Improving Quality of Citizen Generated Data for Official Use in line with Tanzania Statistics Act 2015

A Practical Guideline

For Tanzanian Civil Society Organizations

Acknowledgments

This guideline was made possible through the joint collaboration efforts of CIVICUS World Alliance through its DataShift initiative, Africa Philanthropic Foundation and Tanzania National Bureau of Statistics(NBS).

We wish to express our sincere appreciation to the following parties for their various contributions of support, time and sharing of knowledge and experiences.

Firstly, our gratitude goes to NBS as an institution for collaboration, and sharing of their knowledge and experience throughout this study.

Secondly, we would like to thank all other stakeholders who took part in this study foremost, being staff from NBS and members of the Civil Society Organizations(CSOs) who devoted tremendous amount of time with us engaged in detailed discussions regards Tanzania Statistics Act 2015, challenges and opportunities presented by the Act and CSOs understanding of the Act. We appreciate the enthusiasm shown by participants and their willingness to meet with us and/or respond to our questions, and sharing of their experiences, sometimes on a very short notice.

This guideline would not have been possible without the support from these stakeholders.

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On March 26th, 2015 the Tanzania Parliament approved the Statistics Bill 2013 with its schedule of amendments effectively enacting it as the Statistics Act 2015 after the Presidential assent and signing.

The Parliament enacted Statistics Bill 2013 as the Statistics Act, No. 9 of 2015 which repealed previous Statistics Acts including the Statistics Act (Act No. 1 of 2002), adopted in 2002, and Statistics Ordinance of 1961 to establish the National Bureau of Statistics(NBS) and the Statistics governing board to provide for the coordination of the National Statistical System(NSS), and to make better provisions in relation to their functions and for other related matters. The Act and its Regulations(Statistics Regulations 2017) among other things regulates how official Statistics/data are collected and how they are used by Government institutions, Civil Societies/Non-Governmental Organizations and other stakeholders.

And they also provide procedures for obtaining Statistics (Official Statistics), restrictions and penalties for non-compliance.

Despite all the concerns raised by different stakeholders including Civil Society Organizations (CSOs) about the Tanzania Statistics Act 2015, one thing that need not looked down upon is the fact that the law has made provision under article 20 of the Act, for other stakeholders (in the Act referred to as agencies) apart from the government and its institutions to be producers of official Statistics provided that the produced Statistics meets guidelines set by National Bureau of Statistics (NBS).

This is an opportunity that needs to be explored by CSOs as an avenue for their Statistics to be recognized as official Statistics.

On the other hand, there is a realization by official Statistics producers and other stakeholders all over the world that there is a potential for rigorously produced Citizen Generated Data (CGD) to compliment official Statistics. For this case, this guideline explores avenues that exists and provides practical steps that can be followed by producers of CGD such as CSOs that can potentially lead to enhanced quality of citizen generated data which in turn can lead to recognition and endorsement by official Statistics authorities and in so doing complimenting official Statistics produced by the government and its institutions.

Through this guideline, it is also hoped that a better understanding of the main areas of Tanzania Statistics Act 2015, and its clear interpretation will be created to facilitate meaningful dialogue among Statistics stakeholders in the Country.

Chapter One

Citizen Generated Data

1. What is Citizen Generated Data?

DataShift an initiative of CIVICUS, in partnership with the Engine Room and Wingu has defined Citizen-Generated Data (CGD) as "data that people or their organizations produce to directly monitor, demand or drive change on issues that affect them".(1)

CGD can be data that has already been collected and stored for example by CSOs or it can be collected by CSOs or directly by citizens. CGD can be collected for several reasons such as to complement official sources of data, fill the existing data gaps in the official sources of data and supplement official data when the quality is insufficient. It is also collected on themes and topics that are relevant and affect daily lives of citizens, this provide room for uncovering issues that are important locally which would otherwise be missed.

