



**NGEC**

National Gender and  
Equality Commission

# THE 2019 KENYA POPULATION AND HOUSING CENSUS

An Observation Report of the  
National Gender and Equality  
Commission: Emerging Issues,  
Gaps, Good Practices and  
Recommendations

**NGEC**  
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## LIST OF ABBREVIATION

CEO	Chief Executive Officer
CAPI	Computer Assisted Personal Interview
CCC	County Census Committees
EA	Enumeration Area
KNBS	Kenya National Bureau of Statistics
KPHC	Kenya Population and Housing Census
NCCC	National Census Coordination Committee
NCEO	National Census Executive Office
NCSC	National Census Steering Committee
NGEC	National Gender and Equality Commission
NTWC	National Technical Working Committee
OPCT	Older Persons Cash Transfer
PWD	Persons with Disabilities
SCCC	Sub-County Census Committee
2020 WPHC	The 2020 World Population and Housing Census Program

# FOREWORD

The 2019 Kenya Population and Housing Census coincided with the commencement of the National Gender and Equality Commission (NGEC) five-year Strategic Plan 2019- 2024, which among other strategies commits NGEC to step up monitoring compliance of State and non-State actors with principles of equality and inclusion. It is the first time that NGEC was conducting observation of Census in Kenya and therefore this report provides crucial baseline estimates on the progress made by the State through the Kenya National Bureau of Statistics (KNBS) in the implementation of the principles of gender equality and freedom from discrimination.

Further, the data informs NGEC and our stakeholders on the extent to which the special interest groups (SIGs) including women, children, youth, persons with disabilities (PWDs), older members of society and minority and marginalized persons were involved in the Census processes either as Census officials or as persons being enumerated.

The monitoring and observation work for the 2019 Kenya Population and Housing Census commenced in February 2019, when the Commission issued the first advisory to KNBS upon review of the draft Census data collection tools. The advisory sought to inform the KNBS of the various opportunities for ensuring data collected was fully desegregated by gender, age and ability and that crucial indicators on the vulnerability of women, youth, and persons with disabilities, older members of society, minority and marginalized persons were considered and included.

The preparation for the 2019 KPHC observation exercise entailed extensive consultations among NGEC Chairperson, Commissioners, the Secretariat and sector stakeholders including the Kenya National Bureau of Statistics and County Census Committees. This engagement was critical to ensure optimal data was gathered within all stages of KPHC and build consensus on key parameters and indicators of observation useful in advancing gender equality and freedom from discrimination.

The observation exercise focused on training and capacity development of selected Census officials, the pre-household listing activities, and the enumeration as well as the inclusion and participation of special interest groups in the Census activities. This report provides a glance at observations made, good practices, gaps, and emerging issues and further provides a raft of recommendations for future improvement in the content, execution and management of other Censuses.

I am therefore persuaded that this report will be useful to all Kenyans, and specifically the Kenya National Bureau of Statistics, stakeholders in the Census activities, National Government Ministries, Departments, Agencies and County Governments.

Thank you



**Dr. Joyce M. Mutinda, PhD**  
Chairperson,  
National Gender and Equality Commission

# ACKNOWLEDGMENTS

The National Gender and Equality Commission (NGEC) would like to appreciate all stakeholders who worked tirelessly with us to ensure that the 2019 Kenya Population and Housing Population Census observation was successful.

We appreciate, the Kenya National Bureau of Statistics (KNBS) for the technical, administrative, and logistical support provided to NGEC throughout the whole exercise. In particular, we wish to appreciate KNBS for the accreditation of NGEC for the observation exercise, the training of our management and technical officers about the Census, and the coordination provided during the Census enumeration exercise.

The Commission appreciates the support from the Census National Executive Office, the National Steering Committee and the National Census Coordination Committee for launching the official observation of the 2019 KPHC led by NGEC, and for providing strategic linkages of the NGEC Census observation group with the County and Sub-County Census Committees. The Commission sincerely appreciates the strategic leadership provided by the Chairperson and Commissioners during the conceptualization of the observation protocol for the 2019 KPHC. We are indebted to the Governors and County Commissioners from the thirty counties where the Commission observed KPHC processes for the warm reception and guidance during the exercise. More appreciation goes to the National Government Regional Coordinators for ensuring the safety of our observers.

Special appreciation also goes to the NGEC Secretariat, for their dedication during the Census observation exercise. Indeed, they travelled long distances in a rather short period, yet conducted many observations across counties, sub-counties, and constituencies. In particular, the Commission wishes to thank the Committee that coordinated the whole Census observation exercise under the leadership of the Director Programmes and Research and the Assistant Director Programmes, Paul Kuria, and Winfred Wambua respectively. Other members were Fredrick Lumiti as the technical lead, Tabitha Nyambura, John Nzomo, Sydney Baraza, Jillo Bidu, Lillian Wagara, and Alice Njeri.

Lastly, we sincerely thank the Government of Kenya for the financial support towards the observation of the 2019 Kenya Housing and Population Census.



**Betty Sungura-Nyabuto, MBS.**

Commission Secretary/CEO

**1.1 About the Commission**

The National Gender and Equality Commission (NGEC) is a Constitutional Commission established by the National Gender and Equality Commission Act. No. 15 of 2011 pursuant to Article 59 (4) & (5) of the Constitution of Kenya, 2010. The Commission's mandate is to promote gender equality and freedom from discrimination for all people in Kenya with focus on special interest groups, which include women, children, youth, persons with disabilities (PWDs), older members of society, minorities and marginalized groups.

Key functions of the NGEC as provided for in section 8 of the National Gender and Equality Commission Act, 2011 is to monitor, facilitate and advise on the integration of the principles of equality and freedom from discrimination in all national and county policies, laws, and administrative regulations in all public and private institutions. It also coordinates and facilitates mainstreaming of issues of gender, persons with disabilities, and other marginalized groups in national development and to advise the Government on all aspects thereof.

Under these functions, the Commission observed the implementation of the 2019 Kenya Population and Housing Census to establish the extent to which the Census complied with the principles of inclusion and gender equality as relates to women, youth, older members of society, children, Persons with Disabilities (PWDs), minorities and marginalized. It also evaluated how quality information was being collected and the various techniques and strategies used to monitor and observe the Census.

Due to resource and time constraints, the exercise was limited to observation of the conduct of the Census by KNBS including institutional measures put in place to ensure delivery of a non-discriminatory Census, the comprehensiveness of the Census protocols and manuals, the support provided by other arms and agents of the government, the training of Census officials, the conduct of Census pre-enumeration activities, the enumeration including observable behaviour of the Census officials that promoted confidence and assurance among populations on the credibility of the Census. The observation also covered the inclusion and participation of the special interest groups particularly women, youth, persons with disabilities, minority and marginalized groups, and older members of society in the Census activities (either as respondents or Census officials where appropriate).

**1.2 About 2019 Kenya Population and Housing Census**

The Kenya 2019 Census is conducted in line with the approved 2020 World Population and Housing Census Programme (WPHC). The Programme recognizes population and housing Censuses as one of the primary sources of data needed for formulating, implementing and monitoring policies and programmes aimed at inclusive socioeconomic development and environmental sustainability'.

The programme further recognizes population and housing Censuses as an important source for supplying disaggregated data needed for the measurement of the progress of the 2030 Agenda for Sustainable Development, especially in the context of assessing the situation of people by income, sex, age, race, ethnicity, migratory status, disability, and geographic location, or other factors. The 2020 WPHC programme acknowledges value for integration and use of communications technology in improving efficiency in the delivery of Censuses. In Kenya, the Population and Housing Censuses are domiciled in the Kenya National Bureau of Statistics.

. The 2020 World Population and Housing Census were approved by the Statistical Commission at its 46th session and adopted by the United Nations Economic and Social Council in resolution E/RES/2015/10.

. Other essential features of the Census are; a) Individual enumeration: The term "Census" implies that each individual and each set of living quarters is enumerated separately and that the characteristics thereof are separately recorded. b) Universality within a defined territory: The Census should cover a precisely defined territory c) Simultaneity: Each person and each set of living quarters should be enumerated as of the same well-defined point in time and the data collected should refer to a well-defined reference period. d) Defined periodicity. Censuses should be taken at regular intervals so that comparable information is made available in a fixed sequence.

The Kenya National Bureau of Statistics (KNBS) is a national government State Agency established through the Statistics Act of 2006. It is mandated to act as the principal agency of the government for collecting, analyzing, and disseminating statistical data in Kenya; act as custodian of official statistics, conduct the Population and Housing Census (KPHS) every ten years, and such other Censuses and surveys as the Board may determine. It also maintains a comprehensive and reliable national socio-economic database establishes standards and promotes the use of best practices and methods in the production and dissemination of statistical information; and plan, authorize, coordinate and supervise all official statistical programs undertaken within the national statistical system. The 2019 KPHC is the eighth Census. The two Censuses were conducted pre-independence in 1948 and 1962 while the other six were conducted in 1969, 1979, 1989, 1999, 2009 and the current 2019 maintaining a 10-year interval and 24/25 August as the Census reference night. The conduct of the 2019 KPHC is grounded on the legal requirements provided for in the Fourth Schedule Part 1 item 11 of the Constitution of Kenya 2010, The Statistics Act No. 4 of 2006, and the Statistics (Census and Population) Order under legal notice No. 205 of 2018. The 2019 KPHC was managed through the National Census Executive Office (NCEO) situated at the National Treasury and Planning, a National Census Steering Committee (NCSC), the National Census Coordination Committee (NCCC), and a National Technical Working Committee (NTWC).



The NTWC consisted of various multi-agencies. At the county level, the Census was coordinated through the County Census Committee (CCC) chaired by the County Commissioners and County Statistical Officer offered secretarial services. Other members included County Social and Gender Development Officer, County Supply Chain Management Officer, County Police Commander, County Intelligence Coordinator, County Information Officer, County Director of Education, County Population Coordinator, County Accountant, Deputy County Commissioner at the County Headquarters, County Human Resource Officer, County Secretary, County Chief Officer responsible for Finance

and Economic Planning, a representative of the dominant religious organization in the county and a representative of the special groups (e.g. Persons with Disabilities).

A National Coordinator from the Technical Working Committee (TWC) also attended the CCC meetings to provide technical and logistical backstopping to the County Census Committees. The CCCs were mandated with the overall coordination of Census activities at the County level and in the formation of the Sub County Census Committees (SCCC) in the respective counties. The Deputy County Commissioner chairs the SCCC.

The 2019 KPHC clarion call is 'Counting our People for Sustainable Development and Devolution of Services', with a core message, ***jitokeze uhesabiki*** (literally translated in English as to come out, be counted). The message was carried in multiple channels under a signature branded thus: The CCCs were expected to ensure they coordinate Census publicity and advocacy activities within the county under these approved core messages among other functions.

Kenya designed the 2019 housing and Census in a manner to provide information essential for evidence-based development planning, making administrative and policy decisions, and research. KPHC data is therefore intended to provide a comprehensive status of special interest groups in Kenya and identify intervention areas for NGEA and other government agencies. The Commission rolled out its observations to the KPHC activities based on a schedule launched by KNBS that included a complete review of the data collection tools by March 2019. It conducted training of various officials and personnel including training of trainers (TOT), ICT supervisors (24 July to 1 August 2019), content supervisors (4th to 11th August 2019), Census enumerators (14 August to 20 August 2019), pre-enumeration household listing (22 and 23 August 2019), conduct Census enumeration between the night of 24/25 August 2019 and August 31, 2019.

KNBS also issued various guidelines to facilitate the management and conduct of the Census including the guidelines on the formation and roles of CCC, training manuals for trainer of trainers, ICT supervisors, enumerators' manuals, and Census protocol documents. It also provided guidelines on procurement,



movement, and storage of Census materials and which shall be responsible for post Census enumeration activities including collating and transportation of Census materials, data backups, analysis, and report development including dissemination.

### **1.3. Pre-observation Activities**

#### **1.3.1 Advisories to Kenya National Bureau of Statistics on Data Collections Tools**

The NGEN observation of the 2019 Kenya Population and Housing Census commenced in February 2019 through a review of KPHC draft data collection tools. The Commission issued KNBS an advisory referenced (NGEC/OC/Gen/017 (10) on the possible areas within the tools, manuals, and protocols that may promote exclusions of special interest groups. Some of the key issues NGEN raised in the advisory included:

- a) Possible exclusion of the intersex persons in the categorization for sex as either male or female therefore there was the need to change the tool to allow greater categorization.
- b) The inadequate measurement that could easily exclude estimation of;
  - i. Children below the age of 5 with disabilities,
  - ii. Children below the age of 18 currently married (early child marriages),
  - iii. Children and youth who are orphans, and
  - iv. Estimation of populations classified as either minority, marginalized or minority and marginalized population.
- c) Enumeration tools capable of gathering data disaggregated by key variables including gender, ability, age, and majority/minority.
- d) Words and terms to avoid using in the Census either because they are derogatory or offensive to vulnerable populations such as persons with disabilities.
- e) Need to ensure the advocacy and sensitization programmes about the Census reach the most vulnerable groups. This will ensure that vulnerable groups including PWDs, persons with albinism, intersex persons, women among others know that they shall be targeted by the Census activities and that their participation is critical.

In June 2019, the Commission further provided documentary evidence and reports for the Kenya National Bureau of Statistics (KNBS) to consider facilitating them in the development of comprehensive Census questionnaires considerate of principles of equality and inclusion. These included the report published by the Commission on the Mapping of the Indigenous People and ethnic minorities in Kenya.

#### **1.3.2 Request from KNBS for Technical Support to Build the Capacity of the NGEN Technical Staff and Accreditation to Conduct the Observations**

The Commission requested the KNBS to nominate two technical officers, to train and further develop the capacities of the NGEN 2019 observation group about the Census including the critical elements of the 2019 KPHC. Further, NGEN requested KNBS to offer accreditation of the Commission observation group and provide administrative services of linking the NGEN technical officers to CCCs and where possible the SCCCs. While KNBS admitted that Kenya was, for the first time, embracing the observation and monitoring of the Census and that there lacked a formal framework and country guidelines on how such observations should be undertaken. Despite these limitations, KNBS generously offered technical and administrative support and further accredited all members of the NGEN 2019 KPHC observation group.

