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**GENERAL PRINCIPLES
FOR
A HOUSING CENSUS**

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NOTE

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FOREWORD

The General Principles for a Housing Census have been formulated as a result of a recommendation of the Statistical Commission at its ninth session (E/2876, para. 120). A first draft of the Principles (ST/STAT/P/L.22, 20 August 1956) was prepared on the basis of early studies and recommendations of the League of Nations, the International Statistical Institute, the International Labour Office and the International Union of Towns, on studies of concepts and methods used in national housing censuses which had been presented for the consideration of the Statistical Commission at previous sessions, and on recent 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) and the Inter-American Statistical Institute.

The first draft was revised (E/CN.3/240/Add.1—ST/STAT/P/L.22/Rev.1, 16 December 1957) in the light of comments made by the Working Group on Censuses of Population and Housing (Conference of European Statisticians) at its second session (19–24 November 1956), by the Census Sub-Committee of COINS (Committee on Improvement of National Statistics of the Inter-American Statistical Institute) at its fourth session (31 October to 12 November 1957) by national statistical services, regional housing institutes and experts.

The second draft was considered by the Statistical Commission at its tenth session (28 April to 15 May 1958) and its comments and recommendations were considered in preparing the revised Principles which are presented herein.

The Principles are intended to serve as a guide to countries planning to take housing censuses or to collect housing information in connexion with national population censuses and should not be interpreted as being mandatory. The basic concepts, definitions and procedures would need to be expanded, described in more detail and adapted to local conditions in order to serve as operational tools for housing censuses. The Principles are not to be considered as a basis for a world housing census programme to the extent that the population and agricultural census recommendations constitute such a basis since it has not been considered whether it is advisable or not to undertake a world housing census programme.

There is wide agreement regarding the need for housing statistics, the principal methods of collecting such data and the essential features of a housing census which are briefly discussed in part II. It may be noted, however, that although one of the main objectives of housing censuses is to measure the extent to which certain installations or facilities

exist in housing units, it has been the purpose of some housing censuses to measure to what extent certain facilities are available to the "household"^{1/} occupying housing units or parts of housing units. These Principles have been formulated with a view to relating housing data to housing units, rather than to households.

The definitions and classifications shown in part III are the result of studies of the essential characteristics of statistical units used in national housing censuses and of discussions and recommendations of regional statistical groups.

The list of items to be included in a housing census (part IV) has been compiled from housing census experience and is intended, not as a suggested programme for any particular housing census, but as a starting point from which items may be added or deleted according to the particular needs of countries. More attention has been paid to the description of each of the topics that have been frequently included in housing censuses than to deciding the priority with which items may be collected. It is recognized that the list will be over-ambitious for some countries and inadequate for others and that the final selection of topics will depend upon the resources available. The tabulations outlined in part V are based on studies of published housing census tables. They constitute a set of combinations of housing census items which may be feasible and useful; however, this is not, obviously, the only way in which housing items may be combined to obtain useful results.

Having considered the scope and limitations of the draft General Principles for a Housing Census the Statistical Commission recommended at its tenth session, *inter alia*^{2/}

"2. That in view of the importance of housing censuses for the evaluation of the housing situation and as an important frame for sample surveys to be taken during the inter-censal period, the Secretary-General distribute the revised version of the Principles to Member States and international agencies concerned with housing statistics at an early date in order that they may be used in the planning and developing of national housing censuses;

"3. That the Governments of Member States be requested to transmit to the Secretary-General their experiences in applying the recommendations to their particular problems with a view to revision and improvement so that they may more adequately meet varying national needs and circumstances;

"4. That arrangements be made for field tests of the Principles either as a part of the activities of

^{1/}Reference is made here to private households as defined in ST/STAT/SER.M/27 para. 407.

^{2/}(E/3126, para. 130).

international or national statistical training centres organized under the technical assistance programme of the United Nations or as projects undertaken by co-operating countries;

"5. That an evaluation of the international experience regarding the application of the Principles be presented to the Statistical Commission at a future session."

