Acquisition of Citizenship Certificate in Nepal
Understanding Trends, Barriers & Impacts
Forum for Women, Law and Development (FWLD)
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EXECUTIVE SUMMARY

BACKGROUND

The Interim Constitution of Nepal guarantees the right to identity as a fundamental right. Legal identity documents confirm a state’s acknowledgement of a person’s existence. In Nepal, the citizenship certificate is considered the most important formal legal document, as it is often a prerequisite for obtaining other identity documentation. It is one of the documents that indicate an individual is a citizen of Nepal by authorities.

In Nepal, citizenship certificates serve not only as the foundation for ensuring key social, economic, and political rights for citizens, but also as the basis for social inclusion and a common national identity. Without citizenship certificates, individuals are barred from registering marriages, births, or on voter lists, buying or selling land, siting for professional exams, opening bank accounts, and accessing credit. Many women and persons from certain communities and/or areas in Nepal who suffer from poverty, illiteracy, landlessness, social exclusion, and geographic isolation lack access to citizenship certificates and the enjoyment of related rights.

The Forum for Women, Law and Development (FWLD) conducted a study to estimate the prevalence of citizenship certificates in Nepal. The study was based on a review of existing data sources and records. It found that, as of 16 July 2011, 23.65 per-cent of the population aged 16 and above (4,346,046 individuals), did not have citizenship certificates.2

This report sets out the findings of an additional study conducted by FWLD which comprehensively examined the extent to which citizenship certificates had been acquired nationally, trends of citizenship certificate distribution, barriers preventing people from acquiring citizenship certificates, and the impact of a lack of access to citizenship certificates on individuals.

METHODOLOGY

An extensive and detailed household survey was carried out in 12 districts of Nepal. The survey data covered 3,315 households and 19,827 individuals from over 20 language groups and more than 60 caste or ethnic groups. Overall, the survey allowed for a detailed exploration of barriers and impacts related to persistent inequalities in acquiring citizenship certificates in Nepal, and the extent to which these barriers and impacts are experienced differentially in terms of ethnicity and geography.

Both purposive and random sampling techniques were used to ensure that the findings were representative of the reality on the ground. This approach allowed for several broad and important conclusions regarding citizenship certificate acquisition in Nepal. To supplement the household survey, focus group discussions with marginalized populations were conducted. The key findings from these discussions are also included in this report.

In total, 18 focus group discussions were conducted among diverse communities in the districts of Kathmandu, Lalitpur, Banke, and Rautahat from 13 to 30 January 2012. The communities included Muslims, people from Dalit community (including Badi and Madhesi Dalits), Kamaiyas/Kamalaris, Madhesis, indigenous groups, slum dwellers, woman sex workers, Sexual Orientation and/or Gender Identity (SOGI) individuals, children, orphans, widows, women in entertainment work, conflict victims, individuals in inter-caste (Dalit/non-Dalit) marriages, and survivors of trafficking.


FINDINGS

TRENDS

Findings from both the household survey and the focus group discussions demonstrate definitively that widespread citizenship certificate acquisition has not been achieved nationally. Approximately 20 per-cent (2,562 individuals) of the eligible population sampled (persons aged 16 and above) had not acquired citizenship certificates at the time of this survey.

The survey demonstrates that the rate of citizenship certificate acquisition increased in the survey locations between 1980 and 1990. It then slowed down in the subsequent decade during the conflict, and then increased again from 2000 to 2010. Data indicate that women acquired citizenship certificates at a slower rate than men until 2000, when their rate of acquisition mirrored that of men until 2010.

The survey indicates that in all 12 survey districts, possession of a citizenship certificate is significantly associated with gender and caste at the individual level, as well as with intra-family dynamics at the household level.

The gender gap remains wide, as nearly 87 per-cent of eligible men have acquired citizenship certificates, compared to approximately 74 per-cent of eligible women.

Caste and religion are also relevant factors for citizenship acquisition. The findings of this survey demonstrate that Hill Brahmans, Chettris, and Newars are the most likely to possess citizenship certificates, whereas Chepangs, Rajbars, and Musahars are the least likely. Muslims clearly lag in citizenship acquisition rates relative to other religious groups. This finding was supported by the experiences of Muslim focus group participants, who reported persistent discrimination as a prohibitive barrier to acquiring citizenship certificates.

BARRIERS

The study indicates that the main reason people lack citizenship documentation is that they did not apply for it. Among the eligible population lacking citizenship certificates, about 95 per-cent did not have such documentation because they never applied for it at the Village Development Committee (VDC)/Municipality, the first step in the application process. The most common reason for not applying (36.8 per-cent of the aforementioned group) was a lack of recognition of the importance of citizenship certificates in daily life. Only 0.7 per-cent did not apply due to the uncooperative attitudes of authorities, while 5.1 per-cent (90 per-cent of whom were women) did not apply due to the uncooperative attitudes of family members. An additional 2.6 per-cent (all women) did not apply for citizenship certificates because their husbands were away from homes. These last two findings highlight how discriminatory and patriarchal practices in some communities discourage women and girls from applying for citizenship documents.

Data further indicate that among the 2,562 people who did not possess citizenship certificates, 99.1 per-cent of their applications never made it to their local District Administration Offices (DAO), the second of the two steps in the application process.

The study provides further information on the outcomes of citizenship certificate applications. Of the 5 per-cent who did apply for a citizenship certificate (138 people), 43.5 per-cent were refused, 26.1 per-cent were waiting for the resolution of their application, and 18.8 per-cent had been approved but had not yet received the citizenship certificate.

Focus group participants and many survey respondents cited cost, distance, and time as barriers to applying for and acquiring a citizenship certificate.

Gender discrimination within communities and families was regularly noted in focus group discussions. Specifically, widows noted that they faced discrimination when attempting to acquire citizenship certificates for their children in their names.

Focus group discussions further revealed that family members’ support is required to obtain citizenship certificates. This creates an insurmountable barrier for marginalized and vulnerable populations. Muslim and Madhesi women noted that they cannot apply for citizenship certificates because of cultural practices, and must rely on male members of their households.
to take them to apply for citizenship certificate.

Women conflict victims, widows, and sex workers noted in focus group discussions that they could not get citizenship certificates because their husbands had disappeared, and their in-laws feared that they would claim property if their applications were successful. Some women reported that their own biological family members did not want them to have a legal claim to family property and inheritance, and therefore refused to support their applications for citizenship certificates.

As in all issues of inequality in Nepal, caste plays a significant role in the process of acquiring citizenship certificates. The significant differences between castes is reflected by survey data and some of the experiences of focus group participants. Specifically, members of the Dalit community stated that discrimination by government officials prevents them not only from acquiring a citizenship certificate, but from attempting to apply at all. Madhesi participants also reported frustrations and stress due to persistent bias shown by government officials.

Beyond issues of gender, caste, and social status, data from both the survey and focus group discussions also indicated very clear problems and inconsistencies in procedures for citizenship certificate acquisition. Indeed, many of the documents required or used to apply for a citizenship certificate, such as land title or voter registration, are themselves only acquirable with the possession of a citizenship certificate. For the most marginalized populations in Nepalese society, such as indigenous groups whose customary land practices have not used official land title or trafficking survivors who are often abandoned or betrayed by their families, possession of these legal documents (and therefore, the acquisition of a citizenship certificate) is nearly impossible.

**IMPACTS**

Although citizenship certificates are not legally required for children to attend compulsory schooling, analyses indicate that the citizenship certificate status of elders significantly impacts their children's education. Children residing in households where the head does not possess a citizenship certificate are 56 per-cent less likely to attend school than those residing in households where the head does possess a citizenship certificate.

The survey findings also underscore the highly significant association between citizenship certificate possession and access to elderly allowance and widow welfare assistance, as well as access to land and property title, loans, credit, and bank accounts. Many focus group participants reported that they had to rely on friends or distant family members who possess citizenship certificates in order to acquire loans or to access bank accounts, and were subsequently extremely vulnerable to exploitation by these people.

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1 Citizenship Certificate is required to access any state services and opportunities.
CONCLUSION

The lack of citizenship certificates has a particularly adverse impact on marginalized community members, and is a contributing factor to marginalization in Nepal. Without citizenship certificates, Nepalese are unable to enjoy all of their fundamental rights.

Gender discrimination at nearly all levels of society was a frequently cited theme in focus group discussions and is also evident in the household survey results. Women cannot apply independently for citizenship certificates because of administrative regulations and cultural practices. They must therefore rely on male members of their households to take them to apply for citizenship. The intersection of legal procedures for citizenship certificate applications and gendered cultural practices renders women and girls particularly vulnerable to perpetually lacking a citizenship certificate.

In addition, current domestic law relating to citizenship in Nepal (namely the Interim Constitution of Nepal, 2007 and Nepal Citizenship Act, 2006) contains discriminatory provisions against women and their children. Nepalese women married to foreign men are not entitled to convey citizenship to their children by descent while Nepalese men can and the law requires Nepalese women married to Nepalese men to prove that the father of their children is Nepalese to obtain the citizenship certificate by descent. These provisions are contrary to Nepal's international treaty obligations contained in such instruments as CEDAW, ICCPR, CRC, CERD⁴ and CRPD.

Because parental possession of citizenship certificates was found to have a significant impact on the likelihood of a child’s acquisition of a citizenship certificate, data suggest that the number of persons who lack citizenship certificates will increase and that the acute social disparities associated with citizenship certificate possession are likely to be exacerbated over future generations in Nepal.

Significant accountability efforts are needed from the government and civil society, both in terms of advocacy and support in acquiring citizenship documentation, in order to ensure that millions of Nepalese are able to access their fundamental right to identity.

⁴ In 2004, CERD committee has provided General Recommendation no. 30 which calls upon state parties to reduce statelessness by allowing children to obtain citizenship from either parent.
STUDY TEAM

Staff and consultants at the Forum for Women, Law and Development tirelessly contributed their energies, expertise, and leadership to undertake and implement this study.

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This report is dedicated to the thousands of families who generously opened their homes and shared their experiences so that issues surrounding citizenship in Nepal could be better understood and resolved.
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BACKGROUND OF THE STUDY
Citizenship is the legal bond between an individual and a state. In Nepal, a citizenship certificate is the identity document to prove that a person is being considered as a citizen. In many instances possession of a citizenship certificate is a fundamental requirement for a citizen to exercise a number of his/her rights and serves as a basis to claim for social benefits. In Nepal, the concept of citizenship was introduced in 1952 after the enactment of the Nepal Citizenship Act. The government issues citizenship certificates as formal documents to those aged 16 and above. While there are many types of legal identity documents, the citizenship certificate is considered the most important, as it is often a prerequisite for obtaining other identity documents.
A recent study conducted by the Forum for Women, Law and Development (FWLD) showed that 4,346,046 million people (23.65 per-cent of the population) lacked citizenship certificates in Nepal.\(^5\) While this figure is accurate and based on government sources, there remained a need for information on trends and barriers in the acquisition of citizenship certificates, as well as on the impacts on those who lack citizenship certificate. There are several reasons why individuals lack citizenship certificates in Nepal. This study was conducted to identify trends and barriers in obtaining citizenship certificates, and the impacts of not having citizenship certificates. It is the first comprehensive study on citizenship certificate acquisition in Nepal.

**RATIONALE AND OBJECTIVE OF THE STUDY**

- To understand trends in the acquisition of citizenship certificates, and in the profiles of people who do and do not have citizenship certificate,
- To document all the barriers at different levels faced in accessing citizenship certificates,
- To collect evidence of the impact of not having a citizenship certificate on individuals and their families.

**METHODOLOGY OF THE STUDY**

The study was based on two research methods and approaches: a Survey and Focus Group Discussions.

**Survey**

Both the survey instrument and the sampling frame are derived from mixed-methods approaches that were uniquely developed to obtain both extensive and intensive knowledge about respondents' experiences in their pursuit of citizenship certificates. The standardized survey instrument, which collects information on each member of every household surveyed, allows for statistical analysis and comparisons to be made across individuals, households, groups and survey locations; the incorporation of open-ended questions into the questionnaire allows for a complementary inclusion of detailed and unique information about these experiences.

The mixed-methods sampling frame was developed to ensure the collection of sufficient samples of individuals lacking Nepalese citizenship certificates in each survey location, and to ensure that data represent a broad range of experiences. In order to identify which areas to target for the survey, a detailed list and map of communities and districts known to experience challenges related to citizenship certificate acquisition were generated through expert consultation with I/NGO staff. Annex 1 summarizes the list of communities and population groups presumed to be lacking citizenship certificate.