### **1.4 Framework for Observation of the 2019 KPHC**

In July 2019, the NGEN constituted a 2019 Kenya Population and Housing Census observation group consisting of the policy arm of the Commission and technical heads of departments and divisions. The Observation group was guided by the fundamental framework of essential features of population and housing Censuses as identified

and defined by the UN Department of Economic and Social Affairs, Statistics Division, 2006, 2017, and 2019 and the core value of Census. The framework essential features as described by the UNDESA include;

- a). The requirement of individual enumeration can be met by the collection of information in the field, by the use of the information contained in an appropriate administrative register or set of registers, or by a combination of these methods;
- b). The population Census should include every person present and/or residing within its scope, and that the housing Census should include every set of living quarters irrespective of type.
- c) Each person and each set of living quarters should be enumerated as of the same well-defined point in time and the data collected should refer to a well-defined reference period.

## **1.5 Objectives**

The objectives of the observation of the 2019 Kenya Population and Housing (KPHC) Census were to:

1. Objectively observe the Census process in a select number of counties, townships, and Enumeration Areas (EAs) against international standards and national legislation.
2. Increase the credibility and transparency of the Census process especially as it relates to Special Interest Groups including women, children, youth, PWDs, older members of the society, minority and marginalized groups, and communities.
3. Provide feedback to the Government on the Census enumeration and to document lessons learned and good practices for building capacity for future Censuses.
4. To document lessons learned and good practices for building capacity for future Censuses.

The National Gender and Equality Commission adapted and used the observation methodology already tested and successfully utilized in several countries like Myanmar, Nigeria, Ghana, and Nepal among others. The activity utilized standardized tools to enable objectivity of the observation across all teams, harmonization of the minimum aspects to be observed, comparability of findings from different areas/counties, and ease of reporting by the different teams. The Commission also conducted an extensive literature review about the monitoring and observation of Census, the global objective of the 2020 round of Census to the international commitment on sustainable development goals as well as Kenya's strategic paper on the conduct of the 2019 KPHC.

Obtrusive and non-obtrusive methods were used during the observation exercise. The observers distinguished themselves from the third parties participating or accompanying the enumerators and supervisors during the training, field household listings, and Census. More specifically the observation team focused on the following eight areas;

1. **Census advocacy, communications, and publicity before enumeration.** This included the presence of any form of communication particularly that which targeted groups of low literacy levels and the most disadvantaged groups such as persons with disabilities and women to know about the schedule and purpose of the Census.
2. **Training of enumerators and content supervisors.** This included observing how enumerators and content supervisors were prepared to handle difficult circumstances and respondents and troubleshoot basic problems including making further consultation with County Census Coordination Committees, immediate supervisors and management of the Computer Assisted Personal Interview (CAPI) and associated devices/appliances.
3. **Understanding of the Census, awareness, and attitudes of the population.** This assessed the preparedness of the community particularly vulnerable groups such as those sleeping on streets (vagrants) and those in institutions such as prisons, hospitals, and borstal institutions to ensure they too participate in the Census.
4. **Handling of Census materials. These include computer-assisted personal interview gadgets, GPS gadgets, and backup of data, maps, storage, and return of materials.** It also includes care and caution taken on Census materials, the incidence of damage or malfunctioning of assigned ICT gadgets, and measures taken to avoid double enumeration particularly for persons on transit, forest communities, and those in national game reserves.
5. **Profile of the enumerators and supervisors.** This involved a simple descriptive analysis of the enumerators and supervisors by gender, and where possible by ability. The analysis sought to establish if women, youth, and persons with disabilities were considered as Census officials; enumerators, supervisors, and other personnel. Recruitment of such groups has a different effect on the credibility of the Census for example mothers are more likely to feel confident and safe responding to questions about deaths of children to a female enumerator as opposed to a male enumerator.
6. **Availability of Census materials and support services.** This section assessed the extent to which enumerators and supervisors were provided with mandatory tools to commence pre-enumeration household listing, enumeration as well as whether enumerators were provided with necessary support services including security, and Enumeration Areas (EA) to help navigate through enumeration areas.
7. **Language and enumerator's behaviour that promotes accuracy and non-discrimination.** This included the use of language that is most understood by the respondents, non-use of derogatory terms and phrases, ability to convince respondents to participate in the enumeration, exhibit diligence and caution, dedication and discipline, and ability to handle problematic questions such as one migrant's history, and ability to detect misinterpretation of questions, presence of enumerators identification materials.
8. **Enumeration processes especially on completeness and measures taken to avoid double enumeration.** This included consistency about the Census night, marking structures, households and enumerated household, the issuance of enumeration cards to those on transit, use of call back/appointment cards, and reference to confidentiality.



The observation group through the office of the NGEC Director, Programmes, and Research received routine technical assistance required to undertake the observations as expected. The Chairperson ensured that all policy issues related to Census were amicably addressed and handled by both NGEC and KNBS. The Commission Secretary ensured the NGEC and KNBS technical groups received the necessary support and provided the overall guidance and coordination to the observation group.

## **2.1 The Call Centre**

The Commission established a call center with three staff members at the headquarters and one officer in each of the regional offices to document and record any complaints, feedback, or pieces of information on matters related to the Census. Each call center had a register designed to record such cases.

## **2.2 Scope and Limitations**

The Commission though intended to observe in all 47 counties, the financial constraints limited the coverage and intensity of observations. The 2019 KPHC was designed to cover 130,000 Enumeration Areas and for NGEC to cover an acceptable sample of 1%, a large contingent of observers, logistics, and resources was required. The observation made therefore varied by intensity and frequency and mainly involved recording only what is observable at the time of individual visit and observation.

Further, the activity was limited to observations to selected modules of training of content supervisors and enumerators, observation of communication and publicity efforts made by the KNBS and Census committees, the conduct of the pre-household listing, and the Census enumeration at household, persons on transit by road, communities living in forests, and enumeration in hotels. The observation of enumeration was limited to the first three days after commencement (24/25, 26, and 27 August 2019) and therefore no extensive observations were made for populations enumerated during the last three days of the enumeration period.

The observations were not made to persons in hospitals, prisons, and care homes. Besides, no observations were made during the training of TOTs and ICT supervisors. Further, the observation was not extended to the post enumeration phase.

## **2.3 Size of the Observation Group**

NGEC 2019 KPHC observation group comprised eighty-one technical staff drawn from Policy and Secretariat levels and both national and regional offices. For ease of administration, the regional officers were assigned observations in and around the counties where the regional offices are located. The observation group received overall guidance from the Commissioners and the Commission Secretary.

A technical committee consisting of eleven members was constituted from each of the departments and selected units to design the intervention and develop an implementation guide including planning, budgeting, and execution. The Committee also received technical assistance from two technical officers from the KNBS. For each observation phase, a sub-team was constituted consisting of a team leader and observers. Observation of training of content supervisors for example involved eleven teams and thirty-five observers while the observation of the training of enumerators involved thirteen teams.

## **2.4. Development of Observation Tools and Staff Training**

The tools were specifically developed to assist the observers to collect critical data on the issues relating to Special Interest Groups as per the objectives of the assessment. Six sets of tools were each designed with multiple interrelated modules (see annexes for the tools): The tools included

- a) Observation tool of content supervisors
- b) Observation tool of training of enumerators,
- c) Observation tool for pre-enumeration households listing
- d) Observation tool for Census enumeration
- e) Reporting template for use by observers
- f) A template for recording information and complaints received through the call center

The Commission also procured identification materials for the observers that include a head cap, an identification badge, and a reflector jacket all with key markers about the 2019 Census observation.



**NGEC Staff complete with badges and reflector Jackets during Census Observation**

The Commission partnered with KNBS through their two technical officers to undertake training for the NGE Census Observation group. The training was conducted to eighty-one members of the observation group and covered; concepts, code of conduct, and roles of observers in the Census exercise and data collection and coding.

## **2.5. Data Entry and Analysis**

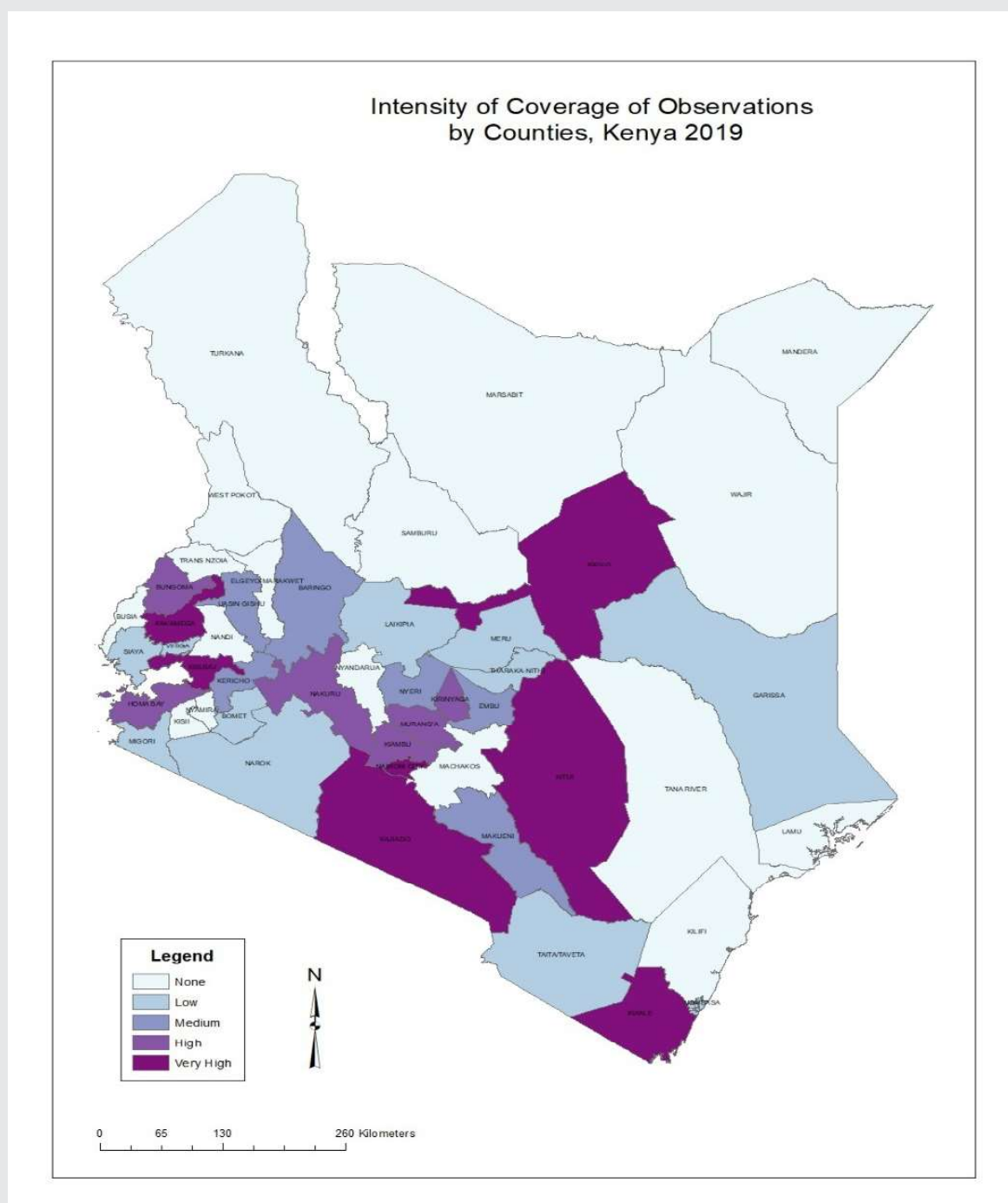
NGEC developed a simple data entry programme for processing all closed-ended data and values. Narratives were processed through a word processor and subjected to theme content analysis. Data was directly entered into the processing programme right from the field and transmitted through an interface. A data-cleaning program was also created. Using Statistical Package for Social Science (SPSS), numerical data was analyzed and presented in form of tables, charts, and narratives.

## **2.6 Reporting**

This report is presented in six parts: Part 1 introduces the intervention; Part 2 describes the design and methods used to gather the data; Part 3 presents the coverage of the observations; Part 4 presents the key results; Part 5 presents the emerging issues, gaps, and good practices while Part 6 presents the recommendations.

The Commission observed in thirty counties representing 63.4% county coverage. In total, four hundred and sixty-seven observations were made spread across observations of training (content supervisors, enumerators' training), pre-household listing, and Census enumeration. The observation varied by frequency and intensity as shown in figure 1, with Nairobi, Kitui, Isiolo, Kilifi, Kajiado, and Kisumu recording a higher number of observations as compared to other Counties.

