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## ONE HUNDRED YEARS OF CENSUS TAKING IN NEPAL: THE 2011 CENSUS

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Draft (Feb 15, 2005)

### 1 Introduction

In Nepal, like in many other countries, population censuses have been taken every ten years or so. Since the first population count of 1911, nine more censuses have been conducted so far. The earlier censuses of Nepal are considered less precise as compared to the modern ones. Four censuses taken before the 1952/54 census, for example, are considered “head counts” only. The 1952/54 census was taken in two parts of the country in two different years. Then a synchronized census was taken in 1961. After 1961, a census has been taken in every ten years. The last census in this series is the 2001 census.

Compared to the early censuses, the modern censuses of Nepal are becoming more popular. The Constitution of the Kingdom of Nepal, 2047 (1990) has increased the importance of the Nepali Population Census. According to the Constitution, the number of seats in the “House of Representatives” from each of the 75 administrative districts is determined on the basis of the population census. The provision in the Constitution reads as follows:

"...the ratio of the number of seats allocated to any district shall be, so far as practicable, equal to the ratio of the population of that district to the national population, as determined by the last census preceding the concerned election..."

(Sub-article (2) of Article 45, Part 8 of the Constitution of the Kingdom of Nepal, 2047)

Although, for the purpose of the Constitution it might seem that head count is sufficient, the modern population censuses of Nepal are more than the head counts. They provide a wealth of information on the state of the population in the country. This paper presents a general perspective on the upcoming 2011 census of Nepal primarily based on the experiences of the last census of 2001.

<sup>1</sup> This paper is based on the article “A Perspective on Population Census 2001 of Nepal, Volume I” co-authored by Tunga S. Bastola and Radha Krishna GC and published in the Population Monograph 2003 of Nepal. The views expressed in this paper are those of the author and do not necessarily represent to those of the Central Bureau of Statistics, Nepal.

## 2 Population Censuses of Nepal

The 2001 census marked the ninety years of population counting in Nepal. During these 90 years, the population of the country grew phenomenally. In 1911, the population of Nepal was 5,638,749 which increased more than four times and reached 23,151,423 in 2001. On the average, the population of Nepal grew at a rate 2.00 percent per annum during the 90-year period. The population of Nepal took 60 years to double from 5.6 million in 1911 to 11.6 million in 1971. It then took only 30 years to double from 11.6 million to 23.2 million, and at the present rate of growth it will double again in another 31 years.

Population density in the country has also increased remarkably. In 1911, the population density of the country was less than 40 persons per square kilometer. By, 2001 the figure had risen to 157 persons for the same area. Table 1 presents a summary of the population changes in the country during the period of 90-year along with the projected figures for the year 2011.

Year	Population	Between-census change in population		Geometric growth rate (percent)	Persons per sq. km.
		Number	Percent		
1911	5,638,749	...	...	-	38.31
1920	5,573,788	-64,961	-1.15	-0.13	37.87
1930	5,532,574	-41,214	-0.74	-0.07	37.59
1941	6,283,649	751,075	13.58	1.16	42.69
1952/54	8,256,625	1,972,976	31.40	2.30	56.10
1961	9,412,996	1,156,371	14.01	1.65	63.96
1971	11,555,983	2,142,987	22.77	2.07	78.52
1981	15,022,839	3,466,856	30.00	2.66	102.07
1991	18,491,097	3,468,258	23.09	2.10	125.64
2001	23,151,423	4,660,326	25.20	2.27	157.30
2011*	28,584,975	5,433,552	23.47	2.13	194.22

\* Projection (Medium Fertility Decline Variant)

Sources: Central Bureau of Statistics, 2003. Population Monograph of Nepal,

Central Bureau of Statistics and Ministry of Population and Environment, 2003. Population Projections for Nepal 2001-2021.

## 3 Population Census 2011

National Population Census 2011 will be eleventh in a series of the population enumeration in Nepal. Moreover, this census marks one hundred year of census counting in the country. The number of households to be counted in this census is estimated at about 5 million spread over more than 36 thousand wards (the lowest administrative units in the country).

