UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA

Report on a mission to Uganda
(5 to 20 October 1989)

By

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This report is the sole responsibility of the writer. It has been submitted to the United Nations Department of Technical Co-operation for Development (DTCD).
Introduction

The mission was undertaken at the request of the UNDP Office in Kampala with the concurrence of the Government of Uganda to review the progress of the preparatory activities for the 1990 Population and Housing Census of Uganda and offer any necessary advice and assistance.

It was undertaken from 5 to 20 October, 1989 and the persons contacted during the period are listed in Annex I. Their assistance and co-operation during the mission are acknowledged with thanks.

Background

Uganda is administratively divided into 34 districts and under the districts are counties. The counties are sub-divided into sub-counties and trading centres which constitute the lowest administrative units. Each level of administrative division corresponds to a level in the political structure known as Resistance Committees (RCs) with the highest level - RCS - coinciding with a district and the lowest - RCl - a village.

The administrative divisions and the related political structure constitute the basis for the census cartographic preparations and the field organization.

Two population censuses have been conducted since the country's independence. The first was in 1969 and the results were published in a number of volumes. The second was conducted in 1980 but due to a number of reasons most of the questionnaires were stolen before they could be processed and the final results of the census could not be published.

Following the decision by the Government to conduct the next census in 1990, a number of missions have been undertaken by ECA Regional Advisers and UN Headquarters Technical Advisers. The missions included one by ECA Demographic Statistics and Census Cartography Advisers in September 1987 during which they assisted the Statistics Department to prepare a draft census project document. Subsequently, a census Project Request was submitted to UNFPA and it has since been approved for implementation. A UN Census Cartography expert assumed duty in September 1988 under the project.

As part of the preparations for the census, a training course on census organization was organized in October 1988 for the national staff expected to assume supervisory roles in the census activities by ECA with the assistance of the UN Statistical Office (UNSO). A tripartite review (TPR) meeting in respect of the census was also held in January 1989.

Mission Activities

The mission started with courtesy calls on the Chief Government Statistician and the UNFPA Country Director. Later during the mission, brief discussions were also held with the UNDP Resident Representative.

Following the initial briefing by the Chief Government Statistician and the UNFPA Country Director, a series of discussions were held with other professional staff of the Statistics Department involved in the census preparatory activities as well as the UN Census Cartography expert. Minutes
of meetings on the census held prior to the mission and drafts of census documents were also reviewed and a number of comments/suggestions brought to the attention of all concerned. Some of the comments made have been attached to this report as Annex II.

It was indicated during discussions that a Central Census Office was in the process of being established. It would comprise the following sections: Statistical Planning and Control, Field Operations and Publicity, Cartography and Printing, Data Processing and Administration/Finance. The entire census organization would be headed by a Census Director.

The full complement of staff for the Central Census Office was not at post at the time of the mission. The staffing situation at the time was as follows:

2 Senior Statisticians (one on part-time basis)
1 Statistician/Demographer
1 Cartographer
1 Administrative/Finance Officer
4 Cartographic Assistants
2 Field Mapping Supervisors
7 Mapping Team Leaders
47 Mapping Assistants
9 Drivers
1 Typist

It was reported that 2 statisticians were undergoing a year's training in census data processing at the ISPC, U.S. Bureau of the Census. Further, 2 Statisticians, an Economist and a Sociologist were expected to be involved in census activities shortly.

It was also reported that the Census Director had been appointed but the necessary administrative procedures had not been completed to enable him assume duty. Another disturbing issue was that the Senior Statistician who had been the key person involved in the census technical preparations on full-time basis had been appointed the Field Organizer to head the Field Operations and Publicity Section of the Central Census Office. He had not assumed that responsibility at the time of the mission but when he does, he might be involved in the census technical preparations (i.e., assignments of the Statistical Planning and Control Section) only on part-time basis, if at all.

The staff of the Cartography Section was being increased. Arrangements for the recruitment of about 60 Mapping Assistants were in the final stages
and their training had been scheduled to begin on 23 October 1989. It was expected that additional Cartographic Assistants (drawing office staff) would be recruited when more office space became available.

