

UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL



Distr.
GENERAL

E/CN.3/240
16 December 1957

ORIGINAL: ENGLISH

STATISTICAL COMMISSION
Tenth session
Item 14b of the provisional agenda.

REPORT ON THE DEVELOPMENT OF GENERAL PRINCIPLES
FOR A HOUSING CENSUS

(Memorandum by the Secretary-General)

1. After discussing a study of definitions and procedures used in housing censuses during the decade 1946-1954 (E/CN.3/216), the Statistical Commission, at its ninth session, recommended:

- "1. That the Secretary-General continue the study of housing census definitions and concepts and prepare draft recommendations for a programme or programmes of housing censuses suitable to the needs of various countries;
- "2. That such draft proposals be presented to regional groups and national statistical services of the Governments of Member States for comment; and
- "3. That revised draft recommendations suitable for use in censuses to be taken around 1960 be prepared for consideration at the tenth session of the Statistical Commission." (E/2876, para. 120)

2. In pursuance of the above recommendation a document entitled "General Principles for a Housing Census (First Draft)" (ST/STAT/P/L.22, 30 August 1956) was prepared. The Principles are based on studies presented for the consideration of the Statistical Commission in previous sessions, on studies and recommendations made by the Conference of European Statisticians (Working Group on Censuses of Population and Housing), the Economic Commission for Europe (Working Party on Housing and Building Statistics), the Inter-American Statistical Institute (IASI),

as well as on studies made by the League of Nations, the International Statistical Institute, the International Labour Office, the International Union of Towns, and others.^{1/}

3. The characteristics of the units enumerated in housing censuses and the items and topics presented in tabular form in census reports have been studied. In order to avoid problems arising from variations in terminology the basic component elements of definitions and items have been considered rather than any minor deviations. The results of such studies have been presented for the consideration of the Statistical Commission in previous sessions^{2/} and a summary of the results of a special study on census tabulations is presented in an "Analysis of Housing Census Tables" (ST/STAT/P/L.28).

4. The Principles were distributed, during 1956 and early 1957, to the national statistical offices, regional statistical institutes and training centres, United Nations regional offices, United Nations Technical Assistance Administration statistical experts in the field, Technical Assistance Administration experts in housing. Distribution to the American countries was made by the Inter-American Statistical Institute on behalf of the Committee on Improvement of National Statistics (COINS³) and to the European countries by the Secretariat of the Conference of European Statisticians.

5. The Conference of European Statisticians (Working Group on Censuses of Population and Housing) used the Principles as a basis for discussion at its second session (19-24 November 1956), in which representatives of twenty countries participated. The Group also had before it a report by the Secretariat on standard definitions in the field of housing statistics proposed by the Economic Commission for Europe (Working Party on Housing and Building Statistics)^{3/} and papers on recent housing censuses submitted by the Federal Republic of Germany^{4/} and the

^{1/} For a list of the main documents which have been considered in formulating the Principles, see Annex I.

^{2/} "Housing Statistics" (E/CN.3/187, February 1954, and E/CN.3/187/Add.1, March 1954), "Housing Censuses - Progress Report" (E/CN.3/216, March 1956).

^{3/} "Definitions in housing and building statistics recommended by the Working Party on Housing and Building Statistics" (Conf. Eur. Stats/WG.6/7).

^{4/} "Germany, West. Housing Statistics in the Federal Republic of Germany" (Conf. Eur. Stats/WG.6/15).

Netherlands.^{5/} The Group conducted the discussion on the basis of the Principles with some points being considered in relation to the other papers. The views of the European countries on the first draft of the Principles were summarized in the Report of the second session of the Working Group on Censuses of Population and Housing.^{6/}

6. The COINS, at its IVth Session (22 October to 2 November 1956) considered an IASI document on Census of Housing^{7/} which included elements of the Principles. At this session COINS approved "to recommend to the countries that they transmit to the Secretariat of IASI in due time their observations and comments on the draft recommendations prepared by the Statistical Office of the United Nations on the census of housing, in order that the regional point of view in this matter might be prepared by the Census Sub-Committee".^{8/} At its IVth Session (31 October - 12 November 1957) the Census Sub-Committee of COINS considered the document prepared by the IASI Secretariat^{9/} which summarized the comments made by nineteen countries in reply to the consultation made among the American nations on the Principles. A report^{10/} for transmittal to the United Nations was prepared containing the American regional point of view with respect to the first draft of the Principles.

5/ "The General Housing Census in 1956 in the Netherlands", (Conf. Eur. Stats/WG.6/13).

6/ "Report of Second Session held in Geneva, 19-24 November 1956", (Conf. Eur. Stats/WG.6/25, December 1956).

7/ "Census of Housing: Bases for its Planning under the Program of the 1960 Census of America", (3603a (COTA-1960) 10/23/56-300).

8/ "Conclusions of the IV Session of the Committee on Improvement of National Statistics (COINS)", (3680a (COTA-1960) replacing 3674a, 11/1/56-150).

9/ "Census of Housing: Summary of Results at a Consultation with the American Nations Relating to the 1960 Census Program", (2760a-10/18/57-75).

10/ "Observations on the United Nations Document, General Principles for a Housing Census (First Draft)", by the Census Sub-Committee of COINS. (IASI doc. 2779a, (COTA-1960) 11/18/57-100).

7. In addition to the comments received from American and European countries through their regional groups, several national statistical services, agencies and individual experts concerned with housing statistics informed the Secretariat of the United Nations directly of their views.^{11/}

8. The comments received indicate that there is general agreement on certain fundamental aspects of the Principles, although several alternatives have been proposed in reference to their application. There is, for instance, complete agreement on the need to limit the objectives of a housing census to those described in the Principles on the understanding that additional information can be obtained by means of sample surveys and current housing statistics. It is also agreed that a housing census ought to cover all kinds of places of abode and that the units of enumeration, which have been called "housing units", should be defined primarily in terms of their physical and structural characteristics and classified into groups of which the principal one would comprise the "housing units" intended for habitation by one family, i.e., the "dwellings". However, no final agreement has been reached on the terminology to be used to designate these concepts. The classification of "housing units" into various groups and in relation to certain demographic and economic characteristics of their occupants has been considered essential, but no generally accepted solution for the tabulation programme has been reached.

9. The following are some of the issues which have not yet been resolved: How can a "permanent" or durable "housing unit" be differentiated at the enumeration stage from a non-permanent or improvised one? The Working Party on Housing and Building Statistics of the Economic Commission for Europe has indicated, as did the League of Nations, the need to distinguish between "permanent" and other units and the question has been raised as to how this differentiation could be accomplished at the enumeration stage. It is believed that this matter cannot be solved by international recommendation and that conceivably each country might develop detailed instructions for the recognition of permanent units.

^{11/} For list of countries and agencies from which comments were received, see Annex II.

10. The treatment of "dwellings" used exclusively for non-residential purposes has been questioned. One country proposes to enumerate them while others propose to omit such dwellings from the census enumeration. The definition of "housing unit" appearing in the revised Principles implies that "dwellings" occupied for non-residential purposes would be omitted from the census coverage. The Commission may wish to express its views on this matter.

11. A similar question exists in respect of "rooms" - in "dwellings" - occupied for professional or business purposes. One regional group proposes, as did the League of Nations, to omit such rooms from the count of rooms in the dwelling while another group proposes that they be counted separately so as to have an indication of their number and to be able to exclude them for the purposes of computing density of occupation. The Commission may wish also to state its views regarding this matter.

12. It may be noted that there is complete agreement in the comments received as to the need to define housing units in terms of physical characteristics, disregarding the actual occupancy at the time of the census, except that certain types of housing units need to be occupied for residential purposes in order to be covered by the census. In this way the housing inventory, described in terms of physical units in successive housing censuses, may be compared independently of changes in occupancy.

13. The need to co-ordinate housing and population censuses has been emphasized in most of the comments received. It has been indicated that the "housing units", as described in the Principles, constitute units of enumeration and control for the population census, while the demographic and economic characteristics of occupants - obtained in the population census - would be required for an effective evaluation of occupancy. However, the majority of the countries consider the two censuses as separate and co-ordinated statistical operations. The Commission may wish to discuss the relationship between population and housing censuses and express its views on this matter.

