

General Data Dissemination Project (GDDS II)

The World Bank

REPORT

Technical Assistance to the Kenya National Bureau of Statistics

First and second mission

Justice and Security Module

November 17 – 24, 2007 and 31 March – 4 April, 2008

Christopher G. Lewis

cglewis42@googlemail.com

April 2008

My first expert visit to Kenya took place over two weeks. 17-24 November 2007 and 31 March – 4 April 2008; spread apart because of the problems after the Kenya Elections. This report incorporates conclusions from both weeks' visits and replaces the earlier interim report.

1. PREPARATION FOR VISITS

Much work had already been done. The reports of my previous GDDS visits (Lewis 2004, 2005) had supplied some strategies for improvement and these had been incorporated into a government report on Administrative data in the governance area. (GLJOS, May 2007) The GDDS Work Plan had been agreed with Kenya National Bureau of Statistics (KNBS) following the March 2007 Workshop. The interim report produced after my November 2007 visit had been circulated to all stakeholders. KNBS had created a criminal statistics committee, although it did not yet meet regularly. Agendas for both visits had been agreed beforehand. KNBS had set up a series of meetings, including to agencies not visited before. Good facilities were available, including transport, and KNBS staff accompanied me on my visits.

In the second half of 2007 KNBS had started putting into effect the STATCAP plan for improving Statistical Capacities in J&S. This followed the World Bank decision to release the money in March 2007. Following the Kenya elections of December 2007 the release of STATCAP money has been frozen and no-one is clear when it would resume.

2. SUMMARY

I found some very positive developments in collecting and using J&S statistics. In particular, the government's general attitude to statistics and their willingness to publish material has become much more positive. The release of STATCAP funds has kick-started improvements to the statistics infrastructure, especially in improvements to HQ analysis and publication, although this process had, at least temporarily, come to a halt following the December 2007 elections. All senior officers that I met were very appreciative of the value of statistics and pleased with the KNBS help that they were receiving.

There has been varied progress with statistical developments in the different agencies. More Statistics are being used more for policy and operational purposes within most agencies. However, most agencies still think of statistics as being produced for their own purposes and there is little sharing of information with other agencies. Also there are very few examples of a governance agency producing data for another agency that it does not need itself¹.

Within agencies the most pressing need is for more strategic and balanced planning. All aspects of the statistical system need to be developed in parallel: for data this includes collection, analysis and publication. For infrastructure this includes a gradual development of IT hardware: investment in IT software: statistical and IT training for those producing the statistics and training in the potential benefits of statistics for more senior managers.

¹ A good example would be the Courts producing detailed statistics on sentencing levels and trends in criminal cases. This would be useful to the police, prisons and probation service and to those ministers discussing the allocation of resources to different governance agencies.

Across agencies, many of the needs can be delivered without a large input of resources. I am referring to such developments as:

- Regular meetings of the KNBS J&S committee: eg on the same lines as the Mauritius Statistics Bureau committee which meets every 6 weeks.
- The need for this group to maintain close links with such groups as GJLOS and the new NCRC possibly by reporting to a higher level official/ministerial committee to receive policy development papers based upon statistical and research evidence
- The need to share good practice and develop common classifications systems, methods of publications and joint use of each others' statistics.
- The need to share good practice in IT development, including statistical training for IT use, and the development of software that can be modified for use within different agencies. The best systems I saw² had used experience from other agencies and even other countries.
- The use of statistics for measuring performance of governance agencies: eg in outputs from the different agencies per staff member employed: public confidence measures

There is also a need to recognise that improvements in governance statistics will be a long haul, involving hard work over perhaps 5 or 10 years, extending beyond the remit of this particular set of visits under GDDS. Kenya is in essence carrying through a process that it took the English system around 20 years to achieve. GDDS can kick start the process to some extent but the main engine will be the work of Kenya statistical, planning and IT staff: and it will be achieved in small steps, not through big jumps.

I have seen a large improvement in openness in Kenya. People spoke of a fall in crime and the Police have published their 2007 figures earlier than almost any other country. The position of the KNBS has improved, The Kenya Anti-Corruption Commission is strong and its reports are achieving importance and a new National Crime Research Unit is in the process of being set up. Economic Growth is strong.

Details of my Agenda and agencies visited are shown in Annex A. The main issues discussed were:

Topic Areas	Issues discussed	Outcomes
KNBS	Statistics Law Coordinating machinery Statistics Publication Including new agencies Household survey Study visit to the UK	KNBS is now on a solid legal footing More regular meetings needed of coordinating group Need to include more data in annual report I have now visited all relevant agencies Plans now in place for a 2008 survey, funds permitting This could go ahead if funding can be released
Police	Data collection Data use Data quality IT developments Use of IT software	Much analysis carried out and published. Recent improvements in use of data for internal purposes More investigations needed, as resources permit Recent new PCs at HQ. More PCs needed at Stations and provinces to ensure data entered locally. More use could be made of database software already at HQ
Judiciary	Data collection Data use Data quality IT developments	Data collected on paper only Use of court workload only Need for more investigations Two PCs at HQ. Large number in Courts. PCs not being fully

² A good example is the database for allocation of grants to orphans and families put in place by the Children's Department. This has involved all relevant agencies, used data from many sources and modified IT Software that had originally been developed for a similar purpose in several South American countries.

	IT software	used either at HQ or in courts. Need for software, which could follow prisons practice. New IT expert should follow this up.
Probation	Data collection Data use Data quality IT developments IT software	Data collected on paper only Use of workload statistics No investigations possible Some PCs at HQ, but none in probation offices. Lack of IT experience in offices means PCs available were not able to be used effectively. Need to share others' IT experience Need for better software and IT expertise to be available
Prisons	Data collection Data use IT developments IT Software	Data collected on paper only Need for greater use of statistics appreciated but resources not available to undertake this PCs now available at HQ and in a few prisons, but not more widely. New PCs needed at least for piloting new software Prisons Record Management System software now developed and about to be piloted.
Other agencies	Other agencies visited.	New agencies visited include: Kenya anti corruption commission: Attorney General's department: National Crime Research centre: Children's Department: GJLOS: Kenya Electoral Commission. These should all be brought into the committee structure

3. PRIORITIES

I followed the priorities set out in the TOR, aiming to talk to all agencies:

	Kenya	Remarks
Priority 1	General issues, setting up new structures for co-ordination, harmonization and publication and publication (40% of time)	The priorities set by the Kenya country team in Annex A need to be discussed and plans for their delivery determined. Progress made in setting up a statistics coordinating group and future plans should be discussed. The effect of STATCAP needs to be considered.
Priority 2	Improving Police Crime Statistics data collection and publication systems (30%)	In each case, there is a need to discuss the developments, since the 2005 expert visit, especially the impact and timing of the STATCAP grant
Priority 3	Improving Prison Statistics data collection and publication systems (15%)	As priority 2
Priority 4	Improving Probation Statistics IT and data collection systems and improving publication arrangements (15%)	As Priority 2

My summary about how priorities are being addressed is given below:

Priorities that have started to be addressed

- a. The position of KNBS has been strengthened since the Statistics Act 2006
- b. KNBS has also improved its collection of statistics from agencies: a good example is in the collation of data for the 10th UN Crime Survey just received.
- c. J & S agency HQ units have taken some delivery of STATCAP hardware, software, office furniture and training but further STATCAP provision has now been frozen following the 2007 election. It is important to recognise that STATCAP is only able to provide a 'kick-start' approach and will not be able to provide all hardware needed.
- d. The work of the Kenya Governance, Justice, Law and Order Sector Reform Programme (GSLOS) is also important in J&S statistical development. It is now necessary to implement their report on administrative data collection and analysis (GJLOS, 2007) which covers many of the points in my 2005 report. Their Household Survey provides a useful baseline from which to judge progress and their Policies base line report shows the types of policies that need to have data to back them up. KNBS should continue to encourage them to take a keen interest in statistics and should report progress to them.
- e. A full needs assessment of IT needs should be carried out across the governance sector, with statistical data provision an integral part of that. I am please to hear that GJLOS has this in mind for the near future.
- f. Agencies not previously approached are very positive in their approach to statistics. In particular the national annual corruption survey and the Children's Department database for grant allocation are very effective. These agencies should be brought into GDDS J&S discussions and their experience shared with others.
- g. The proposed National Crime Research Centre could also be very important in the statistical development. Many of its terms of reference coincide with recommendations in my 2005 report and it will help to deliver the GJLOS agenda. They should also be involved in statistical discussions and the KNBS should be on their governing body. Priority should be given to setting up this new organisation
- h. The KNBS has not yet been able to conduct its proposed governance surveys of households, public officials and firms due to resource problems. However, proposed questionnaires are already up on the KNBS web site.

