

Perspectives on Nation-Building and Development in Nigeria

Environmental and Economic Issues



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Chapter 19

Census Delineation Exercise and Successful Head Count

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Introduction

THE importance attached to mapping out areas for census in Nigeria and elsewhere as an integrated part of the exercise cannot be underestimated. This is so, because the first attempt in 1973 to demarcate the country was unsuccessful due to lack of required base maps. Instead, the country was demarcated into Enumeration Areas (EAs) and Supervisory Areas (SAs) with the aid of published maps. Thereafter, the whole census exercise was cancelled. However, another attempt was made in 1991 and the country again was completely demarcated into EAs and SAs—a threshold success in pre-census mapping by the use of sketches was thus recorded. In other words, the application of scale to EA maps, the alignment of the EA frames, the geo-coding, geo-referencing and traversing of the EA maps to make all the land areas fit into the National Grid are yet to be accomplished (NPC, 2004).

This chapter examines the monumental and improved methodological approach to national Enumeration Area Demarcation (EAD) for censuses in Nigeria. The method ensures that each unit of land in Nigeria is well demarcated and the right information collected, with a unique geographical code assigned to each Enumeration Area Demarcation (EAD). This could also form a topological fashion that will facilitate

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systematic geo-coding without the omission or duplication of any area. All these were not in place in the past censuses of 1963, 1973 and 1991, which were just attempted to delineate the country into enumeration areas.

Census, in its literal meaning, is simply the counting of people in a geographical entity. The United Nations 1970 Drafts Recommendation on Population Census states that "census is the total process of collecting, compiling and publishing demographic information that is conducted at a particular time on all persons in a defined territory (Adewara, 2000). Census is as old as human existence. It was reported in ancient Greece, Persia, Rome, Japan and Egypt, though these censuses covered only a segment of the entire population such as military men. However, in America and Britain, census dates back to 1790 and 1862 respectively, whereas the first organized census in Nigeria was conducted in the Lagos metropolitan area in 1866, followed by 1868, 1871, 1881, 1891, 1901, 1911, 1921, 1931 and 1952/53.

All these head counts held during the colonial period were regarded as mere population assessments. In other words, they were censuses that preceded national independence. The first post-independence census in Nigeria was conducted in 1963 and it covered the entire country. Ten years later in 1973, another national head count took place. This probably was the best census in the country's annals because it adopted modern methods of using both cartographical and topographical maps. The census was, however, cancelled due to so many factors that would be discussed later. The third post-independence head count in Nigeria took place in 1991, in which the country's population was put at 88.5million, (see Table 1).

This too generated a lot of controversy but it was later accepted. Then, a new census was scheduled to take place in November 2005 but later postponed to March 2006 for logistic and other reasons. The new census took place on March 21-25, 2006, while the result is being awaited.

