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TWELFTH PARLIAMENT-THIRD SESSION

REPORT OF A DELEGATION OF THE CONSTITUTIONAL  
IMPLEMENTATION OVERSIGHT COMMITTEE ON A  
BENCHMARKING VISIT TO MALAWI ON IMPLEMENTATION OF A  
PAPERLESS CENSUS FROM 24<sup>TH</sup> TO 30<sup>TH</sup> MARCH, 2019

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AUGUST, 2019

## TABLE OF CONTENTS

FOREWORD.....	4
CHAPTER ONE .....	9
1.1 PREFACE.....	9
1.1.1 Establishment and Mandate.....	9
1.1.2 Committee Membership.....	10
CHAPTER 2 .....	11
2.1 INTRODUCTION.....	11
2.1.1 Background .....	11
2.1.2 Objectives of the benchmarking visit.....	12
CHAPTER 3.....	13
3.1 HIGHLIGHTS OF THE VISIT TO MALAWI.....	13
3.1.1 MEETING WITH THE COMMISSIONER OF STATISTICS.....	13
3.1.2 Brief about the National Statistics Office (NSO) of Malawi .....	13
3.1.3 Conduct of the 2018 Census.....	133
3.1.4 Challenges that affected the Census.....	134
3.1.5 Key steps of the Malawi Census undertaking .....	135
3.1.6 Census Publicity and Communication .....	13
3.1.7 Challenges to publicity .....	13
3.1.8 Lessons learnt from the publicity .....	138
3.1.9 Recruitment of staff.....	13
3.1.10 The 2018 Malawi Census Staffing structure .....	20
3.1.11 The Malawi Census Operational Structure.....	22
3.1.12 Challenges associated with recruitment.....	22
3.1.13 GIS/Cartographic Mapping and EA Demarchation .....	13
3.1.14 Maps for Urban and Rural areas .....	23
3.1.15 Zoning the country for census purposes .....	23

3.1.16	Malawi Census and its success.....	24
3.1.17	2018 Census Enumeration.....	25
3.1.18	Data Management.....	26
3.1.19	Data Transmission .....	27
3.1.20	Server Security .....	27
3.1.21	Monitoring by Field Supervisors .....	27
3.2	MEETING WITH THE MINISTER FOR FINANCE AND THE PARLIAMENTARY POPULATION AND DEVELOPMENT CAUCUS.....	29
3.2.1	Meeting with the Minister for Finance and Economic Planning.....	28
3.2.2	Meeting with the Parliamentary Caucus on Population and Development ....	29
3.2.3	Meeting with the UNFPA.....	30
3.3	Budget for the Malawi Population and Housing Census.....	31
<b>CHAPTER 4.....</b>		<b>33</b>
4.1	LESSONS LEARNT .....	33
4.2	WAY FORWARD/RECOMMENDATIONS.....	355

## FOREWORD

The Constitutional Implementation Oversight Committee (CIOC) is a Select Committee of the National Assembly established under section 4 of the Sixth Schedule to the Constitution of Kenya, 2010 and is mandated with overseeing the implementation of the Constitution and considering impediments, if any to the process of constitutional implementation.

In the exercise of its functions, the Committee met and held discussions with the Kenya National Bureau of Statistics (KNBS) regarding its readiness to conduct the 2019 Human and Population census, which exercise is central to implementation of article 89 of the Constitution of Kenya on review of boundaries of constituencies and wards by the Independent Electoral and Boundaries Commission (IEBC).

Article 89 (2) of the Constitution provides as follows:

*89(2) The Independent Electoral and Boundaries Commission shall review the names and boundaries of constituencies at intervals of not less than eight years, and not more than twelve years, but any review shall be completed at least twelve months before a general election of Members of Parliament.*

*89(3) The Commission shall review the number, names and boundaries of wards periodically.*

*89(4) If a general election is to be held within twelve months after the completion of a review by the Commission, the new boundaries shall not take effect for purposes of that election.*

*89(5) The boundaries of each constituency shall be such that the number of inhabitants in the constituency is, as nearly as possible, equal to the population quota, but the number of inhabitants of a constituency may be greater or lesser than the population quota in the manner specified in clause (6) to take account of –*

- (a) Geographical features and urban centres;*
- (b) Community of interest, historical, economic and cultural ties; and*
- (c) Means of communication*

*89(6) The number of inhabitants of a constituency or ward may be greater or lesser than the population quota by a margin of not more than-*

*(a) Forty per cent for cities and sparsely populated areas; and*

*(b) Thirty per cent for the other areas.*

The above provisions of the Constitution underpin the importance of the census in the review of boundaries of constituencies and wards. The population distribution of persons is also essential in resources sharing in Kenya with the revenue sharing formulae prepared by the Commission on Revenue Allocation and the Constituency Development Fund allocation placing an emphasis on the population of a county and constituency respectively.

The Committee in its interactions with the KNBS emphasized the need for the bureau to conduct a credible census that would be accurate and verifiable and which would give a true reflection of the population distribution in Kenya and which would further be accepted by Kenyans unlike the Kenya Human and Population Census that was conducted in 2009 whose results were challenged in court.

The KNBS in its response explained that it had began preparations for conducting the 2019 KHP Census and that the exercise would be conducted in August 2019. The Director General confirmed that the exercise would be paperless as it would involve use of tablets and other digital accessories to collect and transmit data. The KNBS explained that they had resolved on this means because of an agreement by UN Member countries based on various reasons among them that the paperless census would be more efficient and effective and would lead to conclusion of the exercise and submission of the reports within a shorter period of time. The KNBS explained that Malawi was the most recent country in Africa to undertake a paperless census successfully and that they had planned for a benchmarking tour to Malawi from March 2019 to go and understand how the country had undertaken the exercise and share best practices with the Malawi Bureau of Statistics. The KNBS extended an invitation to the National Assembly Constitutional Implementation Oversight Committee (CIOC) and the Departmental Committee on Finance and National Planning to accompany the KNBS on the benchmarking visit so as to

also understand the role Parliament could play in supporting and overseeing the agency to conduct a successful census.