Several statistical methods were employed to analyze trends and barriers to, citizenship certificate acquisition in Nepal and the impacts of not holding citizenship certificates. For all lines of inquiry, cross-tabulations of citizenship certificate outcomes and key variables in question provide an initial picture of patterns and trends in citizenship certificate acquisition. In the analysis of the barriers to citizenship certificate acquisition, outcomes are cross-tabulated with a range of variables including location, caste/ethnicity, religion, sex, age, educational background, previous voter registration status, household status, and parents' citizenship certificate status. In the analysis of impacts, citizenship certificate outcomes are independently assessed against outcomes in access to social welfare, education, credit, and registering in voters' lists. The study design is not random, however, cross-tabulations alone are insufficient measures of trends and relationships between these key variables of interest. Therefore, Chi-Square analysis of association is employed to test the significance of the bivariate relationship presented in each cross-tabulation.\(^6\)


\(^6\) For example, to assess the relationship between ethnicity/caste and citizenship certificate acquisition outcomes, a cross-tabulation analysis reveals the extent of acquisition among each ethnic/ caste group. The Chi-Square analysis then reveals whether the differences detected across each ethnic group with regards to citizenship certificate acquisition are significant.
While qualitative information allowed for the identification and selection of survey locations, subsequent stages of the survey design were developed through Probability Proportional to Size (PPS) sampling techniques in order to ensure the collection of truly representative samples in each VDC. 7,8

FOCUS GROUP DISCUSSION
In close consultation with the FWLD, the Focus Group Discussions (FGD) Team identified which groups to include in the discussion, the number of participants, location, composition of focus groups, and the protocols for FGDs. It was conducted from 13 to 30 January 2012 in Kathmandu, Lalitpur, Banke and Rautahat districts. Banke was selected for conducting FGDs among Muslim, Badi, and Kamaiya/Kamalari communities and Rautahat was selected for the purposes of conducting FGDs among Madhesi and Madhesi Dalit groups. Kathmandu was chosen for FGDs among slum dwellers, woman sex workers, SOGI individuals, children, orphans, single women, women in entertainment work, conflict victims, widows, individuals in inter-caste (Dalit/non-Dalit) marriages, and survivors of human trafficking. In total, 18 FGDs were conducted among these diverse communities.

STRENGTHS AND LIMITATIONS OF THE STUDY
Several measures were taken throughout the survey design and implementation process to ensure that findings could be extrapolated to the local and national contexts, as well as to the types of problems that are known to be faced by groups who lack citizenship certificates. First, survey locations were selected with the aim to acquire data from each political and geographical region of Nepal, as well as to maximize the diversity of experiences and population groups surveyed based on a range of selection parameters. Parameters for location selection included the issues and problems identified through FGDs with a range of national experts, as well as language, ethnicity, education levels, and marital practices, among others. As the samples within and across each survey location included extremely diverse populations, comparative analyses of different groups of people residing in highly varied geographical and political contexts could be conducted; comparisons that reveal similarities in experiences across diverse groups can then be assumed to reveal many of the issues, barriers and impacts that Nepalese around the country may experience as well. At the local level, the sampling technique employed within each VDC survey location (Probability Proportional to Size) ensured that data collected in each VDC was representative of that VDC survey location. While data and findings

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7The Probability Proportional to Size (PPS) sampling technique was applied to 2001 national census data and 2011 household projections to generate a sampling frame of households for three wards per VDC selected. For more information on PPS sampling techniques, see Lehtonen, Risto and E. Pahkinen. 2004. Practical Methods for Design and Analysis of Complex Surveys. 2nd Ed.  J. Wiley: Chichester: pp 16-18 and 49-55.
8For further details on each stage of the survey sampling methodology and on the development of the survey instrument, please consult Annex I.
must be contextualized within the limitations of a survey designed through purposive selection, several broad and important conclusions regarding the state of citizenship certificate acquisition in Nepal can be drawn from analysis of these historic and unique survey data.
2. FINDINGS & ANALYSIS

2.1 TRENDS IN ACQUISITION OF CITIZENSHIP CERTIFICATES IN NEPAL

Among the 13,098 people aged 16 years and above in the sample, 2,562 people (19.56 per-cent of the sample) did not have a Nepalese citizenship certificate at the time of the survey.

Figure 1: Acquisition of Citizenship Certificates in Nepal

Figure 2: Percentage of Possession of Citizenship Certificates by Survey Location
Figure 2 represents percentages of citizenship certificate acquisition by survey location. The data clearly indicate that Kathmandu has the highest percentage of individuals with citizenship certificates, followed by mountain locations (though Solukhumbu and Dolpa fare comparatively better than Darchula). Other Hill and Terai locations have comparatively lower percentages of eligible populations with citizenship certificates, with Terai locations (Nawalparasi, Bardiya, Siraha, Chitwan and Kailali) generally faring worse than Hill locations (Dadeldhura, Ilam, and Baglung).

Figure 3 indicates that the 16-20 age group has the highest proportion of individuals lacking citizenship certificates, followed by the 21-25 age group.

This finding may correspond to a range of life outcomes requiring interaction with the state that occur later in life, rather than when individuals are young (e.g., land and home acquisition, applying for jobs, registering marriages and births of the children etc.). Among the people who had never applied for citizenship certificates, those stating that citizenship certificates were unnecessary for daily life were younger on average than the rest of the sample of people who had never applied (22.3 years compared to 25 years). In short, this finding indicates that the perceived importance of the document increases as people grow older.
2.2 TRENDS IN ACQUISITION OF CITIZENSHIP CERTIFICATES BY DECADE

Figure 5 tracks the cumulative rate of citizenship acquisition for the full sample by decade. The rate of acquisition increased in the survey locations between 1980 and 1990, slowed during the conflict of the subsequent decade, and increased again from 2000 to 2010. The increase in the acquisition rate from 2000 to 2010 could be attributed in part to the national citizenship certificate campaign carried out in 2007. In spite of these efforts to extend the acquisition of citizenship certificates across the country, survey findings indicate that approximately 19.56 per-cent of people aged 16 years and above did not possess citizenship certificate at the time of the survey.

2.3 DIFFICULTIES TO APPLY FOR THE CITIZENSHIP CERTIFICATES

Procedures to apply for citizenship certificate

In order to obtain a citizenship certificate, eligible persons first have to approach their concerned VDC or Municipality with the required documents to get

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8 Only persons of eligible age were included in each decadal analysis. For the decade 1951-1960, only individuals older than 75 years at the time of the survey were included, as these individuals were at least 16 years of age in 1951. For the decade 1961-1970, only persons aged 65 years or above were included, and so forth. Analysis was conducted by cross-tabulating age by decade of citizenship certificate acquisition.

10 As per Section 3 of the Nepal Citizenship Rules 2006, a citizen of Nepal aged 16 years who wishes to obtain a citizenship certificate by descent has to make an application to the concerned Chief District Officer by presenting:
(a) The certificate of citizenship of Nepal of his or her father or mother or relative within three generations of his or her lineage,
(b) A recommendation made by the concerned local body setting out his or her birth place and relationship to the individual whose documents are being relied on, or a certificate of birth registration,
(c) In cases where the citizenship certificate of a relative within three generations of his or her lineage has been submitted, certificate setting out the relationship with that relative is required.
a ‘recommendation’ for citizenship certificate. This recommendation along with required documents is then submitted to the District Administration Office (DAO) and the Chief District Officer (CDO) makes the final decision on whether or not to grant a citizenship certificate.

The data indicates that among the 2,562 people who did not have citizenship certificates, 95 per-cent had never applied for a recommendation for citizenship certificate in their VDC or Municipality.

Of the 5.4 per-cent (n=138) who had applied for a citizenship certificate at the VDC/Municipality, 43.5 per-cent were refused, 26.1 per-cent were waiting for a resolution to their application, and 18.8 per-cent had been approved but had not yet received their citizenship certificate from the DAO/CDO (See Figure 7 below).

Data indicate that among the 2,562 people who did not have citizenship certificates, 99.1 per-cent had never applied for citizenship certificate at their CDO. However, of the 0.9 per-cent (n=24) who had applied for a citizenship certificate, 4.2 per-cent were refused, 87.5 per-cent were waiting for a resolution to their application, and 8.3 per-cent had been approved but had not yet received the citizenship certificate (See Figure 9 below).
2.4 REASONS FOR NEVER APPLYING FOR CITIZENSHIP CERTIFICATE

As Figure 10 indicates, of the 2,562 people who did not have a citizenship certificate at the time of the survey, nearly 36.8 per-cent had never applied because they did not believe citizenship certificates were important or necessary for daily life.11

While attitudes regarding the irrelevance of citizenship certificates are found in nearly every survey location, Figures 11 indicates that the highest rates of reporting the irrelevance of citizenship certificates to daily life are in the mountain districts of Solukhumbu (94 per-cent of non-citizenship certificate holders) and Darchula (57 per-cent of non-citizenship certificate holders). Interestingly, in the Dolpa District (one of the survey locations in the mountain region), none of the respondents reported a belief that citizenship certificates were irrelevant. There, of the 57 non-certificate holders, 23 per-cent reported that the absence of government officials at the time the applicants approached their office was the most significant barrier to applying for citizenship certificates.

11 This is an important difference from the sample of focus group discussion participants (FGD). Whereas survey participants were selected randomly from their respective communities, participation in the focus groups discussions was voluntary. Due to the self-selection on the focus groups, all participants expressed interest in acquiring a Nepalese citizenship certificate and believed that the certificate was highly important for their daily lives.
Figure 11: Reasons Never Applied for Citizenship Certificate by district
Figure 11: Reasons Never Applied for Citizenship Certificate by district

- **Chitwan**
  - Parents do not have Nepalese citizenship: 3.66%
  - Father is out of house: 0.00%
  - Husband is out of country: 0.41%
  - Thinking to apply: 4.88%
  - Not necessary: 26.83%
  - Time constrain: 17.48%
  - Distance (VDC/Municipality is too far): 3.25%
  - Unawareness of right of citizenship and the procedure to obtain citizenship: 8.13%
  - Do not have necessary documents: 47.15%
  - Under age: 1.22%
  - Due to disability: 1.22%

- **Baglung**
  - Parents do not have Nepalese citizenship: 0.00%
  - Father is out of house: 1.76%
  - Husband is out of country: 5.29%
  - Thinking to apply: 22.94%
  - Not necessary: 45.88%
  - Time constrain: 10.00%
  - Distance (VDC/Municipality is too far): 1.18%
  - Unawareness of right of citizenship and the procedure to obtain citizenship: 1.18%
  - Do not have necessary documents: 19.41%
  - Under age: 1.76%
  - Due to disability: 0.00%

- **Nawalparasi**
  - Parents do not have Nepalese citizenship: 6.65%
  - Father is out of house: 0.00%
  - Husband is out of country: 0.64%
  - Thinking to apply: 14.38%
  - Not necessary: 38.41%
  - Time constrain: 3.22%
  - Distance (VDC/Municipality is too far): 0.43%
  - Unawareness of right of citizenship and the procedure to obtain citizenship: 3.00%
  - Do not have necessary documents: 18.45%
  - Under age: 2.58%
  - Due to disability: 1.07%

- **Bardiya**
  - Parents do not have Nepalese citizenship: 1.87%
  - Father is out of house: 0.00%
  - Husband is out of country: 0.37%
  - Thinking to apply: 32.46%
  - Not necessary: 29.85%
  - Time constrain: 15.67%
  - Distance (VDC/Municipality is too far): 0.37%
  - Unawareness of right of citizenship and the procedure to obtain citizenship: 2.61%
  - Do not have necessary documents: 26.49%
  - Under age: 5.22%
  - Due to disability: 0.37%

Absence of government officials: 0.00%
Due to attitude and unsupportive behavior of government officials: 1.63%
Uncooperative behavior of the family members: 4.88%
Others: 0.81%
Financial Problem: 19.11%
Required parents citizenship: 2.44%
Being Foreigner: 0.41%
Not apply: 0.00%
Rejected by government office (VDC/Municipality): 0.00%
Not stated / Don’t know: 8.54%
Figure 11: Reasons Never Applied for Citizenship Certificate by district

**Dolpa**
- Parents do not have Nepalese citizenship: 23.26%
- Father is out of house: 41.86%
- Husband is out of country: 41.86%
- Thinking to apply: 27.91%
- Not necessary: 5.56%
- Time constrain: 0.00%
- Distance (VDC/Municipality is too far): 0.00%
- Unawareness of right of citizenship and the procedure to obtain citizenship: 0.00%
- Do not have necessary documents: 0.00%
- Under age: 0.00%
- Due to disability: 0.00%
- Absence of government officials: 0.00%
- Due to attitude and unsupportive behavior of government officials: 0.00%
- Uncooperative behavior of the family members: 0.00%
- Others: 0.00%
- Financial Problem: 0.00%
- Required parents citizenship: 0.00%
- Being Foreigner: 0.00%
- Not apply: 27.91%
- Rejected by government office (VDC/Municipality): 0.00%
- Not stated / Don’t know: 0.00%