14. The above comments were taken into account in preparing a second draft of the Principles (ST/STAT/P/L.22/Rev.1) which is presented to the Commission as

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document E/CN.3/240/Add.1. The Principles thus revised are intended only as a general guide for countries taking housing censuses and should not, therefore, be interpreted as instructions on how to take a census.

15. In view of the proximity of the 1960 censuses and the fact that undoubtedly housing censuses will be taken in many countries prior to or in connexion with their censuses of population, the Commission will wish to make final recommendations regarding these principles.

16. The Commission may wish to prepare a resolution for the consideration of the Economic and Social Council, expressing the importance of housing censuses for the evaluation of the housing situation and as a most important frame for sample surveys on the levels of living to be taken during the entire intercensal period and to bring the "General Principles for a Housing Census" to the attention of appropriate agencies within each country for their consideration in so far as they constitute a feasible guide for the preparation of housing statistics.

ANNEX I

List of Main Documents Considered in Formulation of Principles

United Nations

- "Report of the Population Commission, Second Session" (E/571, August 1947).
- "Housing Statistics: Consideration of the Development of Housing Statistics as a Part of the Integrated Programme in the Field of Housing and Town and Country Planning" (E/CN.3/105, April 1950).
- "Housing Statistics" (E/CN.3/187, February 1954).
- "Housing Statistics" (E/CN.3/187/Add.1, March 1954).
- "Survey of Social Statistics", Statistical Papers Series K, No.1, December 1954, Chapter IX.
- "Housing Censuses - Progress Report" (E/CN.3/216, March 1956).
- "Analysis of Housing Census Tables" (ST/STAT/P/L.28, December 1957).
- "Housing Statistics Concepts and Definitions", International and National Definitions of 'Housing Unit' and 'Dwelling' (Annexed to ST/STAT/P/L.28, December 1957).
- "General Principles for a Population Census" (ST/STAT/P/L.1/Rev.1, August 1956).
- "Conference of European Statisticians (Working Group on Censuses of Population and Housing)
"Report of the Second Session" (Conf. Eur. Stats/WG.6/25, December 1956).
- "Economic Commission for Europe (Working Party on Housing and Building Statistics)
"Report of the Working Party on Housing and Building Statistics on its Fifth Session" (HOU/WP.3/25, May 1955).

Inter-American Statistical Institute

- "Censos de Viviendas en las Americas", by Ana Casís, reprinted from Estadística, Vol. VII, No. 24 y No. 25 (Septiembre y Diciembre 1949).
- "Second Inter-American Statistical Congress and Related Meetings", Inter-American Statistical Institute, Bogota, Colombia, June 1952, Part II, Third Session of the Committee on the 1950 Census of the Americas, Resolution 31, Topic 11, p. 418.

"Census of Housing: Bases for its Planning under the Program of the 1960 Census of America" (3603a (COTA-1960) 10/23/56-300).

"Conclusions of the IV Session of the Committee on Improvement of National Statistics (COINS)" (3680a (COTA-1960) Replacing 3674a, 11/1/56-150).

"Census of Housing: Analysis of the Concepts and Procedures Used Under the Program of the 1950 Census of the Americas" (IASI doc. 2052a, September 1956).

"Census of Housing: Summary of Results of a Consultation with the American Nations Relating to the 1960 Census Program". (2760a- 10/18/57-75).

"Conclusions of the IV Session of the Committee on Improvement of National Statistics (COINS)" (IASI doc. 3680a (COTA-1960) Replacing 3674a, 11/1/56-150).

"Observations on the United Nations Document General Principles for a Housing Census (First Draft)", by the Census Sub-Committee of COINS (IASI doc. 2779a, (COTA-1960) 11/18/57-100).

League of Nations

"Housing Statistics", a Minimum Programme of Housing Statistics drawn up by the Committee of Statistical Experts, Studies and Reports on Statistical Methods, No. 5, League of Nations, Geneva, 1939 (C.133.M.85.1939.II.A).

International Statistical Institute

"Uniformisation Internationale des Statistiques de l'Habitation Urbaine", Institut International de Statistique, Bulletin 24, 1929, Part I, p. 138-144.

"Rapport sur l'Uniformisation Internationale des Statistiques de l'Habitation Urbaine", présenté par le Prof. Dr. K. Pribam, Institut International de Statistique, Bulletin 24, 1929, p. 528-556.

"Réflexions sur la Sociographie des Maisons et Logements", par M. Gustave Thirring, Institut International de Statistique, Bulletin 28, 1934, p. 570-579.

"Observations on the Possibility of Improving the International Comparability of Building and Housing Statistics", Bertil Myström, Bulletin of the International Statistical Institute, Vol. 29, 1936, p. 279-291.

"Commission on Building and Housing Statistics", Preliminary Report, by Bertil Myström, Bulletin of the International Statistical Institute, Vol. 30, 1938, p. 213-225.

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International Labour Office and International Union of Towns

"The International Standardization of Labour Statistics. A review of the International Labour Office and of Various International Statistical Conferences", Studies and Reports Series N (Statistics) No. 25 (Revision of No. 19, Montreal, 1943, 'Recommendations of the Committee of Statistical Experts convoked by the International Union of Towns' and 'Excerpts from Recommendations of the Committee of Statistical Experts of the League of Nations' (May 1928).

ANNEX II

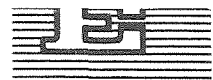
List of Countries,* Centres and Institutes from which
Comments on "General Principles for a Housing Census
(First Draft)" (ST/STAT/P/L.22, 30 August 1956) were
received:

<u>Countries*</u>	<u>Countries (cont'd)</u>
** Argentina	*** Luxembourg
*** Austria	** Mexico
*** Belgium	*** Netherlands
** Bolivia	New Zealand
** Brazil	*** Norway
*** Bulgaria	** Panama
** Canada	** Peru
Ceylon	*** Romania
** Chile	** El Salvador
** Colombia	Southern Rhodesia
** Costa Rica	*** Spain
** Cuba	*** Sweden
*** Czechoslovakia	*** Switzerland
** Dominican Republic	*** United Kingdom
*** Eastern Zone of Germany	Union of Soviet Socialist Republics
** Ecuador	** , *** United States
*** Federal Republic of Germany	** Venezuela
*** Finland	*** Yugoslavia
*** France	Centro Interamericano de Enseñanza de Estadística Económica y Financiera, Santiago, Chile.
*** Greece	Indian Statistical Institute, Calcutta, India.
** Guatemala	International Statistical Institute, The Hague, Netherlands.
** Honduras	Regional Housing Centre, Bandung, Indonesia.
** Haiti	
India	
*** Italy	
Jamaica	

* Unless otherwise indicated the comments were made by national statistics or census offices.

** Comments transmitted through IASI.

*** Participated in the second session of the Working Group on Censuses of Population and Housing of the Conference of European Statisticians.



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Distr.
GENERAL

E/CN.3/240/Add.1
ST/STAT/P/L.22/Rev.1

ORIGINAL: ENGLISH

Statistical Office of the United Nations
New York, N.Y.

GENERAL PRINCIPLES FOR A HOUSING CENSUS*
(Second Draft)

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* Wherever various alternatives had to be considered in relation to specific Principles a brief discussion is given in brackets after the pertinent paragraphs.

GENERAL PRINCIPLES FOR A HOUSING CENSUS
(Second Draft)

PART I

INTRODUCTION

101. World census programme - 1960

Many governments will find it necessary and convenient to take housing censuses in or around 1960, simultaneously with their population censuses or in connexion with them. Much progress has been made in this field, with at least forty-two countries having taken housing censuses during the period 1946-1956. However, studies made of census definitions, procedures and reports indicate wide variation in scope, concepts, terminology and methods, which reduces the usefulness of the information for national and international purposes. These General Principles for a Housing Census have been formulated with a view to increasing the usefulness of data for national purposes and promoting international comparability.

102. Scope of the principles

These principles deal with the substantive concepts and essential procedures applicable to housing censuses. The administrative aspects of the housing censuses are similar to those pertaining to the population census, which are presented in the General Principles for a Population Census (ST/STAT/P/L.1/Rev.1, 3 August 1956) and are not, therefore, considered here in detail.

The basic concepts, definitions and procedures are only outlined in this document. They need to be expanded, described in more detail and adapted to the conditions of each country in order to serve as operational tools for the national census. These are guiding principles, not instructions on how to make a housing census.

