notices were issued and accompany the preparatory work up until the post-census survey and data-utilization stage. Care should be taken not to neglect the identification of target groups and target-specific packaging of themes and messages. Donors were also to be targeted during the public awareness exercise.

(ii) Considering the fact that the media only covered parts of the population in the country, other ways and means of reaching the public should be sought. These would include structures closest to the people namely: administrative authorities, politicians, community groups and associations, local radio networks and school circuits.

4.2 Enumeration methods for coverage of special population groups and uses of sampling in censuses

(i) In view of the growing numbers of the refugee and internally displaced persons, there is need to undertake a research on the appropriate strategies for

their enumeration. The quick-count and satellite approaches could be considered for applications.

(ii) Further, because of the global nature of the phenomena, it was recommended that the global experts meeting in New York include the issue for discussion with a view to bringing forward the most appropriate global strategy.

(iii) With regard to development of approaches for enumeration of nomads, there is need to consult local authorities on the best approach.

(iv) Evaluation of censuses should be more comprehensive including both quantitative and qualitative aspects.

(v) Governments should consider to provide more funds for the PES, which should be planned as part and parcel of the whole census programme.

4.3 Data capture and processing

(i) Dialogue between subject matter specialists and data processing experts should be emphasized and as a matter of principle, the dialogue in data processing should be initiated from the outset of the census operation.

(ii) Pre-coding techniques should be considered as a priority in view of speeding up data preparation activities.

(iii) National Census Offices should be encouraged to use local area networks so as to enable decentralized data processing and easy access of the data by users.

(iv) Census data bases should be developed with the view to their expansion them to multi-sectoral databases.

4.4 Census Cartography and Automated Mapping

(i) Given the investment needed for digitizing maps it is recommended that Census Offices should collaborate with other institutions engaged in this activity instead of attempting to be self-reliant in the production of pre- and post-enumeration maps.

(ii) Automated mapping holds promise for the future and in the long run it would be more cost effective. It is therefore important to develop user friendly software.

(iii) Since basic census maps need continuous revision, African countries are advised against the current practice of setting up ad-hoc census cartography outfits.

4.5 Data Analysis

(i) Census budget should include components that cover analysis activities which go beyond the production of the official census analysis report.

(ii) Census analytical plans should be prepared before the census enumeration with the participation of sectoral ministries and based on their planning requirements.

(iii) More efforts should be put into the analysis of socio-economic data in bringing out the linkages between different data sources and population data analysis for development planning.

(iv) Electronic means should be used to disseminate census data rather than the present dependence on published reports.

4.6 Dissemination Methods and Promotion of Data Utilization

(i) Media experts (press, radio and TV) should be involved in the census process to help with the publicity and prepare dissemination material that is

easily understood by the general public so that it can make the best use of census data.

(ii) Census data should be kept on reliable and durable media such as CD-ROM, to ensure that they are not easily corrupted. A database easily accessible to users should be created, and data at the micro level should be made available to regional planners.

(iii) Census analysis reports should not be too technical so that they are accessible to a large majority of users. Any technical details should be restricted to appendices to the main reports.

(iv) Appropriate diffusion methods should be utilized for different categories of target population.

(v) Census organizations should be given the necessary equipment to ensure, partly or wholly, the printing of census reports. This would reduce the delays which are inevitable when there is complete dependence on printing services outside the organization.

(vi) Every census organization should prepare a publication programme and try to respect it as far as possible. This would ensure that publications are proved on time, or at least, delays are followed up.

5. Population and Housing Census Topics

5.1 Measurement of Economic Activity

(i) Given the insufficiency of employment statistics, the infrequency of specialised labour force surveys and recognising that in reality the census has been the sole source of available data on employment at the national level in many African countries, it is recommended that data on economic characteristics should be collected during the 2000 round of population and housing censuses.

(ii) Countries should collect data on economic characteristics using concepts, definitions and classification systems consistent with international standards as set out in various ICLS resolutions and ILO and UN publications. To this end, the Working Group recommends that the ILO in collaboration with the UNFPA urgently carries out a series of training programmes for statisticians and demographers in countries currently at the preparatory phases for the 2000 round of population and housing censuses.

(iii) Given the increasing importance of the informal sector and the unavailability of employment and other statistics on it, countries should consider the inclusion of an item on 'place of work' in the census questionnaire provided that this would not unduly increase the cost of the census.

