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Part of the report
devoted to

KENYA

Report on The Study Tour Of Census Operations to:

Kenya : 2-6 June 1990

Egypt : 6-12 June 1990

Botswana: 13-17 June 1990

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Contents	Page
(i) Table of Contents	1
1. Introduction	2
2. Kenya Country Report	3 - 9
3. Egypt Country Report	10 - 14
4. Botswana Country Report	15 - 17
5. Observations and Recommendations	18 - 19
Appendix 1: Census Office Structure- Kenya	20
Appendix 2: Geo-code System of Kenya	20
Appendix 3: Census Office Structure- Egypt	21
Appendix 4: Census Office Structure- Botswana	22
Appendix 5: List of some of the people met	23

1. Introduction

Preparations for the 1992 census are underway. A decision was made to have a study tour of census operations undertaken in countries which have recently conducted a census or are at an advanced stage of preparing for a census. It was felt that the 1992 census planners would benefit by participating in such a tour as the experiences would be useful in the planning and management of the census operations.

The four officers, therefore, visited Kenya, Egypt and Botswana during the period 2-17 June 1990. The terms of reference for the Study Tour of Census Operations were to cover all aspects of census operations and were to include the following:

- census office organization and management
- initial census activities
- cartography
- field organization
- data processing including the use of micro-computer technology
- analysis and dissemination

The remainder of this report will outline the findings in each of the countries visited and a section on observations and recommendations.

The participants would like to express their gratitude to:

- SIDA/Statistics Sweden for sponsoring and organizing the study tours; and
- Officers from the three Statistical Offices who were very instrumental in making the study tour such a success.

2. Kenya Country report

2.1 Introduction

An introductory meeting was held with Dr. John Kekovole on the organization of the Census Office, the 1989 census preparations, conduct and data processing and the general problems encountered before the relevant sections were visited. The project document for the census was submitted in 1985 and was formally accepted by donors in 1986. Planning for the census started in 1987.

2.2 The organization

The Census Office falls under the Central Bureau of Statistics (CBS) and has the responsibility to conduct the census. It is headed by the Census Manager and has a core of eight people with backgrounds in demography, geography, economics etc. The staff are expected to work as a team and to stand by any decisions made. The legal policies of the census are to be well stated and exhaustive so as to be protected in case problems arise.

There was a National Census Officer (NCO) who is a senior administrator with the rank of a cabinet minister in the President's Office and was the link between the CBS and the Cabinet and to whom the census manager had direct access. The NCO chairs a parliamentary committee on the census. The institutional frame for the census operations organization of the Census Office is illustrated in appendix 1:

The Census Office is decentralized down to district level with 41 District Census Offices (DCOs) and the District Commissioner (DC) acted as the District Census Officer in charge of the whole district. The District Census Officer is expected to perform the following tasks for which they are given an honorarium:

- to provide security during the census operations
- to recruit and deploy personnel i.e. supervisors and enumerators
- to arrange for training including identification of training facilities
- to control the finances for which they are accountable for in the district.
- to collect, issue and recover census documents and materials
- to prepare preliminary estimates and summaries.

The Director of the CBS is briefed regularly on the census operations.

Support for the census from Consultants was minimal and preference was for short-term than long-term. However, those who come did so through support of various agencies like ODA, USAID, CIDA, DANIDA and the UN. The Census Office worked more closely

with the local organizations, for example, the University.

2.3 Committees

Three Committees were set up and were found to be very useful. However, committees which become time wasting should be discontinued immediately.

The three committees were:

- The Technical Committee which looked at mapping and was composed of Government Departments, the University etc.
- The Analysis Committee was involved with the design of census documents ie the questionnaire, field and training manuals and publicity materials, as well as the analysis and presentation of results.

The analysis group should be developed at the beginning so that it is conversant with everything and can be used for report writing.

- The Steering Committee which included some international agencies as its members was chaired by the Director of the CBS.

2.4 Cartography

Mapping was started in July 1987 and ended in April 1990. An inventory of maps from various sources including the Surveyor General's Office, Physical Planning and maps from the 1979 census was taken. All the maps were carefully filed in fire proof cabinets with a well organized system of recording any map material being taken from or returned to the cartographic room.

In 1986 a pilot mapping exercise was carried out to see the changes which had taken place since the last census in 1979 as well as the development of the geographic structure. The geo-code system consisted of 12 codes and is illustrated in Appendix 2.

Two districts were visited and they found out that they had to start mapping again.

A field mapping manual was prepared and covered both the objectives of the field mapping as well as the instructions.

Forty eight mappers, with Form 4 certificates or above, were trained for 12 weeks from which a team of five was assigned to a province. Mapping teams booked themselves in hotels and they received a per diem from the DC. Each team was provided with a vehicle.

The National Household Surveys Capability Programme did not help in the cartographic activities but 20 draughtspersons were seconded from the Surveyor General for 8 months. The drafting is centralized.

The field mapping teams utilized the local knowledge of the people with chiefs/assistant chiefs in sub-locations estimating the number of households in each village as well as describing the actual boundaries. An EA consisted of 100 households and it took about 3 days to complete mapping. Enumeration was estimated to last for five days.