"It is generated in a number of ways, including surveys, SMS (short message service - text via mobile phones), phone calls, emails, reports storytelling, sensors and social media. It can be quantitative or qualitative, structured or unstructured, and open or closed. It comes in a number of formats, ranging from numerical data in spread-sheets to text, audio or photos".⁽²⁾

2. Benefits of Citizen Generated Data

(a) Validating and/or Complimenting Official Statistics

CGD has a potential to validate and complement official Statistics in so doing enhancing its quality. This in turn can help in reducing or removing all together, public mistrust of official Statistics as a result of this validation.

This is illustrated by an example from China, of Float Beijing⁽³⁾, an interactive, community driven art project that uses kite making and kite flying to activate dialogue, map and record accurate and timely air quality data in Beijing.

This community project was triggered by the lack of sufficient air quality data from the official data source provided by the Chinese government.

- 1) http://civicus.org/images/ER%20cgd_brief.pdf
- (2) http://bit.ly/2reoJrc
- ${\tiny \scriptsize (3)} https://www.kickstarter.com/projects/replaymy/smart-air-kites-float-beijing}$

(b) Provision of Localized Statistics

Development Initiatives report on Citizen Generated Data and Sustainable Development argues that "Citizen-Generated Data is seen to offer perspectives and insights that official data collection may under-represent, such as citizens' everyday concerns, inequality, corruption and rights violations"⁽⁴⁾

This means CGD can provide a more localized and detailed information to enrich or complement an existing official source of data. It also means that sometimes this might lead to generation of new datasets which official data channels are not collecting details thereof.

A case⁽⁵⁾ in Mumbai, India, provides a good example of this situation in which the State government wanted to expand the rail and road network, which would necessitate the resettlement of 18,000 families, a politically sensitive move. To gain community buy-in, the government asked the slum dwellers' association to survey every dwelling, then used the information to negotiate with the World Bank (project funder) and the government.

This led to a peaceful and mutual agreed voluntary resettlement and later on this baseline data was accepted as official data.

(c) Useful During Natural Disasters Responses

When responding to natural disasters, such as an earthquake or flooding, it's crucial for humanitarian responders and relief organizations to have access to quality local data.

As pointed out, CGD has a potential to provide this sort of data and hence be in a position to play a major role during rescue and recovery after a natural disaster.

Humanitarian OpenStreetMap Team (HOT) is a good illustration of this. HOT mobilizes a global network of volunteers in response to natural disasters. During the 2015 earthquake in Nepal, these volunteers,

"working with high-resolution satellite imagery, quickly located 13,199 miles of roads and 110,681 buildings and added them to OpenStreetMap" (6) .

These were used by United Nations, the Nepal Army and the Red Cross to pinpoint navigable routes into villages in the quake's epicenter.

Tanzania is not immune to natural disasters either, which means this useful application of CGD is relevant in the country too. On September 10, 2016, Kagera region was struck by magnitude 5.9 earthquake⁽⁷⁾. From early on it was noted that lack of concrete data and accurate information on the extent of devastation of the earthquake was a major factor behind poor coordination of relief operations⁽⁸⁾.

This challenge could have been addressed in a similar way to Nepal, by using CGD initiatives.

⁽⁴⁾ http://devinit.org/wp-content/uploads/2017/03/citizen-generated-data-and-sustainable-development-evidence-from-case-studies-in-Kenya-and-Uganda.pdf

⁽⁵⁾ http://knowyourcity.info/wp-content/uploads/2015/04/MUTP_II_and_relocation_through_ennumeration.pdf

⁶ https://news.nationalgeographic.com/2015/05/150501-nepal-crisis-mapping-disaster-relief-earthquake/

 $^{^{(7)}\} https://en.wikipedia.org/wiki/2016_Tanzania_earthquake$

 $^{{\}tt lower} {\tt l$

Addressing Limitations of Citizens Generated Data as a Way to Enhance Quality for Use as Official Statistics.

It's no secret that there are inherent limitations with CGD, both real and perceived ones, these are not unique to Tanzania only, but are present all over the world.

In order for CGD to be able to reach a point where it can qualify to be used as official Statistics there is no doubt that CSOs mostly, but all other stakeholders too such as Government and research institutions need to find a way to address these limitations, since the outcome has a potential to benefit all parties.

This part of the guideline dives deep in identifying some of the limitations which if addressed can allow CGD to be recognized and used as official Statistics.