Population census, in general, furnishes current population data with many other demographic, social and economic variables. The basic objectives of the 2011 population census as in the previous census will be:

- a. to develop a set of benchmark data,
- b. to provide data for small administrative areas,
- c. to provide reliable frames for sample surveys,
- d. to provide sex disaggregated data on different variables,
- e. to provide information on women, children, and the aged, and
- f. to provide information on caste and ethnic groups.

### **3.1 Features of the 2011 Census**

Population census is a regular decennial event that follows standard international practices. In general, departure from one census to the other is minimal. As such, the 2011 census will also be comparable to the 2001 census. In the 2001 census, special attention was given to the issues related to gender, women, and children. On economic aspects, the household work and the extended economic activity were redefined and emphasized to overcome the under reporting and under coverage of both male and female participation in the national economy. In addition to this, mass media campaign was extensively used for census publicity and gender sensitization was emphasized during the training of field staff.

Among other things, the 2011 census will give special thrust on the following.

- (i) Gender sensitization and women's empowerment issues,
- (ii) Combined way of data collection (complete and sample enumeration),
- (iii) Wide publicity and dissemination.

## **4 Planning and Administration**

### **4.1 Census Planning**

A population census is one of the largest statistical operations carried out by the Central Bureau of Statistics (CBS) of His Majesty's Government of Nepal. It is a real challenge for a developing country like Nepal. In order to conduct a reliable census by covering the whole country within a specified duration, a large number of skilled persons are needed. It is very essential to build an appropriate census organization. It needs advance preparation well ahead of the field enumeration phase.

Planning for the 2011 census is scheduled to start from the next year (2006). As the proper planning of the census is fundamental for its successful implementation, a detailed calendar of operation will be prepared. Various activities to be considered at the time of planning stage include – estimates of cost for census activities with schedule, check list for the activities, preparatory works (including methodology, questionnaires and manuals etc.), stakeholder and technical committee meetings, and census field organization, staff recruitment and training, census listing and enumeration, data processing, tabulation,

analysis, evaluation, printing of reports and dissemination of results and documentation. For all these activities, stepwise planning is essential.

#### **4.2 Notification in the Nepal Gazette**

Legal provision of the census is one of the important aspects for empowering the census operation. The Statistics Act, 2015 has mandated the Central Bureau of Statistics for the "collection, consolidation, publication and analysis of statistics". In accordance with the Act, the Government may by notified order issue direction for the collection of statistics "concerning any matter". Notified order means an order published in the Nepal Gazette.

In accordance with provision of the Statistics Act, a notified order will be issued for the 2011 census. By this notice, the Central Bureau of Statistics would be empowered to collect the demographic, socio and economic information of the population of the country as of the census schedules within the period specified by the Bureau. The recruitment of the staffs along with their duties and responsibilities will also be clearly provided in the notification. In addition, the duty of the general public to help and to cooperate the census work will be emphasized. Bureau's liability for the preparation of the final report of the census after data processing will also be stated in this official notification.

#### **4.3 Census Administration, Organization and Staff**

As census is a decennial activity requiring huge resources, most of the census activities have to be carried out on an adhoc basis. For this, it is very important to have a strong organization for the smooth running of the census operation. The 2011 census organization will be visualized and set up, so as to conduct the census within a specified time frame covering all 75 districts of the country, and more than 36 thousand enumeration areas. District Census Offices will be established in all districts. Based upon the population estimates, each district will further be divided into several area offices. All the District Census Offices will eventually be supervised and controlled by the Bureau.

In total around 32 thousand staff will be involved in the census. Out of these, about 24 thousand enumerators are required for a period of one month. In a similar manner about 6 thousand supervisors are required for the field work. Accountants, office clerks, janitors and peons are among other staff required for the field offices. Female enumerators will be encouraged to work in each level.

#### **4.4 Training**

Various levels of training will be organized for different levels of staffs in the census at different points of time. These include the training of the master trainers, district census officers, area supervisors, field supervisors and enumerators. To start with, a group of master trainers will be trained in the Bureau. These training will, inter alia, be mainly focused for maintaining uniformity on the census procedures, terms and definitions used in the census questionnaires and developed understanding among all the trainees.

