

REPORT OF THE
REGIONAL KNOWLEDGE SHARING WORKSHOP ON

Engendering Population Census in South and West Asia

Kathmandu, Nepal, 8-10 March 2004



UNFPA Country Technical Services Team
for South and West Asia
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ACRONYMS

BBS	Bangladesh Bureau of Statistics
CBS	Central Bureau of Statistics (Nepal)
CST	Country Technical Services Team
FATA	Federally Administered Tribal Areas (Pakistan)
FLPR	Female Labour Force Participation Rate
HMG	His Majesty's Government of Nepal
ICPD	International Conference on Population and Development
ILO	International Labour Organisation
INGO	International Non Government Organisation
MDGs	Millennium Development Goals
MGEP	Mainstreaming Gender Equity Programme (Nepal)
MWSW	Ministry of Women and Social Welfare (Nepal)
NGO	Non Government Organisation
NPC	National Planning Commission (Nepal)
NSCO	Nepal Standard Classification of Occupations
NSIC	Nepal Standard Industrial Classification
NSSO	National Sample Survey Organisation
PATA	Provincially Administered Tribal Areas (Pakistan)
PCO	Population Census Organisation (Pakistan)
PIDE	Pakistan Institute of Development Economics
SAARC	South Asia Association for Regional Cooperation
SAWA	South and West Asia
SNA	System of National Accounting
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UN-IAWGG	United Nations Inter Agency Working Group on Gender

Background

The need for gender statistics in formulating gender sensitive policies and programs can hardly be over-emphasised. Nevertheless, there is a dearth of gender sensitive statistics in most countries of the world, including those of South and West Asia (SAWA). In an attempt to improve this situation, India, Nepal and Pakistan have made serious efforts to engender population census data, a major source of data for development planning. Census data in the SAWA countries, as in many other countries, are gender insensitive. One example is the large underestimation of women's participation in economic activity and their contributions to the national economy. This largely results from the failure to capture women's work, particularly their non-marketable economic pursuits done on family farms and/or in home-based activities, in the census. These activities are often taken to be a part of women's domestic works and remain unreported by the respondent, the proxy respondent and/or the enumerator. Gender statistics, in this and other areas, will be greatly improved with the successful engendering of population census data, the most important source of national and sub-national level data. Such an effort requires the review and sharing of census engendering experiences, the impact on improving the gender sensitivity of the census data in the SAWA countries, and the drawing of lessons for further fine-tuning of census engendering strategies. Prior to the workshop discussed in this document, a critical review of census engendering processes and their impact in SAWA countries had not been systematically undertaken.

Introduction

This document is reporting on a 3-day knowledge-sharing workshop on "Engendering the Population Census" in South and West Asia sponsored by the United Nations Population Fund (UNFPA) Country Services Technical Team (CST) in Kathmandu between March 8th and 10th, 2004. Sixteen participants

from seven countries in the region and CST and UNFPA/Nepal professional staff attended the meeting. The participants included high-level government census officers, NGO representatives, gender specialists and researchers. The workshop agenda primarily consisted of presentations of papers, formal comments and plenary discussions. (The Participants' List and Workshop Agenda are included in Annexes 1 and 2 respectively.)

The major workshop goals were for the SAWA countries to share their experiences and the lessons they have learned in census engendering, to identify gaps and suggest strategies to improve census engendering process and outputs. Census statistics that require further attention to be more gender sensitive were identified and strategies were suggested for further improvement and to enhance greater dissemination and utilisation of gender statistics. The least gender sensitised census statistics were found to be those involving female labour force participation, because of the failure to recognize women's non-marketable activities and the consequent undercounting of women's contribution to the national domestic product. Therefore, the meeting strongly recommended revising and updating the definition of work to reflect women's contributions to the household economy.

In the effort to improve gender statistics, emphasis was given to the need for gender training of high-level census managers, enumerators and supervisors, as well as to increase the awareness of the general public as respondents on the importance of such gender statistics. To promote better dissemination and utilisation of gender statistics for development planning, recommendations were for dissemination of census data to sub-national and local levels, and for wider involvement of concerned stakeholders, including researchers, NGOs, the corporate sector and policy planners in all aspects of census taking, analysis and dissemination. In addition, data should be packaged in ways better suited to the needs of the various data users; it should be user-friendly and easily accessible. The meeting also emphasised regional level dialogue to improve gender statistics and their utilization in development planning.

Organization of the Workshop

The first session of the workshop was an informal gathering of participants held the evening before the Inaugural Session. This served to allow participants to become acquainted with one another. The formal meeting began with an Inaugural Session that featured Opening Remarks by CST Director, Mr. Wasim Zaman, and the presentation of Workshop Objectives and Agenda by CST Adviser, Mr. Rafiqul Huda Chaudhury. The next several sessions were dedicated to a presentation on UNIFEM's experience in engendering population censuses in South Asia and formal presentations on census engendering in different countries in the SAWA region followed by prepared comments on each paper and open plenary discussion. Major presentations were from Nepal, India and Pakistan, countries that had carried out census engendering initiatives. Representatives from the People's Republic of Bangladesh, the Democratic Socialist Republic of Sri Lanka, the Islamic Republic of Iran and the Republic of Maldives also made presentations on census engendering in these countries. The final sessions consisted of full plenary discussions to identify gaps and suggest strategies to improve census engendering, and to improve the analysis, dissemination and utilisation of gender statistics in development planning. These discussions resulted in a number of specific recommendations under different headings that have been organised into an output known as 'The Way Forward.'

Major Issues

In order to highlight The Way Forward, this document on the workshop proceedings begins with the output of the final two plenary discussions. Major issues and lessons learned that emerged from the presentations and comments on the country papers were incorporated into these recommendations. These included the following:

- ▶ the importance of government commitment to census engendering initiatives,
- ▶ government responsibility for assuring the validity and reliability of census data,
- ▶ the need for expanded and clear definitions of 'work' and 'economic activity' in order to accurately reflect female labour force participation and therefore women's contributions to national economies,

- ▶ strategies for capturing gender sensitive demographic, social and cultural data necessary for accurate and comprehensive policy making and development planning,
- ▶ the importance of gender sensitisation, training and awareness raising at all levels of the census organisation as well as with the general public as respondents to emphasise the importance of accurate reporting and recording of census data,
- ▶ consultation with data users and stakeholders both before and after the census to develop comprehensive and gender sensitive questionnaires and to promote the utilisation of census data,
- ▶ wide dissemination of census data in user-friendly and accessible formats,
- ▶ policy relevant analysis of census data with a gender lens that incorporates historical and socio-cultural perspectives,
- ▶ use of census data in conjunction with other relevant data to enrich the analytical possibilities, and for poverty mapping and monitoring of ICPD, MDG and other development goals.

Workshop Output: The Way Forward

The Knowledge-Sharing Workshop on Engendering the Population Census provided a platform for not only analysing and sustaining initiatives that have already been made, but also for continuing the efforts in even more innovative ways. The workshop discussions on 'The Way Forward' revealed a strong consensus among the participants to carry forward the work of engendering the census. All countries in the region are committed to improving the quality of life and particularly to narrowing down the differential quality of men and women's lives. The census, as a visible, well-known and well-funded activity covering the population of the entire nation, has a role to play in mainstreaming gender in development planning. Thus, statistical and census organisations, aided by academic and research institutions and NGOs, have no choice but to take head on the challenge of engendering, not only for themselves but also to show the way forward for their governments. In this regard the participants developed a variety of recommendations.

' THE WAY FORWARD '

Government Commitment to Engendering

All countries in the region are publicly committed to census engendering, but how that commitment is translated into action differs among them. This relates to the actual process of census taking, and whether engendering is prioritised. The following are appropriate actions a government should take to engender the census:

- ▶ Policy level statements, such as the commitment in Nepal's Ninth Plan that specifically mandated engendering of the population census are useful to ensure that the task of engendering is taken on by the census organisation. Nepal's National Planning Commission stated clearly, "*Provision will be made for incorporating statistical details on women into the population census ...*"
- ▶ Consultations with data users and stakeholders to ensure that their concerns are taken into account in engendering the questionnaires, manuals and processes as such. Provision of a clear schedule and calendar to facilitate stakeholders in providing input.
- ▶ Allocation and timely release of funds and provision of administrative and legal support for the engendering effort.
- ▶ The formation of a Gender Cell within the census organisation to oversee the effort.

Overburdening and Cost Issues

Governments have the primary responsibility to obtain reliable responses and an accurate count during the census. Census data is the backbone for formulating national and sub-national planning and therefore utmost care should be taken to ensure its reliability and validity. Census organisations have the obligation to rectify any undercounting or faulty responses that may occur. Whether it is necessary to add or

reframe questions, to specially train enumerators and other census staff, or to hire women enumerators, these are not specifically to generate gender sensitive data, but to generate reliable and accurate data.

The following recommendations were made:

- ▶ Examine and analyse data for accuracy, identify gaps in data and determine why these gaps occur, whether by default or design.
- ▶ In some cases, additional responses to questions already asked can be included in the census questionnaire at no additional cost. Nepal's example of adding categories to the question on marital status highlighted how certain data gaps can be closed without overloading the census.
- ▶ Care must be taken before adding new questions to the census, such as age at first marriage, that the information cannot be obtained through questions already asked, such as elaborating the categories of marital status. Be certain that there will be value addition from any added questions.
- ▶ Caution must be taken also with adding too many details to questions. This may jeopardise data quality.

Data Quality, Gender Gaps in Census Data

A variety of gaps, country specific as well as regional, were identified in the data on social, economic and demographic issues, and specific recommendations were made.