In urban areas, where structure listing was resorted to, it was difficult to delineate an EA so they had EAs with 600 households but indicated that it covered 6 EAs.

For national parks units like hotels and other settlements were marked.

Structure listing was adopted for slum areas where there are a very high number of households.

Water-points were plotted on the maps in the case of nomads and these were the places where they would look for them during the census and since the mapping exercise for these areas was done in the same month as the census the nomads were likely to be at these water points during the census. An attempt was also made to use the clan system.

The Scales for the maps used were:

-In the urban areas a large scale of 1:10 000 and 1:2 500 was used whilst in rural areas 1:50 000 was used for the field and 1:10 000 was used for the EA maps. In arid areas a scale of 1:250 000 was used.

Some of the problems encountered during the field mapping included:

-conflicts between political/constituency and administrative boundaries.

-the time was too short and they felt they should have started cartographic work in 1985.

-new administrative areas continued to mushroom especially in the urban areas so they had to continue going back up to the last minute.

-staff turnover

2.5 The questionnaire

Two questionnaires were used, one on the population and household characteristics and the other one on disability. The latter, which was included at the last minute, was administered on a sample basis whilst the former was used for all households.

The questionnaire was almost completely self coded except for the question on occupation. Intensive training was, however, required. For the two digit person serial number only the second digit was entered on the questionnaire and for a household with 10 or more persons the first digit was to be entered in the field and this facilitated continuation should the household have more people than could be entered on one form.

A lot of questions were tried in the pilot census and they were dropped because the questionnaire was too long. After the pilot census the questionnaire was trimmed to standard size.

Some concepts and definitions were:

- a household is defined as people living under the same roof and eating from the same pot. For polygamous marriages if the man was there then the wives were taken as belonging to one household. If the man was in town then they were separate households.

- an urban area was an area with a population of more than 2000.

- on housing, the main dwelling unit was considered and this referred to that structure where the household spent most of the nights.

The 10 year cut-off point was used for economic activity in order to assess the extent of child labour. Where employment is seasonal, another reference period may be included or the reference period can be prolonged eg to 3 months. However, in most instances the unemployment rate would tend to go down. In urban areas a reference period of one day could suffice.

Questions on transport and distance to water supply were not tried and the latter would cause problems when dealing with Nomadic populations.

2.6 Publicity

The National Census Officer was used for publicity and for consultation with DCs.

The Ministry of Information seconded officers to the Census Office to work as public relations/publicity officers for the census. They worked very closely with the census planners all the

time so that they became familiar with the whole system.

Radio, television, posters and vehicle stickers were used for advertising. In rural areas posters were used mainly and they performed a good job. In addition publicity was conducted through the development committees at provincial, district and ward levels and the DCs were heavily involved. The problematic areas are the urban areas which should ideally be enumerated in 1-2 days.

The mapping exercise was also used as a chance to publicize.

However, despite all these preparations for the census publicity, a problem was experienced of over emphasizing on the publicizing materials of only two days (24 and 25 August for the census night is 24/25 August) such that people misinterpreted this and therefore they questioned why the census was continuing after those two days. The duration of the enumeration should be made clear to the people before the census starts.

2.7 Pilot census

The pilot census was initially planned for August 1988 being the same month as the census. However, it was carried out in November 1988 and it covered a few areas in all districts.

The objectives were

- to check on the time spent on interviews. The interviewing time of one hour was too long so the questionnaire was reduced and in the actual census it took about 20 minutes to interview a household on the average.

- to assess the practicability of asking questions in the questionnaire like the quantity and quality of housing, economic activity, industry etc

The questions on housing which were on standards of all the dwelling units of each household proved not practical so they were reduced and the census became a Population Census instead of a Population and Housing Census. In addition those on economic activity and industry were dropped and instead confined to labour force and employment status.

- to check the administrative boundaries, identification of EAs by enumerators and other cartographic and mapping arrangements.

- to check whether the DCs were competent enough in the duties that were going to be assigned to them.

- to test the legal notice ie the legal basis of conducting the

census outlining what, who, when of the census as well as the confidentiality to be exercised on the data collected.

2.8 Training

There were four levels of training, and a worth-while investment as the quality of data collected depends on training, which were as follows:

- District Commissioners were trained for one day and it included briefing them on their responsibilities. It was basically training on the administration procedures, for example, the schedule of activities, financial control, a broad filling of the questionnaire with emphasis on some of the variables like age, and recruitment.

- Senior Supervisors who were senior civil servants and head teachers of secondary schools were trained in detail for two weeks on the questionnaire, mock field tests/interviews, training techniques, the manual for trainers etc. The civil servants normally take vacation leave and are paid well.

- Supervisors, who were mostly teachers, were trained for a period of ten days.

- Enumerators were trained for 7 days and were to work for seven days.

The contact from the head office was now with the DCs and the senior supervisor. Any problems and questions which arose during training were documented and solutions sought before the next level of training.

