

# **BACKGROUND INFORMATION**

## **FIFTH POPULATION CENSUS OF SUDAN**

**Sunday, 22 October 2006**

## **BACKGROUND**

Sudan has just come out of 20 years of civil war. A Comprehensive Peace Agreement (CPA) between the Government of Sudan and Sudanese People Liberation Movement (SPLM) was signed in January 2005.

Since the independence of Sudan in 1956, the Government has conducted four population censuses in 1956, 1973, 1983 and 1993. The latest census of 1993 is the most recent source of data. However, it is more than 12 years old, which makes it of a historical nature and of little further use if any. This is due to a continuously changing socio-economic and demographic structures of the society driven by the war that lasted for more than two decades.

Population censuses are normally conducted every 10 years. The census was due in 2003, and the Sudan Country Office (CO) of UNFPA, the United Nations Population Fund, had already initiated technical and financial support to the Central Bureau of Statistics (CBS) for the 2003 census as earlier planned. However, the conduct of the census was postponed based on positive expectations of peace negotiations. Thus, Sudan's population census is now overdue not only because it is needed to generate data for socio-economic development planning, but also as a tool for sustainability of peace as called upon by the recently signed CPA. It is now planned that a national census, covering the whole country, will be conducted in November 2007. Preparations for this census have already commenced.

Having comprehensive, scientific, credible and accurate data on population distribution and characteristics on the whole of Sudan should facilitate sustainability of this peace. Such data will also be critical to development planning. This census should be conducted using scientific standards by all means and must abide by United Nations guidelines and recommendations and meet international standards.

It is a fact that conducting a population census in normal situations will need at least two years of preparations. In the case of Sudan, with its large area, diverse topography and varying climatic conditions across the country, complex socio-political structure attributable to the multifaceted tribal, ethnic and religious composition of the socio-cultural fabric, conducting a population and housing census is one of the most challenging activities to be carried out in the post conflict-Sudan phase. The high population mobility and the excessively large number of internally displaced persons, and the widely spread out nomadic population, in addition to complexity of administrative systems and political players, adds another dimension to the complexity of this exercise, especially in areas where infrastructure needed for the census is absent or not functioning. These circumstances make it a more challenging, but unavoidable undertaking, to the concerned national bodies including leaders, policy makers and planners at all levels, as well as to other partners, such as multi- or bilateral donors.

## **THE NEED FOR CENSUS**

Currently, available socio-economic and demographic data are either irrelevant or outdated. Information on population size, age structure, growth rates, geographical distribution, other population characteristics including fertility and mortality are not accurately known and do not even cover all parts of the country. The same applies to other indicators in the areas of poverty, health, education, labour force, agriculture, etc.

Paucity of information and data on key areas of population and development is currently one of the key post-conflict challenges for all the stakeholders including GoS, SPLM, UN system, bilateral and multi-lateral agencies and the donor community at large. This leaves little or no room for proper vision conceptualization and planning.

One of the objectives of the census is to provide accurate information, which is currently lacking, on the distribution of the population which will be the primary source of information for all development planning processes.

Conducting a national comprehensive census for Sudan in this critical phase of its history will mean necessarily that international standard back-up system should be involved to support the parties and to ensure credibility, impartiality and commitment to hold an objective, scientific and just comprehensive census over the whole area of Sudan. This endeavour calls for the mobilization of sufficient resources, as well as the training of the needed skilled manpower. It will also be necessary to put in place an efficient and effective supervision as well as management mechanisms backed by a legal mandate to spearhead the whole census programme and covering all parts of the country.

The census will be a **de facto** census and will count all persons who spent census night (14<sup>th</sup> /15<sup>th</sup> November 2007) in Sudan. This will mean nationals and foreigners alike whether in households, institutions, nomadic settlements, homeless, and refugee and displaced camps etc, so long as they spent census night in Sudan. The census will not include anybody outside the territorial boundaries of Sudan whether resident in a refugee camp or elsewhere

The population census is a very important component of Joint Assessment Mission and of the CPA, in which UNFPA is the only United Nations agency called upon to support relevant Government authorities in finalizing the Population Census, whose results are considered to be the primary source of data for the purposes mentioned in the CPA. The signing of the CPA in January 2005 signaled the urgency of carrying out a population census in the entire country in collaboration with UNFPA. The peace protocol between the GOS and the SPLM, refers to the census in several instances.

