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***Draft Principles and Recommendations for Population and Housing Censuses,***  
***Revision 2: Major issues for discussion\****

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## Introduction

1. The paper addresses the main issues that have gone into the revision of the Principles and Recommendations thus highlighting the changes or features that distinguish Revision 2 of the United Nations *Principles and Recommendations for Population and Housing Censuses*, from Revision 1 which was prepared in the mid 1990's for the 2000 round of population and housing censuses. By focusing mainly on major changes of the draft compared to the previous census recommendations, the paper aims to guide, in a focused way, the dialogue on the finalization of the draft *Principles and Recommendations for Population and Housing Censuses, Revision 2*. The discussion that follows addresses the following issues on changes related to both process as well as the content of the draft with regard to:

(a) Cross-cutting issues

- (i) The international applicability of the guidelines
- (ii) The preamble
- (iii) Recommended tabulations
- (iv) Core topics

(b) Revisions to Part One: Operational Aspects of Population and Housing Censuses

- (i) Essential roles of censuses
- (ii) Alternative approaches
- (iii) Contracting out
- (iv) Use of information technology
- (v) Funding for the census

(c) Revisions to Part Two: Topics for Population and Housing Censuses

- (i) Population Count
- (ii) Definition of place of usual residence
- (iii) Emerging issues and new topics

(d) Revisions to Part Three: Census Products and Data Utilization

**(a) Cross-cutting issues**

**i. The international applicability of the guidelines**

2. In the past, the majority of the Regional Commissions developed census recommendations for their regions. In recent census decades, however, only one Regional Commission has consistently issued a regional version of the *Principles and Recommendations*. Having regional recommendations is valued added, as they provide regional variants of the international guidelines that reflect regional concerns and capabilities that cannot be adequately addressed at the inter-regional level. Also, regional recommendations are an invaluable input into the international version as they are

supposed to present the basis for issues that are of common concern to all or the majority of the regions.

3. As conceived, the United Nations Expert Group on the 2010 World Programme on Population and Housing Censuses is to carry out its work in conjunction with the United Nations Regional Commissions and other relevant regional and sub-regional organizations and to take into consideration, to the fullest possible extent, processes already in place when carrying out the mandate of the Expert Group in order to maximise efficiency of the process, avoid duplication of effort and to ensure coordination and harmonization of the results.

4. More so than during other census decades, the revision of the *Principles and Recommendations* for the 2010 World Programme on Population and Housing Censuses has been done through an international consultative process involving the United Nations Regional Commissions, relevant sub-regional organizations as well as national statistical offices from all regions of the world. It can be stated that this unprecedented consultation has resulted in a product that will reflect the views of a wide array of stakeholders thereby giving the contributors a sense of joint ownership which should improve their willingness to implement the recommendations.

## **ii. Preamble**

5. The Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses (2005) agreed that there is a need for a Preamble at the beginning of the *Principles and Recommendations for Population and Housing Censuses, Revision 2*.<sup>1</sup> The Preamble should be concise and use plain language to outline the importance and necessity of detailed statistics at the lowest geographical level in general, and of conducting of a population and housing census, in particular. The text should highlight the recognized fact that a census is the most used vehicle for collection of detailed statistics, and that for many countries censuses represent the very foundation of their national statistical system. The Preamble should elaborate on the paramount importance of confidentiality and privacy of individual data collected by population and housing censuses, as mandated by the United Nations Statistical Commission's *Fundamental Principles of Official Statistics*.

## **iii. Recommended tabulations**

6. The draft United Nations *Principles and Recommendations for Population and Housing Censuses, Revision 2* for the 2010 round of population and housing censuses differs from that of its predecessor in a number of ways. One of these is the fact that the revised version has as its starting point the outputs/statistics to be generated and then works backwards and ends with topics (that the tabulations are comprised of) and their

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<sup>1</sup> Report of the Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses, New York, 22 – 26 August 2005 – available at <http://unstats.un.org/unsd/demographic/sources/census/census4.htm>.

definitions and classifications. This approach is the reverse of what was done in the development of previous recommendations where the starting point was identifying and defining the topics and their classifications and then designing tables as outputs from them. The approach of the census recommendations for the 2010 round of population and housing censuses can, therefore, be regarded as being output oriented.

7. The draft *Principles and Recommendations* presents a recommended set of tabulations (outputs) that are crucial for evidence based decision making and that encompasses the necessary data that meets the demand for statistics for national policy planning and monitoring, and distribution of resources, as well as for research and advocacy. These outputs, which aim at reflecting, as much as possible, the essential data needs of countries while also permitting international comparability of data, are proposed to be produced by each country, at least once, in the period of the 2010 round of population and housing censuses (2005-2014). It is worth noting that in the output oriented approach of the draft *Principles and Recommendations, Revision 2*, the census outputs are developed independently of the source from which the data are derived. It is understood that for many countries they will be from a traditional census. In other cases, they will be derived from sample surveys, registers of population and vital events, and other administrative sources, or from a combination of these methods.