Labour force/Economic Activity

Crucial economic issues involve defining and capturing women's work and economic activity in order to accurately capture women's participation in economic activity. Countries have made progress by adopting the 1993 SNA definitions and adapting standard ILO definitions of work to fit their specific situations. Participants had several recommendations in the area of defining and capturing women's work.

- ▶ In resolving questions on the definition of 'work' and work participation, census organisations should strive for consistency and 'harmonisation' to the extent possible. Some comparability should exist within the region and within countries.
- ▶ Within individual countries, the definition used for the census and for labour force surveys should be the same and consistent with the national accounting system. For internal consistency, countries could adopt the 1993 SNA definition, including the category of extended work, covering food processing, and water and fuel wood collection.
- ▶ Efforts must also be made to improve data collection, both in the census and beyond it, in other surveys countries may conduct, to ensure that women's work participation is duly reflected and reported. In addition to the census, other intermittent efforts at data collection such as housing surveys, labour force and agriculture surveys should also be part of the engendering effort.
- ▶ Institutions and researchers, along with governments, should focus on coordinating and collaborating to improve and harmonise data collection efforts within and among countries.
- ▶ Invisible work must be made visible. This relates to conceptual and perceptual as well as definitional issues, so that the society at large must be sensitised through publicity, media and other means.

Demographic Parameters

Despite recognised problems and specific gender issues involved in collecting data on fertility, mortality, morbidity and disability, the clear consensus was to continue to collect data in these areas. The recommendations were:

- ▶ Since certain data, such as infant and child mortality rates, fertility rates and others are often not otherwise available at sub national

levels, the census should continue to fill this gap, particularly as it relates to policy intervention issues.

- ▶ Questions on children ever born and those surviving should be followed up with a question on the number of sons and daughters ever born and surviving. This will be a quality check and ensure that girl children are not missed in the enumeration.
- ▶ Data on some sensitive issues such as disability and fertility could be handled in the sampling part of the census, rather than the 100% count. Sub-set samples could be used to provide estimates for national and sub-national levels.
- ▶ While census data may be deficient when compared to survey data, the census is the only source for provincial and district level information and must continue to collect the data required for planning at these levels.
- ▶ Translating numbers into policies is particularly important for ensuring that proper interventions are made.

Social and Cultural Parameters

The question of 'overloading' the census, and the extra cost of extra questions was raised in the context of capturing data on social issues such as age, age at marriage, marital status, caste/ethnicity/and mother tongue, and various aspects of migration. Certain of these issues harbour critical gender dimensions, particularly for designing targeted interventions for specific population groups. The consensus was that incorporating this data does not constitute loading of the census, but is rather expanding the list of possible options for responses to make the census more gender sensitive. It was recommended that:

- ▶ Countries should design their own strategies to capture the needed information from a gender perspective based on their particular needs. The quality of the data and how it affects women and girls is the issue. What questions should be asked relate to the value addition they provide when the various cost implications, including administrative and management costs, are considered. Value addition to existing question sets can cap-

ture expanded data at very little cost.

- ▶ Improved understanding of gender issues on the part of policy makers and senior management would create an environment for allocation of additional funds when necessary to take up new questions.
- ▶ Specifically concerning migration, the destination by country and city and the reasons for migration should be asked, along with the migrant's employment status, whether as a domestic, an industrial worker or someone in public service.

Quality of Education

- ▶ The quality of education received by population has a gender dimension and also relates to proper use of public resources for education. In addition to collecting data on literacy, levels of literacy and school attendance, census should seek to measure quality of education received.
- ▶ Brief evaluations of the quality and reliability of the census data on literacy as defined by 'reading and writing with understanding' could be conducted by administering a simple test of reading and writing with understanding, on a sampling basis.

Training and Awareness Raising

Improving training and raising awareness of gender issues at various levels is a major issue that relates directly to carrying forward the government commitment to engender the census. All levels must be engaged, from the Census Commissioner and Census office through to the enumerators and the general public as respondents. All these groups must reach a common understanding. Many specific recommendations emerged.

- ▶ A separate documentation should be undertaken of the different types of training modules and processes employed for the most recent census exercises to identify gaps, lessons learned and best practices. Such documentation should cover publicity exercises, including audio-visual materials, posters and other IEC materials aimed at respondents as well as training for enumerators and

among other members of the census organisation.

- ▶ Standardisation of the training must be ensured at all levels so that everyone, from master trainers to enumerators, receives the same information and direction.
- ▶ Training for enumerators should be conducted near the time of actual census data collection. It must be both theoretical and practical, with trainees receiving feedback on their field-based exercises.
- ▶ NGOs and gender experts should be involved in training enumerators and general publicity and awareness raising as well as in the preparation of census questionnaires and manuals.
- ▶ Gender training should not be confined to enumerators only but should also involve managers, executives and policy-makers, including high-level government officials, and it must be a continuing activity
- ▶ NGO experts require training in statistics and census-taking methodologies to improve their understanding of the context in which their suggestions and modifications of census questionnaires and methodologies are made.
- ▶ More attention should be paid to working with respondents, to advocacy and publicity to involve the general public and inform them about the data that is available.
- ▶ The process of increasing awareness on the importance of census data in general and gender related statistics in particular among the general public as respondents should be a long-term and continuous pursuit. People's responsibility for providing accurate information requires emphasis.
- ▶ Overall, more funds should be allocated for training activities.

Enumerators

Recommendations for improving the quality of data collection also focused on the enumerators.

- ▶ Efforts should be made to involve male and female enumerators on a 50/50 basis.
- ▶ The subcontinent has a history of employing schoolteachers as enumerators in the census, but they have not necessarily been

found very effective. Other sources of enumerators, such as locally educated youth, should be sought. At the same time, care must be taken to ensure that enumerators are not overly biased toward the respondents.

Dissemination

Workshop participants clearly felt that dissemination of census data is weak at this point of time and needs to be greatly improved. Specific recommendations were:

- ▶ Timely release of census data into the public domain, making the data available and visible to all. Returning census results to the people enhances their involvement and helps develop a sense of ownership of the data.
- ▶ Dissemination of data beyond the national level to sub-national levels, particularly data that is related to development indicators. Data should be made available to the lowest tier of administration, in local languages wherever necessary. This will be useful for monitoring national development goals, including the ICPD and MDGs at sub-national levels, and will increase the possibility of policy formulation based on the data.
- ▶ Presentation of data in a manner that policy makers find easy to accept and translate into government policies. Such presentation can include special sessions involving academicians, researchers and NGOs as well as census officers, to assist policy makers to understand the implications of the census findings and other research on gender issues. The goal is for the data to be translated into policies and programmes, better funding and ultimately into interventions that improve the quality of people's lives.
- ▶ Stakeholders should be involved in data preparation, to exchange information, provide ideas and feedback.
- ▶ Census organisations should overcome resistance to releasing their data to researchers. On the understanding that all data will have an impact if proper analysis reveals strong policy implications, support should be given to whoever requires it, whether census organisation or researcher, with priority being given to policy

analysis using census and survey data.

Promotion of data utilisation

Data dissemination should be connected to data utilisation. Beyond the dissemination of data, there is the question of what happens to it. This relates to the need to generate data that is useful for large groups of people and to make them aware of its availability. Many participants suggested how to promote the use of data collected by the census.

- ▶ Consultation and sensitisation of stakeholders through pre and post census data users' workshops to ensure that their concerns are taken into account. Ascertain the interests of the stakeholders so data can be packaged in accordance with their needs.
- ▶ Include policy planners, researchers, NGOs and the corporate and private sector in order to determine their data requirements. India, for example, has undertaken a data users' survey, to determine their data needs and to produce customised tables accordingly.
- ▶ Improving coordination among data producers will overcome existing problems of data duplication and inconsistencies in estimates of population parameters.
- ▶ Ensuring that data is presented in user-friendly formats, with sufficient support materials.
- ▶ Producing customised tables as well as making raw census and other data available to users on a sample basis, along with necessary meta-information such as information on sampling procedures, the operational definitions of variables and their classification, for easy data processing and analysis.

Data analysis and monitoring of MDGs

Data analysis was another topic considered, and the consensus was the census should go beyond the mere collection of gender sensitive data. Specific recommendations were:

- ▶ Combine census with other relevant data, such as surveys, micro-studies, and both qualitative and quantitative data, to enrich the analytical scope and for better poverty mapping and monitoring of ICPD, MDG and other development goals. In-depth

analysis of sex-specific patterns based on the census data and supported by complementary sources of information such as large surveys or micro-studies would greatly enhance our understanding of underlying differences between women and men and their hierarchical ordering within society.

- ▶ Support policy relevant analytical studies based on census and survey data. Analytical studies, utilising the data and drawing the implications for policymaking and planning should be given highest priority, with funding support when necessary.
- ▶ Analyse census data with a gender lens, taking into consideration socio-cultural dimensions and the historical perspective in order to determine patterns and changes over time.
- ▶ Census organisations should conduct such gender sensitive and historical analysis whenever possible. Capacity building of census staff will be a facilitating factor toward this end. Support should also be given to strengthen capacity in gender analysis of census data.
- ▶ Where necessary, census organisations should work in collaboration with outside research institutions and universities to ensure the optimum use and analysis of the census data.
- ▶ Recognise that different types of partnership arrangements between census and statistical survey organisations, research institutions and universities, and NGOs, can improve data analysis and utilisation.

Evaluation

Recommendations were also made concerning evaluation of engendering methodologies and of census results.

- ▶ Before launching the census, undertake a pilot testing of census engendering strategies to evaluate their effectiveness, relevance and application in the actual census.
- ▶ Compare census results with similar data from other comparable studies and explain any differences in terms of methodology, questionnaire design and the experience of the enumerators.