103. Previous international studies and recommendations

As a result of the growing interest in housing problems, various international organizations and associations and national agencies have made studies on housing census methods and have formulated guiding principles and recommendations. These Principles are based on such studies, as is indicated throughout the text, and therefore incorporate or supersede previous international recommendations.

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PART II

NEED, DEFINITION, AND OBJECTIVES OF A HOUSING CENSUS

201. Need for a housing census

The General Assembly, at its sixth session, considered that the lack of adequate housing constituted "one of the most serious deficiencies in the standard of living of large sections of the population of the world" and that "serious social problems originate in, or are aggravated by, the shortage of housing".^{1/} This resolution stressed the need for practical action, designed to improve housing conditions and community facilities, and to increase the supply of adequate family dwellings.

The displacement of populations from rural to urban areas and the substantial increase of population growth observed throughout the world in recent decades indicate that unless housing development programmes gain momentum the shortage of adequate housing will, in the future, tend to be even greater than it is at present.

Governments recognizing that the well-being of the population depends to a large extent on the quantity and quality of the housing available and on the adequacy of community facilities, are taking increasing interest and responsibility in the programming and financing of housing and community development.

For both national and international action, such as technical and financial assistance in the field of housing, it is required that existing conditions be surveyed and that present and future needs be assessed, and for these purposes, comparisons among countries and regions are necessary and desirable. Housing censuses, if taken in accordance with principles which will permit accurate measurement of housing supply in its qualitative as well as quantitative aspects, can furnish the major and basic information required for the formulation and execution of the housing policies of national and local governments.

The housing census should supply basic data on the number of "housing units",^{2/} classified according to objective criteria, into groups which indicate the various aspects of housing conditions. The census data, therefore, must be related to the structural characteristics and facilities which have a bearing upon the maintenance of privacy and conditions generally considered essential to health,

^{1/} General Assembly resolution 537 (VI).

^{2/} See discussion of the "housing unit" concept in para. 301 below.

and to the measurement of population density in relation to the housing available at the time of the census.

However, it must be recognized that not all the information required to assess housing needs or to formulate housing programmes can be obtained through a housing census. Additional data must be obtained through the population census, current housing statistics, special housing surveys, vital statistics, economic statistics, etc., but the housing census will constitute the basic framework within which the estimates will be made, indices computed, and further statistical inquiries planned.

The Statistical Commission has directed the attention of national statistical services "to the need to develop from housing censuses, the sort of bench-mark statistics in housing that could be supplemented by current building and construction statistics and which would provide a continuous up-to-date picture of the housing position needed for the consideration of housing programmes. Such a system of housing statistics would permit the use of more intensive surveys of housing and more adequate utilization of housing data obtained through household inquiries or by special sample surveys. Thus, the census data would provide a frame for such samples and surveys."

The need to assess the housing conditions requires the establishment of a system of statistics on housing which may be said to be composed of three elements: (1) the housing census, (2) housing surveys, and (3) current housing statistics.

1. The housing census provides a statistical description of the basic items of the housing inventory on broad lines, serves as a general frame for sample studies and constitutes a bench-mark reference for current housing statistics. It provides information for small areas that would not be reached by general sample surveys.

2. Housing surveys are designed to answer additional questions which could not be answered by the census or which may be more efficiently solved by this type of inquiry. Questions relating to the quality of housing, such as the need for repair, the demand for certain types of "dwellings", the economic activity of the owner and other matters which require the participation of specially trained enumerators, represent cases which could be solved more appropriately through housing surveys than by the census.

1/ E/2876, para. 117.

3. Current housing statistics indicate how many new "dwellings" or other specified classes of housing units, and of what types, are being constructed, demolished, or destroyed per year, and the natural, economic and social factors which have a bearing on the rate of change of the housing available to the population.

These Principles refer only to the housing census.

202. Definition of a housing census

A housing census may be defined as the total process of collecting, compiling, analysing and publishing statistical data pertaining, at a specified time, to all "housing units"^{1/} and occupants thereof in a country or in a well delimited territory.

Discussion: The Working Group on Censuses of Population and Housing of the Conference of European Statisticians indicated, at its second session, that "The dual objective of housing censuses made it necessary that if such censuses were taken separately from population censuses, data on households occupying dwellings (which were essentially demographic data) had to be collected in addition to data on the dwellings themselves".^{2/} A similar observation has been made by several countries commenting on the first draft of the Principles.⁷

203. Essential features of the census

Some of the essential features of a national housing census are:

A. Sponsorship

An official national census is sponsored and carried out by the national government, with the co-operation of provincial and local governments.

B. Geographic coverage

The coverage of a census operation should relate to a precisely defined territory.

C. Universality

The census operation should cover all types of "housing units"^{3/} or places of abode.

^{1/} See para. 301 below.

^{2/} Conf. Eur. Stats/WG.6/25, para. 61.

^{3/} See para. 301 below.

[Discussion: The Census Sub-Committee of COINS, at its fourth session, indicated that, while agreeing that the principle of universality is of primary importance in the enumeration of a housing census in urban and well populated rural areas, there may be many arguments in favour of omitting from a nation's housing census distinct groups of indigenous population living a tribal or non-incorporated type of existence. It was suggested that if such groups were included the corresponding statistics should be tabulated separately.]

D. Time reference

The census should refer to one well-defined point of time.

E. Method of collection

A census implies that a survey is made of each "housing unit" and that the information obtained is recorded separately for each unit. A procedure by which totals or summarized data are collected for groups of housing units or communities is not considered a census.

[Discussion: The universal enumeration by direct survey of each "housing unit" may be combined with self-enumeration of occupants and supplemented by inquiries about "housing units" made through the owners or their agents and by means of registers of properties.]

F. Compilation, analysis and publication of data

The compilation, analysis and publication of housing data by geographic areas, communities and localities and by basic characteristics, facilities and occupancy are integral parts of the housing census.

204. Objectives of the housing census

The broader objectives of the housing census have been described in para. 201 in relation with the need for such inquiries. The specific aims, i.e., the immediate objectives, are described below.

People live in all kinds of places - houses, apartments, huts, caves, convents, boats, penal institutions etc. The first objective of a housing census is to make an inventory of all of these "housing units" which constitute the existing housing accommodation at a given time.

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/Discussion: Practically all the housing censuses taken have complied with this objective, i.e., they have made provisions for enumerating premises used for habitation, as well as premises which may not conform to generally accepted standards for dwellings (improvised shelters, warehouses, booths, caves, etc.). However, the "housing unit", as the unit of enumeration of the housing census, has seldom been explicitly defined and has been referred to by a variety of terms such as habitation, domicilio, dwelling, house, self-contained living premises, dwellings and other occupied structures, unidad de vivienda, dwellings and non-family group dwellings, dwelling-units and non-dwelling unit quarters, etc. A definition of the "housing unit" concept is proposed below in para. 301. The question of terminology is very important, and it would be useful if an expression - such as "housing unit" - would be adopted internationally. Whether or not a housing census is taken, the listing of "housing units" can be used to orient and control the enumeration at the population census.]

The second objective of a housing census is to classify the "housing units" according to their structural characteristics, geographic location, and available installations and services (i.e., water, toilet, lighting, cooking, bathing facilities, etc.).

The third objective of a housing census is to count and classify the population living in the various types of "housing units" according to family relationships and demographic and economic characteristics.

/Discussion: There is a widespread opinion that it is preferable to take a housing census simultaneously with a population census and that it is in any case essential to inter-relate the two censuses.]

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PART III

DEFINITION AND CLASSIFICATION OF A HOUSING UNIT

[The concepts described in Part III should be regarded as guiding principles which may be utilized in the preparation of more specific instructions, adapted to local conditions, for national censuses of housing.]

301. Definition of a housing unit

A housing unit is a structurally separate and independent place of abode. It may either (1) have been constructed, built, converted or arranged for human habitation, provided that at the time of the census it is not in use for other purposes, and that in the case of mobile, improvised and collective premises it is occupied at the time of the census, or (2) although not intended for habitation actually be in use as such at the time established as reference for the census. Consequently, a housing unit may be (1) an occupied or vacant house, apartment, independent room or group of rooms; or an occupied hut, cabin, trailer, hotel, institution, camp, or (2) a barn, mill, cave or any other shelter used as living quarters at the time of the census.