A number of committees had also been set up to assist in the census activities. These are: Steering/Technical Advisory Committee, Questionnaire and Manuals Sub-Committee, Field Operations and Mapping Sub-Committee, Data Processing Sub-Committee and Analysis and Report-Writing Sub-Committee. Prior to the mission, the Steering/Technical Advisory Committee and the Field Operations and Mapping Sub-Committee had held their inaugural meetings and the Questionnaire and Manuals Sub-Committee had held several meetings in connection with the preparation of the draft questionnaire and Enumerator's Manual.

A number of meetings had also been organized by the Minister of State, MPED in collaboration with UNDP to monitor and review the progress of the census preparatory activities.

The minutes of the monitoring/review meetings as well as those of the census committees were reviewed during the mission and discussions held with the principal census organizers to determine the overall progress of the census preparatory activities, identify any bottlenecks and offer the necessary advice and assistance.

It was evident from the minutes of the monitoring/review meetings that the Government expected the census to be conducted in August 1990 as scheduled.

On the other hand, the preparatory activities did not seem to have gone far enough. In addition to the steps taken to establish a Central Census Office, cartographic preparations were in progress and initial drafts of the census questionnaire and related documents had been prepared, but even these activities were very much behind schedule. Not much else appeared to have been done although a number of other activities were expected to have been carried out by the time of the mission. Such activities included consultations with data users as part of the efforts to determine the topics to be investigated in the census and the required tabulations, preparations of a publicity/census education programme and its implementation, establishment of a census field organization and a pilot census to test the census documents and the overall census organization. The pilot census had been scheduled for August 1989 but it was not carried out and no definite date had been set for it. The indications seemed to be that it had been postponed indefinitely. An order had been placed for the purchase of printing paper from Tanzania for the printing of the pilot census documents but the delivery date seemed uncertain.

One of the factors which had impeded progress of the census preparatory activities was lack of adequate office accommodation. At the time of the mission the office premises of the Statistics Department was being rehabilitated to provide additional office space. Some of the work involved had been completed and this had made it possible for the cartographic work to pick up though on a modest scale. The rehabilitation was at an advanced stage and was expected to be completed before the end of the year.
The cartographic field work was being carried out by 7 teams. Each team comprised a team leader, 6 mapping assistants and a driver. In addition, each team had locally recruited cook and driver. It had been planned to deploy 8 additional teams following the recruitment and training of additional staff scheduled to begin on 23 October, 1989.

The status of the cartographic field work was reported to be as follows:

<table>
<thead>
<tr>
<th>District</th>
<th>Date Work Started</th>
<th>Date Completed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mpigi</td>
<td>26/5/89</td>
<td>4/7/89</td>
</tr>
<tr>
<td>Luwero</td>
<td>27/6/89</td>
<td>24/7/89</td>
</tr>
<tr>
<td>Mubende</td>
<td>23/7/89</td>
<td>21/8/89</td>
</tr>
<tr>
<td>Rakai</td>
<td>26/8/89</td>
<td>12/9/89</td>
</tr>
<tr>
<td>Masaka</td>
<td>8/9/89</td>
<td>7/10/89</td>
</tr>
<tr>
<td>Kabale</td>
<td>2/10/89</td>
<td>Work in progress</td>
</tr>
<tr>
<td>Mukono</td>
<td>12/10/89</td>
<td>Work in progress</td>
</tr>
</tbody>
</table>

Fuel shortage and problems relating to payment of field allowance to the field staff were reported to be the major constraints. Indeed, it was indicated that field work was started in Mpigi District in March 1989 but due to lack of funds to pay field allowances the work was suspended in mid-April. It was resumed in May 1989.

Part of the field allowance of mapping assistants is expected to be paid from the Government budgetary provision however, the Imprest Account established under the budget covering UNFPA contribution was being used to cover such payments. Refund of the amounts involved was being made as and when funds from Government sources became available. Thus, the UN Imprest Account seemed to be overstretched. It was reported that the current arrangement was made to prevent breaks in the field work in view of the delay in the release of funds under the Government budget.

It was evident that under the prevailing circumstances, the arrangement by which part of field allowance of mapping assistants was paid under the UNFPA budget and part from Government sources did not seem efficient and a critical review of the situation would be desirable. It would, perhaps, be better for the allowance to be paid wholly under the budget covering UNFPA contribution and appropriate revisions made in respect of other budget lines such that the total approved amount from UNFPA would not be exceeded. The issue needs to be seriously discussed at the next TPR meeting and appropriate decision taken.