The following Members of the Committee and accompanying staff joined the delegation from KNBS and Departmental Committee on Finance and National Planning in the visit to Malawi from 24<sup>th</sup> to 30<sup>th</sup> March, 2019:

1. Hon. Japheth Mutai, M.P.; – Bureti Constituency and *Leader of the delegation*
2. Hon. Peris Tobiko, M.P.; - Kajiado East Constituency
3. Hon. Daniel Rono, M.P.; – Keiyo South Constituency
4. Hon. Halima Mucheke, M.P. - Nominated
5. Mr. Edward Libendi – *Senior Legal Counsel & Clerk of the Committee-Secretary*

The delegation from the Departmental Committee on Finance and National Planning was composed of the following:

1. Hon. Shakeel Shabbir , M.P. – Kisumu Town East Constituency and *Leader of delegation*
2. Hon. Joshua Kandie, M.P.; - Baringo Central Constituency
3. Hon. Edith Nyenze, M.P.; - Kitui West Constituency
4. Hon. Francis K. Kimani, M.P.; Molo Constituency and
5. Ms. Leah Wanjiru, M.P. – *Senior Clerk Assistant and secretary of delegation.*

The delegation from the Kenya National Bureau of Statistics was composed of the following:

1. Mr. Peter Kiguta- Chairman, Board of Directors
2. Dr. Richard O. Okoth – Board Member
3. Mr. Zachary Mwangi – Director General
4. Mr. McDonald Obudho – Director of Population
5. Mr. Peter Nyongesa- Principal Economist

The joint delegation arrived in Malawi on 23<sup>rd</sup> March, 2019 and undertook its duties until 30<sup>th</sup> March, 2019 when it departed for Nairobi. In its engagements with the National Statistics Office

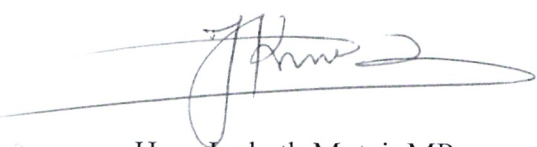
of Malawi and other agencies that worked hand in hand to make the Malawi Human and Population Census a success including Parliamentary Caucus on Population and Development, UNFPA and the Minister for Finance, the delegation took home the following key lessons that would help in ensuring a successful Kenya Human and Population Census in August, 2019:

- That conducting a credible census was a very rigorous task that requires commitment, proper planning by the key agency tasked with conducting the exercise, proper public participation, continuous stakeholder engagement and education of the citizenry on the need to participate in the census;
- That the agency tasked with the census should be allocated enough funds for undertaking the exercise and the said funds should be released early to allow for early planning and procurement of the necessary equipment considering the bureaucratic government processes and to provide enough time to install software and test the equipment;
- That Parliament had a critical role to play to ensure a successful census by supporting the Kenya National Bureau of Statistics by allocating enough funds to it, engaging and mobilizing the citizens to participate in the census and to be truthful in the exercise and not to politicize the exercise hence leading to unnecessary suspicions;
- The recruitment of census staff should be done on time, in a transparent manner and water tight engagement contracts entered into between the KNBS and the census staff so as to avoid disruptions by the census staff during the census;
- That the KNBS should release the preliminary census report within a reasonably short period of time and if possible less than the three months taken by its counterpart in Malawi and disseminate the census results to all concerned stakeholders including Members of Parliament;
- The KNBS should in addition to the human population report, provide analytical reports e.g. on age groups, skills available, village and constituency census reports and share these reports with relevant stakeholders including the political class;

- The KNBS should ensure the equipment to be used in the census is properly secured and installation of software is done in a secure environment without interference. Data collection, transmission and storage should be done in a transparent manner that is above board to ensure credibility.

The delegation registers its profound appreciation to the Office of the Speaker and the Clerk of the National Assembly for facilitating the study visit and ensuring the Committee continues to fulfill its mandate.

On behalf of the delegation and the Constitutional Implementation Oversight Committee and pursuant to provisions of Standing Order 199 (6) It is now my pleasant duty and privilege, to table this Report in the House for adoption.



Hon. Japheth Mutai, MP  
**LEADER OF THE DELEGATION**

# CHAPTER 1

## 1.1 PREFACE

### 1.1.1 Establishment and Mandate

1. The Constitutional Implementation Oversight Committee (CIOC) is a National Assembly Select Committee constituted under Section 4 of the Sixth Schedule to the Constitution of Kenya, 2010. The Committee is responsible for overseeing the implementation of the Constitution and among other things-
  - i. Shall receive regular reports from the Commission on the Implementation of the Constitution on the implementation of the Constitution of Kenya, 2010 including reports concerning: -
    - (a) the preparation of the legislation required by the Constitution and any challenges in that regard;
    - (b) the process of establishing the new commissions;
    - (c) The process of establishing the infrastructure necessary for the proper operation of each county including progress on locating offices and assemblies and establishment and transfers of staff.
    - (d) The devolution of powers and functions to the counties under the legislation contemplated in section 15 of the sixth Schedule;
    - (e) Any impediments to the process of implementing this Constitution.
  - ii. Coordinate with the Attorney-General, the Commission on the Implementation of the Constitution and relevant parliamentary committees to ensure the timely introduction and passage of the legislation required by the Constitution; and
  - iii. Take appropriate action on the reports including addressing any problems in the implementation of the Constitution.

### 1.1.2 Committee Membership

2. The Committee consists of the following Honourable Members:

NO.	NAME	CONSTITUENCY	PARTY
1.	Hon. Jeremiah Kioni, M.P. – Chairman	Ndaragua	Jubilee
2.	Hon. Fred Kapondi, M.P – Vice Chairperson	Mt. Elgon	Jubilee
3.	Hon. (Dr.) Naomi Shaban, M.P.	Taveta	Jubilee
4.	Hon. Wafula Wamunyinyi, M.P.	Kanduyi	Jubilee
5.	Hon. T. J. Kajwang, M.P.	Ruaraka	ODM
6.	Hon. Ken Okoth, M.P.	Kibra	ODM
7.	Hon. Ayub Savula, M.P.	Lugari	ANC
8.	Hon. Raphael B. S. Wanjala, M.P	Budalangi	ODM
9.	Hon. Charles Gimose, M.P.	Hamisi	FORD Kenya
10.	Hon. Peris Tobiko, M.P.	Kajiado East	Jubilee
11.	Hon. Sarah P. Korere, M.P.	Laikipia North	Jubilee
12.	Hon. Abdi Shurie, M.P.	Balambala	Jubilee
13.	Hon. Fabian K. Muli, M.P.	Kangundo	Muungano
14.	Hon. (Col.) Geoffrey King'angi, M.P.	Mbeere South	Jubilee
15.	Hon. Gideon Koske, M.P.	Chepalungu	CCM
16.	Hon. Halima Mucheke, M.P.	Nominated	Jubilee
17.	Hon. Jane Njiru, M.P.	Embu County	Jubilee
18.	Hon. Joshua Chepyegon, M.P.	Baringo Central	Jubilee
19.	Hon. Japheth Mutai, M.P.	Bureti	Jubilee
20.	Hon. Simon Ng'ang'a King'ara, M.P.	Ruiru	Jubilee
21.	Hon. Daniel Rono, M.P.	Keiyo South	Jubilee
22.	Hon. Anthony Aluoch, M.P.	Mathare	Jubilee
23.	Hon. Christine Ombaka, M.P.	Siaya County	ODM