(a) Lack of Awareness and/or Endorsement of Citizen Generated
Data

CGD is still a new phenomenon in Tanzania, and hence it's no wonder that there is still a general lack of awareness about it across all levels .

A good example of this situation in Tanzania can be seen with a project called Ramani Huria⁽⁹⁾, (Swahili for the Open Map) focused on empowering informal urban communities (slums) to use low cost and free tools to map and prepare for flooding.

It has been active since 2015, recently it has taken 307 Town Planning students from Ardhi University in Dar es Salaam, and matching them with 40 local ward governments, 100 Tanzania Red Cross Volunteers, and 100 other community volunteers.

This is the largest participatory mapping project in the world and possibly the biggest citizen science campaign in Africa. Their goal is to map in unprecedented detail, hyper local and ephemeral features critical to urban flood risk, in order to develop cutting edge models and local buy-in for community response plans. But despite all of this, not much about this project is known among the general population and within channels of official sources of data of the kind that Ramani Huria collects.

Not only that, but a subsequent challenge here is that even when there is awareness about these kinds of initiative still there is reluctance among official data authorities to offer their endorsement of what is being done by these Citizen Generated Data initiatives.

⁽⁹⁾ http://ramanihuria.org/

(b) Lack of Global Technical Standards for Citizen Generated Data

The reluctance that can be seen with official data authorities to acknowledge that there can be a place for CGD to complement official statistics and thereby contribute to inform policy and decision related to development issues can among other things also be attributed to lack of global standards for production of CGD. The aspects outlined below related to production of CGD are some of the challenges that result in the mistrust of official data authorities:

Limited representativeness

Most CGD initiatives represents only a limited group and hence does not provide for a representative sample of the whole population. This coupled with wide range of methodologies associated with CGD such as crowd sourced data means that there will always be questions when CGD is judged from traditional methods in social sciences and official statistics since by their very nature most CGD projects are local, and that is why they can easily provide deeper and richer local insights that can be potentially missed by traditional official data collection.

Absence of methodological rigour

Many critiques point to the lack of rigour in CGD projects data collection methodology which may result in unreliability in the quality of produced data as there is a wide variety of data collection and verification methods.

Comparability

Currently there is no standard way or method of comparing CGD coming from different stakeholders, while at the same time allowing for contextual variations to the data such as different priorities, diversity in culture, methodologies and political situations in which the data was collected.

(c) Sustainability of Citizen Generated Data Initiatives

It has been noted that many CGD projects struggle when it comes to engaging citizens/volunteers over a longer time period, which in turn endangers the sustainability of the whole projects. This is another concern that is being pointed out by many critiques of CGD initiatives.

Chapter Two

Citizen Generated Data in Tanzania

1. Overview of Citizen Generated Data Initiatives in Tanzania, Successes, Challenges and Prospects.

Background

The concept of Citizen Generated Data(CGD) is still a new one in Tanzania, none the less there are still few examples that can be explored to understand this phenomenon in the Tanzanian context. These examples are as described below:

(a) SEMA Project

One of the earliest examples of Citizen Generated Data initiative in Tanzania is the SEMA⁽¹⁰⁾ Project. SEMA is an abbreviation of three words namely Sensors, Empowerment and Accountability.

The word SEMA in Swahili means 'tell me'. Through this project citizens with mobile phones could use it to report to government their grievances about access to public services mainly water services.

The SEMA project run in 4 districts namely: Bunda, Morogoro Rural, Njombe and Mufindi.

The project worked with community reporters who would use the SEMA mobile application to update water point statuses.

Community reporters were assigned a maximum of three water points – typically near their residences – and were asked to submit updates on a monthly basis.

The longer community reporters were active, the more reporting of water points that were not previously captured was noted. For example in Bunda district, these citizen reporters added over 160 water points which were previously not captured.



Challenges with the SEMA project

Consistency in reporting

SEMA Project as most other citizen generated initiatives faced the challenge of consistency. Most water points were not reported on a consistent basis. Even when the cost of sending SMSs was subsidized to allow for SMSs to be sent for free , still there was no corresponding increase in report consistency at the district level.