### **5 Census Mapping**

In the absence of the good enumeration area (EA) maps, it is very difficult to conduct the census and achieve the complete coverage and enumeration of the whole country. For the 2001 census, maps up to the VDC and municipality level with ward boundary delineation were prepared. It was an improvement in the part of census mapping compared to the previous censuses. For large wards of the VDC's the maps were further divided into sub-wards of about equal sizes so as to make the enumerator's workload more homogeneous. The scales of maps ranged between 1:10,000 and 1:60,000 depending upon the size of the area. 405 VDC wise maps were completed by the project using conventional mapping methods due to incomplete database for those VDCs. In addition to this 75 district maps showing the VDC/Municipality boundary and other features were prepared. Zonal planning maps were also prepared for 14 zones of the country. For the urban areas orthophoto maps were prepared for the dense urban areas and semi dense urban areas. Altogether 2,000 orthophoto maps were prepared in each of which areas were represented in 1:1000 scale.

These maps although very helpful for the enumeration purposes, are not sufficient for enumeration area delineation. Further work is necessary to improve upon these maps. In this regard, there is a plan to strengthen the Cartography and GIS unit of the Bureau.

## **6 Census Publicity**

As in the 2001 census, the publicity program of the upcoming census will start with an aim to plan "an effective publicity campaign for the census against the prevailing social and economic background". Publicity programmes will be targeted to increase the willingness of the respondents to cooperate the enumeration. The programmes will be focused towards informing the public about the uses of and importance of census data. Further, the campaign will be aimed to encourage the respondents to correctly answer the questions asked in the census.

Main objective of the publicity programme will be "to create awareness for all respondents on the population census 2011". While most of the techniques and procedures used for the 2001 census will be considered for the 2011 census too, a number of changes will be made in the light of lessons learned and the media available in the country. The total public information campaign will be a multimedia effort, involving radio, newspapers, television, posters, pamphlets and bulletins. Radio, television, newspapers, cinema, postal stamps, public places campaigning, alternative media (like Gaine) will be the main media vehicles for the 2011 census.

A census theme message will be developed and used for the publicity campaign. The theme used in the 2001 census was - "afnaflnsf, dlxnf k'?if, a[Wb a[Wbf, sf]xL g5'6'g\, sf]xL gbfxl/pg\" (Let non of the children, adults and old age people be left out and non of them be repeated in the census counting). Besides, some short jingles also were prepared for the previous census publicity.

Census publicity will be extensively done through all types of available means. Print and audio visual media will be profoundly used all over the country. In the print media: newspapers, posters, pamphlets, calendars, stamps, stickers with census logo are important for the census publicity. Radio spots, theme song, TV spots and Teleflex will be publicized through radio and television. In addition to the regional

seminars, local level seminars and meetings were also organized before the census. In this manner census publicity will be one of the major event in the process of conducting the census.

As in the 2001 census, a message from the head of the Government in the name of the nation (highlighting the importance of the National Population Census 2011) will be delivered. Besides, there is thinking to observe the “census day” as a national holiday (as was done in the 2001 census).

## **7 Census Enumeration and Quality Control**

The individual enumeration will be conducted during the month of June, 2011. The reference date of the census (or the census day) will be the sunrise of 22<sup>nd</sup> June 2011 (8<sup>th</sup> Ashadh 2068 of Nepali calendar). The homeless persons will be counted on the day before the census day.

On the average, one enumerator will have to visit the designated enumeration area(s) covering on about 220 households and about 1,200 persons. One supervisor will be appointed for every 4 enumerators, on the average. The overall supervision of the district will be assigned to the district census officer.

## **8 Dispatch and Collection of Census Materials**

In order to store the large volume of census questionnaires and forms and keep them systematically for distribution before the census and store the census returns (filled in questionnaires and other forms) properly, large space is needed. As there is not enough space available in the Bureau and its premises, a separate provision should be made for this purpose. Dispatching the census questionnaires to the districts offices is an immense job. As in the previous census, this should be accomplished with the help of the private transport companies, courier services and the staffs of the CBS. Airlifting is also required in the remote districts of the country.

It is a very tedious work to store and manage the questionnaires collected from 75 districts. Collection of questionnaires and verifying the numbers with district, VDC and wards is very time consuming. Missing questionnaires creates another problem. It is necessary to verify data carefully. Similarly, proper inventory of outgoing and incoming questionnaires during the data processing is an important job.