**Kailali**
- Parents do not have Nepalese citizenship: 11.63%
- Father is out of house: 3.17%
- Husband is out of country: 3.17%
- Thinking to apply: 11.63%
- Not necessary: 11.63%
- Time constrain: 0.00%
- Distance (VDC/Municipality is too far): 0.00%
- Unawareness of right of citizenship and the procedure to obtain citizenship: 2.33%
- Do not have necessary documents: 2.33%
- Under age: 5.56%
- Due to disability: 5.56%
- Absence of government officials: 2.11%
- Due to attitude and unsupportive behavior of government officials: 0.00%
- Uncooperative behavior of the family members: 0.00%
- Others: 0.00%
- Financial Problem: 0.00%
- Required parents citizenship: 0.00%
- Being Foreigner: 0.00%
- Not apply: 0.00%
- Rejected by government office (VDC/Municipality): 0.00%
- Not stated / Don’t know: 7.04%

**Dadeldhura**
- Parents do not have Nepalese citizenship: 2.11%
- Father is out of house: 0.70%
- Husband is out of country: 0.70%
- Thinking to apply: 25.95%
- Not necessary: 0.00%
- Time constrain: 0.00%
- Distance (VDC/Municipality is too far): 0.00%
- Unawareness of right of citizenship and the procedure to obtain citizenship: 0.00%
- Do not have necessary documents: 0.00%
- Under age: 0.00%
- Due to disability: 0.00%
- Absence of government officials: 1.90%
- Due to attitude and unsupportive behavior of government officials: 0.35%
- Uncooperative behavior of the family members: 0.35%
- Others: 0.00%
- Financial Problem: 0.00%
- Required parents citizenship: 0.00%
- Being Foreigner: 0.00%
- Not apply: 0.00%
- Rejected by government office (VDC/Municipality): 0.00%
- Not stated / Don’t know: 6.96%

**Darchula**
- Parents do not have Nepalese citizenship: 0.00%
- Father is out of house: 0.79%
- Husband is out of country: 0.79%
- Thinking to apply: 0.00%
- Not necessary: 0.00%
- Time constrain: 0.00%
- Distance (VDC/Municipality is too far): 0.00%
- Unawareness of right of citizenship and the procedure to obtain citizenship: 0.00%
- Do not have necessary documents: 0.00%
- Under age: 0.00%
- Due to disability: 0.00%
- Absence of government officials: 0.00%
- Due to attitude and unsupportive behavior of government officials: 0.00%
- Uncooperative behavior of the family members: 0.00%
- Others: 0.00%
- Financial Problem: 0.00%
- Required parents citizenship: 0.00%
- Being Foreigner: 0.00%
- Not apply: 0.00%
- Rejected by government office (VDC/Municipality): 0.00%
- Not stated / Don’t know: 5.56%
In two other survey locations in the Terai - Chitwan and Siraha - more than 40 per-cent of non-citizenship certificate holders reported that certificates were not important to daily life. Moreover, in both Siraha and Chitwan, more than 6 per-cent of non-certificate holders reported that they never applied for citizenship certificates due to uncooperative attitudes and behaviors of family members. In the survey location of Nawalparasi district, uncooperative attitudes of family members were cited as the reason that 17 per-cent of the sample never applied for a citizenship certificate. Approximately 15 per-cent of non-citizenship certificate holders in Nawalparasi and Bardiya, stated that they did not have the necessary documents to apply. While extremely rare in all locations, a few reports of uncooperative behaviors and attitudes on behalf of government officials were cited by participants in the Terai districts of Chitwan and Nawalparasi, and the hill districts of Ilam and Dadeldura.

Although attitudes regarding the irrelevance of citizenship certificates for daily life prevail in the hill districts of Kathmandu, Dadeldura, Baglung, and Ilam, a lack of sufficient documents, time constraints, and financial difficulties were other reasons cited by participants in all survey locations. Distance to the government offices was reported to be a barrier in all districts except for Nawalparasi and Siraha in the Terai. Time constraints were reported as barriers in all districts except for the mountain districts of Solukhumbu and Dolpa. These categories are not necessarily mutually exclusive, however, as time constraints may include time required to travel for citizenship applications due to distance or related problems. Financial barriers to citizenship certificates were cited most frequently in Chitwan, as well as in Kathmandu and, to a lesser extent, other hill and Terai districts. All of these issues are further examined through statistical analysis and comparisons with focus group data in subsequent sections.
Analysis was conducted to assess the relative impact of distance, financial cost, and time between home and government offices on whether an application for a citizenship certificate was made. Results indicate that there was a significant association between time, cost, and distance to the VDC or DAO office for applying a citizenship certificate. Both focus group participants and many survey participants cited distance and time constraints as prohibitive barriers to applying for and acquiring a citizenship certificate. Specifically, distance to government offices was cited as a prohibitive barrier to obtaining documents, particularly by people who had migrated to Kathmandu. These groups are unable to return home to acquire the requisite documents for a citizenship application due to the time constraints and travel cost to their home districts.

Lack of sufficient documents was cited by participants as a reason for not applying for citizenship certificates in every survey location except for Solukhumbu. Therefore, comparisons between persons who had certificates and those who applied but had not received them are made below. Figure 13 compares citizenship certificate holders and non-citizenship certificate holders in terms of the types of family documents presented for a citizenship certificate application. Analysis about the differences between the two groups cannot be conclusive due to the extreme difference in sub sample sizes, but it is clear that non-citizenship certificate holders rely on a range of relationships beyond those with their husbands, fathers or mothers to apply for a citizenship certificate. For example, less than 0.2 per-cent of citizenship certificate holders applied for citizenship certificates with another relative's citizenship certificate, compared to 1.4 per-cent of non-citizenship certificate holders. Such differences in outcomes may result from the unusual family circumstances of non-citizenship certificate holders, compared to those of citizenship certificate holders. As revealed in one FGD, individuals in non-traditional family situations and their children are often at higher risk of lacking a citizenship certificate, as their parents, spouses and other family members cannot or will not testify to in support of an individual’s application. 

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12 Focus group discussion with orphans on 28 January 2012 in Kathmandu.
13 Non-Citizenship Certificate holders refer to individuals who do not possess the citizenship certificate whether they applied for it or not.
Figure 14 compares citizenship certificate holders and non-citizenship certificate holders in terms of the types of supporting documents they used to apply for citizenship certificates. Again, the extreme difference in sub-sample sizes precludes conclusive analysis, but the comparison suggests that non-citizenship certificate holders rely on a greater range of substantiating documents than citizenship certificate holders. The wider range of documents used by non-citizenship certificate holders is likely due to the fact that certificate holders who have applied through their parents or spouses can acquire the necessary VDC recommendation (55 per-cent), whereas non-citizenship certificate holders with complicated family or social situations must provide more documents to substantiate their identities. However, it is notable that 30.9 per-cent of non-citizenship certificate holders either did not know what other documents they used to apply for citizenship certificates or claimed to use another kind of document to apply.

2.5 DIFFERENT VARIABLES AND CITIZENSHIP CERTIFICATE ACQUISITION

2.5.1 GENDER AND CITIZENSHIP CERTIFICATE ACQUISITION

A cross-tabulation of gender and citizenship certificate possession for the eligible sample reveals the persistent gender gap indicated in the previous analysis of certificate acquisition by decade (see Figure 5). When including data from 2011, the gender gap remains wide, as nearly 87 per-cent of eligible men have acquired citizenship certificates, compared to approximately 74 per-cent of women (see Figure 15).

Incorporating other factors into the full multivariate odds-ratio analysis (See Annex 5) continues to underscore the role of gender in producing inequalities in citizenship certificate outcomes. Controlling for all other factors in the model, women are 75 per-cent less likely than males to possess a citizenship certificate.

Figure 14: Supporting Documents Used to Apply for Citizenship Certificates: citizenship certificate Holders vs. Non-Holders

Figure 15: Cross-Tabulation 2: Gender and Citizenship Certificate Possession

SEXUAL ORIENTATION AND/OR GENDER IDENTITY (SOGI INDIVIDUALS)

In the survey sample, 13 individuals identified as ‘Other’ gender. However, because all of these individuals were under the age of 16, none of these individuals’ experiences were captured by this report. However, participants in a SOGI focus group discussion provided information on to how gender discrimination specifically affects them and members of their community. Not only do they speak of persistent discrimination against SOGI individuals by government officials and society in general, but basic documentation issues are also noted as consistent and prohibitive barriers to citizenship certificate acquisition. Although SOGI individuals are legally entitled to acquire a document listing their gender as ‘Other’, they must use other documents to apply for the citizenship certificate, which lists their biological sex. The discrepancies in sexual identity between documents and personal identity can lead government officials to delay or deny applications for citizenship certificates. Moreover, members of SOGI communities are often discriminated against and abandoned by the family members upon whom they must rely for citizenship. As a result, SOGI individuals are at risk of never acquiring the citizenship certificate to which they are legally entitled.14

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14 FGD with SOGI (Sexual Orientation and/or Gender Identity) individuals on 23 January 2012 in Kathmandu.
2.5.2 STATUS IN FAMILY/HOUSEHOLD

Cross-tabulation analysis between household status and citizenship certificate possession reveals highly different outcomes across each sub-group, with nearly 100 per-cent of household heads possessing citizenship certificates compared to less than 55 per-cent of grandchildren (aged 16 and above) and daughters-in-law of the household head. Age and gender remain significantly tied to citizenship certificate outcomes. Specifically, daughters-in-law are 73 per-cent less likely, and spouses of household heads (who are predominantly woman in this sample) are 50 per-cent less likely to possess a certificate than the household head with whom they reside (See Annex 5).

The vulnerability of daughters-in-law represented by survey findings was also indicated in several FGDs. Several women participants in the conflict victims FGDs noted that they could not get a citizenship certificate because their husbands had disappeared (bepatta), and their in-laws suspected that they would claim property in the future if they acquired a citizenship certificate. Similar dynamics were reported by widows and sex workers; some women reported that their own biological family members did not want them to have a legal claim to family property and inheritance, and therefore refused to support their applications for a citizenship certificate.

### UNIQUE VULNERABILITIES OF ORPHANS AND ABANDONED INDIVIDUALS

Focus group discussions further revealed that the state’s basic requirement to be a member of a family produces an insurmountable barrier to citizenship for the country’s most marginalized and vulnerable populations. Orphans are often not able to produce the requisite documents for a citizenship certificate application. Trafficking survivors are often abandoned or betrayed by their families, and therefore cannot rely on their support to apply for a citizenship certificate. Advocates for orphans noted that not only do orphans lack the requisite evidence of their parents’ identities, but they often also do not have a police report that officially substantiates their claim to being an orphan.

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**Figure 16: Status in Household and Citizenship Certificate Possession**

Pearson Chi Square = 1366.89 at p < 0.000.

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15 Focus group discussion with conflict victim on 27 January 2012 in Kathmandu.
17 Focus group discussion with orphans on 28 January 2012 in Kathmandu.
18 Focus group discussion with survivors of human trafficking on 30 January 2012 in Kathmandu.
19 Focus group discussion with orphans on 28 January 2012 in Kathmandu.
2.5.3 HOUSEHOLD AND MARITAL STATUS, AND POSSESSION OF CITIZENSHIP CERTIFICATE

Cross-tabulating household and marital status and citizenship certificate outcomes segregated by sex reveal highly differential levels of citizenship certificate possession across each status subgroup, with higher proportions of male family members possessing citizenship certificates than the female members (see Figures 17 and 18). Highest number of family members lacking citizenship certificate are grand-daughters (60 per-cent) followed by daughters (45 per-cent), grand-sons (41.94 per-cent) and daughters-in-law (35.74 per-cent). While cross tabulating with marital status, never married women lack highest percentage (53.42 per-cent) of citizenship certificates followed by divorced (50 per-cent), living together but unmarried men (40 per-cent) and living together but unmarried women (33.33 per-cent). Several members of FDGs revealed that women who lack citizenship certificates before their husbands pass away are particularly vulnerable to never acquiring citizenship certificates, especially if they lack marriage documents or if the husband lacked a citizenship certificate himself.

Figure 17: Status in Household and Citizenship Certificate Possession
2.5.4 Religion

Cross-tabulation between religion and citizenship certificates indicates a smaller range in citizenship certificate possession by each group than in other bivariate analyses. Muslims clearly lag in citizenship certificate acquisition rates relative to other groups, a finding supported by the experiences of Muslim FGD participants who report persistent discrimination on behalf of society and the government as a prohibitive barrier to citizenship certificates. Muslim women participants in the FGDs asserted that their ancestors came to Nepal more than a century ago. Their parents did not need to prove their citizenship through acquiring identity documentation, but now their parents’ lack of citizenship certificates has become a barrier for them to acquire a citizenship certificate.
2.5.5 CASTE / ETHNICITY

The study reveals that caste and ethnicity are significantly related to citizenship certificate outcomes. A cross-tabulation of caste with citizenship certificate outcomes reveals a vast range of citizenship certificate acquisition outcomes among each group in the sample.