(b) Jane Goodall Institute(JGI) Chimpanzee Protection Project

The focus of Jane Goodall Institute's 30-year mission is to protect at least 85 percent of chimpanzees and their habitats in Africa (11), an ambitious goal that requires partnerships with diverse stakeholders.



In Tanzania, JGI employs the use of citizen science to help local communities improve their well-being and become better stewards of their environment and better custodians of chimpanzees.

Since 2009, JGI has been developing a community mobile mapping and monitoring platform that uses open source mobile apps such as Google Cloud technologies and Open Data Kit (ODK) on Android smartphones and tablets to support field data collection. Since 2012, JGI has trained over 150 people to collect data using ODK on Android tablets.

This simple data collection process allows trained community members to monitor illegal human activities or threats to the overall health of chimpanzee habitats, threats to biodiversity in those areas, and presence of chimpanzees and other animals.

(c) UWEZO Project

UWEZO⁽¹²⁾ is aimed at measuring actual levels of children's literacy and numeracy across Kenya, Tanzania and Uganda. Since 2009, Uwezo, an initiative of Twaweza, has implemented large-scale nationally representative household surveys to assess basic literacy and numeracy competencies of school-aged children across Kenya, Tanzania, and Uganda.



Uwezo is engaged in monitoring basic literacy and numeracy levels of children aged 5-16 years across at least 50% of the districts in Kenya, Tanzania and Uganda through a household-based survey. Uwezo recruits volunteers to administer the tests nationally.

Other than nurturing the community/civic responsibility, it shifts the assessment of learning competencies away from the domain of education professionals to the public domain, hence helping to galvanize public response and action to the schooling ocess.

 $^{{\}footnotesize \hbox{$^{(1)}$ http://www.janegoodall.org/wp-content/uploads/the-Jane-Goodall-Institute-Annual-Report-2014.pdf} \\$

⁽¹²⁾ http://www.uwezo.net/

(c) Ramani Huria

Ramani Huria⁽¹³⁾, (Swahili for the Open Map) is a community-based mapping project training university students and local community members to create highly accurate maps of the most flood-prone areas of the city of Dar es Salaam using OpenStreetMap.



The city is vulnerable to large scale flooding in the rainy season, additionally, there are no current or reliable maps which can be used by aid respondents in the event of flooding.

Ramani Huria focuses on empowering informal urban communities (slums) to use low cost and free tools to map and prepare for flooding. It has been active since 2015, recently it has taken 307 Town Planning students from Ardhi University in Dar es Salaam, and matching them with 40 local ward governments, 100 Tanzania Red Cross Volunteers, and 100 other community volunteers.

This is the largest participatory mapping project in the world and possibly the biggest citizen science campaign in Africa. Their goal is to map in unprecedented detail, hyper local and ephemeral features critical to urban flood risk, in order to develop cutting edge models and local buy-in for community response plans. The project uses a number of mapping tools including OpenStreetMap, InaSAFE and drone imagery.

2. Citizen Generated Data Potential/Opportunities in Tanzania

There are several opportunities for increased production and use of CGD, especially if the limitations associated with CGD as pointed out earlier can be addressed in relation to quality guidelines and standards of official Statistics.

The benefits pointed out earlier present wonderful opportunities for increased production and use of CGD in Tanzania, since all the benefits outlined are very much applicable in Tanzania as clearly explained.

The quest to monitor implementation and progress towards Sustainable Development Goals(SDGs) has also presented a huge global opportunity for increased production and use of CGD, because of the inherent data gaps in official statistics especially in the developing countries like Tanzania. As pointed out earlier in the benefits of CGD section, there is a potential for CGD to compliment and /or validate official statistics.

NBS has also shown a greater willingness for CGD to compliment official Statistics especially with the on going efforts of finding data driven ways of implementation and monitoring of SDGs.

NBS in collaboration with other ministries, Government agencies and non state actors data stakeholders has undertaken a data gap assessment of the Sustainable Development Goals and the Tanzania Second Five Year Development Plan (FYDP II) 2016/17-2020/21.

The Assessment has also featured data needs for monitoring of the Africa Agenda 2063 and the East African Community Vision 2050.