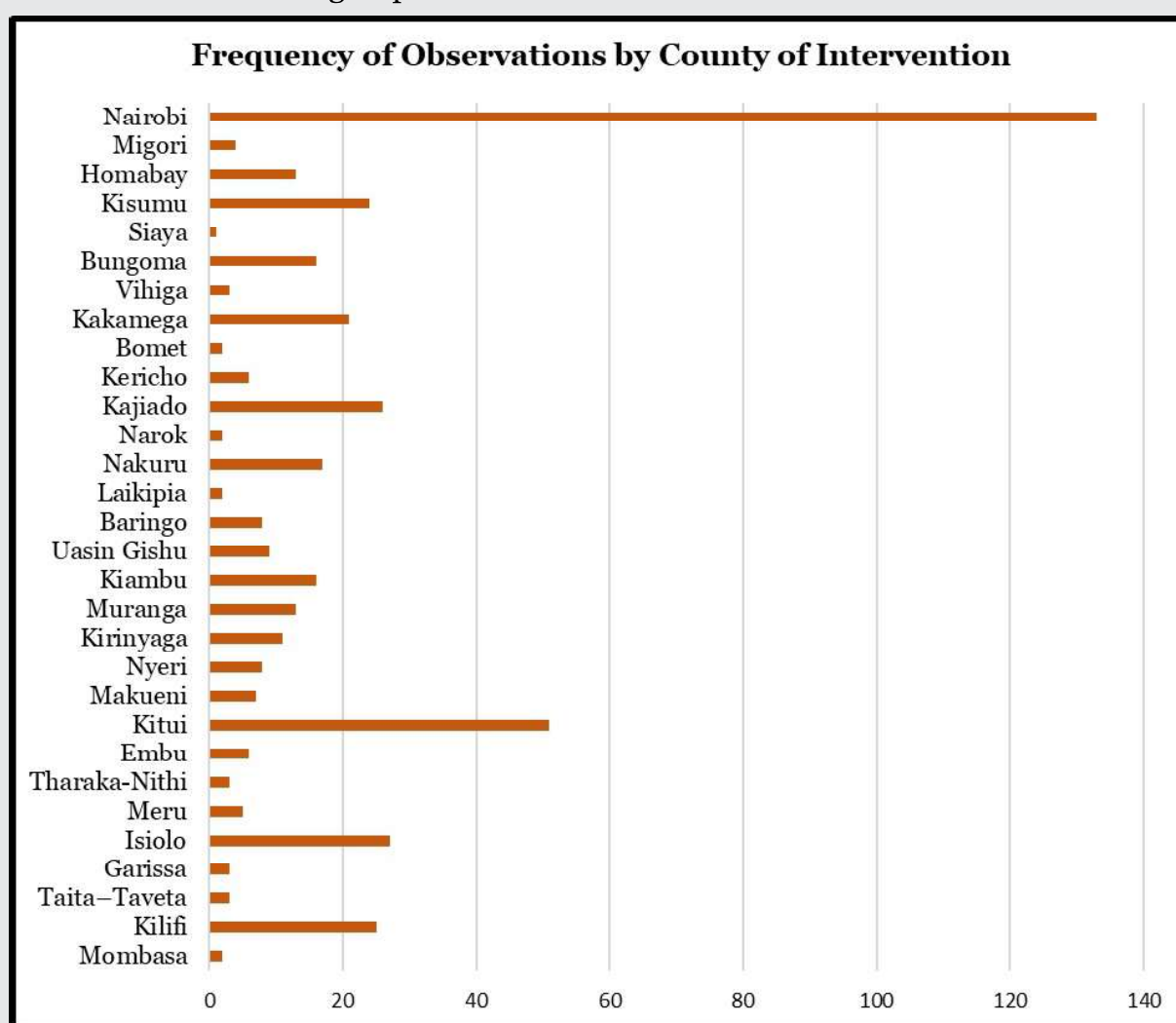
**Figure 1: Map of Kenya: Coverage of Observations by Counties**



The distribution on the observations was fairly distributed to cover high-density urban areas (Nairobi and Kisumu), nomadic areas where enumeration of pastoralists was observed at a higher intensity (Isiolo), cosmopolitan counties with diverse populations in townships, and sparsely populated rural areas (Kajiado) and rural counties (Kilifi and Kitui).

Generally, there were more frequent observations in major urban areas than rural areas, which may be attributed to high levels of populations and improved infrastructure, which enabled observers to reach more enumeration areas. There were also more frequent observations made in Counties where NGECC has established offices. Figure 2 shows the frequency of the observations made by counties of intervention

**Figure 2.** Frequency of observations made by County where the NGECC observation group visited



### 4.1 Training of Content Supervisors and Enumerators

The observation was directed at determining how enumerators and content supervisors were prepared to handle difficult circumstances including difficult respondents and troubleshooting of basic problems to ensure collection of quality information. The NGEK observation group visited training centers of both enumerators and supervisors.

- a) Training of Supervisors:** KNBS had proposed to train twenty-seven thousand content supervisors because the training of the content is a pre-requisite requirement before the Census since it determines the results that will be delivered by the enumerators. The observation was limited to eight counties namely Nairobi, Kilifi, Narok, Garissa, Bomet, Nakuru, Migori, Nyeri and Nairobi had the highest number of observations.

NGEK observed in selected training centers in the eight sampled counties. It observed training of 1,335 content supervisors out of which (601), 45% were female and 55% (734) were male. Of the male supervisors, 75% were of age below 35 years while among female supervisors, 66% were of age 35 and below. Of all male supervisors, 2% had disabilities while among all female supervisors 1.1% had disabilities as shown in Table 1. The Commission observed that all of the PWD supervisors observed had a physical disability and none were either visually impaired or with hearing impairment

**Table 1.** Profile of Supervisors: Observations during the training

Total number of supervisors present	Males	Female	Young males	Young females	PWD male	PWD female
1,335	55%	45%	75%	66%	2%	1.1%

At the time of the observation, 10% of the content supervisors intended to be in the training centers were absent due to various reasons including some were out getting mandatory personal details including bank accounts. The observations were also made during the first day of the training meaning some had not reported into the training halls.

The observation of the training of supervisors was limited to observations in class and listening in the delivery of twenty-one key units/issues identified in the supervisor's manuals. A simple checklist was used to guide the observers to determine the level of coverage of the twenty-one issues/areas in the training protocol.

Of the twenty-one areas, six areas were fully covered (100%) at the time of the observations. They include:

- About the Census including its relevance, and how to identify yourself as the team leader
- What support services to expect including security, supervisors, and help desks
- Supporting Enumerators dealing with difficult questions including refusal to answer questions
- Ensure Enumerators conduct themselves including observance of cultural norms, choice of language, discipline, dedication, politeness, and assertiveness.
- Measure to take when a group of people/persons report that they have not been enumerated.



**Table 2** shows other areas that were observed with a coverage score of between 50% and 99%

**Table 2.** Training of Content Supervisors. Thematic Areas/Issues Well Covered (50% to 99%)

Issue/thematic area	% Fully Covered / Fairly + Fully Covered
The Census reference night	72%
Trained about the Census and provided with core materials for enumeration	50%
How to ensure enumerators observe confidentiality and assurance of the same to respondents	50%
Ensure questionnaires are completed and all sensitive information is gathered	50%
Ensuring all households, structures are marked including enumerated households	66%
That Enumerators issue deserving respondents/households with enumeration cards/call back cards	50%
Content supervisors are provided with supervisors' manual for reference and tasks roasters	84%
Charging the tablets, power savings, and general handling of the tablets	60%

Table 3 summarizes areas/issues that received low to average coverage. The low scores could be because of the timing of the observations, which were mainly done on the first and second day of the training.

**Table 3:** Training of Content Supervisors: Issues covered at average or below average levels

Thematic area/issue	% Fully Covered / Fairly + Fully Covered
Trained about and provided with core materials for Pre-enumeration household Listing	33%
Trainers address supervisors' concerns.	20%
Trained about some of the tricks enumerators may reduce or overcome workload?	33%

**Table 3:** Training of Content Supervisors: Issues covered at average or below average levels

Thematic area/issue	% Fully Covered / Fairly + Fully Covered
The need to support enumerators to check the completeness of the questionnaires before leaving the household	40%
How to use review questionnaires completed by enumerators through mobile devices	33%
How to troubleshoot devices/tablets in case of emerging problems	25%
Measure to consider upon realizing that some households were not listed or enumerated or incorrect maps were used?	33%

### b) Training of Enumerators

KNBS proposed to recruit 135, 000 enumerators to be distributed across counties dependent on the number of households in a county. The Commission observed how enumerators were prepared with pre-requisite and necessary skills and knowledge to carry out Census enumeration. The observations were also to establish if women, youth, and persons with disabilities (PWDs) were involved in the Census training process.

The observation of the training of enumerators was limited to thirteen counties where seventy-seven observations were made. The counties covered were Kilifi, Kirinyaga, Kisumu, Kitui, Laikipia, Migori, Mombasa, Nairobi, Nakuru, Siaya, Tharaka Nithi, Uasin Gishu, and Vihiga. The highest observations were made in Kitui at 24.7% and Nairobi 20.8%.

8,872 enumerators were present in these counties at the time of the observation distributed as shown in Table 4.

**Table 4.** Profile of Enumerators Observed

Total number of enumerators present	Males	Female	Young males	Young females	PWD male	PWD female
<b>8,872</b>	<b>53%</b>	<b>47%</b>	<b>85%</b>	<b>88%</b>	<b>2.7%</b>	<b>1.1%</b>

47% of the enumerators were female and 53% of the enumerators were male. There were more male enumerators with disabilities (73%) compared to females (27%). A higher proportion of females fell below age 35 as compared to that of males. Of all observed enumerators with disabilities, none of them had visual or hearing impairment. All had an observable physical disability.



**The Chairperson of the NGEC speaking to enumerators undergoing training on KPHC 2019, at Muguga Green Primary School, Westlands**

A checklist consisting of nineteen key items as per the training protocol was used to assess the coverage of the training of the enumerators. The observers were required to rate the extent of coverage. The observers noted that all the nineteen topics were well covered with coverage ranging between 65% and 95% as shown in Table 5.

**Table 5.** Enumerator is Training. Thematic Areas/Issues Well Covered (65% to 95%)

Thematic areas/issues	% fully covered
About the Census including its relevance	90%
The Census reference night	91%
How to identify yourself as an enumerator and materials for identification	88%
What support services to expect including security, supervisors, and help desks?	69%
Trained about and provided with core materials for Census enumeration	73%
Observance of confidentiality and assurance of the same to respondents	92%
Dealing with difficult questions including refusal to answer questions	72%



Thematic areas/issues	% fully covered
Handling respondents to gather sensitive information e.g. about disabilities	66%
What groups of respondents to issue with enumeration cards/call back cards	88%
How to conduct oneself including observance of cultural norms, choice of language, discipline, dedication, politeness, and assertiveness?	86%
What to do, if you learn you have skipped a household for enumeration or listing or applied maps incorrectly?	76%
Enumerators provided with manuals and guidebook for reference	95%
Enumerators' concerns addressed by trainers?	77%
The need to check the completeness of the questionnaires before leaving the household	79%
Charging the tablets, power savings, and general handling of the tablets	93%
How to use the computer-assisted personal interview including various modules and applications	69%
How to troubleshoot your device in case of emerging problems	90%
How to manage third parties who may be present during the pre-enumeration household listing or Census enumeration	65%

At the time of observation, all topics were fairly covered with the percentage coverage ranging from 65% to 95%. The highly-rated topics were general handling of the tablets (93%), observance of confidentiality and assurance of the same to respondents (92%), and the Census reference night (91%). The conduct of the enumerator was rated as satisfactory (86%). This is crucial at facilitating quality information and harmonious interaction between the enumerators, respondents, and community leaders, thus contributing to an improved Census enumeration environment. Likely, all topics were fully covered after the observers had left.

#### **a) Accessibility of Training Venues by Census Officials with Disabilities**

The observation of the training venues where PWD trainees (content supervisors and enumerators) were present shows that 70% of them were accessible or made accessible to meet the needs of all the trainees. The most common mode of accessibility provided was through ramps (temporarily provided or permanently available in the training hall).

#### **b) Accessibility of Training Venues by Census Officials with Disabilities**

The observation of the training venues where PWD trainees (content supervisors and enumerators) were present shows that 70% of them were accessible or made accessible to meet the needs of the trainees. The most common mode of accessibility provided was through ramps (temporarily provided or permanently available in the training hall).

## 4.2 Pre-Enumeration Household Listing

### 4.2.1 Coverage of Observations

To measure the extent to which KNBS complied with the principles of equality and inclusion and the extent to which special interest groups were involved in the Census, NGEK conducted observations on pre-enumeration activities. These activities included familiarization of the enumerators with the assigned enumeration areas, identification, listing, and serialization of structures, the listing of households and household members, and the preparation made by supervisors and enumerators towards execution of the Census enumeration starting the night of 24/25 August.

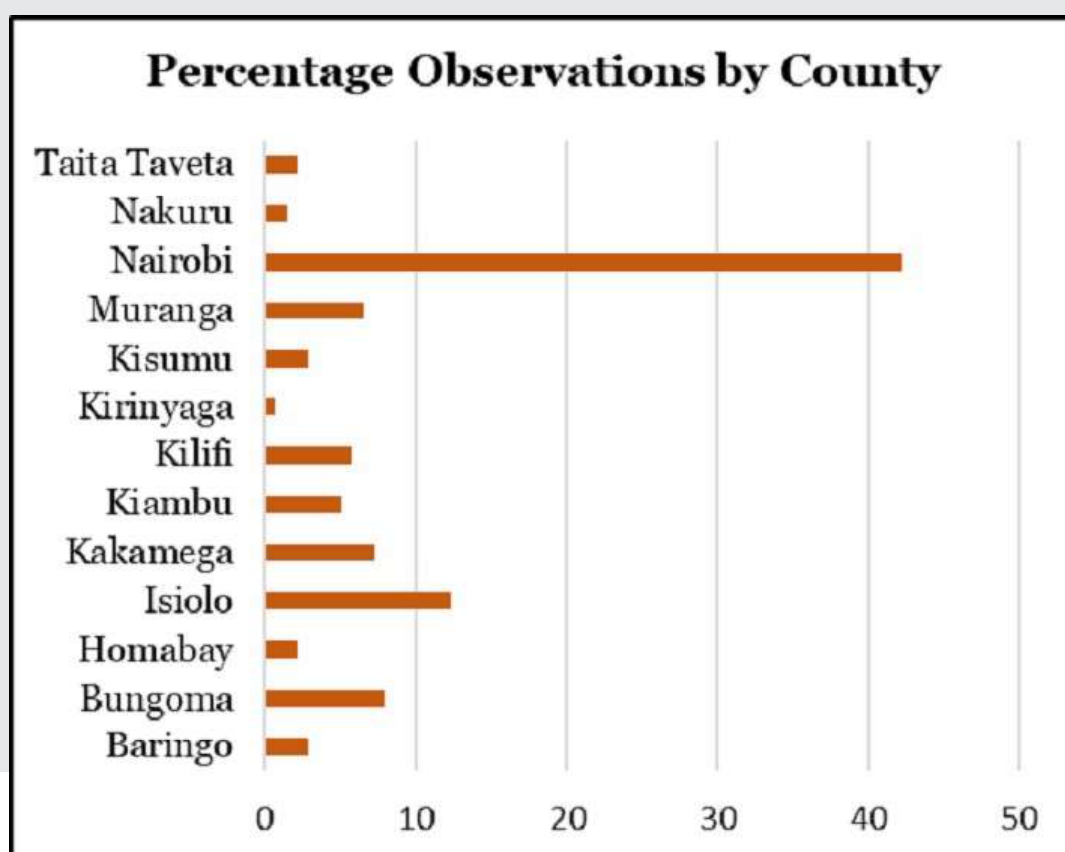
**The observations would respond to key issues including:**

- Census advocacy, communications, and publicity before enumeration.
- Understanding of the Census, awareness, and attitudes of the population.
- Handling of Census materials.
- Availability of Census materials and support services.
- Language and enumerators behaviour that promotes accuracy and non-discrimination.

