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Item 4 of the provisional agenda

Population bases

Some proposals for the Revision of the CES Recommendations on the population to be enumerated

Note by the UNECE Task Force on population to be enumerated and geographic characteristics

Addendum

Summary

This document contains Annex to ECE/CES/GE.41/2013/11.

Original text in the CESR	Proposed amendments
<i>157. The recommendations and conventions set out in this chapter have been drafted with a view to ensuring that each person should have one, and only one, place of usual residence. This is important in an international context in order to avoid persons either being counted in the usually resident populations of more than one country or not being counted at all. The same principle applies in a national context. While for previous censuses, recommendations may have allowed a degree of latitude in the interpretation of some of the conventions relating to place of usual residence, the current recommendations attempt to be stricter.</i>	No changes or light amendments
	New paragraph: New para 01: " <i>In the context of census exercises, ‘enumeration’ means the act of collecting data about a person, irrespective of whether this occurs with the direct participation of that person.</i> "
	New paragraph: New para 02: " <i>In the context of census exercises, ‘population’ is a set of persons attributed to a geographic entity who meet defined criteria at the census reference time. These criteria should help to identify qualifying adjectives (labels) which clarify which population is being referred to.</i> "
	New paragraph: New para 03: " <i>To meet national purposes, a country may have an interest in various populations. It is recommended that the qualifying adjectives (labels) attributed to the national populations are as close as possible to the meaning given in the international context.</i> "
	New paragraph: New para 04: " <i>In the context of a census exercise, a country may wish to enumerate all persons present in their territory and/or supposedly belonging to the population of interest. ‘Population to be enumerated’ is the group of persons who the country decides should be covered by the census,</i> "

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	<i>regardless of their later inclusion in a population count, as defined below. The 'enumerated population' is composed of those persons who have actually been enumerated. This is different from the census coverage, as there is no reference here to a defined population of interest."</i>
	New paragraph: New para 05: " 'Population count' or 'population base' is the population used for the compilation of aggregates for statistical purposes. This may be a subset from or the whole of the enumerated population. A country may have one or more population bases, all derived from the enumerated population, among which should always be included the population base used for international comparisons purposes."
158. Place of usual residence is the geographic place where the enumerated person usually resides. This may be: a) The place where he/she actually is at the time of the Census; or b) His/her legal residence; or c) His/her residence for voting or other administrative purposes.	Replaced by: Option A - New para 06A: " Place of usual residence is the geographic place where the enumerated person usually spends the daily rest, assessed over a defined period of time including the census reference time." Option B - New para 06B:" Place of usual residence is the geographic place where the enumerated person usually spends the daily rest, assessed over a continuous (past and/or future) period of time of at least 12 months, including the census reference time. A 'continuous period of time' means that absences (from the place of usual residence) whose durations are shorter than 12 months do not affect the place of usual residence."
159. Only those persons: a) who have lived in their place of usual residence for a continuous period of at least twelve months before Census Day; or b) who have arrived in their place of usual residence during the twelve months before Census Day with the intention of staying there for at least one year should be considered as usual residents of the relevant geographic or administrative subdivision. Children born in the twelve months before Census Day should be included in the usually resident population of the relevant geographic or administrative subdivision	Replaced by: Option A - New para 07A: " The usually resident population of a country is composed of those persons who have the place of usual residence in the country at the census reference time and have lived or intend to live there for a continuous period of time of at least 12 months. A 'continuous period of time' means that absences (from the place of usual residence) whose durations are shorter than 12 months do not affect the place of usual residence. The same criteria apply for any relevant territorial division of the country." Option B - New para 07B: " The usually

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<i>where they live. Persons who have been temporarily absent for a short period from their place of usual residence over the previous twelve months for reasons such as work or holiday travel should be included.</i>	<i>resident population of a country is composed of those persons who have the place of usual residence in the country at the census reference time. The same criteria apply for any relevant territorial division of the country.”</i>
<i>160. A person's country of usual residence is the country in which the place of usual residence is located. This will be straightforward for the vast majority of the population. For people who move frequently between countries, however, this concept may be difficult to understand. The definition and recommendations for international migrants are discussed in Chapter VIII.</i>	Deleted
<i>161. For short-term international migrants the country of departure should continue to be the country of usual residence of the international migrant during his/her stays abroad. For long-term migrants the country of destination should become the country of usual residence of the migrant.</i>	No changes or deleted (redundant)
	<p>New paragraph: <i>New para 08: “The population base to be used for international comparisons purposes is the ‘usually resident population’. If a country cannot adopt as population base the ‘usually resident population’, it should put all possible efforts to get an estimate as close to it as possible using its own population base(s), meeting at least some of the criteria for usual residence.”</i></p>
	<p>New paragraph: <i>New para 09: “The following are examples of definition of additional population bases that could be used for national purposes:</i></p> <p>a) <i>The ‘present population’ of a country (also called ‘de facto’ population) is composed by those persons who are found in the territory of the country at the enumeration. When the enumeration takes place over a period of time and cannot cover those who have left since the census reference time, this population may be different from to the population present at the census</i></p>