This is done through national stakeholder workshops on data and Statistics for development in which the focus is in improving availability and accessibility of data and statistics on several thematic areas such as Economic Growth, Employment and Competitiveness and Environment and Sustainable consumption of resources.

The final outcomes of these workshops is still not out but preliminary findings show that there are several gaps in all of these thematic areas that cannot be filled with NBS or Government Statistics alone and that there is going to be a need for CGD or other data sources to help complement official Statistics from government sources.

Chapter Three

Practical Guidelines for Civil Society and Other Stakeholders on Steps to Be Followed in Producing Official Statistics In line with Statistics Act 2015

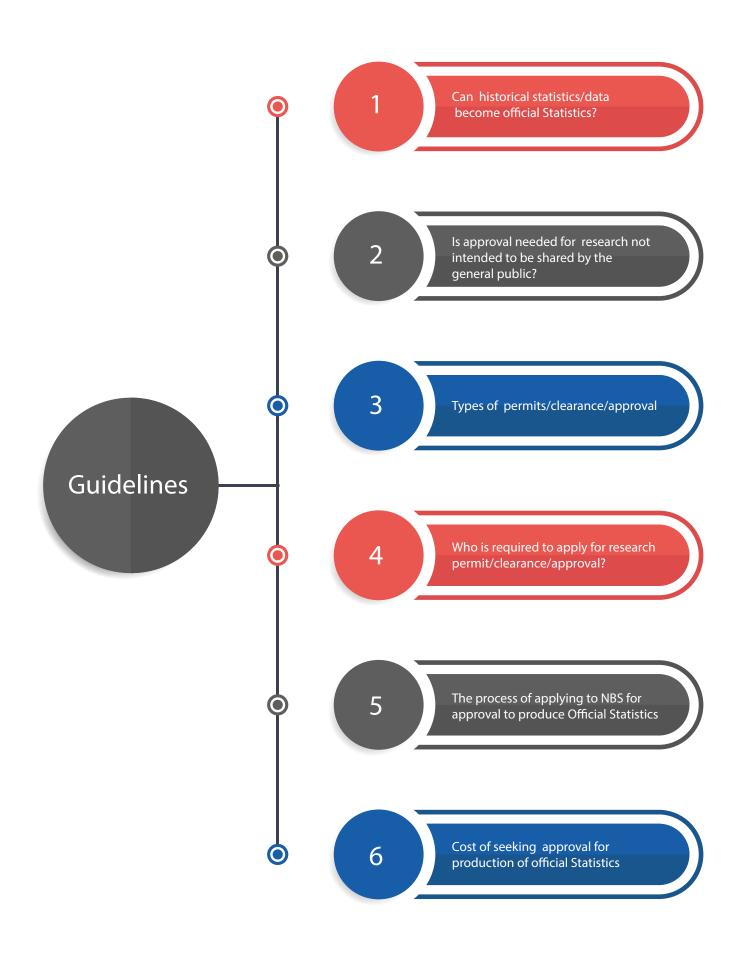
Introduction

Official statistics are statistical information produced, collated, and disseminated by national governments, their agencies, and the international bodies which link them.

These data are almost invariably nationally representative, because they are obtained from complete censuses or very large-scale national sample surveys, and they usually seek to present definitive information conforming to international definitions and classifications or other well-established conventions⁽¹⁴⁾.

In Tanzania the Statistics Act 2015 has widened the scope of official Statistics producers by including Non-State actors such as CSOs/NGOs, Development Partners(DPs) and any other user or producer of Statistics provided that provided that the produced Statistics meets guidelines set by National Bureau of Statistics (NBS) and they get approvals for it to become official Statistics.

This section will go deep in both the Regulations and the Act in identifying practical steps that CSOs and other stakeholders can follow in order to have their statistics qualify and approved as official Statistics. Interviews which we conducted with Mr Emilian Kalugendo, Statistical Methods, Standards and Coordination Manager from NBS, and Ms Jocelyn Rwehumbiza, who was the acting manager of the same department at the time of interview and NBS Senior Legal Officer, Mr Oscar Mangula, helped a lot in enriching these guidelines and further clarified ambiguous clauses and terms in the Act and Regulations.



