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Dr Hermann Haberman
The Director
UN Statistics Division
DESIPA
UNATIONS
New York

RE: SAF/94/P01: SOUTH AFRICA 1996 Population Census - Periodic Report

Dear Dr Haberman,

I send here with my report on the 1996 South Africa Population Census. The unusual circumstances in which the project activities are taking place and the rapid-fire situation in which events on the project are changing made it difficult to report as frequently as one would have wished. I hope the Report and the attached documents would throw some light on the project activities and make some assessment of the success of coming enumeration possible.

Thank you for your unfailing support and cooperation.

Yours sincerely,

[Signature]
Oluwole Adegboyega
UN Chief Technical Adviser

Enclosures (10)

Cc: Dr Jay Parsons, UNFPA Representative, South Africa
Dr Sam Arkutu, CST Director, Harare
Madam Marie-Angelique Savane, Director, Africa Division, UNFPA HQ., New York
Dr Sam Suharto, Inter Regional Adviser, Stat Division, New York

CENSUS '96



***Periodic report prepared by:
Oluwole Adegboyega
UN Chief Technical Adviser: SAF/94/P01
South Africa 1996 Population Census***

LIST OF DOCUMENTS

1. Step by Step Methodology for Demarcation (Part 3)
2. The Census Enumeration Project
3. Census '96: Enumeration Questionnaire
4. Enumerator's Manual
5. Chief Enumerator's Manual
6. Controller's Manual
7. Making a Success of the Census: A step-by-step Trainer's Manual
8. Field Work Information System: Demarcation Module
9. Addendum to Census Publicity Campaign

Table N. STATISTICAL CHARACTERISTICS OF BLACK POPULATION IN SOUTH AFRICA

SAF/94/P01: SOUTH AFRICA POPULATION CENSUS PROJECT PERIODIC REPORT

1. Introduction

The preparatory work for the South Africa Population Census began in November 1993 with the publication in the Government Gazette requesting the public to send in suggestions for the topics to be covered by the census. An advisory committee was set up to collate inputs from prospective users of census statistics.

2. Background

(I) General

Although South Africa has a long history of census taking, the last census that included all population groups was in 1970. As a result of political ideology and consequent fragmentation of administrative authority, census taking of the various population groups in the country were conducted by various authorities as many as 11. The lack of a uniform methodology in the censuses and the fact that the censuses were not conducted simultaneously throughout the country led to unsatisfactory results, thus neither the Government nor the users confidence in the ensuing population data.

In order to avoid problems associated with census taking in the past, the Government has requested the assistance of the UNFPA and other donor agencies in the planning and conduct of the 1996 Census. Furthermore, the needs of the Reconstruction and Development Programme (RDP) for accurate and timely data for planning and monitoring of its programmes dictate that the data resulting from the 1996 Census should be as accurate as possible and devoid of controversies.

(ii) UNFPA Involvement

In view of the need to ensure a good census whose results would be widely acceptable, the Government requested the UNFPA to send a mission to assess the operational plans and the readiness of the Central Statistical Services (CSS) to take the Census in March, 1996 as then scheduled. The UNFPA Mission was fielded in February 1995. Among many others, the Mission recommended that the Government should consider delaying the census taking, review the Census Plan and more particularly review the cartographic basis for the census.

The mission's recommendations were accepted by the Government in May, 1995. The Census was delayed by six months and the cartographic basis of the census was considerably revised on the basis of the Mission's report.

(iii) Structural Changes at the Central Statistical Services

The change in the political and social philosophy directly affected the position of the CSS, the organization responsible for the census. The credibility of the organization was low and there was general dissatisfaction with the quality of its data products by the users. In the light of the political changes in the country, these issues had to be addressed. Thus there was a radical restructuring of the organization. A new Head of the organization was appointed in July 1995 and all the staff handling the census preparatory work for the census (except one) were changed. A new census coordinator, with the rank of a Chief Director was appointed in October 1995. The re-structuring of the CSS also affected other cadres in the office and thus led to some considerable lowering of morale.