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	<p><i>reference time. The ‘de facto’ population should be clearly referred either to a moment in time or to a period of time.</i></p> <p>b) <i>The ‘registered population’ of a country is composed of those persons who are listed on one or more registers owned by national authorities at the census reference time. Each registered person shall be counted only once. Persons belonging to the registered population of a country may not necessarily be living in the territory of the country at the time of the census.</i></p> <p>c) <i>The ‘national population’ of a country is composed of those persons holding the national citizenship (national citizens) at the census reference time. Persons belonging to the national population of a country may not necessarily be living in the territory of the country at the time of the census.</i></p> <p>d) <i>The ‘legal population’ of a country (also called ‘de jure’ population) is composed of those persons who are entitled to be settled in the same country at the census reference time, either by holding the national citizenship or by any other authorization issued by national authorities. Persons belonging to the legal population of a country may not necessarily be living in the territory of the country at the time of the census.</i></p> <p>e) <u>Option A:</u> <i>The ‘working population’ of a country is composed of those persons who are present on the territory of the country for work reasons during the census reference period. Persons belonging to the working population of a country may not necessarily have the place of usual residence in the territory of the country at the time of the census.</i></p> <p><u>Option B:</u> <i>The ‘working population’ of a country is composed of those persons whose working place is in the territory of the country at the census reference time. The definition of working place follows the international recommendations on labour statistics. Persons belonging to the working population of a country may not have the place of usual residence in</i></p>

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	<p><i>the territory of the country at the time of the census.</i></p> <p><u>Option C:</u> <i>The ‘working population’ of a country is composed of those usually resident persons whose working place is in the territory of the country at the census reference time. The definition of working place follows the international recommendations on labour statistics.</i></p> <p>f) <u>Option A:</u> <i>The ‘day-time population’ of a country is composed of those persons who are present at diurnal hours in the territory of the country during the census reference period, whatever the reason (work, study, leisure, etc.). Persons belonging to the day-time population of a country may not have the place of usual residence in the territory of the country at the time of the census.</i></p> <p><u>Option B:</u> <i>The ‘day-time population’ of a country is composed of those usually resident persons who are present at diurnal hours in the territory of the country during the census reference period, whatever the reason (work, study, leisure, etc.).”</i></p>
	<p>New paragraph:</p> <p>New para 10: “<i>Persons to whom the concept of usual residence does not apply, such as nomads and vagrants, are included in the usually resident population of the (geographic place of the) country where they are directly or indirectly found at the moment of the enumeration, irrespective of whether they meet the 12-month criterion. These persons should not be confused with persons whose usual residence is in another country.”</i></p>
<p>162. The general rule governing usual residence is that a person’s place of usual residence is that at which he/she spends most of his/her daily night-rest. For most persons the application of this rule will not give rise to any major difficulty. However, problems may be encountered in a number of special cases. The recommended conventional treatment of these cases is as follows:</p>	<p>Amended:</p> <p>New para 13: “<i>There are also population groups for which some uncertainty may arise in defining their place of usual residence within the country. The recommended conventional treatment of these cases is as follows:</i></p>