Table 1: Nigeria's Population Figures, Census 1991

STATE	MALE	FEMALE	TOTAL
1 Abia	1,108,357	1,189,621	2,297,978
2 Adamawa	1,084,824	1,039,225	2,124,049
3 Akwa Ibom	1,162,430	1,197,306	2,359,736
4 Anambra	1,374,801	1,393,102	2,767,903
5 Bauchi	2,202,962	2,091,451	4,294,413
6 Bayelsa	1,394,996	2,780,398	1,327,311
7 Benue	1,385,402	1,394,996	2,596,589
8 Borno	1,327,311	1,269,278	2,596,589
9 Cross River	945,270	920,334	1,865,604
10 Delta	1,273,208	1,296,973	2,570,181
11 Ebonyi	NA	NA	**4,339,136
12 Edo	1,082,718	1,077,130	2,159,848
13 Ekiti	NA	NA	*1,750,000
14 Enugu	1,482,245	1,679,050	3,161,295
15 FCT	206,535	172,136	378,671
16 Gombe	NA	NA	**2,448,236
17 Imo	1,178,031	1,307,468	2,485,499
18 Jigawa	1,419,726	1,410,203	2,829,929
19 Kaduna	2,059,382	1,909,870	3,969,252
20 Kano	2,858,724	2,773,316	5,632,040
21 Katsina	1,944,218	1,934,126	3,878,344
22 Kebbi	1,024,334	1,037,892	2,062,226
23 Kogi	1,055,964	1,043,082	2,099,046
24 Kwara	790,921	775,548	1,566,469
25 Lagos	2,999,528	2,686,253	5,685,781
26 Nassarawa	NA	NA	**2,040,097
27 Niger	1,290,720	1,191,647	2,482,367
28 Ogun	1,144,907	1,193,663	2,338,570
29 Ondo	1,958,928	1,925,557	3,884,485
30 Osun	1,079,424	1,223,592	2,203,016
31 Oyo	1,745,720	1,743,069	3,488,789
32 Plateau	1,645,730	1,637,974	3,283,704
33 Rivers	2,079,583	1,904,274	3,983,857
34 Sokoto	2,158,111	2,234,280	4,392,391
35 Taraba	754,754	725,838	1,480,590
36 Yobe	719,763	691,718	1,411,481

Source: NPC, 2004.

NA=Not Available *1996 Population when new states were created
 ** 2005 Estimation (Wikipedia Free Encyclopedia, 2005).

Factors that Led to the Cancellation of Past Censuses in Nigeria

Admittedly, many censuses which had taken place in Nigeria are yet to be totally acceptable as the world standard. Many factors are responsible for this situation. Among these are: paucity of relevant up-to-date and reliable census data, socio-economic factors, political instability, religious and cultural attenuating factors. Others are: lack of adequate base maps, incessant creation of states and local government areas, as well as poor logistic organization. Some of these factors are discussed below.

Poor-Organisation: The objective of planning and organizing a census for the country by the government is always good but some censuses are planned within too short a period, with the recruitment of personnel that would be used for the exercise done secretly. In the end, some unqualified personnel are recruited as enumerators and supervisors. The 1952/1953 census in Nigeria was staggered due to shortage of qualified personnel (Olorunfemi, 2005). This is always the case where some personnel lack adequate qualifications, a situation which could lead to delay in releasing census figures.

Cultural Affinity: Nigeria is a country with cultural and ethnic diversity. During census, in some areas, male personnel outweigh female; while in other places females are more preferred. For instance, females are only acceptable in some Hausa "kule" (purdah) neighbourhoods in the northern part of the country, as men are not to enter houses where only women reside. This means that men are not to take information from women in purdah. Similarly, a typical Fulani man would not allow counting of his children or mentioning their surname to any stranger. All these are cultural peculiarities in parts of northern Nigeria which can have negative impacts on the outcome of national head counts.

Boundary Disputes: There is also the problem of boundary adjustment when new states or local government areas/councils are created due to political pressure. Very often when boundaries

are adjusted, various ethnic groups, clash each claiming authority over portion(s) allotted to the other. When we talk about ethnic upheaval due to boundary clashes, what comes to mind readily are the clashes between the Ifes and Modakekes, Itsekiris and Ijaws, Arogbo Ijaws and Ugbo-Ilaje, among several others. When the old Federal Capital was shifted from Lagos to Abuja, a lot of discrepancies were noted in the 1991 census, while in the 1952/53 census, it was found out that some communities that had existed long before 1952 had no record of their population figures (Ogunlesi, 1968, p.117; Olorunfemi, 2005 p.6). This anomaly was corrected in 1963 when, for the first time, aerial photographs were employed along with other modern methods to produce the national census base maps, even though the maps were insufficient and could not go round the country.