Proceedings of the Workshop

Session ii: Formal Inauguration and Opening Statements

Chairperson: Mr. Wasim Zaman

In opening the workshop, Mr. Wasim Zaman, Director of the UNFPA Country Technical Services Team (CST) for South and West Asia (SAWA), remarked on the happy coincidence that the meeting, the "Knowledge Sharing Workshop: Experience in Engendering Population Census in the Countries of South and West Asia," was opening on the 94th International Women's Day, March 8, 2004. He thanked Mr. T.S. Bastola, Director General of Nepal's Central Bureau of Statistics (CBS) and his colleagues from His Majesty's Government and the UNFPA Nepal Office for facilitating the meeting on such an important topic.

Mr. Zaman commented on the opportunity the workshop presented of meeting with the wonderful minds of professional experts in the area of population censuses for the SAWA region, which covers the seven nations of SAARC (South Asia Association for Regional Cooperation) as well as Afghanistan and Iran. Participants include representatives from government, civil society, academia and independent research institutes. He expressed his deep appreciation to the six key resource persons, two each from Nepal, India and Pakistan, for the painstaking efforts they made despite their busy schedules to prepare the technical papers on "Experiences in Engendering the Population Census" in their respective countries. These papers, which will provide the backbone and main focus of the workshop discussions, present the perspective of both government and independent civil society on the issues involved in engendering the census.

Noting that in his family he is frequently called an "interpreter of maladies" because of his work in the public sector, Mr. Zaman said that among the various maladies in the world, South Asia in particular has a huge dose of the malady of persistent discrimination against women and girls, leading to their lack of recognition and under-representation in popu-

lation statistics. He felt it most appropriate to work on this crucial issue on International Women's Day. In introducing the main purposes of the workshop, Mr. Zaman made the following specific points:

- ▶ All conferences, particularly the ICPD and Beijing Conferences, call for gender sensitive policy formulation and program strategies.
- ▶ Gender disaggregated data is the cornerstone for gender sensitive policy formulation and programme planning.
- ▶ Census is the most important source of national, sub-national and local level data.
- ▶ Census exercises should emphasise the collection of data that is useful for gender disaggregated data analysis, interpretation and reporting.
- ▶ Central to the availability of gender disaggregated information is the issue of integrating gender concerns in the entire census data collecting process from the onset to the end.
- ▶ The issue is not only the availability of gender disaggregated data at all levels but also analysis and utilisation of data in development planning.

The papers commissioned for this forum detail the efforts made to influence the census to capture gender sensitive data. Once the information is available, it must be examined and used in policy formulation and programming strategies.

Mr. Zaman said that our responsibility is to have the right kind of data, and also the right kinds of tools and methods to analyse and utilise it. We must take a deeper look into the data to extract the fullest meaning and then work to ensure that it is used. He identified a tendency within the SAWA countries for census professionals to 'live in our own boxes', feeling that if we develop the data our duty is done, and said this was a programmatic 'disjoint'. This must change; we must become 'watch-dogs,' making sure our data is used. We must develop the link between the quality collection of data and its use for gender sensitive policy formulation and programming. This involves ensuring how enumerators are selected and trained for the initial data collection, and how the questions are framed. The questions must be gender sensitive and

take ethnic and socio-cultural diversity into consideration.

Mr. Zaman cautioned against the tendency to 'hide behind culture' to perpetuate gender inequalities. He mentioned fatalism and philosophical ambivalence as problems in this part of the world, saying it leads to a tendency to allow what shouldn't be allowed and to pardon what shouldn't be pardoned. The 'culture of silence' means we question, but do not answer. Even when we have answers we may fail to put them forward seriously. South and West Asia are crying for not just numbers, but for having the numbers acted upon. Mr. Zaman remarked that people often say it is easy to lie with statistics, but he feels it is even easier to lie without them, and therefore reliable statistics are crucial.

In conclusion, Mr. Zaman said that the workshop discussions should result in some kind of agenda that can be followed to contribute to positive changes in the censuses of the 21st century. He said that the meeting had been kept deliberately small, focusing on people of substance who can make a difference in their countries and can contribute to gender sensitising of the entire census process.

Mr. Rafiqul Huda Chaudhury, the CST Advisor on Population Policies and Development Strategies, and workshop coordinator, began his remarks by thanking the participants for agreeing to contribute their inputs to the forum. He was particularly grateful to all the authors for having their papers written on time. Reiterating Mr. Zaman's comment, Mr. Chaudhury said the meeting was deliberately kept small in order to 'pick the brains' of the participants and develop a "Way Forward" for census engendering. He then briefly highlighted the workshop objectives and agenda. Specific objectives were to:

- ▶▶ Share census engendering experience in the countries of South and West Asia, and the lessons learned,
- ▶▶ Identify gaps and suggest strategies to improve the census engendering process,
- ▶▶ Review the status of analysis, dissemination and utilisation of gender statistics,
- ▶▶ Suggest strategies to improve analysis, dissemination and utilisation of gender statistics.

Mr. Chaudhury said the workshop organisers expect that certain gaps will be identified and suggestions made for filling them and for better engendering. Certain methodological issues must be addressed. For example, while efforts at engendering have been made, have these initiatives produced the desired results? Are the changes we see, such as increases in the level of economic participation, due to secular change or the efforts we have made?

Another factor concerns the involvement of women enumerators. Has this brought about the expected improvement, or adequate coverage of gender-sensitive data? Is there any difference in the information collected by male or female enumerators?

The final gaps relate to the analysis and use of data. There is no dearth of sex-disaggregated data, but it is not all being analysed with a gender lens, as it should be. Moreover, we must insure the integration of gender sensitive data into policy formulation and planning.

In conclusion, Mr. Chaudhury briefly reviewed the agenda, noting that in addition to the paper presentations, the real meat of the workshop was expected to emerge from the final discussions on lessons learned and the way forward.

Session iii: Census Engendering Experiences in South and West Asia: UNIFEM

Chairperson: Professor Ashish Bose

UNIFEM'S Experience in Engendering Census Exercise in India, Nepal and Pakistan

Presenter: Ms. Sharu Joshi Shrestha, UNIFEM

This paper had been written by Ms. Sangeeta Thapa to highlight UNIFEM's efforts to engender census taking in the region, focusing on Nepal, India and Pakistan. UNIFEM's interest in this area developed from the recognition that, despite bearing the double or triple burden of the paid and the unpaid economies, and making valuable contributions to household and national economies, women are not perceived as economic entities and their work goes unrecorded, leaving them invisible to policymakers and development planners. The worst affected women are in the informal sector, where most are located in South Asia and where employment has risen significantly over the past two decades. The informal nature of their work leads to the perception that they are not employed, so they are viewed as liabilities and recipients of welfare, rather than as primary workers with the corresponding rights.

To make women's contribution visible and to institutionalise capacity within South Asia to produce gender sensitive data, UNIFEM works in partnership with governments, UN agencies and NGOs to improve statistics on gender and thereby remove the cloak of invisibility from women's work. Establishing sex-disaggregated data for gender responsive policies, plans and budgets is critical to women's economic empowerment. In this regard, UNIFEM, in collaboration with other UN and donor agencies, has assisted the census exercises in India, Nepal and Pakistan. Working through a series of Strategic Partnerships, UNIFEM liaises with governments for their

commitment to make the census more gender responsive and provides technical assistance to assist in conceptualising and planning the intervention. The agency also liaises with other development agencies for their collaboration to broaden the impact of the intervention and with NGOs and research institutions to sensitise the civil society on the gender concerns in the census.

After detailing the process of gender sensitising the census exercise and the specific achievements and challenges faced in each country, the presentation turned to what has been learned. Overall, the open mindset and receptivity of the government bodies and officials opened the opportunity for engendering the census. The innovative approach of inter-agency collaboration and the cross-fertilisation of knowledge and information both contributed greatly. More specifically, timely interventions through media campaigns were also found to be crucial, with various media tools helping sensitise people to making women's work visible and countable. In addition, the motivation of the enumerators is vital to capture the actual information with probing questions, and massive gender orientation is essential to understand the magnitude of the issue.

The following recommendations were also presented:

- ▶▶ Supplement the census enumeration by time use surveys to measure the real contribution of women and men in economic, extended economic and domestic activities.
- ▶▶ Future research and action on the 'missing' girls and women revealed by the census.
- ▶▶ Make gender sensitisation training for the census managers, enumerators and supervisors a continuous process.
- ▶▶ Engender all other statistical activities, such as the agriculture census, industrial census and so on as a continuous process.

Census Engendering Experiences in Nepal's 2001 Population Census

Presenters: Mr. T.S. Bastola, CBS Director General, Central Bureau of Statistics (CBS)

Ms. Meena Acharya, SAHAVAGI, Kathmandu, Nepal

Commentators: Mr. J.K. Banthia, Registrar General and Census Commissioner, Office of the Registrar General of India

Ms. Leela Visaria: Director, Gujarat Institute of Development Research

Central Bureau of Statistics of His Majesty's Government of Nepal

The first paper on Nepal's census engendering efforts had been prepared by the Central Bureau of Statistics (CBS). It focused on the institutionalised response of His Majesty's Government of Nepal to gender sensitisation of the country's tenth population census (2001), describing the multi-pronged strategy adopted to engender the census along with the impacts and suggestions for future improvement. The activities carried out included gender sensitisation workshops, media campaigns, formation of technical committees, occupation and industry re-classifications, review of questionnaires and manuals, involvement of female staff in the census, and gender issue focused training. Along with training, census publicity and data dissemination were important attributes of the engendering process, leading to full co-operation of the general public despite the difficult situation facing Nepal at the time the census was taken.