The study reveals that caste is a relevant factor for citizenship acquisition. The findings demonstrate that Hill Brahmans, Chettris, and Newars are the most likely to possess citizenship certificates. Chepangs, Rajbars, Chamars, Musahars, and Badis are the least likely to possess these documents.

The significant differences between castes as revealed by survey data are also reflected in some of the experiences of FGD participants. Specifically, members of the Dalit community stated that extreme discrimination by government officials prevents them not only from acquiring a citizenship certificate, but from attempting to apply at all. Some report that officials use their caste identities, which are derogative to them, as their surnames instead of their family names. Madhesi participants also reported frustrations and stress due to persistent caste discrimination during interactions.

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20 Though over 60 caste/ethnic group participated in the survey, the chart only demonstrate citizenship certificate possession of those caste/ethnic group which had more than 100 participants in the survey.

21 Focus group discussion with Madhesi on 27 January 2012 in Rautahat.
with government officials. Some participants in the Madhesi, Kamaiya/Kamlari, Dalit and inter-caste marriage FGDs reported that bribery is common practice, allowing officials to exploit the vulnerability of marginalized people when they apply for their citizenship certificates.

### 2.5.6 LANGUAGE PROFICIENCY

![Figure 21: Fluency in Nepalese and Citizenship Certificate Possession](image)

While no members of FGDs reported illiteracy as a prohibitive barrier to citizenship, women from several FGDs reported that they had to rely on either family members or government officials to interpret and explain the laws and procedures for applying. In particular, woman sex workers noted that, as they cannot write their own names, they are dependent on government officials to explain the application procedures and to assist them. This dependency puts them at risk of not acquiring the documents to which they are entitled.

### 2.5.7 EDUCATIONAL ATTAINMENT

The cross-tabulated data below reveal that the category of individuals with the highest level of education also has the highest proportion of citizenship certificates. The category with the lowest proportion of citizenship certificate holders is made up of those who have never attended school, followed by those who completed lower secondary and primary school.

Because the cross-tabulated data only assess two variables (citizenship certificate possession and education level), the influence of age and sex on educational attainment outcomes is not accounted for in this analysis of citizenship.

![Figure 22: Education and Citizenship Certificate Possession](image)

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22 Focus group discussion with Kamaiya/Kamlari (bonded labour) on 19 January 2012 in Nepalgunj.
23 Focus group discussion with Dalit community people on 20 January 2012 in Nepalgunj.
2.5.8 MIGRATION STATUS

This survey captured a vast number of migrants who reside outside of their households. The cross-tabulated data below examine citizenship certificate possession by migrants and non-migrants.

The proportions of citizenship certificate possession do not appear to vary dramatically by migrant status or by place of residence. Odds-ratio analysis reveals the significance of migration and residence in citizenship certificate outcomes. Specifically, those members of households who move out of their VDC or municipality are more likely than usual residents or non-migrants to possess a citizenship certificate. Those residing outside of the country are nearly three times more likely to possess a citizenship certificate than those residing in the surveyed households. This finding is consistent with procedures requiring people to acquire a citizenship certificate prior to acquiring a passport.

Over 60 per-cent of the population surveyed who reside in other countries reportedly reside in India. The remaining 40 per-cent reside in countries in the Middle East, East Asia, Europe and North America. Statistical analysis comparing those residing in India to those in other countries indicates that people in other countries are more than 80 times more likely to possess a citizenship certificate than those migrants residing in India. This finding is consistent with procedures that do not require Nepalese citizens to acquire a passport (or the requisite citizenship certificate) to live and work in India, whereas international travel to other destinations would require a passport.
2.6 IMPACTS ON LIFE OUTCOMES OF LACK OF CITIZENSHIP CERTIFICATES

The extensive data collected in the survey and in focus group discussions indicate that citizenship certificate possession is a causal link to improving life outcomes for individuals and families. The survey data allows for the analysis of the impact of citizenship certificates on access to social welfare, credit, banking, land and house ownership, civil registration, and education. In the cases of civil registration and education, these effects are also analyzed across generations. As with the analyses of the barriers discussed above, findings from FGDs contextualize, supplement, and complement the findings from the survey and are incorporated herein.

The above figures represent the various reasons for applying citizenship certificates cited by citizenship certificate holders and by 110 individuals who had pending applications at the time of the survey. Both groups cited the desire ‘to establish an identity’ more frequently than any other reasons. Identity was also frequently cited by participants in many FGDs. While the notion of identity varied from group to group, tropes of belonging, recognition, and national pride permeated each discussion.

Specifically, SOGI individuals stated that they sought citizenship certificates for official recognition of their unique gender identity, whereas people from the Dalit community sought inclusion through the elimination of the stigma they face. Both groups, as well as woman sex workers and people in inter-caste marriages, sought equality and the elimination of discrimination through citizenship acquisition. Members of the Madhesi community, including Madhesi Dalit women, were motivated by the attainment of prestige, as well as inclusion. As one participant said, “When Dalit people acquire a Nepalese citizenship certificate, they can say, ‘I have my citizenship card; now I am a Nepalese citizen.’

Most people who had never applied for a citizenship certificate provided at least one reason. However, fewer than 1 per-cent of all persons who lacked a citizenship certificate answered questions regarding the impacts of lacking a certificate on their personal lives or on their families. The very low response rates could be due to a number of reasons. First, very few people who lacked a citizenship certificate had ever applied for one, and nearly 40 per-cent of those people did not apply due to a perceived irrelevance of certificates in their daily lives. These findings, taken together, suggest that the majority of people who lack a citizenship certificate in the sample did not see if or how a citizenship certificate directly impacts their own lives or of their families. Other possible explanations for the low response rates on impacts include interviewee or surveyor fatigue as these questions come towards the end of the survey.

To individuals who possessed or had applied for a citizenship certificate, surveyors asked an open-ended question about why they had applied in the first place, a question directly linked to perceptions about the importance of citizenship certificates.

As the figures above clearly show, many other factors were cited in addition to identity as key reasons for applying for a citizenship certificate. Responses included seeking employment, access to social security allowances, and property ownership (land title). Additionally, several responses indicated that the citizenship certificate serves the purpose of establishing an official relationship to spouses or parents, which can then secure claims to shares in household property. In sum, a wide array of responses indicates the significance of the citizenship certificate for both specific and general outcomes at the individual and family levels. Each is examined in detail below.

2.6.1 CITIZENSHIP CERTIFICATES, VOTER REGISTRATION AND CIVIL PARTICIPATION OUTCOMES

Cross-tabulation of data on voter registration outcomes and citizenship certificate possession for people aged 18 and above indicates a highly significant correlation between the two variables, as acquiring a citizenship certificate has been made compulsory for voter registration, pursuant to a decision of the Supreme Court of Nepal. Of the 4,272 eligible individuals (aged 18 or above) who did not register to vote during 2010/11 voter registration campaign, 36.8 per-cent (n=1,573) cited a ‘lack of citizenship certificates’ as the main reason for not registering (See Figure 25), underscoring the significance of possessing a citizenship certificate for voter registration. The second-most cited reason for not registering to vote was not being present in the area during the registration campaign (n=953, or 22.3 per-cent of the population). Relatively few individuals cited a lack of interest in understanding of how to register to vote.
Underscoring the survey results and the importance of citizenship certificates for voting, participants in the FGD for Muslim women stated that, despite previous participation in elections and referenda, they have been denied their right to vote for the past two decades because they cannot acquire their citizenship certificates. Moreover, several participants in the FGDs with survivors of human trafficking and Kamaiyas/Kamlaris noted that they have never voted in the past and are unsure whether their names are in the former voter lists, which could help substantiate their identities when applying for citizenship certificates. Participants in both groups stated that it did not matter whether they were in a voter list or not, as they did not have citizenship certificates. In short, FGDs revealed that a lack of a citizenship certificate was a barrier to voting.

Beyond the act of voting, FGDs with Madhesi Dalits and Kamaiya/Kamlari also revealed that citizenship certificates are used by civil society organizations to monitor membership. FGD participants also reported that citizenship certificates are used for entry into government premises, which can therefore prevent people from accessing government services.

Other factors found to impact the odds of registering to vote within this survey sample included age, migration status, district of residence, and distance to the DAO. Only 2 per-cent of people who did not register to vote cited prohibitive distance to government offices as the reason for not voting, underscoring the importance of distance in voter registration outcomes. With each increase in the relative distance that migrants must travel from their homes to their DAOs, the odds of registering to vote decrease (see Annex 5). For example, members of households who reside outside of the VDC/Municipality are found to be 37 per-cent less likely than household members who are regular residents to have registered to vote. For migrants reported to reside outside of the district and country, the relative odds of voter registration drop to 52 per-cent and 87 per-cent respectively.
Acquisition of Citizenship Certificate in Nepal

2.6.2 Citizenship Certificates and Civil Registration Outcomes

Cross-tabulations between citizenship certificate possession and civil registration outcomes indicate strong, positive, and highly significant findings for several factors measured.

Cross-tabulations between citizenship certificate possession and marriage registration outcomes indicate a highly significant relationship for several factors measured. For the sub-sample of married people, the relationship between citizenship certificates and the acquisition of an official marriage registration certificate is found to be highly significant. However, as with voter registration, the relationship of causality between the two variables is difficult to untangle. While many people indicate the use of marriage certificate applications for citizenship certificates, others state that they seek to acquire a citizenship certificate in order to get married or to establish a relationship with the spouse (see Figure 27).

In short, while many responses point to the influence of marriage certificates on citizenship certificate outcomes, the impact of citizenship certificates on marriage certificate outcomes is also substantiated by a few survey participant responses, as well as by several focus group participants. Madhesi participants in particular noted that, without citizenship certificates, they are unable to acquire kinship or marriage documents. Not only does this prevent them from legally protecting their rights to inheritance and property, but it also undermines the quality of those relationships by creating worry and stress.

Analyses of the link between the citizenship certificate status of the mother and father with regards to the birth registration outcome of their child can be conducted with the data collected in this sample. Figures 28 and 29 indicate that, while a father’s citizenship certificate status is significantly and positively associated with the birth registration of his child, no significant relationship is indicated between the mother’s citizenship status and the child’s birth registration. The findings are further substantiated by the experiences of a range of FGDs participants. Muslim women, Madhesis, Dalits, people in inter-caste marriages, woman sex workers, trafficking survivors, conflict victims, and SOGI individuals all mentioned that a citizenship certificate is needed for acquiring birth registration for their children, and some feared that their children would end up in legal limbo in the future.

34 Focus group discussion with people in inter-caste marriage on 30 January 2012 in Rautahat.
35 Focus group discussion with Madhesi on 27 January 2012 in Rautahat.
36 Various focus group discussions conducted in January 2012.
2.6.3 Citizenship Certificates and Social Welfare Outcomes

Findings indicate a highly significant and positive link between citizenship certificate possession and social welfare outcomes. As citizenship certificates are required for individuals to acquire social welfare benefits such as elderly allowance or widow welfare, these findings (see Figures 30 and 31) demonstrate the importance of citizenship certificates. Similarly, access to social welfare programmes and benefits comprised one of the main motivations for many FGD participants to apply for citizenship certificates. Muslim women, Madhesis, Madheshi Dalits, Dalits, Badi women, slum dwellers, indigenous peoples, survivors of trafficking, and sex workers FGDs mentioned that they were unable to get elderly and widow allowances due to a lack of citizenship certificate. Focus group participants revealed that the acquisition of the correct type of citizenship document is necessary for the protection of individuals’ rights and access to a range of social services. One Badi participant stated that he was able to acquire a citizenship certificate with his surname. His citizenship certificate, however, did not identify him as Badi, and he was therefore unable to acquire the monetary allowance for members of this community.

2.6.4 Citizenship Certificates and Financial Outcomes

Findings indicate highly significant and positive associations between citizenship certificate possession and all financial outcomes measured in the survey: land title, housing title, access to a bank account, and access to credit. These statistical findings underscore the statements made by respondents regarding the importance of citizenship certificates for access to banking, loans, or in securing a share in property (see Figures 32, 33, 34 and 35), and are further supported by a range of experiences represented among FGD participants.