## CHAPTER 2

### 2.1 INTRODUCTION

#### 2.1.1 Background

3. The Government of Kenya through the Kenya National Bureau of Statistics (KNBS) is scheduled to conduct the Kenya Housing and Population Census in August, 2019. Section 4 of the Kenya Statistics Act, 2006 mandates the KNBS to conduct the Population and Housing Census every ten years. The last such census undertaken by the KNBS was done in the year 2009 but the results of the census were disputed by a section of Kenyans with some challenging the results in court.
4. The Bureau is now planning for a digital census which is scheduled tentatively for 24<sup>th</sup> and 25<sup>th</sup> August, 2019 as recommended by the United Nations Principles and recommendations for carrying out the 2020 round of censuses. This will be the first time that the country will be conducting a digital census. Coming from the 2017 general election where technology was deployed in voter identification, transmission of results and data storage among others, with the results and electoral process being challenged successfully raising doubt on credibility of the equipment, the servers and the data transmission, Kenyans are likely and have already expressed skepticism about use of technology in the 2019 Population and Housing Census. The skepticism has arisen because many mistakenly believe that the exercise will be conducted using biometrics.
5. To ensure a credible and successful census therefore requires that the census technical team be well prepared and ready for the exercise and benchmarking with countries that have successfully managed to conduct such a census was considered important. The Bureau having reviewed the countries that conducted a census in the recent past, therefore identified Malawi as the latest country in Africa to have successfully undertaken a paperless census and organized a benchmarking visit with the National Statistics Office of Malawi in order to share experiences with the Malawi body and understand how they conducted their census.

### 2.1.2 Objectives of the benchmarking visit

6. The objectives of the benchmarking exercise were as follows:
  - i. To understand from Malawi the preparations they made in readiness for the census including the various milestones or Key Performance Indices to gauge level of preparedness at each point;
  - ii. To learn from Malawi how they had collected, transmitted and managed data during the census and especially in areas with little or no internet coverage;
  - iii. To understand the systems the Malawi National Statistics Office (NSO) had put in place to ensure security of the data collected including security of the servers;
  - iv. To learn from Malawi how the NSO had managed the gadgets (tablets) used for data collection including measures to prevent their loss or being tampered with;
  - v. To learn how the Recruitment process of the staff utilized in the census was carried out and management of the staff to deliver a credible census;
  - vi. To understand how the data collected was processed and analyzed and the types of reports generated;
  - vii. To understand how dissemination of the information/reports of the census was carried out.
  - viii. To understand how the NSO undertook publicity exercise to enlighten the citizens to turn up and participate in the census; and
  - ix. To learn how the NSO involved the various stakeholders in the census exercise and the role played by each section of the society including Members of Parliament.
7. The lessons learnt from the benchmarking visit would help the KNBS to improve areas where they saw gaps in the Malawi process and give the national assembly a synopsis of how a digital census would be conducted and the benefits of utilizing technology in undertaking the census.
8. It would also enable the national assembly to understand how best to support the KNBS in achieving a successful census exercise.

## CHAPTER 3

### 3.1 HIGHLIGHTS OF THE VISIT TO MALAWI

#### 3.1.1 MEETING WITH THE COMMISSIONER OF STATISTICS

9. On the first day of the visit, the delegation met with the Commissioner of Statistics at the head office of the NSO in Mzuzu region. The Commissioner, Mrs. Mercy Kanyuka welcomed the delegation to Malawi and took them through the program that the NSO had prepared to allow the delegation interact with all the aspects of the housing and population census. She then briefly explained to the delegation about the NSO, its establishment, roles and operations as follows:

#### 3.1.2 Brief about the National Statistics Office (NSO) of Malawi

10. She explained that the NSO of Malawi is an office falling under the Ministry of Finance consisting of the following four technical departments:
  - i. Demography and Social Statistics;
  - ii. Economic Statistics Division;
  - iii. Agriculture Statistics Division; and
  - iv. Technical Services, Publications and ICT Division
11. The country is further divided into 3 Regions of Blantyre (Southern), Lilongwe (Central) and Mzuzu (Northern) with each region being served by a Statistical Office. The NSO employs statisticians whom they second to all Ministries of Government and departments in the country for purposes of coordinating the generation and collection of data. That the NSO other than conducting the Human and Population Census, also collects and analyzes statistics on prices of goods and compiles national accounts of Malawi which is the main instrument for observing the economy as a whole, economic growth and the macroeconomic policy.

12. The National Statistics Office is required by law (the National Statistics Act, 2012) to conduct a census after every 10 years and has endeavored to do so with the censuses having been carried out in 2018, 2008, 1998, 1987, 1977 and 1966. From 1966 to 1998, census data collection was fully paper-based followed by manual data entry while in 2008 data collection was paper based but the paper questionnaires were later scanned. That in the 2018 census, the NSO decided to use a paperless system with tablets used to collect and transmit data. In preparation for the census, two years before the census date, they used Satellite imageries in mapping of the entire country and the mapping technology was supported by a firm called Regional Centre for Mapping of Resources for Development that is based in Nairobi, Kenya.

### 3.1.3 Conduct of the 2018 Census

13. She explained that the Malawi 2018 census was run under the theme of *“Be counted, leave no one behind”*. The census blue print was developed by the NSO and shared with the Cabinet for approval in which they proposed to utilize computer assisted devices (tablets) in conducting the census and not paper as in previous censuses. The budget requested by the NSO was USD 28 million but the same was eventually reduced by Cabinet to USD 20 million due to budget constraints. The NSO accepted the budget cuts and rationalized its activities to fit into the budget given that some enumeration areas were smaller than others and the period of time utilized there would be less than in the larger areas.

14. The census period was for 21 days from 3<sup>rd</sup> – 23<sup>rd</sup> September, 2018. It was however extended by 2 days to cover some rural hard to reach areas that had not been covered in the exercise. By December, three months after the actual census, the preliminary results had been prepared and were disseminated to various stakeholders. It was projected that the final results would be released by April 2019, that is, 6 months after the enumeration and that if it is realized, this would go on a record as the shortest time to release census results in the history of Malawi. That they expected to generate various thematic reports

(20 in number) within a year including population projections for the next 30 years, age brackets and educational qualifications among others. From the analysis, the NSO expected to generate Village Reports and constituency reports for the 193 constituencies.

15. She explained that a lot of resources were utilized for Publicity to sensitize the population to participate in the census and this was proved from the number of people that came out to be counted. Various stakeholders were involved in the publicity and awareness campaigns and universities and other institutions of learning were also involved. The United States of America (USA) Census Bureau played a critical role in offering technical support to the Malawi NSO to ensure a credible census was undertaken and that it had pledged to continue assisting them up to and including in dissemination.