8. It can therefore be concluded that the *Principles and Recommendations* for the 2010 census decade is designed to provide guidelines to countries with different experiences on generating population and housing statistics on: (1) the set of essential tabulations to produce for vital policy-relevant data, of national and international relevance, and (2) the variables from which to generate the tabulations. This recommended set of outputs is designed with the potential of presenting detailed statistics at the lowest geographical level at a point in time. It is important to point out that the recommended tabulations aim to serve two purposes (among many) – they are an international guide to be used by countries to generate the necessary outputs for planning purposes, and by providing a standardized approach, they serve to improve the international and regional comparability of data on population and housing.

9. The *Principles and Recommendations for Population and Housing Censuses, Revision 1*, contains a set of 103 tabulations (76 on population and 27 on housing) that are “intended to provide in published form the most important census information needed as a basis for programmes of economic and social development and to be used for research purposes”<sup>2</sup>. In the draft *Principles and Recommendations for Population and Housing Censuses, Revision 2*, it is anticipated that there will be at least as many proposed tabulations as there are in its predecessor but with major substantive differences in presentation. The emphasis in the recommendations for the 2000 round of censuses was on doing away with recommending tabulations for early release (priority tables) as it was deemed unnecessary due to efficiencies gained from improved computerization of census data processing. In the draft recommendations for the 2010 round of censuses, however, tabulations are divided into three sets: (1) 27 basic/essential tabulations that are

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<sup>2</sup> *Principles and Recommendations for Population and Housing Censuses, Revision 1*, United Nations publication, Sales No. E.98.XVII.8 (ST/ESA/STAT/SER.M/67/Rev.1). para 3.19

considered of top priority, and, at the same time, to provide guidance in ensuring the minimum of statistics needed for countries in especially difficult circumstances (2) 54 recommended tabulations, that include also the basic set, comprising of tabulations that are deemed necessary in terms of providing relevant data for evidence-base decision making i.e., those that every country should produce at least once in the census decade; and (3) the optimum set made up of all the tabulations (including the basic/essential and recommended, and at least 60 additional tabulations) that are aimed at meeting most of the needs of most data users at the national and international levels.

10. The initial draft list of recommended tabulations was developed at a meeting of the Expert Group Technical Sub-group on a core set of outputs and tabulations for international dissemination, that took place in Dublin, Ireland (October 2005). The original set of recommended tabulations has since been presented and reviewed at a number of regional meetings and where necessary some modifications have been made. The proposed list of recommended tabulations, as it currently stands (indicating also which ones are basic), is shown in annex 1 and more details are presented in the paper Proposed Set of Recommended Tabulations for the United Nations *Principles and Recommendations for Population and Housing Censuses, Revision 2* (ESA/STAT/AC.114/3).

11. An innovation of the draft *Principles and Recommendations* is the fact that each of the recommended tabulations, being proposed, lists core topic(s) from which it is developed. In addition, it is being proposed that for each tabulation, metadata should be presented. This is necessary in order to aid in the interpretation and comparability of the data particularly given the understanding that some countries use national data sources other than a traditional census to produce all or some of the recommended tabulations. The following metadata are proposed for collection for each tabulation:

- (a) Source of statistics
  - Traditional housing census
  - Register-based housing census
  - Registers/Surveys systems
  - Rolling surveys
- (b) *De jure* or *de facto* population or a combination with detailed description
- (c) Definition of urban and rural areas

It should be noted that in most cases these metadata will be derived from the collection method used and will thus be the same for each tabulation. An additional range of metadata is being developed which will focus on the attributes of data within each topic (e.g., how well do they satisfy the conceptual basis of each data item).

#### **iv. Core topics**

12. In this draft, as in the previous issues of the *Principles and Recommendations*, a comprehensive set of population as well as housing topics is included together with their definitions and classifications. Among the set of topics, some are identified as “core” (termed “basic” in Revision 1). Ideally, core topics are those on which there is substantial

agreement among regions in regard to both their importance and the feasibility of collecting data in a census. A departure of this draft from the previous recommendations is that core topics represent the variables in the draft recommended tabulations discussed above. As stated earlier, the starting point for the formulation of these census recommendations is the list of recommended tabulations that every country should produce at least once in the period 2005 to 2014. The core topics depict the important issues on which data should be collected in order to come up with the recommended tabulations. It should be mentioned that the initial designation of topics into core and non-core was based on the outcome of the Dublin meeting, mentioned above, at which the list of recommended tabulations was developed.

13. For each of the core topics, as for all the other topics, the draft *Principles and Recommendations* provides a standardized definition as well as a classification when necessary. This standardization of concepts (topics), their definitions and classifications is essential in order to improve the harmonization and comparability of statistics among countries, as well as at the national level when data come from diverse sources. The proposed core topics for the 2010 round of population and housing censuses differs substantively from the set in the recommendations for the 2000 round in two ways. Some of topics that are considered basic (core) in the *Principles and Recommendations, Revision 1* are being proposed to be non-core, while some that were previously not basic (core) are being proposed as core topics. The latter category also includes some topics that are being included in the *Principles and Recommendations* for the first time.