3. PREPARATION FOR CENSUS '96

The changes at the CSS, particularly during the period May-October, 1995 meant that the preparation for the census was no longer a priority. The project had to be relaunched in November, 1995, thus the six months postponement brought about by the UNFPA Mission was not optimally utilized. Consequently, the preparatory activities for the census had to be condensed to one year - Nov. 1995 to Oct. 1996. But more importantly was the short duration of time during which plans for Census '96 had to be made and executed. It thus became a cliché on the project that "our activities are our plans!". Such that of haphazard planning could in general have some adverse effects on the outcome of the project activities. However, the possibility of this was considerably minimised by the enthusiasm and dedication of the CSS leadership and the entire staff on the Census '96 Project. Planning meetings often continue until early hours of the day and staff are always willing to make personal sacrifices.

3.1 Demarcation of Enumeration Areas (EAs)

About 50 percent of the entire country had never been demarcated for enumeration purposes and were enumerated by groups of enumerators in the previous censuses. These areas consisted of the former nominally independent homelands; villages and tribal areas as well as squatter areas now euphemistically referred to as informal settlements. Altogether these areas accounted for about 48 percent of the country's population. In view of the need to get accurate figures from the 1996 Census, it was therefore necessary to improve the cartographic basis of the census.

(a) Demarcation Plan

The demarcation of the rural EAs were planned to be carried out on 1:250,000 series of topographic maps where such maps were available. In most of the other areas for which maps were not available, arrangements were made to commission special aerial photographs. Such

aerial photographs were to be enlarged and demarcation of EAs made on copies of the enlarged photographs. Demarcation of urban and semi-urban areas were to be made on 1:20,000 and 1:50,000 series of maps which in general are available and up-dated. The plan also included the retention of the EAs as delimited for the 1991 Census as a frame for collecting and reporting of Census '96 data. The thinking being that having the EA boundaries stay the same allows temporal comparability of data at lower levels with that from previous censuses. An EA that have grown excessively between 1991 and 1996 will be split into two or more smaller EAs but still defined within the boundaries of the 1991 Census EA. Thus the plan envisaged changing the existing 1991 EAs only by way of subdivision should their population size have grown to exceed the prescribed limits. The methodology for demarcation is described more fully in the document " Step by Step Methodology for Demarcation (Part 3)"

(b) Census '96 Demarcation

1996 proved to be an unusual year in terms of the duration of the raining season. This meant there was prolonged overcast condition in most of the rural areas where aerial photography should have been flown and consequently the aerial photo graphs were not available at scheduled times. Alternative arrangements had to be made. Dwellings had to be numbered using spray paints and demarcation effected by counting the number of structures on the ground. In some areas where aerial photographs eventually became available, these photographs were used and in some other instances the photographs were just ignored.

The demarcation in the urban areas were according to plan, however, the reliance on the 1991 Census demarcation proved to be a wrong decision as the demarcation for that Census was not properly done. As events were unfolding on demarcation and further in view of the expectation of users for accurate data from Census '96, it was suggested early in January that a Demarcation Monitoring Committee be set up. This idea was received with some misgiving, however, the Monitoring Committee proved to be a well thought idea as many of the shortcomings of the operation of the Census '96 and 1991 Census demarcation were pointed out in the Reports of the Committee. Considerable efforts were made to rectify these shortcomings, but the ironic situation is that the cartographic basis for Census '96 enumeration in the rural areas appears to be better than that in the urban areas. The reason is largely due that the demarcation in the rural areas is entirely new while that of the urban areas depended on the demarcation of previous censuses which were not thoroughly done not well supervised.

3.2 The Enumeration Questionnaire

(a) Drafting

In terms of the spread of participants in various activities of the Census '96, the structuring of the enumeration had the next largest number of participants after the census enumeration. The Census Advisory Committee formed a sub-committee that oversaw the drafting of the Questionnaire. Then, the Swedes, the Australians and to some limited extent the Norwegians participated in the crafting of the Questionnaire. The UNFPA representative was on the Questionnaire Drafting sub-committee from the beginning of the operations of the committee. The result was a much improved questionnaire compared with those used in previous censuses.