Various problems plagued the 2001 census: budget cuts, lack of coordination with policy makers, heavily centralised programs, the Maoist insurgency movement and the Royal Palace incident. The engendering effort was inadequate to achieve its stated objectives in terms of training a large number of census personnel within a short time. Moreover, given Nepal's socio-economic condition, the prevailing lit-

eracy status, common people's living standards and access to the media, the strategies sometimes appeared to be overly ambitious. Given the additional work required by the engendering process, extra resources were also required. Faced with budget cuts, the gender sensitisation programme could not have been implemented without the external assistance provided by several UN agencies and the EU.

Overall, the effects of the census engendering process on the 2001 Census results were mixed. The impacts were seen in at least five different ways.

1. The sensitisation program led to improved definitions, and several concepts including "household," "work" and "extended economic activities" were redefined and/or clarified. Female "economic activities and participation in labour force" constituted an important area of concern in the gender sensitisation interventions and the census has collected a wide range of information on economic activities: extended economic activity, job seekers, and female ownership of house, land and/or livestock.
2. Several new questions were included at household and individual levels, such as households with at least one female member with ownership of house, land and/or livestock.
3. Answer categories of several other questions were modified and/or enlarged, as in marital status of population 10 years of age and over. Married persons were further classified into three groups: living with one spouse, living with more than one spouse and remarried.
4. Census data were analysed from a gender perspective.
5. Finally, much needed occupation and industry classifications were developed and prepared to suit the Nepalese situation. The classification of occupations sought to accommodate some of the extended economic activities typically done by Nepali women, including fuel and firewood collection and preparation of goods consumed within the household.

The results have shown a general improvement in gender sensitive data that is in part credited to massive awareness raising of the respondents, including various social groups and organisations. Increases in the reporting of female literacy rates¹, in the number of women “household heads” and in female labour force participation rates are indicative of improvements in gender sensitive data. Other improvements include the disaggregation by sex of individual information collected in the census. Further, most of the household information has been analysed by the sex of household head.

Analysis of the engendering efforts and their results has led to the following lessons learned and suggestions for improvement: Successful census engendering requires understanding and cooperation among the stakeholders, strong training for field enumerators, an effective census education campaign, good census manuals, and a well-designed questionnaire. The census missed the opportunity of analysing the effect of the enumerator’s sex on data quality. Use of local languages in the census enumeration would help in gender sensitisation and in improving the quality of the data. Census engendering efforts must be balanced, and trade-offs are necessary among the many factors covered and the constraints likely to be faced. Continuous efforts are needed. The 2001 Census initiated a census engendering process, and is thus a landmark toward acquiring gender responsive data. The experiences gained will greatly enhance further improvements in future censuses.

Ms. Meena Acharya

Ms. Acharya focused in her paper on how the process of engendering the census was initiated and the differences that were observed after the efforts had been made. She highlighted the importance of engendering with minimal incremental costs, an effort that generates a wealth of information and provides useful tools for monitoring the country’s MDG and ICPD indicators while also recognising women’s specific contributions to the national economy. Ms. Acharya noted existing gaps relating to methodological issues, the need to refine certain concepts, such

as migration and employment – particularly the self-employed coding of occupational and industrial categories. She pointed out ways of making the census more gender sensitive on issues of ownership of land and livestock, destination and reasons for migration as well as the type of work women do after migrating, and further categorisation of employment status since home-making is taken as non-economic activity. Discussing needed improvements in the management of the census undertaking, Ms. Acharya spoke of the recruitment of more female enumerators, a better media campaign and adequate training of enumerators backed by well-trained supervisors. She emphasised that hiring teachers as enumerators was not found suitable.

Detailing the engendering effort, Ms. Acharya said that the process began in 1998 with the hiring of the NGO SAHAVAGI to assist CBS. Initially CBS personnel worked with gender experts to identify gender related data gaps in previous census questionnaires and manuals and to recommend specific reforms for the 2001 Census. They then rewrote the questionnaire and the manual to incorporate those recommendations. CBS census personnel themselves carried out the whole exercise, in intensive and continuous interaction with gender experts. Clear instructions and examples on many variables brought about overall improvement, with many explanations being illustrated with pictures. The 2001 Census thus generated new information while redefining and refining earlier data.

Some additional measures undertaken to improve the quality of census data included media and poster campaigns, a supplementary training manual on gender concepts and their relevance for census taking, training with participation of gender and ethnicity experts, recruitment of women supervisors and enumerators, and an increased number of supervisors.

Turning to the outcomes of these efforts, Ms. Acharya said that the overall statistical quality of the 2001 Census data has been judged good. Much additional information being generated on issues such as women’s livelihood options, kinds of marriage,

¹ There has also been a substantial increase in male literacy, resulting in an overall increase in the rate compared to the last census.

disparity in access to land, percentage of households with some land, house and livestock legally owned by women, the number of people who can read only, and the educational status of male-headed and female-headed households. Significant improvement is visible in capturing women's economic activities as per the SNA 1993 definitions of economic and non-economic activities, which included the production of goods consumed within the household, collecting fuel wood and fetching water as economic activities, calling them 'extended economic activity'.

Regarding economic statistics, three types of reform are positive from a gender perspective: capturing the extended economic activities mentioned above, which are mostly performed by women and children and which were not captured before; taking account of multiple economic activities to better reflect the reality of subsistence economies; and more rigorous and clearer definitions. The new definitions were made functional by asking all people above 10 years of age to describe their work, and by defining as economically active those who performed any of the recognised economic activities for at least one hour a day, as well as anyone who had looked for work for 15 or more days in the preceding year. These reforms enable the statistics on economic and non-economic activity rates to more adequately reveal women's realities, making women's work visible. Comparing various definitions of economic activity shows that the usual definition substantially underestimates the economic activity rates of women and of children aged 10-19. Likewise, information on ownership of women's property is a powerful indicator generated for monitoring advancement in women's economic rights, the new statistics revealing clearly that women in Nepal have use of property but no ownership.

Discussing Nepal's commitment to the ICPD Declaration and Millennium Development Goals, Ms. Acharya identified various indicators useful for monitoring that can be obtained from census data. These include, for example, the following indicators to indirectly monitor progress towards MDGs on poverty and hunger: halving the proportion of people with incomes less than one PPP dollar a day and those suffering from hunger from 1990 levels: 1)

land, house and livestock ownership; 2) land, house and livestock ownership by head of house; 3) household amenities by headship; 4) fertility and population growth rates; 5) economic activity rates and employment patterns. She mentioned as well additional indicators that can be obtained from the census for monitoring progress towards gender equality, such as male/female relative access to various occupations and jobs in industry, male/female comparative employment status, and comparative educational attainment.

Ms. Acharya concluded with a variety of detailed suggestions for further improving the census methodology and process. Concerning methodology, she recommended that recording the ownership of land and animals along with operational holdings and animal heads in agricultural use would be more useful for gender and poverty analysis. Under the category of economic activity, she said that all non-agricultural enterprise should be recorded, whatever activities the household had engaged in, and that coverage should extend to the entire year rather than only the preceding week. She recommended that 'home-making' be removed as a cause of non-economic activity and that analysis of the economically active population be further disaggregated by the specific kinds of activities, e.g. those who are engaged in extended or regular economic activity plus study or home-making, and also by months of work. Finally, she proposed the coding and processing of all future occupational/industrial classification of the labour force in at least three digits, since this information is urgently required to monitor women's empowerment. To capture more data on migration, she advised that the destination (city and country) of migration, as well as the employment status of the migrant, be identified.

Ms. Acharya's recommendations for improving the process of the census are to employ locally recruited youth with at least Class 10 completed education as enumerators, and also to recruit more female enumerators, particularly in order to improve the data collection on births and deaths. She urged that more female supervisors and Census Officers also be recruited, and she said that more intensive training should be provided for enumerators and supervi-

sors. She concluded by recommending that CBS make all data collection and processing gender sensitive.

Comments on the Nepal Presentations

Both commentators commended Nepal's efforts at census engendering and noted the close partnership between government, donors and gender sensitive NGOs that led to the results described.

Mr. J.K. Banthia

Commenting on the CBS presentation, Mr. Banthia noted the importance of agency ownership of engendering process and the crucial aspect of sensitising core CBS staff to the various gender issues involved. He suggested that the timing of training for enumerators and supervisors is critical to ensure data quality and that training too close to enumeration may not be desirable. Turning to specifics, he asked how data on caste, ethnicity, mother tongue and religion relates to gender sensitivity. Mr. Banthia noted the growth in female-headed households since the last census, and wondered whether other data or findings could confirm or explain this phenomenon. Overall, he questioned the various interpretations of 'economic activity' used in Nepal, such as including activities primarily for household consumption, saying that economic activity contributing to the national economy should not be confused with time use surveys that detail what women actually do. He also requested clarification on why the proportion of women in the category of 'employer' was as high as the proportion of men in Nepal's data on labour force participation, especially since data on women's ownership of assets did not indicate such a large share. Mr. Banthia concluded by asking whether the census can be used as an all-purpose vehicle for social indicators. He said the effects and implications of overloading the census must be considered.

Ms. Leela Visaria

Focusing on Ms. Acharya's paper, Ms. Visaria praised its detailed description of the engendering process

and its clear outlining of many of the changes made. However, she disagreed with how the Nepal census was seeking to address women's economic activity, and recommended the use of an international standard. Ms. Visaria also suggested that the papers should have provided more focus on long term time trends and historical perspectives on issues such as gender disparities in education and literacy, children living with employers, and so on. Such analysis not only helps assess data quality, but also facilitates understanding of the transitions occurring in the society. She further suggested that the policy implications of some of the findings, such as children not living with their parents having limited opportunities to attend school, should have been more directly drawn out.