Conclusions and Recommendations

It was clear from the discussions and observations during the mission that there had been some progress in census preparatory activities mainly in cartographic work and preparation of census enumeration documents since the last mission in February 1989. Rehabilitation of the office premises of the Statistics Department was also at an advanced stage. When completed, there would be additional office space for census work.

Despite the above positive developments, the preparations for the census were very much behind schedule and yet it was not obvious that there was a sense of urgency in dealing with issues relating to the census.
Indeed the census organization appeared to lack full-time effective leadership which would enable close continuous monitoring of census activities to ensure greater effort in adhering to the census time table. Though a Census Director had been designated since August 1989, he had not assumed duty even on a part-time basis.

Further, even at this late stage of the census planning with less than a year before the census enumeration (currently scheduled to be conducted in August 1990), the Central Census Office was still at its early stages of establishment. It had been planned that the Central Census Office would comprise 5 sections. However, apart from the Cartography Section with sizable staff the other sections had hardly been set up. An Administrative/Finance Officer had been recruited under the budget covering UNFPA contribution and was expected to head the Administration and Finance Section but at the time of the mission he did not have the necessary supporting staff. The only other partially functional section was the Statistical Planning Section with 2 Senior Statisticians and a Statistician who had just returned from post-graduate training in population studies. One of the Senior Statisticians was involved in the on-going Household Budget Survey and therefore was available for census work on part-time basis. The other had been appointed the National Field Organizer to head the Field Operations and Publicity Section. Thus, when the appointment takes effect, only the Statistician (a junior professional) would be left in the Statistical Planning Section on full-time basis.

It was confirmed that the Census Office was still expected to be constituted with the secondment of staff from not only the Statistics Department but also other government agencies as indicated in the Project Agreement. However, it did not appear that serious attempts had been made to secure the additional staff required to ensure satisfactory progress and timely completion of the census activities. Unless the Central Census Office is fully established and responsibilities properly assigned to ensure effective division of work and the activities closely monitored, only minimal progress, if any, would be realized in the overall census programme.

A related area of concern was the observation that the work plan in the Project Agreement did not appear to be used as an implementation guide. In the absence of any other work plan the census activities are not likely to be carried out in a co-ordinated manner.

The budget and cost control of the census also required some attention. Steps need to be taken to ensure that expenditures are in accordance with the respective approved budgetary provisions from the Government and UNFPA/other external sources. Indeed, unless appropriate mechanism is instituted for timely provision of government inputs and for monitoring census costs in relation to approved budget line items and any required budget revisions made timely on the basis of actual and anticipated costs, implementation of census activities would be adversely affected.

In the light of the above observations and conclusions, the following are recommended:
The census may be declared a major national exercise with appropriate priority status rather than a routine departmental activity. A high-level committee may then be appointed by the Cabinet to provide policy guidelines and also assist in mobilizing the national inputs and other support required for its success.

The role of existing census committees may be reviewed. The committees seemed to be working groups rather than advisory bodies. Since the members are not available full-time, it is likely that the current arrangement may rather delay the respective census activities. The committees may therefore be regarded as technical advisory bodies. Thus, the Central Census Office needs to be fully set up with full-time staff as indicated in the Project Agreement. The various sections of the office should have the responsibility of preparing the required documents and programs which would then be discussed by the relevant advisory committees. Their comments/suggestions could then be used to effect any required revisions. If such strategy is adopted there would be no need for the Steering/Technical Advisory Committee in addition to the subject-specific sub-committees.

When the Central Census Office is established, each section (sub-unit) should review and revise the relevant sections of the work plan in the Project Agreement, as necessary. Following the revisions, an overall detailed time table of activities should be prepared on the basis of available resources and others which could reasonably be provided. Every effort should then be made to adhere to the revised time table.

Provision of office accommodation and related facilities for the Census Office should be given serious attention. In particular, the space requirements for cartographic work, storage of census questionnaires, data processing and the off-set printing machine expected to be acquired should be adequately assessed and the necessary provision made in the ongoing rehabilitation exercise.