More specifically the observation of the household listing focused on Census enumeration areas. This was to ascertain the level of the preparedness in terms of familiarization of the supervisors and enumerators to their enumeration areas and update the maps and Structure Listing Forms, which provided a complete list of all buildings, dwellings, and housing structures within defined boundaries for each enumeration before the actual Census enumeration.

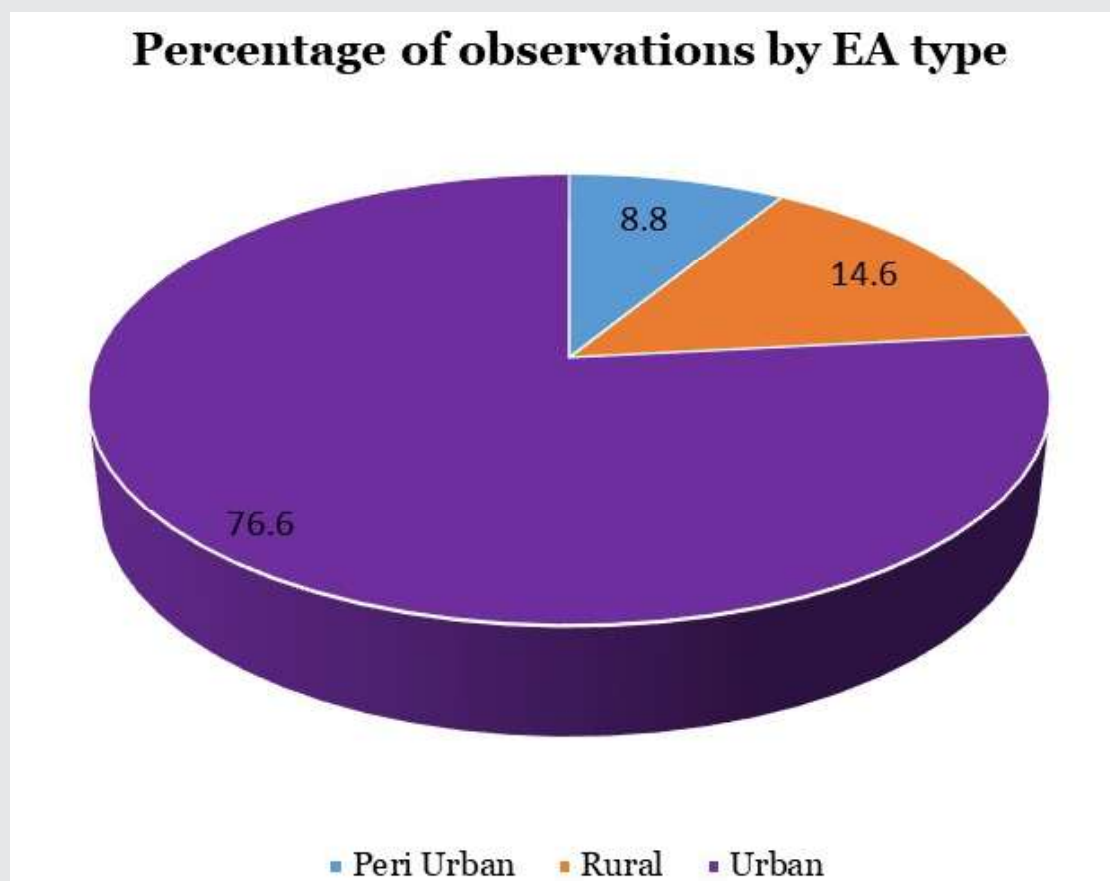
The observers made one hundred and thirty-seven observations on the pre-household listing in thirteen counties that included Baringo, Bungoma, Homabay, Isiolo, Kakamega, Kiambu, Kilifi, Kirinyaga, Kisumu, Murang'a, Nairobi, Nakuru, and Taita Taveta. The highest observations were made in Nairobi 42% and Isiolo 12.4% while Kirinyaga had the least (<1%) as shown in Figure 3.

**Figure 3:** Percentage Distribution of Observations Made by County during the Pre-Enumeration Household Listing Activities (N=137)



Nearly three-quarters of the observations (76.6%) were made in urban enumeration areas as compared to rural enumeration areas (14.6%) and peri-urban EAs (8.8%) as shown in Figure 4. Most of the observations were also made in the formal EAs (82.5%) as compared to informal EAs (17.6%). Observation in the informal and rural areas was critical because a significant proportion of the vulnerable groups especially those living in absolute poverty generally live in these areas.

**Figure 4:** Percentage Distribution of Observations Made by County during the Pre-Enumeration Household Listing Activities (N=137)



Most of the observations of informal EAs were made in urban areas (77.3%) followed by peri-urban urban areas (13.6%). Most of the observations made of the formal EAs were mainly in urban areas (77%) followed by rural areas (15.9%) as shown in Table 6.

**Table 6. Percentage Distribution of Observations of EAs Status by EA type**

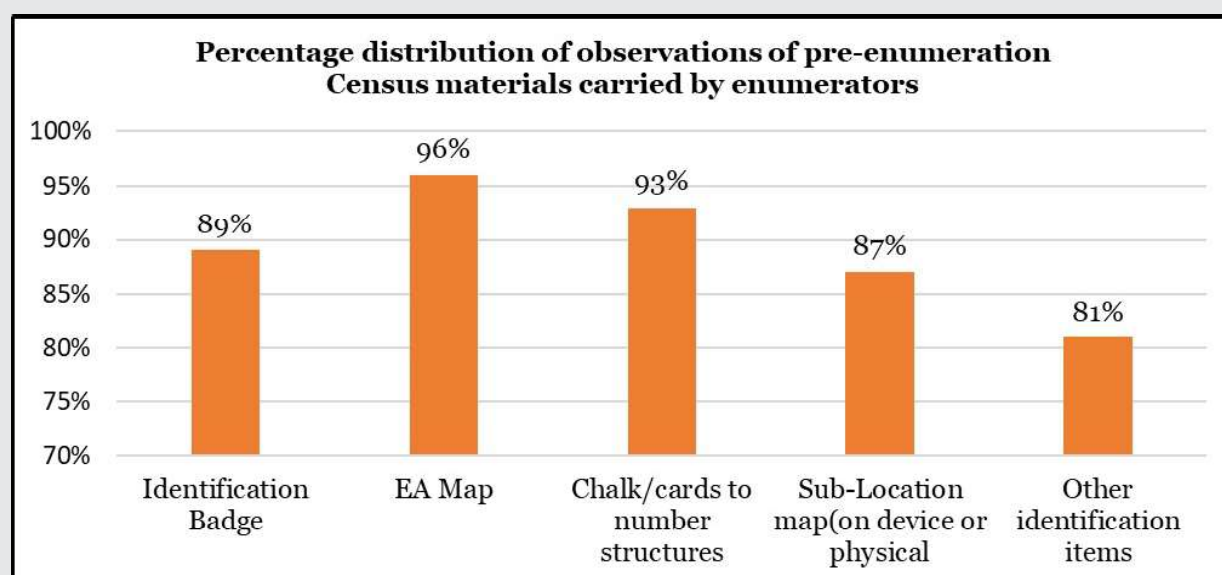
% by EA type	% by EA status		Total
	Informal	Formal	
Peri-Urban	13.6	7.1	8.0
Rural	9.1	15.9	14.6
Urban	77.3	77.0	76.6

A small proportion of the observations were directed to enumerators with disabilities. The observers noted that KNBS did not adequately facilitate all PWD enumerators during the pre-enumeration activity, as some of them worked without their official aides, and guides or remuneration of the guides were not provided. No transport or in-advance special allowances were offered to PWDs. In most cases, the supervisors went out of their way to offer facilitative support to PWDs enumerators to ensure that they carry out duties smoothly.

## 4.2.2 Availability of Critical Pre-Enumeration Household Listing Materials for Census Officials

The Census officials were expected to carry with them some minimum set of materials to help with identification as well as create awareness about the Census during the pre-enumeration activities. Some of the materials were also mandatory tools necessary in the conduct of Census as the availability of such materials improves confidence among the populations and communities. The Commission observed on the identification and critical materials the Census officials carried during the pre-enumeration household listing activities. The observations were limited to the enumerators. The results are summarized in Figure 5.

**Figure 5.** Percentage Distribution of the Census Identification Materials during Pre-Enumeration Household Listings Activity



Most of the observed enumerators had the EA maps to help with the identification of assigned EA boundaries (96%), chalk or cards to number structures (93%), identification badge (89%). Other identification materials included a reflector jacket, enumerators training, and reference manual, pens, and notebooks. The use of these materials before enumerations improves greatly the accuracy of Census data.

## 4.2.3 Accompaniment of Enumerators by Village Elder/Guide and Supervisors during Pre-Enumeration Household Listing Activity

Nearly all enumerators observed, (92 %) were accompanied by a village elder (EA guide) throughout the period NGEC made observations. However, the supervisor had at any one time of the observation accompanied only 48% of the observed enumerators. The presence of the enumeration area guide is critical in Census activities because they help enumerators accurately identify the boundaries of the assigned EAs, accurately and comprehensively identify and list all structures and households within the assigned EAs. They also support the enumerators in planning the conduct of the Census including drawing the routing and drawing of a schedule of the enumeration based on the pre-known schedule of the household members (where it is known).

#### 4.2.4 Ability to Identify Boundaries of the Assigned Enumeration Areas

In all observations made, 95% of the enumerators were able to identify the boundaries of the EA with ease. Either enumerators accompanied by a supervisor or EA guide or both were significantly more likely to identify the EA boundaries with much ease (94.1%) compared to those who were not accompanied (81.8%). Qualitative data shows that enumerators accompanied by EA guides identified households and EA boundaries with much ease. Further identification of boundaries was much easier in the formal EAs (93.8%) as compared to the informal EAs (86.4%).

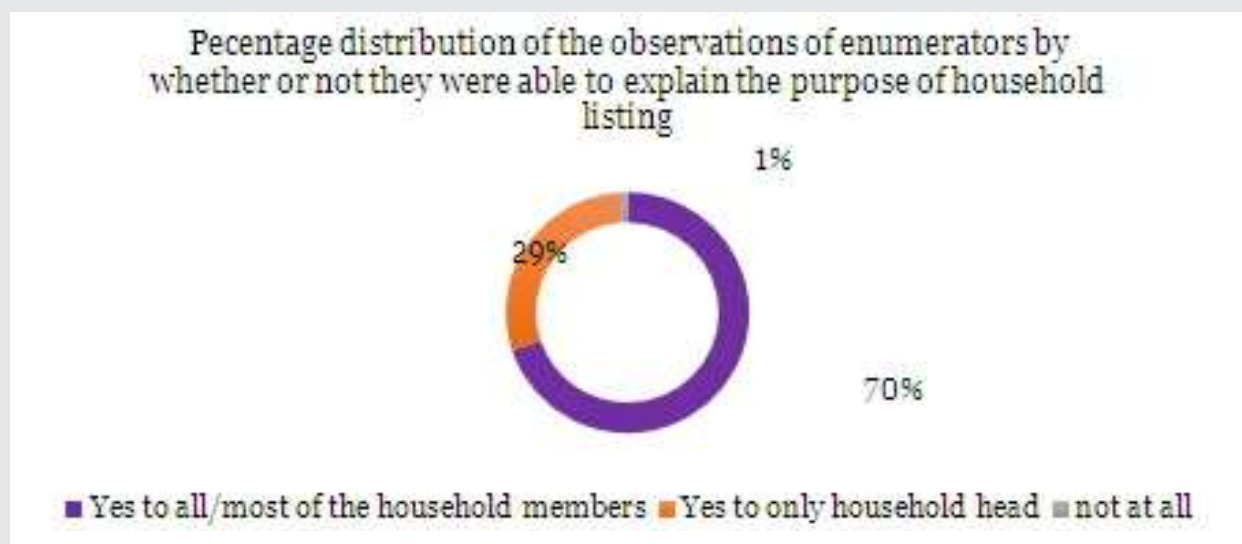
### 4.2.5 Ability to Explain the Purpose of Pre-Enumeration Household Listing Activity

The observation also assessed the extent to which the enumerator was able to explain the purpose of the household listing. The observers noted that 70% of the enumerators were able to explain such with ease to all or most of the household members as summarized in

**Figure 6. Percentage Distribution of the Observed Enumerators by Whether or not they were Able to Explain the Purpose of the Pre-Enumeration Household Listing Activity**

Two-thirds(66%)of the enumerators observed during the pre-enumeration household listing were able to explain the purpose of marking marks on the structures or leaving an identification card with a household member, to all or most of the household members. About one quarter was able to explain the same only to the household head. 10% of the observed enumerators were not able to explain or did not explain to the household the purpose of the marks they placed on the structures. The results are summarized in Figure 7

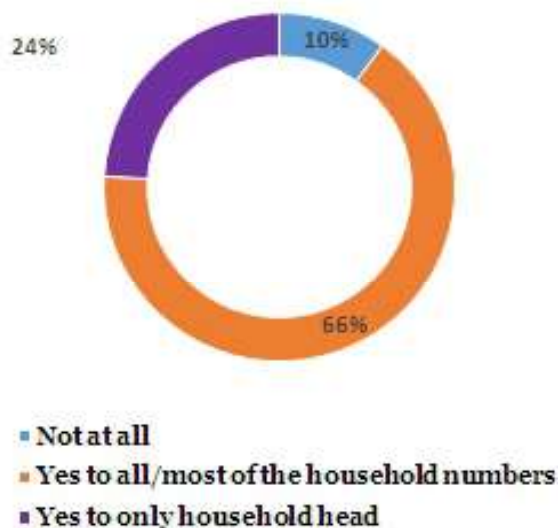
**Figure 7. Percentage Distribution of the Observed Enumerators by whether or not they were able to explain to the Households why they Placed Marks on the Structures or Left Household with a Card**



## 4.3 The Census Enumeration

The Census enumeration is taken at a specific point in time and focused on households in a given enumeration area. In this case, the NGEC observation team made several observations during the enumeration Census night, referred to as the "reference night" 25/25 August 2019. This was to ensure compliance to the universal defined essential features of population and housing Censuses as "individual enumeration, universality within a defined territory, simultaneity and defined periodicity".