Political Propaganda and Hidden Agenda: In 1963, the political consciousness of the people was around with the census issue. For instance, in the Eastern Premier convinced his people about the importance of a large census figure. 'On it will be based future legislative representation, siting of industries and provision of amenities', he reportedly told them (Udo, 1968, Aluko, 1965; Olorunfemi, 2005). This census propaganda was so intensified in some villages that, people who resided in cities travelled home for census. Some enumerators were caught with lists of people who were not physically present for head counts (Daily Times, 1962; Olorunfemi, 2005).

Managing the Errors Associated with Past Censuses

A lot of remedies have been put in place to correct the lapses identified with past censuses in Nigeria. This is to forestall the re-occurrence of such errors in the national head counts scheduled for March 2006. These include:

- (a) As an integral part of the statutory functions of the National population Commission (NPC), a great importance is being attached to mapping which has increased significantly since the 1973 census when systematic pre-census mapping was first adopted. However, the real demarcation of the country was bedevilled then by an insufficiency of the required base

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maps. The first was the attempt to demarcate the country into Enumeration Areas (EAs) and Supervisory Areas (SAs). Thus, in the 2006 census, both EAs and SAs were refined. Enumeration Area refers to a locality or a group of small localities with defined and identifiable boundaries carried out for enumerators to cover during census without any omission or duplication, whereas, a Supervisory Area is made up of between three and six contiguous EAs (see Figs 2-5).

Actually it was not until the 1991 and 2006 censuses that Enumeration Areas was completely demarcated into physical enumeration and supervisory areas. This became a threshold success in pre-census mapping in the 1991 and will be so for future censuses in the country. The application of scale to an EA and the alignment of the EA frame to the national grid are yet to be accomplished. This was the real target set for the 2006 national head counts.

- (b) In the past censuses in Nigeria, application of scale to EA maps and the alignment of the EA frame to national mapping were not accomplished. But in the 2006 census, this has become imperative, because the setting of a satisfactory national frame, and addressing of the geo-coding and geo-referencing of EAs for effective spatial analysis, has been addressed.
- (c) For the 2006 population census, the issue of EA maps for enumerators assignment is considered essential. This is also put in place where maps are drawn into a reasonable size in population and land area for each enumerator to work on. Along with this, each enumerator will be provided with reasonable, measurable and identifiable boundaries that have not overlapped but lie entirely within a well-known administrative or statistical area. To ensure that data is collected for each unit, census 2006 has made provision for each unit of land area once, with a unique geographical code that is assigned to each EA. The arrangement of the EAs is properly displayed in contiguous topological fashion, with systematic geo-coding without omission or duplication. This had not been practiced in past censuses in the country.

(d) Undoubtedly, it is when EAs are based on a satisfactory national frame that results of population head counts or any socio-economic survey can be satisfactorily verified as being objective. In the case of the 2006 census, EAs are fashioned to foster a comparison between district areas. The EA frame facilities which are to monitor the likely changes that may occur during and after census was first put to use at the demarcation exercise. The creation of a new state or local government as well as boundary adjustment that usually lead to clashes among ethnic groups in the country has thus been of taken care. Also, post-censal demographic spatial analysis, and location-allocation decision-making, which are all accentuated by standardized pre-census mapping, were not left out.

- (e) As a prelude to the population census that was carried out in 1973 which was also a first nationwide attempt at demarcation of the country into 112,000 EAs, the EAs then were too large for each enumerator's workload. Also, the EAs lacked precise objective and logical spatial frame. Thus, this census was unacceptable and regarded as unreliable and did not meet world standard. But all these abnormalities have been taken care of in the 2006 census which has the goal of producing an accurate, reliable and acceptable census. The National Population Commission, the body charge with the responsibility of conducting head counts, worked hard to divide the country into 212,072 EAs for the 1991 census, a 47% increment over 1973 census and for 2006 was 420,000 doubling the total for 1991 census. The threshold population for the new (2006 census) EAs is 250 to 500 persons (NPC, 2004).
- (f) It is highly imperative, if we put into weight scores the success, of the 1991 census and the proposed 2006 census. In the former, the EA sketches were used and not drawn into scale and the sketches were geo-referenced. But in the 2006 census, all maps were drawn into formidable scales, geo-referenced and aligned to the national grid. (See fig. 2-5). The 2006 census is not meant for population (human figures) alone but also includes – a housing census in the country.