#### **3.1.4 Challenges That Affected the Census**

16. She highlighted the challenges faced by the NSO in undertaking the census exercise as key among them, the two other important national exercises that were being undertaken by the Government namely the National Registration exercise for Identification Cards and the Voter Registration exercise. The two events above competed with the census for the scarce government resources and also affected the publicity due to the divided attention of the Government and burn out by the citizens who were required to participate in all the events.
17. The occurrence of the two national events were stated by the Kenyan delegation to be similar to the Kenyan scenario where the Government has had two national events in the census year (2019), some almost similar to a population and housing census namely the National Integrated Identity Management System (NIIMS) registration popularly referred to as the Huduma Number registration and the National Education Management Information System (NEMIS). Learning how Malawi NSO maneuvered around the two events would help the KNBS be able to navigate the two key national events and plan the census adequately.

18. The NSO planned the Human and Population Census in the following phases with each phase having various activities undertaken to ensure success of the census:

1. Pre-enumeration Phase
2. Enumeration Phase
3. Post Enumeration Phase

### **3.1.5 Key Steps of the Malawi Census Undertaking**

19. The activities undertaken by the NSO to ensure a successful census can be summarized as follows:

- i. The finalization of the census concept document that spelled out methodology, financing and administration;
- ii. Cartographic Mapping for delineation of the EAs that employed satellite imageries;
- iii. Development of the publicity strategy and its implementation
- iv. Undertaking the Pilot Census Enumeration, to pre-test the census instruments and logistics. Based on the findings of the Pilot census the preparations for main census enumeration were finalized that led to
- v. Undertaking of the Main Census Enumeration whose reference day was 2<sup>nd</sup> Sep 2018 that started on 3<sup>rd</sup> and lasted for 21 days. In some exceptional cases the enumeration was extended by two days to facilitate full coverage of the entire population.

The activities undertaken included:

### **3.1.6 Census Publicity and Communication**

20. During discussions with the Commissioner and the technical team of the NSO, it was established that the Malawi NSO invested a lot of resources in publicity and communication in order to reach a large majority of the population and urge them to

participate in the census. The United Nations Fund for Population and Development (UNFPA) in partnership with the NSO Malawi hired a Communications consultant/specialist five months before the census enumeration and charged him with leading in publicity and communication. The Consultant assisted the NSO to develop a comprehensive publicity and communication strategy that included development of a census logo and messages. The strategy which was officially launched in June 2018 by the Minister for Finance and Economic Planning, covered the period before, during and after the census.

21. The Strategy first targeted primary audience as men and women (main household respondents) while the secondary audiences were teachers, pupils, students, celebrities, Members of Parliament and Councilors. The communication strategy incorporated extensive literature review that established the various factors that affected Malawi Census. Some of the factors that were affecting censuses in Malawi were identified as follows:

- i. Lack of awareness about the census and what it entails and when it will be carried out;
- ii. Illiteracy among household respondents;
- iii. Myths and misconceptions by the populace e.g. belief that counting of people would cause a bad omen;
- iv. Limited understanding by community leaders of their role in mobilizing people;
- v. Hard to reach areas led to more time utilized in some enumeration areas;
- vi. Census politicization by the politicians some of whom believed that the data would be used in rigging elections and lack of understanding on use of the census data;
- vii. Overlap of census with other key national activities/events. The key activities that were being undertaken were national registration for Identification Cards (IDs) and National voter registration.

22. The NSO conducted over 300 community sensitization sessions. The publicity campaigns began 4 months before the census exercise. Many publicity materials with the census message were generated and printed. Various types of media were employed to pass the census message among them the mass media of newspapers, television and radio and social media platforms like facebook and twitter were used. The NSO also engaged and formed partnerships with various stakeholders to enhance ownership and acceptability among them:

- a) Media personalities: The NSO engaged and oriented producers, reporters, presenters and DJs about the census allowing them to be ambassadors;
- b) Third party endorsements:-The NSO produced and aired special TV census messages that featured celebrities like Miss Malawi;
- c) The NSO met representatives of political parties like the General Secretaries of all political parties and Members of Parliament to orient them on the census;
- d) The NSO also engaged a number of development partners namely UNFPA, UKAid, USAID, Norwegian Embassy, Peoples Republic of China, German Government and Standard Bank who supported the census and gave it visibility; and
- e) The NSO also engaged the President of Malawi, His Excellency Prof. Peter Mutharika by recording messages from the President endorsing and supporting the census and aired the messages in the media thus rallying members of the public to participate in the census.

23. Non-state actors were engaged in publicity at the devolved levels. Politicians urged the people to be counted to ensure no one was left out. Together with local leaders, the politicians were instrumental in convincing the people in hard-to-reach areas to be enumerated through positive publicity. The NSO strived to educate the people with facts that countered the fake news that was a lot during that period.

24. To ensure that the publicity and awareness campaigns reached all people and that the publicity materials were produced as ordered and circulated, there was continuous monitoring of the campaigns by the NSO and the non-state actors that supported the campaigns. This was done through joint field visits by the government officials and development partners who assessed the impact and visibility of the campaigns and gave a positive report of the communication strategy.

### **3.1.7 Challenges to publicity**

- a) Some people took the publicity materials from where they had been affixed in public places, framed them and put in their houses;
- b) There were limited number of materials especially the printed ones compared to the 19000 Enumeration areas;
- c) There were delays in printing due to delay in release of funds and bureaucratic procurement processes; and
- d) There were delays in payment of allowances for enumerators – this was occasioned by inconsistencies in national IDs, area of deployment and incorrect or no bank account details hence occasioning negative publicity.

### **3.1.8 Lessons Learnt from publicity**

- a) Early sensitization/orientation of community leaders and politicians is necessary to allow for early buy in by locals and mobilization;
- b) Use of community radios and religious institutions helped enhance awareness
- c) Engagement of Head of State and celebrities to speak about the census helped give the census prominence;
- d) Joint field visits with development partners to assess impact of publicity campaigns enhanced transparency and accountability; and

- e) The Malawi NSO was allowed to conduct the census professionally without undue influence from leaders and interested parties leading to acceptance of the results.

### 3.1.9 Recruitment of Staff

25. The Malawi NSO had various cadres of staff to be utilized in the census and who had different qualifications. The employees who participated included District Supervisors, Control Centre Supervisors, Field supervisors and Enumerators. Recruitment was done by a team from the NSO that was moving from one region to another in conjunction with the District Councils for each district which consisted of Members of Parliament, Councilors, Chiefs and elected leaders. Qualifications for each cadre of staff were however set by the NSO which guided the recruitment.