As mentioned above, the upcoming census will have to collect detailed information from about 5 million households and 28 million individuals using short form and one million households and 5.6 million individuals using long form. It is estimated that, altogether more than 125 tones of census materials will be prepared for the 2011 census.

## **9 Data Processing**

Data processing, in general, involves the following steps: collection and management of filled in questionnaires at the CBS, manual data editing and coding, data entry and verification, computer data editing, processing and tabulations.

Due to the limited physical facilities like space, computers and personnel that are available at the CBS, data entry along with coding and editing works of the census questionnaires will have to be contracted out to private agencies as was done in the 2001 census. The data entry agencies will be required to work under the close supervision of the CBS officers and a suitable mechanism to monitor the data entry work will be developed by the CBS.

Estimated time for data entry is about 6 months. Nearly 500 micro-computers will be required for the data entry work. And an equal number of coding and data entry operators will have to be hired and trained for the job.

At the CBS basically two types of check will be done: completeness of data and accuracy and consistency of data. Missing wards (if any) will be determined after a thorough check of the questionnaire for each ward. It is a time consuming and laborious work. Data edit program will be prepared by the CBS. Using this programme a summary list of errors for each district will be prepared and if the error rate is found outside the acceptance limit the data entry will be re-verified. Nearly two percent of the entry completed questionnaires will be verified. During verification, if the percentage of error found is higher than the tolerance limit then the data entry work will be repeated in such wards. In this process, supervisors are required to physically check the questionnaires.

## **10 Data Dissemination**

The function of the publication phase is to make data available to data users as quickly as possible after collection, while maintaining the Bureau's standards of statistical quality, reliability, and comparability. The plan for the 2011 publication will be similar to the previous census except for the addition of some new dissemination strategies.

Apart from the traditional methods of data dissemination other modern methods will be used in the 2011 census. These include: workshops at the centre as well as at the regional levels. More than this CBS will disseminate data in electronic media. Census results first published in hard copies will also be made available in compact diskettes (CD's).

Wide range of information will be collected in 2011 Population Census. In order to meet the demand of the users, attempts will be made for providing these data to the users by various modes. The Bureau has planned to publish the census results both in the printed hard copies as well as in electronic format in diskettes and CD's. Special considerations will be taken to produce the data output tables useful for studying gender problems and age-sex dis-aggregated data will be generated where ever possible. Sample data will be kept in the public domain to facilitate the analyses according to user's needs.

Provisional results of the 2011 census will be released as soon as possible and preliminary analysis will also be prepared. The published preliminary figures of the census will be based on the quick count of information registered on the cover page of each book of census schedule.

## **11 Census Questionnaire**

In the modern context there is increasing demand for more information and this is not an exception for the census as well. A census being a huge national undertaking incurring substantial amount of money, the resources are always constrained and limited. In order to cope with the increasing demand of the population data, it is most likely that the 2011 census also will introduce sampling scheme as was done in the previous census of 2001. One of the major objectives of the introduction of sampling in the census is to save cost as well as time. This leads to the design of two different types of questionnaires, the short form and the long form. The short form represents the complete count of the basic information on households and individuals. While, the long form represents the sample enumeration of other detailed demographic, social and economic variables at the individual as well as at the household level. For reference, a list of the items included in the short and long forms of the 2001 census is presented in Annex. The 2011 census questionnaire will be designed based on the 2001 questionnaire as well as feed backs received for the major stake holders.

## **12 Sampling Scheme**

A suitable sampling scheme will be developed for the census. Sample selection will be carried out in each census EA. The sampling frame for each EA will be created during the initial listing operation. The listing form, among other items, will contain serial number of the housing units and the serial number of households found within the housing units. This listing form of housing units will be the basis of the sampling frame for selecting the housing units, for example. Then all households and persons found in the selected housing units can be enumerated using both the short and long questionnaires. The sample of households and persons in each enumeration area will most likely a one-stage cluster sample, the cluster being the housing unit as pointed out.

## **13 Concepts and Definitions**

For the first time, new concepts were introduced in the 2001 Census. In this context, there have been some modifications in the concept of household work and extended economic activity. Previously such activities were not conceptualized and had been included and confined within the domestic activities. The extended economic activity concept included the activities of fuel wood collection, fetching of water and production of goods for household consumption as economic activities. It is very important to note that it is for the first time that such concepts were developed and the activities were counted as economic activities.