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37 According to procedure no. 6(3) of Social Security Programme Operating Procedures, 2013 (2069) citizenship certificates is mandatory to access social security benefits.
38 Ibid.
39 Focus group discussion with Badi community on 20 January 2012 in Nepalgunj.
Participants in a range of FGDs stated that, without citizenship certificates, they were unable to own land or immovable property, and were vulnerable to losing rightful claims to family property and inheritance. This, like voter registration and civil registration, creates a vicious cycle of exclusion, as land documents are also often requested to substantiate residency and identity claims when applying for citizenship certificates. In short, without a citizenship certificate, people cannot acquire official land or property title, but without official land or property title, people often cannot acquire a citizenship certificate. This dynamic was reported by a number of participants, but the cases of several Muslim women bring the issue to light:

“We bought our land 50 years ago. During that time, there was no requirement to register the land at the Land Revenue Department. Now the government refuses to recognize our land ownership, and also prevents us from acquiring citizenship. Although many families have resided in this village for the last 100 years, majority of us do not have any legal documents.”

Focus group discussions revealed that people were facing problems in accessing banking services and credit due to lack of a citizenship certificate, without which people are unable to open and operate accounts in banks or in savings cooperatives, buy or hold land and other property title, or to acquire loans or credit. As mentioned earlier in the report, the FGDs also revealed that the inability to access credit and banking forces many people to rely on others for access to banking or credit systems. While women in slum communities stated that they have received positive assistance from other women with citizenship certificates in accessing savings cooperatives, a few participants in sex worker and SOGI FGDs stated that they have been betrayed and robbed by people upon whom they were forced to rely.

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40 No. 3 of Chapter On Decency/Etiquette (Adalko) of Muluki Ain (Country Code) clearly stipulates that if any foreign citizen is to obtain any immovable property by virtue of succession or partition, that property shall not be registered in his or her name, nor shall he or she be entitled to receive any income from it except in cases where he or she has resided in Nepal upon obtaining the citizenship of Nepal in accordance with law. Such person is entitled to sell or otherwise transfer such property to a citizen of Nepal. Any transaction done in violation of the foregoing provision shall be void and that property shall devolve on the government.

41 Focus group discussion with Muslim women on 19 January 2012 in Nepalgunj.

42 Focus group discussion with slum communities, sex worker and SOGI conducted in January 2012.
2.6.5 CITIZENSHIP CERTIFICATES AND EDUCATION OUTCOMES

Nepalese citizens cannot acquire citizenship certificates prior to the age of 16, and lacking citizenship certificate cannot, in theory, affect outcomes in one’s own access to early education (e.g., primary school) if individuals begin schooling as children. However, because one’s education can last into young adulthood or beyond, citizenship certificate possession can affect outcomes in educational attainment, particularly at higher levels. In the analysis thereof, links between citizenship certificate and education are found to be significant, a finding which is further substantiated by the experiences expressed by FGD participants.

Findings show that, when controlling for a range of variables, individuals who do not possess citizenship certificates are 19 per-cent less likely to have attended school than those who possess a certificate (at p<0.05) (see Model 1, Annex 6). Furthermore, acute impacts on educational outcomes are also associated with the citizenship certificate possession of elders in the household. Specifically, individuals residing in households in which the household head does not possess a citizenship certificate were found to be 56 per-cent less likely to have attended school than those residing with household heads who do possess citizenship certificates.

The impact of citizenship certificate possession by household elders on education outcomes becomes even clearer when controls for family relationships are included in the analysis. Figure 37 reveals that the locus of influence on educational outcomes also lies with the mother. Specifically, when controlling for a range of factors, children of mothers who do not possess citizenship certificates are found to be 75 per-cent less likely to attend school than children of mothers who possess a citizenship certificate (see Model 2, Annex 6). While it cannot be inferred from either statistical or qualitative data that schools request the citizenship certificate of the mother in order to enroll children, the data do suggest a qualitative difference between...
mothers who possess a citizenship certificate and those who do not in terms of how they advocate for their children.

FGDs reveal that the significant relationship between citizenship certificate possession and education outcomes is often indirect, and, in many instances, is linked to a lack of a birth registration document rather than a citizenship certificate. However, many participants did assert that without a citizenship certificate, they were unable to participate in a range of vocational and higher education training programmes, even if they had passed their SLC. Moreover, many individuals who may access educational and training programmes despite their lack of a citizenship certificate are denied certificates of completion which prevents them from working in jobs relevant to their training, or from working legally. As the statistical analysis of survey data reveals, the effects are inter-generational as well. Muslim women, Madhesi women, Kamiya/Kamlari people, Dalits, people in inter-caste marriages, and survivors of trafficking all stated that without citizenship certificates, they were unable to acquire a birth certificate for their children and therefore unable either to enroll their children in good schools, or to enroll them in schools at all. As one participant stated, “When parents are deprived of citizenship, their children face more challenges to get into schools, to receive a good education, and ultimately, to provide a good future for themselves.”
3 CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS

The Household Survey provides comprehensive and detailed information on those lacking citizenship certificates in Nepal. Its identification of trends, barriers and impacts makes it a very useful and important tool for any further analysis of this issue. Moreover, the Household Survey further complements the FWLD study titled ‘Acquisition of Citizenship Certificate in Nepal: Estimating Prevalence,’ which found that 23.65 per-cent of the population above the age of 16 years (4,346,046 individuals) did not have citizenship certificates.

Over the last decade, there has been an increase in the acquisition of citizenship certificates in Nepal. Still, 20 per-cent of the population sampled (persons of 16 years and above) had not acquired citizenship certificates at the time of the survey.

Respondents reported several barriers to the acquisition of citizenship certificates. In all 12 survey locations, possession of a citizenship certificate was linked closely with gender and caste identity at the individual level, and with intra-family dynamics at the household level. Gender discrimination at nearly all levels of society was a frequently cited barrier in focus group discussions and in survey responses.

Women in Nepal cannot independently apply for citizenship certificates because of administrative regulations and cultural practices. They must therefore rely on male members of their households to take them to apply for citizenship certificates. Compared to the relatively few people who cited problems at government offices as a reason for not applying for citizenship, 130 people (of whom over 90 per-cent were women) indicated that they had never applied for a citizenship certificate due to uncooperative attitudes of family members. Furthermore, women were found to be 75 per-cent less likely than men to possess a citizenship certificate, and daughters-in-law were 73 per-cent less likely to possess a certificate than the head of their household.

The policy and procedural guidelines that necessitate reliance on family members (fathers and husbands in particular) to acquire a citizenship certificate further exacerbate gendered inequalities within households and structure broader gendered outcomes regarding citizenship certificate possession.

In addition to women, lacking citizenship certificates has a particularly adverse impact on marginalized community members, and is a contributing factor to further exclusion in Nepal.

Intra-household dynamics (e.g. parental possession of citizenship certificates) were found to impact the likelihood of household members’ possession of citizenship certificates. The survey also indicates that the acute social disparities associated with citizenship certificate possession are likely to increase over future generations, and the number of persons lacking citizenship certificates will continue to grow significantly. This is particularly concerning, as the uneven provision and acquisition of citizenship certificates along caste, sex, gender, and household lines may contribute to broader forms of social inequality in Nepal.

Without citizenship certificates, people are unable to enjoy fundamental rights in Nepal. Citizenship certificate possession is required for civil registration, access to social welfare, education, and financial services. Moreover, citizenship certificates are required for accessing land and house title, credit, and bank accounts, and for exercising basic civil and political rights (e.g. the right to vote).

As a significant portion of Nepal’s population lacks citizenship certificates, there should be continued efforts on behalf of the government and civil society to advocate and ensure that all eligible Nepalese people have access to them.
RECOMMENDATIONS

The Survey makes the following recommendations to facilitate the acquisition of citizenship certificates in Nepal:

Nepal is party to 24 international human rights instruments as of 2013, including ICCPR, CEDAW, and CRC and is required under international law to give effect to the obligations under these treaties in good faith. The monitoring bodies of these treaties have made recommendations to Nepal to improve compliance with these obligations as most recently the CEDAW Committee. Its actions must be guided by a commitment to the principle of non-discrimination in matters relating to citizenship.

Recommendations to the Government of Nepal:

1. Ensure that everyone entitled under the Constitution and other laws of Nepal to citizenship certificates are able to obtain citizenship certificates to help to guarantee their right to an identity. To achieve this end amend as necessary the existing Citizenship Act, Rules and Directives to facilitate the acquisition of citizenship certificates.

2. Recognize the difficulties marginalized and disadvantaged groups based on gender, caste, religion or sexual orientation face in obtaining citizenship certificates and take the required additional measures so that these difficulties are adequately addressed.

3. Consider mobile citizenship certificate camps as an efficient and cost effective way to distribute citizenship certificates and bridge the gap for persons lacking them as a means of addressing the most common barriers identified in this study.

- Ensure timely and effective information campaigns so that a larger number of persons can be reached and benefit from the mobile camps;
- Ensure that the mobile teams spend sufficient time in each location to issue citizenship certificates to all persons lacking it;
- Collaborate with civil society organizations and media outlets to ensure greater effectiveness of the mobile camps.

4. Comply with the precedents set by the Supreme Court of Nepal on citizenship issues and make the necessary arrangements for the issuance of citizenship certificates in accordance with these precedents.

5. Increase cooperation at all levels with civil society organizations representing marginalized communities and women to work on awareness raising programs at the community level. These programs should aim at informing on the importance of citizenship certificates, on the procedural steps to obtain citizenship certificates as well as at addressing cultural and family bias that bar specific groups and women from accessing such documents.

6. Ensure that government officials at the District Administration Offices (DAOs), Village Development Committees (VDCs) and municipalities of all districts are regularly trained on human rights and legal procedures for the effective implementation of citizenship law in order to reduce procedural hurdles and cultural bias.

7. Consider the reluctance from various parties (families, local officials etc) to have citizenship certificates issued to women due to property and inheritance considerations and ensure that such discriminatory bias are addressed.

8. Amend Nepal’s citizenship laws to ensure Nepalese women possess full and equal rights to independently acquire, retain, and transmit their citizenship without reference to their marital status or the nationality of their husband.

9. Ensure that the new Constitution provides the guarantees mentioned above in paragraph 8.

10. Ensure that birth registration of all children born in Nepal is guaranteed irrespective of their parents’ documents, marital status or nationality (as per article 22 of the 2007 Interim Constitution).

11. Institute a comprehensive, reliable and timely record keeping of household profiles, of vital events (such as births, marriages, divorce, deaths) and records of cross-border and internal migration.

43 The concluding observations made in July 2011 by the CEDAW Committee while considering Nepal’s combined fourth and fifth reports state the following (paragraph 26):

“The Committee strongly urges the State party to:

(a) Ensure that the new Constitution provides for equal and full citizenship rights for women, including by exerting their right to transfer citizenship to their children and foreign husband;
(b) Implement training programmes to Government officials at all levels on legal provisions related to transfer of citizenship;
(c) Carry out a second comprehensive national campaign to issue citizenship certificates, taking into consideration the hardships faced by women in securing proof of nationality;
(d) Accede to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness; and
(e) Ensure that children born on the territory of Nepal who would otherwise be stateless be granted Nepali citizenship.”

12. Design and implement simplified procedures for easy access to vital events documentation (birth, marriage, divorce, death) and consider the option of the registration of these events in the district where the events took place.

CIVIL SOCIETY
1. Promote the Government’s accountability towards its obligations on citizenship issues under the international human rights instruments to which Nepal has acceded.
3. Engage and cooperate with the Government for effective delivery of services in relation to citizenship certificate issuance.
4. Organize public awareness programs at the grassroots and national levels about the importance of citizenship certificate and about the procedures of acquisition.
5. Provide legal aid and counseling to persons lacking citizenship certificate.

MEDIA
1. Educate the public about the importance of the acquisition of citizenship certificate in Nepal.
2. Build public opinion on citizenship certificate issues by for example publishing stories about the process eligible individuals go through to obtain a citizenship certificate and the impact the lack of citizenship certificate has on the lives of individuals.
3. In case of mobile citizenship campaigns conducted by the Government, increase public awareness to maximize the number of eligible persons who can benefit from the mobile camp.
4. Highlight the Government’s obligations on citizenship issues under the international human rights instruments to which Nepal has acceded.