[Discussion: It must be noted that the essential features of a "housing unit" are separateness and independence. An enclosure may be considered as separate if surrounded by walls, fences, etc., and covered by a roof so that a person, or group of persons, can isolate themselves from other persons in the community for the purposes of sleeping, preparing and taking their meals or protecting themselves from the hazards of climate and environment. Such an enclosure may be considered as independent when it has direct access from the street or from a public or communal staircase, passage, gallery or grounds, i.e., when the occupants can come in or go out of their living quarters without passing through anybody else's premises.

It should be noted that "housing units" may be permanent or semi-permanent structures intended for habitation by families, inmates of institutions, or persons living alone, or shelters actually used as places of abode on the day or night established as the time reference of the census by any group of persons.

The above definition is intended to cover all possible kinds of places of abode and its primary purpose is to serve as the unit of enumeration for the housing census. For the purposes of analysis it is necessary to classify the housing units into groups, as indicated in para. 302. It should be recognized that the above definition will need to be expanded and qualified in each country for use in the national census.

The question of whether structures originally intended for habitation and occupied for other purposes at the time of the census should be included or excluded from the census coverage has been raised. Special attention may be drawn to the need for specific consideration of such units in the drawing up of census instructions.

It has been noted that the expression "housing unit" (in English) has not been widely used in the past. Instead "dwelling" has been a more widely used expression. However, "dwelling" in both the traditional use in English speaking countries and according to the standard definitions proposed by the League of Nations and the Working Party on Building and Housing Statistics of the Economic Commission for Europe has a restrictive connotation, i.e., is applicable only to places of abode intended for the use of, or actually occupied by "private households" or families.* In view of the restricted connotation of the expression "dwelling", "housing unit" has been preferred.⁷

302. Uniform classification of housing units

Since there is a great variety of types of housing units, it becomes necessary to classify them into various categories in order to analyse housing conditions. Such classification may be based on the structural characteristics. The following is a classification which should satisfy the usual needs for housing data:

* See for example: United Nations Statistical Office, International and national definitions of "housing unit" and "dwelling", ditto, New York, March 1957.

1.0.0 HOUSING UNITS INTENDED FOR HABITATION

[Discussion: A housing unit is intended for habitation when it has been constructed, built, converted or arranged for such purpose and is not in use at the time of the census for non-residential purposes.]

1.1.0 Private housing units

1.1.1 Conventional (permanent) dwellings. [House, apartment, flat, etc.]

1.1.2 Rustic (semi-permanent) housing units. [Huts, cabins, etc.]

1.1.3 Mobile housing units. [Trailers, caravans, tents, boats, wagons, etc.]

1.1.4 Improvised housing units. [Squatters' houses, callampas, casas brujes, etc.]

1.2.0 Collective housing units

1.2.1 Hotels, boarding houses, etc.

1.2.2 Institutions. [Convents, hospitals, boarding schools, etc.]

1.2.3 Camps [Lumber, mining, military, etc.]

2.0.0 HOUSING UNITS NOT INTENDED FOR HABITATION BUT IN USE FOR THE PURPOSE

2.1.0 In permanent structures intended for non-residential purposes. [Barns, mills, garages, warehouses, etc.]

2.2.0 Other [Caves, natural shelters, etc.]

[Discussion: The classification outlined in paragraph 302 and described more fully in paragraphs 303 to 312 has been designed to group in broad classes housing units with similar structural characteristics. The distribution of occupants (population) among the various groups of housing units should supply valuable information about the housing accommodation available at the time of the census. The classification could afford a useful basis for stratification for the purpose of future sample surveys to be taken on the basis of the census. Specific consideration of each group of housing units should prove useful for the purposes of enumeration of both housing units and population.]

303. In this general classification, all of the groups are not of equal importance. In some countries, certain of the groups may not need to be considered separately and may be grouped together while in others it will be convenient to subdivide the broad categories into smaller groups. Of all the categories, the "private housing units (or dwelling units)" (1.1.0) and particularly the "conventional (permanent) dwellings" (1.1.1), have been the subject of special attention and treatment in all housing censuses. A more precise description of the classification categories and groups is given below.

304. Conventional (permanent) dwellings (1.1.1)

A dwelling is a room or suite of rooms and its accessories in a permanent building or structurally separated part thereof which by the way it has been built, rebuilt, converted, etc., is intended for habitation by a private household* and is not, at the time of the census, in use for other purposes. It should have a separate access to a street (direct or via a garden or grounds) or to a common space within the building (staircase, passage, gallery and so on) [a detached one-family house, a self-contained flat, an apartment, etc.].

Detached rooms for habitation which are clearly built, rebuilt, converted, etc., to be used as a part of the dwelling should be counted as part of the dwelling [servants' quarters on an estate or belonging to a villa].

[Discussion: This text, originally written in the plural instead of the singular, and referring to all dwellings regardless of their occupancy, was proposed by the Working Party on Housing and Building Statistics of the Economic Commission for Europe.^{1/} Both the Working Group on Censuses of Population and Housing (Conference of European Statisticians) and the Census Sub-Committee of COINS suggested excluding from the census coverage the dwellings used for non-residential purposes at the time of the census. The definition presented here takes account of such suggestions; however, it might be convenient in some countries to make special studies to determine the extent to which available housing is being used for non-residential purposes. This concept has been referred to in the following ways: dwelling, dwelling unit, dwelling house, residential dwelling unit; family dwelling, house, logement, vivienda, unidad de

^{1/} HOU/WP.3/25, 26 May 1955, p. 3; E/CN.3/216, 16 March 1956, Annex 2, p. 1; Conf.Eur.Stats/WG.6/7, 24 September 1956.

* See ST/STAT/P/L.1/Rev.1... para. 407.

vivienda, etc. However, the same expressions have also been used to indicate a housing unit of any type. It is proposed that the expression "dwelling" be adopted with the meaning stated in its definition, i.e., to indicate only that type of housing unit located in permanent buildings and designed for occupancy by one private household. By "permanent building" is understood a structure which may be expected to maintain its stability indefinitely (ten years or more). It is recognized that the criterion of permanency, or durability, is of difficult application by the census enumerators and that its adaptation to local conditions would require considerable study and experimentation by the national offices. The second paragraph in the definition purports to explain that a dwelling may be constituted by separate buildings within the same enclosure provided that they are clearly intended for habitation by a private household.

It may be noted that although a dwelling is a housing unit intended - i.e. constructed or converted - for habitation by a private household it may, at the time of the census, be unoccupied, vacant or occupied by one or more "private households" (depending on the definition of "private household" which has been adopted) or by an institution such as a boarding school, a convent, etc.]

305. Rustic (semi-permanent) housing units (1.1.2)

A rustic housing unit is an independent enclosure which has been rudely constructed or erected (e.g. having mud walls, thatched roof, etc.) with locally available rustic materials such as stones, sun-dried bricks, bamboo, palm, straw or any similar vegetable materials for the purpose of habitation by a private household* and is in use as living quarters at the time of the census. Such units may be expected to last for only a limited time (a few months to ten years) although occasionally they may last for longer periods. A rustic housing unit may be a hut, a rancho, a bohío, etc.

[Discussion: This category has been suggested by several countries and is intended to cover housing units which are typical and traditional in many tropical rural areas.]

* See ST/STAT/P/L.1/Rev.1, para. 407.

306. Mobile housing unit (1.1.3)

A mobile housing unit is any type of living accommodation which has been made to be transported or which is a moving unit, such as a ship, boat, barge, vessel, railroad car, caravan, tent, trailer, yacht, etc., in which one or more non-transient persons spent the census night.

[Discussion: Mobile housing units which are used as permanent living quarters are of special interest. It is not possible, however, to obtain information on "usual" residence, except in those countries in which population censuses are tabulated on a residence basis. Persons who happened to be en route (transients) on the night of the census should not be counted as occupants of their vehicles, nor should the vehicles be considered as housing units. Special instructions should be issued for the enumeration of transients on the night or day of the census.]

307. Improvised housing units (1.1.4)

An improvised housing unit is an independent makeshift or structure built without a predetermined plan and made of assorted waste materials or any other unconventional arrangement utilized as living quarters. In this category are included, for example, squatters' houses, poblaciones "callampas" [Chile], hongos [Peru], favelas [Brazil], and any similar premises arranged and used as living quarters though they may not comply with generally accepted standards for habitations.