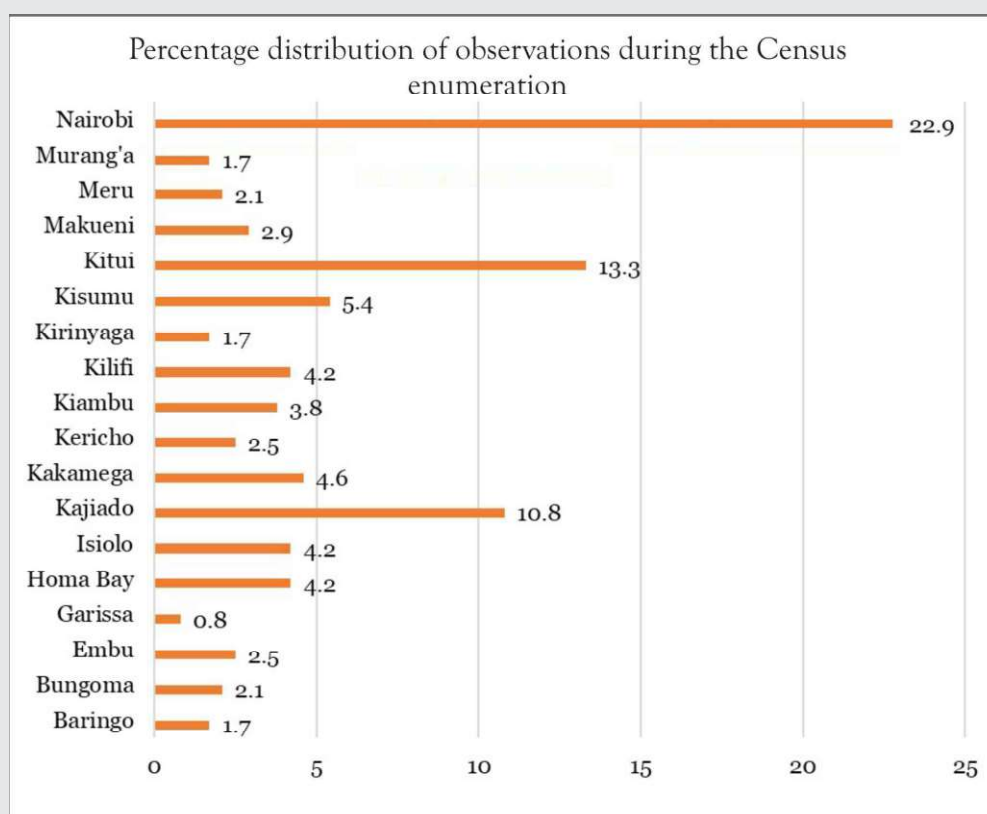
**Percentage distribution of observed enumerators by whether or not they were able to explain the purpose of putting marks on structures or leaving behind an identification 'card'**



### 4.3.1 Coverage of Observations

During the reference Census night, the Commission made 240 observations in 21 counties. The highest frequency of observations was in Nairobi (22.9%) and Kitui (13.3%) counties. Garissa had the least number of observations (<1%) as shown in Figure 8. Low observations in Garissa was attributed to the vastness of the County and spread out of households due to the pastoral nature of the economy

**Figure 8. The percentage distribution of observations by counties**





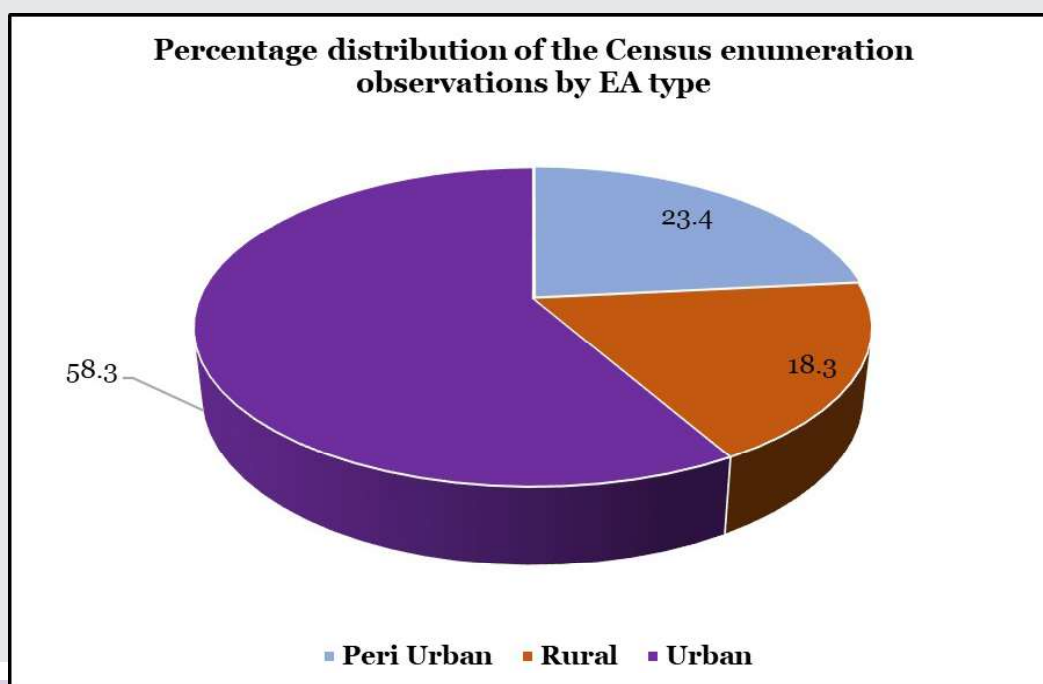
The team led by the Chairperson, Dr. Joyce Mutinda observed Census enumeration in Kilifi County, specifically Vipingo Location, Kilifi Township, and Malindi Locations in Kilifi South, Kilifi North, and Malindi Sub-Counties respectively. The team deliberately observed the enumeration of Honorable Najib Balala, the Cabinet Secretary in charge of Tourism at his home in Vipingo Ridge.



NGEC Chairperson Dr. Joyce M. Mutinda observes enumeration of Honorable Najib Balala, the Cabinet Secretary in charge of Tourism during the Census night

NGEC Chairperson Dr. Joyce M. Mutinda observes enumeration of Honorable Najib Balala, the Cabinet Secretary in charge of Tourism during the Census night. The frequencies and intensity in observation of the Census enumeration varied from formal to informal areas. 84% of the observations were made in the formal enumeration areas while 16% were made in the households located in the informal enumeration areas. The Commission made more observations in urban areas (53.8%) followed by rural areas (23.4%) as compared to peri-urban areas (18.3%) as summarized in Figure 9.

**Figure 9. The percentage distribution of observations by counties**



During the same period in point, the Commission observed the level of participation of special interest groups as enumerators in the Census exercise. This involved observation of 225 Census enumerators, out of which 47% were female and 53% were male. The youth enumerators constituted 68% while enumerators with disabilities constituted 8% of the Census enumerators observed.

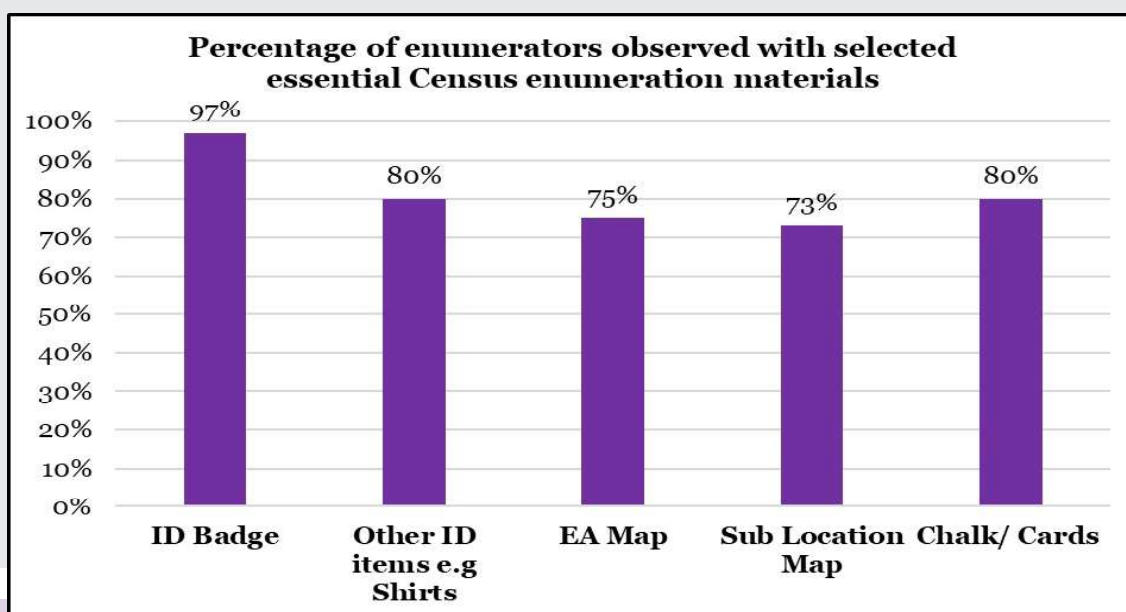


**Photo: Vice-Chair Dr. Joel Chomba Munyi leads NGEC observation team in Embu during the Census Enumeration exercise**

### 4.3.2 Census Enumeration Materials

This parameter assessed the extent to which enumerators and supervisors were adequately provided with mandatory tools to commence actual enumeration. Further, the parameter assessed whether enumerators were provided with necessary support services including security, guides to help navigate through enumeration areas. The team observed that the enumerators were properly equipped with a set of materials to facilitate their work. The materials included CAPI devices, pencils, enumerators' Census reference manuals, enumerator's area maps, identification badges, notebooks, chalks, and cards as shown in Figure 10.

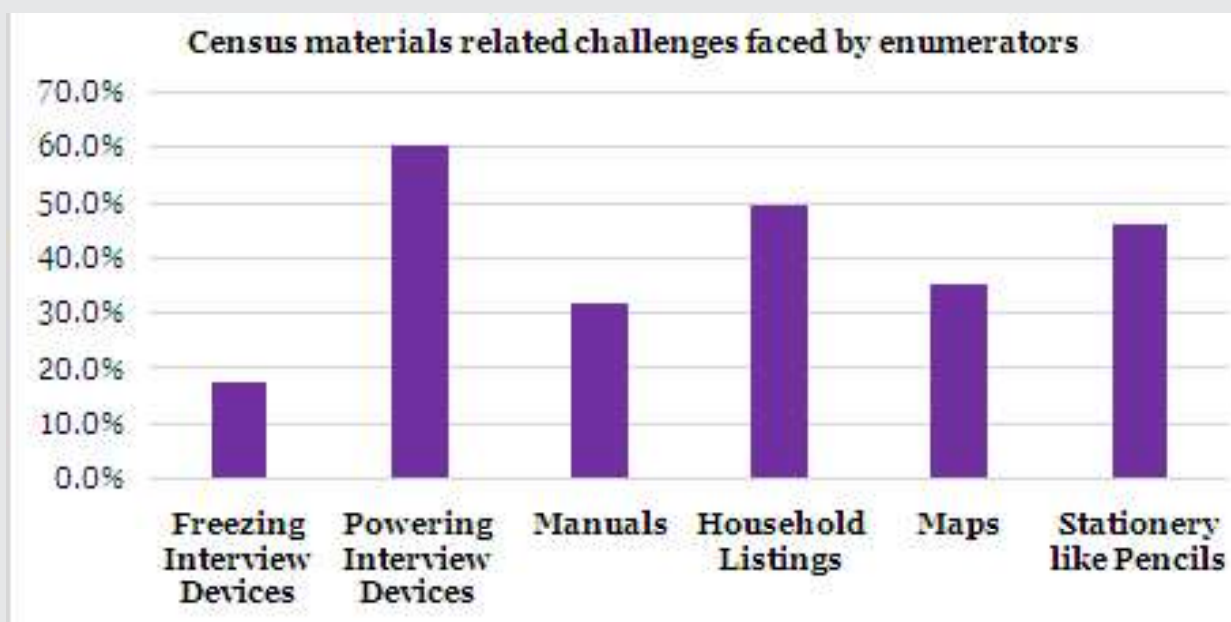
**Figure 10. Percentage Distribution of Enumerators Observed with Selected Essential Census Materials**





Two-thirds (67%) of the enumerators observed faced difficulties accessing or using essential Census materials. In some cases, the enumerators were not provided on time with all necessary materials due to logistical issues in the delivery. Others were provided with the materials and equipment but such failed to operate as required. Figure 11 shows the types of difficulties recorded or reported. The most common challenge was the powering of CAPI, and retrieving some of the household listings especially in densely populated urban enumeration areas.

**Figure 11. Census Materials Related Difficulties Faced by the Enumerators**



### 4.3.3 Identification of Households for Enumeration

The observation team acknowledged that they did not witness any obvious skipping of households or problems of identification of boundaries of the enumeration areas by the enumerators. This was attributed to the fact that most of the enumerators were from the area of enumeration and had conducted pre-enumeration household listing. The enumerators also received the necessary support from village officials. Identification of households among the observed enumerators was rated at 98.3% with nearly all enumerators demonstrating the ability to identify the households with ease.

### 4.3.4 Enumerators Accompanied by Elders and Supervisors.

To ensure accurate identification of households it was a requirement that the village elder accompanies the enumerators. NGEC observed that village elders accompanied majority of the enumerators (92%) or EA guides during the enumeration. However, the majority of the observed 'elders/guides' were young persons and in peri-urban areas young female guides were more observed as opposed to other areas.

The Commission observed the level of support, supervision of the enumerators offered by the supervisors. More than half (52%) of the enumerators observed were at some time accompanied by the content supervisors. Supervisors were however required to make back checks in sampled households and therefore might not have been observed in all households. Further, most enumerators demonstrated confidence and fully prepared for the enumeration. On the Census reference night, slightly over one-half (56.1%) of the enumerators observed were accompanied by security officers. The security officers were more deployed in informal urban areas where the security situation had already been pre-determined. Due to high publicity, the Census committee avoided deployment of security officers to ensure household members felt free to participate in the activity.