Priorities that need to be addressed in the future

- a. Although agency headquarters now have computer equipment and I was told the courts are now well equipped, very few regional offices, prisons, probation offices or police stations have received any such equipment. Once such PCs are in place areas networks (WANs or LANs) need to be put in place. GJLOS could examine whether a single WAN for the justice system as a whole would be the most effective way forward. This would solve security issues and allow agencies to share data.
- b. Most agencies have not yet been able to make full use of the computers they have received under STATCAP. Once STATCAP money is released, some 'kick-start' money should be released for local offices, etc so that data collection methods can be piloted and the usefulness of full computerisation demonstrated in practice. However, STATCAP will not supply all requirements and other sources of funds will be needed.
- c. Statistics are still sent from local offices in paper format. Lack of both qualified and clerical staff and software, mean that the statistics cannot be processed efficiently.
- d. There is a particular need, in each agency, for the most efficient use of software to store and analyse individual statistical records. A common solution should be sought that can be

slightly modified for each agency. Existing experience of the Police, Children's Department and the Prisons should be shared.

- e. After many years of underinvestment in IT, there is a need for more IT help, on an ongoing basis in each agency. For the smaller agencies, some more central solution could be sought
- f. More field visits need to be made to check the completeness and accuracy of data
- g. Statistics from different agencies need to be compared, both as a check on their quality and to enhance their use for operational and policy development.
- h. Although KNBS is in routine contact with all agencies, a formal committee on J&S statistics only meets when myself or World Bank colleagues come to Kenya. There is a need for more frequent meetings, to have routine discussions, work towards common classifications, express common needs for training or IT software, or to compare data and assess its usefulness. The Mauritius committee meets every 6 weeks.

My findings and conclusions are set out in this section, under headings for each agency. A summary of the data quality aspects of Kenya J&S statistics is at Annex F.

Finally it should be recorded that Kenya was asked to present the results of the Justice and security Module at the annual GDDS meeting in cape Town in late April 2008

4. ACTIVITIES DURING VISIT AND FINDINGS FOR EACH AGENCY

I am very grateful to Mr Buluma of the KNBS for arranging the agenda during the two visits and to all staff, senior and otherwise who gave up their time to see me. I made a comprehensive visit to all the agencies involved in governance statistics, including those not visited before. I reported back to a combined meeting of all the agencies at the KNBS on my final day of each visit. The full agenda, including all persons visited, is at Annex A. My findings are summarised below:

4.1 All agencies

- a. All agencies should ensure they join in regular discussions about needs and infrastructure through the KBNS committee.
- b. All agencies should revisit my reports written over the last three years (Lewis, 2004, Lewis, 2005) which are available in e-format if required. Although some delivery mechanisms have changed or developed, the essential message of data collection and use remains the same.
- c. All agencies should encourage their senior officers to make more use of statistics in planning operations and policies.
- d. They should also follow the progress of GJLOS RP and interact with their work as much as possible. (www.gjlos.go.ke)
- e. All agencies should develop indicators of performance that extend the collection of statistics by relating them to other statistics such as population, resources and those of other agencies (eg. police per 100,000 population: cases solved by police: proportions of cases heard within 6 months of arrest: criminal reconvicted within 2 years of leaving prison: success rates for probation programmes: public confidence measures such as those in the GJLOS baseline report.)
- f. All J&S agencies should follow the good practice of KACC, especially with regard to their use of statistics to drive policy development and their openness in publishing data on their web site. A good indication of the value of web sites can be found by carrying out a Google Search for each agency. Those with the better web sites appear first because of their frequent use. Some agencies do not appear at all on the first page of a search. A

performance indicator of a good website is for it to be the first that appears when a search is carried out.

- g. When networks are being considered this should be considered across all agencies at once. If a WAN is to cover, say the prison service, then it could easily be extended to cover all other services. Alternately, if a service is installing telecommunications equipment for its own use, then strong consideration should be given to including all other agencies within the same system. Long term savings would be immense.

4.2 Police

- a. More computers are needed for data capture, at least in the main police forces and the current old-fashioned methods of capturing statistics by signal should be replaced by networked computers. Full use should be made of new telecommunications equipment now being tendered. With under 400 Police Stations data collection will not be a very large task.
- b. There should be more local visits to check the data. Eventually all data should be entered locally and use made of it locally as well as at HQ.
- c. More use should be made of the serious crime data being entered onto the Access database.
- d. IT advice and training on the analysis of such databases should be enhanced
- e. Close links should be set up with the National Crime Research Centre when it is set up in 2008.
- f. More analysis of data that is collected should be carried out. Although there are some inaccuracies in the GJLOS report, its main conclusions should be followed:
 - a. more analysis is needed on characteristics of offences
 - b. more analysis is needed on characteristics of offenders,
 - c. more data should be made available on arrests and prosecutions
- g. More data should be shared with other criminal justice agencies.
- h. In future visits the expert should visit the Police prosecution office and the personnel office to see what statistics are produced.
- i. Police would benefit from a study visit to other jurisdictions, although many other countries, eg Mauritius, have advanced less than Kenya has.

4.3 Prosecution: Director of Public Prosecutions (DPP):

- a. The DPP's office should be invited to join discussions about Justice and Security statistics under the proposed KNBS committee.
- b. This should include discussions about using the same statistical classifications as used by other agencies: eg for offence, age, sex, area of country, etc.
- c. DPP statistics should be published within the KNBS governance statistics and those required by external agencies such as the UN. I gather this is now happening.
- d. KNBS should consider whether statistical training could be provided under STATCAP.
- e. In a future visit the expert should revisit the DPP, to carry out further discussions, view what statistics were being maintained, what software was being used and share with the DPP his statistical work for the Crown Prosecution Service in England.

4.4 Judiciary

- a. The Judiciary should include in its statistics needs, the views of other agencies for what should be produced from the courts records. A needs assessment should be carried out of other agencies' needs. Any overlap between needs (eg KACC, DPP and Judiciary) should be discussed, possibly within the context of the KNBS statistics committee.

- b. The recommendations of the GJLOS report on administrative records regarding the Judiciary should be considered carefully (GJLOS, 2007, p. 23+)
- c. Planning Unit should ensure that provision for statistics is included in the IT vision now being developed by their new IT manager. One priority is that the Judiciary should now concentrate on the software needed for collecting court results on the existing computers. Such software could follow designs used by the prison Service and The Children's Service. The Prison Service use of the RRI for funds could also be followed.
- d. Planning Unit should make good use of their likely increase in staffing and accommodation by enhancing the analysis, publication and use of statistics.

4.5 Probation and After Care

- a. Computers should be made available for local probation offices, and a network eventually set up. This would reduce the amount of re-keying, speed up the data and improve data completeness. A small number could perhaps be produced through STATCAP to pilot the new arrangements
- b. Resources should be made available for more local visits for data improvement.
- c. The HQ staffing should be strengthened with the addition of IT and statistical expertise, so that current computers should be used more efficiently.
- d. The recommendations of the GJLOS report for probation should be considered by the Director of Probation (GJLOS, 2007, p. 36-37)
- e. Senior probation management should take steps to provide a good software package for capturing individual records of probationers and those on CSO. Possible ways of doing this are listed in the annex. This could be done via the Access database already on the HQ computers, or the Prisons PRMS database could be copied. Training in database management would be necessary.
- f. There is a need for on-hand advice about other aspects of computer use: eg virus checking and recovery of programme that have become lost. If the PACS is too small to be able to afford such a person full-time, then perhaps such a person could be available on call from another bigger department; the Judiciary and the prisons department now have IT experts.

4.6 Prisons

- a. Prison service has asked STATCAP for help on hardware and training. I support their needs assessment but they should recognise that STATCAP is not large enough to answer all their hardware problems and will need to continue to seek elsewhere for resources.
- b. The prison service should recruit sufficient staff to put into effect the recommendations made by me in 2005 and the GJLOS report in 2007, modified, as necessary to allow for developments since they were made, and improvements in technology.
- c. The Prison Service is to be congratulated on producing the PRMS system and should go ahead with its piloting. Once working they should share experiences with other agencies who need to introduce similar software (Judiciary, Probation.)
- d. Prison service should join the committee on J&S statistics to be set up by the KNBS. This would be the best way to ensure that standard classifications and data collection methods were used, standard software used, and all agencies shared data between themselves.

4.7 Kenya Anti-Corruption Commission (KACC)

- a. KNBS should include some KACC data in its annual publications, including on the KNBS website and links to the KACC web site from its own.