Discussion

Other participants noted the effect of the new definitions of economic activity and household on growing older population, since sex ratios favour women as they age; the positive and negative consequences of involving NGOs in census engendering processes; and the difficulty of recording and ensuring the accuracy of data quality on issues such as economic activity, women's ownership of assets and others. The group also felt that Nepal had lost an opportunity to provide empirical evidence of the impact of using female enumerators on the improvement of gender sensitivity of census data by not coding in the information by sex of the enumerator.

Mr. K.R. Sharma, Director-General of the CBS at the time of the 2001 Census, said that given the size of the census undertaking even small additions and deletions have large implications on time, cost, and data quality. Therefore a sense of compromise had to be maintained as to what must be included to make the census gender sensitive. As an activity that comes only once in ten years, he feels that a certain amount of 'loading' is acceptable.

Session iv: Census Engendering Experiences in South and West Asia: India

Chairperson: Ms. Meena Acharya

Presenters: Mr. J.K. Banthia, Registrar General and Census Commissioner, Office of the Registrar General of India

Ms. Leela Visaria: Director, Gujarat Institute of Development Research

Commentators: Mr. Muhammad Aslam Chaudhry: Former Census Commissioner, Population Census Organisation of Pakistan

Ms. Naushin Mahmood: Chief of Research, Pakistan Institute of Development Economics

Mr. J.K. Banthia

Registrar General and Census Commissioner Mr. Banthia opened his presentation with an acknowledgement of the magnitude of the task of engendering the Indian census, and of the assistance provided by the UN and other agencies. Given India's size and diversity, the Indian Census is one of the world's largest and most challenging administrative exercises, involving participation of two million enumerators and supervisors to count over a billion people in 220 million households. Moreover, the census is the only source that provides the local area statistics for males and females, to the village level for rural areas and the ward level for urban areas. This presents invaluable and interesting insights into the existing imbalance in the society between men and women, and between different groups, information that is vital for policy and planning. Mr. Banthia recounted the efforts made to address the various gender issues involved in census taking in India.

A decision was made at the very beginning of planning for the 2001 Census to pay adequate attention to gender sensitisation and a special cell was created at headquarters in 1999 to coordinate the efforts. The possible reasons for gender bias in different parts of the country were explored and appropriate methodologies to cope with it were developed. In-

teractions with other relevant agencies and NGOs in the field seriously worked toward effective implementation. Sensitisation was imparted through training at all levels, from senior officers involved in the census to the enumerator level. Mr. Banthia said that everyone had to 'fall in line' with engendering.

From October 1999, the special Census 2001 logo figured prominently to focus attention on the new efforts. This logo, conceived as the flag-bearer for the Census of India, had a woman in front, leading the march into 21st century India. A woman enumerator enumerated the President of India, symbolically the first person to be counted in the census. This photograph, which made headlines in both electronic and print media, had the very positive effect of making women visible to the nation in the conduct of the census.

The Household Schedule and Instruction Manual were modified to be more gender sensitive and enumerators were trained in asking probing questions with the use of local examples. Certain 'critical districts' with particularly poor gender statistics, such as low sex ratios, low female literacy rates and low female labour force participation rates in the 1991 census, were identified for special attention. On the crucial issue of work participation, 32 sketches were included in the Manual showing different types of women's work that is not usually reported. 'Census advisors' recruited from retired government officers were deputed to 200 critical districts to train field workers and master trainers on gender issues. These districts were also identified for vigorous campaigning and focused attention to achieve the objective of complete and accurate coverage of women and their participation in economic activity. In addition, special efforts were made to engage as many as possible women enumerators and supervisors to undertake the fieldwork. Wherever possible, local women government officials involved in child and nutrition programs were trained to work as census enumerators. Ultimately 35 to 40 percent of all enumerators were women. A publicity campaign was designed to sensitise the public on gender related issues, paying special attention to counting women and girls, and the unpaid work they do.

To analyse the effectiveness of these various efforts, Mr. Banthia compared results from the 1991 census with 2001 census findings. Improvement was found in the sex ratio of the population and in the female labour force participation rate in some of critical districts described above, which could be attributed to better enumeration. Nation-wide, the sex ratio of the adult population also saw an improvement, but the child sex ratio in the 0 to 6 age group showed a substantial decline, revealing a grim picture of the status of the girl child in some areas of India. This finding was picked up in the media, sparking a major 'Save the Girl Child' campaign to control and monitor female foeticide, and resulted in some remedial measures. For example, instructions have been issued to the Chief Registrars of Births and Deaths in all states to monitor the monthly sex ratio at birth and to disseminate the data back to the public and government. The Ministry of Health and Family Welfare amended the Pre Natal Diagnostic Test Act (PNDT), 1994, making it more stringent. Individual states have developed their own schemes, and publicity campaigns have been launched. This is a prime example of the use of census data for policy-making.

In addition to the traditional gender segregated data based on individuals and households, special tables on women are being produced for the first time, and Mr. Banthia detailed the data to be analysed, which includes information on housing, health, education and employment activities. In conclusion, Mr. Banthia said the improved data proves that people can be influenced to respond more openly and positively, and with more gender sensitivity. He invited participants to visit the Census website at www.censusindia.net for further details.

Ms. Leela Visaria

Ms. Visaria began her presentation by saying that since Mr. Banthia provided a bird's eye view of the census activities, she would confine herself to only a few points where gender issues were very important. Ms. Visaria aimed to show how a population census can throw light on the gender dimension when the data by sex composition is examined from a historical and socio-cultural perspective. To try to understand changes over time, other sources of data, such as household surveys must also be used. Ms.

Visaria first examined the census findings on persistent and progressive deficit of women in the Indian population, trying to ascertain the cause, which until recently has been the generally higher mortality rates of women than men. She then discussed how detailed analysis of census data combined with data from other sources demonstrated that the growing deficit of girls could be attributed to the increasing use of female-selective abortion, which has been made possible by the availability of modern technology. This has led to new legislation in the country to curb the use of technology for detecting the sex of the foetus.

Ms. Visaria next illustrated how other data could be subjected to similar gender analysis. She used migration as an example. Census data reveals that men tend to dominate in long-distance migration in search of work, either temporary or permanent. However, women dominate short distance intra-district migration, mainly on account of marriage. The village exogamy restricts women's physical mobility and contact with their natal families, thereby undermining their autonomy. Thus, this finding on migration patterns by sex is significant from a gender perspective.

Ms. Visaria provided two examples of how data on marriage can be used. Analysing data on marriage and the proportion of the population that is married has shown that although marriage remains nearly universal for Indian women, the singulate mean age of marriage of women has been steadily increasing over time. By the 1991 census 60 percent of girls between 15-19 years old remained unmarried, and the proportion of unmarried young women in the 20-24 age group was also increasing. This may be attributed, among other factors, to increasing educational and employment opportunities and to urbanisation.

The questions on marriage also provide data on the gender dimension of widowhood, and indicate the particular vulnerability of widows. Data from the 1991 census indicated that only about 15% of men over 60 were widowed, while over half (54%) of women that age were widows. Resulting from Indian cultural practices, this means that elderly women with

little education and no share of the assets or income of their families must depend on other family members for their survival.

Turning to the data on literacy and education, tremendous overall improvements have been made, but the 1991 figures showed that only 39% of rural girls between 6–10 years of age were attending school. Further investigation revealed the greater constraints girls face in school enrolment, including the lack of women teachers and of basic infrastructure, such as toilet facilities, as well as the safety factor of having to travel long distances. Once this information is uncovered, policies can be designed to improve the situation.

Ms. Visaria once again highlighted the importance of using other data sources not only to increase the robustness of census findings but also to examine their reliability. In this respect, she mentioned how with the help of other data sources it has been shown that the Indian census has tended to undercount women workers, partly due to the definition of work used. This has led to the refinement of the census definition of work to capture women's participation in economic activity, particularly in the informal sector.

In conclusion, Ms. Visaria said that the census data on sex composition and other issues could provide a wealth of information if it is analysed and interpreted with a gender lens in the larger economic, social and cultural context. Since adding questions to the census itself involves tremendous cost implications, her clear recommendation is that data users should explore analysing the existing data set in conjunction with other available information.

Comments on the India Presentations

Mr. Muhammad Aslam Chaudhry

Mr. Chaudhry began by complimenting Mr. Banthia on the work of the Indian census and for presenting information that could be replicated by others. He particularly commended the creation of a special cell to oversee gender issues, the engagement of 35 to 40 percent women enumerators and the creative publicity campaign involving the enumeration of the Presi-

dent of India by a woman enumerator. Mr. Chaudhry next asked about the procedure for recording the names of household members, saying that if it differed from that prescribed by ESCAP, more details should have been provided. Turning to the reclassification of domestic to economic work made in order to capture women's economic activity better, he questioned the unrestricted inclusion of marginal workers and said this could exaggerate the work participation rates. Taking note of India's particular sex ratio, Mr. Chaudhry suggested several possible reasons for the deficit of females, including possible problems with reporting. Finally, Mr. Chaudhry pointed out certain statistics that seemed mutually inconsistent, such as those concerning 'drinking water source and location' when compared with the population and number of households.