(iv) Recognising the significant relevance of underemployment in African countries as an indicator of the malfunctioning of the labour market, countries should examine the possibility of using any new ILO recommendations on the measurement of underemployment to generate data on this phenomenon during their 2000 round census exercise, even if only on a sample basis.

(v) It is recommended that research and training institutions in Africa should carry out regular controlled experiments on tools used for the measurement of economic characteristics.

5.2 Disability Statistics

(i) Where necessary, a list of impairments should be prepared in accordance with the needs of each country.

(ii) Census questions should be limited to the minimum necessary to identify persons having impairments.

(iii) It was suggested that population census should identify the target population and IDH data collection should be incorporated into specific survey programmes.

5.3 Migration

(i) Questions on birth place and place of residence at a specified time period should be included in the census questionnaires of the 2000 round.

(ii) In addition, it was found desirable and feasible to enumerate the following population sub-groups: refugees, nomads, the homeless and displaced persons, taking into account problems of including them in conventional data collection systems.

(iii) The UN Economic Commission should promote the exchange of information on international migration on the basis of the OECD's Continuous Reporting System of Migration (SOPEMI) model. In this connection, Member States were urged to collect, code and tabulate as many countries of origin of the foreign-born population in their censuses.

(iv) Member States were encouraged to utilize indirect techniques as one of the methods of estimating their international migration patterns and trends.

5.4 Concepts, Classifications and Tabulation in Housing Censuses

(i) Recommendations relating to building types should be added to the Recommendations for the 1980 Round of Housing Censuses in the context of the 2000 Round.

(ii) Cooperation between the users and producers of data was re-emphasized as an essential condition for success in population and housing census operations, in order to facilitate user support for data analysis and also to ensure the optimum utilization of housing data.

(iii) The list of priority tabulations should be broken down into simpler classifications, with certain rearrangements and modifications, if needed.

6. Census Financing and Role of External Support

- 6.1 Ways of minimizing census costs must be enacted including more dependence on local human and financial resources (e.g. school teachers, government employees), and materials ; use of more sophisticated sampling techniques and other new technologies at various stages of census operations starting from the cartography stage; integration of collection of population, household and socio-economic data through an integrated household survey programme; use of electronic media for quicker and wider dissemination of census data; etc. should be made part and parcel of the census programme.
- 6.2 To restrict census enquiry to obtaining the basic data on the population and housing, and build up capabilities for surveys for obtaining data on selected characteristics at more frequent intervals during the intercensal period.
- 6.3 Census must be considered as part of planned development of statistical activities and, as a consequence, the necessary allocations of funds for the census must be included into the overall plan that covers the period of the census and in the relevant annual plans and national budgets.
- 6.4 Data analysis needs and dissemination strategy and procedures should be planned early in the census process, preferably at the census conception and planning stages. Besides, the scope and focus for the analysis needs to be discussed in detail by analysts and planners at various levels in close collaboration with representatives of all interested users and other partners. This strategy may facilitate and encourage the involvement of all interested parties in census financing.
- 6.5 The role of population census in facilitating integration of data from diverse sources, and limiting the scope of information to be collected through the population census *per se* should be accepted thereby reducing the costs of conducting population censuses.
- 6.6 Develop a comprehensive and integrated national database readily usable for both policy-oriented and/or operations research that are needed for the formulation of country-specific population and development strategies and

policies, and for monitoring and evaluating progress made in the implementation of these strategies/policies and programmes. The existence of such database will facilitate extensive and highly efficient use of the stored information by enabling the Statistical Office to respond effectively and quickly to a wide range of ad hoc requests from users. Such database may also be used for identifying rapidly changing socio-economic and population characteristics for which new data needed to be collected, hence reducing both the scope of the coverage, the content and the costs of subsequent censuses and other data collection operations.

- 6.7 In dealing with the need to create a comprehensive data collection system at the country level, the short-term approach should be avoided. To that end, bilateral and multi-lateral aid organizations must encourage and provide funding for the long-term development of data collection personnel and facilities for use in censuses, civil registration/vital statistics systems, and surveys. In effect, funding agencies should be willing to adopt and apply a long-term planning strategies in their own aid programmes for population, social and economic data collection. Utilization of local experts should be encouraged at all levels.
- 6.8 Significant savings in resources and operational efficiency can be achieved by merging institutional and organizational arrangements previously set up separately for population and housing censuses, censuses of agriculture and livestock, and censuses/surveys of household based non-agricultural enterprises.
- 6.9 In order to keep the census costs down without compromising the quality of data it is recommended that all decisions on this issue be placed in the right perspective especially by having a long-term approach aimed at developing a comprehensive data collection capability at the country level and by taking into account the wide variety of data uses. Besides, it must also be recognized that taking into account the entire data collection system at the national level, the census, the civil registration and the sample survey should each be viewed as parts of an integrated level, because changes in one part of the system often have far-reaching effects on other parts. Decisions on data collection policies are therefore best made after considering the cost of - and benefit from - the entire system.