Various terms and definitions used in the population census will be improved upon and standardized. One of such aspect is the use of standard classification of occupation and industry. In this context, the Nepal Standard Classification of Occupation and Industry 2000 were prepared and used in the data processing and tabulation. While preparing these classifications, attempts were made to include enough categories of work to suit the types of work in Nepalese context and adequate examples with due consideration on women's work were provided. This helped in the study of prevailing gender disparity in the field of economic activity of the population, especially women's participation in economic work. Another standard classification used and adopted was in the caste/ethnicity, mother tongue and religion groupings. These definitions and concepts will be further improved and used the upcoming census.

## 14 Post Enumeration Survey

Post enumeration surveys (PES) are generally conducted for the evaluation of the census coverage error. In Nepal, PES has been conducted since the 1981 Population Census. Post Enumeration Survey of the 2001 Population Census (PES 2001) was the third in this series to assess the quality of population census data. To assess the quality of the 2011 census PES will be carried out immediately after the census field work is finished. The PES will be made independent of the census enumeration. The staff of the Bureau will be especially trained for the purpose of the survey. The PES data analysis will reveal the coverage error of the census.

## 15 Conclusion

A population census is a complex operation consisting of “a series of closely related” steps. There are chances of error in every step of its operation and the errors are not tolerated. Quality data collection (with the minimum possible error) is not possible without the cooperation of the general public and the respondents in particular. Fortunately, the population censuses of Nepal are becoming more popular as compared to the previous ones. The public support for the census has been increasing. The data users are showing increasing interests to take part in the census operation. In the 2001 census, for example, the NGO's, the INGO's, different caste and ethnic groups, religious groups and other interest groups came up to help the census publicity. They wanted to be a part in the census taking itself. There was lots of concern on the census from all sections of the society and this helped the operation at all stages of the census. The upcoming census of 2011 is hoped to a successful endeavor with the similar interests shown by the general public.

## Annex

**Table A1: Items Covered in the Schedule 1 of the 2001 Population Census Questionnaire Schedule 1**

### Household Information

1. Type of housing unit occupied by the household
2. Tenure of housing unit
3. Whether any land operated for agriculture
4. Area of agricultural land operated
5. Whether any livestock/ poultry raised
6. Number of livestock/ poultry on the holding
7. Whether any female member owned any house/land
  - Area of land owned
8. Whether any female member owned any livestock
  - Number of livestock (big and small head)
9. Whether household was engaged in small scale non-agricultural activities
10. Main type of small scale activity (other than agriculture)
11. Whether any person absent from household and living abroad
12. Information on the absentee
  - Sex, age, duration, and reason

### Individual Information

1. Serial number of household member
2. Full name of the household member
3. Male/Female
4. Age
5. Caste/Ethnicity
6. Relationship to the household head
7. Religion
8. Language spoken
  - Mother tongue
  - Second language
9. Citizenship
10. Type of disability

Source: Central Bureau of Statistics, 2003. Population Monograph of Nepal, Volume I.

**Table A2: Items Covered in the Schedule 2 of the 2001 Population Census Questionnaire Schedule 2**

**Household Information**

1. Main source of drinking water
2. Main fuel used for cooking
3. Main source of light
4. Toilet facility
5. Household conveniences
6. Whether any death in the household
7. Information on the deceased person(s)  
- Sex, age, date, and cause
9. Level of education
10. Whether currently attending any school
11. Marital status
12. Age at first marriage
13. No. of children ever born alive
14. Any live births during last 12 months
15. Work usually done during the last 12 months
16. No. of months worked during the last 12 months
17. Occupation (type of usual work)
18. Industry (place of usual work)
19. Employment Status
20. Reasons for usually not working
21. Living arrangements of children below 16 years

**Individual Information**

1. Serial number of household member
2. Full name and sex of the household member
3. Age
4. Place of birth
5. Duration of stay at the present place
6. Reason for staying in this district
7. Residence five years ago
8. Whether able to read and write

Source: Central Bureau of Statistics, 2003. Population Monograph of Nepal, Volume I.