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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

Principles and Recommendations for National Population Censuses (ST/STAT/SER.M/27) 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 principals, not instructions on how to take 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 in indicated throughout the text, and incorporate or supersede previous international recommendations.

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".^{3/} 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.

^{3/}General Assembly resolution 537 (VI).

The housing census should supply basic data on the number of "housing units",^{4/} 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, 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."^{5/}

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.

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^{6/} and occupants thereof in a country or in a well delimited territory for the purpose of obtaining information concerning the housing inventory and housing conditions of the population.

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^{7/} occupying dwellings (which were essentially demographic data) had to be collected in addition to data on the dwellings themselves".^{8/} A similar observation has been made by several countries commenting on the first draft of the Principles.

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^{9/} or places of abode.

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.]

^{6/}See para. 301 below.

^{7/}Op. cit.

^{8/}Conf. Eur. Stats/WG.6/25, para. 61.

^{9/}See para. 301 below.

^{4/}See discussion of the "housing unit" concept in para. 301 below.

^{5/}E/2876, para. 117.

D. Time reference

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

E. Method of collecting data

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 except insofar as such a procedure is adapted to produce the same classifications as a census of each housing unit.

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 to 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.

[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, and others. A definition of the housing unit concept is proposed 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.]

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.

The third objective of a housing census is to count and classify the population living in the various types of housing units according to household and 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 interrelate the two censuses. Moreover, it is an essential part of a population census to identify or list every housing unit, in order that no inhabitant may be missed in the enumeration, and this operation therefore provides a foundation for a housing census.]

Part III

DEFINITION AND CLASSIFICATION OF A HOUSING UNIT

300. Each country should adopt a definition of a housing unit for the purposes of the housing census and a classification of such units. The definition should be clearly stated in manuals of instruction for the enumeration and in census reports. In preparing such a definition the concepts described in paragraphs 301—313 may be regarded as guiding principles which may be adapted to local conditions.

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 it is not at the time of the census used wholly 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, mail, 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.

Since, during a housing census it would be necessary to make an investigation of both residential and non-residential buildings in order to discover whether they are occupied it has been suggested that all buildings should be recorded at the time of the housing census although data would be collected only for those falling within the definition of a housing unit. Such a list might serve as a register for censuses of distribution and similar enquiries.

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.^{10/} In view of the restricted connotation of the expression "dwelling", "housing unit" has been preferred.

It is important to bear in mind that housing units and households^{11/} are clearly distinguishable concepts but they are interdependent in the sense that the one should not be considered without reference to the other. The housing unit concept corresponds essentially to the needs for statistics for the assessment of housing conditions, the household^{11/} on the other hand is a socio-economic concept which appears in demographic statistics and especially in the census of population. However, there is not necessarily an identity or exact correspondence between the housing unit and the household as statistical units since several households can live together in the same housing unit and one household may occupy several housing units.]

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. The following is a classification which should satisfy the usual needs for housing data:

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 at the time of the census used wholly 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 brujas, etc.]

1.2.0 Collective housing units

1.2.1 Hotels, rooming houses, and other lodging houses. [Hotels, motels, inns, boarding houses.]

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

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

1.2.4 Multi-Family housing units. [long houses, barracones, conventillos, casas de vecindad, carré, 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.]

^{10/}Analysis of housing census tables (ST/STAT/P/L.28, 29 April 1958), Annex I, Housing Concepts and Definitions.

^{11/}Op. cit.

[Discussion: The classification outlined in paragraph 302 and described more fully in paragraphs 303 to 313 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, not all the groups are 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" (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 private habitation and is not, at the time of the census, used wholly 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.^{12/} 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 wholly 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.]

Conventional dwellings have been referred to in the following ways: dwelling, dwelling unit, dwelling house, residential dwelling unit; family dwelling, house, logement, vivienda, unidad de 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.^{13/}

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^{13/} it may, at the time of the census, be unoccupied, vacant or occupied by one or more "private households" or by an institutional household.]

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 not at the time of the census used wholly for non-residential purposes. 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.]

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

^{12/}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.

^{13/}Op. cit.