Ms. Naushin Mahmood

Speaking of Ms. Visaria's presentation, Ms. Mahmood commented that most of her observations are common to the regional situation, and merit attention for improving the gender sensitivity of census data. She began with the persistent deficit of women in counting the total population, and said that no substantive explanation was offered of how much of the deficit results from under-counting or inadequate coverage of the female population and how much is attributable to socio-cultural and gender biased practices that would result in a reduced share of female population. Particularly for the increasing deficit of girl children, further analysis is required in light of age reporting biases, especially for infants and small children, and in terms of sex differentials in child mortality. Regarding the increase in singulate mean age at marriage she felt that many factors could affect this, including education, employment and urbanisation, as well as the age reporting of females, and that further interpretation is needed, particularly to explain variations among states. Ms. Mahmood also felt that more attention should have been paid to examining the underlying gender dimension of the wide gender gap in literacy, educational attainment and participation in economic activity that the census data indicate. She concluded by saying that while certain critical aspects of gender inequality and insensitivity in the census statistics were presented, the discussion missed out on

whether the efforts made have actually resulted in improvements in engendering the data. She agrees with the author that the census has a limited scope for making a comprehensive gender-based analysis that would capture the underlying reasons for the persistence of gender biases and the factual position of women in society. The utility of census data is greatly enhanced by in-depth analysis and evaluation of collected information to capture historical trends rather than looking at gender differentials *per se*.

Discussion

Other participants continued the discussion about using census data for further studies, such as about ageing and care-giving, migration and sibling support in the context of village exogamy. The question was raised of whether adding more variables to the census or refining the analytical instruments were better options for engendering. While the Indian census seemed to pay attention to better enumeration and better counting, participants noted the need for attending to definitions of labour force, economic activity, and migration, and to look for the factors underlying what the numbers are revealing. In order to move beyond simply disaggregating data, the methodological and conceptual lacunae should be taken care of.

Responding to the comments, Mr. Banthia first clarified the sequence of recording of family members. The traditional approach had been to start with the household head, then to enumerate the males and finally the female members of the family. The new method, stressed in the 2002 Census, involved starting with the head of the family and enumerating the others according to age. This approach was specifically designed to prevent people from forgetting to

report on certain females, particularly the very elderly or the very young.

Regarding questions on housework vs. extended economic activity, Mr. Banthia said that the census definition was the same as that used by the National Sample Survey Organisation (NSSO), which was based on international recommendations. Only marketable economic activities were counted as economic activity. This provided a clearly defined boundary. Likewise, marginal work is not a new concept for Indian census, but an effort was made this time to capture seasonal activities, such as tuition at examination times or pre-festival work. A question had been raised on whether economic activity itself had increased since the last census, or whether the same amount of economic activity was being better captured. Mr. Banthia said that while the census organisation could not say whether or not people had been economically engaged to the same degree earlier, he is confident they are now doing a better job of capturing the work that people are doing.

Mr. Banthia also clarified the training aspects. Those involved in the census had to complete all five census schedules during the training period. In her comments, Ms. Visaria emphasised that the deficit of girls found in the census is not the result of under-enumeration. Considerable analysis has been done to examine other factors that explain the deficit. Research has shown that formerly the neglect of girls and women and their higher mortality, and more recently the possibility and availability of selective abortion are the driving force behind the declining sex ratio. She commented that her effort in this paper was mainly to carry out a gender analysis of existing census data.

Session v: Census Engendering Experiences in South and West Asia: Pakistan

Chairperson: Mr. J.K. Banthia

Presenters: Mr. Muhammad Aslam Chaudhry, Former Census Commissioner, Population Census Organisation of Pakistan

Ms. Naushin Mahmood, Chief of Research, Pakistan Institute of Development Economics

Commentators: Mr. K.R. Sharma, Former Director-General, CBS, Nepal

Ms. Meena Acharya, SAHAVAGI

Mr. Muhammad Aslam Chaudhry

Mr. Chaudhry began his presentation with a review of the history and background to census taking in Pakistan, noting the challenges posed by the country's wide diversity of geographic conditions and social, economic and cultural values. The census is conducted through door-to-door canvassing by male enumerators who usually face female respondents. The strong hold of cultural values restricting interactions between men and women negatively affects census data since both enumerators and respondents are uncomfortable to discuss family matters in the absence of a male household member. Efforts to resolve this problem by engaging female enumerators for the 1998 census unfortunately failed.

Turning to the strategies adopted by the census authority to engender the 1998 census, Mr. Chaudhry began by discussing the development of the census questionnaires in consultation with relevant census data users and stakeholders, including women's organisations. He also said that census topics were divided into two types: core questions of a general nature which are included in a complete count, and other more sensitive questions that may demand detailed probing, which are usually listed for sample inquiry. Finally, he noted that the 1998 Census data was published in 52 tables; 30 covering the population and providing data by sex, and 5 concerning fertility behaviour that relate solely to women.

Mr. Chaudhry reported on the implementation of the census strategies and the difficulties encountered, and he suggested corrective actions. He explained that problematic gender sensitive census questions include name, sex, age, marital status, employment of females, disability and age at marriage. No single appropriate method was found to make these questions more gender sensitive. Suggestions are for enumerators to be polite, to ask indirect questions and to probe for information. Longer-term approaches include seeking to engage female enumerators, raising the literacy level, and raising awareness about the census undertaking through publicity. The government made no deliberate effort to involve women in census taking, although some attempts were made to involve them in activities relating to field operations and publicity.

Steps were also taken to improve overall coverage of the 1998 census. These included extensive training; use of TV, radio and newspaper media to present census messages from important personalities; involvement of the armed forces to assist the government in covering the entire area of Pakistan; close supervision of enumerators, keeping the control room open for 24 hours to facilitate the resolution of problems in the field; and independent monitoring of the census operation by all provincial governments and by the private sector.

Mr. Chaudhry said that it is difficult to evaluate the impact of the census engendering initiatives on improving the gender sensitivity of data since all census activities affect data quality equally. However, a crude approximation can be made by comparing the derived gender insensitive census data such as age, disability and women's participation over time. Comparing these statistics between 1981-1998, Mr. Chaudhry showed that census engendering appears to have played some role in improving, *albeit modestly*, reporting on disability and age, although female age is still poorly recorded. However, the reporting on women's participation in economic activity seems to have been little affected. Considering the effect of the media publicity campaign to raise public awareness about the census, Mr. Chaudhry felt it had been insignificant because of the limited numbers of households with television or radio, par-

ticularly in village areas. He identified three major gaps in the efforts to engender the census: the under enumeration of female economic activities, their age reporting, and the under-representation of women in various activities of census taking. Mr. Chaudhry said that despite knowing the gender sensitivity of some questions on the census list, there was no involvement of women in census planning.

Mr. Chaudhry also discussed the scope of census data in providing gender sensitive indicators to monitor the goals of international conferences such as ICPD and MDG. For example, the 1998 Census can provide some indicators on four of the eight Millennium Development Goals: universal primary education, promotion of gender equality, reduction in child mortality, and ensuring environmental sustainability. Census data can also provide indicators to monitor indirectly two other MDGs: poverty and maternal health. Although the government is attempting to achieve those goals, the census data show that, except for reducing child mortality, it will be extremely difficult to achieve these goals by 2015 without support from international donors.

Mr. Chaudhry recommended a multi-dimensional approach for further improving the census engendering initiatives: giving priority to girls and women in raising literacy, involving women in various census taking activities, particularly as enumerators. He believes publicity could play an effective role if funds were increased and if women's participation was encouraged in various awareness raising activities. Teaching enumerators how to probe and inculcating a sense of responsibility in both interviewers and respondents are recommended strategies for next census.

Ms. Naushin Mahmood

Ms. Mahmood opened her presentation by emphasising the relevance of gender-disaggregated statistics for all phases of development planning and for monitoring progress toward achievement of development goals, such as the ICPD and MDGs, which both mandate the promotion of gender equality and women's empowerment in all spheres of life.

Briefly reviewing the gender context in South and West Asia of gender inequality and imbalanced power relations, she said that strong and engendered institutional structures must be developed and strengthened to improve the quality and coverage of statistical information, as well as to enhance the gender sensitivity of population data. The objectives of her paper were to review and analyse the gender sensitivity of census data, examine changes in gender related indicators, identify gaps in census based gender data, and suggest strategies for improvement.

Despite general improvements in statistical capacity and engendering strategies of the Pakistan census authority, many issues and gaps remain that reveal census data to be still gender-insensitive. Evidence shows that census data in Pakistan suffers not only from age reporting biases but also from under-reporting of the female population. No perceptible improvement in the pattern of age and sex reporting has been seen in the censuses over the years, reflecting the lack of awareness among the data collecting staff on gender issues and a bias against the important role and status of women in the society. Normative values and socio-cultural practices hinder both enumerators and respondents from recording or reporting the actual female population. The utility of census data for assessing fertility and infant child mortality indicators is also limited due to the omission of children ever born, especially of female births.

Census data on the labour force and employment are not only gender-insensitive but give contradictory evidence on economic activity and unemployment rates when compared with the Labour Force Survey data. The economic activity rates estimated from the census data are as low as three percent, clearly reflecting the invisibility of women's and girls' contributions to the economy and the gross under-estimation of their work in the agricultural and informal sectors. The higher estimates of labour force participation from the survey data arise from the probing questions asked of women in the Labour Force Survey data collection, questions that the census does not ask, such as about working as unpaid family labour. The census statistics thus do not rep-

resent the actual employment situation in the country, particularly for females.

The gender gap in literacy and education indicators as estimated from census data has narrowed over time in urban areas, while it remains wide in rural areas. However, census data has a limited scope for directly estimating such education indicators as drop-out and retention rates — indicators relevant to assessing educational progress and its gender-sensitivity. Analysis also reveals that census data on disability is grossly under-estimated and inconsistent. The extremely high sex ratio of disabled persons reflects problems faced in accurately recording disability, particularly of females. Fear of discrimination and the disadvantaged position of disabled individuals may constrain both enumerators and respondents from recording accurate information.

Ms. Mahmood identified the following main gaps and limitations in gender analysis: the under enumeration of the female population, limited factual information on status of women, no direct estimation of mortality and health indicators, and the non-representation of female work participation. She concluded her presentation by saying that despite the gender insensitivity of census data, no systematic approach has been adopted to improve the situation. The census engendering initiatives and the re-definition of economic activity and employment had only a limited impact on improving the gender sensitivity of the 1998 Pakistan census data.