## **THE ROLE OF UNFPA**

The traditional objective of a census is the provision of baseline information for development planning and policy-making. However, under the CPA mandate, the census results will also be used for political purposes as well. It must be emphasized that the census must be credible, objective and acceptable to all stakeholders in the country. UNFPA would do its best to ensure such an outcome. The census should be conducted transparently and methodically based on its own merit with the purpose of producing credible results regardless of the intent and use of those results.

The CPA provisions necessitates a strong partnership for this exercise between the North and South, calls for substantially more technical support and input to level up technical capacities including national, state, and local level personnel. South Sudan Center for Census, Statistics and Evaluation (SSCCSE), as a main partner in the census implementation programme, is seriously in need of capacity development. To respond to these significant needs, UNFPA Sudan CO re-structured and enhanced its technical and operational capacity in the South.

United Nations Mission in Sudan (UNMIS) is establishing an Electoral Assistance Unit to support the Government in coordinating electoral assistance to Sudan in this initial phase. UNFPA, as the agency responsible for coordinating the census operation, is expected to provide, not only technical support, but also to play a leading role in sharing the logistical experiences from the census undertaking. Such experiences will provide valuable insight to the Government and other relevant stakeholders in the planning and the implementation of the electoral process.

UNFPA is fully committed to fulfilling its role in supporting the population census, both technically and through resource mobilization by working with other United Nations agencies and donors. To fulfill its responsibilities to the upcoming census, UNFPA, has identified five major roles, through which it can support census planning and implementation:

- (a) **Technical backstopping structure:** which includes recruiting a CTA, his two senior Deputies (one for South and one for North) and other human resources and logistical needs,
- (b) **Coordination:** which includes holding coordination meetings between national and international stakeholders, inside and outside Sudan,
- (c) **Training:** including several initial training courses and other capacity-building work,
- (d) **Advocacy:** including basic capacity development of the national counterparts for future advocacy and awareness raising activities, and
- (e) **Analysis and publications:** which includes materials and documents that are necessary for the preparatory phase of the census implementation, as well as analyses of collected data, including the provision of relevant software.

The CO in Sudan has established a Population Census Support Unit headed by a Chief Technical Adviser (CTA) within UNFPA Sudan Country Office, with two Deputies to the CTA, one for the North and the other for the South. This unit will be expanded in terms of space and human resources to ensure that flow of technical assistance is up to expectations. The team of technical advisers backed by UNFPA Country Support Teams will be charged with proactively providing all forms of technical support to national counterparts throughout all stages of the census, on a daily basis, including preparation of census designs, tools, methodologies, training, quality assurance strategies during implementation, evaluation, analysis and dissemination of results. UNFPA will also produce substantial amount of census advocacy materials to sensitize the key stakeholders and the general public.

It should also be pointed out at the onset that UNFPA is not implementing the census as that role has been specifically reserved for the national statistical centres (CBS and SSCCSE). Furthermore the results of the census will be announced by the Population Census Council after receiving the results from the technical committee following endorsement of the results and census operations by the monitoring and observers committee.

## **THE ROLE OF CBS AND SSCCSE**

The Government is responsible for undertaking the census. The CBS and the SSCCSE have been mandated by the Government to execute the census programme. However, these agencies must be legally empowered to undertake the census operation. To this end, a Presidential Decree has been issued as the legal basis of the census. In the meantime, a census structure will be established to ensure an effective, efficient and transparent execution of the census operation. Various committees, mainly as policy organs, will be established at national, state and local levels. The National Population Census Council (NPCC), which is sighted in the decree, will be the highest political and decision making authority.

The Director General of CBS is the national Census Controller, with the CEO of the SSCCSE as his deputy. A census structure for the CBS already exists. This is made up of a census director and deputy director with supporting administrative, financial and logistical units. Parallel structures exist at state and local government levels. Currently, there is no such census structure in the South, for which a structure, similar to that of CBS, is in the process of being established.

In order to carry out the 2003 aborted census, the CBS had begun preparations of the census enumeration tools. These included among others, the questionnaire and cartographic/geographic mapping and household listing which forms the basis for the demarcation of enumeration areas. However, these are now out of date for use in the planned census. The only advantage is that at least some kind of a census infrastructure is in place. The strategy to be adopted by the CBS is to go through the

same process again partly by updating the geographical information which was already available. The stable and accessible areas will be covered first, while the difficult areas will be done when the time is ripe.

