Regional Workshop on the Operational Guidelines of the WCA 2020
Dar es Salaam, Tanzania
23-27 March 2020

Legal and institutional frameworks
*Technical Session 3.2*

Eloi OUEDRAOGO
Statistician
Agricultural Census Team
FAO Statistics Division
Contents

• Census legislation within the national legal framework
• Main features of the census legislation
• Ensuring political support for conducting a census
• Census executing authority
• Coordinating boards
• Country examples
Census legislation within the national legal framework (1)

The agricultural census (AC) legislation exists within overall national legal and administrative frameworks. It commonly consists of:

- **Basic or primary legislation** (such as “Act of Parliament”) enacted by a legislature or other governing body; and
- **Secondary legislation** (“delegated, “subordinate/subsidiary legislation”), made by an executive authority (such as the Cabinet of Ministers, the ministry of agriculture, etc.) under powers delegated by primary legislation.

**Census legal framework** may be based on:

- The primary legislation of **general nature**, such as “statistics law” or the law establishing the ministry of agriculture, for the ACs.
- **Specific agricultural census laws**; such a “census law” may prescribe the conduct of the census on a regular basis or may be set up before each AC.
- **The Law (Act) on Agricultural Statistics** (e.g. in Germany, United Kingdom) or by the **Law on Agriculture** (Switzerland).
Census legislation within the national legal framework (2)

General law or detailed legislation:

- Both general and detailed census laws offer benefits and drawbacks.
- The general features of a Principal Act:
  - to authorise census taking,
  - to designate the census executing authority (or “census agency”),
  - to state general provisions about the census implementation and
  - to empower a governmental institution, such as a ministry, to prescribe rules.

Compliance of census legislation with Fundamental Principles of Official Statistics (FPOS):

- A census of agriculture as a statistical operation for collecting, processing and disseminating data on the structure of agriculture, is an integral part of the national system of official statistics in a country.
- The census of agriculture should fully encompass the FPOS.
Main features of the census legislation

- Scope and coverage of the census
- Responsibility for the census
- Frequency of the census and time reference
- Administrative and financial provisions
- Rights and obligations of the public with respect to the AC
- Confidentiality of information
- Identification, obligations and rights of enumerators and other census personnel
- Access to administrative data sources (ADS)
- Census data dissemination
- Sanctions
Ensuring political support for conducting a census

• Like in a population census (PC), in an AC the combination of three factors makes managing a census challenging:
  ▪ It is one of the largest statistical activities in a country
  ▪ It is conducted only periodically, generally every 10 years
  ▪ It involves the mobilization of important financial, human and other resources during a short period.

• Strong political support and efficient coordination between the census agency and other agencies is essential.
Census executing authority (1)

• The Census Agency (CA) should be specified in the primary census legislation.

• The administrative authority and responsibility to conduct ACs may be:

  ▪ **Delegated to a specific government institution, such as:**
    - National Statistics Office (NSO)
    - Ministry of Agriculture (MoA) or other executive branch of the government charged with agriculture.

  ▪ **Under the joined responsibility of NSO and MoA** and possibly may involve other ministries and agencies, and/or local governments.
Census executing authority (2)

The Census Office (CO):

- Has the primary and chief responsibility for planning, organizing, conducting and supervising the AC.
- Commonly is established within the CA on a permanent basis or just for the period of preparation to the census.
- The number of census personnel is adjusted to meet the needs at different stages of census operation.
- The role of the census coordinator (usually the CO head) is to ensure a successful census programme.
- Often the CO consists of:
  - Central office &
  - Provincial/district offices (COs at sub national level).
Example of structure of a census organization

- High-level steering committee
  - Census agency
    - Central census office
      - Provincial census offices
        - District census offices
    - Census technical steering committee
    - Working groups
      - Provincial census committees
      - District census committees
  - Central government institutions
  - Other stakeholders and users
Coordinating boards (1)