Can historical statistics/data become official Statistics?

It's important to note that these guidelines applies only for Statistics/data which has not been collected, there is no provision within the Act or Regulations allowing any data which was collected without the involvement of NBS to become official statistics after data collection.

In interviewing Mr Kalugendo,, he did point out that despite this, stakeholder who would like their historical data to become official Statistics especially data collected before 2015 when the Act came into effect can make an argument to NBS to review their data on the basis that it was collected before the law came to life and NBS maybe willing to review on a case by case basis, data of this nature.

ls approval needed for research not intended to be shared by the general public?

Any agency or individual looking to do any research or data collection activity whose end results will not be the publication of the collected data, analysis of the data or any report related to the data, meaning that the data will be for internal use only without sharing with the general public shall not be required to follow these guidelines.

A good example of surveys which are not required to follow these guidelines is market surveys which are intended to be use for in-house improvement of products.



Before any research activity that is going to be disseminated with the general public can be done in Tanzania, one needs to have a research permit/clearance.

The Government of Tanzania has assigned Commission of Science and Technology (COSTECH) the role of research clearing house as part of research coordination⁽¹⁵⁾.

Research for health in Tanzania in general is coordinated by the National Institute for Medical Research (NIMR)⁽¹⁶⁾. NIMR is the main public research institution under the Ministry of Health ,it is mandated to monitor and evaluate all health research activities conducted in Tanzania even those undertaken by parties or organizations other than NIMR itself or funded by organizations other than the government of Tanzania.

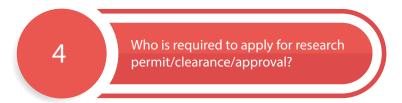
Despite this there is a general understanding that sometimes there is lack of clarity with stakeholders with the process of seeking permits since there might be overlapping of functions between for example COSTECH and NBS related to research activities. But generally speaking any scientific, non-medical/non-health research requires a COSTECH research permit, where as medical/health research requires a permit from NIMR.

Meanwhile Socio-economic/Socio-development research requires clearance/approval from NBS. Despite securing permits from COSTECH and/or NIMR in their respective research areas, and though not legally required, NBS advises researchers to also seek NBS endorsement when they go about doing their research, simply because most people and local authorities tend to associate research/survey interviews and data collection with NBS. Normally before a research exercise starts in a given area, it is the norm for researchers to go and introduce themselves and what they want to do related to their research in a research area. It is during these meetings where NBS endorsement/ Letter of Introduction might be asked regardless of the type of research being conducted.

NBS has acknowledged that sometimes there is lack of clarity when it comes to which permit, clearance or approval needs to be sought from which respective body, and to this end it sees the need for all three bodies to sit down to provide more clarity.

Despite this, there is collaboration and expertise sharing especially between COSTECH and NBS on matter of research since COSTECH has more expertise and experience in scientific research where as NBS has more expertise and experience in social development research.

⁽¹⁵⁾ http://www.costech.or.tz/?page_id=1625



- All Tanzanians who are studying abroad and in need of doing research in the country
- All Tanzanians except staff and students from institutions of higher learning as well as staff of affiliated research institutions or government ministries who are required to do research as part of their duties.
- All foreign researchers

As shown above, only research activities done by staff or students from higher learning ,research and Government institutions who are required to do research as part of their duties are the ones exempted from seeking permits / clearances or approvals COSTECH ,NIMR and/or NBS.



As stated previously any agency that has an intention to commence a research or data collection exercise and would like its data to qualify and approved to become official Statistics, has to make application to the Director General of NBS in writing prior to the commencement of the activity.

This is per regulation 10(1) of Statistics Regulations, 2017. The format of the content of the application letter as prescribed by the first schedule to Statistics Regulations, 2017 must provide details related to the following key parameters as described below;



Demographics Information

The first part of the application form deals with demographic information of the applicant who wants to produce official statistics. These include, name, physical address, postal address, telephone numbers, email address, district and region of the applicant.



Terms and Conditions

The second part of the application form is the statement of Terms and Conditions binding the applicant to comply with standards and principles in the production of the intended official statistics.