The SSCCSE in the South has to practically begin preparations from scratch, since they lack the personnel and infrastructure for carrying out the census. The strategy to be adopted for the SSCCSE is to train the available staff on the of census methodology before they embark on the geographical preparations. There are other donor agencies providing support to the SSCCSE, including US Census Bureau, French Cooperation and Norway Statistics.

It should be emphasized here that the same census concepts and principles for the whole census operations should be applied to the whole country, i.e. both North and South. UNFPA is playing the coordinating role to ensure that this approach is adopted and implemented. The main tool of coordination has been the Technical Working Group (TWG) which is made up of CBS and SSCCSE census staff, including the heads of both institutions, as well as all the international technical advisers.

## **ACHIEVEMENTS**

UNFPA has established a Technical Working Group (TWG) as a technical forum to provide timely technical support and guidance for the census. The members of this TWG include the national statistical centres (CBS and SSCCSE), UNFPA, US Census Bureau, French Cooperation, CEDEJ and Statistics Norway. Meetings have been held in Khartoum, Rumbek, Port Sudan and Nairobi. These meetings have shown a lot of collaboration between the North and the South in the true spirit of the CPA and have accomplished the following:-

- Proposals for the Population Census Council and its committees including terms of reference
- Finalisation of short and long questionnaires
- Framework for census mapping
- Development of the budget and census calendar
- Preparation of the MDTF proposal
- Capacity Building and Training including short and long term training
- Technical backstopping including advisory services from CST

There have also been significant achievements in the area of resource mobilisation.

UNFPA and the World Bank appraised the project proposal on census that was prepared by CBS and SSCCSE and presented to the Multi-Donor Trust Fund, which will cover the remaining 45% of funding requirements. The project has been approved by the Oversight Committee of MDTF and grant agreements are about to be signed.

The GONU has committed itself to provide 55% of the \$74 million needed for the census.

## **FIFTH SUDAN POPULATION CENSUS**

### **BUDGET SUMMARY**

<b>ACTIVITY</b>	<b>COST (US\$)</b>
PLANNING	2,417,367
CENSUS CARTOGRAPHY	11,615,148
ENUMERATION	27,319,750
DATA PROCESSING	4,215,400
FINAL RESULTS	1,207,154
DISSEMINATION	1,549,611
ADVOCACY	1,040,000
VEHICLES AND TRANSPORTATION	13,524,410
DATA PROCESSING EQUIPMENT	4,000,000
CARTOGRAPHIC EQUIPMENT	2,494,000
OFFICE EQUIPMENT	246,000
CAPACITY BUILDING	-
PROJECT MANAGEMENT	4,092,149
<b>GRAND TOTAL</b>	<b>73,720,989</b>

A total of Euros 9,869,734 has also already been secured by the UNFPA to support UNFPA activities. This financial support is distributed as follows:-

EC	3,857,011 (39.1%)
DANIDA	5,162,723 (52.3%)
UNFPA	850,000 (8.6%)
<b>TOTAL</b>	<b>9,869,734</b>

### **ANNEXES**

**FIFTH POPULATION CENSUS OF SUDAN  
POPULATION CENSUS COUNCIL AND COMMITTEES**

**1. The Population Census Council (PCC):**

**Members:**

1. H. E. Minister of Presidential Affairs Chairperson
2. H. E. Minister of Cabinet Affairs Member
3. H. E. Minister of Federal Governance Bureau Member
4. H. E. Minister of Finance, GNU Member
5. H. E. Minister Finance, GOSS Member
6. Representative of National Assembly Member
7. Representative of the Council of States Member
8. General Director, CBS Member & Rapporteur
9. Executive Director, SSCCSE Member & Deputy Rapp.
10. Four Expertise to be assigned by the President Members

**Duties and Responsibilities:**

1. To formulate the population census plans,
2. To identify measures and standards for CBS
3. To oversee and monitor the preparatory works for census and control the enumeration process
4. To report periodically to the Presidency on its performance.

**Supervision:**

1. The Council should work under the supervision of the Presidency,
2. The main location of the Council is being in Khartoum.