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<i>162a) Persons who work away from home during the week and who return to the family home at week-ends should consider the family home as their place of usual residence regardless of whether their place of work is elsewhere in the country or abroad;</i>	Amended: New para 13a: “ <i>Persons who work away from home during the week and who return to the family home at week-ends should consider the family home as their place of usual residence.</i> ”
<i>162b) Primary and secondary students who are away from home during the school term should consider their family home as their place of usual residence regardless of whether they are pursuing their education elsewhere in the country or abroad;</i>	Amended: New para 13b: “ <i>Children in primary and secondary education</i> who are away from home during the school term should consider their family home as their place of usual residence.”
<i>162c) Third level students who are away from home while at college or university should consider their term- time address as their place of usual residence regardless of whether this is an institution (such as a boarding school) or a private residence and regardless of whether they are pursuing their education elsewhere in the country or abroad. As an exceptional measure, where the place of education is within the country, the place of usual residence may be considered to be the family home;</i>	Addendum: New para 13c: “ <i>Third level students who are away from home while at college or university should consider their term-time address as their place of usual residence regardless of whether this is an institution (such as a boarding school) or a private residence. However, likewise the workers, those who study away from home during the week and who return to the family home at week-ends should consider the family home as their place of usual residence.</i> ”
<i>162d) The institution should be taken as the place of usual residence of all inmates who at the time of the census have spent, or are likely to spend, twelve months or more in the relevant institution. Examples of inmates of institutions include patients in hospitals or hospices, old persons in nursing homes or convalescent homes, prisoners and those in juvenile detention centres;</i>	No changes
	New paragraph: New para 13d: “ <i>Persons who study and work at the same time will be allocated to the pertinent geographic division according to the rules for workers.</i> ”
<i>162e) Where a person regularly lives in more than one residence during the year, the one where he/she spends the majority of the year should be taken as his/her place of usual residence regardless of whether this is located elsewhere within the country or abroad;</i>	Amended: New para 13e: <u>Option A:</u> <i>Where a person regularly lives in more than one residence within the country during the year, the rules for persons with no concept of usual residence applies.</i> <u>Option B:</u> <i>Where a person regularly lives in more than one residence within the country</i>

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	<p><i>during the year, the one that (s)he considers to be his/her place of usual residence should be taken as such. These persons are not considered to be persons with no usual residence.</i></p> <p><u>Option C:</u> <i>Where a person regularly lives in more than one residence within the country during the year, the one where he/she spends the majority of the year before the census should be taken as his/her place of usual residence. These persons are not considered to be persons with no usual residence.”</i></p>
162f) <i>The general rule in relation to where the most of the daily night rest is spent applies to persons in compulsory military service as well as to members of the armed forces who live in military barracks or camps;</i>	Deleted (redundant)
	<p>New paragraph: <i>New para 13g: “For the (national) military, naval and diplomatic personnel and their families located outside the country the following classification rules should be applied:</i></p> <p>1. If they are residing abroad for less than 12 months and they are intending to return to the place of departure, they should be allocated within the country in accordance with the rules for usual residence. In particular, they could be allocated to (by decreasing order of priority):</p> <ul style="list-style-type: none"> a. The family home address within the country, if any. b. The duty station within the country to which they were attached before leaving. <p>2. If they are residing abroad for at least 12 months or if they are not intending to return to the place of departure (although returning in the country within a 12-month period), they should be attributed to a 'virtual region' (extra-region) of the country of departure.”</p>
162g) <i>The place of enumeration should be taken as the place of usual residence of homeless or roofless persons, nomads, vagrants and persons with no concept of usual residence;</i>	No changes

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<i>162h) A child who alternates between two households (for instance after his or her parents have divorced) should consider the household where he or she spends the majority of the time as his or her place of usual residence. Where an equal amount of time is spent with both parents the place of usual residence should be the place where the child is found at the time on census night.</i>	Amended: New para 13f: “A child who alternates between two households within the country (for instance after his or her parents have divorced) should consider the household where he or she spends the majority of the year before the census as his or her place of usual residence. Where an equal amount of time is spent with both parents, the place of usual residence should be the same of the parent/household with whom the child is at the census reference time. ”
<i>163. Objective rules should be formulated for dealing with each of these cases. These rules should be clearly set out in the census instructions and described in the various census reports.</i>	Deleted
<i>164. The place of usual residence topic is included in order to obtain the information needed to determine the total usually resident population of a country and in order to classify the population by territorial divisions and by household status.</i>	Deleted
<i>165. Where possible, separate information should be collected for each household and for each person in a household, and for each person in an institutional household concerning:</i> <i>a) Persons usually resident and present at the time of the census;</i> <i>b) Persons usually resident but temporarily absent at the time of the census; and</i> <i>c) Persons temporarily present at the time of the census that are usually resident elsewhere (including their address of usual residence).</i>	No changes or deleted (redundant)
<i>166. Information on place of usual residence should be collected in enough detail to enable tabulations to be made for the smallest geographic or administrative subdivisions required to meet users' needs for information on this topic.</i>	No changes
<i>167. On the basis of the definition of the place of usual residence, persons usually resident in the enumeration place but absent, or expected to be absent, at the time of the census for less than one year should be</i>	No changes