Thus, the geo-referenced E.A frames to census, irrespective of the physical changes that may occur, have improved collection maps that will enhance computerization. This also allows for endless spatial location-allocation and analytical queries with GIS software packages.

In view of the above, an improved area frame of census mapping, no doubt, will improve the post-censal dissemination markets. Thus, census data on Nigeria would become more useful to a variety of agencies in the entire world once the spatial framework is geo-referenced.

Methods of Demarcation Used in the Conduct of the 2006 Census Exercise

A reasonable objective area frame for a good census mapping is based on the National Grid System (NGS). In this wise, the usually grid system for mapping any country is also based on or transformable into graticular co-ordinate of the spheroid. America and most tropical countries of the world base their national mapping on the Universal Transverse Mercator (UTM) Grid System, (NPC, 2004). In the UTM system the entire globe is divided into 60 North-South zones, each 6° longitude and a Transverse Mercator Projection is drawn for each zone (See Figs.1&2).

On this map (globe) a square kilometre grid is drawn with the intersection of the equator and the central meridian as the middle of the projection. Thus, Nigeria is positioned as extending from latitudes 4° 16' to 13° 53' North of the equator and from Longitude 2° 40' to 14° 41' East of the Greenwich Meridian. The North-South UTM Zone for state and local government areas are listed (See table 2) and as such, Nigeria is found within zones 31-33. Some states and LGAs fall into more than one zone.

Table 2: Census Codes for States during the 2006 Demarcation Exercise in Nigeria

S/N	STATE	CODE
1.	Sokoto	010
2.	Zamfara	020
3.	Katsina	030
4.	Jigawa	040
5.	Yobe	050
6.	Borno	060
7.	Adamawa	070
8.	Gombe	080
9.	Bauchi	090
10.	Kano	100
11.	Kaduna	110
12.	Kebbi	120
13.	Niger	130
14.	FCT	140
15.	Nassarawa	150
16.	Plateau	160
17.	Taraba	170
18.	Benue	180
19.	Kogi	190
20.	Kwara	200
21.	Oyo	210
22.	Osun	220
23.	Ekiti	230
24.	Ondo	240
25.	Edo	250
26.	Anambra	260
27.	Enugu	270
28.	Ebonyi	280
29.	Cross River	290
30.	Akwa Ibom	300
31.	Abia	310
32.	Imo	320
33.	Rivers	330
34.	Bayelsa	340
35.	Delta	350
36.	Lagos	360
37.	Ogun	370

Source: NPC, 2004

With the acquisition of the boundary grid co-ordinates by the NPC on commission for each LGA and state in the country, a master grid will be produced for each LGA for delineation. Also, with the 250-500 population threshold estimate, the use of 1991 EAs' population distribution in the LGA across the country as guides, the new EAs plotted to scale on the field and in addition to plotting on gridded sheets which would also be aligned later to the National Grid System (NGS) (this to be done in the office of the NPC), it is expected that a team per state will be taking the graticular and metric UTM co-ordinate reading grid points in the EAs that are demarcated with the Global Position System (GPS). It is also expected that GPS readings will be taken in every locality (small or big) at major locations like; schools, health centres, post offices mosques, churches, local government secretariats, shopping complexes, plazas, major road junctions, etc., by the GPS readers to complement other field work done by demarcators and supervisors respectively.