INTERNATIONAL COMMUNITY
1. Provide support to the Government of Nepal to better fulfill its obligations under International Human Rights instruments related to citizenship.
2. Support the Government of Nepal and civil society initiatives promoting the issuance of citizenship certificates.
# ACRONYMS & DEFINITIONS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>CC</td>
<td>Citizenship Certificate</td>
</tr>
</tbody>
</table>
| DAO     | District Administrative Office  
\textit{Government office responsible for issuing Nepalese citizenship certificates on the basis of recommendations of Village Development Committees / Municipalities (see below), and responsible for overall security and administrative issues in the district. Each district in Nepal has a DAO.} |
| CDO     | Chief District Officer  
\textit{Chief of the DAO.} |
| CEDAW   | Convention on the Elimination of All Forms of Discrimination Against Women, 1979 |
| CERD    | International Convention on the Elimination of All Forms of Racial Discrimination, 1965 |
| CRC     | Convention on the Rights of the Child, 1989 |
| CRPD    | Convention on the Rights of Persons with Disabilities, 2006 |
| e.g.    | Exempli gratia (for example) |
| et al.  | And others |
| FGDs    | Focus Group Discussions |
| Govt.   | Government |
| ICCPR   | International Convenant on Civil and Political Rights, 1966 |
| n.      | Number |
| INGO    | International Non-Governmental Organization |
| NGO     | Non-Governmental Organization |
| PPS     | Probability Proportional to Size |
| SOGI    | Sexual Orientation and / or Gender Identity |
| vs.     | Versus |
| VDC     | Village Development Committee  
\textit{Government office, which operates at the sub-district level. Responsible for evaluating claims to citizenship certificates from local residents and sending recommendations for Citizenship Certificate to the DAO.} |
GROUPS AT-RISK FOR ACQUISITION OF CITIZENSHIP CERTIFICATES

**INDIVIDUALS IN NON-CONVENTIONAL MARRIAGE ARRANGEMENTS AND THEIR CHILDREN**

Individuals—women in particular—who are in cross-border, inter-caste, and/or polygamous marriages face both discrimination and procedural barriers to registering their marriages, and thus in acquiring citizenship certificates through their spouses. Children born to families in non-conventional marriage arrangements are therefore also at particular risk of not acquiring legal documentation of their births and parentage and thus of not acquiring a citizenship certificates later in life. Children born to foreign fathers face unique problems in Nepalese certificate acquisition compared to those born to foreign mothers.

**MEMBERS OF SPECIFIC ETHNIC AND CASTE GROUPS**

Badi, Halya, Raute, Madhesi, Dalits, Kamaiya, Tharu, Tamang, and Indigenous Groups

**INDIVIDUALS RESIDING OUTSIDE OF HOUSEHOLD AND/OR HOME VDC**

Migrant workers, displaced persons, and domestic workers are identified to be at particular risk of lacking a citizenship certificate due to an inability to acquire documentation through their families and home VDCs.

**PERSONS WITH DISABILITIES**

Either due to discrimination or physical inability to travel, persons with disabilities are at risk of lacking a citizenship certificate.

**GENDER AND SEXUAL MINORITIES**

Due to discrimination and inconsistencies in personal identity documents regarding sex and gender, sexual minorities are at risk of not being able to acquire a citizenship certificate, and not being able to register their marriages, which can also prevent one or both partners from acquiring citizenship certificates.

**LANDLESS PEOPLE**

Individuals who do not possess documentation of their residence cannot provide land certificates to substantiate their residence and therefore are at risk of not being able to acquire a citizenship certificate.

**SURVIVORS OF TRAFFICKING, SEX WORKERS AND THEIR CHILDREN**

Individuals—and women in particular—who engage (either willingly or unwillingly) in various forms of sex work face discrimination by government officials and are at risk of being denied citizenship certificates. Individuals who have been cast off from their families and/or are not in traditional marriage arrangements are at particular risk of not acquiring a citizenship certificate as they cannot rely on family members to assist them in their application for a certificate.

**WIDOWED WOMEN**

Women whose citizenship status was not resolved prior to the death of their husbands are at risk of not being able to acquire a citizenship certificate either through their biological families or their families through marriage.

**VULNERABLE CHILDREN**

Orphans, street children, and children born from rape are at particular risk of lacking sufficient documentation of their births and families to apply for citizenship certificates later in life.

**PEOPLE LIVING IN EXTREME POVERTY AND/OR EXTREMELY REMOTE AREAS**

While the majority of Nepal’s population is rural and poor by global comparisons, individuals who are relatively poor and remote relative to other Nepalese are at risk of not being able to afford the time or financial costs of citizenship certificate applications.

The qualitative mapping exercise with experts facilitated the purposive selection of survey locations. In total, 12 districts—one Village Development Committee per district—that represent, to a limited extent, the problems, regions, and communities identified in the expert consultation, were selected for the survey.
ANNEX 2

SURVEY QUESTIONNAIRE

Please note that the survey questionnaire was formatted to fit size A4 paper and was compiled for ease of use in the field. All survey questions are included herein but the formatting of the survey instrument has been changed to fit this document.

INTRODUCTION: SURVEYOR MUST READ THIS TO EACH INTERVIEWEE PRIOR TO SURVEY

Hello. My name is ___________. I work with the the Forum for Women, Law and Development and we are here collecting information about problems of access to citizenship documents. The data we are collecting now will enable us to identify problems in acquisition of documents, and will be used to improve policies and laws on citizenship and birth registration.

If you have a problem acquiring your citizenship documents, please know that we do not have the authority to determine citizenship applications, but your contribution will be very important for helping us to understand barriers to documents.

We hope that you will participate in this survey. Sharing your experiences and discussing situations in your community will enable us to improve our programs to improve access to legal status.

The questionnaire will take approximately 20 to 40 minutes.

At this time, do you have any questions for me about the survey?

May I begin the interview now?

If permission is granted enter signature on survey and begin questionnaire:

Signature of interviewer:
D1. How far is the nearest open primary school to your house?

- By road _______ km
- Walking _____days  _____hrs
- Driving   _____days  _____hrs

Dry
b. Walking _____days  _____hrs
c. Driving   _____days  _____hrs

Monsoon
d. Walking _____days  _____hrs
e. Driving   _____days  _____hrs

Winter
f. Walking _____days  _____hrs
g. Driving   _____days  _____hrs

D2. How far is the VDC/Municipality office from your house?

- By road _______ km
- Walking _____days  _____hrs
- Driving   _____days  _____hrs

Dry
b. Walking _____days  _____hrs
c. Driving   _____days  _____hrs

Monsoon
d. Walking _____days  _____hrs
e. Driving   _____days  _____hrs

Winter
f. Walking _____days  _____hrs
g. Driving   _____days  _____hrs

D3. How far is the CDO from your house?

- By road _______ km
- Walking _____days  _____hrs
- Driving   _____days  _____hrs

Dry
b. Walking _____days  _____hrs
c. Driving   _____days  _____hrs

Monsoon
d. Walking _____days  _____hrs
e. Driving   _____days  _____hrs

Winter
f. Walking _____days  _____hrs
g. Driving   _____days  _____hrs

D4. Do any of the people who live in this house have the following that are regularly operational?

How many? How many?
Check all that apply
- a. Bicycle
- b. Motorcycle/ Scooter
- c. Jeep / Car / Van
- d. Bus or Truck
- e. Tractor
- f. Other (specify)
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<thead>
<tr>
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<tbody>
<tr>
<td>Is (NAME) male, female or other?</td>
<td>1: Hindu 2: Buddhist 3: Kirat 4: Muslim 5: Christian 6: Seikh 7: Other (Specify)</td>
</tr>
<tr>
<td>What is (NAME)'s religion?</td>
<td>1: Never Married 2: Living together (not married) 3: Married 4: Divorced 5: Separated 6: Widowed / Single 7: Other (Specify)</td>
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<td>What is (NAME)'s ethnicity?</td>
<td>If (NAME) does not have a marriage certificate, what is the reason?</td>
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<td>1. Identify spouse's name in H12. Enter the respective member ID number as listed in H0.</td>
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<td>0: Never Married 1: Living together (not married) 2: Married 3: Divorced 4: Separated 5: Widowed / Single</td>
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<td>What is (NAME)'s marital status?</td>
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<td>Does (NAME) receive the widow allowance?</td>
<td>1: No</td>
</tr>
<tr>
<td>Does (NAME) have an official marriage certificate?</td>
<td>1: Yes</td>
</tr>
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**Directions & Codes**

**Head of Household (self)**

**Spouse**

**Son or Daughter**

**Grandchild**

**Father or Mother**

**Sibling**

**Father-in-law or Mother-in-law**

**Daughter-in-law**

**Other relatives**

**Domestic Worker / Helper**

**Others (specify)**

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**Others (specify)**

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## Questions

### Main Occupation

- **0:** Too young/Too old/
- **1:** Housewife
- **2:** Student
- **3:** Agriculture/Farmer
- **4:** Raise Animals/Livestock
- **5:** Forestry/Fishery worker
- **6:** Construction worker
- **7:** Factory Worker
- **8:** Driver
- **9:** Domestic worker
- **10:** Restaurant / Hotel staff
- **11:** Security Guard
- **12:** Petty Business
- **13:** Vendor (has store)
- **14:** Caste based work
- **15:** Wage Labor
- **16:** Traditional healer (Dhami/Jhakri/Baidhya etc)
- **17:** Health care worker
- **18:** Teacher/instructor
- **19:** Staff in govt. office
- **20:** Staff in private office / business
- **21:** Staff at NGO / INGO / social work
- **22:** Expert / Consultant
- **23:** Land owner/ brokerage
- **24:** Receive Remittance
- **25:** Unemployed
- **26:** Other (Specify)

### Directions & Codes

#### See guidelines

**AGE 6 + ONLY**

1. **0:** Too young/Too old/
2. **1:** Housewife
3. **2:** Student
4. **3:** Agriculture/Farmer
5. **4:** Raise Animals/Livestock
6. **5:** Forestry/Fishery worker
7. **6:** Construction worker
8. **7:** Factory Worker
9. **8:** Driver
10. **9:** Domestic worker
11. **10:** Restaurant / Hotel staff
12. **11:** Security Guard
13. **12:** Petty Business
14. **13:** Vendor (has store)
15. **14:** Caste based work
16. **15:** Wage Labor
17. **16:** Traditional healer (Dhami/Jhakri/Baidhya etc)
18. **17:** Health care worker
19. **18:** Teacher/instructor
20. **19:** Staff in govt. office
21. **20:** Staff in private office / business
22. **21:** Staff at NGO / INGO / social work
23. **22:** Expert / Consultant
24. **23:** Land owner/ brokerage
25. **24:** Receive Remittance
26. **25:** Unemployed
27. **26:** Other (Specify)

## Forms

### L1, L2, L3 All

#### L4 All

- **0:** Too young/Too old/
- **1:** Housewife
- **2:** Student
- **3:** Agriculture/Farmer
- **4:** Raise Animals/Livestock
- **5:** Forestry/Fishery worker
- **6:** Construction worker
- **7:** Factory Worker
- **8:** Driver
- **9:** Domestic worker
- **10:** Restaurant / Hotel staff
- **11:** Security Guard
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- **21:** Staff at NGO / INGO / social work
- **22:** Expert / Consultant
- **23:** Land owner/ brokerage
- **24:** Receive Remittance
- **25:** Unemployed
- **26:** Other (Specify)

### L5

- **Yes**
- **No**

### L6

- **Yes**
- **No**

### L7a All

#### L7b

- **What kind of disability?**
  - **1:** Physical
  - **2:** Mental
  - **3:** Intellectual
  - **4:** Sensory

### E1

- **Can (NAME) understand and speak Nepalese?**
  - **0:** Cannot
  - **1:** Cannot speak but can understand a little bit.
  - **2:** Cannot speak but can understand well.
  - **3:** Can speak and understand a little bit.
  - **4:** Can do both well.

### E2

- **Can (NAME) read and write?**
  - **0:** Cannot
  - **1:** Can read only.
  - **2:** Can write only.
  - **3:** Can do both a little bit.
  - **4:** Can do both well.

### E3

- **Has (NAME) ever attended school?**
  - **0:** No
  - **1:** Yes

### E4

- **If (NAME) has studied, what is the highest grade/class of schooling has s/he completed?**
  - **0:** Preschool
  - **1:** Grade 1
  - **2:** Grade 2
  - **3:** Grade 3
  - **4:** Grade 4
  - **5:** Grade 5
  - **6:** Grade 6
  - **7:** Grade 7
  - **8:** Grade 8
  - **9:** Grade 9
  - **10:** Grade 10
  - **11:** Grade 11 (+2)
  - **12:** Grade 12 (+2)
  - **13:** Intermediate (Former system)
  - **14:** Some university
  - **15:** Bachelor
  - **16:** Masters Degree
  - **17:** Tech
  - **18:** Vocational
  - **19:** Other (specify)

---

### Main Occupation

**1st Occupation**

- **1:** In this house
- **2:** Another house in ward
- **3:** Outside this ward / in this VDC or municipality.
- **4:** Outside VDC or mun / in this district
- **5:** Another district (specify)
- **6:** Different country / specify

---

### 2nd Occupation

- **1:** In this house
- **2:** Another house in ward
- **3:** Outside this ward / in this VDC or municipality.
- **4:** Outside VDC or mun / in this district
- **5:** Another district (specify)
- **6:** Different country / specify

---

### 3rd Occupation

- **1:** In this house
- **2:** Another house in ward
- **3:** Outside this ward / in this VDC or municipality.
- **4:** Outside VDC or mun / in this district
- **5:** Another district (specify)
- **6:** Different country / specify
### Questions

1. Identify mother’s name in H1
2. Enter the respective member ID number as listed in H0.

### H0 (ALL)

1. Deceased
2. Member of other house in Nepal
3. Working outside of Nepal
4. Do not know where she is
5. Do not know where she is

### H1

1. Identify mother’s name in H1
2. Enter the respective member ID number as listed in H0.

### H15

1. Does/Did (NAME)’s biological mother NOT reside as a member in this household?
2. Enter the respective member ID number as listed in H0.