However, a document with so many hands on cannot but leave some a few deficiencies particularly on subjects like racial grouping, migration and employment - especially employment level in the informal sector of the economy.

(b) Testing of the Questionnaire

The questionnaire for the Census '96 was the first to be pre-tested in the long history of census taking in South Africa. Although the CSS was aware that there was a steady deterioration in the quality of data collected from succeeding censuses, nothing was done to find out the causes of decline in quality. One significant observation was that the proportion of self-completed questionnaires was gradually increasing over succeeding censuses.

The first 'behind the window' test

The first draft of the Questionnaire was ready by February 1995 and was subjected to a series of 5 tests. The first draft of the questionnaire was subjected to a behind the window test. This was a system of testing whereby organizers of the test watched a live census interview behind a screen with both the interviewer and interviewee being unaware that they were being observed. This was an important test as the result affected the census planning in a major way. The test showed that the questionnaire as was then drafted could only be completed by a person with a minimum of 10 years of schooling. Available statistics showed that overall, there was only 20 percent of the adult population with that level of education. To simplify the questionnaire further would jeopardise the essence of the census. It was therefore concluded that an interview methodology by an enumerator would be the way to collect the Census '96 data. This implied a massive change to the census planning. In 1991 only 20 percent of the enumeration was done by enumerators, this time round 80 percent of the enumeration was to be done by enumerators.

The first field test.

The second test was done on contract by the Human Science Research Council for the CSS. This consisted of a field testing of the questionnaire in 800 households spread all over the country and embracing all settlement types and racial groups. The aim of the test was to monitor the time it took to complete a questionnaire and more importantly the reaction of the people to various topics carried by the census in view of the radical political and social changes in the country. The report of the test was long time coming. It was commissioned in May 1995 and by the time the report was made available in November, 1995 a lot of changes had taken place within the CSS and on the Project. The Questionnaire Drafting sub-committee took note of the findings of the field tested and proceeded to redraft the Questionnaire.

The second 'behind the window' test.

Language plays a major role in the socio-political life of the country and is an essential factor to be taken into consideration in the planning of Census '96 especially in the light of current political milieu in the country. The second draft of the Questionnaire was therefore subjected to another behind the glass test. It was observed that the interviewers conducted the test interview in about 3 to 5 languages, switching from one to another within obtaining answers to a question.

Since there are 11 official recognized languages in the country, translating census instruments to these languages and ensuring that the concepts being tested by the census are not diluted or misrepresented by translating from one language to another was a mammoth undertaking. The test revealed the depth of feeling over languages in the country and influenced the language policy of the project.

In view of the multiplicity of languages in the country and the undertaking to ensure that questionnaires would be available in any language of choice of a householder, the number of questionnaires printed for the census increased from the 10 million estimated as sufficient to enumerate the country to 20 million.

The third 'behind the window' test.

The third and final behind the window test gave a totally unexpected result. The objective of the test was to ensure that the wordings of the draft questionnaire for the pilot census were in order. However, the ubiquitous political and social history of the country made itself manifest during the test. A young black girl was scheduled to interview a white burly farmer of genial disposition. On seeing the farmer, the interviewer was completely lost for words and could not proceed with the interview. However, when she had to interview a black householder, she did very well and conducted the interview in a very relaxed manner. This situation illustrated the problems and issues the training of enumerators had to cope with especially in a multi-racial and multi-social class system.

The second field test of the questionnaire.

By February 1996, a lot of national and international personnel had joined the project and the drafting sub-committee. The third draft of the questionnaire took place over January and February 1996 and this draft was used for a field test. Further, as time was running short, it was felt that a full fledged pilot may come too late to influence the final draft of the questionnaire. The second field test was designed to provide any necessary input to prepare the final draft. However, the reality was quite different from the plan. In the past, the CSS had contracted out most field exercises. The second test was a bench mark exercise for the CSS to demonstrate its own readiness and capacity to conduct large scale exercise and to test the Census '96 field organization. In this, the second field test was an unqualified success in testing the effectiveness of the census field organization.