2.9 Data processing

Kenya is now doing data entry using microcomputers and the US Bureau of Census software packages. These are several packages called the Integrated Microcomputer Processing System (IMPS) and they think it is reliable and flexible. Other software being used for census operations and management include Dbase, excel, wordperfect, wordstar 5, lotus, chart, ventura, graphbox, pagemaker etc.

About one hundred and seventy data entry staff are required but at the moment only 100 were employed because the Government of Kenya cannot meet the cost. Data entry is on a two shift basis, each of 8 hours, and will be undertaken from two places ie Nairobi and in Thirika.

In addition there are three programmers, one assistant programmer, forty two coders including two supervisors, twenty-eight administrative clerks and one consultant working on the census.

An electronics engineer who is paid through the project and is based in Kenya maintains the computers on a part time basis.

The equipment consists of 110 microcomputers of which 75 are IBM ATs 20 MB, 30 being 286 ATs and the remaining 5 being 386 60 MB ATs. A 10 percent excess of computers is available. There is also access to the main frame for the detailed tabulations.

It was still immature to talk about major problems in computing yet but two microcomputers broke down and had to be replaced. The Census Office promised to notify us on problems if any arose in data processing. Protection against the computer virus was by having anti-virus software as well as acquiring 3 1/2 disk drives.

2.10 Publication of Results

For the preliminary results data was brought to head office under a confidential figure until it was cleared by the Minister. If figures were too high or too low they were questioned.

When the growth rate figure is made public it is to be made clear that it will change after it has been adjusted for mortality, fertility and migration.

2.11 Other logistics

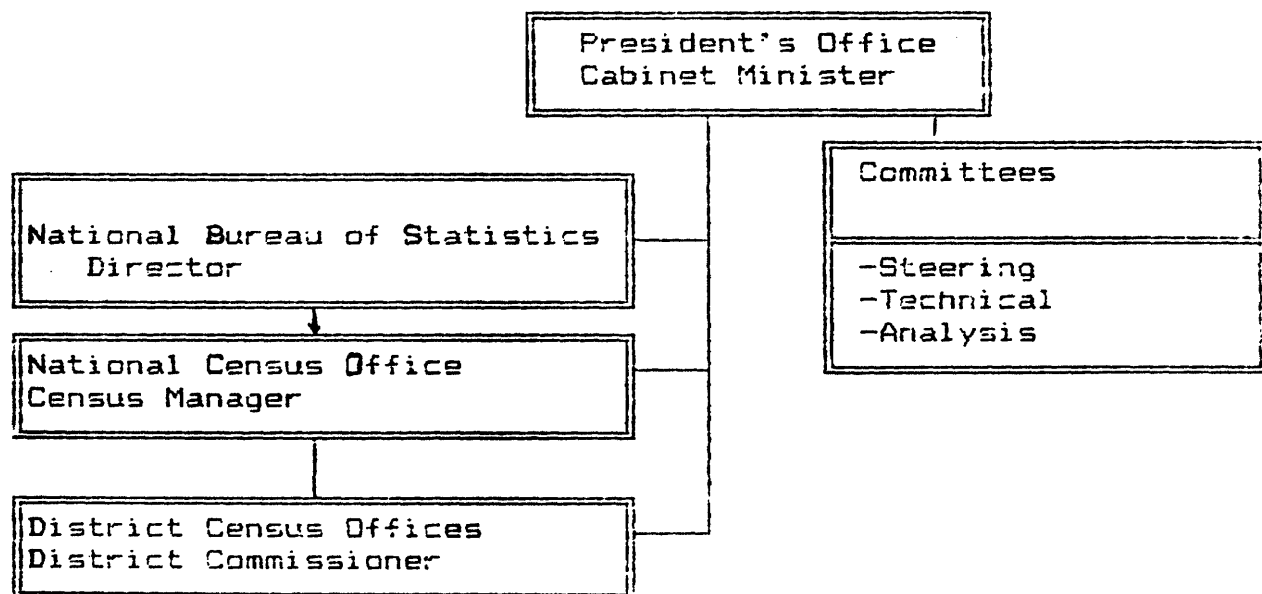
The flow of questionnaires, manuals etc should be decided early enough. It should be noted where the materials are going to avoid shortages in some areas.

The materials should be sent to the districts about a month before the census enumeration start.

About 20 percent excess of materials should be available as reserve.

It is important to stick to the time schedule if not find out why.

Appendix 1: Census Office Structure- Kenya



Appendix 2: Geo-code System of Kenya

Geocode level	Number of digits
1. Province	1
2. District	2
3. Division	2
4. Location	2
5. Sub-location	2
6. EA	3
7. Urban/Rural Classification	1

Appendix 5: List of some of the people met

a) Kenya

- Dr Kekovole
- Mr. Allan Findlay
- Mrs. E.A. Odhiambo

b) Egypt

- Dr Saleh
- Mr Mahammed Shaurky Hassan (General Director: Population
(Census
- Mr Sidique
- Mr Horab

c) Botswana

- Mr Guest Charumbira
- Mr Chris Molomo
- Mr Buthali