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## **Managing Population census 2011 of Nepal**

**(Draft)**

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### **1. Introduction:**

Head counts were conducted in Nepal for different purposes since centuries. But the census counts (at least head count data) as statistics are available since census 1911 A.D. It is admiring to have population count for so long in a country where physical features are so extreme, population is ethnically so heterogeneous and the country is, in fact deprived of resources and technology since long. The first modern census was conducted in 1952/54 using internationally standard concepts and definitions and the first computerized census was the one conducted in 1971. Latest census, the one conducted in 2001 carries features from management point of view. Sampling technique was introduced through two sets of questions asked to individuals. Outsourcing of data processing (coding, data entry, data verification, and part of the tabulation) was experienced in last census. Unpredicted events affected the field work. The enumeration or the field work was affected by the conflicting situation.

The census 2001 counted 23.2 million which is growing at 2.25 percent per annum. The projected population of the year 2011 would reach 28.6 million and 5.5 million households spread over 36,000 wards of 3914 Village Development Committees (VDCs) and 58 municipalities of 75 districts. Sixteen districts out of 75 are situated in Northern High Mountain, 39 district lies in the mid hill and 20 in Southern Terai belt. Districts of mountain and hill have difficult terrain and very few have access to motorable roads. Time and cost of field work definitely differs

from the districts of Terai. In many of the hilly and mountain districts, logistics supply from district head quarter (DHQ) to VDCs depends solely upon porters.

## **2. Experiences of census 2001**

Decision on census topics and management of logistics, human resources and financial resource were among the issues tackled carefully during the census operation. Issues raised in conjunction with the conflict and the social inclusion, were also not unexpected. There were demand to include questions related to gender, ethnicity, extended activities etc. which were attempted to accommodate to a great extent and there were mixed experiences/responses of the issues addressed in the census. However, the unexpected and unpredicted event of the palace massacre happened just before the fieldwork and the instability happened thereafter had tempted census management committee of the CBS put on dilemma for some time. Some of the major experiences and lessons learnt from the census 2001 are as follows.

2.1. Gender mainstreaming: Questions related to women's status and empowerment such as female ownership of land, house, and livestock were asked. UNIFEM and other gender groups were consulted in formulating the questions and required output tables. Substantial involvement of female enumerators in the field work is in fact remarkable feature of the census 2001. More than 20 percent enumerators were females. However, missing part of the female involvement is the evaluation of the female enumerators work as compare to the male's. That could have provided assessment of the quality of works.

### **2.2 Introduction of sampling in census questionnaire**

Major deviation from the tradition in the history of census taking of Nepal is the use of sampling technique in the census 2001. Information was grouped into two, one group of questions to be asked to all individuals and other to the members of the sampled household only. Accordingly two forms, Form1, a short form to be administered to all households and Form 2, a long form to be administered to sample households of the 20 percent of the housing units were designed in the census 2001. Form 1 contained part of the household information such as housing type, agricultural holding, female ownership of land, house, and livestock, and basic questions such as name, sex, age, caste/ethnicity, relationship to household head, religion, language, citizenship, and types of disability. Form 2 contained some household information such as main source of drinking water, fuel used for cooking, source of light, toilet facility and other household conveniences under household information panel also individual information such as name age sex question on migration, education, marital status, children ever born, live birth, usual activity, occupation and industry, employment status, reasons for usually not working, and living arrangement of children below 16 years of age.

### **2.3. Outsourcing for data processing**

Traditionally, data processing (editing, coding and key entry) were done by the CBS itself employing temporary staff. Outsourcing of the data processing works to the private sector is a new experience in the census 2001. There was no alternate of outsourcing available to CBS for data processing works due to the limited time duration, lack of staff, office space and computers. So, virtually all data processing works (such as checking completeness of coverage, editing, coding of open questions to answers such as occupation, industry, key entry and verification) were contracted out to the private sector. An advantage of outsourcing is the completion of the data processing in time. However, demographers and other data users have put a view that the time saving in data processing has been achieved at the cost of the quality. Questions have been raised about the quality particularly on information collected on sample basis due to matching problem of Form 1 and Form 2.