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 of assorted waste materials without a predetermined plan for the purpose of private habitation and which is being utilized as living quarters at the time of the census. 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 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 or several private households^{14/} and occupied at the time of the census. Such units have certain common facilities, such as 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 four groups described below.

[Discussion: It should be noted that private housing units in the grounds or in the building of a collective housing unit should be separately identified and counted as private housing units. For example, if in the grounds of a hospital there is a separate and independent house intended for the habitation of the director and his family the house should be counted as a conventional dwelling. In the same way self-contained apartments located in hotel buildings should be counted as separate dwellings if they have direct access to the street or to a common space within the building. Similar cases will need to be analyzed and described in the instructions for the enumeration.]

^{14/}Op. cit.

309. Hotels, rooming houses, and other lodging houses (1.2.1)

This group comprises permanent structures which are intended to provide lodging on a fee basis. 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. Multi-family housing units (1.2.4)

This group includes buildings and enclosures intended for collective habitation by several families or private households^{15/} sharing certain facilities such as cooking and toilet installations. In this category would be included housing arrangements existing in certain countries such as long houses [Sarawak] barracones, certain types of conventillos or casas de vecindad [Latin America], carré [French West Africa].

313. 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.

[Discussion: It must be noted that premises which, although not initially designed or constructed for habitation, have been converted to serve this purpose should not be included in this category.]

^{15/}Op. cit.

Part IV

TOPICS TO BE CONSIDERED IN THE HOUSING CENSUS

400. Selection of housing census topics

The items listed in paragraph 401 and described in paragraphs 402-410 are those considered to be most important from the point of view of the measurement and evaluation of housing conditions. They are suggested as a guide to countries about to take a housing census and should not in any way be interpreted as being mandatory. The list has been compiled on the basis of housing census experience and is intended as a starting point from which items may be added or deleted according to the needs and circumstances of the particular countries, and it must not be assumed that all of the topics included should be covered in any particular census. Certain items may be so generally found in housing units that enquiries concerning them in a housing census would not provide useful information or conversely the lack of certain items may be so widespread that their collection would be useless. It may, for example, be sufficient in some underdeveloped countries, to obtain the numbers of housing units of various types, the number of occupants and the availability of an adequate water supply system (Part A. of the Basis Items). Indeed, it might not be feasible or desirable in some cases to do more, and, if more were attempted, the success of the census might be jeopardized.

In making a final selection of topics careful attention must be given to the needs and specific uses of the housing data which it is proposed to collect as well as to the limitations imposed by local conditions and the resources available. Limitations may be imposed by the tentative budget allocation, the quality and quantity of enumerators, the goodwill and level of education of the public, the likely accuracy of the responses, the practical and physical difficulties of collection and the data processing and publishing facilities available. Emphasis should be placed on an accurate and efficient collection of data for a limited number of topics, followed by prompt tabulation and publication rather than on the collection of data for an over-ambitious list of topics which cannot be properly collected or tabulated, or whose publication must be unduly delayed. These remarks are particularly relevant where the housing census is taken as part of a population census in which the enumeration is done by the "householder method" i.e. where the householder and not the canvasser has the major responsibility for entering information in the questionnaire.

It is recognized that many 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, materials of which the housing units are constructed, total capacity, etc. A list of such additional items is given in paragraph 411.

401. 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. 302-313 above)
 3. Number of occupants (see para. 403)
 4. Selected demographic and economic characteristics of occupants and household and family relationships (see para. 404)
 5. Water supply system (see para. 405)
- 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 paras. 304 and 305)
 2. Number of rooms (see para. 407)
 3. Toilet installations (see para. 408)
 - II. Occupancy
 1. Occupied or vacant (see para. 409)
 2. Tenure (if occupied only) (see para. 410)

402. Applicability of items

The items under A, para. 401 above, apply to all housing units and should be obtained through a universal enumeration while items under B refer to dwellings (1.1.1) and rustic housing units only (1.1.2) and might be obtained from a sample of housing units.

[Discussion: The decision as to whether or not to use sampling will depend upon the uses to which the data will be put and the possibilities of the efficient application of sampling techniques. The items listed under B may be collected also for mobile and/or improvised units if necessary.]