- b. KNBS should seek STATCAP funds for KACC where these are lacking: eg for statistical software or statistical training.
- c. KACC should be invited to join the criminal statistics committee in KNBS
- d. KACC uses the KNBS sampling frames and here should be close co-operation between the two agencies when conducting surveys: eg to ensure the annual KACC corruption survey and the KNBS governance survey complement each other.
- e. KNBS should discuss with the Judiciary and the DPP how the available statistics in all three agencies could be more useful to each other.

4.8 Kenya National Bureau of Statistics

- a. KNBS should carry out their proposed governance survey as soon as resources permit.
- b. The criminal statistics committee should meet regularly with a senior member of KNBS as the chair. The example of Mauritius where a Deputy Director of the Statistics Bureau chairs a 6-weekly meeting, is a good one.
- c. KNBS should enhance their web site to have more statistics on governance readily accessible
- d. KNBS should continue to press World Bank for release of remaining STATCAP money to be used for :
 - i. More specific IT and statistical training,
 - ii. more computers for regional etc offices of justice agencies,
 - iii. more inspection visits to local offices by local agencies to improve statistics data quality
 - iv. more study visits to other countries, etc to discover, and to disseminate good practice in J&S statistics. A proposal for a study visit to Europe or North America is noted at Annex E, but visits to other African countries should also be considered.

4.9 National Crime Research Centre

- a. Many of the recommendations of my 2005 report are relevant to the work of this NCRC (eg RECs 29 and 30) The new Chief Executive should be informed of the existence of my report
- b. The NCRC should be encouraged to create a working relationship with the research groups within other jurisdictions, to see good practice and avoid reinventing methodologies.
- c. The KNBS should sit on the Governing Council of the NCRC
- d. The KNBS should see whether statistics training for NCRC could be funded from STATCAP.
- e. NCRC should be invited to sit on the KNBS J&S statistics committee.
- f. The expert should visit NCRC to discuss the GDDS work on improving governance statistics

4.10 The Children's Department

The Children's department has many roles relevant to J&S for younger people and access to various data sources. The GJLOS report (GJLOS, 2007, p. 31+) makes various statistical recommendations and with its wider remit under the Statistics Act 2006, KNBS now has a role in seeking better arrangements for the collection and analysis of these data within the Children's Department. I recommend that:

- a. KNBS continue to give statistical advice to and invite them to the J&S committee.
- b. Children's department have discussions about their successful database for grants and their needs to redevelop their main Children's database.
- c. The good practice of Children's Department in producing database documentation should be followed by all.

4.11 Kenyan Electoral Commission

- a. ECK should be invited to join the statistics committee as they have a research arm to produce policy and action research to inform on the areas of social and political development with specific attention to politics and democracy, best electoral practices, public participation, electoral administration and management and causes of non-registration in Kenya.
- b. KBNS should include registration data in their publications, because the ECK has a good web site containing Registration numbers by constituency, for each year: Results of previous parliamentary elections and by-elections: Results of previous civic elections and by-elections: and Referendum results (eg. 2005 vote on a new constitution.)

5. Other activities

There has been a welcome increase in openness about statistics since my earlier visits and much of the information useful to GDDS is contained on various web sites. In addition to the agencies visited, many web sites were scrutinised for the statistics and research contained within them: their positive comments about the use of statistics. A list of these web sites is at Annex H. I suggest that this list be used and extended by the statistics committee and that:

- a. All CJ agencies should make use of the material that is becoming available on other agencies web sites, in order to improve their own statistics, both by direct comparisons and by considering good practice: eg about survey data, or sampling records.
- b. When they publish statistics, agencies should include more metadata on their web site, following the good practices of KACC in showing methodologies
- c. Where no statistics are published on their own web site, agencies should consider doing so
- d. KBNS should have links to all statistical web sites in their publications.

6. DELIVERABLES PRIOR AND DURING VISITS

- *National Crime Research Centre Act, Kenya Gazette Supplement, Acts 1997*
- Kenya Governance. Justice, Law and Order Sector Reform Programme (GJLOS) GJLOS web site www.gjlos.go.ke
 - *GJLOS Reform Programme: Medium Term Strategy (MTS) Progress Report 2007*
 - *Administrative Data Collection and Analysis Report, 2007.*
 - *National Integrated Household Survey Baseline report, September 2006*
- Report on situation in police statistics: (Annex B)
- Report on situation in prison Statistics: (Annex C)
- Note on Prison Statistics (Annex D)
- Note on proposed Study Visit to UK (Annex E)
- Proposed questionnaire for KNBS household survey (KNBS web site)
- Kenya Statistics Act, 2006
- Kenya Police: 2007 report: 2 March 2008: Kenya Police web site www.kenyapolice.go.ke
- The Judiciary (Booklet), 2003.
- Probation Wervice Strategic plan 2005-2009
- Children's Department: Guidelines for Children Database
- KBNS: Report on Progress for Mauritius Workshop
- KBNS: Report on progress for Annual GDDS meeting, Cape Town, April 2008.

7. OTHER DONOR AGENCIES

Dr Dorothe Nett was also holding meetings at the KNBS about possible assistance in training. She is the Regional Coordinator (East, West and Central Africa) for INWENT, a German capacity building agency. INWENT is considering a new programme to assist in administration in public affairs in her region, to start in 2009, and she was scoping the situation here. INWENT has a regional base in Dar Es Salaam. KNBS interest in INWENT is that they offer training in governance, democracy and human rights.

8. SECOND WORKSHOP – SPRING 2008

A Workshop, lasting 5 or 6 days, for all countries to attend, was held in Mauritius from 7-11 April 2008, straight after this Kenya expert visit. The agenda for such a workshop centred on the following:

- Presentations of progress on J&S statistics by each country.
- The use of statistics in policy making, measuring performance and in improving public understanding
- The choice of indicators for each J & S area.
- Parallel workshops on specific statistical topics: eg
 - Common Statistics Classifications in J&S
 - Common IT problems in J&S statistics

Three people from each country attended. A questionnaire on IT needs has been circulated to all countries and completed during this visit.

A draft report on the Workshop has been produced and will be sent to KBNS, who will be encouraged to share it with their committee.

9. NEXT EXPERT VISIT AUTUMN 2008.

The intention of KNBS is to continue the pattern of work prior to the first visits: ie to share progress with the statistical expert in between the two visits. This is likely to include redrawing lists of data needs, and redesigning data collection instruments. Thus the terms of reference for the second visit will be drawn up nearer the time. They will, however, take into account progress made as a result of:

- The second workshop, especially IT advice given
- The study visit of KNBS and statistics agencies

Preparations for the second expert visit in Autumn 2008 will include the following prepared by the KNBS:

- Regular meetings of the Justice and Security Statistics committee, chaired by Mr Killele. Copies of the minutes should be shared with all agencies, including new agencies recently identified. Minutes should be sent to all members, including those who do not attend.
- A report on the second workshop, especially what will be done on classifications, and IT systems
- A report on the lessons learned from the study visit in the Spring of 2008

- A general report, updating progress in each area, including the agencies first brought into the J&S areas in the 2007/8 visits.

The second expert visit should include visits to all relevant agencies: to new agencies not previously visited, possibly a general seminar for all agencies to sensitize them to the need for improving the appreciation of agencies and the public to J&S statistics. The visit will also revisit the progress made on developing IT systems.

10. TRAVEL AND ACCOMMODATION ARRANGEMENTS

These went off quite satisfactorily. I was impressed by the way the World Bank travel department reorganised the original flight of my first from England to Kenya, when a Kenya Airways flight was cancelled less than 12 hours before the time of departure. The transfer to Mauritius once I had completed the Kenya visit went very smoothly. All the KNBS arrangements were fine. There was no problem with day to day security despite the fact that the visit took place during final discussions about the composition of the new cabinet.

11 ON CONTRACTING

No problems worth noting. Any details will be taken up when claiming fees and expenses.

12 FINAL REFLECTIONS

Kenya public administration, in 2008, is much more open to new thinking than it was in 2008. It is looking for better ways of delivering services to the public in a much more efficient way. Some of this has become about through a general growth of openness following strong economic performance: some through specific initiatives such as the GJLOS: some through officers being part of International Aid efforts where they have seen better systems put into place.

However, this new thinking is counterbalanced by decades of under investment in information gathering, particularly in IT systems. There is also a lack of understanding of the need for joined up thinking and of the machinery for ensuring that this takes place. The move to joined up thinking can take place with no significant input of resources, and will ensure that such resources that do become available are shared out to the benefit of the justice system as a whole. This is likely to require a decade or more of continuous gradual improvement before the Justice & Security Statistical systems of Kenya improve enough to be able to serve the country in the way that they should. The World Bank programme STATCAP will only provide small amounts of this investment with most having to come from GOK or other donors.