- 6.10 Protracted data processing did not encourage future donors. Census offices must be committed to faster data processing preferably released at a large scale seminar.
- 6.11 Census offices must plan early to compile financial data covering all aspects of the census. Production of detailed census financial data not only would it be useful in seeking support but also as a basis for preparation of future census budgets.

RESULTS OF THE EVALUATION OF THE WORKING GROUP

1. 20 participants filled the evaluation forms. 80 percent of the participants were of the view that the overall administrative arrangements were either very good or good. The remaining 20% indicated that equipment arrangements could be improved to avoid unnecessary time waste.
2. Explicitly, almost all participants reported that the meeting was announced sufficiently in advance enough to enable them make adequate preparation for participation in the Working Group and only one indicated that the first postponement made it difficult due to the uncertainty of the outcome of the next schedule. The duration of the meeting was right and the time table demanding but bearable.
3. With respect to the content and proceeding of the Working Group all the participants were of the view that the documentation were sufficient, very clear and reasonable. The majority of participants also considered that the general level of presentation was clear throughout the topics discussed are relevant to the population and housing censuses. However, 2 participants thought that the time allowed for discussions was not sufficient.
4. Concerning discussions of the topics to have been included in the Working Group the majority indicated that they are practically oriented and the objective had been realized (95 percent). All the participants thought that the Working Group was very relevant for their job. However, suggestions were put forward about issues which were not on the agenda, namely:
 - Dialogue between producers and users of data;
 - Content of questionnaire;
 - Relationship between the Statistical Office and the Census Office;
 - Preparation of the census project document;
 - and especially the countries experiences in the planning, organization and execution of population and housing censuses.
5. Finally, the participants identified the lack of financial resources and the lack of human resources as the greatest problems in putting into practice in their various countries the recommendations of the Working Group.

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**REGIONAL WORKING GROUP ON THE RECOMMENDATIONS FOR THE
2000 ROUND OF POPULATION AND HOUSING CENSUSES IN AFRICA**

OPENING STATEMENT

BY

K.Y. AMOAKO

**EXECUTIVE SECRETARY
OF THE ECONOMIC COMMISSION FOR AFRICA**

**22 January 1996
Addis Ababa, Ethiopia**

Distinguished participants,

It gives me great pleasure to welcome you all to the Headquarters of the United Nations Economic Commission for Africa (UNECA) and to this important "Regional Working Group on the Recommendations for the 2000 Round of Population and Housing Censuses in Africa". The present working group is being organized in cooperation with the UNFPA Country Support Teams located in Addis Ababa, Dakar and Harare.

Your attendance here confirms the importance given by African Governments, international, regional and national agencies and institutions to population issues in general, and particularly the role of population and housing censuses as one of important sources of data for socio-economic planning. I am happy to note that all the ECA member States, with the exception of Eritrea, have conducted at least one population and housing census.

The present meeting is the fifth in this series convened by ECA for the experts of the African region to exchange their experiences in the execution of population and housing censuses as well as make recommendations for the future. The first three meetings were held in Addis Ababa respectively in June 1965, March, 1966 and July, 1978 and concerned preparations for the 1970 and 1980 rounds of censuses. The fourth meeting on Recommendations for the 1990 round of population and censuses in Africa was also held in Addis Ababa in May, 1987.

Some of you may recall that for the 1970 round of population and housing censuses, the United Nations Statistical Commission adopted at its fourteenth session in October, 1966 a set of principles and recommendations. For the 1980 and 1990 rounds, the Commission confirmed that those principles and recommendations generally remained valid, but in view of new developments, particularly regarding the measurement of economic activity and the needs for statistics on special population groups, supplementary recommendations were necessary for the 1990 round. The meetings, I cited above, examined those global recommendations in the light of Africa's experiences and adopted African variants.

Ladies and gentlemen,

As you all know, a census is defined as "the total process of collecting, compiling, evaluating, analyzing and publishing or otherwise disseminating demographic, economic and social data pertaining, at a specific time, to all persons (or all living quarters and occupants thereof) in a country or in a well-delimited part of a country". Therefore, a census implies that every person (in the case of a population census) and every living quarter (in the case of a housing census) are enumerated separately and their characteristics recorded separately. Such a feature is essential for securing useful demographic, economic and social data for small areas and enabling the cross-classification of data on interrelated characteristics.