**2. The Financial Committee (FC):**

**Members:**

1. The Under-Secretary, Federal Ministry of Finance (*Chairperson*)
2. The Under-Secretary of the Ministry of International cooperation (*Member*)
3. The Under-Secretary, Ministry of Finance Southern Sudan Government (*Deputy Chairperson*)
4. Under-Secretary of the Accounts Bureau, National Ministry of Finance (*Member*)
5. Under-Secretary of the Auditor General Chamber (*Member*)
6. Census Director, CBS (*Member*)
7. Census Director, SSCCSE (*Member*)
8. Manager, Administration and Finance CBS (*Rapporteur*)

**Duties & Responsibilities:**

1. To ensure flow of all financial requirements according to the census operations timetable.
2. To coordinate with the donors to ensure timely flow of financial resources
3. To authorize census expenses as needed
4. To supervise auditing and ensure compliance with accounting guidelines and procedures.
5. To open separate Bank Accounts for the census.
6. To report to the Population Census Council.

**3. The National Technical Committee (NTC):**

**Members:**

1. The National Census Director. (*Chairperson*)
2. Director of the Census in Southern Sudan (*Deputy Chairperson*)
3. Director of Computer Center of SSCCSE (*Member*)
4. Director of Computer Center of CBS (*Member*)
5. Director of the Economic and Financial Statistics Directorate of the CBS (*Member*)
6. Director of the Statistical Coordination and Field Work at CBS (*Member*)
7. Director of the Administrative and Financial affairs at CBS (*Member*)
8. National Census Consultant (*Member*)
9. Director of the Census Field Operations at the CBS (*Member*)
10. Director of the Census Technical Administration at the CBS (*Rapporteur*)
11. Senior Statistician SSCCSE (*Deputy Rapporteur*)
12. Director of the Statistical Coordination and Field Work at SSCSE (*Member*)
13. Director of the Administrative and Financial affairs at SSCSE (*Member*)
14. Director of the Census Field Operations Southern Sudan (*Member*)
15. Consultants (*Members*)

#### **Duties & Responsibilities:**

1. Review plans, budgets and timetable of the population census operations,
2. Submit population census plans to the Population Census Council.
3. Review and finalize all census tools (*Questionnaires, Manuals, Concepts and definitions, Training plan and Methodology, etc*) and submit them to the PCC.
4. Technical supervision of the census operations including geographic and data collection field operations, data processing, analysis and evaluation.
5. Ensure adoption and implementation of all quality measures and standards throughout the country.
6. Submit the census results to the PCC.
7. Members of the committee to advocate for Census as an important tool for decision making in their respective institutions.

#### **4. Advocacy and Publicity Committee (APC):**

##### **Members:**

1. The Under Secretary of Information & Communication (*Chairperson*)
2. Under-Secretary of the Ministry of Information, Southern Sudan Government (*Deputy Chairperson*)
3. General Director of Corporation of Radio and TV (*Member*)
4. Director General Sudan Academy for Communication Sciences (*Member*)
5. Director, Information and Public Relations of CBS (*Member & Rapporteur*)
6. Director of Communication and Public Relation SSCCSE (*Member & Assistant Rapporteur*)
7. Representative of the National Radio Broadcast Station (*Member*)
8. Representative of the National Television Station (*Member*)
9. Director of the Southern Sudan Television (*Member*)
10. Director of the Southern Sudan Radio (*Member*)
11. Representative of Sudan News Agency, SUNA (*Member*)
12. Representative of the National Journalism Council (*Member*)
13. Representative of Southern Sudan Journalists Association (*Member*)
14. Representative of the Journalists Association (*Member*)
15. Representative of the Artists Association (*Member*)
16. Representative of the Dramatists Association (*Member*)
17. Representative of the Religious Affairs and Endowments (*Member*)
18. Representative of Sudan Council of Churches (*Member*)
19. Representative of Association of Singers and Musicians (*Member*)

##### **Duties & Responsibilities:**

1. Preparation of the general strategy for the media campaign in support of the census.
2. Solicit and mobilize support all means of media and communication for the census operation.
3. Enlightenment of the public and solicit public cooperation with the workers in the census operations.
4. Work closely with the State Advocacy and Publicity committees.