Chris Lewis, GDDS J&S Module Statistical Expert and Module Manager, April 2008

ANNEX A: AGENDA OF VISITS: [November 19- 24: March 31 – April 4 2008]

KNBS

Mr Kilele (Director General),
Mr Mboni (Projects manager, STATCAP),
Mr Frederick Otiono (Head, Population and other Social Statistics Division)
Mr Buluma (Head, Governance Statistics Unit),
Mr Awes (Head, Social Statistics Section)
Mr Omolo (Head, Population Statistics Section)
Mr Amoi (Social Statistics section)
Mr Nyambok (Children's Statistics)
www.knbs.go.ke

The KNBS remit has increased since my last visit, following the passage of the Statistics Act 2006. It now has full authority within Kenya to plan, authorise, coordinate and supervise all statistical data collections, establish standards and promote best practices. It has a duty to maintain a comprehensive and reliable socio-economic database. However, it did not seem to me that other agencies were aware of the change of status of the KNBS and from my own experience, legal responsibility also needs to be followed by an education exercise to show other agencies what is now meant by the new situation following the Statistics Act. KNBS is due to carry out a governance household survey but this has been held up due to lack of resources and details are on their web site. Results from this survey will bring a good deal of information about the use of public and private services, and the views of the population. KNBS now has sufficient computers for HQ needs and is also planning a study visit abroad in Spring of 2008, funded by STATCAP.

The quality and hence the use of J&S statistics would be improved if a committee pulling together the producers and users of statistics in CJ agencies were to meet regularly. This is also recommended by GJLOS (GJLOS, 2007, p. 42.) The example of the Mauritius Statistics Bureau which convenes such a committee on a 6-weekly basis is recommended. This committee should also consider how to implement other general recommendations of GJLOS: eg those in Chapter 4 (p. 42-3), which is reproduced in Annex B. Governance data is included in the KNBS annual Economic report but should be developed to include data from the new agencies: DPP, KACC, KEC, Children's Department. The time is probably now right to create a separate section in the report on governance statistics and make this routinely available: eg on the web site. KNBS web site should also have links to other J&S agencies producing statistics.

Governance , Justice, law and order reform programme (GJLOS)

Mr Jacques Carstens, Chief Technical Coordinator
Mr Dennis Kabaara, Strategy, Planning and Budgeting specialist
www.gjlos.go.ke

GJLOS is a reform programme for the governance sector that started in late 2003 and continues for at least the time scale as the GDDS programme. Its primary goal is to improve the quality of life for all Kenyans, especially the poor, marginalised and vulnerable. It has sponsored a very large number of specific projects ranging from hardware procurement to studies of the best ways of enhancing wide-ranging reforms in the government sector. (see GJLOS (March 2007)). It cuts right across all sectors of the governance area and thus has the same constituency as GDDS.

One of its aims to create ‘base-lines’ and it has conducted three Baseline Surveys (Household, Administrative Data and Policies) (see www.gjlos.go.ke)

The Household Survey September 2006, was based on interviews with some 12,442 Kenyans representing all of the country’s districts, selected through a strict process of random sampling. This meant that such demographic characteristics as gender, urban-rural balance, age, education levels and so largely match those of the Kenyan population itself. The results set a base line for public attitudes to various aspects of governance: Corruption: Access to Justice: Safety and Security: and Human Rights. This should be more widely read and some of its material could be incorporated into other publications: eg KBNS reports.

The Administrative Data report, May 2007, looked at what data was collected and was more a list of gaps in information available in the governance area. It drew on previous reports I had made in 2004 and 2005. (Lewis, 2004: Lewis 2005) coming to similar conclusions. However, it did not go into the need for IT as such, although GJLOS realises the need for a better IT infrastructure and has in mind to conduct an assessment of IT needs within governance. I commend this proposal and suggest that KBNS and governance agencies contribute to this assessment when it takes place.

The Policy Base line report, September 2007, is the result of a study to review and assess policies, laws and regulations, to determine and propose those necessary for the realization of the vision and agenda of the ongoing GJLOS-RP. The report describes the totality of policies, laws and regulations needed to help overcome the GJLOS challenges and realise the GJLOS vision. It also highlights broad areas that represent gaps between the universe and the baseline and makes recommendations to achieve the GJLOS vision. Each of these recommendations has an implied need for evidence on which to base changes. Several of the uses of statistics that are highlighted in my 2005 report (Lewis, 2005) are directly relevant to the achievement of these aims.

All three reports are very relevant to the GDDS Module development in Kenya and should be required reading for the governance statistics group that will meet under the chairmanship of the KBNS. It is important that GLOS is aware of developments in the collection and use of data and that the statistics committee is aware of the thinking and priorities of GJLOS.

Police : (A briefing note prepared by the police for my first visit is attached at Annex B.)

DPC Elias Odouri, Deputy Police Commissioner (Statistics Department)
S/ACP Henry K Barmao, Police operations h_barmao@yahoo.com
Ch Insp Meshack Musyoki,
Insp Steven Okere (sokere@justice.com)
<http://www.kenyapolice.go.ke/community%20awareness.asp>

The remit of the Kenya police is wide, including detecting and preventing crime, investigating crime and prosecuting the less serious offences, maintaining public order, traffic duties, etc. They had played a particularly important role in coping with the recent post-election violence. They collect a wide range of statistics including calls to police: incidents reported: incidents

investigated: officers deployed: suspects detained: crimes cleared (by reason): persons charged: offence type reported: type of charge: offender and victim classifications: characteristics of serious incidents (firearm type, level of injury, loss of property, drug/alcohol use, etc) (GJLOS, 2007, p. 5-6) They also collect comprehensive data on specific police actions such as those following the post-election violence, on traffic incidents and other routine police activities.

The Police annual report was produced on their web site this year in early March which is excellent early timing. Crime statistics are routinely available on the web site, and occasional news reports are also placed there: eg arrests as a result of post-election violence. As important is the attitude of senior Police Officers, from the Commissioner downwards who take a very positive attitude towards statistics and use them in their day to day operations. This positive attitude is reflected in the growth in openness that I have seen during my 4 years visits to Kenya.

The PSU has taken delivery of 12 new PCs for their HQ. No new computers have yet been supplied to local province HQ or police stations so that all data has to be entered at HQ. Ideally police would need one or two computers in each of eight provincial offices for data collection which would free HQ to carry out the growing amount of work they are being required to do. Some training has been undertaken in basic computing and database management and the Police HQ have an IT group they can call upon for advice. Most data and reports are recorded on EXCEL and analysed in detail. The details of characteristics of individual serious offences are recorded on an Access Database. This data base has been designed to record all crimes, but resources only exist to record the serious crimes. Were PCs to exist locally, then this software could be placed on all local PCs and all crimes recorded. This would greatly enhance the ability to provide crime data.

There are some plans for a GIS system and plans to improve the police telecommunications system, which would improve data capture.

Statistics on personnel and prosecutions are also kept but I did not see these. However, I understand the systems are mainly paper-based. However, data does exist on which performance measures could be calculated.

The use of statistics within the police has improved markedly since my last visit, with many local and national reports being regularly made available within the force. I was shown a wealth of other data on other aspects of police work, for internal use, which is not yet published routinely.

More work could be carried out on data quality. The police defend the lowness of their figures and the recent downward trends as being confirmed by public experiences. The quality is occasionally checked by visits to local areas, although more such visits would be carried out if more resources were available.

Summary reported crime figures and staff numbers are passed to KNBS for their annual publications and to send to the UN. Data are also sent routinely to the various local groups that look into security for operational use (eg the District Intelligence Committee) on which other law enforcement agencies sit. However, police data is not routinely used by other agencies, nor do other agencies send their data to the police to inform policy development.

Judiciary:

Mr Rapando, Senior Economist, (Planning Unit) (first visit)

Mr Kiptorus, Senior Economist (Planning Unit) (second visit)

www.judiciary.go.ke

The main function of the Judiciary is the Administration of Justice, specifically the criminal law. They have data on cases processed through the courts, all returned on paper from courts to HQ in Nairobi. In principle these include: case type, charges initiated, appeals, court appearances by type of offence, court hearings, case elapse times, case convictions, cases disposed of, cases pending, recidivism rate, offender characteristics (age, sex, etc) date of hearing and disposals (prison sentence, etc.) (GJLOS report, 2007, p.22+.) STATCAP has made available 4 PCs and 1 lap top for HQ. I was told on my second visit to the Planning Unit that computers have been made available for all of the 110 courts, although there is a shortage of software and it will not be possible for these computers to be fully used until the software is available.

In fact, the Planning Unit has developed its role considerably since I first went to the judiciary in 2004 (Lewis, 2004). As a result staffing and accommodation resources have been increased and duties grow all the time, involving briefing, training, the production of lectures, position papers, and other policy work, apart from statistics.