In concluding, Ms. Mahmood made several recommendations for improvement. The shortcomings resulting from gender insensitivity should be addressed by developing a long-term vision of data collection methodology. Specific strategies need to be developed for technical and professional capacity building of the staff of the census organisation and the Bureau of Statistics, to increase effective coordination between data producers and users, to implement programs of gender awareness and mainstreaming of women, and to develop a dissemination plan for releasing and publicising census data. Specific gender sensitisation training programmes for census staff are needed to improve their knowledge and awareness about the social and cultural sensitivity of gender concerns.

Comments on the Pakistan Presentations

Mr. K.R. Sharma

Mr. Sharma opened his remarks by noting that there seems to have been a less organised effort from the government organisation point of view towards census engendering in Pakistan. He commended Mr Chaudhry for providing a comprehensive picture of Pakistan census taking from an historical perspective, and noted that some of the experiences described are similar to Nepal's. Both countries have gender specific data that has neither been fully analysed nor fully utilised. In both countries travel to remote northern regions is difficult, as is recording people's formal names in these areas. However, Mr. Sharma cautioned against taking past experiences as guides for future scenarios, saying that there is a need to improve upon past performance, and to learn from the limitations or mistakes of the past.

As background to the main strategies adopted by the census authority three features were noted: consultation with data users and stakeholders in developing the census questionnaires, classification of census questions into core questions and other questions, and inclusion of female specific tables in the 1998 results. Mr. Sharma found it surprising that despite being encouraged to forward their demands for issues to be incorporated into the census, none of the stakeholders specifically stressed the need for the production of gender statistics. While Mr. Chaudhry critically examined the census strategies, including technological change, Mr. Sharma was unclear on how technological change related to gender responsive behaviour.

Major problems that Mr. Chaudhry identified were the poor interactions between enumerators and respondents causing unsatisfactory data collection in many areas and the failure to deploy women enumerators. This was compounded by cultural practices that prevented asking about women's marital status and their ages. Commenting on the suggestions for further improvement in census engendering: uplifting literacy levels, involving women workers in the census and creating more jobs for women. Mr. Sharma pointed out that while these are quite important, they are achievable only in the long term.

Likewise the suggestion of increasing the budget for media publicity is an excellent idea, but its feasibility is a major concern. Mr Sharma concluded by saying that he fully agrees with Mr. Chaudhry's recommendation for making engendering a continuous rather than a one-time activity.

Ms. Meena Acharya

Ms. Acharya presented her comments on Ms. Naushin Mahmood's paper in two sections, a summary of the main conclusions and then comments on the content and analysis of the paper. Her first comment was that the paper failed to discuss the engendering process, neither indicating what particular measures were taken to make the census data more gender sensitive nor detailing the Population Census Organisation's involvement in engendering efforts by gender activists and donors to improve the gender sensitivity of the census process. Ms. Acharya asked why these initiatives failed. She further questioned why the lessons from the Labour Force Survey were not incorporated into the census, and why outdated definitions of economic activity were still used despite the general acceptance of the 1993 SNA definition. Specific discussions on these and other matters would have made the presentation richer and would have provided material for more specific practical recommendations. Noting that one of the TORs for the papers was to discuss how census data could be used to monitor the Millennium Development and ICPD goals, Ms. Acharya felt that this analysis was inadequate except for the data on education. Dr. Acharya concluded her comments by saying that the analysis is not adequate from a gender perspective, failing to examine the probable hidden stories of gender discrimination behind the data.

Discussion

Workshop participants also offered many comments on these papers. General suggestions were for more attempts to determine the cost of engendering the census and for using indirect methods to estimate fertility and mortality rates if they cannot be directly captured by the census.

An overall recommendation made was that, as a UN agency, UNFPA/CST was in a position to take the lead to ensure the development of a common understanding on definitions and processes among bureaucrats, NGOs and academicians.

Responding to the comments, the authors noted that process of engendering the census did not receive much political support, the major concern at the time being with simply conducting the 1998 census. Moreover, problems of over-reporting of certain populations relate to political issues of parliamentary representation, in which the size of the population matters.

While research institutions were part of the technical advisory committee on the census, they were not involved in gender analysis of census data. Research institutions should also play a role in facilitating NGO contributions to the census. Furthermore, the technical capability of the census organisation should be strengthened in the collection and analysis of gender statistics.

Concerning data on economic activity, Labour Force Survey data is more dependable, being conducted yearly by enumerators who are 50% women and better trained. This mode of data collection should be added to the census. While the definition of economic activity has not changed, the categories of work have been elaborated upon in an effort to differentiate between domestic and economic activity.

Session vi: Census Engendering Experiences in South and West Asia: Bangladesh, Sri Lanka, Iran and Maldives

Chairperson: Mr. T. S. Bastola, Director General, CBS
Nepal

Presenters: Mr. Abdur Rashid Sikdar, Bangladesh
Bureau of Statistics

Mr. H.R. Gunasekera, Director of Census, Department
of Census and Statistics, Sri Lanka

Mr. Samad Asghari, Statistical Centre of Iran

Mr. Fuwad Thowfeek, Director Statistics Section,
Ministry of Planning and National Development,
Republic of Maldives

Even though Bangladesh, Sri Lanka, Iran and Maldives made no conscious efforts to engender the census process, their activities highlighted some gender dimensions in the collection and analysis of census data. Their efforts in this respect were confined to the activities discussed below.

People's Republic of Bangladesh

- ▶ Following the 1991 census a compendium on men and women was published. The 2001 census will also be followed by a similar compendium, which will include additional data on social disparities, equal employment opportunities and empowerment in policy decisions.
- ▶ Given the growing demand for sex-disaggregated statistics and indicators, the Bangladesh Bureau of Statistics (BBS) is reviewing census and survey questionnaires to identify data gaps and to introduce the provision for generating sex-disaggregated data.
- ▶ The BBS is planning to develop a sex-disaggregated archive that will be accessible on the Internet.
- ▶ For the present, the BBS is committed to conduct quick ad hoc surveys to fill in data gaps for information that is needed to monitor progress toward gender equality.

Democratic Socialist Republic of Sri Lanka

- ▶ In an effort to make women's contributions visible, 'Unpaid Family Worker' was introduced as a separate category of economic activity in the 2001 Census. Previous census classifications had included only 'employed, unemployed and non-active' categories. For the 2001 Census the employed category was subdivided into paid employment, employer, own account worker and unpaid family worker.
- ▶ Tabulations by sex for all variables have been provided in all censuses since 1906. Gender breakdowns of all tables are available for all possible administrative subdivisions. This data contains an enormous potential for analysing gender imbalances.
- ▶ Under the ESCAP project on Improving Gender Statistics, designed to identify gender issues and compile meaningful statistics to portray them, two publications were released as outputs: *Women and Men in Sri Lanka* (1995), which focuses on critical gender disparities, and *Changing the Role of Women in Sri Lanka* (1997), which analyses changing trends in the status and role of women and details Sri Lanka's position relative to selected countries in the world with respect to certain critical indicators.
- ▶ A gender-disaggregated database was prepared on retrenched and retired employees due to the Government's 1999 structural adjustment policies to assess the impact.
- ▶ Analysis of census data have led to the identification of a number of gender issues pertaining to female labour force participation, working conditions for women, gender imbalances in technical and vocational programs, inadequate nutrition for mothers and inadequate numbers of women at decision making levels in the public and private sector.
- ▶ Data from the 2001 Census will be analysed in detail to identify current gender issues and to identify gaps and design new methodologies for the future.

Islamic Republic of Iran

- » Many gender indicators are derived either on the basis of census data or from other available data sources. These include the sex ratio; life expectancy at birth and child mortality rates; migration; marital status and mean age at first marriage; literacy rates and the relative distribution of the population attending school by sex and education levels; economic activity, including the male and female share of unpaid family workers and differential net household expenditures according to the sex of the household head, women's participation in the legislative and executive branches of government.
- » With the assistance of UNFPA, the Statistical Centre of Iran has also published a series of specialised studies on gender related issues based on census and other sources of data: (1) Socio-Economic Characteristics of Women in Iran 1986-1996, (2) A Study of the Effects of Women's Activity on Fertility in Iran - 1996, and (3) A Study of Women-headed Households.

Republic of Maldives

- » Maldives produces most of the census statistics by sex. Since 1990 it has also begun a population monograph series, covering various thematic topics, based on an analysis of census data. It has also brought out a special volume on the gender analysis of census data based on the 2000 census.

Discussion

Discussion on these presentations resulted in two major recommendations.

1. Disaggregating census data by sex does not by itself necessarily mean a gender analysis unless it reflects social ordering of relationship between men and women from a socio-cultural and historical perspective.
2. Participants underscored the necessity for in-depth analysis of census findings, such as the declining number of girls relative to boys, the higher and increasing proportions of women-headed households, and the larger numbers of women than men living to higher ages, to name but a few, in order to draw out the policy implications.

Session VII: Group Work on "The Way Forward"

Chairperson: Mr. J.K. Banthia

This session was a plenary group discussion that had two main goals: 1) to identify gaps and suggest strategies to improve census engendering, and 2) to identify gaps and suggest strategies to improve analysis, dissemination and utilisation of gender statistics in development planning. Originally envisaged as two separate discussions, the complementarity of the issues as well as the small number of participants led to a decision to hold a joint exercise. Mr. Banthia opened the discussion by proposing that the task entailed going beyond the process of data collection and analysis to ask how the government can be held accountable and responsible for engendering. Another crucial question was whether the census, as a visible, well-known and well-funded activity that covers the entire nation, can be used to pilot the mainstreaming of gender in development planning. The results of this discussion are reported as Workshop Output: "The Way Forward," beginning on page 3 above.