### 4.3.5. Reception of the Enumerators.

At the time of observation, 93% of the respondents were friendly to the enumerators insinuating the extent of awareness among households about the Census. In some cases, the households eagerly waited for the Census Enumerators. The advocacy and publicity programme may have contributed positively to the warm reception observed during the Census activities.

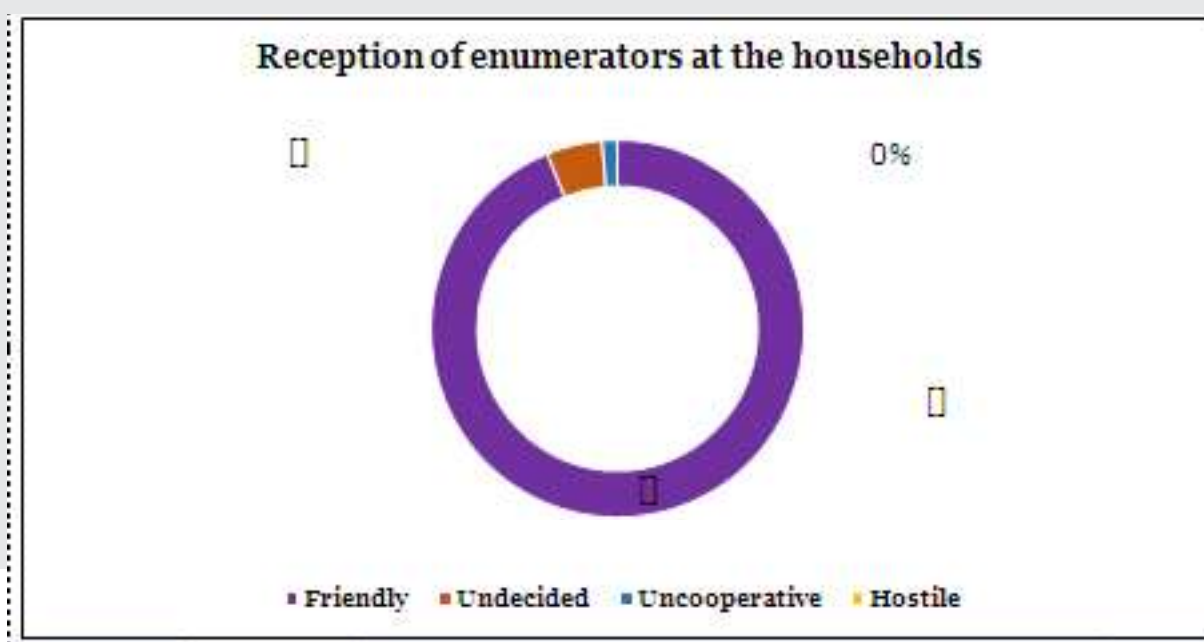
Those who were yet to be enumerated by the second day of activity (25th) anxiously waited for enumeration and termed the activity as slow. None of the observed enumerators received hostile reception and only in a few households were respondents undecided about their participation in the Census activity as summarized in Figure 12.

The Commission observed that the majority of the enumeration during the night of 24/25th August ended on or at 11 p.m. This may have led to low coverage of households on the first day/night of enumeration. The representatives of the CCC and SCCC that the observation group talked to made the same observations. Some of the reasons given for ending the enumeration earlier (i.e. 11 p.m.) is because of a lack of cooperation from the household heads, and some elders were not able to support the exercise late in the night.

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**Figure 12. Description of the Reception Received by Enumerators**



### 4.3.6 Language and Enumerator's Conduct /Behaviour

NGEC observed the interaction between the enumerator and the respondents as a proxy indicator for assessing the quality of data captured. In most cases, the enumerators were deployed to the enumeration area where they lived. They were, therefore, familiar with the people and the area, their customs and language. This facilitated both coverages of all households in the enumeration area and communication with the respondents in line with local norms. The fact that respondents were likely to be familiar with the enumerators also enhanced the trust that respondents had in the Census process, hence the higher likelihood of giving credible responses

Further, it was noted that most of the enumerators observed were polite when getting into households and when asking questions. It was observed that most of the enumerators were patient, diligent, dedicated to the enumeration, and wore the Census uniform. (Identity card, reflector jacket, and bag). These behavior qualities were instrumental in the provision of quality Census service to the public, enhanced trust and confidence in the whole Census process.

To win the confidence of the respondents as well as improve on the accuracy and completeness of the data most of the enumerators were observed making emphasis and reference to Census night (88.4%); explaining about the Census and its relevance (80.6%), assurance and re-assurance to respondents of confidentiality (73.3%)

To avoid double enumeration or skipping of households, the enumerators were required to place some identity marks on a conspicuous place within the structures. In all cases observed, (100%) enumerators wrote the suffix letter E or left behind some marks or identification that would demonstrate that an enumeration had been completed in the household. For absent households, callbacks cards/messages were left under their main door with the neighbours or with the village elder indicating when the enumerators would return for an interview.

### 4.3.7 Handling of Questions

In all instances, handling the questions was satisfactory as summarized in Table 7.

**Table 7.**  
Description of how Enumerators Handled Questions Relating to Children, PWDs, Births, and Household Headship

**Table 4.** Profile of Enumerators Observed

How did enumerators handle questions and respondents in the following categories?	Very Well	Just Adequate	Poorly
Children below 18 years	79.40%	21.20%	0.02%
PWDs	78.60%	19.70%	1.70%
Pregnant Mothers	77.10%	22.90%	0%
Girls ages 12 and above	77.30%	22.70%	0%
Household Heads	87.10%	12.90%	0%
Matters of Live birth	85.10%	13.80%	1%

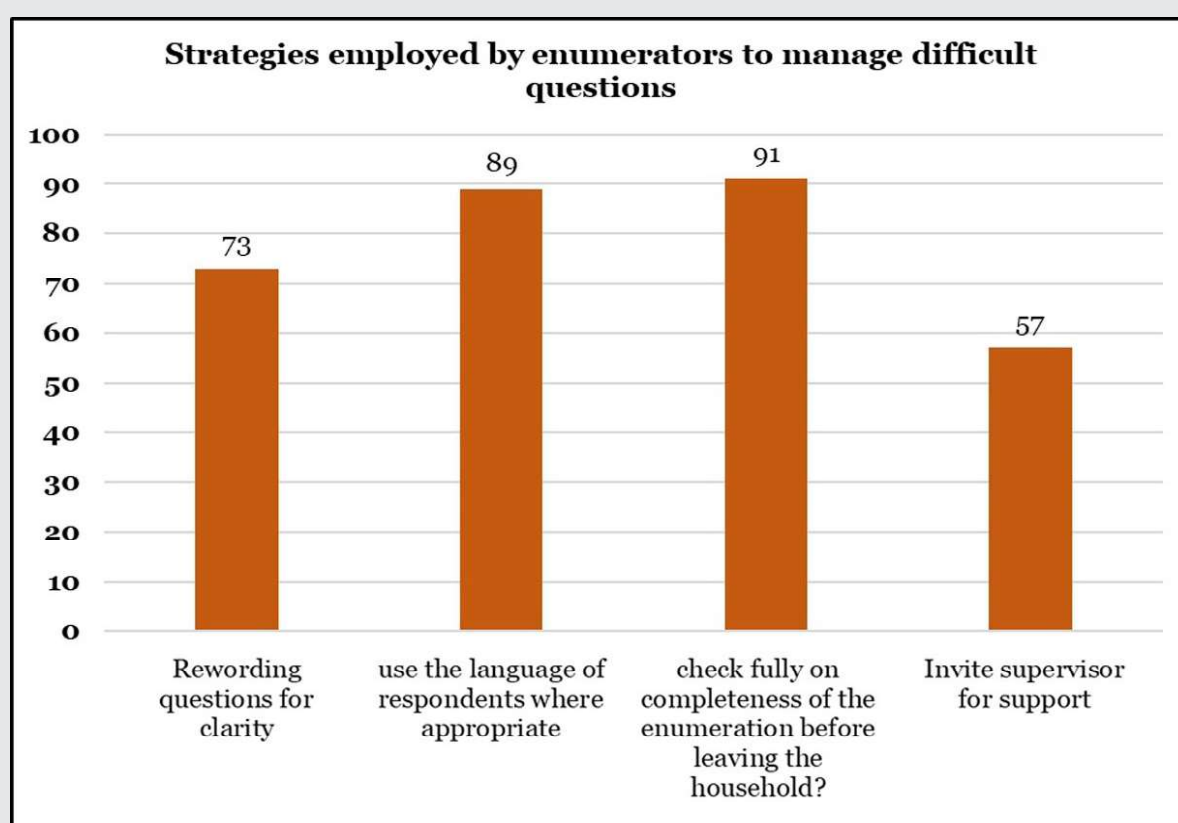
The management of questions relating to household heads, pregnancy, and birth, sexuality among young girls, and about disability helps NGECC understand the extent to which enumerators were prepared to deal with sensitive issues and categories of the population which in turn determine the quality of data including its completeness. The management of questions relating to the household head was dealt with satisfactorily at 87% while matters relating to and dealing with pregnant mothers scored lowest at 77%.

It was observed in some areas that very young enumerators were assigned to interview old women and men as household heads while others were expected to conduct interviews about pregnancy and births. This may have led to difficulties faced by enumerators. Further modules about births, sexuality among young girls, disability, and decision-making are also technical and require adequate competencies to manage them.

Another observation is that the enumerators tactfully evaded probing enough about questions relating to births, disability, sexuality, probably due to the nature of the response from some households. -Some households responded rather harshly to the questions, for example on intersex mainly due to among other reasons the traditional cultural norms that are against intersex identities.

To address gaps resulting from difficult respondents, or questions that respondents felt uneasy with about three quarters (77%) of the enumerators observed, applied some additional strategies to improve on the quality of data. These observation distributions of these strategies are summarized in Figure 13.

**Figure 13.** Strategies Enumerators Employed to Improve Quality of Data among Difficult Respondents or Issues

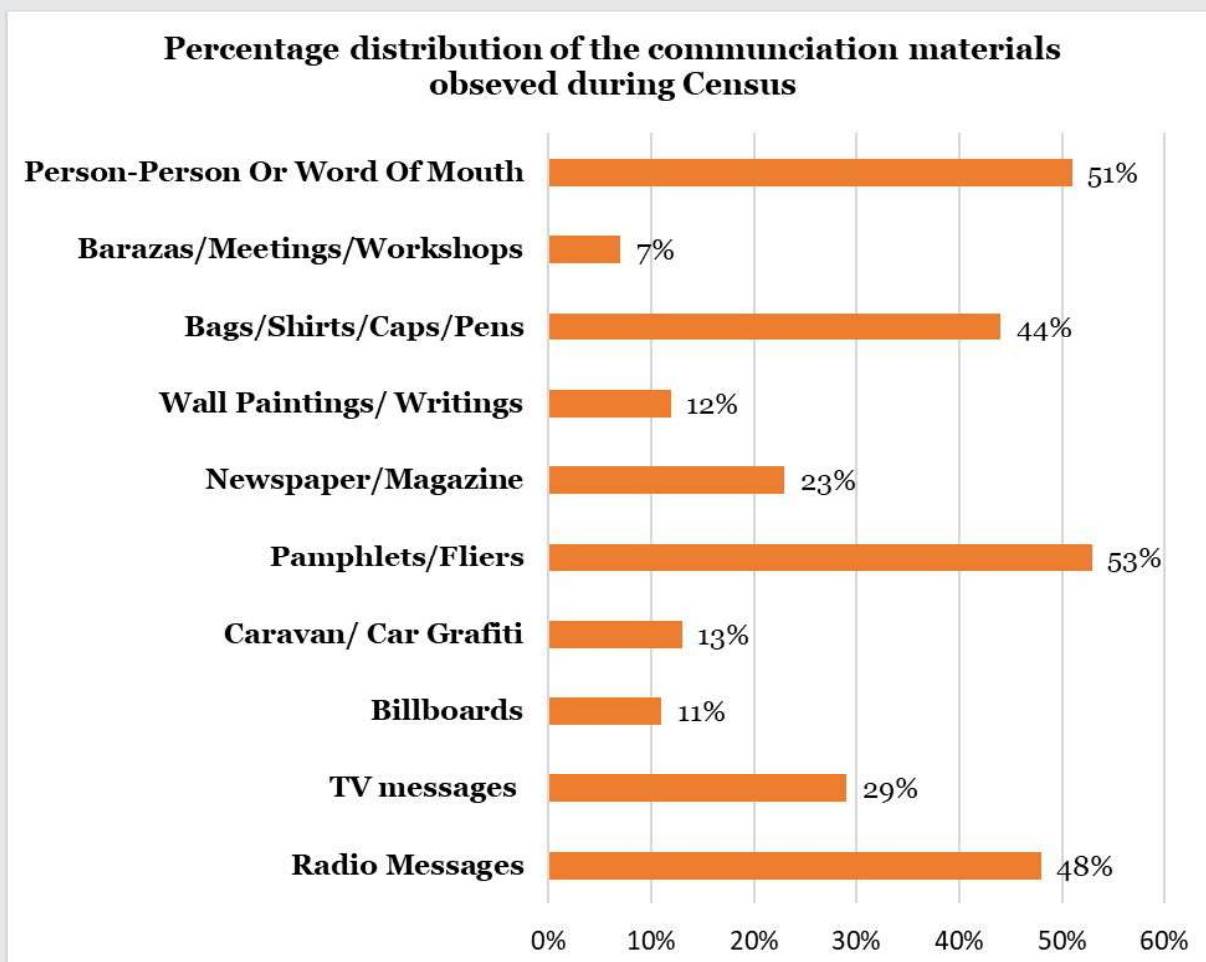


#### 4.3.8 Publicity and Advocacy of Census before Enumeration

The National Census Steering Committee had approved robust publicity and advocacy strategy and campaigns to promote the 2019 KPHC focus on the processes, value, and relevance of the Census to the county, and communities and for mobilizing support from all stakeholders. The advocacy and publicity campaigns should begin well in advance to prepare the population about the Census. KNBS also run a social media campaign and introduced a platform of addressing frequently asked questions and provide facts about the Census. The CCCs and SCCC were expected to replicate these communications and publicity efforts across counties and sub-counties.