Basic requirements for qualification as enumerators were:

- O-level
- Good passes in mathematics and physics
- Residences of the local areas where they enumeration applied

26. The NSO had delineated the country into about 18,772 Enumeration areas (EAs) and recruited approximately 19,000 enumerators and 4,000 field supervisors. Enumerators were recruited from the local areas where they came from since they understood the particular area and in order to ensure acceptance by the local communities. For enumerator jobs, the NSO targeted those who did not have jobs since no special skill or experience was required but for the other levels, some specialized competencies and experience was needed. The recruiting bodies in each region posted adverts in various public places within a district indicating places and dates when interviews for the various candidates would be conducted.

27. A Control Centre Supervisor was charged with the responsibility of overseeing 40 Enumeration Areas, eight field supervisors with each field supervisor overseeing 5 enumerators. Enumerators were paid USD 160 for the period of their engagement by the NSO of 21 days. During training they were paid an allowance of USD 30 a day.

28. To ensure that the staff employed provided services without interruption, the NSO prepared binding contracts which it entered with the enumerators and other staff. Among the conditions for payment which was incorporated in the contract was that the enumerators return the tablets and any other equipment used in the exercise to the NSO before being paid. This is because the raw data was still in the tablets and this would be useful in case there was need for verification of the data or in case of a dispute that required consulting the primary data source.

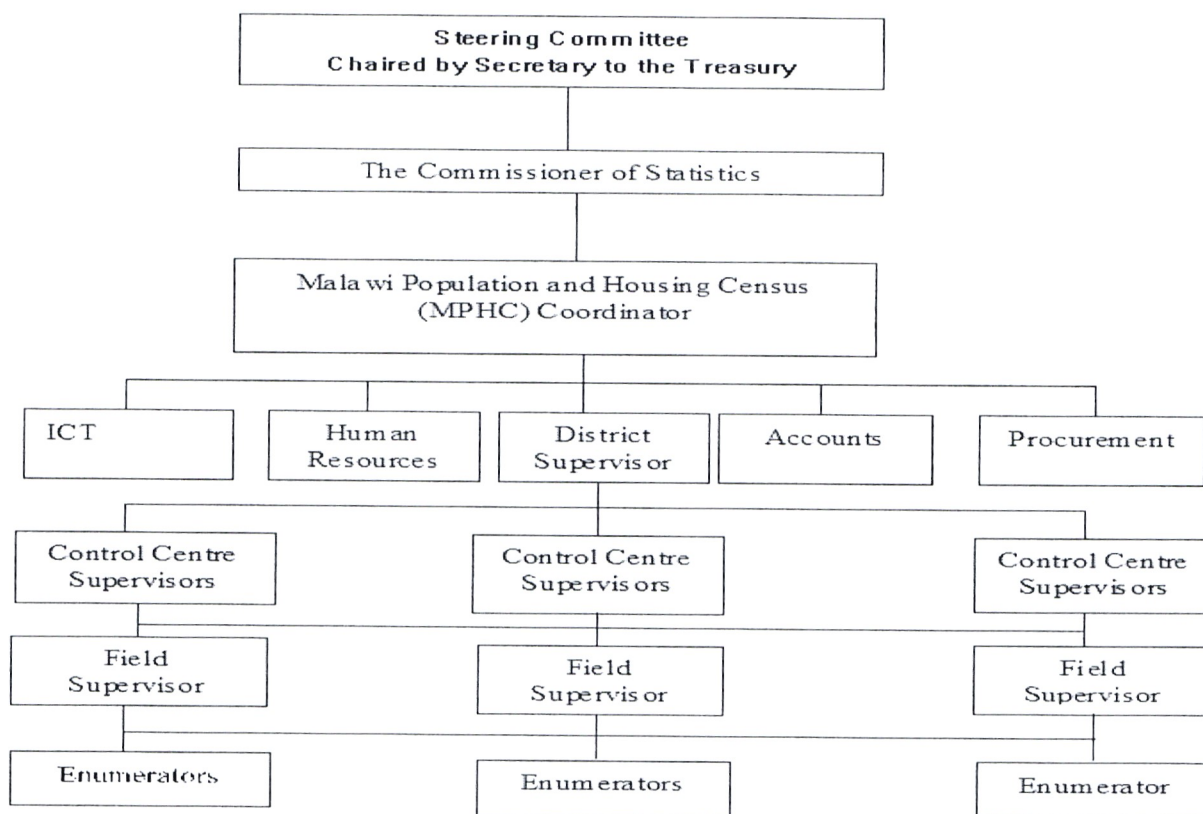
### **3.1.10 The 2018 Malawi Census Staffing structure**

29. The staff listed below were deployed to census activities fully and they were accorded the necessary support by the NSO to make sure that the exercise was a success:

- a) The Commissioner of Statistics
- b) Deputy Commissioner of Statistics
- c) Assistant Commissioner of Statistics
- d) Principal Demographer – Data management
- e) Senior Statistician – Development of CAPI
- f) Statistician – GIS
- g) Statistician – Logistics
- h) Statistician - Data management and CAPI

### 3.1.11 The Malawi Census Operational Structure

30. The chart below shows the Malawi Census operational structure of 2018 which is in 7 tiers with Steering Committee at the top and the Enumerator at the tail end.



### 3.1.12 Challenges associated with Recruitment

- i. Some staff who had been recruited resigned or failed to report to work forcing the NSO to undertake new recruitment despite the tight timelines;
- ii. Payment through banks led to delays in payment of some officers as some did not have bank accounts while the bank details some gave were wrong or the bank details keyed in by the NSO were erroneous.
- iii. Interference with recruitment by local political leaders some of whom challenged the recruitment criteria of enumerators;

- iv. Go-slow by the enumerators who were demanding increase in their wages which slightly interfered with the census exercise.

### **3.1.13 GIS/Cartographic Mapping and Enumeration Area Demarcation**

31. The NSO through its Survey department undertook a comprehensive administrative boundary harmonization before delineating the Enumeration Areas (EAs). As early as the year 2015, the NSO developed a Census mapping strategy, the goal being to capture the whole country in the maps. The principle guiding the delineation of an enumeration area was that under no circumstance should there be an EA cutting across any existing ward boundary. The plan was to have between 200 and 300 households (HHs) per Enumeration Area. High resolution satellite imageries which supplied by Digital Globe were used for mapping of the EAs. The following resources were used during mapping:

- a. Geographical Information System (GIS) software
- b. Stand-alone licenses
- c. Network licenses
- d. Very powerful computers
- e. Large format printers - 2 pcs
- f. GIS Server (1)
- g. 18 GIS technicians

32. A GIS expert was engaged for a long period of time and the US Census Bureau assisted with technical expertise during the entire period.