Only data on case loads is processed on computer. This is used within the judiciary for resource management and some material is passed to the KNBS. Staff are aware of the possibilities of greater use of data for operational and policy purposes, this remains a theoretical situation, as they need to set up good systems for recording data on the existing computers. Much data is late or incomplete. Resources do not allow for any inspection visits to improve data quality. Data on case completions, including all the details noted above are received, but as yet no attempt has been made to set up an individual database of records of court outputs.

The Planning Unit's main IT need is for software to be developed that would enable them to enter results of the more serious court cases, and eventually perhaps all cases, to the computer. In concept, this is a type of DB that could follow similar lines to that developed by the prisons service, using the RRI. The type of data captured would be different only to the extent of different detail being required: essentially, details are needed on the progress of an individual's case, and queries would concentrate on producing lists of people and statistics on the sentencing of criminal cases over the most recent period, together with trends. Such data is essential input to policy and operational planning for other agencies of the system particularly the prisons who have to cope with the main output of sentenced people from the courts, and the police and probation services who have to cope with those sentenced who do not go to prison.

More co-operation between agencies producing statistics, so that overall needs for justice figures are known and accepted by all agencies is needed. Also more co-operation is needed between those who are developing software and those who wish to develop software, so that lessons can be learned and good practice shared. This co-operation should be an ongoing characteristic of all planning units within governance agencies but specific topics should be discussed routinely by the KBNS justice and security statistics committee.

Probation and After Care:

Deputy Director Mary Mbaa : Mr Joshua Siambe, Deputy Director, (joshuasiambe@yahoo.com)
Mr Mwangi, Head, Statistics Unit: Mrs Gertrude Audi (Statistics Unit)
(gertrudeaudi@yahoo.com): Mrs Mitai (Statistics Unit)

The probation and aftercare service manages the three programmes of Probation, Aftercare and Community Care. It also provides the courts with social inquiry reports on request. Current statistics are limited in scope and have not improved since my last visit. There are significant

problems with IT understanding and software availability. STATCAP has made available two HQ computers, a printer and some office furniture. Some statistical and IT training has been given but was confined to understanding Oracle, when Oracle is not used: a short course on ACCESS would have been much more use to those who actually have computers.

No computers have been made available for local probation offices. Data is still received on paper. There has been no money for visits to try to improve data capture and at HQ there is a lack of understanding as to how to make the best use of available computers. What statistics are analysed are used within HQ, but this is not sufficient for the needs on the service, as is confirmed by the GJLOS report of May 2007 (GJLOS, 2007, p. 35) Data is also incomplete and late which reduces its usefulness. Data is also shared with the KBNS but not with other CJ agencies, eg. the prisons.

There is a need for better software at HQ. Existing systems have failed several times and the expertise does not exist to put them right. They need to have a straightforward system for capturing individual data on probation orders and CSOs. Such a system could be provided in several ways. The way ahead needs to be decided by senior management, otherwise the situation will continue to be unsatisfactory. Three possible ways are:

1. By having local IT expertise to revitalise existing software that has failed
2. By making use of the facilities on MICROSOFT ACCESS to design their own system. I have demonstrated how this could be done)
3. By 'piggy-backing' on the development in the prison Service (PRMS Software) which could be modified to allow for probation screens for input and analysis.

Each would involve some investment in expertise and discussions with other agencies. However, this would pay significant dividends: not simply improving things for the Directorate but enabling data to be shared more widely and provide ministers and officials in other agencies with data on the working of the Probation and After-care service. This could lead to considerable savings from more priority and resources being given to community penalties instead of prisons.

Prisons (a briefing note prepared for my first meeting is attach at Annex C. A request from Prisons to STATCAP that provides a needs assessment for IT is attached at Annex G)

Commissioner of Prisons Gilbert Omondi CBS,
Deputy Commissioner Mr Titus Karani (Head, Statistics and Research Department)
Mr John Omondi, MBS (Statistics and Research Department)
Mr Anderson Mcharo, (Statistics and Research Department): www.prisons.go.ke

The main roles of the Prisons Service are to keep prisoners in safe custody, and to rehabilitate them through training and counselling. Its main statistics are counts of those received into prison, and their characteristics. Few statistics, if any, are available on conditions within the prison or on the amount of training or counselling and its effect in rehabilitating prisoners. Thus, current available data is limited in scope, and entirely collected on paper from prison establishments. The statistics unit has plans to implement the recommendations put forward in my 2005 report and has started by producing a new Software Package, Prisoner Records Management System (PRMS)

PRMS has been developed using funds obtained from a Kenya government source: the Rapid Results Initiative (RRI). This is for projects that can be delivered within 3 months. PRMS was researched, designed and delivered within three months at a cost of around 1M Ksh and involved 10 internal staff, following a needs assessment. The software will be piloted in 15 prisons when resources are available for implementation. It will then be fine tuned by early 2008. PRMS has

been constructed using Visual basic (VB) and Microsoft Access. The fact that it has been created internally means that maintenance will be straightforward. It is a stand alone system to be installed in a prison. It records, inter alia, all the prisoner data at present returned on the paper form 5, and has followed some recommendations in my 2005 report (Lewis, 2005). PRMS will also be rolled out to all prisons as soon as hardware is available and, in a second Phase, will be networked so that data and information can be passed from prison to HQ and between prisons. PRMS has already noted the possibility of its general approach being modified to cope with similar demands of the Probation and After Care department and the Children's Department. Such a development would be likely to cost considerably less than PRMS.

On hardware STATCAP has provided 12 computers and accessories. 3 computers have been made available for three of the larger prisons and the rest for HQ. Some statistical training has been given, including a tailor made training programme for 105 documentation officers who produce the statistics locally. However, very few of them will have access to any IT and data will still be sent in on paper, until the software is rolled out.

The present use of statistics by the prison service is quite limited, as is said in the GJLOS paper (GJLOS, 2007, p.26-7). Statistics are often late in arriving (GJLOS, 2007, p.27) and not always of good quality. Data that is collated is made available to senior management, and to the KNBS for its economic report and for the sending to the UN. However, taken as a whole, it is not in any way complete or fit for purpose. Many Prison officers have served abroad in the last few years, have seen statistical systems that work and wish to have them in their own service. The new software will provide a lot of important new data and give experience to the service of using good quality and up to date statistics.

Kenya Anti-Corruption Commission:

Mr Vincent Okongo, Principal Officer, Research and Planning

Mr Wanzala, Research and Planning

www.kacc.go.ke

The KACC was established in 2004 as part of the Kenya government's commitment to eradicate corruption, promote good governance and foster transparency in all sectors. KACC is well funded with sufficient computers and enough resources to carry out its surveys. KACC is well aware that statistics are needed to press forward its main policies. The statistics and research area is situated within the directorate to prevent corruption. KACC collects data mainly by surveys of the population and specific groups of the population. In particular its corruption survey is carried out each year and results, including metadata are placed on the web site. This is an example of good practice that could be followed by others. The main current survey is of the public health service provision area. KACC is willing to join in the general development of justice and security statistics and to join in the KBNS committee.

KACC passes some specific cases on to the DPP for prosecution and there is a need for systems to be linked. However, such cases are few in number and do not involve statistics.

KACC also has an important roll in educating the public in anti-corruption issues and publishes all its research with no censorship.

Director of Public Prosecutions:

Mrs Rosemary Owino: Principal Prosecutor

www.attorney-general.go.ke

The DPP prosecutes the most serious cases, with the majority of cases such as burglary and theft being prosecuted by the police themselves, following the English practice that existed until 1986. The present state of cases being heard, pending, and their results are kept in the files in the DPP Office. There are a particularly large number of corruption cases going through the courts at present. The DPP's Office has a sufficient number of new PCs that have become available during the last few months, but these have not become available through STATCAP. Some training is taking place, but more is needed. The DPP is fully aware of the importance of statistics, but none have been kept in the past. A programme is now underway to remedy this, and during 2008 past records will be entered onto the computers. It was not clear what data would be stored and what analyses would be produced. The need for statistics is recognised and there is no doubt the new statistics will be used by the DPP. The quality issue has not yet been considered explicitly but the DPP office has complete control, over the recording process, as there are no outposts involved, so quality is unlikely to be an issue. No plans for publication have been made, but, in principle the KNBS could publish these in their reports and make them available to the UN in due course.

Since my previous visit some data has been provided to the KBNS on prosecutions undertaken by the DPP. However, most such data is only available from the Police. During this visit I had a brief meeting with a DPP officer but was unable to arrange a meeting with the DPP, to discuss the usefulness of prosecution data and the proposed National Crime Research Centre which is to be co-located with his department. I have written to the DPP suggesting a meeting on my next visit.