The Pilot Census.

With all the technical problems associated with the drafting of the questionnaire resolved by the previous four tests, the pilot census was designed chiefly to test the logistics put in place in support of the enumeration, the payment scheme for field workers, the recruitment and training procedure for enumerators and the payment system for field workers. In these the Pilot Census provided useful inputs with which the enumeration plans and procedure were modified. The rapid succession of events did not allow for all lessons learnt from one activity to be put into effective use before another and in some cases some activities could have been better planned and executed had more time been available.

3.3 Preparation for Census Enumeration

Administratively, the country is divided into 9 Provinces and 365 Magisterial Districts. The demarcation of the country into EAs is within magisterial districts. Altogether there were 85,000 EAs. The census is administered by a Task Team at the CSS and field activities are overseen by 9 Provincial Offices. Each Provincial Office has a number of satellite offices, called Census Office, ranging from 4 to 11 per Province depending on the population size of each Province. These satellite offices are 80 in number and each of them in turn oversees the operation of census activities in a number of magisterial districts. The magisterial districts vary enormously in terms of population size. In general farming districts are very small in population size, the smallest consisting of only 2 EAs. On the other hand, districts in squatter areas are very thickly populated. The largest consist of over 2,000 EAs. In general the average size of a district is 200 Eas.

The administrative structure for enumeration consists of a Controller supervising 10 chief enumerators, a chief enumerator supervising 5 enumerator and an enumerator in charge of 1 EA. The supervisory arrangements are: the Census Task Team. The Provincial Census Manager, the Regional Census Manager on top of the structure described above. The planning details of the enumeration are shown in the document "The Census Enumeration Project". Other documents attached are:

- ◆ The Census Questionnaire
- ◆ Enumerator Manual
- ◆ Chief Enumerator's Manual
- ◆ Controller's Manual

3.4 Field Work Information System

One major initiative of the Census '96 is the attempt to computerise the information system coming from the census process. The system is designed:

- ◆ to capture all the details of the Census Demarcation including geographical details of location of each EA and brief description of the boundary
- ◆ from the EA information base to capture information of field personnel - enumerators, chief enumerators and controllers associated with each EA
- ◆ monitor the progress of census enumeration and provide data base for preparation of the enumeration provisional returns

This information will be recorded in each of the 80 field offices of the Census '96. Validation and

updating will take place at the 11 provincial offices and collation will be done at the Head Office. There are two layers of area-networks, one between the Provincial Office and the field offices and the other between the Head Office and both Provincial and field offices. Details of the module dealing with capture of demarcation data are shown in the document "Field Work Information System"

3.5 Census Publicity

Publicity for the census has been a major activity within the Census '96 operations. In general the Census '96 activities were managed as 4 major projects: Demarcation/Field Operation, Systems Development and Publicity. Demarcation/Field Operation combined the closing aspects of EA delimitation with the recruitment and training of field personnel, logistics planning and deployment for enumeration. The Systems development consist mainly of computerization of both demarcation and enumeration processes, payment procedures and preparation for provisional results. Publicity consists of both above and below the line publicity campaigns, outreach programmes through road shows, face to face discussion groups and educational programmes both at school and in general terms through conventional media. A brief summary of the publicity support programme for Census '96 is described in the document "Publicity Campaign"

4.0 Census Data Processing

In view of the fact that most of the activities had to be planned and executed immediately, it is not surprising that the planning for the processing of the census data did not receive immediate urgency that other matters received. Nonetheless some planning activities had been going on. In view of the fact that the CSS has hitherto being a centrally organized body with virtually all its activities carried out from Pretoria, it is not surprising that there are no data processing capacity in the provinces. In view of the planned decentralization of future activities to the provinces, the CSS planned to take advantage of Census '96 to put such plan into operation by processing the census data in all the 9 provinces.