### H16

What is the highest grade of school that (NAME)’s biological mother attended?

<table>
<thead>
<tr>
<th>Grade</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>No school</td>
</tr>
<tr>
<td>1</td>
<td>Grade 1</td>
</tr>
<tr>
<td>2</td>
<td>Grade 2</td>
</tr>
<tr>
<td>3</td>
<td>Grade 3</td>
</tr>
<tr>
<td>4</td>
<td>Grade 4</td>
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<tr>
<td>5</td>
<td>Grade 5</td>
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<td>6</td>
<td>Grade 6</td>
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</tr>
<tr>
<td>17</td>
<td>Tech/Vocational</td>
</tr>
<tr>
<td>18</td>
<td>Informal/Adult Ed</td>
</tr>
<tr>
<td>19</td>
<td>Other (specify)</td>
</tr>
</tbody>
</table>

### H17

What is the highest grade of school that (NAME)’s biological mother attended?

### H18

These questions address information about each member’s biological father.

### H19

Why is (NAME)’s biological mother NOT listed as a member in this household?

### H20

What is (NAME)’s biological father’s name?

### H21

Why is (NAME)’s biological father NOT listed as a member in this household?

### H22

What is the highest grade of school that (NAME)’s biological father attended?

### 1. Deceased
2. Member of other house in Nepal
3. Working outside of Nepal
4. Do not know where he is
5. Do not know where he is

### T1

What is the age when a person becomes eligible for Nepalese citizenship?

### T2

Is it possible by law to apply for a citizenship certificate under a person’s biological mother if the person’s biological father is a Nepalese citizen?

### T3

Is it possible by law for a foreign man to acquire a citizenship certificate if he marries a Nepalese woman?
### Questions

- **Does (NAME) have citizenship in any other country?**
- **Has (NAME) ever had his/her name in the voter list in the past?**
- **Did (NAME) participate in the voter registration campaign in last 14 months?**
- **Does your family own or rent the house where you are living?**
- **Is there a title for the house you are living in?**
- **Does your family farm or otherwise use any land?**
- **If yes, is there a title for the land that you farm or otherwise use?**
- **Whose names are listed on the title for the land, who holds the title?**
- **If no, in the household is listed on the title for the land, who holds the title?**
- **Who is present at home during registration?**
- **If no, leave blank.**

### Directions & Codes

- **Has (NAME) ever had his/her name in the voter list in the past?**
  - Yes
  - No

- **Did (NAME) participate in the voter registration campaign in last 14 months?**
  - Yes
  - No

- **Does your family own or rent the house where you are living?**
  - Yes
  - No

- **Is there a title for this house?**
  - Yes
  - No

- **Does your family farm or otherwise use any land?**
  - Yes
  - No

- **Whose names are listed on the title for the land?**
  - Other family member
  - Non-family member
  - Other (specify)

### Enter Code:

- **Yes**
- **No**
Enter names of all household members first, then proceed to H1b, H2, H3, H4...

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<th>NO</th>
<th>H1c. Present for interview?</th>
<th>YES</th>
<th>NO</th>
<th>H1d. Alone for interview</th>
<th>YES</th>
<th>NO</th>
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C7. Has (NAME) ever applied for a letter of recommendation at the VDC/municipality?  

| YES | NO |

C8. If yes, what was the outcome of the application?  

| Accepted | Waiting | Refused | Other (specify) |

C9. What documents did (NAME) use to apply at the VDC / municipality?  

| Citizenship certificates  
1: Husband  
2: Father  
3: Mother  
4: Brother  
5: Other sibling  
6: Grandparent  
7: Father-in-law  
8: Other relative  
9: Adopted parents  
10: Community member (sarjimin)  
Other certificates  
11: Papers establishing relationship  
12: Marriage certificate  
13: Voter ID / Registration  
14: Migration certificate  
15: Death certificate  
16: Birth certificate  
17: Academic qualification  
18: Certificate of government work  
19: Renunciation of foreign citizenship  
20: Land document  
Recommendation / processes  
21: VDC Letter  
22: Municipality  
23: Police  
24: Child care / orphanage  
25: Sarjimin/Sanakhat  
26: Recommendation by government officials  
27: Other (specify) |

C10. What other documents does (NAME) require for his/her application but does not have?  

C11. If (NAME) has never applied for a letter of recommendation at the VDC or municipality, what is the reason?  

C12. Has (NAME) ever applied for a citizenship certificate at the CDO?  

| YES | NO |

C13. If yes, what was the outcome of the application?  

| Waiting | Refused | Other (specify) |

C14. What documents did (NAME) use to apply at the CDO?  

C15. What other documents does (NAME) require for his/her application but does not have?  

C16. If (NAME) has never applied for citizenship document at the CDO, what is the reason?  

C17. Why did (NAME) apply for Nepali citizenship certificate? (Motivation):  

| Citizenship certificates  
1: Husband  
2: Father  
3: Mother  
4: Brother  
5: Other sibling  
6: Grandparent  
7: Father-in-law  
8: Other relative  
9: Adopted parents  
10: Community member (sarjimin)  
Other certificates  
11: Papers establishing relationship  
12: Marriage certificate  
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20: Land document  
Recommendation / processes  
21: VDC Letter  
22: Municipality  
23: Police  
24: Child care / orphanage  
25: Sarjimin/Sanakhat  
26: Recommendation by government officials  
27: Other (specify) |
C18. What problems has (NAME) experienced with the application procedure for a Nepali citizenship certificate

a. Financial costs of application: (please describe) ____________________________________________________________

b. Time costs of application: (please describe) ______________________________________________________________

c. Problem at VDC/CDO: (please describe) _________________________________________________________________

d. Attitudes of staff at government office / not cooperative: (please describe) _________________________________

e. Problem with documents: (please describe) ______________________________________________________________

f. Family problem: (please describe) __________________________________________________________________

g. VDC / CDO office is too far: (please describe) __________________________________________________________

h. Other (specify) ______________________________________________________________________________________

C19. What problems has (NAME) faced as a result of not having a Nepali citizenship certificate?

a. Financial Problems (banking / inheritance): (please describe) ______________________________________________

b. Land (e.g., documents or inheritance etc.): (please describe) ______________________________________________

c. Work (informal or formal): (please describe) ______________________________________________________________

d. Migration / Mobility: (please describe) __________________________________________________________________

e. Schooling (Self or children): (please describe) ______________________________________________________________

f. Government benefits / welfare: (please describe) __________________________________________________________

g. Marriage and Family Life: (please describe) ______________________________________________________________

h. Political life / Voting and Elections: (please describe) ______________________________________________________

i. Access to other documents: (please describe) ______________________________________________________________

j. Access to justice (e.g., go to court, seek help from police): (please describe) _________________________________

k. Access to credit / loans: (please describe) _________________________________________________________________

l. Other: (please describe) ______________________________________________________________________________
ANNEX 3

LIST OF NGO PARTICIPANTS AT EXPERT CONSULTATION

1. Aawaaj
2. CAC Nepal
3. Child Consortium
4. CWIN
5. CAC Nepal
6. Child Consortium
7. CZOP
8. Dalit NGO Federation
9. Didi Bahini
10. LACC
11. NFOWRC
12. PHECT Nepal
13. Shtri Shakti
14. Sancharika Samuha
15. SAATHI
16. SATH SATH
17. Tharu KalyanKari Sabha
18. FEDO
19. Single Women Group
20. Porackhi
21. Jagriti
22. Blue Diamond Society
23. INSEC
24. UNHCR
25. UNICEF
26. UN Women
27. UNDP
28. Action Aid
29. TAF
30. Community Self Reliance Centre
31. Nepal Muslim Mahila Kalyan Samaj
32. Lumanti
33. UNFPA
34. Aadarsha Nepal
35. CARE NEPAL
36. Jagaran Nepal
37. PLAN
38. Madhesi NGO Federation.
39. NGO-Federation of Nepalese Indigenous Nationalities
40. National Federation of Disabled People of Nepal
### ANNEX 4

#### CATEGORIES, DATES AND LOCATIONS OF FOCUS GROUP DISCUSSIONS

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<th>Composition of FGD</th>
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<th>District</th>
<th>Male</th>
<th>Female</th>
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<td>People of Inter Caste (Dalit and non-Dalit) Marriage</td>
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</tbody>
</table>

\(^{a}\) The Badi Community, found mostly in the Western, Mid-western and Far Western regions, are the most marginalized group amongst Dalit community in Nepal. This community in the past was known for living on prostitution of women and is looked down upon as sex workers. However, it must be noted that many/most of them are not involved in prostitution in recent times.
## ANNEX 5

### IMPACT OF CITIZENSHIP CERTIFICATE POSSESSION ON ODDS OF VOTER REGISTRATION

<table>
<thead>
<tr>
<th>AGE &gt; 18 ONLY</th>
<th>Valid N (n=12,227)</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
<tbody>
<tr>
<td>Citizenship Certificate Possession</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Possesses Certificate (Ref)</td>
<td>9,928</td>
<td>0.034 ***</td>
<td>97% less likely</td>
</tr>
<tr>
<td>Does Not Possess Certificate</td>
<td>1,745</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Name in Previous Voter Register</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Name in Register (Ref)</td>
<td>9,430</td>
<td>0.048***</td>
<td>95% less likely</td>
</tr>
<tr>
<td>Not in Previous Register</td>
<td>1,971</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 1. GENERAL DEMOGRAPHIC INFORMATION

#### Age

<table>
<thead>
<tr>
<th>Age</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
<tbody>
<tr>
<td>ALL</td>
<td>1,011***</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### Sex

<table>
<thead>
<tr>
<th>Sex</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male (Reference)</td>
<td>5,968</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td>5,705</td>
<td>0.962</td>
<td></td>
</tr>
</tbody>
</table>

#### Status in Household

<table>
<thead>
<tr>
<th>Status in Household</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
<tbody>
<tr>
<td>Head (Reference)</td>
<td>3,237</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Spouse</td>
<td>2,605</td>
<td>0.939</td>
<td>24% less likely</td>
</tr>
<tr>
<td>Child</td>
<td>3,627</td>
<td>0.759**</td>
<td></td>
</tr>
<tr>
<td>Grandchild</td>
<td>175</td>
<td>1.224</td>
<td></td>
</tr>
<tr>
<td>Parent</td>
<td>298</td>
<td>1.071</td>
<td>33% less likely</td>
</tr>
<tr>
<td>Sibling</td>
<td>320</td>
<td>0.671*</td>
<td></td>
</tr>
<tr>
<td>Daughter-in-Law</td>
<td>1,130</td>
<td>0.799</td>
<td>35% less likely</td>
</tr>
<tr>
<td>Other</td>
<td>281</td>
<td>0.653*</td>
<td></td>
</tr>
</tbody>
</table>

#### Marital Status

<table>
<thead>
<tr>
<th>Marital Status</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single (Reference)</td>
<td>2,145</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Married</td>
<td>8,869</td>
<td>1.011</td>
<td></td>
</tr>
<tr>
<td>Widowed</td>
<td>568</td>
<td>0.637*</td>
<td>36% less likely</td>
</tr>
<tr>
<td>Other</td>
<td>94</td>
<td>1.631</td>
<td></td>
</tr>
</tbody>
</table>

#### Religion

<table>
<thead>
<tr>
<th>Religion</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hindu (Reference)</td>
<td>8,959</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Buddhist</td>
<td>492</td>
<td>0.796</td>
<td></td>
</tr>
<tr>
<td>Kirant</td>
<td>680</td>
<td>1.356</td>
<td></td>
</tr>
<tr>
<td>Muslim</td>
<td>1,067</td>
<td>1.211</td>
<td></td>
</tr>
<tr>
<td>Christian</td>
<td>410</td>
<td>0.750</td>
<td></td>
</tr>
</tbody>
</table>