National Crime Research Centre

Mrs Rosemary Owino: Mrs Jennifer MaGachi

This centre was announced by the AG on 13 July 2007 and is in the process of being set up. It has a broad and important remit that is similar to the remit of the Research Department of the British Home Office of which I was a director for many years. If properly funded and staffed, the NCRC would be an important new agency in criminal justice reform. Governance statistics will be an important input to its work. NCRC needs to be involved from its start in the improvements to J&S statistics in Kenya. We were told that there will be sufficient computers available for the new NCRC, not provided from STATCAP. Statistical training will be needed, however. The remit of the NCRC will involve extensive use of statistics, especially those cutting across different agencies. It could also conduct surveys of its own to complement what is already available, like the Kenya Anti-Corruption Commission.

In my first visit, the DPP's office, which will be co-located with the NCRC, was able to put me fully in the picture about this new centre and its accommodation. However, I was unable to update this information on my second visit although I noticed that the earmarked accommodation was still unoccupied. NCRC is being set up following an Act of Parliament. It seems to be well funded with good modern offices. It will report to a Governing Council composed of the Heads of criminal justice agencies and others with experience of crime and justice research. Its remit is to:

- a. carry out co-ordinated research into, and evaluate the impact of, programmes pursued by the agencies responsible for the administration of criminal justice
- b. collate all crime related data
- c. carry out research into any criminal activity and in particular:
 - i. crime causation and prevention
 - ii. group or culture related activities
 - iii. socio-political and economic causes of criminal behaviour including drug trafficking, peddling or addiction
 - iv. the *modus operandi* of persons engaged in any criminal activity

- v. juvenile delinquency
- d. carry out research into deviations from the criminal justice system with a view to increasing the awareness and responsibility of the community in the rehabilitation of criminal offenders
- e. carry our research into the efficacy and adequacy of criminal investigation and prosecution agencies, the penal system and treatment of offenders
- f. disseminate its research findings through publication, workshops seminars, the mass media and other appropriate means of dissemination.
- g. communicate its research findings and recommendations to the agencies of Government concerned with the administration of criminal justice, with a view to assisting them in their policy formulation and planning
- h. liaise with any other research bodies within or without Kenya engaged in the pursuit of similar or related research.

Children's Department

Mr Ahmed Hussein, Secretary, National Council for Children's Services

Mr Peter Nyambok, Children's Statistics, KBNS.

<http://www.homeaffairs.go.ke/>

The Department deals with issues of children from two dimensions: Rehabilitation and reintegration of Child offenders and addressing issues of Children in need of Care and Protection in accordance to the Children Act Cap 586. The Department also provides Secretariat to the National Council for Children's Services where the Director is the Secretary. It draws its mandate from the Children Act 2001, which makes provision for parental responsibility, fostering, adoption, custody, maintenance, guardianship, care and protection of children; for the administration of children's institutions; and gives effect to the principles of the Convention of the Rights of the Child and the African Charter on the Rights and Welfare of the Child and for connected purposes. It has several databases of which two are particularly relevant to the governance issue:

- The Orphans and Vulnerable Children database collates information on over 50,000 children and their families in order to allocate grants to those who need them under current arrangements: eg those who have been orphaned through AIDS. Using assistance from South American countries who have previously adopted a similar system, a data base (VB, ACCESS?) has been created containing a very large amount of data. As well as details of the children and families, local demographical and community data has been included. This is a good system and one that should be looked at by others who feel the need to set up similar systems in their areas.
- The more general Children's database is a computerized system to establish a national standard for data collection on children: improve the planning of children's services: and strengthen partnership with civil society. It was set up around 2002 as an ACCESS – based DB and worked well for some time: the director now implied that it needed to be revised and brought up to date, although we were not able to confirm what was needed. One aspect of good practice that we did see was the manual for using the database, which is a model of its kind and should be considered and copied

by others who produce their own databases. Too often databases that I have seen have failed because inadequate documentation was maintained.

Electoral Commission of Kenya

Mr Philip Chepsat, Senior Elections Officer: www.eck.or.ke

ECK has a good system for voter registration and publishes a good detail of its results once the registers are compiled. Statistics are compiled as an administrative by-product of the setting up of the voters registers which takes place in local areas. Procedures are in place for ensuring security of data, for avoiding double voting and for dealing with voter transfers and voter deaths. Considerable openness is maintained at all time for the voter registration databases construction and publication. Again, for completeness, some data on registrations could be included in the KBNS annual reports.

Immigration Department

Mr Wilfred W Wamela, Chief Immigration Officer: Mr J N Njehu, personal assistant to the Director of Immigration Services: <http://www.immigration.go.ke/>

The Immigration department is run on the British system, whereby all entrants into the country through the main airports complete an entry form, with the equivalent on exit. Paper-based records are also maintained at most land border posts. This data is collated by the KBNS who produce summary tables for their annual abstract. The Immigration Department mainly uses the database for answering queries from other agencies about entries and exits. They did not request any assistance in developing their figures, being content to rely on those from KBNS. Projections are made of future numbers of tourists, mainly to calculate their spending and provide tourist services such as hotels. There seems no need for any changes to the overall system at present.

INWENT: German capacity building agency: Brief discussions

Dr Dorothe Nett African Regional Coordinator, INWENT, dorothe.nett@inwent.org
Friedrich-Ebert-Allee 53113 Bonn, Germany.

J&S Statistics Committee Meetings, November 24, 2007 and April 4, 2008

The meetings were chaired by Mr Kilele. Many persons previously visited were present at each meeting. We discussed my report, the need for IT developments and the limited ability of STATCAP to help other than to 'kick-start' developments. At the second meeting we discussed the presentations at Cape Town and Mauritius, the possible study visit to the UK and the expectations from the Mauritius Workshop.

Annex B NOTE BY THE CRIME AND INTELLIGENCE UNIT OF THE POLICE SERVICE

The Crime and Intelligence unit is involved in collection, analysis and dissemination of crime and intelligence information to the Police organisation, the government and the Public for policy making. Collection of data is mainly got from the daily crime and incident reports sent to Police HQ from the field. Police Officers in the unit sort out the data and input it to 'EXCEL' spreadsheets for analysis. Reports on crime data are compiled Monthly, Quarterly and Yearly for the Police Organization. In addition, Traffic accidents reports are compiled on daily, weekly, quarterly and yearly basis. Security situation reports and security briefs are compiled by the same section. Presentation of crime Statistics is mainly presented in bar graphs, line graphs, pie charts and table form for analysis and interpretation.

Previously the Crime and Intelligence Unit had four computers and one printer for its day to day operations. However, 5 additional PCs, a Lap top and two printers provided by the National Statistical System Project in 2006 have greatly improved the efficiency of its operation. Three computers were given to crime statistics and a printer while planning department received one lap top and 2 computers.

In 2007 the Police Department received 7 computers and a printer of which three computers were given to crime statistics section while planning Department received 4 computers and one printer. Six computer tables were also received.

We appreciate the training provided in 2006 to 15 officers at this HQ which greatly imparted knowledge to our Police Officers. In the year 2007 Database management, SPSS/Data Analysis and Basic Computer training courses were offered to eight officers.

1. More computers and laptops to help facilitate its operations and replace the old models computers with low RAM and low data processing speed at provincial Operation rooms.
2. The department needs to network its computers and move on from the standalone system where each officer inputs his data on an 'EXCEL' spreadsheet
3. After networking it is essential to change the input of crime data from EXCEL to MS Access to an appropriate database system which will greatly improve efficiency in sorting out data for statistical analysis
4. Networking operations should also be extended to all provinces countrywide so that the information can be accessed easily rather than use the signals which are cumbersome for it duplicates data input in the provinces and HQ
5. Training of Police Officers in Statistical packages like SPSS to improve analysis of crime statistics. In addition training in data management, resource management and other statistical related courses is essential to improve efficiency in its operation.

Conclusion

This unit has highly appreciated the assistance given by the National Statistical System project for donating 12 computers, one lap top and three printers. We are also hoping that further training of our officers and cooperation between the two departments will invaluablely improve statistical crime analysis and reports for the whole organisation and the country.