### **3.1.14 Maps for urban and rural areas**

33. While undertaking the mapping the United Nations (UN) definition of “urban” to mean a human settlement with high population density was used. However, discretion was used in some instances to determine the urban areas. As a result, less than 20 urban areas were established in Malawi. It was a requirement that satellite images for urban areas be more

recent due to migratory trends in urban areas. However rural satellite imageries could be as old as 2 years. Unlike Kenya however, there are not many tall buildings in Malawi and the few that are there are not used for dwelling but for offices.

### 3.1.15 Zoning of the Country for Census purposes

34. Geographical hierarchy of Malawi as used during the 2018 census was 3 Regions, 28 Districts and Enumeration Area (EAs) that had between 200 and 300 Households. After EA delineation, the EAs were numbered for ease of reference and verification was done to ascertain the number of households and EA boundaries. This was necessary because EA delineation was done in the office using satellite imageries. Maps produced during the mapping exercise were fed into the tablets in the Computer laboratory but under strict supervision.

The maps produced after the mapping included:

- Districts maps
- Control Centre supervisor maps
- Field Supervisor maps
- Enumerator/individual EA maps

Each tablet used in the census was installed with a map for the whole district in pdf format.

35. Malawi as a country has a land area of 118,484 SQ KM and is divided into 3 regions, 28 districts and 4 cities. The cartographic mapping and EA delineation resulted in establishment of 9 census zones, 40 census districts and 18,772 EAs with some EAs being larger than others. The 9 census zones and 40 census districts were created for purposes of making supervision and operational coordination more effective. The population of the country as established in the 1966 Census was 4,039,583 while the interim results of the 2018 census had established a human population of 17,563,749. This was close to the figure the NSO had projected to count of 17.9 million inhabitants.

### 3.1.16 Malawi Census and Its Success

36. The Malawi NSO as part of the meticulous planning, undertook a pilot census in 2017 exactly one year prior to the main Census. The officers to assist with the pilot census underwent a two week training and sensitization of the public was also carried out beginning with the District Officers.
37. The pilot census was on a sample basis to test the operational feasibility of the course of action and to test the questionnaire. The equipment for undertaking the Computer Assisted Personal Interview (CAPI) were also tested and it was established that the systems could work and that with some improvement, the NSO was capable of mounting the exercise.
38. Key factors that contributed to the success of the Malawi Population and Housing Census are listed below:
  - i. The census was implemented as planned;
  - ii. Capacity on the use of CAPI was strengthened among NSO staff and other field staff and with the support of the USA Census Bureau;
  - iii. There was enhanced data quality through efficient and real time transfer of census data from enumerators to main NSO server through use of technology;
  - iv. The NSO undertook proper and intensive publicity and awareness campaigns;
  - v. High acceptability and willingness to be counted among people even in hard to reach areas
  - vi. The NSO strengthened the Capacity in census reporting among 133 journalists for better reporting and also worked closely with 15 radio stations both national and community.
  - vii. Endorsement of the census by His Excellency the President and local celebrities gave it huge impetus and prominence;
  - viii. There was a good and organized coordinating structure for the census

- ix. There was support in terms of material, technical and financial given to the NSO by the Government, private sector organizations, development partners and diplomatic corps among them the UN Malawi Family, GiZ, UKAid, USAID, Norwegian Embassy, Chinese Embassy and Standard Bank; and
- x. Recruitment of enumerators from the local communities with the assistance of Community leaders helped in stemming the suspicion and fracas that comes with recruitment.

### **3.1.17 2018 Census Enumeration**

- 39. The Malawi Census enumeration period was from 3<sup>rd</sup> September to 23<sup>rd</sup> September, 2018. The first day was spend on contacting the local leaders to notify them of the commencement of the exercise, identifying Enumeration area and administrative boundaries before the actual enumeration began. The time taken to complete enumeration of a household ranged from 40 to 50 minutes, walking time included but addressing the questionnaire normally took 20 minutes only. Therefore, each enumerator would finish approximately 20 households in a day.
- 40. Once done at the end of the day, the enumerators transferred data to the supervisors through the Bluetooth technology while the supervisors then located internet access and transferred the data to the servers. Where there were connectivity challenges, the control center supervisors would be transported to areas that had network coverage from where they transferred the data to the Servers.

The census period was extended by a further two days to allow mopping up exercise in households that had not been enumerated.

### 3.1.18 Data Management

41. Noting that the credibility and acceptability of the Census results depended a lot on data management, the Malawi NSO took keen interest on data management from collection, transmission and storage.
42. Electricity only covers approximately 10% of Malawi. This therefore necessitated use of solar power in charging the enumeration equipment thus requiring purchase of solar panels and acquisition of power banks for use outside the stations.
43. From the time the tablets were received at the NSO, they were tagged using a card reader and serial numbers recorded for traceability. Installation of the census applications and loading of maps on the tablets was done by specific technical officers and verified by other seniors to ensure that what was installed was the recommended applications only. Tablets allocated for use in a particular district were loaded with maps of that particular district only.
44. CCTV security system was installed at the computer laboratory where installation of applications was taking place and used to monitor activities to ensure nothing new or not recommended was introduced in the equipment.

An automated fire detection and suppression system was also installed in the computer laboratory and the server room to protect the equipment against fire.

### 3.1.19 Data transmission

45. For transmission of data, the NSO procured an independent Internet Service Provider, Telecom Network Malawi (TNM) to provide data transmission services which has wide coverage of Malawi. 500 sim cards were acquired and configured to remove internet and voice services from the sim cards. The sim cards could only be used for data transfer (No other applications or functionalities were allowed) by use of Virtual Private Network (VPN *which is a programming that creates a safe and encrypted connection over a less secure network*). It was reported that out of the 18, 222 tablets, only 5 got lost.

Data was transmitted enumerators to the Control Centre supervisor through Bluetooth while the Control Centre Supervisors used a Virtual Private Network (VPN) to transmit the data to the Data Centre Server. There were 485 Control Centre Supervisors spread across the country and connection of the sim cards were to the Server only.

### **3.1.20 Server security**

46. Two dedicated servers were exclusively used for the census, one as the primary and the other as backup. Sixty (60) Volts USB multi charger stations were used to charge phones before they were taken to the field.

The entry to the Server room was also restricted to authorized personnel only and watched by armed police officers and the CCTV in order to secure the data stored in the servers from interference. The following was also done:

- Two servers were setup with one as main server and the other as backup server; and
- Backup server replicated the main server to give back up in case where the main server failed

### **3.1.21 Monitoring by Field supervisors**

47. Care was taken to monitor those who wrote names on the doors but did not conduct interviews. The Zone Supervisors would conduct a survey by sampling an enumeration area after the exercise to establish if all the households in an EA had been enumerated and if they established some lapse, corrective action would be taken.