[Discussion: Most countries have made provisions for enumerating this type of housing unit and the number of people living therein. However, there is wide variation in the procedures and criteria used in classifying these units. There are many borderline cases and the countries should make decisions and issue detailed instructions on how to enumerate and classify improvised, unconventional and makeshift housing units.]

308. Collective housing units (1.2.0)

A collective housing unit is a separate and independent set of premises intended for habitation by generally large groups of individuals and occupied at the time of the census. Such units have certain common facilities, such as

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cooking and toilet installations, baths, lounge rooms or dormitories which are shared by the occupants. Collective housing units may be subdivided, as indicated in the classification, into the three groups described below.

309. Hotels, boarding houses, etc. (1.2.1)

This group comprises permanent structures which are intended for the accommodation of travellers or persons who do not form part of a private household.* In this category are included hotels, inns, boarding houses, pensions, lodging houses, etc.

310. Institutions (1.2.2)

This group covers any set of premises in a permanent structure or structures designed to house groups (usually large) of individuals who are subject to a common authority or régime or who are bound by a common public objective and/or personal interests and characteristics. In this type of housing unit, occupants of the same sex usually share dormitories. In this category are included hospitals, military barracks, boarding schools, convents, prisons, etc.

311. Camps (1.2.3)

This group includes enclosures containing sets of premises intended for the transitory occupation of individuals with common activities or interests. In this category are included military camps and camps established for the housing of workers in mining, agriculture, public works or other types of enterprises.

312. Housing units not intended for habitation (2.0.0)

A housing unit not intended for habitation is one that has not been built, constructed, converted or arranged for human habitation but which is, nevertheless, actually in use as living quarters at the time of the census. Such a housing unit may be located in a permanent (i.e. durable) structure or may be a natural shelter. In this category are included stables, barns, mills, garages, warehouses, booths, caves, etc., occupied as living quarters at the time of the census.

* See ST/STAT/P/L.1/Rev.1, para. 407.

PART IV

TOPICS TO BE CONSIDERED IN THE HOUSING CENSUS

401. Basic items

The items listed below are those considered to be the most important ones from the point of view of the measurement and evaluation of housing conditions. It is recognized that most countries will find it convenient to collect information in the census on additional items of national or local interest and that the census data will need to be supplemented by housing surveys in order to obtain information on important questions such as the quality of housing units from the health point of view, rent, income, materials, housing units in need of repair, total capacity, etc. A list of such additional items is given in para. 416.⁷

The following is the list of basic items recommended:

- A. Data to be obtained from each "housing unit" (see para. 301 above)
 - 1. Location (address)
 - 2. Class or type of housing unit (see paras. 302-312 above)
 - 3. Water supply system (see para. 403)
 - 4. No. of occupants (see para. 404)
- B. Data to be obtained from each "conventional (permanent) dwelling (1.1.1)" and "Rustic (semi-permanent) housing unit (1.1.2)" (see paras. 304 and 305)
 - I. Characteristics, installations and facilities
 - 1. Type of dwelling or rustic housing unit (see para. 405)
 - 2. Number of rooms (see para. 406)
 - 3. Electricity (see para. 407)
 - 4. Cooking facilities (see para. 408)
 - (a) locale (kitchen)
 - (b) equipment
 - (c) fuel (including electricity) used for cooking
 - 5. Toilet installations (see para. 409)
 - 6. Bath installations (see para. 410)

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II. Occupancy

1. Occupied or vacant (see para. 411)
2. Tenure (if occupied only) (see para. 412)
3. Rent (see para. 413)
4. Selected demographic and economic characteristics, and family relationships (see para. 404 and 414).

III. Ownership

1. Owner (see para. 415)

402. Applicability of items

It should be noted that items under A, para. 401 above, apply to all housing units or occupants thereof and should be obtained through a universal enumeration while other items refer to dwellings (1.1.1) and rustic housing units only (1.1.2) and might be obtained from a representative sample of housing units or occupants, depending on whether the item refers to the unit or is a characteristic of the occupants.

[Discussion: The items listed under B may be collected also for mobile or improvised units if necessary.]

403. Water supply system (1.0.0 and 2.0.0)

The basic information to be obtained by the census is whether the housing unit has a piped water installation, i.e. whether water is laid on to the housing unit by pipes from a community-wide system or from individual installations (pressure tanks, pumps, etc.). It is necessary to indicate whether the housing unit has a tap inside or whether it is outside but within a certain distance (100 metres) from its door. The following categories may be recognized: housing units with piped water inside; with piped water outside the unit but within 100 metres; without piped water (including piped water beyond 100 metres); and housing units for which such information could not be obtained. The housing units without piped water may be further classified according to the source of the water available (a well, a river, a spring, etc.)

[Discussion: The distance, 100 metres, is arbitrary and is given here only as a general guide. The most significant information in relation to sanitary conditions is whether the housing unit has piped water within the premises.]

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404. Number of occupants (1.0.0 and 2.0.0)

Each person, regardless of age, should be counted as one occupant. In so far as possible only the usual residents should be counted as occupants, however, the applicability of this concept depends on whether the population census is taken on a de jure or de facto basis. In any case transients in mobile housing units should always be omitted (see para. 306).

Discussion: An extensive discussion of this subject is given in E/CN.3/216, Annex 1, pp. 14-17. It is sufficient to note here that the Committee of Statistical Experts of the League of Nations made the following recommendations:^{1/}

"If the methods adopted for enumerating the population in the general population census enable the usual residents of a dwelling to be identified as distinct from the persons occupying the dwelling on the day of the census, only the usual residents should be counted as occupants..."⁷

405. Type of dwelling or type of rustic housing unit (1.1.1 and 1.1.2)

For the purposes of enumeration and control, as well as for its descriptive value, it has been found convenient in many censuses to identify dwellings as "detached houses", "cottages", "apartments", etc., or rustic housing units as huts, cabins, etc. In view of this experience this item may be considered a basic one.

Discussion: This item was not considered to be essential data by the Census Sub-Committee of COINS and it was recommended that its inclusion should be left to the consideration of each country. A study of the reports of 28 housing censuses revealed that 17 of these reports containing 194 tables, out of a total of 747, dealt with dwellings (according to varying definitions) by type. Views expressed on this matter are of a conflicting nature.⁷

406. Number of rooms (1.1.1 and 1.1.2)

A room may be defined as a space in a dwelling or rustic housing unit enclosed by walls reaching from the floor to the ceiling, or roof covering, or at least to a height of 2 metres above the ground, of a size large enough to hold a bed for an adult (4 m^2 at least), and at least 2 metres high over the major

^{1/} Housing Statistics, Studies and Reports on Statistical Methods, No. 5 /...
League of Nations, Geneva, 1939, pp. 9-10.

area of the ceiling. In this category should fall normal bedrooms, dining-rooms, living-rooms, habitable attics, servants' rooms, kitchens and other separate spaces used or intended for dwelling purposes. Kitchenettes, corridors, verandahs, lobbies, etc., as well as bathrooms and toilets, should not be counted as rooms. Each country should indicate whether rooms used only for professional or business purposes have been included or excluded in calculating the number of rooms per unit and the number of persons per room.^{1/}

Discussion: The number of rooms is most frequently used as a measure of the size of dwellings and as a basis for the calculation of the density of occupation, i.e., the number of persons per room. It has been suggested that the amount of living space might be a more precise basis for computing density and capacity of occupation but this suggestion has not been considered feasible for the purpose of a housing census.

With respect to the treatment of rooms used only for professional or business purposes, it is questionable whether such rooms "should be included in calculating the number of rooms per dwelling but not in calculating the number of persons per room"^{2/} or that "the count of rooms should not include those used exclusively for commercial, industrial, or non-residential purposes, except for those used by members of the private household for professional purposes".^{3/}

It has also been suggested that "in view of the diversity of construction arrangements in the countries, it is not possible to have, for purposes of international comparability, a definition of 'room' for general application especially if it includes a size criterion in a rigid way, and it, therefore, recommends that the countries which include this topic indicate in their publications the criteria used".^{3/7}

^{1/} Elements for this principle have been taken from the document "Definitions in housing and building statistics recommended by the Working Party on Housing and Building Statistics", Conf. Eur. Stats/WG.6/7, 24 September 1956, para. 2; from "Conclusions of the IV Session of the Committee on Improvement of National Statistics (COIIS), 3680a (COTA-1960), 11/1/56-150, p.22; and from comments sent by the Regional Housing Centre, Bandung, Indonesia (letter of 5 October 1957, ECA 161/6/05, part B).