14. With regard to population census topics, changes in core topics are being proposed as follows:

- a. Topics defined as core in the *Principles and Recommendations, Revision 1* but not proposed to remain core in Revision 2:
  - i. Place of residence at a specified date in the past
  - ii. Time worked
- b. Topics previously non-core but proposed as core in Revision 2:
  - i. Date of birth of the last child born alive (direct topic)
  - ii. Births in the past twelve months (derived topic)
  - iii. Deaths in the past twelve months (direct topic)
  - iv. Infant deaths in the past twelve months (derived topic)
  - v. Year or period of arrival
  - vi. Disability status

15. With regard to the housing topics, the proposed changes in core topics *vis à vis* the *Principles and Recommendations, Revision 1* can be summarised as follows:

- a. Topics defined as core in Revision 1, but not proposed to remain core:
  - i. Year or period of construction
  - ii. Useful floor space
  - iii. Rental and owner-occupied housing costs

- b. New proposed core topics in *Revision 2*:
  - i. Fuel used for cooking
  - ii. Main source of drinking water
  - iii. Information technology and communication devices in the household

16. Tables 1 and 2 present proposed core topics for population and housing respectively. There are 30 core population topics, of which 24 are direct and 6 derived. For housing, there are 20 core topics with the same topic being either directly collected or derived depending on the unit of enumeration (building, living quarters, or households/occupants of living quarters).

**Table 1: List of population topics** (core topics are shown in bold)

Topics collected directly	Derived topics
<b>1. Geographical and internal migration characteristics</b>	
(a) <b>Place of usual residence</b>	(g) <b>Total population</b>
(b) <b>Place where present at time of census</b>	(h) <b>Locality</b>
(c) <b>Place of birth</b>	(i) <b>Urban and rural</b>
(d) <b>Duration of residence</b>	
(e) <b>Place of previous residence</b>	
(f) Place of residence at a specified date in the past	
<b>2. Household and family characteristics</b>	
(a) <b>Relationship to head or other reference member of household</b>	(b) <b>Household and family composition</b>
	(c) Household and family status
<b>3. Demographic and social characteristics</b>	
(a) <b>Sex</b>	
(b) <b>Age</b>	
(c) <b>Marital status</b>	
(d) Religion	
(e) Language	
(f) Ethnicity	
(g) Indigenous peoples	

Topics collected directly	Derived topics
<b>4. Fertility and mortality</b>	
(a) <b>Children ever born</b>	(h) <b>Births in the past 12 months</b>
(b) <b>Children living</b>	(i) <b>Infant deaths in the past 12 months</b>
(c) <b>Date of birth of last child born alive</b>	
(d) Age, date or duration of first marriage	
(e) Age of mother at birth of first child born alive	
(f) <b>Deaths in the past 12 months</b>	
(g) Cause of death in broad categories	
(g) Maternal or paternal orphanhood	
<b>5. Educational characteristics</b>	
(a) <b>Literacy</b>	
(b) <b>School attendance</b>	
(c) <b>Educational attainment</b>	
(d) Field of education and educational qualifications	
<b>6. Economic characteristics</b>	
(a) <b>Activity status</b>	
(b) Time worked	
(c) <b>Occupation</b>	
(d) <b>Industry</b>	
(e) <b>Status in employment</b>	
(f) Income	
(g) Institutional sector of employment	
(h) Place of work	
<b>7. International migration characteristics</b>	
(a) <b>Country of birth</b>	
(b) <b>Citizenship</b>	
(c) <b>Year or period of arrival</b>	



Topics collected directly	Derived topics
<b>8. Disability characteristics</b>	
<b>(a) Disability status</b>	
<b>9. Agriculture</b>	
(a) Own-account agricultural production	
(b) Characteristics of all agricultural jobs during the last year	

**Table 2: List of housing topics by unit of enumeration**

*Table 1. Housing census topics by unit of enumeration*

No.	Topic	Living quarters		Building	Households <sup>1</sup>
		Housing units	Collective living quarters		
1	Type of living quarters	□	■		
2	Location	□	■	□	□
3	Occupancy status	■			
4	Ownership	■			□
5	Rooms	■			□
6	Number of bedrooms	◇			◇
7	Floor space	◇	◇		◇
8	Water supply	■	◇		□
9	Main source of drinking water	■	◇		□
10	Toilet	■	◇		□
11	Sewage disposal	■			□
12	Bathing facilities	■	◇		□
13	Kitchen – availability of	■	◇		□
14	Fuel used for cooking	■			□
15	Lighting and/or use of electricity	■	◇		□
16	Solid waste disposal	■			□
17	Heating	◇			◇
18	Hot water	◇			◇
19	Piped gas	◇			◇
20	Use of housing unit	◇			◇
21	Occupancy by one or more households	□			■
22	Occupants – number of	■	■		□
23	Type of building			□	
24	Construction material - outer walls	□		□	
25	Year of construction	◇		◇	
26	Number of dwellings in the building	◇		◇	