403. 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 be omitted (see para. 306).

[Discussion: The committee of Statistical Experts of the League of Nations made the following recommendations:^{16/}

"If the methods adopted for enumerating the population in the general population census enable

^{16/}Housing Statistics, Studies and Reports on Statistical Methods, No. 5, League of Nations, Geneva, 1939, pp. 9-10.

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..."

In the cases of housing units occupied by one or more private households^{17/} each household should be identified separately. Private households have been defined as

"(a) One-person household: a person who lives alone in a separate housing unit or who as a lodger, occupies a separate room or rooms in a part of a housing unit but does not join with any of the other occupants of the housing unit to form part of a multi-person household as defined below; or

"(b) Multi-person household: a group of two or more persons who combine to occupy the whole or part of a housing unit and to provide themselves with food or other essentials for living. The group may pool their incomes and have a common budget to a greater or lesser extent. The group may be composed of related persons only or of unrelated persons or of a combination of both, including boarders but excluding lodgers..."

"The basic criteria under the above concept of household are that the persons who constitute the household (1) jointly occupy the whole or part of a housing unit and (2) share the principal meals (unless prevented by, for example, working conditions) and have common provisions for basic living needs. However, in some countries it is the practice to use a different concept which equates the household with the housing unit and defines the household as the entire group of persons jointly occupying a housing unit. This concept of household does not provide direct information on the number of housekeeping units sharing a housing unit but may be justified where it is not feasible to distinguish between the housing unit and the household, e.g. where, in the particular circumstances of a country, the household (housekeeping unit) is generally coterminous with the housing unit."^{17/}

404. Selected demographic and economic characteristics of occupants and household and family relationships (1.0.0 and 2.0.0)

It is generally agreed that the classification of occupants by type of housing units and according to their household and 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 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.

^{17/}Op. cit.

[Discussion: It has been suggested that the following information about the occupants might be obtained for each occupied unit: sex, age (only three broad groups, namely: under 15; 15-64; and 65 and over), sex, age and economic activity of heads of private households) (active or inactive occupation and industry), household and family relationship among the occupants. Income has also been suggested as an item to be analyzed in relation to housing characteristics. Additional studies and experimentation are required in order to adopt more specific principles regarding this item.]

405. 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.]

406. 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^{18/} revealed that 17 of these reports containing 194 tables, out of a total of 765, dealt with dwellings (according to varying definitions) by type.]

407. 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

^{18/}Analysis of housing census tables (ST/STAT/P/L.28, 29 April 1958).

to a height of 2 metres above the ground, of a size large enough to hold a bed for an adult (4 m² at least) and at least 2 metres high over the major 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.^{19/}

[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, in addition to the number of rooms, might be included as one of the items to be collected.

Although there may be some difficulty in determining the rooms used only for professional or business purposes it is generally agreed that they should be included in calculating the number of rooms per dwelling but not in calculating the number of persons per room.

It has 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".^{20/} The minimum size of the room is indicated here as a way of clarifying the concept and not with the intention of necessarily obtaining an actual measure of each room at the time of the enumeration.]

408. 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. 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.

^{19/}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 (COINS), 3680a (COTA-1960), 11/1/56-150, p. 22; and from comments sent by the Regional Housing Centre, Bandung, Indonesia.

^{20/}Inter-American Statistical Institute: 2779a (COTA-1960), 11/18/57-100 p. 9.

[Discussion: For those dwellings and rustic housing units without a toilet installation additional information has been obtained in some housing censuses regarding the availability and type of such installations outside the housing units.]

409. 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 useful for certain areas.]

410. 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.

411. Additional items

The following is a list of items which, in addition to the ones listed and described in paragraphs 401-410, 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 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. Installations

1. Cooking facilities (see para. 412)
2. Bathing facilities (see para. 413)
3. Electricity
4. Gas installations
5. Heating: (a) central heating by steam, hot water, etc.; (b) other types; (c) source of energy (electricity, gas, oil, coal, etc.)
6. Installations for cottage industries

II. Household conveniences

1. Refrigeration
2. Telephone
3. Radio receiver
4. Television receiver
5. Washing machine
6. Vacuum cleaner

III. Characteristics of Building

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. Outdoor spaces: (a) courtyards, (b) platforms, (c) terraces, (d) gardens, etc.