### **2.4. Inclusion of questions of living standard**

Questions on standard of living (house type, tenure in Form 1 and source of drinking water, main fuel used for cooking, main source of light, toilet facility, household conveniences such as vehicle, radio, TV, telephone, refrigerator etc. in Form 2 ) were included in census questionnaires under household information.

### **2.5. Census Mapping**

A separate component was arranged for census mapping as National Geographic Information Infrastructure Programme (NGIIP) which was supported extensively by European Union (EU). Virtually, the component was conducted as a separate subproject and executed by the Department of Survey (DoS) with a purpose of providing updated maps at local level in order to facilitate enumeration works. However, only VDC level maps were made available to the CBS before census operation and enumeration blocks of the urban areas (municipality) had to be

created by the bureau itself. However, the DoS has prepared Census Atlas with socio economic maps both in hard copy and electronic form which were first of its kind in census operation. Also, GIS capacity of the CBS to some extent has been enhanced by training manpower of CBS and by building physical infrastructure and providing computers to CBS and 33 Branch Statistics Offices (BSOs).

#### 2.6. Dissemination of census results

Altogether, census results were published in 26 volumes. Besides, other divisions of the CBS did process census data and has been publishing specific publications. For example, four volumes of “Women in Nepal: some statistical facts” were published. Dissemination programme were conducted in some selected districts with a purpose of making acquainted with the census results and publications. However, CBS has been awakened with the fact that there were no any publications on census 2001 in Nepalese language.

Also, twelve percent the raw data of the census are made available to users after suppressing individual identities.

#### 2.7. Quality control

The reference date of the individual enumeration was the sunrise of 22<sup>nd</sup> June 2001. But the individual enumeration was conducted during June 10-26, 2001. The homeless persons were counted on the day before the census day.

#### Quality control during enumeration

Altogether, 19370 enumerators and 4926 supervisors were employed for the enumeration work beside trainers, administrative staff and district census officers. Of the total field force more than 80 percent were teachers temporarily seconded from government schools. On an average, 220 households or 1200 individuals were enumerated by one enumerator. The workload in fact varies in mountain, hill and terai. The supervisor enumerator ratio was one to four on the average. Control forms were introduced which were filled in by supervisor while checking the forms filled by enumerators. Senior officers from the centre traveled through out the country to monitor the census taking process from recruitment of supervisors and enumerators, training, field work and transportation of forms as well.

Quality control in key entry Coders, editors and key entry operators were provided training by CBS officials though the key entry operation was contracted out to the private sector. Nearly two percent of the forms were reentered and verified which as suggested by experts could have been raised to ensure the quality of data entry. Also, the estimation of the sample information at district level were evaluated

#### 2.8. Analysis done by national experts

Analysis of census results were done by Nepalese demographers and social scientists without external assistance. Professors from Tribhuvan University/Nepal and other professionals from various organizations were also involved along with senior officers of CBS. The analysis covered wide range of topics from demographic to economic, social and gender related areas. Two publications, population Monograph vol. I and II contain analysis done on the basis of the census 2001.

#### 2.9. Effect of political conflict in the enumeration

Political conflict that were there since 1996 also had affected census taking altogether in 957 wards. Eighty three VDCs of 12 districts were completely affected and 747 wards were partially affected. Number of households and population of those affected wards of 957 are estimated to be 78, 846 and 414, 489 respectively or less than two percent of the total.

#### 2.10. Unpredicted event of Royal palace massacre

An unexpected and unpredicted event of the palace massacre happened just before the fieldwork and the instability plagued through out thereafter had tempted census management committee of the CBS and put on the management on dilemma for some time. The event happened on 1 June 2001. The household listing was supposed to begin from 10 June 2001. But, the country was mourning officially for 10 days. So, the operation was halted 10 days after the training of enumerators and supervisors were completed, supplies of questionnaires and other essentials materials completed. The patience of the committee and careful, wise and immediate directions to District Census Offices (DCOs) to halt the operation till next direction is issued has put the situation under control. In fact, the district census committee formed under the chairmanship of the Chief District Officer (chief of the district administration) has been instrumental in keeping things under control.

#### 2.11. Financial resources used in 2001

Census operation costed around 400million rupees or more than 5 million USD in 2001. One fourth of the total cost was provided by the government. UNFPA, UNDP, EU, UNIFEM provided support to meet the requirement.