**Table 1. Housing census topics by unit of enumeration**

No.	Topic	Living quarters		Building	Households <sup>1</sup>
		Housing units	Collective living quarters		
27	Construction material - floors, roof	◇		◇	
28	Elevator	◇		◇	
29	Farm building	◇		◇	
30	State of repair	◇		◇	
31	Age and sex of household head/reference				■
32	Tenure				■
33	Rental and owner-occupied housing costs				◇
34	Furnished/unfurnished	◇			◇
35	ICT devices				■
36	Number of cars				◇
37	Durable household appliances				◇
38	Available outdoor space				◇
	<b>Legend:</b>				
	■ - Core topic				
	□ - Core topic, derived				
	◇ - Additional topic				

**(b) Revisions to Part One: Operational Aspects of Population and Housing Censuses**

**i. Essential roles of censuses**

17. A new chapter on “Essential roles of censuses” has been added to the draft *Principles and Recommendations, Revision 2*. The aim of this chapter is to draw more attention to the unalienable role of the census. The placement of this chapter, which is the first one in the book, under part one on “Operational aspects of population and housing censuses”, is a testament to this crucial role.

**ii. Alternative approaches – implications for essential features of the census**

18. For most countries, carrying out a census of population and housing means conducting a traditional decennial census. In recent years, and more so for the 2010 round of censuses, some countries have used or are developing alternative approaches for collecting, processing and disseminating key statistics that used to be generated by the traditional approach to population and housing censuses. As already indicated, there are many approaches to conducting a population census, ranging from the traditional census to the administrative register-based census approach, administrative registers combined with sample survey, and the traditional census supplemented by annual sample surveys. Reasons for adopting the alternative approaches are varied and include, among others, concerns about the cost of a traditional census, lack of timeliness of results, under-coverage and in some cases questionable data quality.

19. In view of this trend in national practices, the United Nations Symposium on Population and Housing Censuses (2004) recommended that the Expert Group on 2010 World Programme on Population and Housing Censuses outline preconditions and prerequisites for adopting alternative census designs, taking into account the experiences of countries that are implementing such designs in regard to quality and coverage of statistics obtained, costs, and timeliness of census results.<sup>3</sup> The Symposium, however, noted that alternative approaches to the traditional census are still largely uncharted territories and realized the need to outline advantages and disadvantages of such approaches. Moreover, at the Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses (2005), it was agreed that the United Nations had a responsibility to recommend and describe those methods and techniques that are thoroughly tested for their quality, reliability and robustness.<sup>4</sup>

20. Consequently, the draft *Principles and Recommendations* contains a section on “Types of approaches to the census” which provides a description of the different approaches including (a) the traditional, (b) the register-based, (c) the rolling census, and (d) the traditional enumeration with yearly updates of characteristics. It should be mentioned that while some of the methods have been in use in some countries for many years, such as the use of population registers, others are relatively new and not yet fully implemented thereby making it difficult to assess their applicability as well as portability to other countries. What is contained in the draft recommendations, therefore, is what is currently known about the emerging methods.

21. In an effort to better understand the different approaches, additional text has been developed to assess the extent to which each of the alternative approaches meets the four essential defining features of a census as elaborated in the current version of the *United Nations Principles and Recommendations for Population and Housing Censuses*: (1) individual enumeration, (2) universality within a defined territory, (3) simultaneity, and (4) defined periodicity.<sup>5</sup> We seek the guidance of the Expert Group regarding how best this section should be finalized so that countries looking for international guidelines on what approach to adopt can best be guided.

### **iii. Contracting out**

22. It has become common practice for countries to contract out or outsource part of their census operations. Outsourcing for both information technology and non-

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<sup>3</sup> Report of the United Nations Symposium on Population and Housing Censuses, New York, 13-14 September 2004 (ESA/STAT/AC.97/L4), available at <http://unstats.un.org/unsd/demographic/sources/census/census4.htm>.

<sup>4</sup> Report of the Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses New York, 22 – 26 August 2005 (ESA/STAT/AC.104/L4), available at <http://unstats.un.org/unsd/demographic/sources/census/census4.htm>.

<sup>5</sup> *Principles and Recommendations for Population and Housing Censuses, Revision 1*, United Nations publication, Sales No. E.98.XVII.8 (ST/ESA/STAT/SER.M/67/Rev.1).

information technology aspects of the census has greatly increased in recent years.<sup>6</sup> There are many reasons why national statistical offices will contract out some aspects of the census although it can be assumed that they generally do so when they do not have in-house expertise to carry out the operations in question or when there are economies of scale for doing so.

23. Taking into account this increasing trend and also mindful of the challenges faced by national statistical offices when they decide to outsource some of their census activities, the United Nations Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses New York (2005) recommended that a brief section on outsourcing of census operations be developed as part of the revision of the *Principles and Recommendations for Population and Housing Censuses*.