^{2/} Conf. Eur. Stats./WG.6/7, 24 September 1956.

^{3/} (IASI): 2779a (COTA. 1960), 11/18/57-100, p.9

407. Electricity (1.1.1 and 1.1.2)

It should be indicated whether the dwelling or rustic housing unit has electrical installations, connected either to a community wide system or to a private source, regardless of whether electricity is used for lighting, heating, cooking or other purposes.

[Discussion: Some countries in which virtually all housing units are already connected to some system of distribution of electricity may consider this item unnecessary. However, this information should be valuable for most countries.]

408. Cooking facilities (1.1.1 and 1.1.2)

Information may be obtained on whether the dwelling or rustic housing unit has a room equipped for the preparation of the principal meals and intended primarily for this purpose (a kitchen) or a space fitted as a miniature kitchen (a kitchenette); on the kind of equipment used for this purpose (stove, sink, etc.) and on the use of electricity, gas or certain other fuels for cooking purposes.

409. Toilet installations (1.1.1 and 1.1.2)

As a minimum information should be obtained on the following: (a) whether the dwelling or rustic housing unit has a "flush" toilet installation within its premises; (b) whether there is another type of toilet installation and (c) whether there is no fixed installation of any type. Additional information might be obtained in the case of (c) of dwelling or rustic housing unit without toilet installations, about the type and location of toilet facilities available outside of the premises to the occupants. A "flush" toilet may be defined as an installation for the disposal of human wastes through piped water under pressure, emptying into a main sewer, septic tank or cesspool.

410. Bath installations (1.1.1 and 1.1.2)

Information should be obtained on whether there is a bath, tub or shower installation, or both, within the premises of each dwelling or rustic housing unit. Additional information might be obtained for those without a bath installation, about the type of bathing facilities available outside their premises to the occupants of the dwelling or rustic housing unit.

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411. Occupancy (1.1.1 and 1.1.2)

Information should be obtained for each "conventional (permanent) dwelling" and "rustic (semi-permanent) housing unit" on whether the unit is occupied or vacant. Additional information may be obtained for vacant units as to whether intended for seasonal occupation, for rent, sale, or not fit for habitation.

Discussion: The enumeration of vacant units is likely to pose difficult problems since the informants may be located outside the jurisdiction of the enumeration zone. However, at least a total count of vacant units might be made for purposes of control of the enumeration. It must be noted that vacant units intended for seasonal occupation may represent a large proportion of the housing inventory in resort areas and the evaluation of such a category may be very valuable in certain areas.]

412. Tenure (for occupied units only) (1.1.1 and 1.1.2)

Information should be obtained on whether the private housing unit (a) is occupied by the owner, (b) is rented, or (c) is under another form of tenure.

413. Rent (paid) (1.1.1 and 1.1.2)

There is a widespread opinion that it may be possible to obtain adequate information on the rent paid (in the case of units rented). Information might be obtained on the basis of a scale of rents rather than on the exact amount paid. Rent would be the amount paid for the monthly occupation of the unit excluding furniture and utilities such as gas, electricity etc.

Discussion: Although this item has been collected in several housing censuses and its inclusion has been repeatedly suggested, it has also been observed that the definition and collection of information on this item will create difficult problems and that information on rent might be more adequately obtained by means of housing surveys taken concurrently with the general census thereafter.]

414. Demographic and economic characteristics and family relationships of occupants (1.1.1 and 1.1.2)

It is generally agreed that the classification of the occupants of private housing units by type of housing unit and according to their family relationships and demographic and economic characteristics should be considered as a fundamental purpose of the housing census. For the implementation of this principle it

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would be most convenient that a close conceptual and operational relationship between population and housing censuses be established. Whether the two census enumerations are taken simultaneously or at different times a decision should be made about the demographic and economic characteristics which will be related to the classification of housing units.

Discussion: In view of insufficient international experience and conflicting viewpoints on this matter no decision could be taken regarding specific demographic and economic characteristics and family relationship which would be required for the analysis of housing conditions. It has been suggested that the following information about the occupants might be obtained for each occupied private unit: sex, age (only three broad groups, namely: under 15; 15-64; and 65 and over), number of income earners, economic activity of adults (active or inactive), major economic industrial groups, family relationship among the occupants (according to an international definition and classification of "family" to be developed). Income has also been suggested as an item to be analyzed in relation to housing characteristics.^{1/} Additional studies and experimentation are required in order to adopt more specific principles regarding this item.⁷

415. Ownership (1.1.1 and 1.1.2)

Information on this item should be obtained for each dwelling or rustic housing unit. The dwellings or rustic housing units may be grouped according to whether they are (a) privately owned, (b) owned by the State (c) owned by firms or enterprises (d) condominium (e) co-operatives and (e) other.

Discussion: It has been observed that the collection of information on this matter at a general census may be hampered by the fact that the occupants may not know who is the owner of the property and that the agents may be located outside the enumeration zone. Furthermore there are numerous cases of borderline and mixed ownership which make the problem too difficult for nation-wide enumeration. This is one of the times for which more accurate information might be obtained through a housing survey. However, its inclusion as a basic census item has been suggested by several countries.⁷

^{1/} Income is discussed in "Statistics of the distribution of personal income", (E/CN.3/L.42, September 1957) presented for the consideration of the Statistical Commission at its tenth session. /...

416. Additional items

The following is a list of items which, in addition to the ones listed and described in paragraphs 401-415, have been suggested for collection in housing censuses. They are not recommended as basic census items for all countries and their inclusion in censuses would need to be determined in each case in relation to their specific utilization and expected accuracy of the information to be obtained by nation-wide enumeration. Some, or all, of the items listed below may be obtained more efficiently through a sample survey.

Data for "private housing units" (1.1.0)

I. Characteristics, installations, facilities and amenities.

1. Type of building in which the dwelling is located.
[Residential or non-residential, single dwelling or multi-dwelling, number of floors, etc.]
2. Year of construction
[For example: before the First World War, between the two World Wars, after the Second World War.]
3. Materials: (a) of the walls; (b) of the roof; (c) of the floors
4. State of repair, or dilapidation
5. Floor space of the dwelling
6. Gas installations
7. Heating: (a) central heating by steam, hot water, etc.; (b) other types; (c) source of energy (electricity, gas, oil, coal, etc.)
8. Hot water: (a) type of installation, (b) source of energy.
9. Refrigeration
10. Telephone
11. Radio receiver
12. Television receiver
13. Washing machine
14. Vacuum cleaner
15. Outdoor spaces: (a) courtyards, (b) platforms, (c) terraces, (d) gardens, etc.

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- 16. Installations for cottage industries
- 17. Means of public transportation
- II. Occupancy
 - 1. Total capacity of occupation
- III. Ownership
 - 1. Economic activity of owner (if privately owned)

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PART V

TABULATIONS TO BE OBTAINED IN THE HOUSING CENSUS

501. Outline of basic tabulations

The tabulations proposed below describe the way in which housing units may be classified according to type, characteristics and facilities in relation to the occupants therein and their demographic and economic characteristics. Since housing census data are especially valuable for the interpretation of local housing conditions the following tabulations emphasize the need to make provisions for obtaining information for each town and city as well as for larger geographic divisions. This, however, does not mean that all the information outlined in the tabulations below should be published or that the tabulations indicate in any way the order in which data should be processed. For the purposes of data processing the tabulations described below could perhaps, be combined into a smaller number of tables and for the purposes of general publication of census results it may be sufficient to include data for the country, urban and rural, major geographic divisions and the larger cities. However, provisions should be made for storing original schedules, punch cards, tabulation sheets or computer tapes, as the case may be, so that data for the smallest areas could be made available as it becomes necessary. It may be noted that tabulation No. 1 refers to housing units of all types while the rest of the tabulations are only for certain types of classes of private dwellings.