### **3. Expectations from the census 2011 in Nepal**

#### **3.1 Meet the demand for information**

Generically, census is meant to provide benchmark population with certain socio economic characteristics by administrative and physical divisions possibly at lowest level which is used as a frame for various sample surveys too. Naturally, it provides basic socio economic information necessary for the government, researchers, and other different users.

*Sociologists* (representatives of caste and ethnicity) have raised the issue of the proper coverage of the ethnic groups and mother tongues in previous census. Census 2001 had captured 102 castes and ethnic groups but social scientists think that some minor groups are still missed or not properly recorded. Information on gender and ethnicity are no more new as they were collected in 2001 census too. UNESCO and educationists of Nepal as well have been asking to collect information on functional literacy which should be thought whether feasible from the point of view of cost and volume of question.

*Demographers and Health specialists* have been demanding for more demographic information. A topic of migration both internal and international has always been urged to be given priority. Nevertheless, these are burning topics in the context of having many (Internally Displaced Peoples) IDPs due to conflict. Likewise, government and other agencies are interested in the info on out-migrants or the absent population as the volume of remittance and transfer is increasing in recent years.

CBS itself is interested in listing agricultural households which would be a good frame for the agricultural census to be conducted in the year followed (2012). Similarly, non-agricultural activities of households are equally important for economic surveys conducted frequently by CBS. Many poverty monitoring groups are interested in housing characteristics and other information related to poverty indicators.

It is noteworthy that census 2001 provided basic small area data on population and other characteristics to prepare small area estimation of poverty calorie intake and malnutrition prepared at sub district level. Nonetheless, many poverty and living standard indicators were derived from NLSS-II and NDHS-2001.

*Homenet South Asia* puts up information on home based workers as a priority topic to be addressed by the coming census.

*Political importance* of census is also growing as number of constituencies are determined on the basis of population. Voices regarding census have been raised from different corners particularly at present transitional period in the context of interim constitution and the formation of constituencies for the election of constitution assembly.

Naturally demand for information surpasses and the possibility of accommodation in the census questionnaire from the cost, time and capacity point of view. CBS would, though it would be challenging try to accommodate regular questions for inter census comparability and additional questions in order to meet new demands.

#### **3.2 Census as an opportunity to enhance capability of CBS**

CBS's capability can be enhanced by providing domestic and international training to its staff. Every census operation contain training program as well. In order to sustain its capability and upgrade it according to the need of the time, training program is as important as its census taking operation. In fact, being involved in various stages of the census operation, CBS officials gain practical experiences and knowledge in the country's context.

As a regular process, some experienced senior staff have been retired since last census. Project chief, experienced demographers, have retired while some have been transferred in last five years. Also, some four senior officers of CBS will be retired before next census. So, CBS needs to build manpower in order to fill up the lack of Census experienced staff.

#### **3.3 Timely delivery of census results**

#### **3.4 Quality control**

Quality in terms of coverage

Quality in terms of accuracy  
Post enumeration survey

#### **4. Planning census 2001 and preparatory works initiated**

Census planning has been initiated from the current fiscal year (2006/07) with the approval of the programme under the programme of the Government of Nepal (GoN). Consultation is underway with UNFPA on the modality of assistance. The country office of UNFPA, Nepal has included Population Census 2011 in its cooperation strategy with a view to coordinate donors to integrate donor's assistance to the census 2011. CBS has started interactions with national stakeholders in view of identifying user's needs. In stead of limiting interactions with the intellectuals in the capital as were done mostly in previous censuses, CBS this time has begun consultations from districts. Interactions with the planners of the local government, local government officials and intellectuals has been started. Estimates of population for the year 2011 for all VDCs, lowest administrative divisions is underway as there has been remarkable shift of population due to conflict and other social problems. Building enumeration blocks for Kathmandu and other municipalities have been planned for the current year to be conducted on its own resources. however, resources are being explored.

Tentatively, preliminary estimate of the cost of the census 2011 stands at around 15 million USD. Present political transition may demand for significant changes in census management as the new constitution is expected to change the political structure which is still unpredictable.

**For more info visit official Nepal Government** Central Bureau of Statistics **website:**  
<http://www.cbs.gov.np/>