It is pertinent to mention here that demarcators used graded sheets that have four levels of squares. The first level contains about 1mm by 1mm square representing 1:500 for fully built-up areas and 1:250,000 for less built-up areas. The second level of grid squares contains 1cm by 1cm, the third, 2 cm by 2 cm, while the final level is 4 cm by 4 cm. Thus, at the lowest level in the grid, the demarcator is given a 5-meter resolution to plot in the dense built-up areas. At the same time, such direction of plotting is also given Simplicity, by using grid squares that are well aligned so that no EA is bled, that is, there should be no overlapping or lost of plotting area. The demarcator has a choice out of the eight first cardinal directions to go at each corner of the lowest level grid square, such as; North, South, East, and West, and from North- East, South-East, South-West and North-West (See Fig.1).

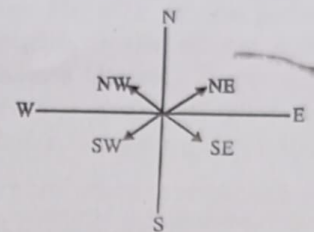


Fig.1: Cardinal Directions

Source: Federal Republic of Nigeria (2004)

Description of an Enumeration Area (EA) and Supervisory Area (SA) used for the 2006 Census

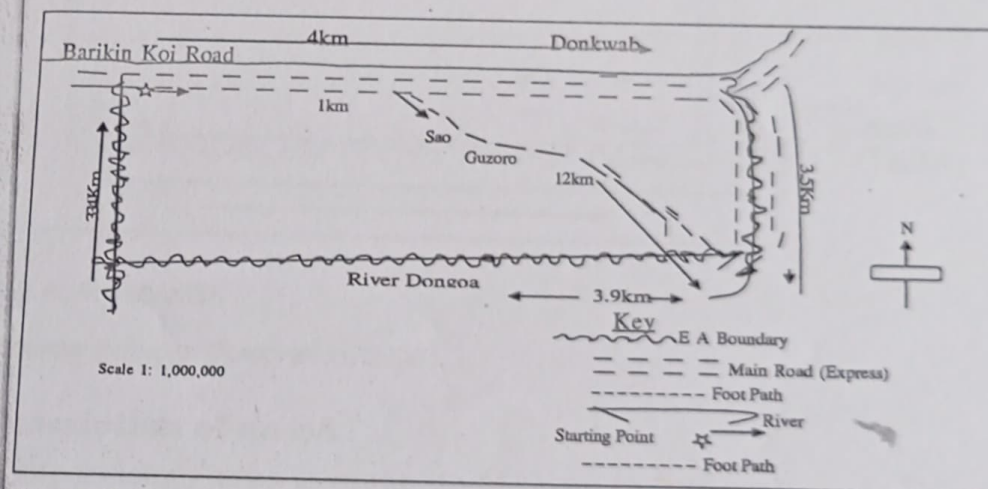


Fig. 2: Multi-Locality EA (Rural)

Source: Adapted by Author from NPC (2004)

Fig. 2 is made up of Sao and Guzoro localities that are almost surrounded by stream/river. Starting from the junction of Barkin Koi-Donkwa main path and a stream, walk along the main path in the North eastern direction for about 4km to the junction with another main path. Turn right facing south, walk along the path for about 3.5km till you get to River Donggo. Turn right, walk along the bank of the river for about 3.8 km to its meeting point with another unnamed stream.

Turn right again, walk along the stream till you get to the starting point. (All descriptions here are tenable to Census 2005/6 demarcation exercise).