5. Periodically reporting on its performance to the Population Census Council
- 5. Monitoring and Observers Committee (MOC):**

**Members:**

*(Any member of this committee is not to be a member of any other census committee).*

1. Representative of the Council of States (*Chair*)
2. Representative of all States. (*Member*)
3. Representatives of the related civil society organizations (Farmers Union, Women Union, Labor Union, Nomads Union, Traditional authority). (*Members*)
4. Representatives (5) of Academic Institutions (Faculties/Departments of Statistics and/or Population Studies) (*Members*)
5. Representative of Sudan Demographers Association (*Member*)
6. Representative of the NGOs (*Member*)
7. Representative of United Nations Population Division (*Member*)
8. Representative of Economic Commission for Africa. (*Member*)
9. Representative of the World Bank (*Member*)
10. Representative of the African Development Bank (*Member*)
11. Representatives from two National Statistical Offices in the region (*Member*)
12. Representative of United States Agency for International Development (*Member*)
13. Representative of Department For International Development (*Member*)
14. Representative, League of Arab States (*Member*)
15. Representative, African Union (*Member*)
16. Representative of DANIDA (*Member*)
17. Representative, European Union (*Member*)
18. Representative of French Cooperation (*Member*)
19. Representatives of Political Parties (*Member*)
20. Representatives (3) of University Professors; one of them to be the Rapporteur.

**Duties & Responsibilities:**

1. Monitor and observe the census execution operations at all stages and levels
2. Ensure compliance with census established criteria and standards.
3. Ensure comprehensive coverage
4. Ensure transparency of all census procedures and operations
5. Provide regular reports including recommendations when necessary to the HNPCC, copied to PCC.
6. Provide report on the final census results to the HNPCC.
7. Provide technical advice to the PCC in writing when necessary.

**6. Southern Sudan Population Census Committee (SSPCC):**  
**Duties & Responsibilities:**

1. The highest authority for the conduct of the census in Southern Sudan.
2. Mobilization of all GoSS Institutions, Southern Sudan States, UN Agencies & NGOs operating in Southern Sudan to support the census
3. Overseeing performance and receiving progress reports from Southern Sudan Census Executive Committee and its sub committees at the State level.
4. Ensure implementation of all the established census procedures and operations in Southern Sudan.
5. Share reports with the HNPCC

**7. State Population Census Committee (SPCC):**

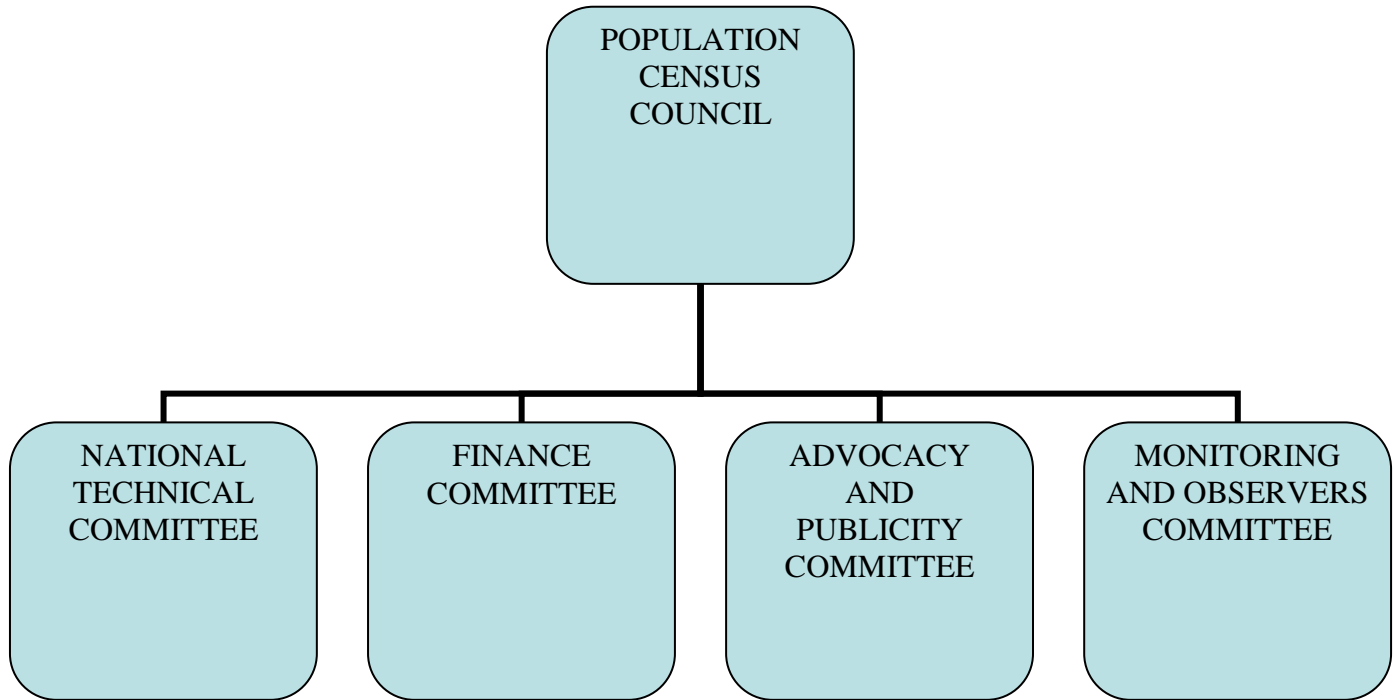
*To be headed by the state Governor and is composed of the State Ministers and their equivalents in the High National Population Census Committee.*