24. A section on contracting out has been developed for the draft *Principles and Recommendations, Rev. 2*, as part of the chapter on planning, organization and administration of population and housing censuses. This section provides guiding principles to be followed by a national statistical office when contracting out census activities. The draft detailed recommendations on issues that are considered important, which national statistical offices should take into account when deciding to outsource census activities include:

- (i) Strict protection of data confidentiality
- (ii) Method of confidentiality assurance that satisfies the general public
- (iii) Guarantee measures of quality assurance both in regards to the specific task being outsourced and its impact on the output from the census
- (iv) Ability to manage and monitor the out-sourced census tasks/activities
- (v) Having control over the core competence of national statistical office, and appropriateness judgement – considering the specific situation of each country.

#### **iv. Use of information technology**

25. Use of information technology (IT) in census activities has increased in recent decades due, in part, to its perceived benefits in terms of speeding up various census activities and its ability to minimize error and improve the quality and dissemination of census results. New technologies that are being employed in census operations include global positioning system(GPS) technology, handheld devices, scanning of census forms, geographical information systems (GIS) and thematic maps for dissemination, scanning equipment such as optical mark readers (OMR) and optical character recognition (OCR), and data collection and dissemination through the Internet.

26. At the United Nations Expert Group Meeting to Review Critical Issues Relevant to the Planning of the 2010 Round of Population and Housing Censuses (2004), it was recognized that IT is significantly changing and influencing population and housing census taking, analysis and the dissemination of census results. The meeting recommended that the

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<sup>6</sup> *Handbook on Census Management for Population and Housing Censuses*, United Nations publication, Sales No. E.00.XVII.15, Rev.1 (ST/ESA/STAT/SER.F/83/Rev.1).

Expert Group on the 2010 World Programme on Population and Housing Censuses should produce detailed guidelines on the application of IT in census operations, highlighting advantages and disadvantages. It was also recommended that the guidelines should provide an assessment of the appropriateness of the various applications of IT for censuses in different national circumstances, as well as on how to manage the outsourcing of IT in census activities.

27. Furthermore, the United Nations Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses (2005) recommended that the revised set of *Principles and Recommendations for Population and Housing Censuses* elaborate on the use of information technology in all phases of the census, especially the experiences related to the automatic capturing and coding of census data.<sup>7</sup> It was felt that there is a need for consideration of expectations that information technology in itself can greatly facilitate census operations and data processing. The meeting pointed out that in reality, information technology requires careful planning, testing and extensive training, thus there is a number of preconditions, both human and financial.

28. An attempt has been made in the draft *Principles and Recommendations* to either update or add new text to reflect current knowledge as well as practice in the use of IT in census operations. These changes are all in the chapter on “Planning, organization and administration of population and housing censuses” since it is at the planning stage of the various phases of the census that decisions should be made regarding the use as well as the types of IT to be used in the census. The revised text relates to implications of IT use for a wide array of topics particularly in the areas of (1) questionnaire design (implications for data capture), (2) enumeration procedures (use of the internet, handheld devices), (3) data capture and processing (technology for scanning and coding), (4) database software and media for data storage, (5) outputs and dissemination (use of the internet, electronic data exchanges using XML, and EDI/EDIFACT), and (6) outsourcing of IT census operations.

29. It should be mentioned that the draft census recommendations aim at providing up-to-date practical guidelines on use of IT in different phases of the census while cognizant of the evolving nature of IT as well as differences in countries in their ability to adapt various technologies in the census.

#### **v. Funding for the census – the need for government commitment**

30. The Economic and Social Council of the United Nations urges Member States to carry out a population and housing census as part of the 2010 World Programme on Population and Housing Censuses.<sup>8</sup> This is because population and housing censuses are recognized as one of the primary sources of data needed for effective development

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<sup>7</sup> Report of the Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses New York, 22 – 26 August 2005 (ESA/STAT/AC.104/L4), available at <http://unstats.un.org/unsd/demographic/sources/census/census4.htm>.

<sup>8</sup> Economic and Social Council, Resolution 2005/13, (E/2005/INF/2/Add.1), July 2005.

planning and for monitoring of population issues, socio-economic and environmental trends, policies and programmes. Despite this recognized usefulness of the census, many countries did not carry out a census or delayed carrying out one particularly during the 2000 round of population and housing censuses. Censuses are by far the largest and most costly activity that governments would undertake and as such, many countries, for various reasons, are not able to mobilize the required resources, particularly funds, to carry out one.

31. Increasingly, it is being recognized that census taking is the responsibility of governments and that, instead of relying heavily on donors, national governments should take the prime responsibility for providing adequate funds for conducting censuses. Emphasis is also on how best to make governments see the value of the census as well as on how to raise supplementary resources needed to cover the increasing costs of censuses.