ANNEX C NOTE ON PRISONS STATISTICS AND RESEARCH PREPARED BY THE DEPUTY COMMISSIONER OF PRISONS

The Kenya Prisons Department was asked to develop an 18 months work plan running from 2005-2007 recording the activities to be implemented within the period. Based upon the 18 months work plan, the following activities have been conducted:

1. The section has received 12 computers complete with accessories and 3 printers
2. A laptop was also issued to the Head of Planning
3. Twelve chairs and work tables were procured for staff
4. On training, 12 officers were trained in advance course like strategic management, SPSS,
5. A tailor made training programme was mounted for 105 documentation officers drawn from all stations country wide and those at the Research Unit
6. Currently 5 officers are undergoing a two weeks training on computer applications at Kenya Institute of Communications. They are among the 8 officers who are benefiting from the on going phase two of the programme

In addition, a number of programmes are earmarked for implementation in the next phase of training planned to commence early next year. We target all officers especially the newly deployed to undertake this training based on the needs assessment in terms of performance. The Research/Statistics has recorded direct results from the computer, work tables and training programmes for instance: Production of quality statistics: Enhanced capacity: Speedy dissemination of data: Sharing of information to the public (Improved accessibility): Reduction of registry staff from 30 to 10

We intend to make the research and statistics section more robust in terms of conducting credible research in prisons to advise on Policy measures that are appropriate to change the face of the entire department

- Recruiting of statisticians to promote in house training to those with deficiencies
- Networking of all stations country wide to minimize delays and reduce paper work
- Establishing an operational database that will enable each prisoner to have an independent card for quick identification and reporting
- Establishing reliable software that will enable officers to store data safely and make it accessible to the consumers when and at the time required
- Equipping and upgrading to the research section to a full independent unit that will coordinate research activities with learning institutions like Universities and tertiary colleges.

APPRECIATION

The project has been very significant to the daily operations of the department. Strengthening of staff capacity through training and supply of equipment will not only improve staff morale and production but will also go a long way in actualising the vision to be correctional service of excellence in Africa and beyond.

The department is proud to be one of the institutions identified to partner with the National Bureau of Statistics and we hope that this collaboration will continue. We therefore take this opportunity to express our sincere appreciation to all the donors and well wishers who are directly supporting our department through the National Statistics Project.

ANNEX D EXTRACT from THE GJLOS REPORT ON ADMINISTRATIVE DATA COLLECTION AND ANALYSIS, MAY 2007 RECOMMENDATIONS

This Chapter presents a summary of recommendations relating to the CJS.

- For comparability and compatibility of data across the criminal justice institutions, there is a need for harmonization and adoption of common variables, concepts, definitions and uniform categorisations. This will enable the linking of data from different components of the CJS and between the CJS and other agencies
- Designers of CJS data should consider including, a person-based unit of count for each component since the person is the only unit of count that has continuity throughout the system. This permits the measurement of information flow through the system.
- We recommend that criminal justice and national registration systems be linked. Registration and immigration records are important for crime detection and prevention. As such, coordination should also extend beyond the CJS to a more fundamental recognition of the status of the person – natural or legal – in relation to the state;
- There is also a need to develop a standard classification of criminal offences. All criminal offences that can result in a formal charge against an accused must be classified by some type of consistently applied coding system that identifies each offence uniquely. Such a standard classification scheme allows the collection of meaningful and comparable information about criminal activity;
- Routine statistics should be shared between justice agencies on a regular basis preferably on a monthly basis. This should be coupled with routine discussion that should take place between justice agencies with a view to
 - Improving collaboration between departments
 - Ensuring that common definitions, classifications and counting rules are developed across departments
- It would also be useful to set up a justice statistics committee forum to include representatives from all agencies to facilitate discussions among these institutions
- Efforts also need to be made towards documenting best practice or success stories from other countries from which Kenyan criminal justice authorities can learn.
- There is a need for the development of a centralised criminal justice database and development of an effective mechanism to facilitate timeliness in submission of data by various institutions. This should entail computerisation of all data. This will ensure an integrated approach to criminal justice essential in tracking the four MTS indicators.
- We recommend for comprehensive training on effective Management Information Systems (MIS) for ease of collection, analysis, presentation, archival and retrieval of the data for all the institutions. This should be situated within the broader STAT-CAP statistical capacity strengthening process.
- There is a need for enhancement of capacity of the statistics units and departments in the criminal justice agencies to enable them effectively and adequately collect and process data
- Establishment of well-coordinated working arrangements among institutions in the CJS to facilitate the sharing of data

**ANNEX E PROPOSAL FOR STUDY TOUR TO USA UNDER STATCAP PROJECT
BY KBNS, POLICE, PROBATION, PRISONS AND JUDICIARY
MARCH, 2008**

The Kenya National Bureau of Statistics (KNBS) is established by the Statistics Act 2006 to collect, collate, publish and disseminate data to all stakeholders on behalf of the Government and coordinate all the National Statistical System in the country. To respond to this enormous challenge the Bureau collects data from households, establishments, administrative records and line ministries. It collects and produces information on almost all sectors of the economy.

Arising from increased demand for data and responding to various challenges such as outdated Statistical Act, liberalization of various sectors of the economy, expanding horizons of statistics to include areas such as Governance, disability, gender, etc., KNBS has embarked on a restructuring effort to make it respond to the above challenges.

The desire to tackle the challenges coupled with desire by the Government to use data for evidence-based decision making has made CBS to not only transform its operation but also to expand data collection and compilation spheres. In the “Economic Recovery Strategy for employment and Wealth Creation” (ERS) the role of data use in implementing the activities is clearly emphasized. In addition, issues of Governance, Security and the Rule of Law are strongly emphasized in the ERS to build strong institutions that would strengthen governance issues and rule of law.

It is, therefore, important that KNBS strengthens collection and analysis of Governance data to enable effective monitoring of polices and programmes which have been put in place to address governance issues. Besides, KNBS has been transformed into a National Statistical System as a Coordinating Agency to assist other data producers and users to achieve international standards in many areas of data collection. To assist in the transformation, the STATCAP project under the World Bank, DFID and other development partners have provided support to enable KNBS improve data quality and increase coverage on data collected.

The area of Governance Statistics is still new to the officers both at KNBS and in the line ministries/departments (Police, Public Prosecution, Prisons, Probation, Judiciary, Anti-corruption authority) hence the need to organize a study tour to enable the officers learn best practices and challenges associated with collection and compilation of Governance statistics.

RATIONALE FOR STUDY TOUR

Officers handling data require timely and reliable information and technology on manipulation of data and data management. Some of the major hindrances to data manipulation are lack of exposure to the modern methods of data capture, storage, compilation, analysis, report writing and dissemination. The proposed study tour is geared towards fulfilling this gap and is intended to involve wider representations of senior government officers who supervise these activities in the CBS and the relevant line ministries/departments. The study tour would be geared towards improvement in data collection instruments in addition to data capture and analysis to enhance the quality of the information collected. This proposal, therefore, lays ground for enhancement of data collection in the line ministries/departments as outlined in the STATCAP project documents.

OBJECTIVES OF STUDY VISIT

- (a) To learn about what various governance organs in your country are doing in relation to what and how data is collected, compiled and analyzed. This would enable the similar organs in Kenya to compare and improve their data collection and management operations.
- (b) To compile the best practices, from your country, that can be applied in Kenya to enhance data collection, compilation, management, analysis, report writing and dissemination.
- (c) To use the knowledge acquired from the studied countries to improve on data collection, compilation, management, analysis, report writing and dissemination.
- (d) To explore how governance data is used by policy makers to improve security, fight corruption and rehabilitate communities, etc.

EXPECTED OUTPUTS

- (a) Officers handling data collection would be better equipped to collect, compile, and analyse governance data in their various departments.
- (b) Officers would be able to improve on quality of data produced by their line Ministries/Departments by incorporating best practices learnt from their studies.
- (c) Compile a report to be presented to the Director of Statistics

ROLE OF JUSTICE & SECURITY AGENCIES TO BE VISITED

The organizations will play a major role as host of the Kenyan delegation. It will take the delegates through the envisaged activities as per the programme. The agencies are expected to attach an officer, who is conversant with governance issues, to take the Kenyan delegation through the activities including taking them to the various arms of government handling governance issues. The organizations will also coordinate the visits by the delegation to other government departments handling governance issues by formally requesting them to host the delegates on the days specified

Annex F SUMMARY OF STATISTICAL DOMAINS AND DATA QUALITY ASPECTS (KENYA, DEC 2007)

The expert's judgement on the current position of Kenya J & S statistics is set out below in terms of the World Bank/IMF Structure for Justice and Security Statistics.