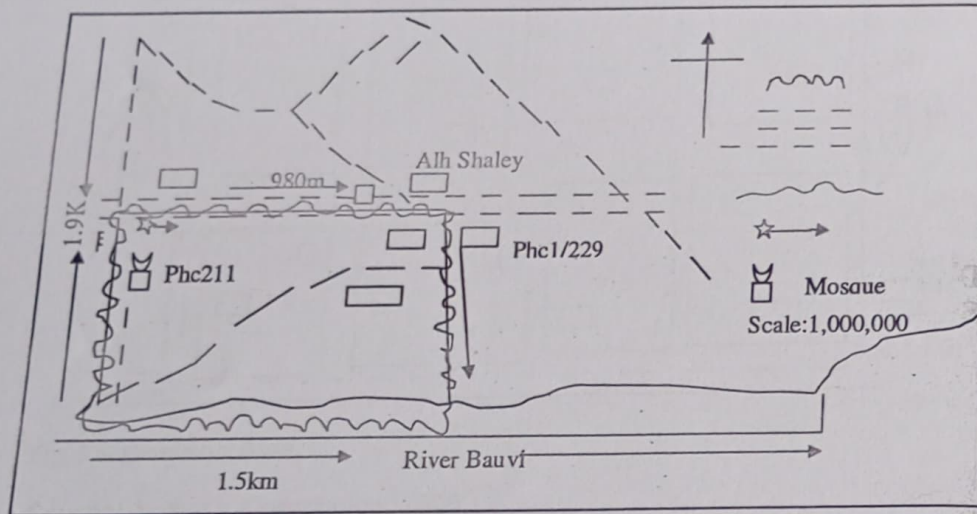


Fig. 3: A Single EA in a Rural Setting

Source: Author's Design, 2006

Description of a Single EA (Rural)

Fig. 3 (above) on the other hand, gives a description of a single EA in the rural area. Starting from the junction of a main path between Alhaji Issa House and House No.Phc2211, walk along the main path for about 980 metres, turn right along the footpath between House No.Phc1/15 and House No.Phc1/22900, and walk for about 2.1 km passing through the White House until you get to River Bauuyi. Turn right, walk along the bank of the river for another 1.5 km to a footpath. Turn right, again walk along the footpath northwards for about 1.9 km till you get to the starting point.

Description of an Urban EA

Fig. 4 gives the description of an urban EA that starts from the junction of Laro road and Cow Road, walk along Cow Road to

House number Hc 901 at the junction of Ajayi Street and Cow road. Turn right, walk along Ajayi Street till you get to the junction of Asere Street. Turn right, walk along Asere Street till you get to its junction with Laro Road. Turn right, walk along Laro Road till you get to the starting point.