Appropriate mechanism needs to be instituted to ensure timely provision of Government inputs. In this connection, a special account for the census may be opened. Adequate controls should be established to ensure that the account is operated in accordance with Government financial regulations but the controls should be such as would not unduly delay census activities.

Finally, pending the assumption of duty by the Census Director, interim arrangements need to be instituted to provide the required leadership and co-ordination of the census preparatory activities.
ANNEX I

Persons Contacted During the Mission

Statistics Department

1. Mr. P.K. Kayiso, Chief Government Statistician
2. Mr. Z.E.A. Kaija, Senior Statistician/Demographer
3. Mr. G. R. Gasana, Senior Statistician/Demographer
4. Mr. Andrew L. Mukulu, Statistician/Demographer
5. Mr. Tom Matte, Administrative/Finance Officer
6. Ms. Agnes Manake, Cartographer
7. Mr. Roger Hare, U.N. Census Cartography Adviser

UNDP

1. Mrs. Mary Chinery-Hesse, Resident Representative
2. Mr. Teferi Seyoum, UNFPA country Director
ANNEX II

A. **Comments on tabulation programme**

1. Tables should be designed in the form intended for publication. Each table should have sufficient notes for the guidance of the data processing section.

2. For each table the level of administrative division it is to be produced, should be indicated in the title and also in the appropriate column of the format. Thus, sub-national tabulations need not be considered separate tables. For example Table A.02 may be amended as follows:

   Population by age, sex and urban/rural place of enumeration. Total country and district.

<table>
<thead>
<tr>
<th>Place of enumeration</th>
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<tbody>
<tr>
<td></td>
</tr>
<tr>
<td>Total Country,</td>
</tr>
<tr>
<td>District and age</td>
</tr>
<tr>
<td>group</td>
</tr>
<tr>
<td>Sex</td>
</tr>
<tr>
<td>All places</td>
</tr>
<tr>
<td>Urban</td>
</tr>
<tr>
<td>Rural</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Total Country</th>
<th>M+F</th>
</tr>
</thead>
<tbody>
<tr>
<td>All ages</td>
<td>M</td>
</tr>
<tr>
<td></td>
<td>F</td>
</tr>
<tr>
<td>0 - 4</td>
<td>M+F</td>
</tr>
<tr>
<td></td>
<td>M</td>
</tr>
<tr>
<td></td>
<td>F</td>
</tr>
<tr>
<td>5 - 9</td>
<td>M+F</td>
</tr>
<tr>
<td></td>
<td>M</td>
</tr>
<tr>
<td></td>
<td>F</td>
</tr>
<tr>
<td>75 and over</td>
<td>M+F</td>
</tr>
<tr>
<td></td>
<td>M</td>
</tr>
<tr>
<td></td>
<td>F</td>
</tr>
</tbody>
</table>

APAC

<table>
<thead>
<tr>
<th>All ages</th>
<th>M+F</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
</tr>
<tr>
<td></td>
<td>F</td>
</tr>
</tbody>
</table>

etc. (as for Total Country)
3. Table A.03: It should not be restricted to urban population. Rather table title may be amended to read "Population by sex and size-class of localities, Districts and urban/rural".

4. Proposed tables on "duration of residence" e.g. tables A.10 and A.11: Since defacto enumeration is contemplated, "duration of residence" may be investigated with respect to "place of usual residence" and not "place of enumeration" as presently indicated in the tabulation programme. Further, the topic would provide useful information for migration analysis when cross-classified with "lost previous place of residence". Thus, if it is not possible to cover the latter topic in the census then "duration of residence" may be dropped and "place of residence at a fixed past date" retained. In this case, the date should be such that respondents would not find it too difficult to recall. Helpful when the data can be related to a notable past event.

5. Provision should be made for "since birth" in the categories of "duration of residence" to enter for "non-movers" i.e. those who have not moved from their place of usual residence since birth.

6. Table B.01: Title may be amended to read "Population by sex and single years of age, District and urban/rural.

<table>
<thead>
<tr>
<th>District and age</th>
<th>TOTAL</th>
<th>Urban</th>
<th>Rural</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>T</td>
<td>M</td>
<td>F</td>
</tr>
<tr>
<td></td>
<td>T</td>
<td>M</td>
<td>F</td>
</tr>
<tr>
<td></td>
<td>T</td>
<td>M</td>
<td>F</td>
</tr>
</tbody>
</table>

ALL DISTRICTS

All ages

0

1 etc.