48. The Control Centre Supervisors tablets were configured in such a way that they could be able to view the data captured by the enumerators but the enumerators could not view the data on the tablets of the Supervisors. This ensured that where the Supervisor noted anomalies or obvious errors in the primary data captured by enumerators, the supervisor could ask the enumerator to correct the data or where there was partial data capture, they could direct a fresh enumeration of the household whose data was incomplete.

### **3.2 MEETING WITH THE MINISTER FOR FINANCE AND THE PARLIAMENTARY POPULATION AND DEVELOPMENT CAUCUS**

#### **3.2.1 Meeting with the Minister for Finance and Economic Planning**

49. The delegation travelled from Mzuzu to Lilongwe the administrative capital of Malawi where they interacted with the Minister for Finance and Economic Planning, the Parliamentary Caucus on Population and Development and the UNFPA.
50. The Minister stated that from the onset, the government of Malawi, had a Cabinet meeting where the Commissioner presented the census concept paper. She had tabled a budget of USD 28 million, which the Cabinet eventually reduced to USD 21 million after some austerity measures were taken. The Commissioner however confirmed that the budget reduction did not affect the census operations because some Enumeration Areas (EAs) were found to be small and some were merged while in some, number of enumerators covering an EA were reduced.
51. The Minister informed the delegation that the NSO technocrats undertook the census exercise without interference from interested parties and politicians and that Parliament only made sure that the NSO had money to undertake the exercise. That the NSO had for the first time used a paperless census which had enabled them release the preliminary results of the census within 3 months of the enumeration an action that was laudable.

That during census, the major challenge paused was that there were two other national government activities that caused confusion among the citizenry with some thinking it was a duplication of work. They were:-

- i. National Registration of persons for IDs; and
- ii. Voter registration.

To overcome this challenge, the heads of the institutions responsible for each activity had to come together and make clear the purpose and requirement of each exercise.

He explained that because of the success in conducting the paperless census, various countries had visited to benchmark and more were scheduled to visit among them Botswana, Zimbabwe and Liberia.

### **3.2.2 Meeting with the Parliamentary Caucus on Population and Development**

52. The Chairperson of the Parliamentary Caucus on Population and Development explained the role Parliament had played to ensure a successful census mentioning the following:

- a) That the caucus lobbied to ensure there was adequate resources for the census since they considered data important for development and resources distribution;
- b) That Parliament was invaluable in communication and sensitization of the people on importance of participation in the census;
- c) That they had utilized the population distribution data supplied by the NSO in planning since it helped them to know where to distribute resources and the development projects to initiate; and
- d) That Parliament was playing its role to ensure the legislative environment facilitates NSO to carry out its work efficiently and that they would be seeking to make the Office more autonomous.
- e) That their engagement with the NSO had enabled them to convince the NSO to produce among the analytical census reports, constituency census reports which contained the data per constituency.

### **3.2.3 Meeting with the UNFPA**

53. The Deputy Country Director UNFPA explained that though the UNFPA supported the government of Malawi in ensuring a successful census, the NSO was the driving body. He stated that the UNFPA supported the NSO as follows:

- a) Procurement of tablets and installation of software- The UNFPA procured the tablets utilized by the NSO in the census and provided the software installed in them;
- b) Training and capacity building- The UNFPA supported in training of the NSO staff and the enumerators;
- c) Advocacy-The UNFPA lobbied the other development partners operating in Malawi to come on board and support the NSO in conducting the census;
- d) Fundraising- They assisted in fundraising to get enough funds for the census and coordinated the support from the other UN agencies;
- e) Publishing reports- The UNFPA supported the NSO in publishing the preliminary report and would support it in compiling the thematic reports and publishing the final reports.

### **3.3 Budget for the Malawi Population and Housing Census**

54. The budget the Malawi Census was financed by the Malawi Government with a lot of support from the Development Partners. The budget was USD 21,544,651. This translated to a USD1.2 per capita census.

The Development Partners supported the Government of Malawi financially as follows:

- a) The UNFPA while coordinating other development partners, hired a communication consultant to work with the NSO in developing a Communication strategy, implementing the strategy, overseeing publicity and communication;
- b) The UNFPA purchased the tablets used by the NSO in the census process and sourced the software utilized too;
- c) The UNFPA supported publication of preliminary reports of the census and had also agreed to support the NSO in publishing and disseminating the final reports including the thematic census reports; and

d) The United States of America Census Bureau provided technical assistance to the NSO and capacity building to the NSO staff.

The overall budget was therefore more than the USD 21,544,461 provided by the Government of Malawi but the same was not quantified by the NSO.

## CHAPTER 4

### 3.1 LESSONS LEARNT

#### 3.1.1 Lessons learnt that Kenya can leverage on to make the 2019 census a success

The delegation learnt the following from Malawi:

1. **Use of digital census (tablets) is real-time and cost-effective**

The delegation was convinced that utilization of tablets for data collection and transmission was efficient and real time hence the census reports would be ready within a short period of time. This is because

- Data capturing was faster and efficient
- It By-passed data capturing expenses of having to print the questionnaires

2. **Recruitment and deployment of enumerators from their home areas proved to be efficient**

This is because the enumerators would understand the enumeration areas, the cultures and language of the local communities and thus would be easily acceptable.

3. **Use of community radio stations enhances massive awareness** -messages were sent through radio stations that people listen to most & in their local language.

4. **Engagement of Head of State and celebrities to speak about PHC provided prominence to 2018 PHC**

- Local leaders were motivated to mobilize their people to be counted
- Citizens were also eager to be counted following their President's call and endorsement from their celebrities.

5. **Delayed procurement affected the census preparations** – there is need to release funds meant for the census early in order to procure the equipment and materials required in time.

6. **Entering of binding contracts with the key census staff especially the contractual ones to avoid disruption of services-** The NSO prepared and executed contracts with the census staff that ensured that they delivered on their mandate smoothly. This was seen when the enumerators tried to boycott work in order to arm twist the NSO to increase their wages.
7. **Payment of census staff on time to avoid negative publicity** - Ensure that upon engagement, the Bureau obtains the correct information from the census staff especially about the bank details and identification documents so that payment is made on time.
8. **Security and safety of data collected, transmitted and storage**
9. **The role of technical people, the legislature and the executive in ensuring a successful census.**

Malawi Parliament had a Parliamentary caucus for the census which was a champion for the census in parliament and supported the NSO in getting the required resources and in publicity.
10. **Recruitment of personnel to be through a transparent process** – Success of a largely depends on the staff utilized in the census. The Malawi NSO succeeded in this by undertaking a transparent recruitment process and set the minimum qualification requirements (academic) for each cadre of staff which were followed to the latter;
11. **Production of thematic reports including constituency and village reports-** statistics should be given because it is very important

### 3.2 WAY FORWARD/RECOMMENDATIONS

The Committee would like to make the following recommendations:

1. The National Assembly should move with speed to amend the Kenya Statistics Act, 2006 to align it with the Constitution of Kenya;
2. The National Treasury should disburse funds for the census exercise early to the KNBS to avoid last minute disbursements hence avoid interference with the schedule of activities of the census;
3. The Kenya National Bureau of Statistics should prepare for the census in advance, procure the equipment for undertaking the digital census early and test the equipment to ensure they are working well and in good condition before the enumeration day;
4. The KNBS should ensure safety of the census equipment to prevent losses or interference and guarantee the security of the data at transmission and storage so as to protect the credibility of the census results;
5. The KNBS should undertake recruitment of the temporary staff to be used in the census in a transparent manner, strictly adhering to the national values and principles of governance and the values and principles of public service as espoused in the Constitution.
6. The KNBS should prepare contracts for employment of the temporary staff to be utilized in the census in such a manner that they are clear as to the terms and conditions of service including the wages payable, are binding and enforceable and they prevent the officers from disrupting or sabotaging the census. It should also plan to pay the census staff on time to avoid any acrimony with the staff;
7. The KNBS should involve all stakeholders in the census by reaching out to all Kenyans to participate in the campaigns by undertaking a thorough publicity campaign, and engaging the community leaders, politicians and Parliament for them to understand the purpose of the census and to mobilize the citizenry to participate in the exercise.

8. The KNBS after concluding the enumeration should endeavor to prepare the reports and release the reports promptly to avoid any suspicions and they should be required to provide various thematic reports that would be useful for planning purposes like Constituency census reports, disability reports and age group reports; and
9. The KNBS should have good back up of data, have stand by enumerators and equipment just in case they are needed and establish a good communication system with central hotlines and officers on call that can be reached by any member of the public at any time of day or night.

  
.....  
**SIGNED**

HON. JAPHETH MUTAI, MP  
**LEADER OF THE DELEGATION**

**DATE**.....

1/8/2019

**MINUTES OF THE 31<sup>ST</sup> SITTING OF THE CONSTITUTIONAL IMPLEMENTATION  
OVERSIGHT COMMITTEE HELD ON TUESDAY, 6<sup>TH</sup> AUGUST, 2019 IN UKULIMA  
HOUSE, 8<sup>TH</sup> FLOOR COMMITTEE ROOM, PARLIAMENT BUILDINGS AT 11.30  
A.M.**

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**PRESENT**

1. **The Hon. Jeremiah Kioni, M.P.** - **Chairman**
2. The Hon. Fred Kapondi, M.P. - **Vice-Chairman**
3. The Hon. Wafula Wamunyinyi, M.P.
4. The Hon. (Dr.) Christine Ombaka, M.P.
5. The Hon. Sarah Korere, M.P.
6. The Hon. Peris Tobiko, M.P.
7. The Hon. Raphael B. S. Wanjala, M.P.
8. The Hon. Joshua Chepyegon, M.P.
9. The Hon. Abdi Shurie, M.P.
10. The Hon. Jane Njiru, M.P.
11. The Hon. (Col.) Geoffrey King'ang'i, M.P.
12. The Hon. Japheth Mutai, M.P.
13. The Hon. Halima Mucheke, M.P.

**APOLOGY**

14. The Hon. Anthony Oluoch, M.P.
15. The Hon. Charles Gimose, M.P.
16. The Hon. Daniel Rono, M.P.
17. The Hon. Simon Ng'ang'a King'ara, M.P.
18. The Hon. Fabian K. Muli, M.P.
- 19.
20. The Hon. (Dr.) Naomi Shaban, M.P.
- 21.
22. The Hon. Gideon Koske, M.P.
23. The Hon. Ayub Savula, M.P.
24. The Hon. Ken Okoth, M.P.
25. The Hon. T.J Kajwang', M.P

**SECRETARIAT**

1. Mr. Edward Libendi - Senior Clerk Assistant
2. Ms. Christine Odhiambo - Legal Counsel
3. Mr. Allan Githaiga - Serjeant-at-Arms

MIN.NO.CIOC/2019/185 ANY OTHER BUSINESS

There was no any other business.

MIN.NO.CIOC/2019/186 ADJOURNMENT

There being no other business the meeting was adjourned at One o'clock (1. 00 pm). The next sitting will be on Thursday, 8<sup>th</sup> August, 2019 at 11.30 am.

SIGN.....  
  
THE HON. JEREMIAH KIONI, M.P.

DATE ..... 6/8/2019 .....  
CHAIRMAN

REPUBLIC OF KENYA



TWELFTH P. Hon SPEAKER

THE CIOC three (3)  
Reports for your  
approval for tabling

CONSTITUTIONAL IMI COMMITTEE

MEMBERS PRESENT DUR  
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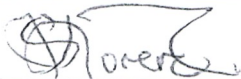
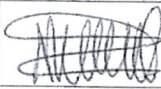
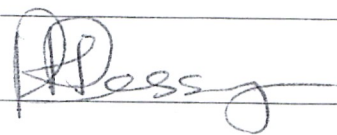
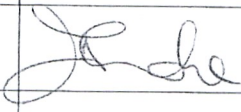
IN ELECTION  
 NG VISIT TO

Date: 06/08/2019.....


D/Committee  
06/08/19

..... House, 4<sup>th</sup> Floor.

	HON. MEMBER	SIGNATURE
1.	Hon. Jeremiah Kioni, M.P. (Chairman)	
2.	Hon. Fred Kapondi, M.P. (Vice Chairman)	
3.	Hon. (Dr.) Naomi Shaban, M.P.	
4.	Hon. (Dr.) Christine Ombaka, M.P.	
5.	Hon. Wafula Wamunyinyi, M.P.	
6.	Hon. Charles Gimose, M.P.	
7.	Hon. Anthony Oluoch, M.P.	
8.	Hon. Abdi Shurie, M.P.	
9.	Hon. (Col.) Geoffrey Kingangi, M.P.	
10.	Hon. Raphael B. S. Wanjala, M.P.	
11.	Hon. Simon Nganga Kingara, M.P.	
12.	Hon. Halima Mucheke, M.P.	

	HON. MEMBER	SIGNATURE
13.	Hon. Sarah P. Korere, M.P.	
14.	Hon. Jane Njiru, M.P.	
15.	Hon. Japheth Mutai, M.P.	
16.	Hon. Peris Tobiko, M.P.	
17.	Hon. Daniel Rono, M.P.	
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20.	Hon. Gideon Koske, M.P.	
21.	Hon. Ayub Savula, M.P.	
22.	Hon. Ken Okoth, M.P.	
23.	Hon. T.J Kajwang, M.P.	

Name: Edward Libendi  
 Committee Clerk

Signature 

Name: .....

Signature .....

Director, Committee Services