32. Hence, the United Nations Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses (2005) recommended reviewing and adding text on funding for the population and housing censuses, with a focus on the importance of beginning the process of resource mobilization early from both national and international sources.<sup>9</sup> The meeting noted that it is primarily the responsibility of national governments to allocate sufficient resources for the taking of a census, while at the same time exploring variants of involving the private sector in the process.

33. The draft *Principles and Recommendations, Revision 2* contains a section on the financial basis for censuses that discusses issues such as the important role national governments play in the funding of censuses, advocacy and resource mobilization including involvement of the private sector in the process, and the need for adequate census planning and how it affects funding for census activities. The aim of the revision is to provide guidelines to the national statistical offices and their national governments so that they can efficiently plan for and have available adequate resources for carrying out their censuses.

**(c) Revisions to Part Two: Topics for Population and Housing Censuses**

**i. Population Count**

34. A new addition to the census recommendations is the section on “Population count” under the chapter on “Topics to be investigated in population censuses”. The section provides descriptions of the various approaches to population count (population present count, usual resident population count, and service population count) as well as information on the usefulness of each type. The section also includes guidelines on how to enumerate generally known difficult to enumerate groups and also on population subgroups for which counts are required.

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<sup>9</sup> Report of the Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses New York, 22 – 26 August 2005 (ESA/STAT/AC.104/L4), available at <http://unstats.un.org/unsd/demographic/sources/census/census4.htm>.

## ii. Definition of place of usual residence

35. Through the on-line discussion forum of the Expert Group on the 2010 World Programme on Population and Housing Censuses, experts stated that “it is important that the *Principles and Recommendations* are updated to clarify the definitions of usual residence and migrant”.<sup>10</sup> The UNESCAP Expert Group Meeting on Population and Housing Censuses (2004) also called for more concise definitions and criteria for determining “usual place of residence” to be provided in the revised *Principles and Recommendations*.<sup>11</sup> In response to these calls, the United Nations Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses (2005) concluded that there is a need to provide in the *Principles and Recommendations for Population and Housing Censuses* a more specific definition of place of usual residence, indicating the duration of stay and how to treat special population groups such as students or workers living away from their household.<sup>12</sup>

36. The draft *Principles and Recommendations* introduces a time element in the definition of place of usual residence with 12 months residence in a place being used as the determining factor. Thus, in the draft census recommendations, "usual residence" is defined for census purposes as the place at which the person has lived for most of the past 12 months. For persons who have not lived in one place for most of the previous 12 months the place of usual residence should be the place at which they were residing on census night. With regard to the treatment of special population groups of persons who appear to have more than one residence, it is being recommended that:

- (1) Students at boarding school and living away from family homes, for example, at universities (in most cases the students will spend more than 6 months in aggregate at the educational institution) - the locality of the institution should be regarded as their place of usual residence.
- (2) Persons working away from their family home - this situation covers a wide range of cases including:
  - (a) People who spend the working week (5 days) in the area close to their work and weekends and holidays at the family residence. Since they will spend the majority of time away from the family home they should record their usual address as the place they spend the week;
  - (b) Workers who constantly travel to different places, such as traveling salesmen, truck drivers, short term consultants. They will be unlikely to spend, in aggregate more than 6 months in one place and should thus report the family home as their place of usual residence;
  - (c) Workers on long term, or semi-permanent assignment to a location away from the family home. In many cases these workers will support the family by remitting a proportion of their wages to their family. However, the

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<sup>10</sup> [http://unstats.un.org/unsd/globalcensusforum/topic.asp?TOPIC\\_ID=76](http://unstats.un.org/unsd/globalcensusforum/topic.asp?TOPIC_ID=76).

<sup>11</sup> Report of the Expert Group Meeting on Population and Housing Censuses, 9-10 December 2004, Bangkok, Thailand – available at <http://unescap.org/stat/meet/census2004/index.asp>.

<sup>12</sup> Report of the Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses, New York, 22 – 26 August 2005 – available at <http://unstats.un.org/unsd/demographic/sources/census/census4.htm>.

workers themselves will be accessing services at the location of their work and that location should be regarded as their usual residence.

### iii. Emerging issues and new topics

37. For many countries, a census is the main source of data on the social, demographic and economic characteristics of the population and of its housing situation and conditions. Consequently, topics may be included on the census that would ideally be investigated through sample surveys because of their complexity. Also, changing social conditions have led to new issues having increased policy relevance either at the national or international level such as, mortality due to HIV/AIDS and to maternal causes; human functioning and disability; ethnicity and indigenous peoples; and international and internal migration, among others.

38. At the UNESCAP Expert Group Meeting on Population and Housing Censuses (2004), it was recognized that population and housing censuses offered a unique opportunity to collect data on rare events, such as disability and maternal mortality. As a result, the meeting recommended that countries with incomplete vital registration should use the census to collect fertility and mortality data in view of national health policy and Millennium Development Goals (MDGs) requirements.