The Commission sought to observe the availability of the advocacy and communications efforts across the intervention counties during the last two days before the commencement of Census enumeration. The observers were required to document any communications and sources of information they saw or heard about during the pre-enumeration household listings. The results are summarized in Figure 14.

**Figure 14: Percentage distribution of communication materials**



Pamphlets, fliers, word of mouth, and radio messages were the most common sources of information about the Census.



## 5.1 Emerging Issues

### 1. Enumeration of the most marginalized communities:

For the first time in Kenya, the 2019 KPHC considered all communities that had been accorded a demographic variable by the KNBS. A case in point is the Shona community (originally from Zimbabwe) who migrated to Kenya in the early 1960s and are currently residing mainly in Kiambu County. NGEC observed that Census enumerators had visited most of the homes where the Shona community was living and the household members were treated with dignity. The 'Shona Households' therefore participated in both pre-enumeration household listing and Census activities. During the conduct of the Census activities, the Shona admitted that their inclusion in the Census was an indication of progressive recognition of their civil rights especially the right to the registration of their children, access to identification documents, and a beginning of enjoyment of economic social rights such as access to business and employment opportunities.

### 2. Language barriers:

In some instances, enumerators faced difficulties in communicating with persons who could hardly speak English, Kiswahili, or any other language spoken by the Census official. In such cases, especially where a household had a large number of members, the interview took longer than expected.

### 3. Preference to CAPI by respondents:

Some household members refused the interviewee to ask questions and instead insisted on taking the interview right from the CAPI. In cases observed, the respondent navigated smoothly through the modules and where they needed assistance or where questions related to the interviewer such as confirmation questions they would allow the interviewer to manage the device.

### 4. Issuance of Census cards to persons staying in hotels or on transit:

While NGEC made the observation on completeness of the Census module for persons residing in hotels and those on transit; we observed different strategies applied by enumerators. For example, in Kilifi, the NGEC observation group witnessed the hotel management completing the guest Census enumeration forms. However, the group did not observe any of the guests leaving the hotels being issued with enumeration/identification cards. The observation group also visited international airports ((Moi International Airport, Mombasa, and the Jomo Kenyatta International Airport, Nairobi) where they noted that travelers were not issued with enumeration cards or questioned about whether or not they had been enumerated at their point of departure. It is not clear to NGEC whether KNBS had put measures in place to avoid double counting of persons on transit, and people enumerated in hotels who departed to other destinations during the enumeration window/period.

In Voi, the observations of persons on transit gave different results. On the Voi-Mombasa highway, the observation of enumeration of persons travelling by road showed the following:

- a) Slow enumeration procedure: The number of enumerators who had been placed at the highway was small and could not manage to work at a speed expected by the travelers. For example, one enumerator was handling a bus carrying over 30 passengers and there was a very long queue of vehicles waiting.
- b) Identification: Enumerators on the highway were not wearing their identification badges.
- c) Enumeration cards. Travellers were issued with enumeration cards but were impatient because of the slow process

An observation completed in hotels in Voi (Maghonyi hotel, Fine breeze hotel, Lucky hotel, and Two Oceans hotel) indicated the following: That all guests were issued with enumeration cards and that the guest forms/list were fully completed.

**5 Deployment of enumerators:** The recruitment of Census personnel especially enumerators was marred with complaints. Communities complained that enumerators were employed hailed from other counties and deployed to work in unfamiliar areas. In Nairobi's Kawangware slums, Kangemi among other areas there were demonstrations by community members accusing KNBS of recruiting enumerators from communities outside their wards or constituencies and were not known. In other areas, enumerators with disabilities were excluded from participating in the enumeration activities on the account that they would not perform the duties. Such issues should be fully addressed prior to the next Census or major surveys.



The Chairperson of NGEC joined Westlands Sub-County Commissioner in addressing the residents of Kangemi who were complaining about the irregular deployment of enumerators in their ward.

**6 Sensitiveness of questions:** The Commission observed that some enumerators had difficulties in administering some questions in the Census due to their sensitive nature, for example, those that concerned intersex. This may be because of harsh receptions enumerators received after asking the question as well as strict traditional and cultural norms around sexuality issues especially on this.

## 5.2 Observed Gaps

- a) The consistent and systematic Census public awareness program commenced too late in the life of the Census activities (almost in the last week to the commencement of Census). It is advisable that in the future KNBS invests in robust communications and messaging about the Census to win public confidence.
- b) The public awareness program run through televisions and other channels were not inclusive and left out vulnerable groups such as persons with visual and hearing impairment. In addition, the awareness program did not in a special way target vulnerable groups such as intersex and persons with albinism to prepare them for the Census. In the future, the awareness and advocacy program should have a module that builds awareness among extremely vulnerable groups to increase the acceptability of the Census activities.
- c) The Census activity was conducted soon after the Government completed the execution of the National Integrated Identity Management System (NIIMS). The Commission observed that most enumerators


were put to task by respondents to explain the difference between the two especially when most of the identifier variables were similar in both activities. In future, and where possible, integrated programs should be encouraged to avoid public outcry on duplication of efforts.

- d) The absence of the brailled materials and voice-enabled Computer- Assisted Personal Interviews (CAPI) may have excluded the visually impaired persons from effective participation in the Census exercise as Census officials. Census created an opportunity for employment unfortunately it was discriminatory to this particular group. There is an opportunity in the future to use inclusive technology to remove any form of discrimination to persons with disabilities.
- e) During the reference night, less than 35% of households were covered in the observed counties while the CCC and SCCC had set a target of 50%. In some areas, the coverage was very low due to the termination of enumeration at 11 pm.
- f) Transport was a challenge to most of the enumerators and their supervisors leading to late arrivals at their various destinations hence delaying the process. Some enumerators protested for delayed allowances and field facilitation. Kenya National Bureau of Statistics should work out on logistics beforehand to avoid delays.
- g) The short questionnaires for street persons, outdoor sleepers, vagrants, travellers, and persons on transit were scanty and did not disaggregate information on disability as it may have excluded capturing data on persons with disabilities who were on transit. Observation showed that administering of the questionnaire on travelers and persons on transit was left in the supervision of hotel managers, some of whom were not keen on the exercise and would have omitted some details of the clients. The managers would require prompting to follow up with the completion of this questionnaire.
- h) There lacked clear and consistent means through which hotel guests would know that they had been enumerated unless when provided with an enumeration card. The Commission did not find hotels using such cards and this might have risk-doubling counting once guests left the premises.

### 5.3 Good Practices

- a) The national and county government coordination of the Census activities was well implemented and the committees worked very well. Such a model of coordination of government interventions should be scaled up in other programmes.
- b) Involvement of the youth, mainly unemployed, the majority of who were females is commendable. There was an effort to include persons with difficulties in the enumeration exercises thus systematically entrenching the principle of equality and inclusion in the Census process in Kenya.
- c) The involvement of persons with disabilities demonstrated government commitment to the inclusion of PWDs in development. It is possible that the inclusion of PWD as Census officials influenced public perception about the contributions of PWDs in development.
- d) Recruitment and involvement of high proportions of women in the Census activities are commendable as it communicates the State's assurance of its commitment to serve youth and women. The Commission notes that, by virtue of participation in the rigorous Census activity, the country created a database of experienced youth and women in computer-aided surveys. This pool of human resources should be made available to the government and private sector for any employment opportunities that may arise.
- e) The enumerators were more likely to identify households when accompanied by the village elder. In the future, enumerators should be at all-time be accompanied by the village elders for ease of identification of households and establishing rapport.



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- f) Data shows that enumerators accompanied by village elders were likely to identify the boundaries of EA and households with ease compared to enumerators who were not accompanied. The future Census should therefore consider village elders as official Census personnel. Census activities are more likely to succeed when the community gatekeepers like villages elders are involved.
  - g) The use of the Computer- Assisted Personal Interviews (CAPI), automation of data collection is in line with the digital UN Census 2020, hastened data capture, enhanced levels of accuracy, reduced turn-around time, and ensured completeness of the questionnaire. Observers noted that the youth were happy being engaged in computer-aided activity thus increasing their self-confidence.
  - h) The accreditation of institutions such as the National Gender and Equality Commission is a good practice that should be replicated in future Censuses. However, there is a need to have guidelines and protocols to support observation and monitoring in the future.
  - i) KNBS senior management supported NGEC to conduct the observations and provided undivided attention to the observation teams.
  - j) The branding of the NGEC observers increased the credibility of the activity and might have contributed to the brand identity of the Commission.

**Observations**

1. The NGECE Census observation team found that the conduct of the 2019 census was successful, professionally done and in line with the international standards. The Commission observed that the Kenya National Bureau of Statistics had put in place measures to ensure the inclusion of special interest groups (Women, youth, persons with disability, minorities and marginalized groups) in the census through the type of information obtained including the information on basic population characteristics including age, sex, marital status, household composition, family characteristics, and household size. Information is also collected on economic measures including labor force participation, occupation, place of work, employment-related industry, and educational attributes such as school attendance, educational attainment, and literacy. Geographic and migration information was also collected. Questions on place of birth, place of usual residence, duration of residence, and prior place of residence will allow the government of Kenya planners to examine population movements. Information on births and deaths, was also collected which are vital events. In addition, the SIGs were engaged as either as personnel, respondents or stakeholders.
2. From the onset, KNBS incorporated comments from NGECE that recommended additional data capture of special interest groups including older members of society who were above 70 years and persons with disabilities. This ensured evaluating the quality of information. Reasonable number of persons with disabilities participated in the Census exercise as census officers. Women and youth were also involved to a large extent.
3. The improvement in methodologies and techniques in population and housing census especially the adoption of technology, specifically, Computer- Assisted Personal Interviews (CAPI) device made the enumeration exercise faster, credible and accurate. Youth were happy and motivated for being involved in a computer aided activity. They were passionate in conducting the exercise.
4. Despite the successes, the census was faced with some difficulties. These included delay in receipt of census materials and in some cases freezing CAPI devices and lack of power to charge the devices. In some cases, the enumerators had to reboot the device several times. Enumerators also faced logistical challenges with transport and delayed receipt of field allowances. There lacked clarity on how guest in hotels were enumerated especially where they were not issued with identification cards which may result to double counting when they left the premises.

Based on the observation made, NGECE provides recommendations focused to specific ministries, departments and agencies.

## **Recommendations**

### **1. The National Government of Kenya**

The National Government should expand the consultations of preparation of the census activities to a wider group of stakeholders. These should include commissions. The agencies should also be well funded to execute their mandate in regards to conduct of census activities.

### **2. County Government**

The county census committee in all urban areas should make comprehensive plans to ensure trainings are fully facilitated. Limited space, transport, and human/car traffic made some of the trainings for example in Nairobi difficult. In future such counties may be considered for boarding facilities of both trainers and trainees.

### **3. Kenya National Bureau of Statistics**

- a) KNBS and the National Census Steering Committee should include NGEK in the technical working group committees to provide necessary input in all census processes (designing, collecting, compiling and publishing information). Further the KNBS should commence development of guidelines for monitoring and observation of census by independent agencies covering essential features of population and housing census.
- b) KNBS should improve on logistical and administration of field activities for national activities to ensure field personnel are sufficiently facilitated.
- c) KNBS should roll out advocacy and public awareness program as soon as census activities commence and address emerging issues including the use of data. Such advocacy programs should aim at reaching vulnerable populations as well. Where similar national activities are being conducted almost at the same time and have much similarities, there is need for integration to avoid duplication of efforts and reduce suspicion from the communities
- d) KNBS to consider involving village elders in the entire census process
- e) KNBS should device strategies for recruitment of census officials to reduce complaints from the public. The process should be made as transparent as possible and involve the communities particularly in urban areas where neighborhoods are less socially established.

### **4. National Gender and Equality Commission**

- f) The National Gender and Equality Commission should expand coverage, intensity and frequency of observation of the census in order to make reasonable conclusions based on the assessments. In 2019 KPHC, the observations were limited to few counties, few enumeration areas and lasted a maximum of two days for each census activity.
- g) The commission should commence observation of census right from the cartographical processes, development of enumeration areas to ensure the observation are comprehensive and cover all essential processes and activities in censuses. This will ensure comprehensive monitoring of the progress made by statistical bodies in promoting principles of equality and inclusion



**The National Gender and Equality Commission  
KENYA POPULATION AND HOUSING CENSUS  
TOOL**

**INTEGRATION OF PRINCIPLES OF EQUALITY AND  
INCLUSION IN THE POPULATION AND HOUSING  
CENSUS 24TH/25TH AUGUST 2019**

**SUPERVISORS OBSERVATIONAL TOOL**

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## KENYA HOUSING AND POPULATION CENSUS 2019 SUPERVISORS TOOL

My name is .....  
and I work for the National Gender and Equality Commission (NGEC)  
The National Gender and Equality Commission is a Constitutional Commission established by the National Gender and Equality Commission Act, NO 15 of 2011, pursuant to Article 59 (4) & (5) of the Constitution of Kenya, 2010. The Commission's overall mandate is to promote gender equality and freedom from discrimination for all people in Kenya. This is with a specific focus on special interest on groups, which include women, children, youth, and persons with disabilities (PWDs), older members of society, minorities, and marginalized groups.

The Kenya National Bureau of Statistics (KNBS) is a State Agency established through the Statistics Act of 2006 and mandated to among other functions act as the principal agency of the government for collecting, analyzing, and disseminating statistical data in Kenya, act as custodian of official statistics and conduct the Population and Housing Census (KPHS) every ten years. NGEC and KNBS are partnering in the conduct of the observation of the 2019 KPHS against international standards and national legislation with the objective of increasing the credibility and transparency of the Census process. This is especially as it relates to special interest groups and provides feedback to the Government during Census enumeration, and to document lessons learned and good practices for building capacity for future Censuses in Kenya.