IV. Occupancy

1. Rent paid in the case of units rented (see para. 414)
2. Total capacity of occupation

V. Ownership (see para. 415)

1. Owner
2. Economic activity of owner (if privately owned)

412. Cooking facilities

Information may be obtained on whether the dwelling 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.

413. Bath installations

Information may be obtained on whether or not there is a fixed bath or shower installation, or both, within the premises of each dwelling.

414. Rent

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, elec-

tricity etc. and in some cases including local rates and ground rent.

[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 or thereafter.

It should be noted also that information on rent paid by households^{21/} can be secured by collecting data about direct cash expenditures for housing and separating out the cost of shelter, utilities, and other elements which may be included with rent. Moreover, the rent paid by households^{21/} is equivalent to the rent of the housing unit only when there is one household occupying each housing unit.

The information on rent has a variety of uses, for example, it is useful to know the distribution of housing units according to the scale of rents and it is also useful to know what proportion of the households' income is currently paid for rent. In order to obtain adequate information for these two purposes the precise relationship between the statistics of housing units and households^{21/} should be known.]

415. Ownership

Information on this item may 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 public authority, (c) owned by firms or enterprises, (d) 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 items for which more accurate information might be obtained through a housing survey.]

Part V

TABULATIONS TO BE OBTAINED IN THE HOUSING CENSUS

500. Outline of basic tabulations

The tabulations outlined below describe, by way of guidance, seven tabulations of basic items in which housing units may be classified according to type, characteristics and facilities in relation to the occupants therein, their household relationships and selected demographic and economic characteristics.

The tabulations shown are applicable only if it has been possible in the circumstances of the country concerned to collect the relevant information. Since housing census data are especially valuable for the interpretation of local housing conditions the following

^{21/}Op. cit.

tabulations emphasize the need to make provisions for obtaining information for each town and city as well as for larger geographic divisions. Nevertheless, it should not be interpreted 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 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 Nos. 1 and 2 refer to housing units of all types while the rest of the tabulations are only for certain classes of housing units.

[Discussion: It should be noted that some of the relevant information which, in these tabulations is related to the housing units could as well be presented in relation to households.^{22/} It was noted by the Committee on Statistics of Large Towns of the International Statistical Institute that it would be desirable to tabulate information for districts within towns.]

501. Tabulation No. 1: Housing units, private households^{23/} and occupants by class of housing unit and geographic division

Housing units included: all housing units (paragraphs 301 through 313)

Occupants included: all occupants except transients (paragraph 403) and all private households.^{23/}

Classifications:

(a) Geographic division: country, urban and rural, major civil divisions, minor civil divisions, cities and towns.

(b) Class of housing unit: classification outlined in paragraph 302 and described in paragraphs 303 through 313.

[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 and private households^{23/} according to the type of housing occupied by them. From this table it is possible to obtain information on the average number of occupants per housing unit and incidentally on the average number of persons per private household occupying each type of housing unit. In some countries it may be found convenient

and feasible to expand this table by further classifying private households^{23/} by type of household as indicated in paragraph 407 of ST/STAT/SER.M. 27. This expanded table would supply information on the types of households^{23/} occupying the various classes of housing units.

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 within 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/SER.M/27, para. 405.]

502. Tabulation No. 2: Occupied housing units and occupants by demographic and economic characteristics of occupants, class of housing unit and geographic division

Housing units included: all occupied housing units (paragraphs 301 through 313)

Occupants included: all occupants except transients (paragraph 403)

Classifications:

(a) Geographic divisions: country, urban and rural, major civil divisions

(b) Class of housing units: classifications shown in paragraph 302

(c) Characteristics of occupants: to be determined by each country (paragraph 404)

[Discussion: There is a widespread opinion that this type of tabulation is essential. However, in view of the wide variation of circumstances and needs no general principles could be formulated. 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 may be classified according to their demographic or social and economic characteristics.