Survey Requirements

The third part of the form is where the applicant is supposed to highlight key requirements of the Survey, these include

- Objective of the survey
- Concepts and definitions to be used
- Justification for conducting the survey
- Scope or coverage of the survey
- Draft questionnaire
- Mode of data collection
- Sample design
- Time frame
- Work plan and budget
- Source of funding

After fulfillment of all requirements, within 21 days from the date of final submission of the application Director General shall approve in writing the start of the survey.

During the implementation of the survey, NBS shall perform random checks to ensure compliance of set standards.

At this stage, the collected data is still yet not official statistics, for that to happen, before publication the approval by the Director General with the official seal will be required.

After the final approval to allow collected data to become official Statistics, the applicant shall be required to provide NBS with the dataset(s) and copies of reports.

In addition to that, the applicant based on the type of survey or administrative data to be collected is supposed to meet the following criteria and standards;

- Scientific sample frames developed or approved by NBS
- Existence of Data Quality Assessment Framework
- National and International concepts, definitions and standards
- National and International classifications
- Statistics Compendium
- Abide to the fundamental principles of official statistics⁽¹⁷⁾
- Required to meet code of practice issued by the Bureau



S/N	Type of service	Cost if service recipient is a Tanzanian (Tsh)	Cost if service recipient is non-Tanzanian (USD)
01	Scrutinizing requests for approval to undertake a survey/census for official statistics	1% of the total budget	1% of the total budget

Chapter Four

Offences and Penalties in Statistics Act 2015

1. Offences and Penalties

Section 37 of the Act provides for offences and penalties in contravention of the provisions of the law. There are several acts whose commission or omission amounts to an offence.

Any person will be deemed to have committed an offence if:

- (a) By virtue of their employment becomes possessed of any information which might influence or affect the market value of any share or other security, interest, product or article and who, before such information is made public uses such information for personal gain.
- (b) Without lawful authority publishes or communicates to any person otherwise than in the ordinary course of employment any information acquired by him in the course of such employment.
- (c) Diverts from his duty or willfully makes declaration, statement or return in the performance of his duties or compiles for issue any false Statistics or information.
- (d) In the performance of his duties, obtains or seeks information that the person is not duly authorized to obtain such information.
- (e) Asks, receives or takes in respect of or in connection to his employment under the Act from any person other than a public officer duly authorized thereto, any payment or reward, commits an offence and upon conviction is liable to pay fine of not less than two million shillings or imprisonment for a term of not less than six months or both (imprisonment and fine).

Not only that the following also falls into the offences that can be committed;

- (a)To hinder or obstruct any authorized officer or staff of the Bureau in the lawful performance of their duties conferred under the Act.
- (b)To refuse to complete and supply within time the particulars required in any return or failure to answer any question directed to them.
- (c)To make incorrect or untrue return, form or other document.
- (d)Destroying defacing or manipulating any return, form or other document.
- (e)To present themselves as staff of the Bureau while in actual sense they are not.
- (f)To incite or counsel any person not to participate in an activity relating to data collection.
- (g)To refuse to grant data records or documents in accordance with section 30 and 31.
- (h)To contravene any provision under the Act.

Offences and Penalties in Statistics Act 2015

All these are offences and upon conviction a person is liable to a fine of not less than one million or imprisonment to a term not less than six months or both.

According to section 37(5), it is an offence for an agency or any person to publish or communicate official statistical information which may result into distortion of facts. Upon conviction such a person shall be liable to a fine of not less than ten million shillings or to imprisonment of a term of not less than three years or to both(imprisonment and fine).

Any person who is authorized by the Bureau to process any official statistical information, shall before publishing or communicating such information ensure that he or she procures authorization from the Bureau.

2. Resolutions of Conflicts or Inconsistency Relating to Official Statistics

If there is any conflict or inconsistency with provisions of any other written law relating to official statistics, It is provided in Statistics Act 2015 that the provisions of Statistics Act 2015 shall prevail to the extent of such conflict or inconsistency.

List of Abbreviations

CSO	Civil Society Organizations
NBS	National Bureau of Statistics
NGO	Non Governmental Organization
SDG	Sustainable Development Goals