Pure observation methods shall apply

### BACKGROUND INFORMATION: TRAINING OF SUPERVISORS

The section to be filled with the help of the team leader or the county statistical officer or their nominee in the training cluster

1	Name of the observer .....	b) Staff number [ ][ ][ ]	2	Date of the observation [ ][ ][ ]/[ ][ ][ ] d d / m m	b) questionnaire number [ ][ ][ ]
2	Name of the County .....	b) County Code [ ][ ]	3	Name of the Sub-County .....	b) Sub- County Code [ ][ ]



4	Name of the Division .....	b) Code of the division [ ][ ]	2	Date of the observation [ ][ ]/[ ][ ] d d / m m	b) questionnaire number [ ][ ][ ]
6	Name of the observer .....	b) Staff number [ ][ ][ ]	5	Name of the location .....	b) code of location [ ][ ]
6	Name of the sub-location .....	b) code of the sub-location [ ][ ]	7	How many enumeration areas are you training enumerators for? [ ][ ][ ][ ]	b) How many enumerators should be trained in this cluster [ ][ ][ ][ ]
8	Record time of the interview [ ][ ]:[ ][ ] a.m Or [ ][ ]:[ ][ ] p.m	9. At this hour, how many enumerators are in class [ ][ ][ ][ ] Verify	8	Of these how many are; a) Men b) Women c) Youth male d) Youth female e) PWDS males f) PWD females g) Total representing minority and marginalized <input type="checkbox"/> <input type="checkbox"/> as defined by team leader	[ ][ ] [ ][ ] [ ][ ] [ ][ ] [ ][ ] [ ][ ] [ ][ ]
8	For PWD enumerators: Is the training room accessible/made accessible to these enumerators?	Yes [ ] NO [ ]	12.	What assistive devices and adjustments did you observe? Tick as many as possible	Sign language [ ] Braille [ ] Ramps [ ] Large font manuals [ ] Other in class services (specific) [ ] .....

### 13. Checklist of trainings:

Extent to which enumerators are prepared to conduct pre enumeration household listing, Census enumeration and deal with issues that may promote social exclusions and discrimination to selected groups.

S/no	Major topic	<b>Score:</b> 3 Fully covered; 2. Fairly covered; 1. Scantly covered; 0. Not covered; 8. Did not assess; 9 Can't tell						Additional information including examples
		3	2	1	0	8	9	
A	About the Census including its relevance							
B	The Census reference night							
C	How to identify yourself as an enumerator and materials for identification							
D	What support services to expect including security, supervisors and help desks?							
E	Trained about and provided with core materials for pre-enumeration household listing							
F	Trained about and provided with core materials for Census enumeration rly covered; 1. Scantly covered; 0. Not covered; 8. Did not assess; 9 Can't tell							
G	Observance of confidentiality and assurance of the same to respondents							
H	Dealing with difficult questions including refusal to answer questions							
HI	Handling respondents to gather sensitive information e.g about disabilities							
J	Marking households, structures including enumerated households							
K	What groups of respondents to issue with enumeration cards/call back cards							

S/no	Major topic	<b>Score:</b> 3 Fully covered; 2. Fairly covered; 1. Scantly covered; 0. Not covered; 8. Did not assess; 9 Can't tell						Additional information including examples
		3	2	1	0	8	9	
L	How to conduct oneself including observance of cultural norms, choice of language, discipline, dedication, politeness and assertiveness							
M	What to do, if you learn you have skipped a household for enumeration or listing, or applied maps incorrectly?							
N	Enumerators provided with manuals and guidebook for reference							
O	Enumerators concerns addressed by trainers							
P	Trained about some of the derogatory terms and phrases to avoid so as to facilitate respondents to give sensitive information such as deaths of children, child marriages							
Q	The need to check completeness of the questionnaires before leaving a household							
R	Charging the tablets, power saving and general handling of the tablets							
S	How to use the computer assisted personal interview including various modules and applications							
T	How to troubleshoot a device in case of emerging problems							
U	How to manage third parties who may be present during pre-enumeration household listing or Census enumeration							



**The National Gender and Equality Commission  
KENYA POPULATION AND HOUSING CENSUS  
TOOL**

**INTEGRATION OF PRINCIPLES OF EQUALITY AND  
INCLUSION IN THE POPULATION AND HOUSING  
CENSUS 24TH/25TH AUGUST 2019**

**PRE-ENUMERATION HOUSEHOLD LISTING  
OBSERVATIONAL TOOL**

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## KENYA HOUSING AND POPULATION CENSUS 2019 PRE-ENUMERATION HOUSEHOLD LISTING OBSERVATION TOOL

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Pure observation methods shall apply. Each tool applies to a single HH. Some general information shall remain constant

### BACKGROUND INFORMATION: TRAINING OF SUPERVISORS

The section to be filled with the help of the team leader or the county statistical officer or their nominee in the training cluster

1	Name of the observer .....	b) Staff number [ ][ ][ ]	2	Date of the observation [ ][ ]/[ ][ ] d d / m m	b) questionnaire number [ ][ ][ ]
2	Name of the County .....	b) County Code [ ][ ]	3	Name of the Sub-County .....	b) code of location [ ][ ]



6	Name of the sub-location .....	b) code of the sub-location [ ][ ]	7	<b>EA number</b> [ ][ ][ ]	b) EA type [ ] 1. =rural 2. =urban 3= peri urban
8	Household Number Under observation	[ ][ ][ ]	10	Structure Number Under observation	S [ ][ ] [ ][ ]
11	EA status [ ] 4=informal 9=formal	12. Record start time of the observation [ ][ ]:[ ][ ] a.m Or [ ][ ]:[ ][ ] p.m	13	Record end time of the observation [ ][ ]:[ ][ ] a.m Or [ ][ ]:[ ][ ] p.m	14.State the category of the enumerator you are observing Male [ ] Female [ ] Youth [ ] PWD [ ] Check all that apply
15	For PWD enumerators: Is the officer facilitated to conduct the pre-enumeration household listing?	Yes [ ]  No [ ]	16	Check enumerator has the following materials. Tick as many as possible	a) Identification badge [ ] b) Other identification items e.g shirt [ ] c)EA map (on device or physical) [ ] d) Sub-location map (on device or physical) [ ] e) Chalk/cards to number structures f) Others (specific) [ ] .....
17	Was enumerator accompanied by the village elder or other designated guide Yes [ ] No [ ]	18. Was enumerator occasionally accompanied by the content supervisor  Yes [ ] No [ ]	19	Was the enumerator able to identify boundaries of the EA assigned	Yes with ease [ ] Yes with difficulty [ ] No [ ]

20	Enumerator explains the purpose of listing	Yes to only household head <input type="checkbox"/> Yes to all/most of the household members <input type="checkbox"/> Not at all <input type="checkbox"/>	21	Enumerator explains why they have placed marks (written numbers on the structure, or left a card with household members)	Yes to only household head <input type="checkbox"/> Yes to all/most of the household members <input type="checkbox"/> Not at all <input type="checkbox"/>
22	Record any Census publicity and awareness creation materials you see or hear. Check as many as apply	a) Radio messages <input type="checkbox"/> b) TV messages <input type="checkbox"/> c) Billboard <input type="checkbox"/> d) caravan/car graffiti <input type="checkbox"/> d) Pamphlets/Flier <input type="checkbox"/> e) newspapers or magazine <input type="checkbox"/> f) wall paintings/writings <input type="checkbox"/> g) bags/reflector jackets /t-shirts/ /caps /pens <input type="checkbox"/> h) Barazas/meetings/workshops <input type="checkbox"/> I) Person-to-person or word of mouth <input type="checkbox"/> j) other specific <input type="checkbox"/> .....	23	Any other observations	



**The National Gender and Equality Commission  
KENYA POPULATION AND HOUSING CENSUS TOOL**

**INTEGRATION OF PRINCIPLES OF EQUALITY AND  
INCLUSION IN THE POPULATION AND HOUSING  
CENSUS 24TH/25TH AUGUST 2019**

**CENSUS ENUMERATION OBSERVATIONAL TOOL**

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## KENYA HOUSING AND POPULATION CENSUS 2019 PRE-ENUMERATION HOUSEHOLD LISTING OBSERVATION TOOL

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Pure observation methods shall apply. For each EA a single tool shall apply.

**BACKGROUND INFORMATION: Census Enumeration Observational tool.**  
Each tool shall apply to single enumerator/EA. The section to be filled with the help of the team leader or content supervisor or their nominee

1	Name of the observer .....	b) Staff number [ ][ ][ ]	2	Date of the observation [ ][ ][ ]/[ ][ ][ ] d d / m m	b) questionnaire number [ ][ ][ ][ ]
2	Name of the County .....	b) County Code [ ][ ]	3	Name of the Sub-County .....	b) Sub- County Code [ ][ ][ ]

4	Name of the Division .....	b) Code of the \division [ ][ ]	5	Name of the location .....	b) code of location [ ][ ]
6	Name of the sub-location .....	b) code of the sub-location [ ][ ]	7	<b>EA number</b> [ ][ ][ ]	b) EA type [ ] 1. =Rural 2. =Urban 3= Peri -urban
6	Household number Under observation	[ ][ ][ ]	9	Structure number under observation	S [ ][ ] [ ][ ]
10	EA status [ ] 4=informal 9=formal	11. Record start time of the observation [ ][ ]:[ ][ ] a.m Or [ ][ ]:[ ][ ] p.m	12	Record end time of the observation [ ][ ]:[ ][ ] a.m Or [ ][ ]:[ ][ ] p.m	13. State the category of the enumerator you are observing Male [ ] Female [ ] Youth [ ] PWD [ ]  Check all that apply
14	For PWD enumerators: Is the officer facilitated to conduct the pre-enumeration household listing?	Yes [ ]  No [ ]	15	Check enumerator has the following materials? Tick as many as possible	a) Identification badge [ ] b) Other identification items e.g shirt [ ] c)EA map (on device or physical [ ] d) Sub-location map (on device or physical) [ ] e) Chalk/cards to mark enumerated structures/HH f) Others (specific) [ ] .....



16	Was the enumerator able to identify the first/other household to enumerate?	Yes with ease [ ] Yes with difficulty [ ] No [ ]		What is the reception from the household you are observing?	a) friendly /ready [ ] b) Undecided [ ] c) uncooperative [ ] d) hostile [ ]
18	Did the enumerator face difficulties with Census materials or lacked any of the essential Census enumeration materials during the household enumeration? Yes [ ] No [ ]	19. What material/ item? a) freezing interview device [ ] b) powering interview device [ ] c) Manuals [ ] d) Household listings [ ] e) Map [ ] f) Stationery like pencils [ ]	20	Did enumerator describe/refer to the following?  a) about Census [ ] b) reference to Census night [ ] c) confidentiality [ ] d) markings/cards for enumerated households [ ] e) where applicable, appointment card [ ]	21. Did enumerator make effort to get responses where respondents refuse to  Yes [ ] No [ ]
22	How did enumerators handle questions and respondents in the following categories?			Ratings 3. Very well    2. Just adequate    1. Poorly	23. Did enumerator try one or more strategies to deal with problematic questions? Yes [ ] No [ ]
	Children below 18yrs				
	PWDs				
	Pregnant mothers				
	Girls ages 12 and above				
	Household heads				
	Matters of live birth				
	Matters of death				

24	<p>Were enumerators rewording questions for clarity?</p> <p>Yes [ ] No [ ]</p>	<p>25. Did enumerator use the language of respondents where appropriate?</p> <p>Yes [ ] No [ ]</p>	26	<p>Were respondents ready for the Census including having notes and documentations ready?</p> <p>Yes [ ] No [ ]</p>	<p>27. Did enumerator mark the structure with letter E/issue card upon completion of enumeration</p>
28	<p>Did enumerator check fully on completeness of the enumeration before leaving the household?</p> <p>Yes [ ] No [ ]</p>	<p>29. Did supervisor check/visit on the enumerator during the interview?</p> <p>Yes [ ] No [ ]</p>	30	<p>During the enumeration, were there other third parties present?</p> <p>Yes [ ] No [ ]</p>	<p>31. What groups/people were present</p> <p>a) Village elder [ ]</p> <p>b) Security personnel [ ]</p> <p>c) Onlookers [ ]</p> <p>d) Other specify [ ]</p> <p>.....</p>
32	<p>Was enumerator provided with security during night hours</p> <p>Yes [ ] No [ ]</p> <p><i>(only for households observed at night)</i></p>	<p>33. Record all Census publicity/awareness materials observed in the EA</p> <p>a) Radio messages [ ]</p> <p>b) TV messages [ ]</p> <p>c) Billboard [ ]</p> <p>d) caravan/car graviti [ ]</p> <p>d) Pamphlets/Flier [ ]</p> <p>e) newspapers or magazine [ ]</p> <p>f) wall paintings/writings [ ]</p> <p>g) bags/shirts/caps /pens [ ]</p> <p>h) Barazas/meetings/workshops [ ]</p> <p>I) Person-to-person or word of mouth [ ]</p> <p>j) other specific [ ]</p> <p>.....</p>		<p>34. Any other observations</p>	



**The National Gender and Equality Commission**  
**2019 Kenya Population and Housing Census**  
**Call Centre Registration Form**

Name of the Office:					Form No.:		
Date:							
Call center registration office					NGEC No:		
Call centre officer (verifier)					NGEC No:		
Issue No.	Time	Issue From; Name (Optional)	Place/Location/County/Origin of Issue	Contact Information (Telephone, email, post office box)	Issue	Action For Supervisors	

The National Gender and Equality Commission (NGEC) is a constitutional commission was established in 2011 in line with Article 59 and Chapter Fifteen of the Constitution.

The commission became fully operational in May 2012.

The commission's core mandate is to promote gender equality and freedom from discrimination among all Kenyans with special focus to women, youth, children, PWD, elderly, minority and marginalized groups and communities and in all spheres of life in accordance to Article 27 of the Constitution.

NGEC seeks to promote the progressive realization of Article 43 on economic and social (ECOSOC) rights. Additional specific functions of the Commission are presented in NGEC Act of Parliament (sections 8a-p) of 2011.

Additional information about NGEC can be obtained [www.ngeckeny.org](http://www.ngeckeny.org)

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The views and opinions expressed in this report are those of the author and do not necessarily reflect the views of the funding agencies or their associates.

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**NGEC**

National Gender and  
Equality Commission

Additional information about NGECE can be obtained from  
**[www.ngeckkenya.org](http://www.ngeckkenya.org)**



Creating a Culture of Justice  
International Development Law Organisation

Additional information about IDLO can be obtained  
**[www.idlo.int](http://www.idlo.int)**