**Duties & Responsibilities:**

1. The highest authority for the conduct of the census in the State.
2. Mobilization of all State Institutions, UN Agencies & NGOs operating in the respective State to support the census
3. Overseeing performance and receiving progress reports from the State Executive Census Committee and its sub committees (Field operations and technical operations committees).
4. Ensure implementation of all the established census procedures and operations in the respective State.
5. Share reports with the HNPCC and PCC; in case of Southern Sudan, through the Southern Sudan Population Census Committee

## FIFTH POPULATION CENSUS OF SUDAN

### POPULATION CENSUS COUNCIL AND ITS SUB-COMMITTEES



## SCHEDULE OF CENSUS ACTIVITIES

STAGES	ACTIVITIES	START	END
<b>1. PREPARATORY</b>			
	Legal, Organizational, Fund Raising	Sept 2005	Oct 2007
	Geographic Preparations – Listing, Mapping	Jan 2006	Sept 2007
	Demarcation of EAs and House numbering	Jan 2006	Sept 2007
	Preparation of Census Tools	Sept 2005	Mar 2007
	Institutional Arrangements and Logistical Preparations	Sept 2005	Aug 2007
	Advocacy	Sept 2005	Dec 2008
	Pilot Census including Pre-Test	15 Nov 2006	30 Nov 2006
	Finalization of Census Enumeration Plans	Dec 2006	June 2007
	Procurement of Census Equipment and Materials	Jan 2006	Sept 2007
	Procurement of Enumeration Supplies	Jan 2007	Sept 2007
	Establishment of Nine Data Processing Centers	Sept 2006	Sept 2007
	Distribution of Supplies	Sept 2007	Nov 2007
<b>2. CENSUS ENUMERATION</b>			
	Recruitment of Field Staff	July 2007	Sept 2007
	Training of Field Staff	Sept 2007	Nov 2007
	Assignment of Tasks and Deployment of Field Staff	Nov 2007	Nov 2007
	Census Field Enumeration	15 Nov 2007	30 Nov 2007
	Retrieval and Storage of Questionnaires from Field	Dec 2007	Dec 2007
<b>3. DATA PROCESSING</b>			
	Recruitment of Data Processing Staff	Sept 2007	Oct 2007
	Training of Data Processing Staff	Nov 2007	Dec 2007
	Processing of Short Questionnaire and Production of Tables	Dec 2007	Feb 2008
	Processing of Long Questionnaire and Production of Tables	Mar 2008	July 2008
	Production of Fact Sheets and Flyers	Aug 2008	Dec 2008
	Preparation of Analytical Volumes	Aug 2008	Dec 2008
<b>4. DISSEMINATION</b>			
	National Launching of Results from Short Questionnaire	Jan 2008	Jan 2008
	State Launching of Results from Short Questionnaire	Feb 2008	Feb 2008
	Launching of State Tabulations	Mar 2008	August 2008
	Launching of Analytical Volumes	Dec 2008	Dec 2008
	Launching of Fact sheets and Flyers	Aug 2008	Dec 2008