Technical and management capacity available are not adequate to do the job. It was therefore decided to contract out the data management aspect of the census processing to an outside company. Tenders had been invited and evaluated, equipment - largely desk computers and associated furniture had been ordered. Getting adequate office accommodation for data processing in the provinces had been somewhat problematic, but the matter is being addressed. SIDA, through Statistics Sweden is providing technical assistance to the CSS in data processing

Census Data Products

There had been a lot of complaints by users with regards to accessibility of census data from the CSS apart from the fact that the range of products available was limited. The UNFPA Mission in February, 1995 commented on this in their Report. In order to address the past inadequacies, a sub-committee of the Census Advisory Committee has been constituted to

consider in a variety of ways issues surrounding data products and census data dissemination. This committee has met once and will soon resume its deliberations.

5.0 CENSUS EVALUATION

Post Enumeration Survey (PES)

A programme of census evaluation is being put in place. The evaluation will be through a post census survey and statistical consistency checks of ensuing data. Both the UNFPA and Australian Bureau of Statistics (ABS) are cooperating in offering CSS technical assistance in preparing for the post census enumeration survey. To this end the ABS sent a sampling expert to CSS in May 1995. It was envisaged that the ABS Mission visit would coincide with that of the UNFPA CST member. However, this was not possible but both missions' reports have formed the basis of preparation for the PES. The PES activities are expected to start early in November and all field activities are expected to be concluded by mid-November. Matching exercise, necessarily on a limited basis are expected to be completed by mid-December. It has to be recalled that census enumeration activities are scheduled for 10-31 October. An independent group of officials, independent from the day to day planning of Census '96 is being assembled to conduct the PES.

October Household Survey (OHS)

An associated issue with the PES is the October Household Survey. This multi-purpose household survey was instituted in October 1994 to provide nation-wide data on various socio-economic issues. The 1994 and 1995 surveys did not have the benefit of a good sampling frame and there has been pressure for the survey to go to the field in November 1996 in spite of the census. The main reason for this is that a number of questions that could not be carried in the census were shelved for the OHS. The CSS has taken a decision to carry out this survey in parallel with the PES in November, 1996. The sample size for both surveys is expected to be about 0.5 percent of all the households or EAs depending on the sample frame for either of the surveys. Table N shows a collage of data on the black population from various sources. The need for such indicators derived from reliable survey data is one of the driving forces for another survey close on the heels of Census '96.

TABLE N: STATISTICAL CHARACTERISTICS OF BLACK POPULATION IN SOUTH AFRICA

Population and Household Amenities:

Size	80% of total population = 32 million
Urbanization:	60% rural 40% urban
Age Structure:	50% under 16 years of age
No. of Households:	3.04 million
Av. Household size:	5.6 persons
Land tenure:	59% tribal land or community tenure
Type of housing:	41% in traditional huts 23% in matchbox houses
Access to electricity	20%
Access to Water:	
External sources of water	- 95%
Portable water	- 63%
Tap water	- 50%
Transportation:	
buses:	- 27%
mini buses (taxis)	- 67%
walking	- 28%

Economic Background

Income:	
Rural	- R 903 monthly
Urban	- R 1730 monthly

COMMUNICATION REACH

50%	community meetings and gatherings
24%	local municipalities
21%	schools
19%	word of mouth
19%	community leaders
16%	TV
14%	loud speakers
10%	lectures and demonstration
50%	radio

MOST POPULAR LANGUAGES FOR OUT-REACH PURPOSES

Zulu 23%

Xhosa 27%

Northern Sotho 14%

(There are 11 official languages in the country, these include English and Afrikaans)

FREQUENCY OF USE FORMAL PUBLICITY MEDIA BY BLACKS

MEDIA	FREQUENTLY	OCCASIONALLY	NEVER
Magazine	9%	29%	62%
TV	18%	30%	51%
Newspapers	11%	32%	57%
Radio	63%	27%	10%