	<u>Statistical Domains³</u>					
<u>Data Quality Aspects¹</u>	Household surveys	Police	Prosecution (DPP, Police)	Judiciary	Probation Aftercare	Prison
Institutional arrangements, Policy, Management	KNBS needs to carry out its planned household survey and integrate results into those available from agencies	All agencies need to meet regularly in the committee to discuss J&S statistics. KNBS should also have occasional meetings with Heads of Agencies to obtain their continuing agreement to the importance of statistics. New agencies should be brought on board. The new crime Research Centre should be supported by all agencies. Statistics from all agencies should be drawn together by the KNBS. All agencies should agree common classification systems and dissemination policies. Study visits should be made to other countries. Data quality of statistics generally needs to be examined and mechanisms set up to improve this.				
ICT systems and needs	These seem adequate, although resources could be increased.	IT needed in stations. More systems needed in HQ	IT needed for basic statistics	IT needed in courts. IT needed for output statistics in High Court/HQ/	IT is needed for local offices. IT problems are paramount and a good IT support system needs to be introduced	Resources needed to introduce the new system for local data capture
Statistical registration systems and classifications used	Crime data from household surveys should be as compatible as possible with that from agencies	Different systems are needed and all agencies should classify their systems in a similar way, which is compatible with external systems such as the UN who request data from time to time.				
Surveys, including analysis of administrative records	Good questionnaire already produced and available on the web site	Only overall crime data so far analysed. Work needs to be expanded	I have not seen any data on prosecution	No output data is yet produced. Workload data is reasonable but needs to have more detail. No analysis of delays produced.	Workload data only produced. More output data and breach data needs to be produced.	Basic counts only produced.
Integration frameworks		No integration frameworks yet exist. The J&S committee should meet more regularly. The NCRC should be encouraged to carry out analyses across the whole CJS and pull together policy analysis.				
Dissemination of Statistics	Some data produced in annual report. More could be done	Data produced for police management or sent to KNBS. More could be published	No data seen	Some data sent to KNBS and some passed to senior management but much more could be produced and published	Some data sent to KNBS and to PAC managers. More could be done if resources available	Some data sent to KNBS and to senior managers but little sent to local managers and much more

³ Not all these domains will exist in every country

						could be done
Use of Statistics for Policy and operations.		<p>There is a large potential for greater use of statistics in policy and operations. Good ideas have been set down in a) the GJLOS report b) the various GDSS reports by Lewis c) the TOR for the NCRC. Mostly however, at present, Kenya policy and operations are not well informed by good evidence and statistics and this is leading to wasteful use of resources and delays to the modernisation of CJ agencies.</p>				

PROPOSAL FOR TECHNICAL ASSISTANCE TO PRISONS FOR THE DEVELOPMENT OF PRISONS DATA MANAGEMENT SYSTEM

Introduction

The Kenya Prisons Service, an institution of the rule of law, is a critical component of the criminal justice system. The department is in the Office of the Vice President and Ministry of Home Affairs. It contributes to public safety and security by; keeping in safe custody all offenders committed to prisons by the courts, facilitating administration of justice by ensuring prompt and timely production of offenders to courts and ensuring that prisoners on custodial sanction undergo rehabilitation for community reintegration and development. The department with its HQ in Nairobi comprises of six directorates, namely; Administration, Operations, Inspections, Technical services, Training and Human Resource Development, and Technical services. There are four specialized Units namely; Research, Statistics and Legal Unit, Planning and Reforms Unit, Public Relations and NGO co-ordination. In total there are 97 prison institutions spread across the country with the average prisoners' population being 50,000. The staff establishment to date averages 16,750 comprised of uniformed and civilian support staff.

Vision & Mission

A correctional service of excellence in Africa and beyond with a Mission to contain offenders in humane safe conditions in order to facilitate responsive administration of Justice, Rehabilitation, Social Integration and Community Protection.

Mandate

The service derives its mandate from the prisons and Borstals Acts (Cap 90 and 92), laws of Kenya to perform the following functions: Containment and keeping in safe custody of offenders: Rehabilitation and reformation of offenders through training, counselling, educational and professional programmes: Facilitate administration of justice by producing offenders to Courts: Control and training of youthful offenders in Borstal and YCTC Institutions: Recruitment and training of prisons manpower requirements

Research, Statistics and Legal Unit

The Unit is critical in prison administration and management, as it is responsible for prisoners' management systems. It deals with all the statistical data that is collateable in prisons, particularly the data generated from prisoners' counts from the stations and submitted to HQ, data on prisoners' health, rehabilitation programmes, and research and surveys. It also deals with designing and development of tools for data collection. The statistical data collected is used for administrative and planning purposes both at the Departmental and National levels.

In view of the foregoing, the unit collaborates with the Kenya National Bureau of Statistics to develop appropriate methods of data collection and dissemination, together with other justice and security sector agencies. Whilst we appreciate the efforts arising from these collaborations where substantial progress has been made in data compilation and storage for analysis at HQ level, data collection methods in the prison institutions countrywide is still done manually, making prisons data limited in scope in terms of usage in guiding institutional and sector wide policy development

The Service takes great exception in recognizing the worthy task of the General Data Dissemination System (GDDS) an IMF and World Bank Consortium, whose consultancy work on justice and security by Prof Chris Lewis has identified the needs of individual establishments and recommended action plan prior to the establishment of the justice and security sector central databases. The visits by Prof Lewis have recognized that prisons require substantial assistance in

terms of Hardware equipment including development of data management system, training and capacity building for staff, development of Intranet including Local Area Network (LAN) and Wide Area Network (WAN) for systems connectivity at HQ and stations respectively.

Proposal

The department recognizes its primary responsibility to build the capacity of the Unit by providing the equipment as well as developing the necessary infrastructure to improve the data management systems to remain responsive to its obligation. However, this may well be unattainable due to financial constraints. Therefore, in line with the recommendations made by the consultant, the department wishes to seek for technical assistance in the following areas:

1. Provision of Hardware
371 Computers with accessories: 25 Servers: 108 Printers
108 Photocopiers: 108 Scanners: 2 Vehicles
2. Training and capacity Building for 350 staff
3. Development of intranet including LAN and WAN for systems connectivity.

Justification

1. Prisons data plays a very significant part in the national data management. It assists the Ministry of Planning with the data for planning purposes, drawing estimates for use in budgetary provisions
2. Plays a major role in the assessment of national security situation based on the population trends in relation to people in custody (incarceration rate) as well as the crime rate in the country, for the purposes of developing viable policies particularly crime prevention strategies.
3. Helps in the institutional planning and development of administrative and management policies, operational procedures and standard setting for services that the Department delivers to the clients
4. The items and activities will help the department to achieve its objectives. The Hardware particularly computers to scanners are for distributions to stations according to the size and security classifications, number and category of prisoners held in an institution, and the activities carried out in each institution. The vehicles will facilitate movements from/to the HQ where staff are carrying out surveys and conducting research in this field.
5. Whilst the department has undertaken to build both the human resource capacity of the Unit by recruiting officers with competencies in research and statistics, support in training and capacity building will enable the serving staff to acquire skills and knowledge in data processing in order to produce quality statistical information for use by both the department and stakeholders. Serving staff will be drawn from all facilities around the country, especially those who are currently deployed in documentation offices.
6. Development of intranet with LAN and WAN services will give the Unit easy access to all the statistical information that is generated within the department for analysis and sharing with stakeholders.

Conclusion

The development of prisons data management system remains a critical challenge in statistical information generation. This is due to the inability of the department to develop the necessary infrastructure for data collection and dissemination. Data management is still done manually, making the process cumbersome, time consuming and extremely unreliable as a credible source of information. Administrative and decision making processes, effective planning and policy development, which unfortunately are hampered by these challenges, require that prudent and urgent action is taken to address the data management system.

Whilst we appreciate the contribution of development partners and the sector to build the prisons capacity through STATCAP to address these challenges it is notable to point out that data generated by other institutions in the sector is transitory, as offenders once arrested are en-route to prisons. It is therefore critically important that prisons are considered for substantial support from STATCAP project in terms of capacity building through: hardware provision, infrastructure development and training of personnel to manage the system. We therefore remain hopeful that support for prisons data management system will remain a priority project for KBNS and the justice and security sector, as recommended by the consultant. This will enable the sector to move very speedily towards establishing a central data base for the sector, which hopefully will enable, for instance this sector to work towards coming up with a holistic policy framework for the sector as well as being able to collectively work as a team toward developing crime prevention strategies.

1. HARDWARE DISTRIBUTION TO INSTITUTIONS COUNTRYWIDE

Area	Stations	Computers	Servers	Printers	Photocopiers	Scanners	Vehicles
Prisons HQ	1	10	1 Mega	2 heavy duty	2	2	2
PSTC	1	20	1 Mega	2 heavy duty	1	1	Nil
PPCs	8	16	8	8	8	8	Nil
Max Sec prisons	2	14	2	2	2	2	Nil
Principal prisons	13	65	13	13	13	13	Nil
Other prisons	82	246	Nil	82	82	82	Nil
TOTALS	107	371	25	108	108	108	2

2. TRAINING & CAPACITY BUILDING

Target group	Institutions	Number of staff per station	Total staff training numbers
Prisons HQ	1	22	22
PSTC	1	5	5
PPCs	8	3	24
Max Sec prisons	2	4	8
Principal Sec prisons	13	4	52
Other prisons	82	3	246
TOTALS	107	41	352