[Discussion: The Committee on Statistics of Large Towns of the International Statistical Institute has noted that the geographical specification is of special importance to the towns and that it would be desirable if specifications according to districts could be made.]

502. Tabulation No. 1: Housing units and number of occupants by water supply system, class of housing unit and geographic division

Housing units included: all housing units (paragraphs 301 through 312)

Occupants included: all occupants except transients (paragraph 404)

Classifications:

- (a) Geographic division: country, urban and rural, major civil divisions, minor civil divisions, cities and towns
- (b) Class of housing unit: specified classifications (paragraph 302 through 312)
- (c) Water supply system: with piped water inside; with piped water outside; without piped water; information not available

Discussion: This table, which has been called by some discussion groups the general inventory table, supplies information on the number and distribution of the housing units by class which are available in each section of the country or of the territory covered by the census as well as a distribution of the population according to the type of housing occupied by them and whether they have ready access to a source of protected water supply or not. The percentage of the population which has ready access to a protected supply of water has been considered to be a very valuable indicator of sanitary conditions.

This tabulation includes all housing units without regard to occupancy, with the exception of dwellings (1.1.1) and rustic housing units (1.1.2), which may be either occupied or vacant, other housing units must be occupied in order to fall with the scope of the housing census.

It has been suggested that this same tabulation might also be made for localities by size in order to show the variation of housing conditions according to size of locality. A suitable classification of localities by size is offered in ST/STAT/P/L.1/Rev.1, paragraph 405.7

503. Tabulation No. 2: Occupied private housing units by availability of electricity, flush toilet, bathing facilities, class of housing unit and geographic division

Housing units included: total occupied conventional (permanent) dwellings (para. 302, 1.1.1) and rustic (semi-permanent) housing units (302, 1.1.2) (paragraphs 302 through 305)

Classifications:

- (a) Geographic division: country, urban and rural, major civil divisions, cities and towns.
- (b) Class of housing unit: specified classifications (paragraph 302 through 305)
- (c) Electricity: with; without; information not available (paragraph 407)
- (d) Flush toilet: with; without; information not available (paragraph 409)
- (e) Bathing facilities: with; without; information not available (paragraph 410)

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Discussion: Some countries may find it useful to extend this tabulation to other classes of housing units and/or to vacant units. However, in some cases the tabulation of facilities for rustic housing units may be unwarranted. Electricity may be further subdivided according to whether the housing unit is connected to a community-wide or to a private system. Toilet facilities may be further subdivided to indicate whether other facilities besides a flush toilet is available although from the point of view of obtaining information on the sanitary conditions the flush toilet is the most meaningful indicator.]

504. Tabulation No. 3: Occupied private housing units by availability of cooking facilities, source of energy used for cooking, class of housing unit and geographic division

Housing units included: total occupied conventional (permanent) dwellings (para. 302, 1.1.1) and rustic (semi-permanent) housing units (para. 302, 1.1.2) (paragraphs 302 through 305)

Classifications:

- (a) Geographic division: country, urban and rural and major civil divisions
- (b) Class of housing unit: specified classification (paragraph 302 through 305)
- (c) Kitchen or kitchenette: with; without; information not available (paragraph 408)
- (d) Equipment: with stove; without stove; with sink; without sink; information not available (paragraph 408)
- (e) Source of energy: electricity; gas; other fuel (paragraph 408)

Discussion: Some countries may find it necessary to tabulate information regarding certain fuels which may have special local significance such as coal, coke, peat, etc.]

505. Tabulation No. 4: Occupied private housing units by number of occupants per housing unit and number of rooms per housing unit and class of housing unit

Housing units included: total occupied conventional (permanent) dwellings (para. 302, 1.1.) and rustic (semi-permanent) housing units (para. 302, 1.1.2) (paragraphs 302 through 305)

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Classifications:

- (a) Geographic divisions: country, urban and rural and major civil divisions
- (b) Class of housing unit: specified classifications (paragraph 302 through 305)
- (c) Number of rooms in the housing unit: 1 through 10 /; information not available (paragraph 406)
- (d) Number of occupants in the housing unit: 1 through 10 /; information not available (paragraph 404)

Discussion: This tabulation would supply information regarding the number and distribution of dwellings and rustic housing units by number of rooms only for large sections of a country or a territory covered by the census. It would indicate also the distribution of the dwellings and rustic housing units according to the number of occupants in each unit. From the cross-classification of private housing units by number of rooms and number of occupants it is possible to compute the distribution of housing units and occupants by density of occupation, i.e. by number of persons per room.⁷

506. Tabulation No. 5: Vacant housing units by reason for vacancy, class of housing unit and geographic division

Housing units included: total vacant conventional (permanent) dwellings (para. 302, 1.1.1) and rustic (semi-permanent) housing units (para. 302, 1.1.2) (paragraphs 303 through 305)

Classification:

- (a) Geographic division: countries and major geographic divisions
- (b) Class of housing unit: specified classifications (paragraphs 302 through 305)
- (c) Reason for vacancy: seasonally vacant; for rent; for sale; dilapidated; other and unknown (paragraph 411)

507. Tabulation No. 6: Occupied rented private housing units and number of occupants by rent group, class of housing unit and geographic division

Housing units included: total occupied conventional (permanent) dwellings (para. 302, 1.1.1) and rustic (semi-permanent) housing units (para. 302, 1.1.2) (paragraphs 302 through 305)

Occupants included: all occupants of the above housing units except transients (paragraph 404)

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Classifications:

- (a) Geographic division: country, major civil division, cities and towns
- (b) Class of housing unit: specified classifications (paragraphs 302 through 305)
- (c) Rent groups: group A, B, C, etc. (to be determined by the country paragraph 413)

Discussion: It may be noted that rent here refers to the rent paid for the housing unit as a whole and not for parts of it that may be under sub-lease. It may be useful to sub-classify dwellings (1.1.1) by type (paragraph 405) i.e. detached houses, cottages, apartments, etc., according to a classification suitable to local conditions.⁷

508. Tabulation No. 7: Occupied private housing units by tenure, class of housing unit and geographic division

Housing units included: total occupied conventional (permanent) dwellings (para. 302, 1.1.1) and rustic (semi-permanent) housing units (para. 302, 1.1.2) (paragraphs 302 through 305)

Classifications:

- (a) Geographic division: country, urban and rural, major civil divisions, cities and towns
- (b) Class of housing unit: specified classifications (paragraph 302 through 305)
- (c) Tenure: owner occupied; rented; other forms of tenure; information not available (paragraph 412)

509. Tabulation No. 8: Occupied private housing units and number of occupants by ownership, class of housing unit and geographic division

Housing units included: total occupied conventional (permanent) dwellings (para. 302, 1.1.1) and rustic (semi-permanent) housing units (302, 1.1.2) (paragraphs 302 through 305)

Occupants included: all occupants of the above housing units except transients (paragraph 404)

Classifications:

- (a) Geographic division: country, urban and rural, major civil division, cities and towns
- (b) Class of housing unit: specified classifications (paragraph 302 through 305)
- (c) Ownership: private; state; co-operative; firms or enterprises; condominiums; other; information not available (paragraph 415)

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510. Tabulation No. 9: Occupied housing units and number of occupants by demographic and economic classification of occupants, class of housing unit and geographic division

Housing units included: all occupied housing units (paragraphs 301 through 312)

Occupants included: all occupants of the above housing units except transients (paragraph 404)

Classifications:

- (a) Geographic divisions: country, urban and rural, major civil divisions
- (b) Class of housing unit: specified classifications (paragraphs 302 through 312)
- (c) Characteristics of occupants: to be determined by each country (paragraph 414)

Discussion: There is a widespread opinion that this tabulation is essential. However, no general principles could be formulated in view of the facts indicated in paragraph 414. It may be noted in connexion with this tabulation that "income" has been suggested as an item that might represent an over-all measure of economic characteristic of occupants.^{1/} Tabulations of this type have been utilized to describe the housing accommodation of population groups identified by the economic activity, age, marital status or other characteristics of the head of the household. Similarly, the occupants of specific types of "housing units" have been classified according to their demographic or social and economic characteristics. However, these tabulations have been used more generally in surveys than in censuses.

This type of tabulation can be done by repeating the information about housing on the population forms or cards, or vice versa, or by matching cards during the data processing stage.⁷

511. Tabulation number 1 should be obtained from a total universal enumeration and processing of data for all the housing units in the area covered by the census.