Concluding Remarks by Mr. Wasim Zaman

Mr. Zaman began his remarks by thanking the participants for their efforts in arriving at some strategic recommendations for moving census engendering ahead.

He felt that without the risk of endangering, much engendering could be done in the census and possibly beyond it. The methodology, the forum and networking required for this work must be focused on, identified and vigorously pursued. He underscored the importance of training in newly emerging fields such as gender studies, and he suggested exploring possibilities for collaboration and networking with the census organisations of the South and West Asia region in particular to provide value addition in census statistics. Possible ways to continue this dialogue go beyond a follow-up meeting to other forms of knowledge sharing, such as sharing documentation of the work that different countries are doing. He said that UNFPA will send out some in-country action points that could be regionally supported and asked workshop participants to return home with the message that they intend to continue the work of gender sensitising.

Mr. Zaman concluded by asking why South Asia, with its huge population and resource base, and some of the best brains in the world, is not shining as much as it could. He urged the participants to continue to try to bridge the gaps they have identified, and to use the data they generate and analyse in the service of improving the gender balance in South Asia. Dr Chaudhury profusely thanked the participants for their valuable contributions to the proceedings of the meeting and the resulting outcomes.

ANNEXE 1

KNOWLEDGE SHARING WORKSHOP:

Engendering Population Census in South and West Asia, 8-10 March 2004, Kathmandu

List of Participants

Country	Name	Designation/Organization	Remarks
Bangladesh	Mr. Abdur Rashid Sikder	Deputy Director General, Bangladesh Bureau of Statistics	
India	Mr. Jayant Kumar Banthia	Registrar General and Census Commissioner, Office of the Registrar General of India	
	Dr. Leela Visaria	Director, Gujarat Institute of Development Research, India	
	Professor Ashish Bose	1-1777, Chitta Rajnan Park, New Delhi-110019, India	
	Dr. Mala Kapur Shankardass	Chairperson, Development, Welfare & Research Foundation, India	
Iran	Mr. Samad Asghari	Deputy Director, Statistical Center of Iran	
Maldives	Mr. Fuwad Thowfeek	Director, Statistics Section, Ministry of Planning and National Development	
Nepal	Ms. Meena Acharya	SAHAVAGI, Naxal, Kathmandu	
	Mr. Keshav Raj Sharma	Director-General (Rtd.), Central Bureau of Statistics	
	Mr. Tunga S. Bastola	Director-General, Central Bureau of Statistics	
	Mr. Radha Krishna G.C.	Deputy Director, Central Bureau of Statistics	
	Ms. Sangeeta Thapa	Senior National Programme Officer, UNIFEM	
	Ms. Bina Pradhan	Sanepa, Lalitpur	
Pakistan	Mr. Muhammad Aslam Chaudhry	Ex.-Census Commissioner, Population Census Organization	
	Dr. Naushin Mahmood	Chief of Research, Pakistan Institute of Development Economics	
Sri Lanka	Mr. H.R. Gunasekera	Director, Census, Department of Census and Statistics	

LIST OF PARTICIPANTS FROM UNFPA CST AND FIELD OFFICE

Name	Designation/Organization
Mr. Wasim Zaman	Director, UNFPA CST for SAWA
Mr. Rafiqul Huda Chaudhury	Adviser, Population Policies and Development Strategies, UNFPA CST for SAWA
Dr. Saramma T. Mathai	Adviser, RH Services, UNFPA CST for SAWA
Dr. Farah Usmani	Adviser, RH & HIV/AIDS, UNFPA CST for SAWA
Ms. Luisa T. Engracia	Adviser, Population Statistics, UNFPA CST for SAWA
Ms. Neera Shrestha	Management Officer, UNFPA CST for SAWA
Mr. Bhanu Niraula	Assistant Representative, UNFPA
Dr. Peden Pradhan	Assistant Representative, UNFPA
Ms. Sudha Pant	Programme Officer, UNFPA
Ms. Judith Stahl Amtzis	Rapporteur

ANNEXE 2

AGENDA

Knowledge Sharing Workshop: Engendering Population Census in South and West Asia 8 - 10 March 2004, Kathmandu, Nepal

Time	Sessions	Resource Person(s)
	Day 1, Sunday, 7 March 2004	
1800 - 1830 1830 - 1900 1900	Session I: Opening Session Registration Welcome Remarks: CST Director Introduction of Participants Reception and Dinner	
	Day 2, Monday, 8 March 2004	
0900 - 0910	Session II: Formal Inauguration	Chairperson: Mr. Wasim Zaman, Director, CST Rapporteur: Ms. Neera Shrestha
0910 - 0920	Opening Remarks	CST Director
	Workshop Objectives and Agenda	Mr. R.H. Chaudhury, CST Adviser
	Session III: Census Engendering Experiences in South and West Asia	Chairperson: Professor Ashish Bose Rapporteur: Mr. Bhanu Niraula
0920 - 0940	UNIFEM Experience in Engendering Population	Ms. Sangeeta Thapa
0940 - 1010	Census Engendering Experience in Nepal	Mr. T.S. Bastola / Mr. Radha Krishna Chhetry
1010 - 1040	Census Engendering Experience in Nepal	Ms. Meena Acharya
1040 - 1100	Tea/Coffee Break	
1100 - 1140	Comments on the Nepal papers	
1140 - 1220	Comments and discussions from the floor	Mr. J.K. Banthia, Ms. Leela Visaria
1220 - 1230	Remarks by the Chairperson	
1230 - 1345	Group Photo + LUNCH	
	Session IV: Census Engendering Experiences in South and West Asia (continued)	Chairperson: Ms. Meena Acharya Rapporteur: Dr. Farah Usmani
1345 - 1415	Census Engendering Experience in India	Mr. J.K. Banthia
1415 - 1445	Census Engendering Experience in India	Ms. Leela Visaria
1445 - 1525	Comments on the India papers	Mr. Muhammad Aslam Chaudhry Ms. Naushin Mahmood
1525 - 1605	Comments and discussions from the floor	
1605 - 1615	Remarks by the Chairperson	
1615 - 1630	Tea/Coffee Break	

	Session V: Census Engendering Experiences in South and West Asia (continued)	Chairperson: Mr. J.K. Banthia Rapporteur: Dr. Saramma Mathai
1630 - 1700	Census Engendering Experience in Pakistan	Mr. Muhammad Aslam Chaudhry
1700 - 1730	Census Engendering Experience in Pakistan	Ms. Naushin Mahmood
1830	Reception and Dinner	Central Bureau of Statistics, HMG, Nepal
	Day 3, Tuesday, 9 March 2004	
	Session V (Continues)	
0900 - 0940	Formal comments on Pakistan papers	Mr. K.R. Sharma / Ms. Meena Acharya
0940 - 1030	Comments/Discussions from the floor	
1030 - 1040	Remarks by the Chair	
1040 - 1100	Tea/Coffee Break	
	Session VI: Census Engendering Experiences from the Region	Chairperson: Mr. T.S. Bastola Rapporteur: Ms. Luisa Engracia / Ms. Neera Shrestha
1100 - 1120	Population Census Engendering Experience in Bangladesh	Bangladesh Bureau of Statistics
1120 - 1140	Population Census Engendering Experience in Sri Lanka	Director, Population Census
1140 - 1200	Population Census Engendering Experiences in Islamic Republic of Iran	Statistical Center of Iran
1200 - 1220	Population Census Engendering Experiences in Republic of Maldives	Director, Statistics Section
1220 - 1240	Floor discussions	
1240 - 1300	Comments from the Chairperson	
1300 - 1400	LUNCH	
1400 - 1530	Group Work 1: Identifying the gaps and suggest strategies to improve census engendering	Facilitators: 1. Mr. J.K. Banthia 2. Mr. Muhammad Aslam Chaudhry 3. Mr. K.R. Sharma 4. Mr. T.S. Bastola 5. Ms. Sangeeta Thapa 6. Mr. H.R. Gunasekera
1400 - 1530	Group Work 2: Identifying gaps and suggest strategies to improve analysis, dissemination and utilization of gender statistics in development planning	Facilitators: 1. Prof. Ashish Bose 2. Ms. Meena Acharya 3. Ms. Naushin Mahmood 4. Ms. Leela Visaria 5. Mr. Bhanu Niraula 6. Ms. Bharati Silawal

1530 - 1545	Group 1: Work presentation	Group 1 rapporteur
1545 - 1600	Group 2: Work presentation	Group 2 rapporteur
1600 - 1730	Group Work findings, participants' feedback and closing remarks by Chair	
1730 - 1800	Tea/Coffee	
Day 4, Wednesday, 10 March 2004		
0900 - 1030	Plenary on gaps/areas for strengthening gender analysis and utilization of gender statistics in development planning and participants' feedback	Chairperson: Ms. Naushin Mahmood Rapporteur: Ms. Neera Shrestha Panelists: 1. Ms. Meena Acharya 2. Ms. Leela Visaria 3. Ms. Bina Pradhan
1030 - 1045	Tea/Coffee Break	
1045 - 1215	Plenary on gaps/areas for strengthening engendering population census and participants' feedback	Chairperson: Ms. Leela Visaria Rapporteur: Mr. Bhanu Niraula Panelists: 1. Mr. Ashish Bose 2. Mr. J.K. Banthia 3. Mr. T.S. Bastola
1215 - 1230	Closing Session	
1215 - 1225	Closing Remarks	Mr. Wasim Zaman
1225 - 1230	Vote of Thanks	Mr. R.H. Chaudhury
1230 - 1330	LUNCH	



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