39. Taking into account country practices, the United Nations Expert Group Meeting to Review Critical Issues Relevant to the Planning of the 2010 Round of Population and Housing Censuses (2004) recommended that the list of topics in the *Principles and Recommendations* should be revised to be as comprehensive as possible, taking into account different regional and national circumstances. It was, however, recognized that not all topics apply to all national statistical circumstances. It was further recommended that the revised *Principles and Recommendations* should include a set of criteria that would guide national census authorities in determining the applicability as well as suitability of collecting data on individual topics through a census and also provide guidance on when alternative sources to censuses might be used.

40. Consequently, the United Nations Expert Group on the 2010 World Programme on Population and Housing Censuses proposed that the following new topics be introduced in the revised *Principles and Recommendations* for consideration. The new topics are: selected broad categories of causes of death what would enable estimation of maternal mortality could be used to infer deaths related to HIV/AIDS; human functioning and disability; security of tenure of the dwelling occupied by a household; agriculture; environment; and availability and use of information and communication technology (ICT) by the household. These topics have been included in the draft census recommendations and whether or not they become part of the revised *Principles and Recommendations* will be determined by the Expert Group.

41. It should be emphasized, however, that where more complex topics are proposed for collection, it is essential that the census program include adequate resources for testing the proposed questions to ensure that high quality data can be collected.



**(d) Revisions to Part Three: Census Products and Data Utilization**

42. For many countries, only a small proportion of the data collected from population censuses are disseminated; and many countries have long time lags in producing tabulations, thus resulting in under-utilization of the census information. Moreover, the primary mode of dissemination for many countries is still printed reports and compendia of census results, which recognizes the importance of getting the information to all segments of society where many people and organisations do not have access to computers and other electronic media.. In recent decades, improvements in technology have made it possible to disseminate the data in a more timely way and in formats that offer more possibilities for easy access and use where the underlying infrastructure is available. Reasons for the limited dissemination and utilization of the data are varied and include the following: (1) not adequately developing data dissemination strategies at the planning stage; (2) Governments not allocating sufficient resources after the enumeration phase to cater for the analysis and dissemination of census data; (3) lack of awareness of available dissemination technologies and trained human resources and therefore not being able to meet the expanding demands of users; and (4) potential users not knowing how to ensure that their needs are met.

43. Partly to address the challenges faced by countries in enhancing the utilization of their census data, UNSD convened the United Nations Expert Group Meeting to Review Critical Issues Relevant to the Planning of the 2010 Round of Population and Housing Censuses (2004). One of the issues for discussion by the Expert Group Meeting was - “Given the high costs of census operations, what strategies can countries adopt to maximize the dissemination and use of census results to justify such high investments?” In this regard, the meeting recommended that an expert subgroup be established to prepare guidelines on dissemination of census results and public relations, with the goal of “making value visible” in censuses.<sup>13</sup> This would include, among others, guidelines on the planning of outputs, on preparation of brochures and other announcements of data availability, and on ways to improve electronic exchange of outputs. Such guidelines should also provide methods on how to maintain data confidentiality especially when disseminating individual and small area statistics.

44. At the United Nations Expert Group Meeting on the 2010 World Programme on Population and Housing Censuses (2005), it was recognized that “the dissemination part was not adequately covered in the current *Principles and Recommendations*, and therefore it may need draft new sections”.<sup>14</sup>

45. The part on “census products and data utilization” in draft *Principles and Recommendations* has been enhanced in many areas particularly with regard to: publication of census results; census mapping; interactive digital outputs; popular

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<sup>13</sup> Report of the Expert Group Meeting to Review Critical Issues Relevant to the Planning of the 2010 Round of Population and Housing Censuses, 15-17 September 2004, available at: [http://unstats.un.org/unsd/demographic/meetings/egm/CensusEGM04/list\\_of\\_docs.htm](http://unstats.un.org/unsd/demographic/meetings/egm/CensusEGM04/list_of_docs.htm).

<sup>14</sup> Report of group discussions for Working Group 3 (Promotion of Censuses: Making Value Visible)

publications and special audience reports; and promotion of, and training on, uses of census data.

46. The Expert Group is hereby called upon to assess the adequacy of the draft guidelines on data dissemination and utilization for the 2010 round knowing well that:

- (a) A census is not complete until the information collected is made available to potential users in a form suitable to their needs; and
- (b) It is a costly undertaking, and therefore, calls for considerable investment also in the effort to make the results as widely available and as fully utilized as possible, if the potential benefits from this operation are to be maximised.

### **Conclusion**

47. The Expert Group has before it the draft text of the *Principles and Recommendations for Population and Housing Censuses, Revision 2* addressing in more detail the issues that are covered in this paper as well as other changes that are not covered here. Participants are expected to critically review the new proposals as well as aspects of the recommendations that have not been changed and make suggestions for modification as necessary.