#### Mother Tongue Language (NOT INCLUDED DUE TO CORRELATION WITH CASTE)

<table>
<thead>
<tr>
<th>Caste</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chhetri (Reference)</td>
<td>2,162</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Muslim</td>
<td>1,072</td>
<td>1.563***</td>
<td>56% more likely</td>
</tr>
<tr>
<td>Gurung</td>
<td>83</td>
<td>1.186***</td>
<td>19% more likely</td>
</tr>
<tr>
<td>Thakuri</td>
<td>127</td>
<td>0.679***</td>
<td>32% less likely</td>
</tr>
<tr>
<td>Teli</td>
<td>222</td>
<td>1.495</td>
<td></td>
</tr>
<tr>
<td>Musahar</td>
<td>71</td>
<td>0.466</td>
<td></td>
</tr>
<tr>
<td>Hajam/Thakur</td>
<td>49</td>
<td>1.821</td>
<td></td>
</tr>
<tr>
<td>Lohar</td>
<td>39</td>
<td>0.550</td>
<td></td>
</tr>
</tbody>
</table>
### I. HOUSEHOLD VARIABLES

<table>
<thead>
<tr>
<th>Citizenship Certificate Possession of Household Head</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
<tbody>
<tr>
<td>Has Citizenship Certificate (Ref)</td>
<td>11,387</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does Not Possess Certificate</td>
<td>286</td>
<td>0.864</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Sex of Household Head</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male (Reference)</td>
<td>9,891</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td>1,782</td>
<td>1.008</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Education History of Household Head</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
<tbody>
<tr>
<td>Has Attended School (Ref)</td>
<td>6,947</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has Never Attended School</td>
<td>4,726</td>
<td>1.193*</td>
<td>20% more likely</td>
</tr>
</tbody>
</table>

### II. Nepali LANGUAGE PROFICIENCY, LITERACY & EDUCATION

#### Fluency in Nepali

<table>
<thead>
<tr>
<th>Fluency</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Effect</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fluent</td>
<td>9,420</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Basic Proficiency</td>
<td>1,091</td>
<td>0.807**</td>
<td>19% less likely</td>
</tr>
<tr>
<td>Cannot Speak or Understand</td>
<td>1,162</td>
<td>0.990</td>
<td></td>
</tr>
</tbody>
</table>

#### Literacy in Nepali

<table>
<thead>
<tr>
<th>Literacy</th>
<th>Valid N</th>
<th>Odds Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proficient (Reference)</td>
<td>7,092</td>
<td></td>
</tr>
<tr>
<td>Basic Literacy Skills</td>
<td>1,246</td>
<td>0.827</td>
</tr>
<tr>
<td>Not Literate</td>
<td>3,335</td>
<td>0.982</td>
</tr>
</tbody>
</table>

#### Educational Background: Highest Level Completed

<table>
<thead>
<tr>
<th>Educational Background</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Effect</th>
</tr>
</thead>
<tbody>
<tr>
<td>Never Attended School (Ref)</td>
<td>3,781</td>
<td>1.105</td>
<td></td>
</tr>
<tr>
<td>Completed Some Primary</td>
<td>1,488</td>
<td>0.777</td>
<td></td>
</tr>
<tr>
<td>Completed Primary</td>
<td>1,700</td>
<td>0.716*</td>
<td>28% less likely</td>
</tr>
<tr>
<td>Completed Lower Secondary</td>
<td>1,286</td>
<td>0.711*</td>
<td>29% less likely</td>
</tr>
<tr>
<td>Completed Upper Secondary</td>
<td>1,259</td>
<td>0.959</td>
<td></td>
</tr>
<tr>
<td>Some Intermediate (+2)</td>
<td>1,138</td>
<td>1.128</td>
<td></td>
</tr>
</tbody>
</table>

### III. MIGRATION INFORMATION

#### Current Migrant Status

<table>
<thead>
<tr>
<th>Migrant Status</th>
<th>Valid N</th>
<th>Odds Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-Migrant (Reference)</td>
<td>9,754</td>
<td></td>
</tr>
<tr>
<td>In Ward</td>
<td>129</td>
<td>1.218</td>
</tr>
<tr>
<td>In VDC/Municipality</td>
<td>74</td>
<td>0.965</td>
</tr>
<tr>
<td>Outside VDC/Municipality</td>
<td>253</td>
<td>0.633*</td>
</tr>
<tr>
<td>Outside District</td>
<td>386</td>
<td>0.473***</td>
</tr>
<tr>
<td>Different Country</td>
<td>1,077</td>
<td>0.133***</td>
</tr>
</tbody>
</table>

#### Lifetime Migrant Status

<table>
<thead>
<tr>
<th>Migrant Status</th>
<th>Valid N</th>
<th>Odds Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-Migrant (Reference)</td>
<td>8,901</td>
<td></td>
</tr>
<tr>
<td>Migrant</td>
<td>2,772</td>
<td>0.640***</td>
</tr>
</tbody>
</table>
### Multivariate Analysis

**AGE > 18 ONLY**

<table>
<thead>
<tr>
<th>Valid N (n=12,227)</th>
<th>Odds Ratio</th>
<th>Relative Odds of Registering to Vote</th>
</tr>
</thead>
</table>

#### I. DISTANCE VARIABLES

**District of Residence**

<table>
<thead>
<tr>
<th>Location</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kathmandu (Reference)</td>
<td>1,632</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dadeldura</td>
<td>1,031</td>
<td>4.998***</td>
<td>5 times as likely</td>
</tr>
<tr>
<td>Baglung</td>
<td>793</td>
<td>4.555***</td>
<td>4 times as likely</td>
</tr>
<tr>
<td>Illam</td>
<td>840</td>
<td>14.233***</td>
<td>14 times as likely</td>
</tr>
<tr>
<td>Kailali</td>
<td>1,436</td>
<td>29.183***</td>
<td>29 times as likely</td>
</tr>
<tr>
<td>Bardiya</td>
<td>1,011</td>
<td>1.010***</td>
<td>1% more likely</td>
</tr>
<tr>
<td>Nawalparasi</td>
<td>1,211</td>
<td>7.709***</td>
<td>8 times as likely</td>
</tr>
<tr>
<td>Chitwan</td>
<td>915</td>
<td>3.050***</td>
<td>3 times as likely</td>
</tr>
<tr>
<td>Siraha</td>
<td>1,349</td>
<td>4.609***</td>
<td>5 times as likely</td>
</tr>
<tr>
<td>Darchula</td>
<td>768</td>
<td>6.895***</td>
<td>7 times as likely</td>
</tr>
<tr>
<td>Dolpa</td>
<td>279</td>
<td>37.430***</td>
<td>37 times as likely</td>
</tr>
<tr>
<td>Solukhumbu</td>
<td>408</td>
<td>10.118***</td>
<td>10 times as likely</td>
</tr>
</tbody>
</table>

**Distance to CDO**

<table>
<thead>
<tr>
<th>Has Citizenship Certificate (R)</th>
<th>Valid N</th>
<th>Odds Ratio</th>
<th>Relative Odds</th>
</tr>
</thead>
<tbody>
<tr>
<td>ALL</td>
<td>0.950***</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

***p<0.001, **p<0.01, *p<0.05
## ANNEX 6

### IMPACT OF CITIZENSHIP POSSESSION ON RELATIVE ODDS OF GOING TO SCHOOL

<table>
<thead>
<tr>
<th>Model 1: AGE &gt; 60 ONLY</th>
<th>Valid N (n=12,227)</th>
<th>Odds Ratio</th>
<th>Relative Odds Ever Attending School</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Age</strong></td>
<td>ALL</td>
<td>0.912***</td>
<td></td>
</tr>
<tr>
<td><strong>Sex</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male (Reference)</td>
<td>5,413</td>
<td>0.164***</td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td>5,432</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Citizenship Certificate Possession</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Possesses Certificate (Ref)</td>
<td>8,748</td>
<td>0.812*</td>
<td>19% less likely</td>
</tr>
<tr>
<td>Does Not Possess Certificate</td>
<td>2,097</td>
<td>0.440***</td>
<td>56% less likely</td>
</tr>
<tr>
<td><strong>Head of House Possesses Cit. Cert</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Possesses Certificate (Ref)</td>
<td>10,602</td>
<td>0.217 ***</td>
<td>78% less likely</td>
</tr>
<tr>
<td>Does Not Possess Certificate</td>
<td>243</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Spouse HofH Possesses Cit. Cert.</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Possesses Certificate (Ref)</td>
<td>9,687</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does Not Possess Certificate</td>
<td>1,158</td>
<td>0.107***</td>
<td>89% less likely</td>
</tr>
<tr>
<td><strong>District of Residence</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kathmandu (Reference)</td>
<td>1,495</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dadeldhura</td>
<td>992</td>
<td>0.151***</td>
<td>85% less likely</td>
</tr>
<tr>
<td>Baglung</td>
<td>760</td>
<td>0.429***</td>
<td>57% less likely</td>
</tr>
<tr>
<td>Ilam</td>
<td>782</td>
<td>0.601***</td>
<td>40% less likely</td>
</tr>
<tr>
<td>Kailali</td>
<td>1,310</td>
<td>0.176***</td>
<td>82% less likely</td>
</tr>
<tr>
<td>Bardiya</td>
<td>946</td>
<td>0.107***</td>
<td>89% less likely</td>
</tr>
<tr>
<td>Nawalparasi</td>
<td>1,193</td>
<td>0.071***</td>
<td>93% less likely</td>
</tr>
<tr>
<td>Chitwan</td>
<td>864</td>
<td>0.300***</td>
<td>70% less likely</td>
</tr>
<tr>
<td>Siraha</td>
<td>1,231</td>
<td>0.063***</td>
<td>94% less likely</td>
</tr>
<tr>
<td>Darchula</td>
<td>678</td>
<td>0.110***</td>
<td>89% less likely</td>
</tr>
<tr>
<td>Dolpa</td>
<td>256</td>
<td>0.156***</td>
<td>84% less likely</td>
</tr>
<tr>
<td>Solukhumbu</td>
<td>338</td>
<td>0.310***</td>
<td>69% less likely</td>
</tr>
<tr>
<td>Model 2: AGE &gt; 15 &amp; Children of HoH ONLY</td>
<td>Valid N (n=4,315)</td>
<td>Odds Ratio</td>
<td>Relative Odds Ever Attending School</td>
</tr>
<tr>
<td>-----------------------------------------</td>
<td>--------------------</td>
<td>------------</td>
<td>-----------------------------------</td>
</tr>
<tr>
<td><strong>Age</strong></td>
<td>ALL</td>
<td>0.910***</td>
<td></td>
</tr>
<tr>
<td><strong>Sex</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Male (Reference)</td>
<td>2,253</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td>1,234</td>
<td>0.364***</td>
<td></td>
</tr>
<tr>
<td><strong>Citizenship Certificate Possession</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Possesses Certificate (Ref)</td>
<td>1,128</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does Not Possess Certificate</td>
<td>2,359</td>
<td>0.812*</td>
<td>19% less likely</td>
</tr>
<tr>
<td><strong>Father Possesses Certificate</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Possesses Certificate (Ref)</td>
<td>3,434</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does Not Possess Certificate</td>
<td>53</td>
<td>0.643</td>
<td></td>
</tr>
<tr>
<td>Mother Possesses Certificate</td>
<td>3,208</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Possesses Certificate (Ref)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does Not Possess Certificate</td>
<td>279</td>
<td>0.253***</td>
<td>75% less likely</td>
</tr>
<tr>
<td><strong>District of Residence</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kathmandu (Reference)</td>
<td>395</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dadeldura</td>
<td>274</td>
<td>0.494</td>
<td></td>
</tr>
<tr>
<td>Baglung</td>
<td>312</td>
<td>0.584</td>
<td></td>
</tr>
<tr>
<td>Ilam</td>
<td>317</td>
<td>2.416</td>
<td></td>
</tr>
<tr>
<td>Kailali</td>
<td>418</td>
<td>0.228***</td>
<td>77% less likely</td>
</tr>
<tr>
<td>Bardiya</td>
<td>282</td>
<td>0.318*</td>
<td></td>
</tr>
<tr>
<td>Nawalparasi</td>
<td>443</td>
<td>0.093***</td>
<td>91% less likely</td>
</tr>
<tr>
<td>Chitwan</td>
<td>216</td>
<td>0.408</td>
<td></td>
</tr>
<tr>
<td>Siraha</td>
<td>449</td>
<td>0.084</td>
<td></td>
</tr>
<tr>
<td>Darchula</td>
<td>185</td>
<td>0.228**</td>
<td>73% less likely</td>
</tr>
<tr>
<td>Dolpa</td>
<td>71</td>
<td>0.194***</td>
<td>81% less likely</td>
</tr>
<tr>
<td>Solukhumbu</td>
<td>125</td>
<td>0.946</td>
<td></td>
</tr>
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Acquisition of Citizenship Certificate in Nepal

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