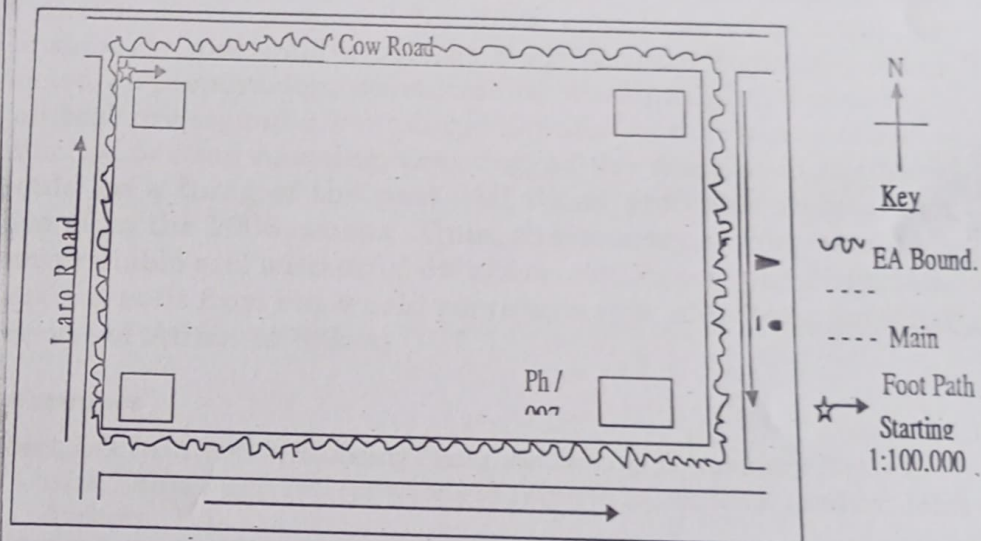


Fig. 4: An Urban EA

Source: Author's Compilation, 2006

Description of an SA

A supervisorly area is made up of three to five contiguous EAs. On very rare occasions, the S.A could be made up of six EAs. The S.A below is made up of the following EAs namely. Alhaji Taiye; 0180, Allied Bank Ltd 0182, ECWA Church: 0184, Aserere mosque; 0186, and Iyeru Okin House; 0188. The S.A is bounded in the North by Ibadan Expressway and offa road, in the East by LGA boundary and open area; in the South by forests and LGA boundary. It is bounded in the West by chains of mountains and respectively. All numbering of EAs for SAs is done in snake-walk movement and clockwise directions.

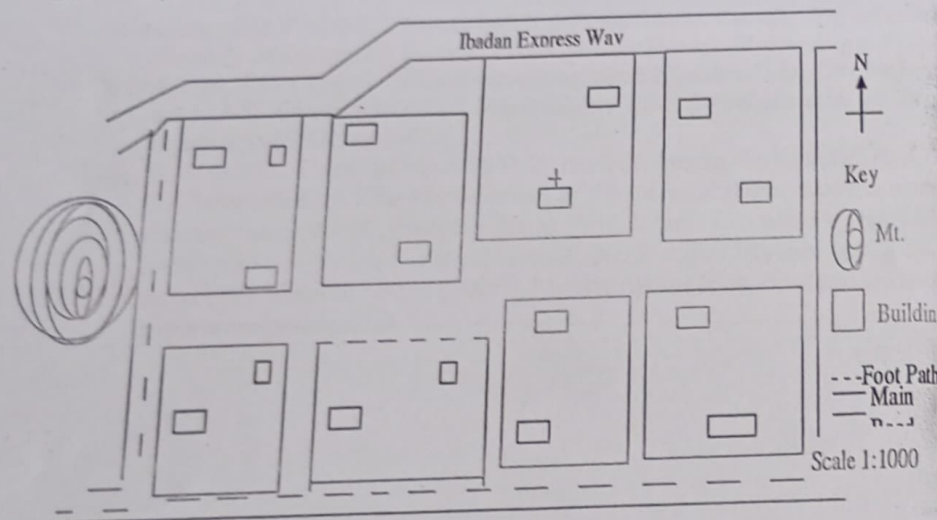


Fig.5 Supervisory Area

Source: Author's Compilation, 2006

Conclusion

This chapter has demonstrated the monumental and improved approach to national Enumeration Area Demarcation (EAD) for censuses in Nigeria. If we recall, the second indigenous census in 1973 was well planned with series of cartographical and topographical maps for demarcation; but it was later cancelled because it lacked credibility; was full of controversy and discrepancies that made the figures unreliable. But census '2006' possessed some improved elements of delineation that cut across the country's landscape, and as such would facilitate the production of a successful head count. Some countries like Ghana, Eritrea, America and a host of others across the globe have put into practice, the delineation of structures and landscapes before real censuses were conducted.

In Nigeria, recently, the basic concept and guide rules were explicitly elaborated and put to practice. This, no doubt, paved the way for the 2006 census. The lapses that derailed the previous censuses or made them suspicious were not to resurface

again since all former anomalies had been taken care of. For any country, like Nigeria, to be effective in planning for her citizens, accurate census necessary to take care of poverty, lack of jobs, deprivation, poor accommodation, inequality, corruption, fraud, criminality, political turmoil, poor standard of education and other problems should be provided. It is in this regard, that if new methods proposed for 2006 census are put into use continuously, previous problems such as: poor logistics, short period of preparation, recruitment of unqualified personnel, political propaganda, boundary disputes and cultural affinity attached to head counting, that dogged the exercise in the past, would be a thing of the past. All these problems were taken care of in the 2006 census. Thus, the country would witness a more reliable and successful database, which not only Nigerians would benefit from but would serve as a new milestone for other regions of Africa to follow.

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