^{1/} Income is discussed in "Statistics of the distribution of personal income", (E/CN.3/L.42, September 1957) presented for the consideration of the Statistical Commission at its tenth session.

The other tabulations may be obtained on the basis of either the universal enumeration and tabulation of all housing units and occupants or from the enumeration and/or tabulation of a representative sample. The application of sampling to population censuses is discussed in "Sampling Methods and Population Censuses"^{1/} and it may be noted that similar applications may be devised for housing censuses.

^{1/} "1960 World Population Census Programme, Sampling Methods and Population Censuses", (ST/STAT/P/L.14/Rev.1, November 1957).

PART VI

GENERAL ADMINISTRATIVE PRINCIPLES

The principles on planning, organization and administration presented in Part II of the General Principles for a Population Census (ST/STAT/P/L.1/Rev.1) are applicable to housing censuses. This section deals only with those aspects which are directly relevant to the housing census, but in order to acquire a more complete list of the organizational points applicable to housing censuses, the document mentioned above should be examined.

601. Relation of housing census to the population census

If housing censuses are defined as the universal enumeration of housing units and their classification according to their structural characteristics and occupancy, it becomes evident that conceptually the population and housing censuses are bound to each other. Housing units frequently are the units of enumeration and control for the population census, and the number of people and their characteristics are essential data to measure occupancy of housing units. It is necessary that the concepts in the two censuses should be consistent and the geographic scope the same in both instances. Therefore, the population and housing censuses may be considered as one statistical operation performed in separate stages or as two well co-ordinated activities but they should not be considered independently of one another.

602. It is recognized that in some countries, the housing census has been considered as an independent operation from the population census, in order to pay special attention to problems of building and construction as well as to obtain more extensive information on some social problems, such as the doubling-up of families or the study of the range of rentals between various categories of people in relation to their resources. Some of these problems fall outside the scope of a housing census as described in these Principles, and therefore housing surveys (see para. 201 above) designed for the purpose of obtaining special housing data may fulfil these needs more adequately than general censuses.

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603. Methods of collecting data

As a minimum, each country may wish to make a complete inventory or count of all "housing units" at the time of the population census. If resources permit, it would be advisable that, in addition, descriptive data of each housing unit also be obtained through universal enumeration, although it is recognized that through a scientifically designed sample, based on the complete enumeration of housing units, sufficiently accurate information could be obtained to describe statistically the housing conditions of major interest.

[Discussion: The description obtained through a sample could be sufficient for many practical purposes and could possibly be more precise than that obtained through a universal enumeration. The advantage of the universal enumeration is that it can supply detailed information for every geographical unit, no matter how small.]

A. Universal enumeration of housing units

The enumeration of housing units should be organized on the same basis as the enumeration for the population census and, in fact, the listing of housing units may be considered as a requisite for the control of the complete enumeration of the population census. The universal enumeration of housing units should be made exclusively on a geographic basis, that is to say, the country should be divided into census enumeration districts and each district should be small enough to be covered by one enumerator during the period of time allowed for the enumeration. Other sources of information, such as registers of properties, cannot normally be considered as adequate for the purpose of a housing census, although they could be used for checking the completeness of the enumeration or the accuracy of the replies to certain questions.

B. Enumeration of a sample of housing units

It should be considered feasible and acceptable to collect information on certain basic items of housing units and occupants by enumerating only a representative sample of housing units; thus, while the census covers all housing units within a delimited territory, information on certain items may be obtained on a sampling basis. However, since one of the purposes of the census is to serve local interests the feasibility of sampling is determined to some extent by the size of the smallest localities for which separate tabulations are needed.

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It must be recognized that there are many practical problems involved in assigning the sample and in carrying out the operation. The general lack of experience in dealing with housing censuses and sampling processes and the scarcity of well-trained and experienced technicians in these fields would make it generally necessary to carry on an extensive programme of training and demonstration in order to ensure the correct utilization of sampling techniques for purposes of housing censuses. These and other factors should be taken into consideration in making a decision on the procedure to be followed in collecting information for the housing census on a sampling basis.

604. Considerations about data-processing procedures

A detailed study of the procedures to be followed in processing the housing census data must be made at an early stage in the planning of the census. The resources available in terms of skilled manpower and machines will in all cases be an important factor in the determination of the extent of the housing census inquiry. The type of forms to be used, the coding procedures, and the administrative census organization may be substantially modified depending on whether the tabulation will be done mechanically or by hand and, if mechanically, by what type of machines. Whether or not machines are used, a decision should be made at an early stage of the planning of the census as to the sequence and timing of operations. It is anticipated that in order to fulfil the tabulation programme outlined in Part V, a special set of working tables will need to be designed if the operation is done by hand and, if by machine, machines that can obtain aggregate numbers will be needed in addition to those that count units. The sequence of operations should always be studied and determined at the planning stage in order to save machine time and, consequently, reduce the cost. The technique of "quality control" should be applied in all cases to the verification of coding and punching. Editing rules should be established and tested.

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605. Methods of analysis

In determining the scope and the nature of the housing census, at an early stage of the planning, the views of the prospective users should be considered and the methods of analysis of the information to be obtained should be determined. In general, in addition to the basic items and tabulations listed in Parts IV and V for which immediate or future use can be assumed in most countries, supplementary data should be obtained only when its use and methods of analysis can be ascertained beforehand.

606. Considerations on the publication of data

At an early stage of census planning, a decision should be made on the type of data and extent of information to be published and on the method of reproduction. When the census publication is outlined in detail in the preparatory stage, it is possible to schedule the data-processing operations so as to reduce considerably the time necessary for reproduction. The main consideration is whether the reproduction of the census report will be initiated after all the data processing has been completed or whether it will be done in parts, as soon as each stage of data processing is completed. Obviously, the time required for the publication will be greatly reduced in the latter case, but it requires thorough and detailed planning of all the census operations.

A report describing the administrative organization, the basic concepts, definitions and procedures used in compiling the data, the numerical results and analysis of the results should always be published by countries which have taken a housing census.

607. Recording of experience

Since housing censuses are a comparatively new type of statistical inquiry, it would be advisable that every country taking a housing census keeps a record of the trials made, of the procedures, expenditures, personnel, of the difficulties encountered, etc. In addition, an evaluation of results should always be made; recommendations for the next census may be formulated as a result of such evaluation. The evaluation and record may be purely for internal use by the national statistical agency responsible for the census, but to the extent possible, it would be useful to make the results available to users of the data.

UNITED NATIONS
ECONOMIC
AND
SOCIAL COUNCIL



Distr.
GENERAL

E/CN.3/240/Add.1/Corr.1
ST/STAT/P/L.22/Rev.1/Corr.1
9 January 1958

ENGLISH ONLY

Statistical Office of the United Nations
New York, N.Y.

GENERAL PRINCIPLES FOR A HOUSING CENSUS
(Second Draft)

The document should be dated 16 December 1957

Paragraph 102, last sentence, should read:

These are guiding principles, not instructions on how to take a housing census.

Paragraph 304, Discussion, first paragraph, should read:

By "permanent building" is understood a structure which may be expected to maintain its stability indefinitely (ten years or more).

Paragraph 413, Discussion, should read:

[Discussion: Although this item has been collected in several housing censuses and its inclusion repeatedly suggested, it has also been observed that the definition and collection of information on this item will create difficult problems and that information on rent might be more adequately obtained by means of housing surveys taken concurrently with the general census or thereafter.]

Paragraph 415, Discussion, second to last sentence, should read:

This is one of the items for which more accurate information might be obtained through a housing survey.

Paragraph 502, Discussion, second paragraph, should read:

With the exception of dwellings (1.1.1) and rustic housing units (1.1.2), which may be either occupied or vacant, other housing units must be occupied in order to fall within the scope of the housing census.

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Paragraph 603, B, first paragraph, last sentence, should read:

However, since one of the purposes of the census is to serve local interests the feasibility of sampling is determined to some extent by the size of the smallest localities for which separate tabulations are needed.

Paragraph 603, B, second paragraph, first sentence, should read:

It must be recognized that there are many practical problems involved in designing the sample and in carrying out the operation.

Paragraph 604, heading, should read:

Considerations about data-processing procedures.