**Annex 1: Recommended population and housing tabulations (showing basic tabulations)**

	<b>Recommended</b>	<b>Basic/ Essential</b>
<b>Group 1. Tabulations on geographical and internal migration characteristics</b>		
P1.1 Total population and population of major and minor civil divisions, by urban/rural distribution and by sex	*	*
P1.2 Population in localities, by size-class of locality and by sex	*	*
P1.3 Population of principal localities and of their urban agglomerations, by sex	*	
P1.4 Population, by duration of residence in locality and major civil division, age and sex	*	*
P 1.5 Population by place of usual residence, duration of residence, place of previous residence and sex	*	
<b>Group 2. Tabulations on household characteristics</b>		
P2.1 Population in households, by relationship to head or other reference member of household, marital status and sex, and size of institutional population	*	
P2.2 Head or other reference members of households, by age and sex; and other household members, by age and relationship to head or other reference member	*	*
P2.3 Households, population in households and number of family nuclei, by size of household	*	*
<b>Group 3. Tabulations on demographic and social characteristics</b>		
P3.1 Population, by single years of age and sex	*	*
P3.2 Population, by marital status, age and sex	*	*

	<b>Recommended</b>	<b>Basic/ Essential</b>
<b>Group 4. Tabulations on fertility and mortality</b>		
P4.1 Female population 15 years of age and over, by age and number of children ever born alive by sex	*	*
P4.2 Female population 15 years of age and over, by age and number of children living by sex	*	*
P4.3 Female population ... to 49 years of age, by age, number of live births, by sex within the 12 months preceding the census, and deaths among these live births, by sex	*	
P4.4 Deaths, by sex and age within the 12 months preceding the census; and total population, by age and sex	*	
<b>Group 5. Tabulations on educational characteristics</b>		
P5.1 Population ... years of age and over not attending school, by educational attainment, age and sex	*	*
P5.2 Population 5 to 29 years of age, by school attendance, single years of age and sex	*	*
P5.3 Population 10 years of age and over, by literacy, age group and sex	*	
<b>Group 6. Tabulations on economic characteristics</b>		
P6.1 Population ... years of age and over, by usual (or current) activity status, marital status, age and sex	*	*
P6.2 Usually (or currently) active population by activity status, main occupation, age and sex	*	*

	<b>Recommended</b>	<b>Basic/ Essential</b>
P6.3 Usually (or currently) active population by activity status, main industry, age and sex	*	*
P6.4 Usually (or currently) active population by activity status, main status in employment, age and sex	*	*
P6.5 Usually (or currently) active population by activity status, main status in employment, main industry and sex	*	
P6.6 Usually (or currently) active population by activity status, main status in employment, main occupation and sex	*	
P6.7 Usually (or currently) active population by activity status, main industry, main occupation and sex	*	*
P6.8 Population not usually (or currently) active, by functional categories, age and sex	*	*
<b>Group 7. Tabulations on international migration and immigrant stock</b>		
P7.1 Native and foreign-born population, by age and sex	*	*
P7.2 Foreign-born population, by country of birth, age and sex	*	
P7.3 Population, by country of birth and citizenship, age and sex	*	*
P7.4 Economically active foreign-born population ... years of age and over, by period of arrival, occupation and sex	*	
<b>Group 8. Tabulations on disability characteristics</b>		
P8.1 Population with and without disabilities by urban/rural area, age and sex	*	*

	<b>Recommended</b>	<b>Basic/ Essential</b>
<b>Group 9. Tabulations on housing characteristics</b>		
H1 Persons, by broad types of living quarters and number of roofless	*	*
H2 Persons in collective living quarters by type	*	
H3 Households in occupied housing units, by type of housing unit	*	*
H4 Conventional dwellings by occupancy status	*	
H5 Occupied housing units, by type of housing unit, cross-classified by type of ownership of the housing units	*	
H6 Housing units, by number of rooms, cross-classified by type of housing unit and number of occupants per housing unit	*	
H7 Occupied housing units, by type of housing unit, cross-classified by water supply system and source of water supply	*	*
H8 Occupied housing units, by type of housing unit, cross-classified by main source of drinking water supply system	*	*
H9 Occupied housing units, by type of housing unit, cross-classified by type of toilet and type of sewage disposal	*	*
H10 Occupied housing units, by type of housing unit, cross-classified by type of bathing facilities	*	
H11 Occupied housing units, by type of housing unit, cross-classified by availability of kitchen and fuel used for cooking	*	
H12 Occupied housing units, by type of housing unit, cross-classified by lighting	*	
H13 Occupied housing units, by type of housing unit, cross-classified by type of solid waste disposal	*	
H14 Households in housing units, by type of housing unit occupied, cross-classified by number of households per housing unit	*	
H15 Conventional dwellings by type of building, and construction material of outer walls	*	

	<b>Recommended</b>	<b>Basic/ Essential</b>
H16 Housing units by type and construction material of outer walls	*	
H17 Households, by type of living quarters, cross-classified by sex and age of head of household	*	*
H18 Households in housing units, by type of housing unit, cross-classified by tenure of household and, for tenant households, ownership of housing unit occupied	*	*
H19 Households in housing units, by type of housing unit, cross-classified by communication technology devices and access to Internet	*	