7. Table B.11: Classification of "professional training" needs further consideration to make the data useful. If information required then "Field of training" needs to be investigated.

8. Some cross-classification of "housing conditions" variables would be desirable.

B. Comments on questionnaire

1. Method for recording responses: Further consideration may be given to the intention to have enumerators record only the codes of responses in respect of all questionnaire items. The effect of the method on quality of the census data and duration of enumeration needs careful study. Tests need to be carried out before a final decision. In this regard, a design which will permit both verbal responses and their appropriate codes may also be considered.
2. The age groups for which sets of questions are relevant should be indicated on questionnaire.

3. The topic on paternal orphanhood may be dropped in view of unsatisfactory general experience regarding its use for mortality analysis. Indeed no tabulation proposed in the tabulation programme.

4. Desirable to include question on survival status of births during the 12 months preceding the census.

5. Specific questions in respect of items on economic characteristics need to be on the questionnaire.

6. Items 310 to 312 may be considered community-level variables hence they need not be addressed to individual households. Information may be obtained at EA or locality (if EA contains more than one village) level.

7. Questionnaire seems overloaded. There is the need to re-examine the items and efforts made to reduce the number while ensuring adequate balance between competing topics.

C. Comments on Enumerator's Manual

1. Table of contents should be such as would facilitate quick reference. The Sections should be reviewed and re-arranged to ensure logical sequence (see Attachment A).

2. Manual should not give the impression that decision had not been made regarding some procedures and/or aspects of the census time table. Thus phrases like "a certain date" (see Section 3) in reference to the census reference date should be avoided.

3. Occupational codes list: More examples of occupational titles and their appropriate codes need to be provided to assist enumerator. In this connection, the provision of alphabetical list of occupational titles and their codes would be desirable. Same should be done for "Industry". In the latter case the list should be names of enterprises/establishments.

4. Need to ensure that the occupational/industrial classification being proposed will best provide the critical requirements of major data users, particularly government planners.

5. Housing conditions: The various categories of response should be defined/explained.
ATTACHMENT A

1. Introduction

1.1 History of population censuses in Uganda

1.2 Objectives of the 1990 Uganda Population and Housing Census

1.3 Legal provisions

1.4 Confidentiality of census information

1.5 Census field organization

1.6 Role of the enumerator

1.7 Behaviour of the enumerator

1.8 Language of interview and use of interpreters

1.9 How to handle difficult cases

1.10 Things to remember

2. Duties Before the Enumeration

2.1 Training and selection of enumerators

2.2 Enumerator's documents and other materials

2.3 Contacts with RCI Chairman and other local headmen/leaders

2.4 Checking of E.A. boundaries and listing of living quarters

2.5 Preparation of itinerary

3. General Instructions for the enumeration

3.1 Unit of enumeration

3.2 Various categories of population

3.3 Census reference Night

3.4 Duration of enumeration

3.5 The E.A. map. Its effective use to ensure complete coverage

3.6 Who should be enumerated

3.6 Who should be interviewed

3.7 How to enumerate the different categories of the population
3.7.1 Households
3.7.2 Institutional population
3.7.3 Persons in hotels, boarding houses, guest-houses etc.
3.7.4. Homeless persons

3.8 Call backs

4. How to complete census Questionnaires

4.1 Types of census questionnaire

4.1.1 Census questionnaire (Schedule A)
4.1.1 Census questionnaire (Schedule B)

4.2 Questionnaire booklets

4.3 The cover of the questionnaire booklet (enumerator's Record Sheet)

4.4 Need for clear hand writing

4.5 The code boxes on the questionnaire

4.6 Group identification particulars

4.6.1 District etc.

4.7 Individual questionnaire items

4.7.1 Column 101: Line Number and Names of Members of Household

4.7.2 Column 102: Relationship to Head of Household etc.

5. What to do After Enumeration

5.1 Final check of questionnaire entries

5.2 Preparation of Summary Returns for the EA

5.3 Submission of Questionnaire booklets to Supervisor

5.4 Completion of Enumerator's Materials Receipt form