**Technical Steering Committee (TSC):**

- Coordination of technical aspects of census preparation and implementation.
- Generally, responsible for the overall planning and direction of the census, subject to review by the census coordinator.
- Endorses the AC work plan, scope and coverage, main methodological principles, questionnaires, manuals, budgetary and personnel requirements, plans for the publicity campaign, logistical needs, pre-test and pilot censuses, post-enumeration survey plan.
- Consists of representatives of major stakeholders, who are able to provide high-level specialist advice and are in a position to take decisions on behalf of the institutions they represent.
- Usually created by the regulatory text establishing the census.
- The committee’s chairperson could be the head of the CA or another person appointed by him/her.
- Should start functioning at least two years ahead of the AC fieldwork and cease to function after the dissemination and archiving of census data.
Coordinating boards (2)

National High-level Steering Committee (NSC):

- **Main tasks:**
  - facilitates good collaboration with relevant ministries/public agencies at the national and sub national levels,
  - ensures public support through a wide census publicity campaign.

- **It is chaired** by a high-ranking official in the government and its members are high level representatives from ministries and other public agencies, as well as from NGOs, businesses and academia.

- **Useful** especially in countries with little experience in AC taking, a decentralized agricultural statistics system or/and lacking a well-established coordination mechanism of agricultural statistics.
Coordinating boards (3)

Sub-committees, advisory and working groups:
- May be created, under the area of coordination or supervision of a member of the TSC or NSC.
- To advise on specific technical matters (concepts and definitions, methodological aspects, questionnaire design, data processing, etc.), or on more general aspects (communications, transportation, logistics, recruitment, training, publicity, data dissemination, etc.).
- Would normally consist of a small group of subject matter specialists.

Advisory boards:
- To advise the CO on strategic issues or particular technical aspects of census operation.
- Members could be experts on agriculture, agricultural statistics, sample design, IT, representatives of important users segments.
- More relevant in the planning and preparation phases and not in the operational phases.
Coordinating boards (4)

Provincial committees:

- **Main functions**: to coordinate the activities of different institutions contributing to census implementation at the provincial level.
- May be established especially in large countries.
- Could make recommendations to the CA for items specific to the province to be included in census questionnaires and to advise on provincial tabulations.
- Coordinated by the steering committee (TSC or NSC) and should be carried out in close cooperation with the provincial census office.
- Usually the head of provincial census office act as a secretary of a provincial committee.
- In some countries, census committees are also set up at district and at a lower administrative level.
Country example: Uganda (1)

• The Uganda Census of Agriculture (UCA) 2008/09 was conducted under the Authority of the Uganda Bureau of Statistics (UBOS) Act, No 12 of 1998.

• UBOS Act:
  o Provides for the development and maintenance of a NSS to ensure collection, analysis and publication of integrated, relevant, reliable and timely statistical information.
  o UBOS is a coordinating, monitoring and supervisory body for the NSS.
  o The information collected should be kept strictly confidential.
  o The Minister responsible for statistics may, on the recommendation of the Board, direct, by statutory order, that a census be taken specifying:
    (a) the dates of the census; and
    (b) the information to be obtained in the census.
Country example: Uganda (2)

- The UCA Office was established within the UBOS premises, using existing UBOS and MAAIF (Ministry of Agriculture, Animal Industry and Fisheries) staff while other staff were recruited as need arose.
- UBOS conducted the UCA in close collaboration with MAAIF.
- The UCAO was headed by a Director (DUCA) who was assisted by a Deputy.
- Coordinating boards:
  - the National Agricultural Statistics Technical Committee (NASTC)
  - the Uganda Census of Agriculture Management Team (UCAMT)
- The UCAMT consisted of several Working Groups (WGs) (see the chart below).
Country example: Uganda (3)

The UCA 2008/2009 was organized according to the following **Organization chart** *(source: UCA Final Report)*:
THANK YOU!