This type of tabulation can be done by including information about the family and household relationships and other characteristics of occupants (obtained during the population census) on the housing forms or cards, or vice versa, or by matching cards during the data processing stage.]

503. Tabulation No. 3: Housing units and occupants by class of housing unit, water supply and geographic division

Housing units included: all housing units (paragraphs 301 through 313)

^{22/}Op. cit.

^{23/}Op. cit.

^{23/}Op. cit.

Occupants included: all occupants except transients (paragraph 403)

Classifications:

(a) Geographic division: country, urban and rural, major civil divisions, minor civil divisions, cities and towns.

(b) Class of housing unit: classifications outline in paragraph 302 and described in paragraph 303 through 313.

(c) Water supply system: with piped water inside; with piped water outside; without piped water; information not available. (paragraph 405)

[Discussion: This table would supply information on the percentage of the population which has ready access to a protected supply of water as well as indication on the availability of piped water for each class of housing unit. It may be noted that the availability of piped water is considered to be perhaps the most valuable indicator of sanitary conditions. The information regarding the existence of housing units without piped water in an area where there is a public water supply system has been found in certain countries to be very useful in initiating local sanitation programmes.]

504. Tabulation No. 4: Dwellings and rustic housing units by number of occupants and number of rooms and geographic division

Housing units included: all 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 divisions: country, urban and rural and major civil divisions

(b) Class of housing unit: specified classifications (paragraphs 302 through 305)

(c) Number of rooms in the dwelling: 1 through 10; information not available (paragraph 407)

(d) Number of occupants in the dwelling: 0, 1 through 10; information not available (paragraph 403)

[Discussion: This tabulation would supply information regarding the number and distribution of dwellings and rustic housing units whether vacant (0 occupants) or occupied by number of rooms 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 units. From the cross-classification by number of rooms and number of occupants it is possible to compute the distribution of dwellings and/or rustic housing units and occupants thereof by density of occupation, i.e., by number of persons per room.

It should be noted, however, that this table will supply information on density of occupation of dwellings and rustic housing units only and that if the density of occupation of other types such as multi-family housing units (conventillos, casas de

vecindad and so forth) is desired this tabulation would need to be expanded.]

505. Tabulation No. 5: Occupied private housing units and occupants by type of toilet installation, 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 except transients (paragraph 403)

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) Toilet: with flush toilet; with other types of toilet installation; without toilet installation of any type; information not available (paragraph 408)

[Discussion: Some countries may find it useful to extend this tabulation to other classes of housing units and/or to vacant units. Toilet facilities may be further subdivided to indicate the types of other facilities besides a flush toilet which are available although from the point of view of obtaining information on the sanitary conditions the flush toilet is the most meaningful indicator.]

506. Tabulation No. 6 Vacant dwellings and rustic housing units by reason for vacancy, 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 302 through 305)

Classifications:

(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 409)

507. 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 (paragraphs 302 through 305)

(c) Tenure: owner occupied; rented; other forms of tenure; information not available (paragraph 410)

[Discussion: In some countries it might be found convenient to expand this tabulation to all types of private housing units i.e., including mobile and improvised housing units.]

508. Tabulation No. 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. 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^{24/} and it may be noted that similar applications may be devised for housing censuses.

Part VI

GENERAL ADMINISTRATIVE PRINCIPLES

The principles on planning, organization and administration presented in part II of the Principles and Recommendations for National Population Censuses (ST/STAT/SER.M.27) are applicable also 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. Inter-relationship of the housing census and 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 therefore necessary that the concepts and the geographic classifications used in the two censuses should be consistent. 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. Indeed, universal basic housing data (e.g., number of housing units, number of occupants and, if desired, number of households^{25/}, number of rooms, availability of water supply) may be obtained as part of the population census.

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 fulfill these needs more adequately than general censuses.

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.

^{25/}Op. cit.

^{24/}1960 World Population Census Programme, Sampling Methods and Population Censuses, (ST/STAT/P/L.14/Rev.1, November 1957).