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<i>considered as temporarily absent persons and thus included in the total population.</i>	
<i>168. In contrast, persons living or expected to live outside the enumeration place for one year or more should not be considered as temporarily absent persons and should therefore be excluded from the total population. This is regardless of the length of visits that these persons may pay to their families from time to time.</i>	Amended: <i>"In contrast, persons living or expected to live outside the enumeration place for one year or more should not be considered as temporarily absent persons and should therefore be excluded from the total population of the place of enumeration."</i>
<i>169. The group of absent persons living abroad (relatives of the members of a household that live or are expected to live in another country for one year or more) can be particularly important in countries experiencing high emigration. If data on absent persons living abroad is to be collected through the census, their information (in terms of counting and characteristics) should be distinguished from the information collected for the total resident population.</i>	One change or deleted: <i>"The group of absent persons living abroad (relatives of the members of a household that live or are expected to live in another country for one year or more) can be particularly important in countries experiencing high emigration. If data on absent persons living abroad is to be collected through the census, their information (in terms of counting and characteristics) should be distinguished from the information collected for the usually resident population."</i>
<i>170. Persons enumerated but not meeting the criteria for usual residence in the enumeration place, that is not living or not expecting to live in the enumeration place for a period of at least 12 months, are considered as temporarily present persons and should therefore not be counted in the totally usual resident population. The census may not be the best vehicle to identify short-term migrants. However, in situations where countries use the census to measure short-term migrants, they will need to determine their country of usual residence, reason for migration and duration of stay.</i>	Reformulated or deleted (redundant): <i>"Persons who are enumerated but do not meet the criteria for usual residence in the place of enumeration are considered temporarily present and are therefore not counted in the total usual resident population of the place of enumeration."</i>
<i>171. A total usually resident population count for each territorial division would normally be compiled by adding persons who are usually resident and present and persons who are usually resident but temporarily absent. However, it is not always possible to collect information about persons absent from their place of usual residence, particularly if a whole household is temporarily absent at the time of the census. Provision must therefore be made to collect information about such persons at the place where they are found at the time of the census, and if necessary</i>	No changes

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"transfer" them to their place or territorial division of usual residence.	
<p>172. <i>The composition of the figure compiled for the total usually resident population (and other population totals based on other concepts) should be described in detail in the census report. As a general rule, the total usually resident population should include all persons who have their usual residence in the relevant territorial division (see paragraphs 158 -160) regardless of their legal status.</i></p> <p>173. <i>The total usually resident population should usually include the following groups of persons:</i></p> <ul style="list-style-type: none"> a) Nomads; b) Vagrants; c) Persons living in remote areas; d) Military, naval and diplomatic personnel and their families, located outside the country; e) Merchant seamen and fishermen resident in the country but at sea at the time of the census (including those who have no place of residence other than their quarters aboard ship); f) Civilian residents temporarily working in another country provided they have not been living abroad for one year or more; g) Civilian residents who cross a frontier daily to work in another country; h) Civilian residents (other than those in categories (d) to (g)) temporarily absent from the country provided they are not long-term immigrants of the destination country. 	<p>No changes</p> <p>Replaced: New para 11: "There are various population groups for which some uncertainty may arise about their inclusion in the usually resident population. The following persons should always be included:</p> <ul style="list-style-type: none"> a) Persons found at the moment of the enumeration to whom the concept of usual residence does not apply. b) National military, naval and diplomatic personnel and their families, located outside the country. c) Foreign persons working for international organisations (not including foreign diplomats or military forces), provided that they meet the criteria for the usual residence in the country. d) Merchant seamen and fishermen usually resident in the country but at sea at the time of the census (including those who have no place of residence other than their quarters aboard ship). e) Persons who may be illegal, irregular or undocumented migrants, as well as asylum seekers and persons who have applied for or been granted refugee status or similar types of international protections, provided that they meet the criteria for the usual residence in the country. f) Persons who cross a frontier daily or weekly to work or study in another country, provided that they meet the criteria for the usual residence in the country.

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	<p>g) <i>Children born in the twelve months before the census reference time and whose families are usually resident in the country at the census reference time.</i></p> <p>h) <i>Persons whose stay in the country is exactly one year.</i></p> <p>i) <i>Persons studying abroad for one year or more to attain the primary or secondary level of education, regardless of the frequency of return to the family home located within the country. If the person is also working abroad, the same rules for cross-border workers apply.</i></p> <p>j) <i>Persons studying abroad for one year or more to attain the tertiary level of education, if they return to the family home located within the country on at least a weekly basis.</i></p> <p>k) <u>Option A:</u> <i>Persons who regularly live in more than one country during a year, if they are found in the country at the moment of the enumeration.</i></p> <p style="padding-left: 2em;"><u>Option B:</u> <i>Persons who regularly live part of the year abroad, if they consider the main place of usual residence to be within the country. This does not apply to children alternating between households located in different countries, who are included in the usually resident population if the household where they spend the majority of the year before the census is within the country. Where an equal amount of time is spent with both parents, the country of usual residence should be the same of the parent/household with whom the child is at the census reference time.</i></p> <p style="padding-left: 2em;"><u>Option C:</u> <i>Persons who regularly lives in more than one country during a year, if they spend within the country the majority of the year before the census.”</i></p>
	<p>New paragraph:</p> <p>New para 12: “<i>The following persons should instead always be excluded from the usually resident population:</i></p> <p>a) <i>Foreign military, naval and diplomatic</i></p>