A population and housing census, which is an integral part of a country's national system, is the principal source of statistics on population and housing characteristics and satisfies the major requirements of that system. However, the high costs of population and housing censuses have been a major problem and have impeded progress in the development of statistical system in many African countries. It seems to me that the efforts to improve efficiency in census taking and to make censuses less expensive should be made in the context of the overall national data collection system, with the establishment of integrated data collection system involving linkages between censuses and the different national data collection systems.

In this connection, I would like to emphasize the need to develop a national statistical data base. With the availability of data from two or more censuses in almost all African countries, it would be helpful to develop national population data bases linked with other data from the two other major sources (household surveys and administrative records) into a national statistical data base. Therefore, household survey programmes should be strengthened and administrative records, for example, civil registration records, developed and improved to enable production of data from those sources to complement census data and to ensure the regular provision of integrated statistics.

It is therefore clear that population and housing censuses are not being considered as isolated major statistical operations which African countries would undertake at ten-yearly intervals, but rather as bench-mark events in continuing programmes of data collection, processing, evaluation, analysis and dissemination. This strategy will enable African Governments to have adequate information on a continuing basis for the formulation, monitoring and evaluation of realistic development programmes. This is particularly important for the successful implementation of the International Conference on Population and Development (ICPD) Plan of Action, the Dakar-Ngor Declaration on Family and Sustainable Development, as well as for the follow-up of other development frameworks.

Distinguished participants,

African statistical and census offices are steadily building up expertise in the area of population and housing censuses, but there are still problem areas which in some cases have led to considerable delays and difficulties. More efforts need to be made to consolidate past achievements and to continue progress in the development and maintenance of national capacity for population and housing censuses and related data collection systems.

Your agenda presents a good mix of topics. The emerging issues from the 1990 round of population and housing censuses carried out in the African region point to critical areas which need serious attention. They include: census mapping, enumeration methods for coverage of special population groups, data quality control, uses of sampling, data capture and processing, data analysis and dissemination. National practices in these various aspects, will be covered in the discussions.

I would like to mention two areas which require the particular attention of this working group. They are data quality control and applications of sampling methods in censuses. Census organizers need to institute more formal systems of quality control of the various operations, particularly census enumeration. Also, sampling needs to be used in the different stages of census operations, wherever possible, in view of the advantages of greater accuracy, reduction in costs and greater speed. So, I urge you to bring out your experience and expertise during your deliberations on these and the other equally important issues on the agenda of this meeting and thereby lay a firm foundation for continuing improvement in census taking in the African region.

The present meeting will also pay particular attention to the important issues of census financing and the role of external assistance. This item needs to be discussed carefully and thoroughly. African population and housing censuses have benefitted greatly from technical and financial assistance from the donor community as well as from bilateral and multilateral organizations. African countries will, indeed, continue to need more assistance to conduct their censuses. However, the indications are that assistance is decreasing as was evident in the 1990 round of censuses.

African countries should make efforts to mobilize resources internally. As in the case of political elections, censuses should be considered as important national exercises which require adequate allocation of national resources in their planning and execution. No doubt, African countries do realize that the responsibility for building up and strengthening their statistical capacity and infrastructure is essentially theirs.

I am pleased to note the setting up of the Inter-Agency Co-ordinating Committee on African Censuses in the 1990 round. I suggest that this structure should be maintained, further strengthened and extended to the country level by involving census organizers and local representatives of donor agencies.

Distinguished participants,
Ladies and gentlemen,

In view of your heavy agenda, I will not take more of your time. However, before I end my statement, let me express my sincere thanks to the United Nations Population Fund (UNFPA) for its valuable assistance programme in census taking in the African countries and also to the Government of Canada for its generous financial support. I would like also to express my gratitude to the United Nations Statistical Division (UNSD) and the International Labour Organisation (ILO) for their technical support to this meeting.

I hope that your deliberations will result in practical proposals and recommendations which among others will constitute the African Recommendations for the 2000 round of population and

housing censuses. I wish to remind you that your recommendations will be submitted to the Expert Group Meeting on the 2000 World Population and Housing Census Programme to be held this year.

I now declare open this Regional Working Group on Recommendations for the 2000 Round of Population and Housing Censuses in Africa and I wish you every success in your deliberations.

Thank you.