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	<p><i>personnel and their families, located in the country, regardless of their place of usual residence.</i></p> <p>b) <i>Persons whose stay in the country is less than one year, even if for a single day. In case of leap years, the duration of reference is 366 days.</i></p> <p>c) <i>Primary or secondary level students whose family home is located abroad, regardless of the duration of their stay. However, if these persons are also working in the country, then the identification of the place of usual residence follows the same rules for cross-border workers.</i></p> <p>d) <i>Third level students whose stay is one year or more, if their return to the family home located abroad is done with at least a weekly frequency.</i></p> <p>e) <i>Third level students whose stay abroad is one year or more, if their return to the family home located within the country is on irregular basis, or anyway with lower frequency than on weekly basis.</i></p> <p>f) <u>Option A:</u> <i>Persons who regularly live in more than one country during a year, if they are not found in the country at the moment of the enumeration.</i></p> <p style="padding-left: 2em;"><u>Option B:</u> <i>Persons who regularly live part of the year abroad, if they consider the main place of usual residence to be abroad. This does not apply to children alternating between households located in different countries, who are excluded from the usually resident population if the household where they spend the majority of the year before the census is abroad. Where an equal amount of time is spent with both parents, the country of usual residence should be the same of the parent/household with whom the child is at the census reference time.</i></p> <p style="padding-left: 2em;"><u>Option C:</u> <i>Person regularly living in more than one country during a year, if they do not spend within the country the majority of the year before the census.”</i></p>
174. Persons who may be illegal, irregular or	No changes or deleted (redundant)

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<p><i>undocumented migrants should be included in the resident population and should follow the same rules of usual residence as for other persons. The intention is not to distinguish these persons separately, but rather to ensure that they are not missed from the enumeration. In this context it is important that the usually resident population should not be confused with the legal (as distinct from illegal) population. For most users of census data, especially those responsible for planning and providing health care, education and other public services, it is important to know the size of the total population, which could potentially utilise these services regardless of their immigration status. It is recognised that this is a sensitive issue and that it may be difficult or impossible to ensure that persons with illegal status are covered by the census enumeration. However, in the overall design of the census, efforts should be made to try to ensure that all persons are covered regardless of the legality of their immigration status.</i></p>	
<p><i>175. Asylum-seekers and persons who have applied for or been granted refugee status or similar types of international protection should be included in the resident population if the duration of stay in the country is, or is expected to be, at least twelve months as for the rest of the population. This also applies when persons are granted temporary protection in situations of mass displacement but where a formal status of protection has not yet been granted due to practical considerations. As in the previous paragraph, the intention is not to distinguish these persons separately, but rather to ensure that they are not missed from the enumeration.</i></p>	No changes or deleted (redundant)
<p><i>176. The following categories of temporarily present persons should not normally be considered part of the total usually resident population. However, countries may wish to collect data on them to produce alternative counts of the population for whom services will have to be provided:</i></p> <p><i>a) foreign military, naval and diplomatic personnel and their families, temporarily located in the country;</i></p>	Deleted

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<p><i>b) foreign civilians temporarily working in the country;</i> <i>c) foreign civilians who cross a frontier daily to work in the country;</i> <i>d) foreign civilians other than those in groups (b)and (c) temporarily in the country for example tourists.</i></p>	
<i>177. If feasible, the magnitude of groups in paragraphs 173 and 176 should be shown.</i>	Adapted or deleted
<i>178. Each country should compile a figure for the total usually resident population, and the detailed tabulations should in general be provided on this basis. In those countries where the total population figure has been corrected for under- or over-enumeration (usually measured by use of a post-enumeration survey or by comparison with other sources), both the enumerated figure and the estimated corrected population figure should be shown and described. The detailed tabulations will, however, normally be based only on the population that was actually enumerated.</i>	Amended: deletion of the last sentence.
<i>179. Some countries may wish to compile figures for national purposes on one or more additional population bases such as the total present- in-area population, the legally resident population, the day time population or the population working in the area. The present-in-area population (sometimes referred to as the de facto population) can be classified by the relevant geographic or administrative subdivision in which they were enumerated during the census operation.</i>	Deleted